



# 2020-2050 Comprehensive Plan Village of Yorkville, WI

YORKV 149602 | [August 10, 2024](#)~~October 26, 2020~~  
[Amended September 9, 2024](#)



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# Village of Yorkville 2020-2050 Comprehensive Plan

Village of Yorkville Comprehensive Plan Update  
Yorkville, Wisconsin

Prepared for:  
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Yorkville, Wisconsin

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[2020-2050 COMPREHENSIVE PLAN](#)[2020-2050 COMPREHENSIVE PLAN](#)

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Sherry Gruhn, Past President  
Cory Bartlett, Trustee  
Robert Funk, Trustee  
Daniel Maurice, Trustee  
Steve Nelson, Trustee

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*The individuals above, along with many other Village staff, committee members, community leaders, and Village residents and business owners were instrumental in the creation of this Plan.*

*Short Elliott Hendrickson Inc. (SEH) was retained by the Village of Yorkville to assist in developing this Comprehensive Plan. SEH is a multi-disciplined, professional services firm comprised of 800 engineers, architects, planners and scientists in a full range of transportation, civil, environmental and structural engineering services; urban design, community planning and architectural design; and technology and GIS services.*

## Long-Range Planning Commission (2024)

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Village of Yorkville, WI

## 1 Introduction

### 1.1 Background

The Town of Yorkville established in 1850 and incorporated as the Village of Yorkville in April 2018. The Town was given the opportunity to incorporate through special legislation related to planned development in a neighboring village across Interstate Highway 94 (I-94). The special legislation allowed for neighboring communities to incorporate regardless of whether or not they met state population density requirements for incorporation. On January 2, 2018, the Town of Yorkville adopted a resolution allowing a referendum for incorporation to occur. On April 3, 2018, the referendum was held and the election results favored incorporation by a vote of 1,060 to 54.

The primary reason for incorporation was to allow the Village to have more control over their future vision and land use regulations in light of new planned industrial and manufacturing development in the neighboring Village of Mount Pleasant. Many neighboring communities, such as Yorkville, are being seen increasingly as attractive locations for development from manufacturing and industrial businesses wishing to establish themselves in the area's future supply chain. Undeveloped lands which allow development through land use regulations in these communities are prime locations for ancillary development. Planned industrial and manufacturing growth in the area would also provide Yorkville the potential opportunity to expand its business park or allow for other areas within its jurisdiction to become open for development to meet the demand for developable land.

### 1.2 Regional Context

The Village of Yorkville is located in south central Racine County. It is bordered by the Village of Raymond to the north, Village of Mount Pleasant on the east, Town of Dover to the west, and Town of Paris (Kenosha County) to the south. The Village of Union Grove is located in Yorkville's southwest corner, sharing nearly all of its borders with the Village of Yorkville. The Village's primary road network includes a number of county, state, US, and interstate highways. Most notably, I-94 runs the entire length of the Village's eastern border. Access to the interstate from the Village is provided through three separate interchanges at State Trunk Highway 11 (STH 11), State Trunk Highway 20 (STH 20), and County Road KR (CTH KR).

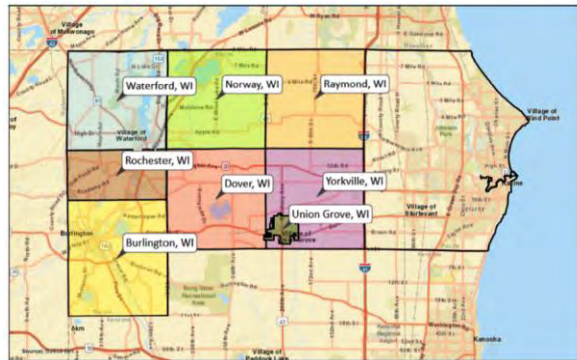
I-94 is a transportation route with regional significance. It serves as an important link between larger nearby cities including Madison, Milwaukee, and Chicago, and connects to major cities in neighboring regions including Detroit, Fargo, and Minneapolis-Saint Paul. I-94 also connects these major cities to many smaller and mid-sized places that lie in between. In many cases, I-94 serves as a major economic driver, and several locations along the corridor have experienced significant growth and development in recent years, including places near Yorkville in Racine and Kenosha Counties.

Yorkville recognizes its own potential for controlled new development with its proximity and access to I-94 and current supply of undeveloped land. It also recognizes the importance of having a Recommended Land Use Plan for the Village, including the I-94 corridor, to help manage the type and location of potential future development, ensuring that it fits the desires of the community.

Figure 1 – Yorkville, WI Location Map



Figure 2 – Racine County, WI Map



Source: Western Racine County Demographic and Housing Data Briefing, Market & Feasibility

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## 1.3 Past Planning Efforts

In 2003, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and Racine County released a report titled *A Land Use Plan for Village of Union Grove and the Town of Yorkville: 2020*. This was in response to a request from the Town of Yorkville for assistance in developing a Recommended Land Use Plan for the Town's future. The plan was intended to serve as a guide for use by Town officials in making better development decisions to promote public health, safety, and general welfare.

In 2009, Racine County adopted its *Multi-Jurisdictional Comprehensive Plan for Racine County: 2035*, which it helped prepare in conjunction with SEWRPC and Racine County's 18 participating local government bodies. This included an updated Recommended Land Use Plan for the Town of Yorkville for 2035.

Wisconsin Statute 66.1001 requires that local government comprehensive plans be updated at least once every ten years. In response to this deadline and in light of its recent incorporation as a Village, Yorkville has initiated this update to its Comprehensive Plan. This Comprehensive Plan update will expand upon past planning efforts and include updated Land Use Recommendations for the 2030 through 2050 planning horizon.

Recent development pressures and growth of the I-94 corridor have also spurred Yorkville to develop an I-94 Corridor Master Plan which includes a Land Use Plan and development recommendations for this area. The I-94 Corridor Master Plan was adopted by the Village Board in December 2019. This Comprehensive Plan update supports the recommendations in the I-94 Corridor Master Plan for the development of this area of the Village, including the planning objectives for the corridor, future transportation and utility recommendations, development design standards and implementation recommendations of the Plan.

## 1.4 Scope of the 2020-2050 Comprehensive Plan Update

A comprehensive plan is a local government's guide to its community's physical, social, and economic development. A comprehensive plan provides a rational basis for local land use decisions with a future vision in mind for planning and community decisions.

According to Wisconsin Statutes, comprehensive plans shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the community. In accordance with existing and future needs, comprehensive plans will promote public health, safety, and general welfare of the entire community. Wisconsin Statutes require that zoning, official mapping, and subdivision regulations be consistent with a municipal comprehensive plan.

Wisconsin Statutes also identify that nine elements of a comprehensive plan must be addressed within the document which are as follows:

- A. Issues and Opportunities
- B. Housing
- C. Transportation
- D. Utilities and Community Facilities
- E. Agricultural, Natural and Cultural Resources
- F. Economic Development
- G. Intergovernmental Cooperation
- H. Land Use
- I. Implementation

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The Village of Yorkville partnered with Short Elliott Hendrickson, Inc. (SEH) for the 2020-2050 Comprehensive Plan Update (referred to in this document as the Comprehensive Plan). It is a 10-year update to the Village's current Comprehensive Plan.

The Comprehensive Plan is being prepared through the guidance of the Village's Long-Range Planning Committee (LRPC). This group represents a wide range of individuals to ensure that the entire community's values and interests are expressed in the Comprehensive Plan. This Comprehensive Plan will supplement regional efforts underway for the development of *A Multi-Jurisdictional Comprehensive Plan for Racine County: 2050*.

Through this process, the Village of Yorkville has reviewed and evaluated the existing Recommended Future Land Use Map. The existing land use categories have been reviewed and revised. Zoning ordinance updates have been recommended as steps towards implementation of this Comprehensive Plan. The purpose of this Plan is to establish a framework for the Village to help guide its growth and development through the 2050 planning horizon.

## 1.5 Planning Process and Public Input

The Village of Yorkville is committed to an open public involvement and outreach program that invites participation in the decision-making process from all Village residents. The Village engaged the community at all phases in the development of land use planning related items that are discussed in the Comprehensive Plan.

The Village conducted a community-wide survey and hosted two workshops to gather public input. Community members identified strengths, weaknesses, opportunities and threats (SWOT) for Yorkville. Additionally, all LRPC and Plan Commission meetings were open to the public and meeting notices were advertised in advance. As a result of this participation, the Village has developed a vision for Yorkville in 2050, as well as goals and objectives which identify incremental steps towards achieving that vision. Additional information about the community survey and public workshops is found in Section 2: Issues and Opportunities Element.

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## 2 Issues and Opportunities Element

### 2.1 Introduction

The Issues and Opportunities Element section is designed to be the primary source of background information for the Comprehensive Plan. This element will be referred to throughout the document and much of the information contained in the Issues and Opportunities Element section will be utilized when considering goals, objectives, and policies for the Plan.

### 2.2 Vision Statement

Based on the public input received throughout this planning process, the Village's Long-Range Planning Committee (LRPC) members worked to identify a vision statement for the Village of Yorkville. Setting this vision for 2050 provides a guide for the community for the next 10 to 30 years.

*The Village of Yorkville is dedicated to maintaining its community-oriented rural environment that supports a strong educational system, preserves its outstanding natural resources, maintains the strength of its agricultural producers, while providing cost effective Village services, balanced with enhancing its tax base through new development providing community benefit along the I-94 corridor, all while generating civic pride and encouraging active citizen participation.*

### 2.3 Public Involvement

Early in this process, the Village of Yorkville identified public participation as a critical component of this Comprehensive Plan update. The Village outlined its public engagement strategy in a Public Participation Plan which was adopted by the Village Plan Commission and Village Board in 2019. The adopted Public Participation Plan and associated Resolution is found in Appendix B.

To inform the update of the Comprehensive Plan, the Village conducted a community-wide survey and hosted two workshops to listen to the ideas and concerns of Yorkville's residents, business owners and stakeholders. Each of these public involvement efforts provided unique insights which helped to guide the development of the Comprehensive Plan update.

#### 2.3.1 Community Survey – Spring 2019

In March 2019 the Village of Yorkville requested community participation through a village-wide survey to help inform the 2050 Comprehensive Plan efforts. A letter encouraging participation was mailed to Village property owners. The survey was also advertised at the March 14, 2019, Public Information Meeting. The Village included an article about the planning process and invited community participation in the survey in the April 1, 2019, Yorkville Newsletter. In total, 234 surveys were completed. Considering the Village's estimated population of 3,036 residents in 2017, approximately 8% completed the community survey. The survey was available between March 14, 2019, and April 16, 2019. Community members were encouraged to complete the online version of the survey; however, paper copies were available at Yorkville Village Hall and were mailed to those who requested one.

Survey results indicate that the majority of respondents would like the Village of Yorkville, over the next 30-years, to promote maintaining a friendly, small, safe community atmosphere; maintain a good school system; promote public health, an active community, and youth activities;

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support existing businesses; maintain and improve local roads; and protect natural areas, agricultural lands, and groundwater.

One of the questions in the survey inquired about community preference for the type of development that the Village of Yorkville should encourage in the next 30 years. The respondents were asked to divide the development types into three categories described as “needs more of,” “keep at existing level,” and “needs fewer of.” The results are presented below as percentage of responses.

“Needs more of” include:

- Single Family Homes (49%, 44% indicated keep at existing level).

“Keep at existing level” include:

- Offices / Business Parks (55%, 32% indicated more needed);
- Retail / Shopping (50%, 34% indicated more needed);
- Neighborhood Services / Businesses (57%, 36% indicated more needed);
- Restaurants (50%, 43% indicated more needed);
- Entertainment / Attractions (56%, 30% indicated more needed);
- Hotels / Motels (53%, 24% indicated less needed); and
- Industry / Manufacturing (44%, 37% indicated more needed).

“Needs fewer of” include:

- Two Family Homes / Duplexes / Twin Homes – Owner or Renter Occupied (43%);
- Triplexes (58%); Multi-Family Apartments – 4+ units (61%); and
- Manufactured Homes / Mobile Home Parks (62%); and Condominiums (39%).

Survey respondents, primarily Village of Yorkville residents, were in favor of the Village controlling the location of new or additional development. This control was deemed as “extremely important” to 73% of respondents.

The community survey also asked where respondents would like to see various types of development in the Village of Yorkville.

- “Within GrandView Business Park” was favored for:
  - Commercial Development (38%),
  - Offices (38%), and
  - Manufacturing / Industrial (36%).
- “South of GrandView Business Park” was preferred for:
  - Commercial Development (by only 22%) and
  - Manufacturing / Industrial (20%).
- “North of GrandView Business Park”:
  - Scored between 12% and 18% for all development types surveyed.
- “West of GrandView Business Park”:
  - Scored between 8% and 15% for all development types.
- “Other places outside the I-94 Corridor was preferred by survey respondents for:
  - Restaurants (22%) and
  - Grocery Stores (26%), while
  - Car Dealerships / Vehicle Services was preferred as “Do Not Encourage in the Village” (43%), as was Retail (20%).

When surveyed about the importance of factors for new development,

- Extremely important factors include: traffic flow/circulation, and

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- Very important factors include: architecture/building design; parking availability; walking/bike access; site landscaping; and signage.

The full results from the community survey are included in Appendix C.

### 2.3.2 Public Involvement Meeting – March 2019

The first Public Involvement Meeting (PIM #1) for the Comprehensive Plan took place early in the process on March 14, 2019. The goal of the meeting was to introduce the study, lay out the project schedule and scope of the study, and gather initial input from community members and Village stakeholders. The meeting included two input exercises. General comment forms were also provided for additional questions and comments.

The first input exercise was a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis. For this exercise, meeting attendees were encouraged to identify existing strengths, weaknesses, opportunities, and threats near the I-94 corridor, and write their ideas on boards provided at the meeting. This was an



important exercise for identifying the community's likes and dislikes, values the community would like to preserve, and areas to improve while planning for the future. The exercise was a success, with the community providing over 240 ideas.

Major take-aways from the exercise include:

- Strengths: Rural character with homes and agriculture, great schools, GrandView Business Park
- Weaknesses: Drainage/flooding, infrastructure (roads, internet, water, sewer), services (grocery, hardware, drug store)
- Opportunities: Maintain rural residential character/identity, recreation (parks, trails), planned economic growth (I-94 development, business park, jobs), lower taxes
- Threats: Large scale development from large businesses, loss of character/rural areas to development, increasing need for services, higher taxes

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The full results from PIM #1 including the SWOT Analysis are documented in Appendix D.

The second input exercise was the I-94 Corridor Development Pulse Exercise, focused around the GrandView Business Park. Maps and dot stickers were used to allow meeting attendees to point out areas where they thought new development should take place as well as areas where they would not like to see new development. This exercise also provided a lot of community input, with hundreds of dot stickers being placed by participants.



General themes identified from the results include:

- New development, if any, should be focused within the existing GrandView Business Park, or to the north or south of the business Park.
- Areas where new development should not take place include areas to the west of GrandView Business Park, including areas further away from the current business park/I-94 corridor.
- Keeping new development completely outside of the Village was not supported by any of the participants, but rather was opposed by some participants.

The full results from PIM #1 including the I-94 Corridor Development Pulse Exercise are documented in Appendix D.



### 2.3.3 Public Planning Workshop – May 2019

A Public Planning Workshop for the study took place on May 14, 2019. The workshop was open for anyone wishing to attend, including community members and stakeholders. Exhibits of drafts for the future Recommended Land Use Plans and potential alternatives for future utilities were on display for attendees review and comment. Two exercises were conducted at this workshop to gather additional input on the draft I-94 Corridor Land Use Plan and the community's aesthetic preferences.

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The first input exercise was a visual preference survey. A total of 86 images showing various buildings and development layouts were numbered and put on display. Meeting attendees were encouraged to rate each image on a scale of 1 (strongly negative/dislike) to 5 (strongly positive/like). This exercise was split into two parts; one included a group of photos to evaluate specifically for the I-94 corridor, while the other included a group of photos to evaluate for the Village as a whole.

For the I-94 corridor, in general, scores were higher for more modern looking industrial buildings, single story buildings, and lower density development. Scores were generally lower for strip mall commercial, big box stores, mid-rise buildings, and higher density development.

### Themes from 5/2019 Planning Workshop

- Visual Preference Survey: **Development Along I-94 Corridor**

**Mode of 1 - Strongly Negative / Dislike**

- Commercial development that is vehicle-oriented
- Design/maintenance standards

### Themes from 5/2019 Planning Workshop

- Visual Preference Survey: **Development Along I-94 Corridor**

**Mode of 5 - Strongly Positive / Like**

- Office Use Along the Corridor

**Mode of 4 - Slightly Positive**

- Office / Manufacturing, Rural, Maintaining Community

For the Village overall, workshop participants preferred agricultural and rural land uses. Scores were also higher for homes on large rural lots and homes clustered to maintain natural resource corridors.

### Themes from 5/2019 Planning Workshop

- Visual Preference Survey: **Village Wide Development**

**Mode of 5 - Strongly Positive / Like**

- Agricultural, rural land uses

**Mode of 4 - Slightly Positive**

- Clustered rural homes, large lots

The full results from the Public Planning Workshop including detailed results of the visual preference survey are documented in Appendix E.

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The second input exercise was a dot comment exercise, which was also divided into two parts to focus on both I-94 corridor specifically and the Village as a whole. This was a more open-ended exercise for any additional comments or concerns related to the corridor. Meeting attendees were encouraged to place numbered dot stickers on maps provided by the study team, then write their comments next to their comment number on the comment forms provided.

General themes from the responses received during the exercise include:

- Agricultural land uses received the most support from the community.
- Industrial, commercial, and mixed-use development received more support than residential development.
- Residential development should maintain large lots and rural character and be focused in locations further from the I-94 corridor (e.g. STH 20/USH 45 intersection, east of Union Grove).
- Any commercial/industrial development should be focused near the I-94 corridor.
- Stormwater/drainage is a concern and should be properly addressed with new development.

The full results from the Public Planning Workshop including the detailed results from the dot comment exercise are included in Appendix E.

#### 2.3.4 Comprehensive Plan Survey – May–July 2020

The Village of Yorkville’s LRPC initiated a survey late spring 2020 to seek input on the final draft of the 2050 Comprehensive Plan. The survey was posted online between April 21, 2020 and July 31, 2020. Hard copies of the survey were also available at the Graham Public Library and Yorkville Village Offices. Additionally, a postcard was sent to all property owners in the Village, inviting them to review and comment on the draft Comprehensive Plan and the proposed Future Land Use Map. The postcard also invited community members to participate in the public hearing for the Plan. Survey results are included in Appendix F.

#### 2.3.5 Plan Commission / Village Board Public Hearing – September 2020

The Village of Yorkville’s LRPC served as the steering committee for the Comprehensive Plan update. Following the LRPC approval of the Comprehensive Plan on May 18, 2020, the Village’s Plan Commission and Village Board held a Public Hearing to seek formal comments on the draft Comprehensive Plan on September 29, 2020. A 30-day public notice was published in advance of the Public Hearing. Following the Public Hearing the Plan Commission, then the Village Board adopted the 2050 Comprehensive Plan.

#### 2.3.6 Other Public Involvement Efforts

Numerous other forms of community engagement were employed in an attempt to involve as many stakeholders as possible during the planning process. In addition to the methods discussed previously, the Village routinely updated their website with project information to keep community members and stakeholders as informed as possible. The study team also released a project newsletter after the first Public Involvement Meeting to provide an update on the project status, provide a link to the project on the Village website, provide a link to the Village-wide survey, and provide contact information for the study team for any additional questions or comments. The

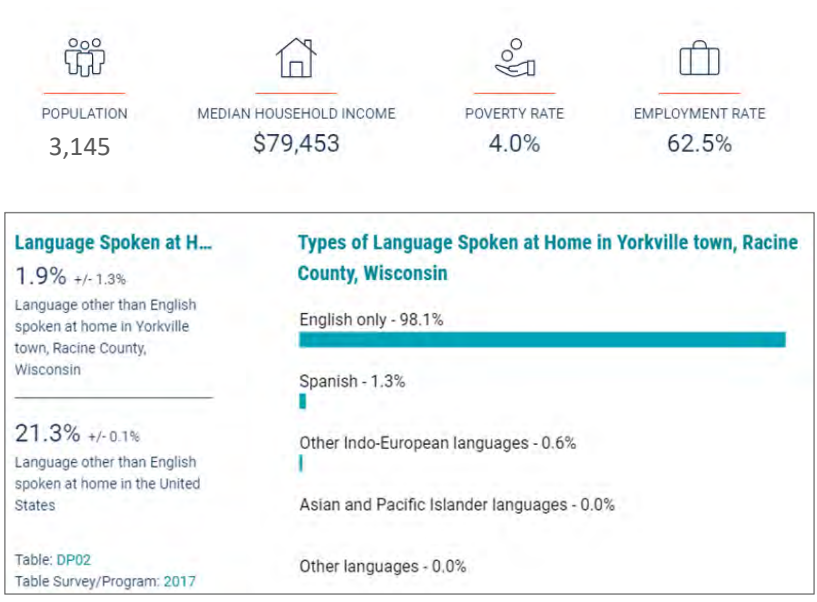
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study team also maintained multiple threads of correspondence with individual stakeholders in order to help answer questions and provide information on an individual basis where needed.

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## 2.4 Population and Demographics

This section will review data and other available information about the Village of Yorkville's residents and business, to help us understand existing conditions and projections for the future.



### 2.4.1 Population

The Wisconsin Department of Administration (DOA) estimates that the January 1, 2019, population estimate of the Village of Yorkville was 3,145. Historically, the Town of Yorkville, now incorporated as the Village of Yorkville, has gained population despite some population loss in the 1980s and the 2010s. Overall, the Village's population is anticipated to continually grow.

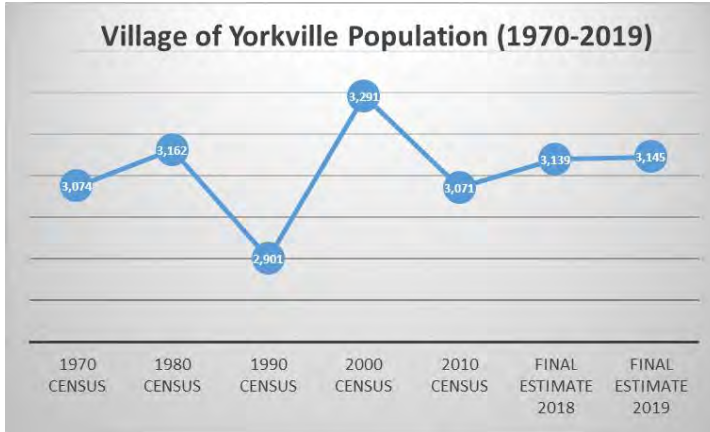
Table 1 – Yorkville Population (1970 – 2019)

Village of Yorkville							
	1970 Census	1980 Census	1990 Census	2000 Census	2010 Census	Final Estimate 2018	Final Estimate 2019
Population	3,074	3,162	2,901	3,291	3,071	3,139	3,145

Source: Demographic Services Center, Wisconsin Department of Administration

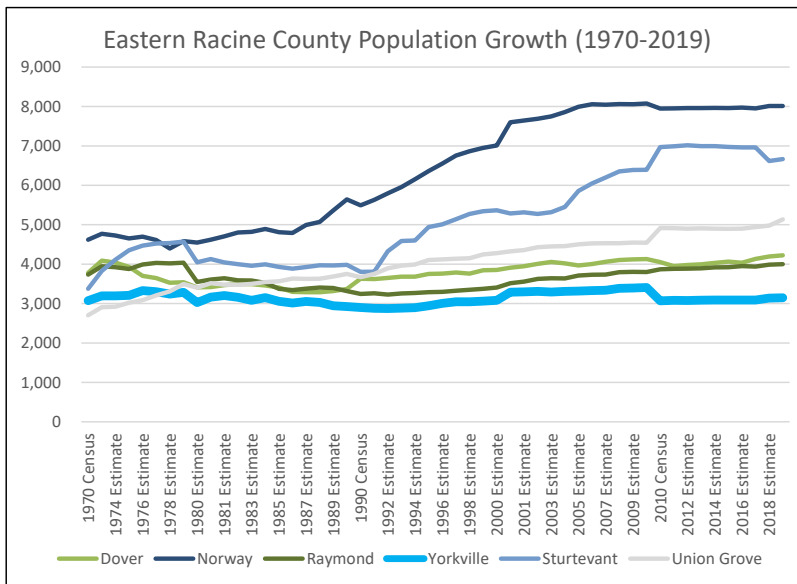
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Figure 3 – Yorkville Population (1970 – 2019)



Comparing the Village of Yorkville’s population change to that of adjacent communities, similar drops in population occurred in the 1980s and 2010s. However, Yorkville has not experienced the overall sustained population growth which Norway, Sturtevant, and Union Grove have experienced since the 1990’s.

Figure 4 – East Racine County Population Growth (1970 – 2019)



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## 2.4.2 Population Projections

Population projections are used to assess development prospects and community facility needs created by population growth. Population forecasts can be used to evaluate potential residential development, economic conditions, and the level of demand for public facilities and services. This estimate of future growth is also valuable information for establishing management techniques in order to provide for orderly growth and development.

The DOA population projections are, by State Statutes, the official population projections for Wisconsin. The DOA's projections predict that the Village's population will grow to 3,230 by 2040, which is an increase of 85 residents from the 2019 population estimate, approximately a 3% increase.

Figure 5 – Village of Yorkville Population Projection (2019 – 2040)

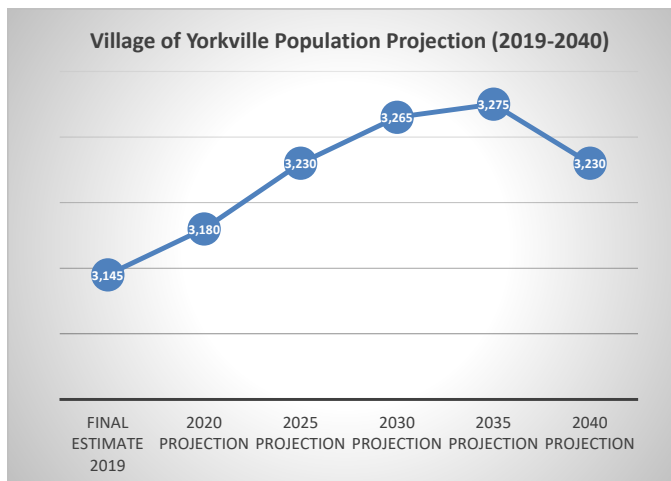


Table 2 – Yorkville Population Projection (2019 – 2040)

Village of Yorkville						
	Final Estimate 2019	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
Population	3,145	3,180	3,230	3,265	3,275	3,230

*Source: Demographic Services Center, Wisconsin Department of Administration*

This projected 3% increase is slightly less than expected increases in Racine County (4.5%) as identified in Table 3.

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Table 3 – Yorkville and Racine County Projected Increase in Population (2020-2040)

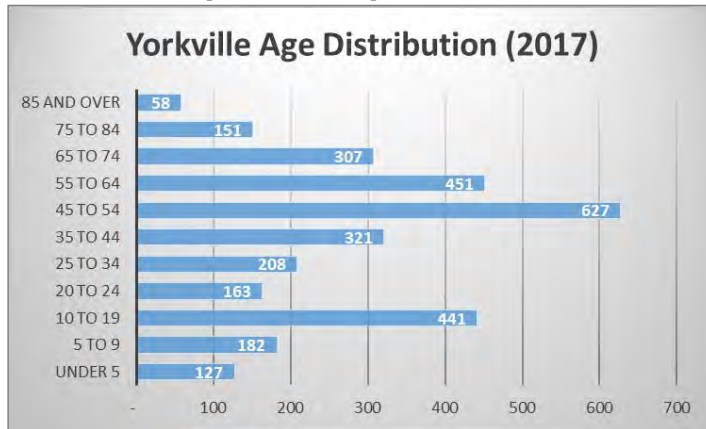
Projected Increase in Population						
	2020 Projection	2030 Projection	Percentage Change	2030 Projection	2040 Projection	Percentage Change
Village of Yorkville	3,180	3,265	2.7%	3,265	3,230	-1.1%
Racine County	203,560	212,740	4.5%	212,740	213,760	0.5%

*Source: Demographic Services Center, Wisconsin Department of Administration*

### 2.4.3 Age & Gender

The age of residents in a community is important in identifying current and future needs of a community. Figure 6 and Table 4 show Yorkville and Racine County age distributions. The median age in Yorkville (46.6) is older than Racine County's (40.1) as well as Wisconsin's median age (39.2). Yorkville has slightly more residents under the age of 18 (22.6%) than Racine County (21.3%). Similarly, Yorkville has slightly more residents over the age of 65 (17%) than Racine County (13.6%).

Figure 6 – Yorkville Age Distribution (2017)



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Table 4 – Yorkville and Racine County Age Distribution (2010 – 2017)

	Village of Yorkville					Racine County				
	2010		2013 - 2017 Estimate		Proportional Change	2010		2013 - 2017 Estimate		Proportional Change
	Number	Percent	Number	Percent		Number	Percent	Number	Percent	
Under 5	123	4.0%	127	4.2%	3.3%	12,747	6.5%	12,096	6.2%	-5.1%
5 to 9	191	6.2%	182	6.0%	-4.7%	13,233	6.8%	12,586	6.5%	-4.9%
10 to 19	484	15.7%	441	14.5%	-8.9%	27,219	14.0%	26,003	13.3%	-4.5%
20 to 24	121	3.9%	163	5.4%	34.7%	11,189	5.7%	11,886	6.1%	6.2%
25 to 34	226	7.4%	208	6.8%	-8.0%	23,796	12.2%	23,146	11.9%	-2.7%
35 to 44	404	13.2%	321	10.6%	-20.5%	25,736	13.2%	45,726	12.0%	77.7%
45 to 54	626	20.4%	627	20.6%	0.2%	31,778	16.2%	28,670	14.7%	-9.8%
55 to 64	474	15.5%	451	14.9%	-4.9%	23,971	12.3%	27,484	14.1%	14.7%
65 to 74	264	8.6%	307	10.1%	16.3%	13,402	6.9%	16,888	8.6%	26.0%
75 to 84	129	4.2%	151	4.9%	17.1%	8,491	4.3%	8,861	4.5%	4.4%
85 and over	29	1.0%	58	1.9%	100.0%	3,846	2.0%	3,901	2.0%	1.4%
Under 18	726	23.6%	686	22.6%	-	48,510	24.8%	46,211	21.3%	-
Over 65	422	13.7%	516	17.0%	-	25,739	13.2%	29,650	13.6%	-
<b>Total</b>	<b>3,071</b>	<b>-</b>	<b>3,036</b>	<b>-</b>	<b>-</b>	<b>195,408</b>	<b>-</b>	<b>217,247</b>	<b>-</b>	<b>-</b>
<b>Median Age</b>	<b>44.7</b>	<b>-</b>	<b>46.6</b>	<b>-</b>	<b>-</b>	<b>39</b>	<b>-</b>	<b>40.1</b>	<b>-</b>	<b>-</b>

Source: U.S. Census Bureau, 2010 Census and 2013-2017 American Community Survey 5-Year Estimates

Looking at gender, the population of the Village of Yorkville is approximately 51.7% female and 48.3% male, based on the 2017 American Community Survey 5-Year Estimate.

## 2.4.4 Household Size

The average household size in the Village of Yorkville is about 2.7 persons per housing unit. For Racine County, the estimate is about 2.5 persons per housing unit. The average household size by housing tenure is located in Table 5.

Table 5 – Yorkville and Racine County Average Household Size by Tenure (2010 – 2017)

	2010		2017	
	Owner-Occupied Unit	Renter-Occupied Unit	Owner-Occupied Unit	Renter-Occupied Unit
Village of Yorkville	2.75	2.76	2.63	2.79
Racine County	2.61	2.22	2.55	2.42

Source: U.S. Census Bureau, 2010 Census and 2013-2017 American Community Survey 5-Year Estimates

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## 2.4.5 Household and Housing Unit Projections

The Village of Yorkville had 1,192 housing units in 2017 (occupied and unoccupied). This was approximately a 3% increase from the 2010 U.S. Census count. During that same time period, Racine County experienced a 10% growth in the total number of housing units.

	2000	2010	2017	2000-2017 Percent Change
Village of Yorkville	1,153	1,216	1,192	3.4%
Racine County	74,718	82,164	82,497	10.4%

*Source: U.S. Census Bureau, 2000 & 2010 Census and 2013-2017 American Community Survey 5-Year Estimates*

Table 6 – Yorkville and Racine County Number of Housing Units (2000 – 2017)

By 2040, the Village is projected to have an average household size of 2.41 compared to 2.27 for Racine County, as shown in Table 7. Both are anticipated to decrease by 10% from the 2010 average household size.

Table 7 – Yorkville and Racine County Persons Per Household (2010 – 2040)

	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
Village of Yorkville	2.67	2.59	2.54	2.50	2.47	2.44	2.41
Racine County	2.52	2.44	2.40	2.36	2.33	2.30	2.27

*Source: Demographic Services Center, Wisconsin Department of Administration, 2013*

Housing projections are helpful to estimate how much land will be consumed by future development. As housing units and households increase, there is an increased demand for public facilities and services. The DOA provides household projections. The Village of Yorkville is projected to see an increase of 72 household or 5.8% from the 2020 projections to the 2030 projections as shown in Table 8. Racine County is expected to see a 10.5% increase.

Table 8 – Yorkville and Racine County Household Projections (2010 – 2040)

	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
Village of Yorkville	1,143	1,193	1,242	1,283	1,314	1,335	1,330
Racine County	75,651	78,866	82,727	86,239	89,097	91,077	91,415

*Source: Demographic Services Center, Wisconsin Department of Administration, 2013*

Household and housing unit projections are intended to provide an estimate of the number of housing units that will be developed in future years. The Village will continue to experience growth in residential development to meet market needs and to accommodate the projected increase in 72 households between 2020 and 2030.

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## 2.4.6 Labor Force

The labor force participation rate in the Village of Yorkville has been stable since 2010 and slightly better than that in Racine County. Additionally, as identified in Table 9, the Village of Yorkville has had lower rates of unemployment than the national average.

Table 9 – Yorkville and Racine County Labor Force Employment Status (2010 – 2017)

Village of Yorkville	2010	2010 Percentage	2017	2017 Percentage
Persons Age 16 and Over	2,343	-	2,448	-
In Labor Force	1,578	67.3%	1,584	64.7%
Employed	1,474	62.9%	1,531	62.5%
Unemployed	104	4.4%	50	2.0%
Unemployment Rate	6.6%	-	3.2%	-
Racine County	2010	2010 Percentage	2017	2017 Percentage
Persons Age 16 and Over	151,584	-	154,261	-
In Labor Force	100,793	66.5%	99,456	64.5%
Employed	92,665	61.1%	93,603	60.7%
Unemployed	8,064	5.3%	5,788	3.8%
Unemployment Rate	8.0%	-	5.8%	-
State of Wisconsin	2010	2010 Percentage	2017	2017 Percentage
Percent Unemployed	6.7%	-	4.7%	-

*Source: U.S. Census Bureau, 2010 Census and 2013-2017 American Community Survey 5-Year Estimates*

## 2.4.7 Employment

Employment is primarily provided by two industries within the Village of Yorkville. The manufacturing industry provides 23.1% of all jobs in the Village and the educational, health and social services industry provides 20.4%. Table 10 identifies industries in Yorkville and the percentage of employment by each.

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Table 10 – Yorkville Employment by Industry (2010 – 2017)

Industry	2010		2017	
	Number	Percentage	Number	Percentage
Agriculture, forestry, fishing and hunting and mining	82	5.6%	64	4.2%
Construction	119	8.1%	110	7.2%
Manufacturing	350	23.7%	353	23.1%
Wholesale trade	80	5.4%	26	1.7%
Retail trade	81	5.5%	108	7.1%
Transportation and warehousing, and utilities	125	8.5%	112	7.3%
Information	21	1.4%	17	1.1%
Finance, insurance, real estate, and rental and leasing	37	2.5%	79	5.2%
Professional, scientific, management, administrative, and waste management services	137	9.3%	136	8.9%
Educational, health and social services	289	19.6%	313	20.4%
Arts, entertainment, recreation, accommodation and food services	81	5.5%	88	5.7%
Other services, except public administration	66	4.5%	74	4.8%
Public administration	6	0.4%	51	3.3%

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

The top two occupation categories in which Yorkville residents are employed are management, business, science, and arts occupations (43%) and sales and office occupations (21.4%). All occupational categories are identified in Table 11.

Table 11 – Yorkville Employment by Occupation (2010 – 2017)

Occupation	2010		2017	
	Number	Percentage	Number	Percentage
Management, business, science, and arts occupations	509	34.5%	658	43.0%
Service occupations	160	10.9%	193	12.6%
Sales and office occupations	317	21.5%	328	21.4%
Natural resources, construction, and maintenance occupations	214	14.5%	94	6.1%
Production, transportation, and material moving occupations	274	18.6%	258	16.9%

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

The majority of Yorkville residents work within Racine County (64%), as compared with outside county of residence, to only 5% who work outside the state of Wisconsin.

Table 12 – Yorkville Place of Work (2010 – 2017)

Place of work	2010	2017
Worked in state of residence	94.8%	95.3%
Worked in county of residence	64.8%	63.6%
Worked outside county of residence	30.0%	31.7%
Worked outside state residence	5.2%	4.7%

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

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The majority of Yorkville residents (66.4%) travel less than 30 minutes to work. Of that, 30.2% travel less than 15 minutes to work. The mean travel time to work by Yorkville residents is 23.4 minutes, as compared to the 24.2 minutes mean travel time for Racine County residents, as determined by the 2017 American Community Survey. Detailed travel times to work are identified in Table 13.

Table 13 – Yorkville Travel Time to Work (2010 – 2017)

Travel Time to Work	2010	2017
Less than 10 minutes	17.3%	16.1%
10 to 14 minutes	14.7%	14.1%
15 to 19 minutes	9.6%	13.5%
20 to 24 minutes	15.4%	16.0%
25 to 29 minutes	13.6%	6.7%
30 to 34 minutes	11.8%	12.4%
35 to 44 minutes	5.3%	7.8%
45 to 59 minutes	6.6%	8.6%
60 or more minutes	5.5%	4.7%
Mean travel time to work (minutes)	24.9	23.4

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

The vast majority of Yorkville residents travel to work by car, truck, or van (94.9%) and most of these workers are driving alone (84.1%). Since 2010, more workers are carpooling to work and more residents are working from home. Table 14 identifies the means by which residents travel to work.

Table 14 – Yorkville Means of Transportation to Work (2010 – 2017)

Means of Transportation to Work	2010	2017
Car, Truck, or Van	93.9%	94.9%
Drove alone	85.3%	84.1%
Carpooled	8.6%	10.8%
In 2-person carpool	6.3%	9.1%
In 3-person carpool	2.3%	0.9%
In 4-person carpool	0.0%	0.7%
Public transportation (excluding taxicab)	0.9%	0.7%
Walked	2.7%	0.0%
Bicycle	0.3%	0.0%
Taxicab, motorcycle, or other means	0.0%	0.6%
Worked at home	2.1%	3.8%

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

In 2018, the five largest companies in the Village of Yorkville were identified as those listed in Table 15 below.

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Table 15 – Yorkville Largest Employers (2018)

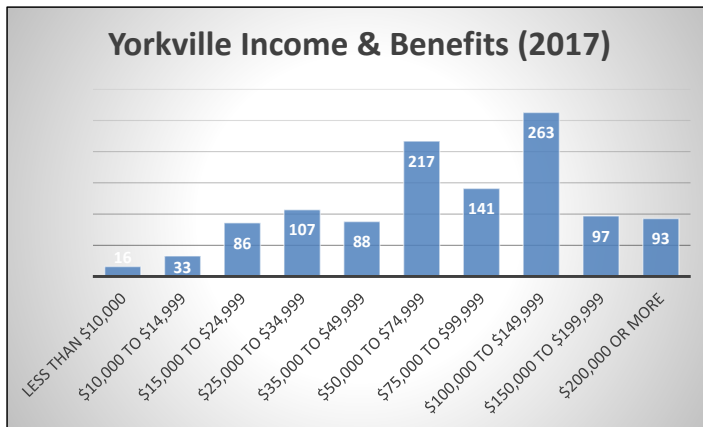
Employers	Number of Employees
1. Poclain Hydraulics Inc	225
2. Warren Industries Inc	200
3. JRS Distribution Co <i>(No longer in business)</i>	150
4. Johnson Health Tech North America Inc	90
5. Cordstap USA	70

*Source: Racine County Economic Development Corporation*

### 2.4.8 Household and Per Capita Income

According to the 2017 American Community Survey, median household income in Yorkville is \$79,453, compared to \$58,334 for Racine County, and \$56,759 for Wisconsin. The mean household income in Yorkville is \$104,851, compared to \$75,049 for Racine County and \$74,372 for Wisconsin. Per capita income in Yorkville is \$39,600, compared to \$29,582 for Racine County and \$30,557 for Wisconsin. Household income for Yorkville residents is detailed in Figure 7 and Table 16.

Figure 7 – Yorkville Income & Benefits (2017)



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Table 16 – Yorkville Household Income (2017)

2017 Income & Benefits	Village of Yorkville		Racine County	
	Number	Percentage	Number	Percentage
Less than \$10,000	16	1.40%	3,553	4.70%
\$10,000 to \$14,999	33	2.90%	3,225	4.30%
\$15,000 to \$24,999	86	7.50%	7,920	10.50%
\$25,000 to \$34,999	107	9.40%	7,748	10.20%
\$35,000 to \$49,999	88	7.70%	9,432	12.50%
\$50,000 to \$74,999	217	19.00%	15,052	19.90%
\$75,000 to \$99,999	141	12.40%	10,493	13.90%
\$100,000 to \$149,999	263	23.00%	11,088	14.70%
\$150,000 to \$199,999	97	8.50%	4,088	5.40%
\$200,000 or more	93	8.20%	3,041	4.00%
<b>TOTAL</b>				
Median Household Income	79,453	-	58,334	-
Mean Household Income	104,851	-	75,049	-
Per Capita Income	39,600	-	29,582	-

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates*

## 2.4.9 Educational Attainment

The U.S. Census Bureau provides information on educational attainment levels, which are summarized in Figure 8 and Table 17. Village of Yorkville residents, on average, have a slightly higher level of education compared to residents of Racine County. According to the 2017 American Community Survey, Wisconsin has 91.7% of its residents 25 years and over with a high school diploma or higher. Comparatively, the Village of Yorkville (92.7%) is slightly higher than the state average and the Racine County average (89.6%).

The Village of Yorkville and Racine County are both slightly behind the state average in terms of Bachelor's Degree or other higher educations. Wisconsin has approximately 29.1% of residents having earned at least a Bachelor's Degree, while Yorkville has 28.1% and Racine County has 24.4% of residents with at least a Bachelor's Degree.

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Figure 8 – Yorkville Educational Attainment (2017)

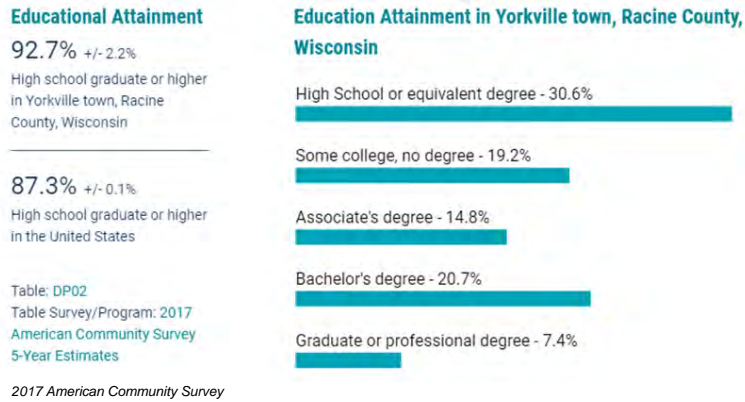


Table 17 – Yorkville and Racine County Educational Levels (2010 – 2017)

Highest Education	Yorkville				Racine County			
	2010		2017		2010		2017	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Less than 9th grade	206	8.9%	33	1.6%	6,310	5.2%	4,372	3.3%
9th to 12th grade, no diploma	202	8.7%	121	5.7%	14,604	11.9%	9,468	7.1%
High school graduate (includes equivalency)	768	33.0%	650	30.6%	39,758	32.5%	42,256	31.9%
Some college, no degree	389	16.8%	407	19.2%	27,879	22.8%	31,056	23.4%
Associate's degree	185	8.0%	315	14.8%	9,006	7.4%	12,990	9.8%
Bachelor's degree	374	16.1%	440	20.7%	17,082	14.0%	21,610	16.3%
Graduate or professional degree	202	8.7%	157	7.4%	7,717	6.3%	10,778	8.1%

Notes: Population 25 years and over.  
 Source: U.S. Census Bureau, 2010 Census and 2013-2017 American Community Survey 5-Year Estimates

### 2.4.10 Schools

Yorkville residents are served by the School District of Yorkville Joint #2, the School District of Union Grove Joint #1 and the Union Grove Union High School District. Table 18 shows the enrollment for each school in the Districts.

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Table 18 – Yorkville Area School District Enrollment

District	County Name	School Type	School Name	Grades		2018-2019 Enrollment
School District of Yorkville Joint #2	Racine	Elementary	Yorkville Elementary	4K	8th	438
School District of Union Grove Joint #1	Racine	Elementary	Union Grove Elementary	4K	8th	809
Union Grove Union High School District	Racine	High School	Union Grove High	9th	12th	986

*Source: Wisconsin Information System for Education*

Some children throughout Racine County and the Village of Yorkville are home-schooled. There are 25 children that are home-schooled who would qualify for enrollment in the Yorkville/Union Grove School Districts. This is equivalent to 1.12% of the current public school enrollment, as indicated in Table 19.

Table 19 – Yorkville Area Home-Based Private Educational Program Enrollment (2018 – 2019)

District	Total Home-Based Enrollment	Total 3rd Friday Public Enrollment	Home-Based Enrollment as Percentage of Public Enrollment
School District of Yorkville Joint #2	6	438	1.37%
School District of Union Grove Joint #1	11	809	1.36%
Union Grove Union High School District	8	986	0.81%

*Source: Wisconsin Information System for Education*

The Village of Yorkville is located within the Gateway Technical College service area. The College has three main campuses which are Kenosha, Racine and Elkhorn.

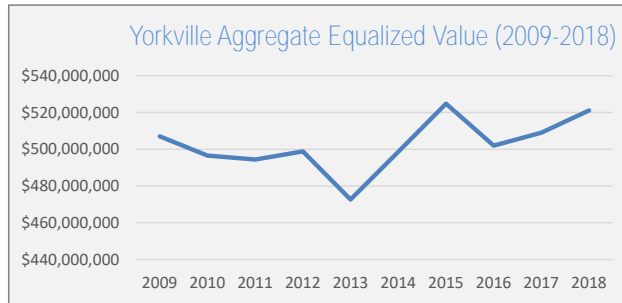
## 2.4.11 Municipal Growth in Net New Construction and Equalized Value

The Village of Yorkville has experienced a growth in its total equalized value in the past 10 years. Between 2009 and 2018, real estate and personal property within the Village increased \$14 million, approximately a 3% increase, according to WI Department of Revenue data.

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Figure 9 – Yorkville Aggregate Equalized Value (2009 – 2018)



Source: WI Department of Revenue

Looking at this growth in value by land use category/real estate classification, the largest percent of change occurred in the manufacturing real estate class with a \$17.6 million gain (87%). Residential real estate grew by \$5 million (2%) while commercial grew by \$2.4 million (2%).

Table 20 – Yorkville Equalized Value by Real Estate Class (2009 – 2018)

Real Estate Classes	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Change between 2009-2018
Residential	\$274,409,100	\$268,175,500	\$269,513,100	\$253,004,200	\$240,199,200	\$251,705,500	\$261,579,600	\$249,282,000	\$260,067,300	\$279,793,400	2.0% \$5,384,300
Commercial	\$153,930,600	\$151,011,100	\$146,977,200	\$165,119,900	\$150,735,500	\$164,025,100	\$174,353,700	\$162,636,600	\$161,965,500	\$156,359,000	1.6% \$2,428,400
Manufacturing	\$20,316,400	\$20,031,800	\$20,932,700	\$26,117,300	\$25,583,800	\$23,943,100	\$23,916,400	\$27,182,300	\$27,422,000	\$37,882,000	86.5% \$17,565,600
Agricultural	\$3,172,800	\$3,127,900	\$3,307,200	\$3,241,100	\$3,105,100	\$3,058,100	\$3,096,600	\$3,127,500	\$3,178,800	\$3,247,800	2.4% \$75,000
Undeveloped	\$682,000	\$634,600	\$683,500	\$691,300	\$628,300	\$628,200	\$625,300	\$647,500	\$647,800	\$641,900	-5.9% -\$40,100
Forest	\$2,457,000	\$2,289,900	\$2,223,600	\$2,568,000	\$2,879,500	\$2,814,500	\$2,769,000	\$2,769,000	\$2,798,400	\$2,798,400	13.9% \$341,400
Other	\$37,301,700	\$35,766,800	\$34,995,300	\$29,759,500	\$29,399,400	\$29,136,500	\$30,036,300	\$28,539,600	\$29,044,300	\$30,328,200	-18.7% -\$6,973,500
<b>Real Estate Totals</b>	<b>\$492,269,600</b>	<b>\$481,037,600</b>	<b>\$478,632,600</b>	<b>\$480,501,300</b>	<b>\$452,530,800</b>	<b>\$475,311,000</b>	<b>\$496,376,900</b>	<b>\$474,184,500</b>	<b>\$485,124,100</b>	<b>\$511,050,700</b>	3.8% \$18,781,100
Real Estate Percent Change	-	-2.3%	-0.5%	0.4%	-5.8%	5.0%	4.4%	-4.5%	2.3%	5.3%	-
<b>Personal Property Total</b>	<b>\$14,764,600</b>	<b>\$15,581,100</b>	<b>\$15,763,500</b>	<b>\$18,381,600</b>	<b>\$20,146,000</b>	<b>\$23,290,900</b>	<b>\$28,420,700</b>	<b>\$27,794,300</b>	<b>\$23,886,700</b>	<b>\$10,070,700</b>	-31.8% -\$4,693,900
Personal Property Percent Change	-	5.5%	1.2%	16.6%	9.6%	15.6%	22.0%	-2.2%	-14.1%	-57.8%	-
<b>Aggregate Equalized Value</b>	<b>\$507,034,200</b>	<b>\$496,618,700</b>	<b>\$494,396,100</b>	<b>\$498,882,900</b>	<b>\$472,676,800</b>	<b>\$498,601,900</b>	<b>\$524,797,600</b>	<b>\$501,978,800</b>	<b>\$509,010,800</b>	<b>\$521,121,400</b>	2.8% \$14,087,200
Aggregate Equalized Value Percent Change	-	-2.1%	-0.4%	0.9%	-5.3%	5.5%	5.3%	-4.3%	1.4%	2.4%	-

Source: WI Department of Revenue, Statement of Merged Equalized Values

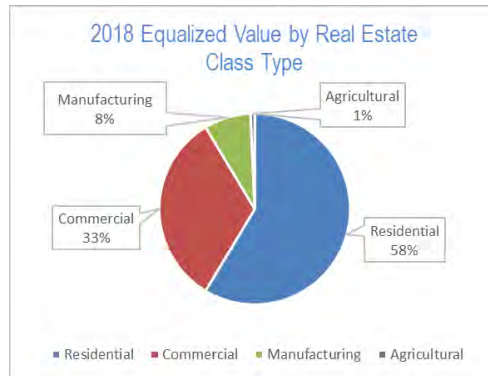
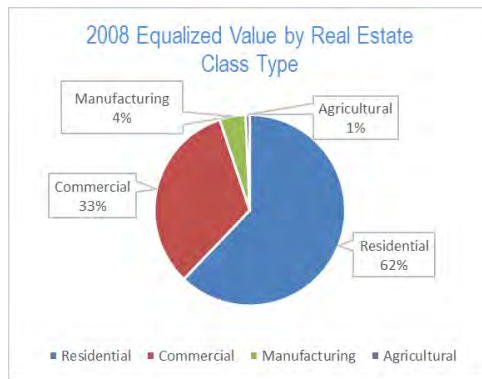
The real estate portion of the Village of Yorkville’s total equalized value is composed of several different land use types. The residential class provides more than 50% of the total equalized value in the Village. The commercial class provides approximately 30%. Between 2008 and 2018, the manufacturing class rose from 4% of the total equalized value to 7%.

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Table 21 – Yorkville Real Estate Value by Real Estate Class (2008 – 2018)

Real Estate Classes	2008	Percent of Total Real Estate	2013	Percent of Total Real Estate	2018	Percent of Total Real Estate
Residential	\$279,164,800	57%	\$240,199,200	53%	\$279,793,400	55%
Commercial	\$146,994,600	30%	\$150,735,500	33%	\$156,359,000	31%
Manufacturing	\$19,856,900	4%	\$25,583,800	6%	\$37,882,000	7%
Agricultural	\$3,135,600	1%	\$3,105,100	1%	\$3,247,800	1%
Undeveloped	\$650,700	0%	\$628,300	0%	\$641,900	0%
Forest	\$2,046,600	0%	\$2,879,500	1%	\$2,798,400	1%
Other	\$38,756,100	8%	\$29,399,400	6%	\$30,328,200	6%
<b>Real Estate Totals</b>	<b>\$490,605,300</b>	-	<b>\$452,530,800</b>	-	<b>\$511,050,700</b>	-
<b>Personal Property Total</b>	<b>\$15,620,000</b>	-	<b>\$20,146,000</b>	-	<b>\$10,070,700</b>	-
<b>Aggregate Equalized Value</b>	<b>\$506,225,300</b>	-	<b>\$472,676,800</b>	-	<b>\$521,121,400</b>	-

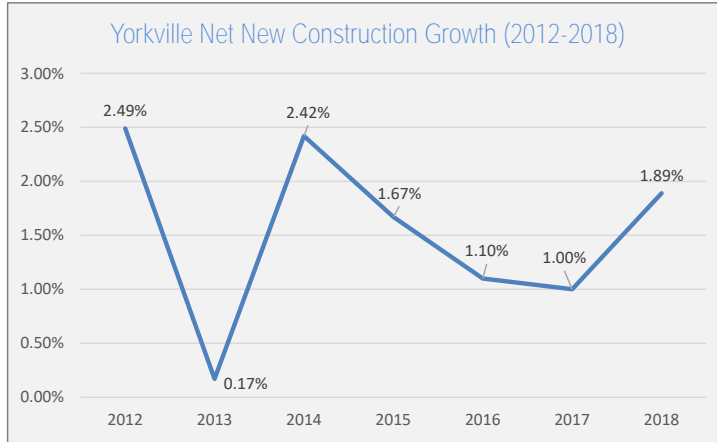
Source: WI Department of Revenue, Statement of Changes in Equalized Values by Class & Item



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One of the factors in the growth of the Village's equalized value is new construction. Over each of the last seven years, the Village of Yorkville has experienced growth in new construction. During six of the past seven years, net new construction was between 1% and 2% annually, with the exception of construction in 2013.

Figure 10 – Yorkville Net New Construction Growth (2012 – 2018)



Source: WI Department of Revenue

Comparing net new construction to neighboring municipalities, Yorkville experienced higher than average growth in 2012, 2014, 2015, and 2018.

Table 22 – Net New Construction Growth for Yorkville and Neighboring Communities

Net New Construction	2012	2013	2014	2015	2016	2017	2018
Yorkville	2.49%	0.17%	2.42%	1.67%	1.10%	1.00%	1.89%
Town of Burlington, Racine Co	0.26%	0.37%	0.65%	1.24%	0.48%	0.61%	1.09%
City of Burlington, Racine Co	0.49%	0.52%	0.26%	1.44%	0.47%	2.03%	1.56%
Rochester, Racine Co	0.29%	0.52%	0.79%	1.46%	1.66%	1.40%	1.32%
Caledonia, Racine Co	0.43%	0.43%	1.04%	0.78%	0.48%	0.95%	0.91%
Union Grove, Racine Co	-0.23%	0.03%	0.73%	1.56%	0.83%	2.04%	0.35%
Raymond, Racine Co	0.44%	0.76%	1.07%	2.02%	1.55%	0.84%	1.24%
Paddock Lake, Kenosha Co	0.22%	0.33%	0.45%	0.57%	0.28%	0.37%	0.78%
Bristol, Kenosha Co	0.26%	0.90%	1.56%	1.62%	1.78%	2.36%	1.25%

Source: WI Department of Revenue

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## 3 Housing Element

Housing is an essential component to a healthy and vibrant community. Providing safe and affordable housing is a common community goal. An analysis of housing conditions will help the Village gain a better understanding of the changes which have occurred over the past decade. It will also provide insight into future change that can be anticipated. This information will create a foundation from which decisions regarding future housing development can be based.

Demographic information presented in Section 2: Issues and Opportunities Element is not repeated here. Below is a summary of the existing housing conditions in the Village of Yorkville and Racine County.

### 3.1 Existing Conditions

When change and development take place, it will be important for the Village to manage this growth and maintain the character of the community. Many individuals and families who choose to live in Yorkville do so because of its community character, location, quality of life and proximity to jobs.

In 2017, the Village had 1,192 housing units. Since 2000, the Village has experienced a 3.4% increase in housing units. The 2020 projection for households is 1,242 and for 2030 it is 1,314, which results in an increase of 72 households (5.8% increase). In 2017, 93.7% of all housing units were owner-occupied and 6.3% were renter-occupied. The average household size was 2.63 for owner-occupied units and 2.79 for renter-occupied units. The median value of owner-occupied homes was \$242,400.

Details for the number of households and housing unit projections are located in Section 2.4.5: Households and Housing Unit Projections.

#### 3.1.1 Housing Stock Age Characteristics

The age of the local housing stock is an important component to be considered when preparing for the future. If there is a significant amount of older housing units among the housing supply, they will most likely need to be replaced, rehabilitated, or abandoned for new development within the planning period. Allowing for a new housing supply also requires planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other public services to address community needs that are affected by new development.

The majority of homes in the Village of Yorkville are more than 40 years old. Information gathered from the U.S. Census Bureau in 2017 identified that 58% of homes were built before 1980 (and are at least 40 years old) and of this, 41.7% of homes were built before 1970 (and are at least 50 years old). On the reverse, 36.1% of Yorkville's homes were built since 1990 (and are less than 30 years old). Table 23 categorizes the amount of housing by year built.

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Table 23 – Yorkville and Racine Year Structure Built (2017)

Year Structure Built	Village of Yorkville		Racine County	
	2017		2017	
	Total Housing Units	Percentage	Total Housing Units	Percentage
Built 2014 or later	13	1.1%	295	0.4%
Built 2010 to 2013	33	2.8%	576	0.7%
Built 2000 to 2009	117	9.8%	8,636	10.5%
Built 1990 to 1999	267	22.4%	9,803	11.9%
Built 1980 to 1989	71	6.0%	6,512	7.9%
Built 1970 to 1979	194	16.3%	11,373	13.8%
Built 1960 to 1969	196	16.4%	10,180	12.3%
Built 1950 to 1959	77	6.5%	12,304	14.9%
Built 1940 to 1949	31	2.6%	4,704	5.7%
Built 1939 or earlier	193	16.2%	18,114	22.0%

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

### 3.1.2 Occupancy and Structural Characteristics

Housing occupancy is a measure to determine whether the housing supply is adequate to meet demand. A stable housing market is one where the availability of new and existing housing units roughly matches the needs of the population. According to the U.S. Department of Housing and Urban Development (HUD), an overall vacancy rate of 3% is considered to be optimal. Vacancy rates under the 3% standard may imply a tight housing market where demand exceeds supply, causing housing prices to rise. Conversely, a vacancy rate greater than 3% may indicate an over-supply of housing units, causing stagnation in housing prices. The vacancy rate in Yorkville has decreased over the last decade. The current estimates show vacancy at approximately 4.3%, while Racine County is at about 8.3%.

Table 24 – Yorkville and Racine Housing Occupancy/Vacancy (2010 – 2017)

2010					
	Occupied Housing Units	Percentage	Vacant Housing Units	Percentage	Total Number of Housing Units
Village of Yorkville	1,062	93.7%	72	6.3%	1,134
Racine County	75,546	92.6%	6,019	7.4%	81,565
2017					
	Occupied Housing Units	Percentage	Vacant Housing Units	Percentage	Total Number of Housing Units
Village of Yorkville	1,141	95.7%	51	4.3%	1,192
Racine County	75,640	91.7%	6,857	8.3%	82,497

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

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Table 25 shows that between 2010 and 2017 the percentage of owner-occupied homes in Yorkville has increased from 88.8% (2010) to 93.7% (2017). Overall, the number of occupied housing units has increased by 79, yet during this time period the number of renter-occupied units has decreased by 47 units.

Table 25 – Yorkville and Racine Housing Units by Tenure (2010 – 2017)

2010					
	Owner Occupied	Percentage	Renter Occupied	Percentage	Total Number of Occupied Housing Units
Village of Yorkville	943	88.8%	119	11.2%	1,062
Racine County	52,833	69.9%	22,713	30.1%	75,546
2017					
	Owner Occupied	Percentage	Renter Occupied	Percentage	Total Number of Occupied Housing Units
Village of Yorkville	1,069	93.7%	72	6.3%	1,141
Racine County	52,188	69.0%	23,452	31.0%	75,640

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

Table 26 displays the number of units per structure in the Village of Yorkville and Racine County in 2017. The majority of housing units in Yorkville (81%) are one-unit detached structures, commonly referred to as single-family homes. Detached housing units are one-unit structures that are detached from any other house, with open space on all four sides. Structures are considered detached even if they have an attached garage or contain a business unit. Attached housing units are structures with one or more walls extending from ground to roof, separating them from adjoining structures. Racine County also has a majority of single-family structures.

Table 26 – Yorkville and Racine Units in Structure (2017)

	Village of Yorkville		Racine County	
	Number	Percent	Number	Percent
1-unit, detached	966	81.0%	54,926	67.3%
1-unit, attached	24	2.0%	3,339	4.1%
2 units	28	2.3%	7,194	8.8%
3 or 4 units	0	0.0%	2,970	3.6%
5 to 9 units	0	0.0%	4,351	5.3%
10 to 19 units	0	0.0%	3,414	4.2%
20 or more units	8	0.7%	4,536	5.6%
Mobile home	166	13.9%	835	1.0%

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

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### 3.1.3 Housing Value Characteristics

Providing affordable housing which meets the needs of current and future Village residents is an important element in planning for the future. A lack of quality affordable housing has impacts on population migration patterns, economic development, and the tax base.

An owner-occupied housing unit is a unit where the owner or co-owner lives, even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent's estimates of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale. The figures presented may differ from assessed housing values as calculated by an assessor.

The median value of owner-occupied homes in Yorkville was \$242,400, while it was \$165,200 in Racine County. The breakout of housing values follows in Table 27.

Table 27 – Yorkville and Racine Housing Value of Owner-Occupied Units (2017)

	Village of Yorkville		Racine County	
	Number	Percent	Number	Percent
Less than \$50,000	115	10.8%	2,133	4.1%
\$50,000 to \$99,999	83	7.8%	9,010	17.3%
\$100,000 to \$149,999	48	4.5%	11,460	22.0%
\$150,000 to \$199,999	134	12.5%	10,041	19.2%
\$200,000 to \$299,999	338	31.6%	12,329	23.6%
\$300,000 to \$499,999	223	20.9%	5,339	10.2%
\$500,000 to \$999,999	119	11.1%	1,654	3.2%
\$1,000,000 or more	9	0.8%	222	0.4%
Median (dollars)	\$ 242,400	-	\$ 165,200	-

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

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### 3.1.4 Housing Affordability

The HUD defines affordable housing as housing which does not cost a household more than 30% of its monthly or annual income. This affordability benchmark is not an underwriting standard and it does not address the ability to pay for housing. Households may choose to pay more to get the housing it needs or wants. However, according to HUD standards, people should have the choice of having decent and safe housing for not more than 30% of their household income.

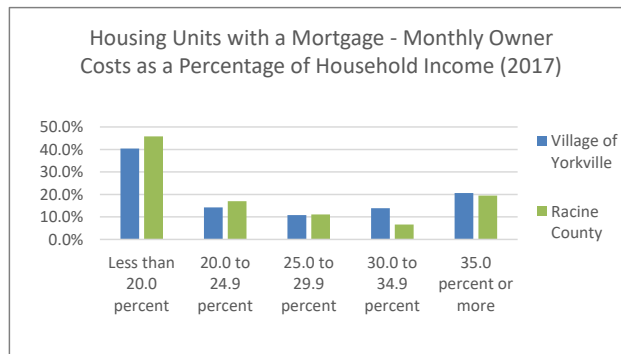
The majority of Yorkville residents in owner-occupied housing with a mortgage (65.4%) pay less than 30% of their monthly household income on housing costs. However, 34.5% of Yorkville residents are paying more than 30% on owner-occupied housing costs (with a mortgage). This is quite a bit more than the estimate for Racine County, with 26.1% of residents paying above 30% of their monthly household income. A breakout of costs is listed in Table 28 and is depicted in Figure 11.

Table 28 – Yorkville and Racine Owner-Occupied Housing Units with a Mortgage - Monthly Owner Costs as a Percentage of Household Income (2017)

	Village of Yorkville		Racine County	
	Number	Percent	Number	Percent
Less than 20.0 percent	272	40.4%	15,886	45.8%
20.0 to 24.9 percent	96	14.2%	5,875	17.0%
25.0 to 29.9 percent	73	10.8%	3,844	11.1%
30.0 to 34.9 percent	94	13.9%	2,278	6.6%
35.0 percent or more	139	20.6%	6,769	19.5%

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates*

Figure 11 – Yorkville and Racine Owner-Occupied Housing Units with a Mortgage - Monthly Owner Costs as a Percentage of Household Income (2017)



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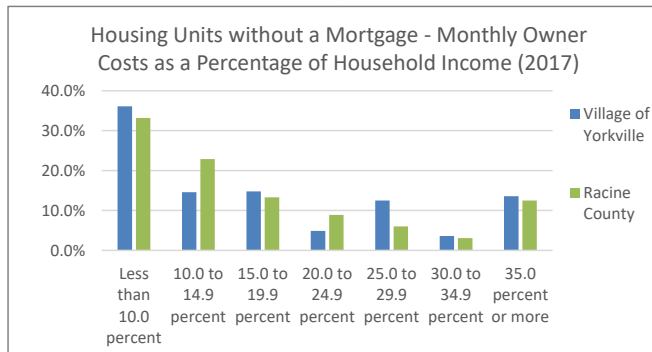
The majority of Yorkville residents in owner-occupied housing without a mortgage (65.5%) pay less than 20% of their monthly household income on housing costs. In fact, 82.9% of Yorkville residents in owner-occupied homes without a mortgage pay less than 30% of their monthly household income on housing costs. However, approximately 17.2% of Yorkville residents are paying more than 30% on housing costs (without a mortgage). Table 29 includes a full breakout of costs and is depicted in Figure 12.

Table 29 – Yorkville and Racine Owner-Occupied Housing Units without a Mortgage - Monthly Owner Costs as a Percentage of Household Income (2017)

	Village of Yorkville		Racine County	
	Number	Percent	Number	Percent
Less than 10.0 percent	141	36.1%	5,741	33.2%
10.0 to 14.9 percent	57	14.6%	3,962	22.9%
15.0 to 19.9 percent	58	14.8%	2,308	13.3%
20.0 to 24.9 percent	19	4.9%	1,547	8.9%
25.0 to 29.9 percent	49	12.5%	1,047	6.0%
30.0 to 34.9 percent	14	3.6%	537	3.1%
35.0 percent or more	53	13.6%	2,173	12.5%

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates*

Figure 12 – Yorkville and Racine Owner-Occupied Housing Units without a Mortgage - Monthly Owner Costs as a Percentage of Household Income (2017)



The majority of Yorkville residents in rental occupied housing (67.4%) pay less than 30% of their monthly household income on rent. However, approximately 32.6% of Yorkville’s renters are paying 30% or more of their monthly household income on rent. Table 30 includes a full breakout of costs and is depicted in Figure 13.

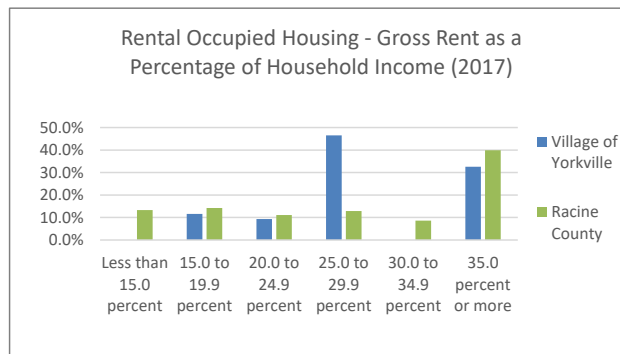
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Table 30 – Yorkville and Racine Renter-Occupied Housing - Gross Rent as a Percentage of Household Income (2017)

	Village of Yorkville		Racine County	
	Number	Percent	Number	Percent
Less than 15.0 percent	0	0.0%	2,966	13.3%
15.0 to 19.9 percent	5	11.6%	3,158	14.2%
20.0 to 24.9 percent	4	9.3%	2,483	11.1%
25.0 to 29.9 percent	20	46.5%	2,884	12.9%
30.0 to 34.9 percent	0	0.0%	1,925	8.6%
35.0 percent or more	14	32.6%	8,902	39.9%

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates*

Figure 13 – Yorkville and Racine Renter-Occupied Housing - Gross Rent as a Percentage of Household Income (2017)



### 3.1.5 Assisted and Senior Living

The Aging and Disability Resource Center (ADRC) of Racine County at 14200 Washington Avenue, Sturtevant, Wisconsin, is a central source of reliable and objective information about programs and services available to older adults and people with physical or intellectual/developmental disabilities. They help people find resources in their communities and evaluate the various long-term care options available to them.

Senior apartments are multifamily residential properties for persons age 55 years or older. Senior apartments do not have central dining facilities and generally do not provide meals to residents, but many offer community rooms, social activities, and other amenities. Most offer both Conventional or “Market Rate” apartments and apartments subsidized by Wisconsin Housing and Economic Development Authority (WHEDA), Rural Development, or HUD.

Independent living communities are age-restricted multifamily properties with central dining facilities that provide residents as part of their monthly fee with access to meals and other

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services such as housekeeping, linen service, transportation, and social and recreational activities.

Residential Care Apartment Complexes (RCAC) are places where five or more adults reside that consists of independent apartments (each of which has an individual lockable entrance and exit, a kitchen including a stove, an individual bathroom, sleeping and living areas) and that provides, to a person who resides in the place, not more than 28 hours per week of services that are supportive, personal, and nursing services.

Adult Family Homes (AFH) are places where three or four adults, who are not related to the licensee, reside and receive care, treatment, or services that are above the level of room and board, but include no more than seven hours of nursing care per week per resident.

Community Based Residential Care Facilities (CBRF) are places where five or more adults, who are not related to the operator or administrator, and do not require care above intermediate level nursing care, reside and receive care, treatment, or services that are above the level of room and board, but include no more than three hours of nursing care per week per resident.

Assisted Living Facilities within the Village of Yorkville include:

- Country Meadows Family Care, LLC at 2824 65th Drive with a capacity of 4 individuals. Specialty programs include developmentally disabled.
- Eagle House at 807 53rd Drive, a Community-Based Residential Facility (CBRF), with a capacity of 8 individuals. Specialty programs include alcohol/drug dependent, developmentally disabled, emotionally disturbed/mental illness, and traumatic brain injury.
- Martin Family Care Home at 18328 Spring Street, an Adult Family Home, with a capacity of 4 individuals. Specialty programs include advanced aged, developmentally disabled, irreversible dementia/Alzheimer's, and physically disabled.
- Reineke Care Homes at 16805 Washington Avenue, an Adult Family Home, with a capacity of 4 male individuals. Specialty programs include developmentally disabled.

The demand for independent senior living and assisted living will likely continue to grow as the population ages in the Village of Yorkville.

## 3.2 Assessment of Future Conditions

Age and family status are closely related to housing, and people follow a typical pattern in their housing selection. People live with their parents as children and then tend to move out to rental housing as they enter adulthood. A first time home purchase will typically occur as they begin to form households. According to Zillow, the average age of a first-time home buyer in the United States is 33 years, which follows an average period of six years during which Americans typically rent. The first home purchase is often followed by a move to "upgrade" during the prime earning years. Retirement brings yet another move. This may be to a final home, or for some older retirees, to retirement housing or nursing care.

This cycle is important in that it creates turnover in the housing stock, freeing up properties for other buyers. Most of the homes purchased are existing homes. However, it is also important to understand how generational preferences for housing vary. The future desirability of neighborhoods and communities is going to be influenced by the degree to which the existing housing stock meets the desires of future home buyers.

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The projection for households in the Village of Yorkville is an increase of 72 households by 2030. Reviewing Table 4, Yorkville's age distribution, much of this future growth will be by households headed by someone over the age of 65 looking to downsize and by mid-aged buyers wanting newer homes on large rural lots. New rental housing will likely include various types of assisted living for Yorkville's aging population.

### 3.3 Housing Programs

Wisconsin Comprehensive Planning legislation requires governments completing plans to compile a list of programs available to help provide an adequate supply of housing that meets existing and forecasted housing demand in their jurisdiction. Below is a partial listing of programs that are available.

#### Community Development Block Grant (CDBG) Small Cities Housing Program

The Wisconsin CDBG program, administered by the Wisconsin Department of Administration, provides grants of federal funds to local governments (with a population under 50,000) for housing programs which principally benefit low to moderate income (LMI) households. These funds are primarily used for rehabilitation of housing units, homebuyer assistance, and small neighborhood public facility projects. CDBG dollars are flexible and responsive to local needs.

#### Housing Choice Voucher Program (Section 8)

The Section 8 federal housing choice voucher program provides rent assistance to eligible low-income households so that family payment does not exceed 20% of annual income. Housing can include single-family homes, townhouses and apartments and is not limited to units located in subsidized housing projects. Housing choice vouchers are administered locally by Public Housing Agencies (PHA). A family that is issued a housing voucher is responsible for finding a suitable housing unit of the family's choice where the owner agrees to rent under the program. A housing subsidy is paid to the landlord directly by the PHA on behalf of the participating family. The family then pays the difference between the actual rent charged by the landlord and the amount subsidized by the program.

#### Low Income Housing Tax Credit (LIHTC)

The LIHTC Program is the most important resource for creating affordable housing in the United States. This program was created in 1986 by the Tax Reform Act. Federal housing tax credits are awarded to developers of qualified projects. Developers then sell these credits to investors to raise capital for their projects, which reduces the debt the developer would otherwise have to borrow. A tax credit property can then offer more affordable units because the debt is lower.

#### USDA- Rural Development

Rural Development administers federal funds to help secure loan options to assist LMI families with home purchases and rehabilitation. Rural Development generally funds individuals who cannot obtain conventional financing.

#### Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness.

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#### Wisconsin Property Tax Deferral Loan Program (PTDL)

This state program offers loans to Low-to-Moderate Income (LMI) elderly homeowners (65 years old with a spouse at least 60 years old, unless one is disabled) to help pay local property taxes so the elderly can afford to stay in their homes. The program is administered through WHEDA.

#### Housing Cost Reduction Initiative

Funds through this program provide a one-time forgivable grant of up to \$10,000 to assist with upfront entry cost for the purchase of a primary residence in Racine, Waukesha, Kenosha, Milwaukee, Walworth, Washington, and Ozaukee Counties. The program is administered through Housing Resources, Inc. in Racine.

#### Family Care Partnership (Partnership)

The Family Care Partnership (Partnership) program is administered by the Wisconsin Department of Health Services. The Partnership is a comprehensive program of services for frail elders and adults with developmental or physical disabilities in Wisconsin. The program integrates health and long-term support services and includes home and community-based services, physician services, and all medical care. Services are delivered in the member's home or a setting of his or her choice.

#### Program of All-Inclusive Care for the Elderly (PACE)

The Program of All-Inclusive Care for the Elderly (PACE) program is administered by the Wisconsin Department of Health Services. PACE provides a full range of long-term care, health care, and prescription drugs services to older people with chronic needs who live in Milwaukee, Racine or Waukesha County.

#### Housing Authority of Racine County (HARC)

The Housing Authority of Racine County (HARC) provides housing choice vouchers. They also have units throughout Racine County. The Housing Authority of Racine County provides rental units and rental assistance to low-income families, elderly, and disabled and homeless veterans. They manage the Mount Pleasant Manor and the Levi-Barnes Manor.

### 3.4 Goals, Objectives, Policies

The Village has identified a number of goals, objectives, and policies that when implemented together will help achieve Yorkville's community vision for 2050. These goals, objectives, and policies will help guide accomplishments and priorities for future investment both for publicly-maintained local systems and for property owners who will invest in and change Yorkville's landscape over time. These goals, objectives, and policies provide the Village with a means to measure the performance of implementation of this Comprehensive Plan, and as necessary, an opportunity to reassess, revise, and/or supplement the desires of the community.

Goals are general statements of desired outcomes of the community or what is to be achieved. Objectives are more specific and are a subset of goals, providing measurable strategies towards achieving a goal. Policies are operational actions that a community will undertake to meet the goals and objectives. The following goals, objectives, and policies are not ranked or presented in order of importance or need.

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**Housing Goal:** Strengthen and support existing Yorkville neighborhoods.

**Objectives:**

1. New developments shall be compatible with or enhance the character of existing adjacent residential neighborhoods.
2. Maintain buffering (i.e., land uses, landscaping, berming) between residential and industrial land uses east of 51<sup>st</sup> Drive and west of GrandView Business Park through lands north of Braun Road.
3. Protect neighborhoods from incompatible land uses through effective land use and design controls.
4. Improve transportation connections where warranted, including bicycle paths/routes and pedestrian facilities.
5. Encourage and support the maintenance and rehabilitation of older housing stock.

**Policies:**

1. Enforce site design controls (i.e., buffering, landscaping standards) through the Village's development review process.
1. Ensure development review process considers long-range transportation infrastructure needs and implements incremental solutions as sites are built-out.
2. Promote housing programs that provide funding for maintenance and rehabilitation including the CDBG-Small Cities Housing Program and USDA-Rural Development programs.

**Housing Goal:** Promote a balanced supply of housing types and prices throughout the Village to meet the changing needs of Yorkville's residents.

**Objectives:**

1. Support new residential development that is compatible with existing land uses.
2. Encourage the development of assisting living facilities in the Village as Yorkville's population ages.

**Policies:**

1. Encourage the private sector to provide affordable senior housing so that the long-term residents and retirees may continue to live in the Village.
2. Promote housing programs that will provide financial assistance to Yorkville residents who are paying more than 30% of their household income on monthly housing costs.
3. Inform residents about housing ownership programs to allow for increased owner occupancy for all Yorkville residents, including the Housing Cost Reduction Initiative.
4. Work with property owners and developers to identify locations appropriate for new subdivisions which will enhance the character of Yorkville's existing land uses (i.e., residences, agricultural lands, and environmental corridors).

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## 4 Transportation Element

### 4.1 Introduction

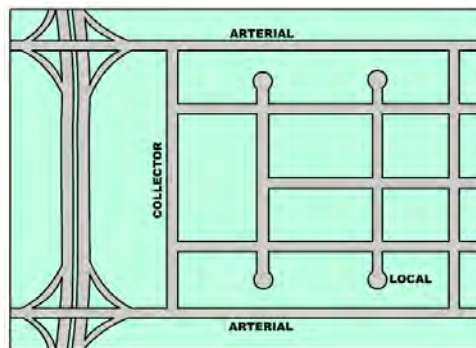
Transportation planning can be used as a tool to help guide and accommodate the growth a community envisions. Like the other elements in this Plan, transportation is interconnected, especially with land use. Transportation decisions, such as construction of new roadways or upgrading existing roads, can impact accessibility, land values, and land use development. The Village of Yorkville's transportation system is largely focused on vehicular travel.

### 4.2 Background Data/Existing Conditions

#### 4.2.1 Roads

Roads can be generally classified into three categories – arterials, collectors, and local roads. Road classification is determined by the type of service it provides. Typically, arterials provide the least amount of access and highest level of mobility, while local streets provide the most access and lowest level of mobility. Collector roads provide a combination of access and mobility. A demonstration of the function of these roadways is shown in Figure 14.

Figure 14 – Roadway Functions



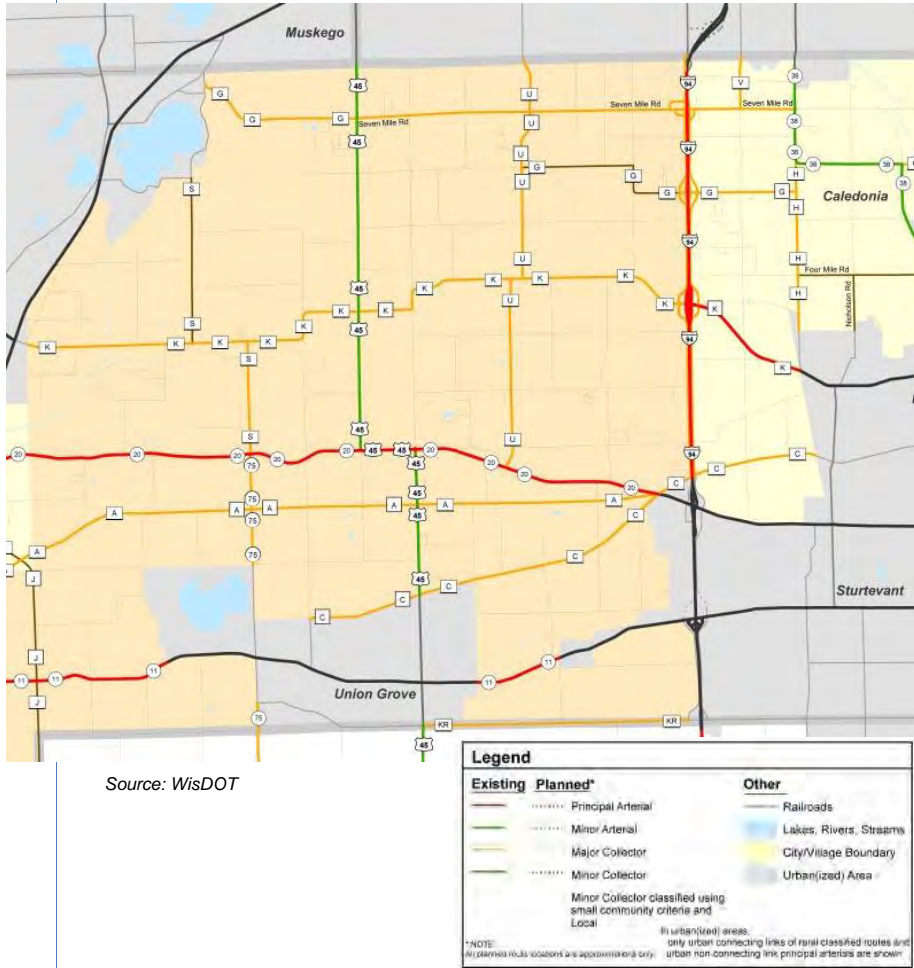
Major highway facilities serve the Village, including Interstate Highway 94 (I-94), United State Highway 45 (US 45), State Trunk Highway 20 (STH 20), and State Trunk Highway 11 (STH 11). I-94 and US 45 run north/south while STH 20 and STH 11 run in an east/west direction.

Figure 15 illustrates I-94, STH 20, and STH 11 classified as principal arterial routes, designed to provide interstate and interregional traffic mobility. USH 45 serves as a minor arterial for moderate to large-sized places (cities, villages, towns, and clusters of communities) and other traffic generators providing intraregional and inter-area traffic movements. Major collectors, which provide service to smaller-to-moderate sized places and other intra-area traffic generators and link those generators to nearby larger population centers (cities, villages, and towns) or higher function routes, include County Highways (CTH) A, C, and U.

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The Wisconsin Department of Transportation (WisDOT) updates the map depicted in Figure 15 once every 10 years. Since the map's last update in 02/2017, Yorkville has changed from a township to a village.

Figure 15 – Racine County Road Functional Classification



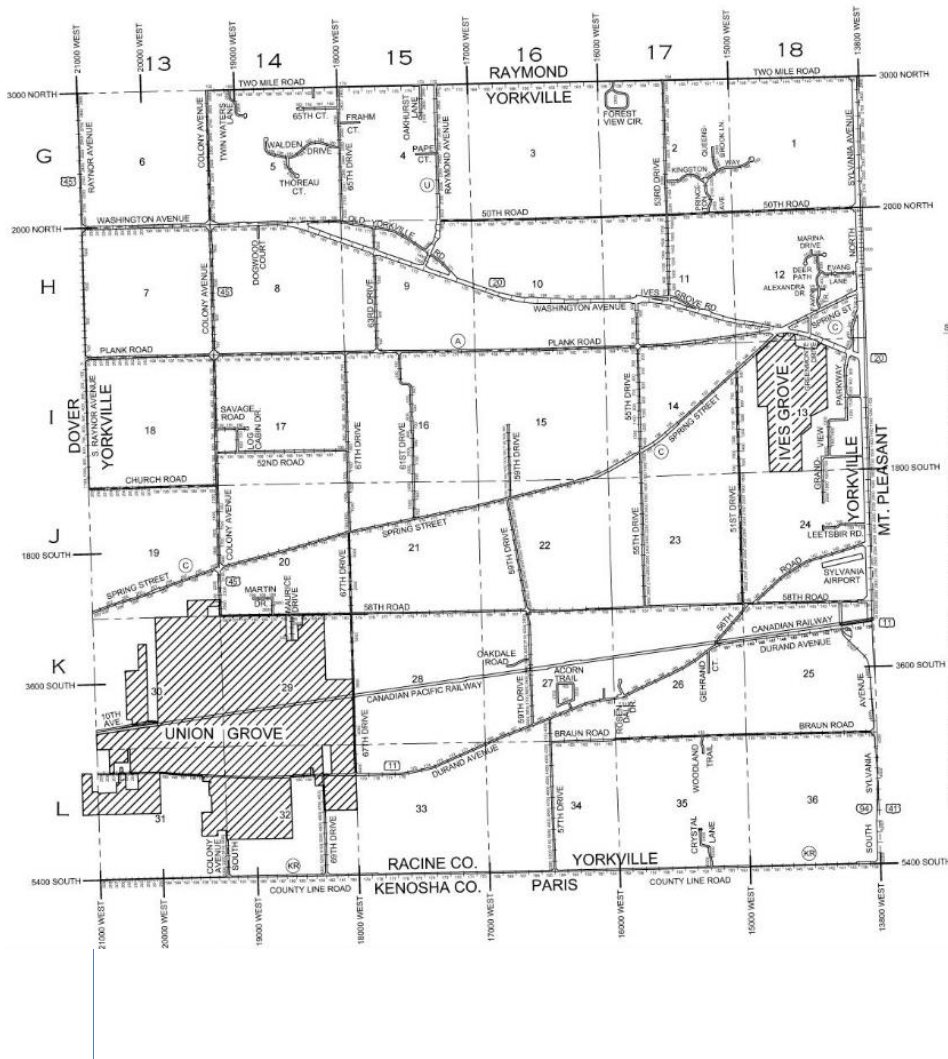
Source: WisDOT

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A map with all Village roads is located in Figure 16.

Figure 16 – Yorkville Street Network



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## 4.2.2 Traffic Counts

Annual average daily traffic (AADT) counts have been gathered from several locations throughout Yorkville. This value is based on short duration traffic count, usually 48 hours, taken at the location. The count is then adjusted for the variation in traffic volume throughout the year and the average number of axles per vehicle. Table 31 shows an overall increase in traffic from 2005 to 2017.

Table 31 – Yorkville Annual Average Daily Traffic (AADT) Counts

Location	2005	2008	2014	2015	2017
I-94 – Between STH 20 and STH 11		69,300	84,000	78,300	89,400
I-94 – Between STH 11 and CTH KR		80,900	83,700	77,400	90,200
US 45 – South of STH 20	2,900				3,400
US 45 – South of CTH A	3,300	5,200	3,600		
US 45 – Between CTH C and 58 <sup>th</sup>				5,500	4,700
STH 20 – West of I-94	12,100	11,900	14,000		12,900
STH 20 – Between Ives Grove and 53 <sup>rd</sup>	8,900	8,700	5,600		6,000
STH 20 – 0.5 miles east of USH 45	8,300	6,600	4,600		10,800
STH 11 – West of I-94	6,700	6,300	7,100		10,500

Source: WisDOT  
<https://wisdot.maps.arcgis.com/apps/w ebappview er/index.html?id=2e12a4f051de4ea9bc865ec6393731f8>

## 4.2.3 Transit

Transit options that exist in Yorkville include:

- Paratransit Service: Dial a Ride Transportation (DART) offers transportation service to persons with disabilities who are prevented from using fixed route bus service. DART provides door-to-door service within ¼ mile of the fixed route bus system. Rides are \$4.00 each way.
- Intercity Bus Service: Racine Transit's Route 20 makes a stop at the GrandView Industrial Park (weekdays only).
- Commuter Bus Service: Coach USA offers a bus connection to Metra (passenger train) in Kenosha for \$2.50.



Paratransit Service DART

## 4.2.4 Bridges

There are a total of 24 bridges in Yorkville that appear in the WisDOT bridge structures database. Five of these bridges are owned by the Village of Yorkville, five are owned by Racine County, one is owned by Canadian Pacific Railroad, and twelve are owned by WisDOT.

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State and local bridges are inspected at least once every two years. WisDOT is responsible for all inspections of bridges along the state highway system. Municipalities complete the inspections for bridges along the local roadway.

Bridges are rated and categorized in terms of their functional and structural condition. A functionally obsolete bridge is typically older and no longer meets geometric standards, such as having narrow lanes or shoulders. However, this classification does not mean the bridge is unsafe. A structurally deficient bridge generally has an element that needs attention, such as potholes or rust.

Replacement is recommended on two local bridges over the West Branch Root River Canal; at Two Mile Road and at 58<sup>th</sup> Road, due to structural deterioration that has occurred over time.

#### 4.2.5 Pedestrian Facilities

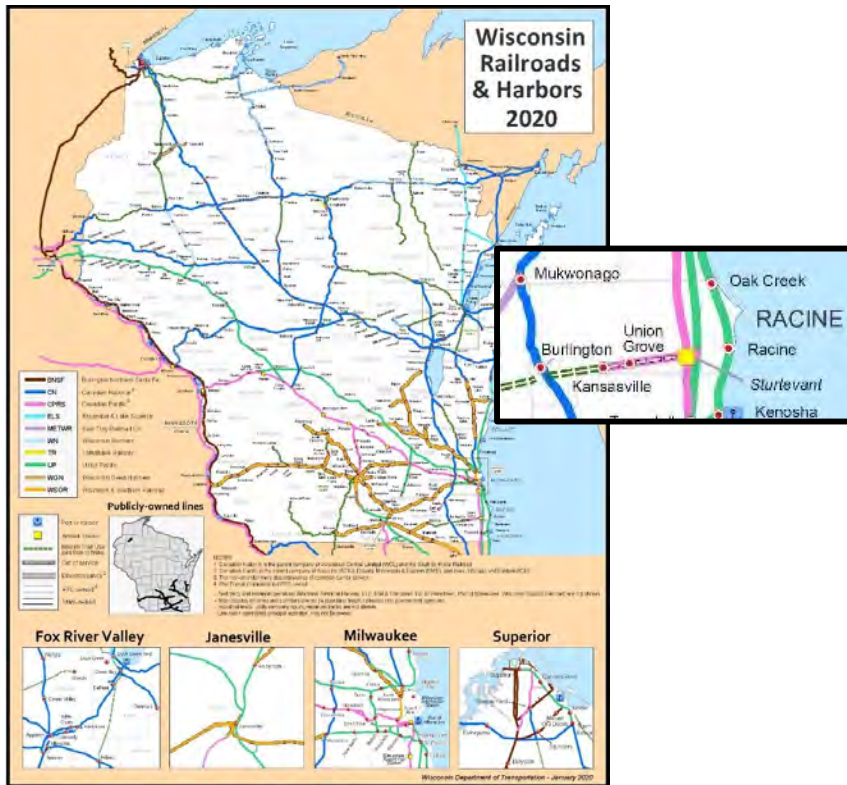
The Village does not have sidewalks installed, as there is a lack of integrated land uses that allow for walkable multi-purpose trips. However, residents do walk recreationally along the Village's road network. When local, county and state roads are upgraded or reconstructed, they should be analyzed for existing and potential pedestrian traffic, and consideration should be given to creating a wider shoulder, lane or trail alongside the roadway.

#### 4.2.6 Railroads

Figure 17 shows Wisconsin's railroads. The Canadian Pacific ran north/south through Yorkville for freight traffic travelling between Chicago, Illinois and La Crosse, Wisconsin. This line has been abandoned and should be converted to a recreational corridor through the Rails to Trails program. Passenger rail service via Amtrak is available in Sturtevant, Wisconsin and via Metra in Kenosha, Wisconsin.

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Figure 17 – Wisconsin Railroads and Harbors 2020



Source: WisDOT

#### 4.2.7 Air Transportation

Airports, aviation, and aviation-related industries play a significant role in the economic success of Wisconsin communities. Commercial air passenger service and light freight service is available at the General Mitchell International Airport located approximately 20 miles from Yorkville in Milwaukee (MKE). The Kenosha Regional Airport (ENW) is approximately 10 miles from Yorkville and primarily offers general and corporate aviation, however it is a designated reliever airport for corporate, freight and general aviation activity for the Milwaukee/Chicago corridor. Kenosha Regional is currently home to more than 270 based aircraft, more than any other airport in Wisconsin. Other nearby municipalities with airports include East Troy Municipal (57C) and Racine Municipal (RAC).

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## 4.2.8 Trucking

According to the WisDOT Wisconsin Long Truck Operator's Map, updated in August 2017, I-94, USH 45, STH 20, and STH 11 are designated long truck routes. These are routes that are safe to operate vehicles and combinations of vehicles with overall lengths that cannot be limited. Figure 18 visually represents Wisconsin's long truck routes.

Figure 18 – Wisconsin Long Truck Operator's Map



Source: WisDOT  
(<https://wisconsindot.gov/Pages/dmv/com-drv-vehs/mtr-car-trkr/truck-routes.aspx>)

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#### 4.2.9 Water Transportation

The Village of Yorkville is not located on a commercial waterway. The nearest water transportation is located at a port in Racine, Wisconsin, 13 miles east of Yorkville. This harbor contains docks, fleeting areas for barges, coastal breakwater harbor, and medical facilities.

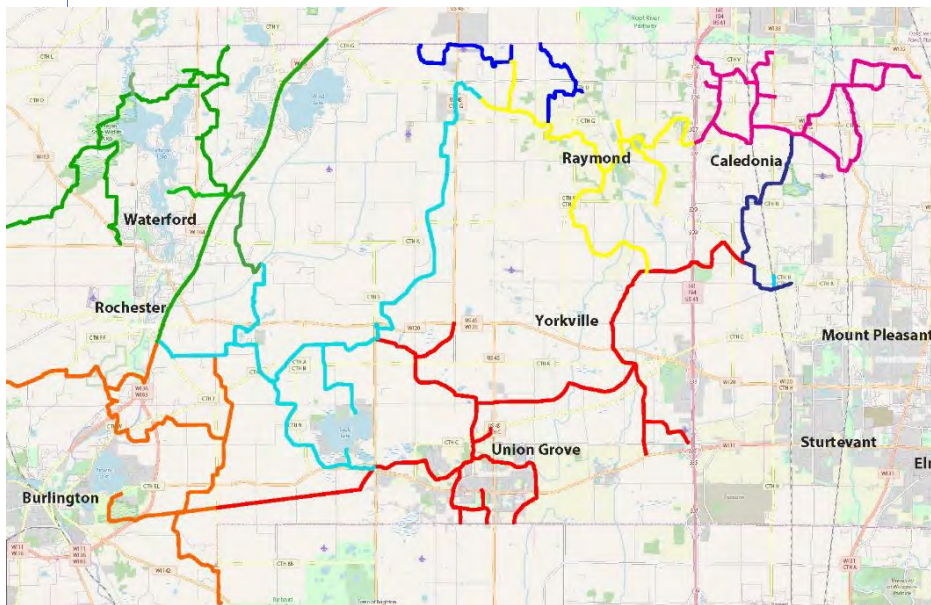
#### 4.2.10 Trails

There are several miles of snowmobile, all-terrain vehicle (ATV), and cross-country ski trails in Racine County.

##### Snowmobile Trails

Figure 19 shows connectivity of snowmobile trails within Yorkville and beyond.

Figure 19 – Snowmobile Routes



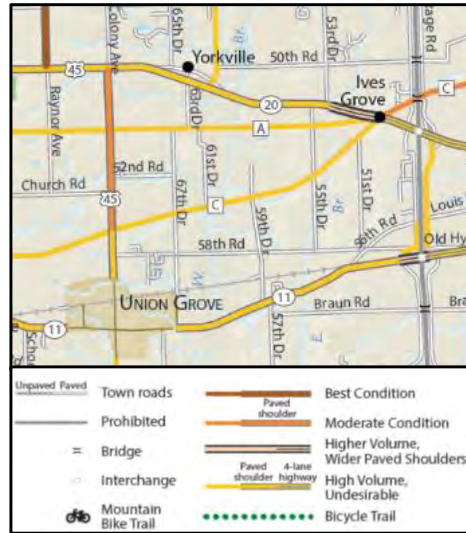
Source: Racine County

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## Bicycle Trails

WisDOT has identified roads most suitable for biking in all 72 counties in the State. WisDOT has identified roads in Yorkville as undesirable for biking, which are identified in Figure 20 below.

Figure 20 – Yorkville Bicycle Map



Source: <http://wisconsin.gov/Pages/travel/bike/bike-maps/county.aspx>

## 4.3 Relationship to State and Regional Transportation Plans

Several state, regional and county organizations and agencies have developed plans and programs for the management and systematic update of transportation facilities in the area. Based on a review of these plans and programs, no land use conflicts or policy differences were identified.

### 4.3.1 Connections 2030

WisDOT developed a long-range transportation plan for the state called Connections 2030. This plan addresses all forms of transportation such as highways, local roads, air, water, rail, bicycle, pedestrian and transit. The overall goal of the planning process is to identify a series of policies to aid transportation decision makers when evaluating programs and projects.

As part of the Connections 2030 planning process, WisDOT identified 37 system-level priority corridors, each with its own recommendations for how the plan can be implemented over its 20-year horizon. Several such corridors are located in Racine County, including the Glacial Plains (Beloit to Milwaukee) and the Hiawatha (Milwaukee to Chicago).

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Plans in these corridors generally include maintaining adequate airport and highway service, increasing intercity bus and rail connections, and improving bicycle and pedestrian accommodations.

#### 4.3.2 Wisconsin State Airport System Plan 2030

The Wisconsin State Airport System Plan 2030 establishes a vision, develops and evaluates system goals for the Wisconsin Airport System, and provides a framework to meet current and future needs for the preservation and enhancement of the airport system. According to the plan, General Mitchell, Kenosha Regional, Racine, and East Troy Airports are expected to see slight increases in total operations, based aircraft, and enplanements between 2010 and 2030. In the five-year Wisconsin Airport Program (2020-2025), General Mitchell International Airport is slated for \$11 million of improvements in 2020 and \$108 million in 2025. Kenosha Regional is slated to receive approximately \$3.5 million in 2020 and \$4.5 million in 2025. The East Troy Municipal Airport is slated to receive approximately \$1 million of improvements in 2020.

#### 4.3.3 Wisconsin Statewide Pedestrian Policy Plan 2020

WisDOT developed the Wisconsin Pedestrian Policy Plan 2020 to provide a long-range vision addressing Wisconsin pedestrian needs.

The Pedestrian Plan provides a basic description of existing and emerging pedestrian needs over the next 20 years, with a set of recommendations to meet those needs. WisDOT's efforts ensure that this plan complements both existing and future long-range transportation plans.

#### 4.3.4 Wisconsin Bicycle Transportation Plan 2020

WisDOT encourages planning for bicyclists at the local level and is responsible for developing long-range, statewide bicycle plans. Guidelines for accommodating travel by bicycles when roadways are reconstructed, or new roads are built, are available and their use is encouraged.

The development of WisDOT's statewide long-range bicycle plan, Wisconsin Bicycle Transportation Plan 2020, involved many people, including an advisory committee. This bicycle planning document is intended to help communities and individuals in developing bicycle-friendly facilities throughout Wisconsin.

#### 4.3.5 Wisconsin Rail Plan 2030

Wisconsin Rail Plan 2030 identifies rail issues statewide and is meant to serve as a guide for decision makers through 2030, with updates occurring every five-years. The Plan identifies the Local Transportation Alternatives Program (TAP) has a potential funding source for the conversion of abandoned railway corridors to non-motorized use. This program allows the state's transportation history to be preserved but also facilitates increases to tourism and economic opportunities for Wisconsin's communities. The segment of the Canadian Pacific rail line which runs through Yorkville should be considered for the TAP and Rails to Trails programs.

The Amtrak Hiawatha Route is the only passenger rail service in Racine County, traveling between Chicago and Milwaukee with a stop in Sturtevant. The Empire Builder travels between Chicago, Illinois, and Seattle, Washington, but does not stop in Racine County. This is Amtrak's most popular long-distance train. It provides one daily round-trip between Chicago, Milwaukee, Minneapolis/St. Paul, and Seattle/Portland. Since 2002, the Empire Builder has experienced

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growing ridership. In 2010, Empire Builder ridership to and from Wisconsin stations was more than 95,000. This represents a 16% increase during the five-year period from 2005 to 2010.

Specific projects noted in the 2030 plan include infrastructure improvements include adding additional round trips on the Empire Builder corridor between Chicago and Minneapolis/St. Paul and improvements to accommodate six to eight daily intercity passenger trains between Minneapolis/St. Paul and Milwaukee using the existing Empire Builder Amtrak route.

#### 4.3.6 Wisconsin DOT: Six Year Highway Improvement Program

The Wisconsin DOT: Six Year Highway Improvement Program plan identifies all construction projects scheduled for Wisconsin roads for the next six years. The projects change frequently, and updates are made monthly. The 2020 – 2025 program listing indicates that:

- STH 11 improvements (resurfacing and some reconstruction) are scheduled for 2021.
- 3 bridge improvements are planned along STH 20.
- Resurfacing of USH 45 from the Village's southern border to Union Grove is scheduled for 2020.
- Reconditioning of STH 20 from USH 45 west to the Village's border is scheduled for 2023-2025.

Source: <https://wisconsin.dot.gov/Pages/projects/6yr-hwy-impr/proj-info/default.aspx#se>

#### 4.4 Assessment of Future Needs

As we look at future needs, reinvestment is needed to maintain and improve existing transportation systems. Future infrastructure needs identified by the Village include:

- Developing and implementing a new roads program to assess and prioritize investment in maintaining local roads. The Village's 51-miles of roadway face funding challenges but are in dire need of improvements including shouldering and other upgrades to extend the life span of the Village's roadway network.
- Replacement of two local bridges over the West Branch Root River Canal. Due to structural deterioration that has occurred over time, the bridges at Two Mile Road and at 58<sup>th</sup> Road are in need of replacement.
- Expanding pedestrian and bicycle segments and networks. Opportunities such as the abandoned rail corridor conversion to a recreation trail and improvements to roadways for pedestrian/bicycle amenities should continue to be considered by the Village.

Going forward regionally within the planning horizon, we are going to continue to see development and increased use of electric vehicles. Nationally, we are seeing a trend to increase the availability of charging stations. This is likely something the Village can accommodate if the need arises with relatively minimal efforts. We are also seeing private businesses and industries supplying these as a means to increase foot traffic.

Driverless vehicles are a "futuristic" approach to driving that is actually already being implemented in specific locations throughout the United States. Estimates vary greatly as to when this technology will actually be widespread and available, ranging from five to 20 years. Companies like Google, Tesla, and Uber are actively creating their versions of autonomous vehicles. Some of the pros and cons to this technology include:

- Pros: fewer serious accidents, better traffic flow

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- Cons: increase in vehicles, privacy, and convenience; people may commute longer distances

While widespread use is not anticipated in Yorkville within the planning horizon, it is important to consider the future impacts of this technology and to stay tuned-in to the infrastructure needs that these transportation improvements will require.

Few planning elements will impact how connected a community is more than transportation. Having a designed, accessible, and maintained transportation network – both motorized and non-motorized – is an important component to maintain economic vibrancy, attractive neighborhoods, and creating steady market-demand throughout the community. Particularly in higher density areas or reasonably confined geographic areas, having non-motorized options, including pedestrian/on-street trails, sidewalks and/or bicycle options available will help to increase the social cohesion and integration, and will lead to a more engaging quality of life as neighbors interact with one another more.

## 4.5 Potential Funding Sources for Transportation

Several loan and grant funding programs may be available to help the Village of Yorkville fund municipal infrastructure projects including the following.

### Wisconsin Department of Transportation (WISDOT) Programs

- Congestion Mitigation and Air Quality Improvement Program (CMAQ) – Program to enhance public transit, bicycle/pedestrian facilities, ridesharing programs and facilities, and technologies that improve traffic flow and vehicle emissions.
- County Highway Improvement Program (CHIP) & Discretionary Improvement Program (CHIP-D) – Funding program for County highway projects.
- Highway Safety Improvement Program (HSIP) – Program to fund low-cost safety improvements that can be implemented quickly.
- Local Bridge Improvement Assistance Program – Program to assist with funding bridges not on state trunk highways or connecting highways with sufficiency ratings of 80 or less.
- Local Roads Improvement Program (LRIP) – Program for deteriorating highways, town roads, and city/village streets.
- Municipal Street Improvement Program (MSIP) and Municipal Street Discretionary Improvement Program (MSIP-D) – Funding program for road improvements for cities and villages.
- Surface Transportation Program - Rural (STPR) – Funding program for road functionally classified as principal arterial, minor arterial, or major collector, and highways outside of urban areas (usually for county highways).
- Transportation Alternatives Program (TAP) – Program to develop non-motorized improvements.
- Transportation Economic Assistance (TEA) – Funding assistance for road and storm sewer related to business creation and expansion.

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#### Wisconsin Department of Natural Resources (WDNR) Programs

- Motorized Stewardship Grants [ATV Trail, UTV Trail, and Snowmobile Trail Aids] – Funding to acquire, insure, develop and maintain ATV/UTV trails, areas and routes, as well as well-signed and well-groomed snowmobile trails for public use and enjoyment.
- Recreational Trails Aids Program (RTP) – Funding program for:
  - Maintenance and restoration of existing trails;
  - Development and rehabilitation of trailside and trailhead facilities and trail linkages;
  - Construction of new trails (with certain restrictions on federal lands); and
  - Acquisition of easements and fee simple title to property for recreational trails or recreational trail corridors (must comply with the provisions of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended).

## 4.6 Goals, Objectives, and Policies

Transportation goals, objectives, and policies reflect a vision of what the Village of Yorkville's transportation system should provide. They will also help guide priorities for future investment either as a publicly-maintained local system or in partnership with regional or state transportation agencies.

These transportation goals, objectives and policies provide the Village with a means to measure the performance of the transportation system over time, and as necessary, an opportunity to reassess, revise and/or supplement the desires of the community.

Goals are general statements of desired outcomes of the community or what is to be achieved. Objectives are more specific and are a subset of goals, providing measurable strategies towards achieving a goal. Policies are operational actions that a community will undertake to meet the goals and objectives. The following goals, objectives, and policies are not ranked or presented in order of importance or need.

**Transportation Goal:** Provide a complete, multi-modal transportation system that provides a range of transportation alternatives and options.

#### Objectives:

1. Work cooperatively with neighboring communities (i.e., Village of Raymond, Town of Dover, Town of Paris, Village of Mount Pleasant, Village of Union Grove) on shared roadway and infrastructure maintenance.
2. Continue to work cooperatively with the WisDOT to ensure future transportation decisions include consideration of land use impacts and support the I-94 Frontage Road Access Plan.
3. Review new development and encourage compliance with WisDOT guidelines for future roadway network and access road objectives during the development review process.
4. Support rails-to-trails conversion of former Canadian Pacific Railway rails where appropriate.

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5. Incorporate additional recreational considerations within the transportation network where appropriate.

**Policies:**

1. Ensure that development incorporates bicycle and pedestrian transportation alternatives where appropriate.
2. Evaluate trail access for ATV and snowmobiles, as well as additional trail development consideration.

**Transportation Goal:** Ensure transportation networks are safe and accessible.

**Objectives:**

1. Coordinate with regional and state agencies to facilitate efficient and cooperative planning, design, operation and maintenance of transportation facilities and programs.

**Policies:**

1. Ensure safety features are incorporated into the design of all transportation facilities.
2. Encourage interconnected streets and patterns of development to create more convenient multi-modal travel options for residents that will also foster a sense of neighborhood.

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## 5 Utilities and Community Facilities Element

### 5.1 Introduction

Wisconsin comprehensive plans are required to describe current utilities and public facilities, and provide guidance concerning the future need for new services or the rehabilitation of existing ones. Residents and businesses in the Village of Yorkville are served by a diverse set of utilities and services, both privately and publically owned. Yorkville's quality of life is enhanced by reliable utilities and services. These help to make Yorkville a good place for residents and businesses alike. The Village will continue to maintain a high standard of service for those utilities, services, and facilities under its direct management, and will work with others providers to ensure that they are supported in continuing to deliver quality service to their customers.

### 5.2 Existing Conditions

#### Water Supply and Distribution

The Village of Yorkville's water system has one well and one 750,000 gallon elevated storage tank. In 2018, the Water Utility had 34 commercial customers including the Ives Grove Golf Course which is the utility's largest customer. Outside the water utility service area, water is supplied by groundwater through private wells.

The Village's water infrastructure is in need of upgrades to the system. A new water treatment plant (WTP) will be considered in future years to treat iron, manganese, radium that is being drawn from the Village's existing well (Well #1). A new well (Well #2) will also be necessary as an additional source with higher quality water for, and as to provide redundancy to, the existing system for water customers. Well #2 would remain in the Lake Michigan basin.

#### Wastewater Collection and Treatment Facilities

The Village of Yorkville's sanitary sewer system was established in 1965 with the construction of a wastewater treatment plant. The Yorkville Sewer Utility District No. 1 operates a 0.150 million gallon per day (MGD) annual average design flow wastewater treatment facility (WWTF) servicing an approximate population of 1,000. There are no significant industrial users in the service area, but the utility district does monitor local businesses and industry through local sewer use ordinance authority.

The WWTF operates as an activated sludge treatment process with a chemical addition for phosphorus removal. Major equipment upgrades are needed to take place in the next several years to achieve better ammonia nitrogen and phosphorus removal and to address short term growth within the I-94 corridor.

#### Sanitary Sewer Service Area

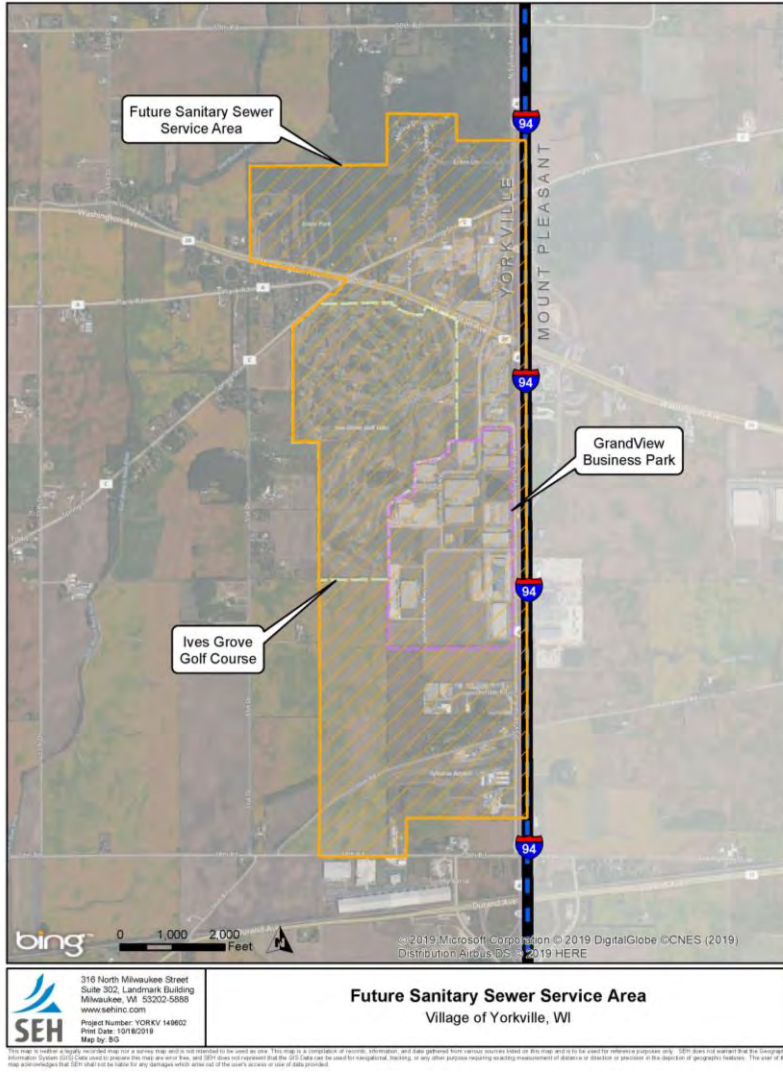
Sanitary sewer service area plans identify the outer boundary of the area within which sanitary sewers service may be extended. These service area plans take into consideration avoiding environmental sensitive lands, maintaining and improving regional water quality, and providing municipal sanitary sewerage service in an efficient and effective manner.

Parallel to this Comprehensive Plan update project, the Village of Yorkville is refining the Sanitary Sewer Service Area in 2020, as identified in the map below. The Village of Yorkville is coordinating review, public comment and approval with SEWRPC and the WDNR. The Yorkville sanitary sewer service area plan, and its attendant recommendations for the protection and

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preservation of environmental corridors, as set forth in SEWRPC Community Assistance Planning Report No. 337, Sanitary Sewer Service Area for the Yorkville Sewer Utility District, Racine County, Wisconsin, is hereby adopted by reference and incorporated into the Village of Yorkville Comprehensive Plan.

Figure 21 – Sanitary Sewer Service Area, Village of Yorkville



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### Stormwater Management

Stormwater drainage in the Village of Yorkville occurs through roadside ditches and natural watercourses as well as formal stormwater management facilities including curb and gutter storm sewer systems with catch basins, inlets, and detention, retention, and infiltration basins. In addition to these systems, new development is encouraged to capture stormwater on-site and then slowly release it downstream. Existing farmland drainage districts should be maintained and expanded as future need warrants.

### Agricultural Drain Tiles

Details about the Yorkville/Raymond Farm Drain Tile System, governed by the Racine County Board of Drainage Commissioners, is located in Section 6: Agricultural, Natural, and Community Resources Element.

### Electrical Power and Natural Gas Utilities

We Energies provides natural gas service to customers in Yorkville. Electricity is provided by We Energies by way of several substations located throughout Racine County.

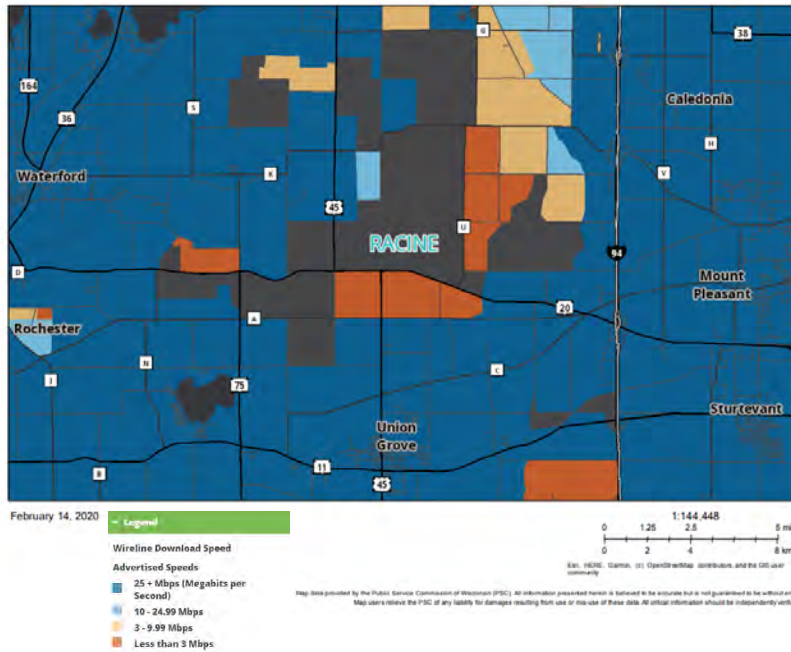
### Telecommunications

Private companies provide numerous options for conventional, cellular, and VOIP telephone services within the Village of Yorkville. Internet services are provided to most customers by companies offering DSL, cable, or Wi-Fi services. These companies include T.D.S. Telecom, CenturyLink, and other providers.

However, certain areas of Yorkville do not have internet service. Figure 22, a map from the Wisconsin Public Service Commission (PSC), identifies where broadband services are available in the Village along with the level of speed available. Areas without broadband service are depicted in grey on Figure 21. Both these areas without broadband, and areas with a broadband speed of less than 3.0 Mbps, present limitations to residents and businesses in Yorkville.

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Figure 22 – Wisconsin Broadband Map



**Police Protection**

Racine County Sheriff’s Department provides police services including patrol operations to the Village of Yorkville.

**Fire Protection and Emergency Services**

Union Grove-Yorkville Fire Department (UGYFD) serves the Village of Yorkville for all fire protection, emergency, and ambulance care. The Department is served by all-volunteers, who are EMT trained. Their station is located at 700 Main Street, Union Grove. The Department has two engines, a tower ladder, a heavy rescue vehicle, a tanker, three ambulances, a command, and a safety vehicle. The Fire Department is governed by the Union Grove-Yorkville Fire Commission which consists of three representatives each from the Villages of Union Grove and Yorkville and one elected member of the Department.

The Union Grove–Yorkville, Kansasville and Raymond Fire Departments provide automatic mutual aid for any structure fire response within each other’s jurisdiction. Additionally, in 2002, Racine County joined the Mutual Aid Box Alarm System (MABAS). This box alarm system allows fire departments, including UGYFD, to easily call for support in the event of major emergencies or disasters. Predetermined equipment and/or personnel will be received or provided when called for assistance.

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### Road Maintenance and Snowplowing

Road maintenance, including snowplowing, is completed by Racine County Public Works. Their facility is within the Ives Grove Office Complex located at 14200 Washington Avenue, Sturtevant.

### Municipal Facilities

The Village's administrative services are located in the Village Office at 925 15<sup>th</sup> Avenue, Union Grove.

### Yorkville Public Library

Citizens of Yorkville have access to the Graham Public Library located at 1215 Main Street, Union Grove. This facility is part of the Lakeshores Library System.

### K-12 Schools

Yorkville residents are served by the following K-12 schools:

- Yorkville Elementary School, 18621 Washington Avenue – School District of Yorkville Joint #2
- Union Grove Elementary School, 1745 Milldrum Street – School District of Union Grove Joint #1
- Union Grove High School, 3433 South Colony Avenue – Union Grove Union High School District

### Higher Education Facilities

Yorkville is served by the Gateway Technical College which has three main campuses, Kenosha, Racine, and Elkhorn.

### Solid Waste and Recycling

The Village of Yorkville offers a centralized collection site for solid waste and recycling. The Village of Yorkville contracts with ASDA to pick up the waste and recycling dumpsters at the centralized collection site. If residents want pick up services they contract directly with a waste hauler, such as ASDA, Johns Disposal Service, and Waste Management.

### Parks and Recreation

Evans Park is the largest park in the Village and is located off Washington Avenue. The park is owned and operated by Racine County. The Racine County Fairgrounds and Old Settlers Park, both County owned and operated are also located in Yorkville.

### Health Care Facilities

There are three acute care hospitals adjacent to Village of Yorkville. Residents are serviced by:

- Aurora Memorial Medical Center, 252 McHenry Street, Burlington.
- Aurora Medical Center Kenosha, 10400 75<sup>th</sup> Street, Kenosha.
- Ascension All Saints Hospital, 3801 Spring Street, Racine.

### Child Care Facilities

Wisconsin began to require licensing of child care center in 1949. The Wisconsin Department of Children and Families currently licenses:

- Family Child Care Centers – Provide care for 4 to 8 children. This care is usually in the provider's home.

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- Group Child Care Centers – Provide care for 9 or more children. These centers are usually located somewhere other than a residence and may be small or large in size.
- Day Camps - Seasonal programs that provide experiences for 4 or more children 3 years of age and older. These programs usually operate in an outdoor setting.

The State provides certification to family child care providers who are not required to be licensed but who wish to care for fewer than 3 children under 7 years of age. Families who receive a child care subsidy may select either certified or licensed child care programs.

In the Village of Yorkville the following facilities are certified by the State of Wisconsin:

- Kidz Connection B And A Sch Prog Llc., 18621 Washington Avenue, Union Grove (Capacity: 36)
- My Little School House Ecc, 19120 Spring Street, Union Grove (Capacity: 40)

#### Senior Care Facilities

Assisted and Senior Living Facilities are identified in Section 3.1.5.

#### Churches

Churches within the Village of Yorkville include:

- Yorkville United Methodist Church, 17645 Old Yorkville Road, Union Grove
- Kingdom Hall of Jehovah's Witnesses, 14509 Braun Road, Sturtevant

#### Cemeteries

Cemeteries within the Village of Yorkville include:

- Union Grove Cemetery, Main Street, Union Grove
- Yorkville Cemetery, Old Yorkville Road, Yorkville
- Sylvania Cemetery, South Sylvania Avenue

*(Please note the lists of services in this section may not yet be all-inclusive.)*

## 5.3 Assessment of Future Needs

Properly assessing future needs of community facilities and services requires not only an understanding of existing conditions and critical issues, but also an appreciation of broader utility and community facility trends. With advancements in technologies over time and population growth, services and facilities may need to be reviewed to ensure they are adequately providing the services to the populations needing them. It will be important to continue to monitor developments and their impact to the facilities and services that residents and businesses depend on.

Over time, local reinvestment is needed to maintain existing community facilities and services with the objective of maintaining the delivery of cost effective services. Future infrastructure needs identified by the Village include:

- Wastewater facility compliance improvements.
- Well #2 creation for additional supply and redundancy.
- Storm water management for new developments and maintenance of stormwater facilities after construction.
- Agricultural drain tile system improvements.
- New fire station for the Union Grove-Yorkville Fire Department to meet current needs.

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- Expansion of broadband services to all residents and businesses in Yorkville.

## 5.4 Potential Funding Sources for Utilities/Facilities

Several loan and grant funding programs may be available to help the Village of Yorkville fund municipal infrastructure projects including the following:

### Wisconsin Department of Natural Resources (WDNR) Programs

- Clean Water Fund (CWF) – Program provides financial assistance to municipalities for sanitary sewer collection systems, wastewater treatment, and stormwater infrastructure projects. The CWF program is a revolving loan program that combines federal grants and state funding to provide financial assistance to municipalities in the form of subsidized loans. Some municipalities may also be eligible for funding in the form of principal forgiveness (PF). Based on Yorkville’s population and Median Household Income (MHI), principal forgiveness may be available up to 30%, not to exceed \$750,000 for an eligible project. Subsidized loan funds may also be available at a current rate of 1.65% for 20 years (rates adjusted quarterly). Applications are due September 30th of each year with award notifications expected in November. An Intent to Apply (ITA/PERF) is required to be submitted by October 31 for consideration the following year. Plans and specifications (biddable) are needed at the time of submittal.
- Safe Drinking Water Loan Program (SDWLP) - Program provides financial assistance to municipalities for drinking water infrastructure projects, including transmission and distribution, storage, source supply, and treatment facilities. The SDWLP is a revolving loan program that combines federal grants and state funding to provide financial assistance to municipalities in the form of subsidized loans. Some municipalities may also be eligible for funding in the form of principal forgiveness (PF). Based on Yorkville’s population and Median Household Income (MHI), principal forgiveness may be available up to 30%, not to exceed \$500,000 for an eligible project. Subsidized loan funds may also be available at a current rate of 1.65% for 20 years (rate adjusted quarterly). Applications are due June 30th of each year with award notification is expected in August. An Intent to Apply (ITA/PERF) is required to be submitted by October 31 for consideration the following year. Plans and specifications (biddable) are needed at the time of submittal.

### USDA Rural Development (RD) Programs

- Water and Waste Disposal Loan & Grant Program - Program helps very small, financially distressed rural communities extend and improve water and wastewater treatment facilities that serve local households and businesses. Funds may be used to finance sanitary sewer collection, transmission, treatment, and disposal. Historically, this program has been beneficial for communities that need that a 40-year payback even though the loan interest rates are a bit higher than other programs (WDNR CWF and SDWLP for example). Any grants/loans that are awarded to the project will also have an effect on the loan to grant ratio that Rural Development awards.

### Wisconsin Economic Development Corporation (WEDC) Programs

- Community Development Investment Grant (CDIG) – This program’s primary goal is to incentivize development primarily in a community’s downtown. Eligible activities include: building renovation, historic preservation, demolition, new construction, infrastructure

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investment, and project or site development planning. Eligible projects include: development of significant destination attractions, rehabilitation and reuse of underutilized or landmark buildings, infill development, historic preservation, infrastructure efforts including disaster prevention measures providing substantial benefit to downtown residents/property owners, and mixed-use developments. Focus is on shovel-ready projects. Program funding should lead to measurable benefits in job opportunities, property values and/or leveraged investment by local and private partners. Grants will be limited to 25% of eligible project costs with a maximum grant amount of up to \$250,000. Grant recipients must provide a minimum of 3:1 match investment in project costs. No more than 30% of the match investment may consist of other state and/or federal grant sources.

#### Wisconsin Department of Transportation (WisDOT) Programs

- WisDOT Transportation Alternatives Program (TAP) - Program allocates federal funds to transportation improvement projects that "expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment." Program provides funding to local governments for construction and planning and design of on-road and off-road trail facilities for pedestrians, bicyclists and other non-motorized forms of transportation. Also it may provide funding for inventory, control or removal of outdoor advertising, historic preservation and rehabilitation of historic transportation facilities (including access improvements to historic sites and buildings), vegetative management practices in transportation right-of-ways (ROW's), and archaeological activities pertaining to a transportation project. Projects that meet eligibility criteria for the Safe Routes to School Program, Transportation Enhancements, or the Bicycle & Pedestrian Facilities Program are eligible TAP projects. Projects must meet WisDOT policy for bicycle and pedestrian facilities that it serves at least some utilitarian trips, such as commuting to work or school that might otherwise be made by automobile. Trails that do not meet this criteria are encouraged to consider WDNR Recreational Trails Program funding. Non-infrastructure projects are required to have a minimum project cost of \$50,000. Infrastructure projects are not required to have a minimum or maximum project amount; however, ideal project costs are between \$300,000 and \$1 million. Match of 20% of approved costs is required.
- WisDOT Transportation Economic Assistance Program (TEA) - Program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin or encourage business and industry to remain and expand in the state. Goal of program is to attract and retain business firms in Wisconsin and thus create or retain jobs. Businesses cannot be speculative and local communities must assure that the number of jobs anticipated from the proposed project will materialize within 3 years from the date of the project agreement and remain after another 4 years. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. Project must begin within 3 years, have the local government's endorsement, and benefit the public. Program is designed to implement an improvement more quickly than normal state programming processes allow. Local match of 50% required and can come from any combination of local, federal, or private funds or in-kind services.

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#### Tax Incremental Financing (TIF)

- The Village of Yorkville created a Tax Incremental Financing District (TID) with a base year as January 1, 2019. The TID is located within the existing GrandView Business Park. The Joint Review Board adopted the Resolution creating TID No. 1, on October 9, 2019. TID No. 1 has been established as an Industrial District with the goal of providing infrastructure needed for new commercial and industrial development that will bring an increase in assessed valuation to benefit the entire Village.

## 5.5 Emerging Technologies in Energy Sources

In recent years, there has been an increase in the use of solar and wind systems at both the consumer and utility-scale. Each scale of utility systems plays different roles in providing clean and renewable energy. Consumer-scale utility systems are an accessory to the primary use of the parcel on which it is located, and which is directly connected to, or designed to, serve the energy needs of the primary use. Utility-scale utility systems are a primary use whose primary purpose is creating wholesale or retail sales of generated electricity. While utility-scale solar facilities are often described as "temporary", it is common for solar and wind system developers to enter into contracts that permit them to lease the land for this purpose for periods ranging from 25 to 50 years.

Regulating of systems is based on megawatt (MW) capacity. Systems up to 99 MW of capacity, may be regulated at the local level. Systems with a capacity of 100 MW or more require a Certificate of Public Convenience and Necessity (CPCN) from the Public Service Commission (PSC) and do not need local government approval.

In general, there are very little impacts created from the use of consumer-scale solar and wind energy facilities; however, utility-scale solar and wind facilities may impact a community in several ways. These include:

- Consume large quantities of agricultural lands, often prime farmland that have high-quality soils.
- Create significant lot coverage and changes to grading that impact stormwater and erosion issues.
- Fencing around solar and wind facilities often create barriers to the movement of wildlife.
- Removal of large swaths of forestlands.
- Construction of new solar and wind systems can often create financial impacts for a community such as wear and tear on roadways during construction, the need for new culverts for additional driveway access to facilities, and lost revenue payments to the school district due to underlying properties no longer being assessed and generating property tax revenues.
- Prevent future urban growth should solar farms be positioned or clustered adjacent to existing urban development.
- Decommissioning of wind and solar facilities can lead to a host of issues should the developer not remove equipment and interior roadways. In addition, some of the materials used in the making of solar and wind facilities may contaminate the land preventing the property from returning to farmable land.

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[The Village of Yorkville has the following vision for solar and wind technology: Ensure the preservation of agricultural land in the Village of Yorkville while strategically providing access to renewable energy.](#)

## Goals, Objectives, and Policies

Utilities and community facility goals, objectives, and policies reflect a vision of what the Village of Yorkville's public and private infrastructure systems should provide. They will also help guide priorities for future investment as publicly-maintained local systems, in partnership with regional or state agencies, or in partnership with private entities.

These utility and facility goals, objectives, and policies provide the Village with a means to measure the performance of the infrastructure system over time, and as necessary, an opportunity to reassess, revise, and/or supplement the desires of the community.

Goals are general statements of desired outcomes of the community or what is to be achieved. Objectives are more specific and are a subset of goals, providing measurable strategies towards achieving a goal. Policies are operational actions that a community will undertake to meet the goals and objectives. The following goals, objectives, and policies are not ranked or presented in order of importance or need.

**Goal:** Maintain Yorkville's community-oriented rural environment with a high quality of life.

### Objectives:

1. Maintain the Village as a safe community where neighbors know each other.
2. Provide an adequate and efficient level of governmental services and facilities to Village residents.
3. Provide adequate police and fire protection and emergency services to all areas of the Village.
4. Promote health and medical facilities and social services to meet the needs of all residents.
5. Promote opportunities for active recreation.
6. Facilitate expansion of broadband service to all areas in Yorkville.

### Policies:

1. Continue to the work with the Wisconsin Department of Natural Resources (WDNR) on improvements to Yorkville's wastewater treatment system.
2. Evaluate and prioritize upcoming Village needs and necessary infrastructure improvements.
3. Update, maintain, and follow a Capital Improvements Plan to ensure long-range financial planning for anticipated public improvements.
4. Consider partnerships with providers, adjacent municipalities and funding agencies on methods to expand broadband service throughout the village.

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**Goal:** Consider the use of solar and wind energy systems to strategically provide access to renewable energy in the Village.

**Objectives:**

1. Allow for consumer-scale solar and wind energy facilities in all zoning districts.
2. Allow for utility-scale solar and wind energy facilities in areas zoned A-1, A-2, A-3, and M-1.
3. Encourage a positive working relationship between utility-scale solar and wind developers and the Village of Yorkville.
4. Protect utility-scale solar and wind facility investments.

**Policies:**

1. Utilize a Memorandum of Understanding between developers and the Village to create clarity in expectations for partnership roles and construction process.
2. Promote efficient and transparent permitting processes for both consumer-scale and utility-scale solar and wind facilities. Ensure permitting process meets WI Statutes §66.0401, §66.0403, and §196.491.
3. Require protective measures such as screening, buffering, and fencing to discourage unwanted access by pedestrians, recreational vehicles, and wildlife which may damage above ground equipment and required plantings.
4. Increase awareness of potential impacts to long-term access to direct sunlight or wind for energy production.

**Goal:** Protect agricultural and ecologically sensitive lands from negative impacts from solar and wind facility uses.

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**Objectives:**

1. Protect agricultural lands from stormwater and erosion issues when used for solar and wind facilities.
2. Preserve environmental corridors, isolated natural areas, and critical species habitats as designated by Southeastern Wisconsin Regional Planning Commission.
3. Protect the Village from financial impacts caused by the construction process or utilization of utility-scale solar and wind facilities.
4. Ensure decommissioning of utility-scale solar and wind energy facilities results in land that can be returned to productive agricultural or industrial uses.
5. Strategically place utility-scale solar and wind energy systems in areas that will preserve utility-scale solar and wind facility investments, urban investments, and not cause negative impacts to the environment or cultural resources.

**Policies:**

1. Require stormwater, erosion, and sediment control plans to comply with federal and state environmental regulations.
2. Require utility-scale solar and wind facilities to be planted with pollinator plants and prairie grass to compensate for stormwater runoff.
3. Protect agricultural lands from soil compaction by requiring construction of utility-scale solar or wind facilities to occur only during appropriate conditions.
4. Require any land not under array be leased out and farmed instead of being used as green space.

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5. Protect drain tiles from puncture. Require drain tiles to be identified in submitted site plans for utility-scale solar and wind facilities. Require damaged drain tiles to be repaired and any upstream impacts to be remedied.
6. Maintain wildlife corridor. An image located in Chapter 6.5 under "Natural Resource Goal: Protect important natural resources such as the Root River" shows how panel arrangements within a project site, along with fencing around solar panel bays, creates open areas through which animals can continue to travel along existing groves of trees, wetlands, and other vegetation.
7. Preserve woodlands. Including preserve existing trees when feasible and require the replacement of any removed trees for utility-scale solar and wind developments. The replacement of removed trees is encouraged on a 1:1 basis. Replacement trees shall be placed elsewhere on the site to serve as a buffer to adjacent land uses.
8. Negotiate mitigation of financial impacts caused by the development and use of utility-scale solar and wind facilities. This includes identifying haul routes and penalties for non-compliance with routes; cost of wear and tear of pavement on haul routes; cost of new culverts for any additional driveway accesses required due to the creation or use of utility-scale solar and wind facilities on a property; and lost revenue payments to the school district.
9. Require decommission actions at the end of utility-scale solar and wind system use including removal of any energy facility related equipment, materials or fencing above ground and within 48 inches below the ground surface; removal of any interior roadways; removal of any broken glass or other materials that may create safety hazards on the property or prevent the land from returning to productive agricultural use; and prohibit the use of materials that may contaminate the land or groundwater preventing the land from returning to productive agricultural use.
10. Preserve land adjacent to urban development for future expansion of urban areas.
11. Guide utility-scale solar and wind facilities to be located away from the field of vision of existing subdivisions to preserve the view and character of the neighborhood.
12. Discouraging the development of large-scale solar facilities that might be visible from historical sites, recreational amenities or similar resources that could have negative consequences for those tourist attractions.
13. Ensure large-scale facility solar panels installed near the airport, which is primarily used for recreational purposes, are constructed of dark-colored materials and covered with anti-reflective coatings to protect pilots and skydivers from glare.

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## 6 Agricultural, Natural, and Cultural Resources Element

### 6.1 Introduction

This element of the Comprehensive Plan is meant to document and discuss conditions and trends, and to formulate goals, objectives, and policies with regard to several attributes of the community, including:

- Agriculture and agricultural lands;
- Natural resources, including metallic and non-metallic mining;
- Historic resources; and
- Cultural resources.

These features are important to their own rights, but are often interrelated with other elements of the Comprehensive Plan. Agriculture plays a key role in the local economy. Floodplains and wetlands may impact land use patterns or lead to related infrastructure needs (i.e. storm water conveyance). This chapter will attempt to define these relationships through its analysis of existing conditions.

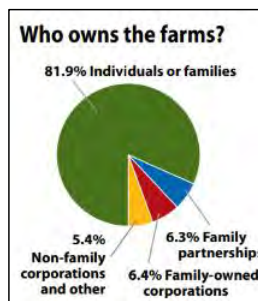
### 6.2 Background Data / Existing Conditions

Agriculture remains an important element of the regional economy. As of 2017, there were 611 farms and 127,496 acres in farms in Racine County. About 86% of this total (Approximately 110,000 acres) is cropland. Soybeans, corn, forage, and wheat are the primary crops. Cattle and calves are the most common livestock farmed in Racine County, followed by chickens (including broilers, layers, and pullets) and hogs/pigs. In December 2017, reported inventories of livestock included 10,079 cattle and calves, 3,288 layers, 2,747 broilers, 909 pullets, and 1,951 hogs and pigs.

According to a 2014 Value and Impact Study by UW Extension, an increased number of Racine County farmers sell directly to consumers from roadside stands, farmers' markets, auctions and pick-your own operations, with 87 farms generating \$1,198,000 in local food sales. Additionally, horticulture contributes to agricultural diversity in Racine County. Sales of Christmas trees, fruits and vegetables, sod, greenhouse products, nursery products, and floriculture products total \$23.8 million. Landscape and grounds maintenance businesses create additional full-time jobs and many seasonal jobs.

Racine County farmers own and manage 109,964 acres, or 52%, of the county's land. This includes cropland, rangeland, pasture, tree farms and farm forests. As stewards of the land, farmers use conservation practices, such as crop rotation, nutrient management, and integrated pest management, to protect environmental resources and provide habitat for wildlife.

In Yorkville, agriculture is the largest land use by acreage (See the Land Use Section). [As shown in Figure 23, Yorkville has a significant amount of prime farmland, classified by the U.S. Natural Resources Conservation Service \(NRCS\) as Class 1 and Class II which have the most productive soils in farming.](#)



Source: UW Extension

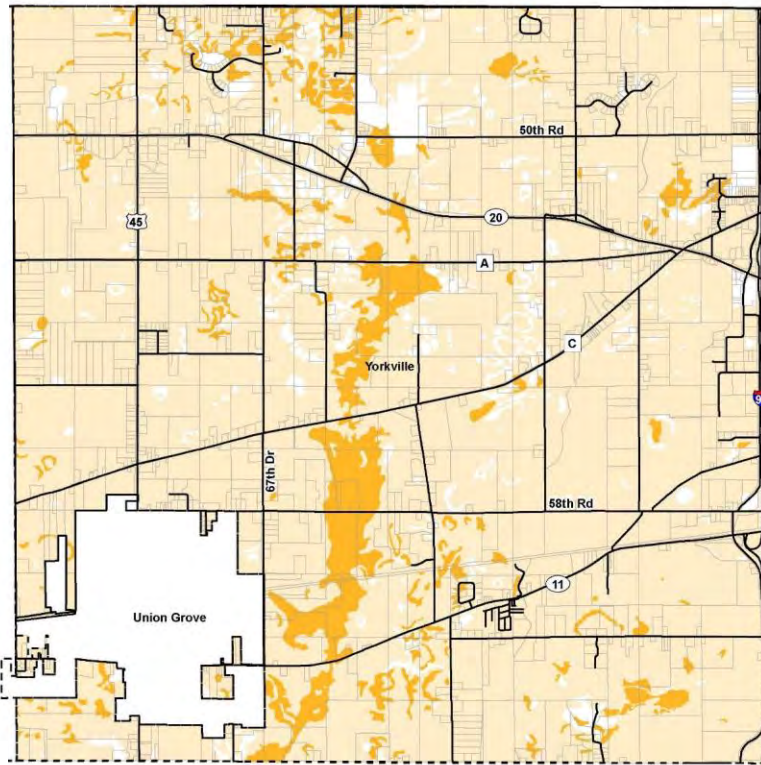
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The majority of farms are owned by individuals or families in Racine County (81.9%).

Figure 23 – Agricultural Lands

**Legend**

-  Class 1 and 2 soils
-  Other agricultural lands
-  Village of Yorkville Roads
-  Village of Yorkville Parcels
-  Municipal boundaries



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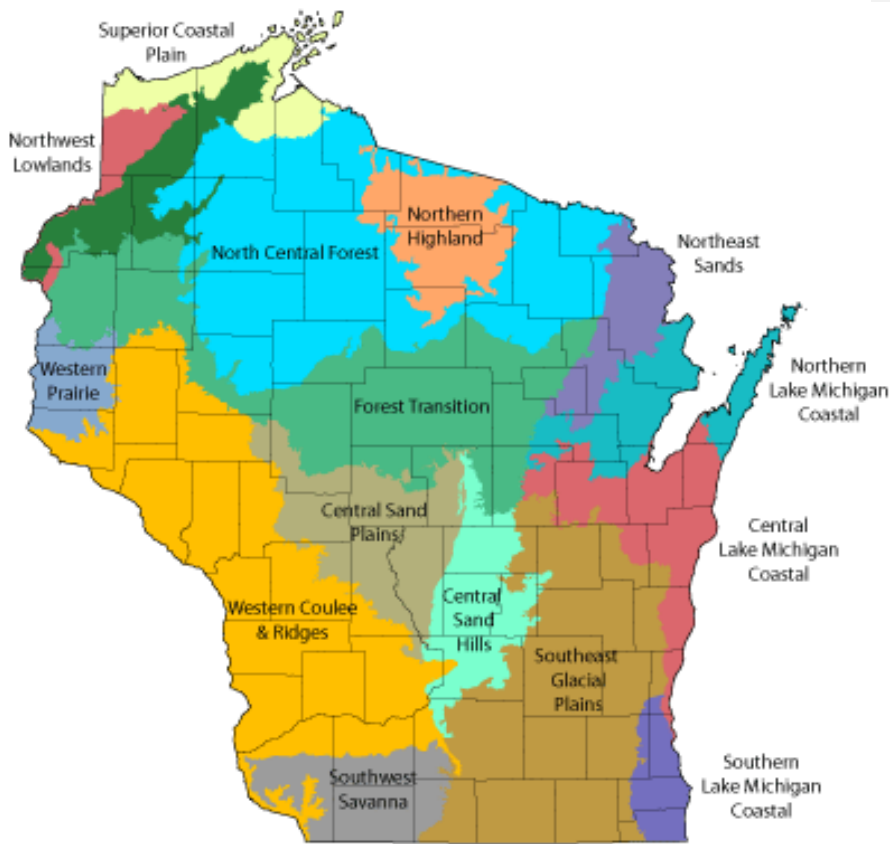
### Topography

The topography of the developed portion of the Village of Yorkville, or the more urbanized area, is relatively flat. However, the topography fluctuates to a much greater extent as one gets north or west of 51<sup>st</sup> Drive and GrandView Business Park.

### Ecological Landscapes

The ecological landscape of Yorkville is shown in Figure 23. The Village of Yorkville is in the Southern Lake Michigan Coastal landscape.

Figure 23 – Figure 24 – Ecological Landscapes of Wisconsin

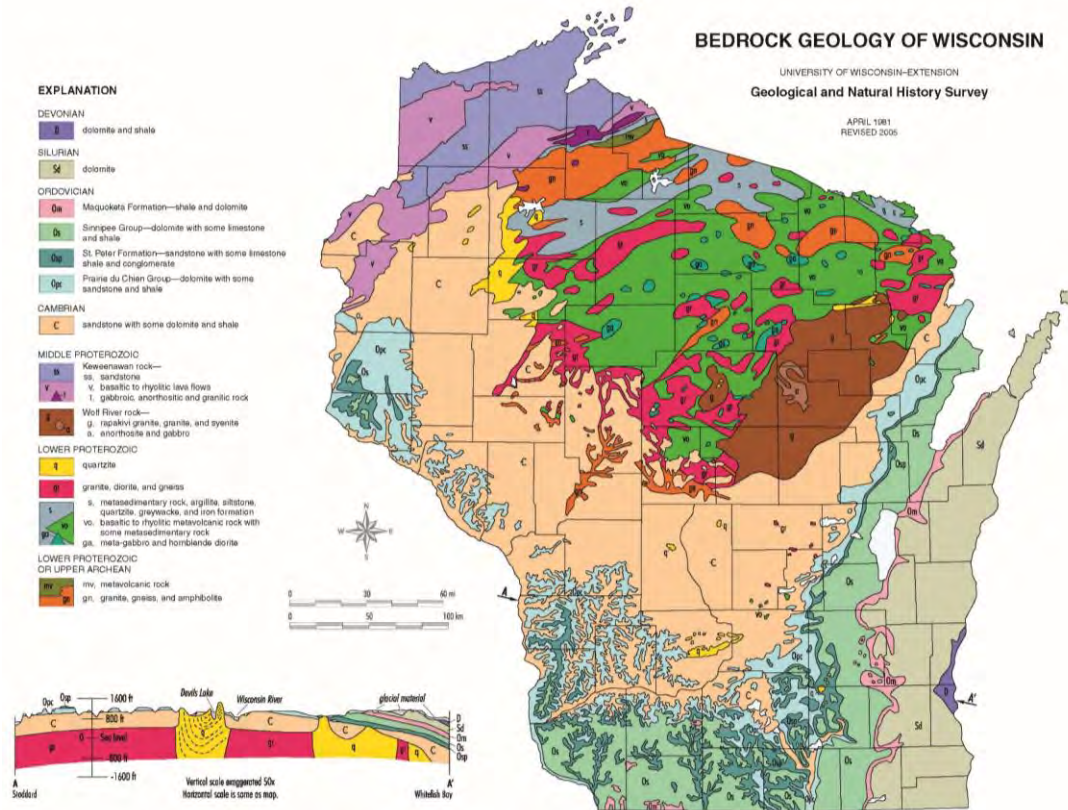


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### Bedrock Geology & Soils

The Village of Yorkville has primarily loamy soils, which include a mix of silty and clayey loams. Over half of the soil area in the Village is composed of Elliott silty clay loams, Varna silt loams, and Ashkum silty clay loams. Soil types in the Village contain a mix of well drained and poorly drained soils. The bedrock geology of Racine County is dolomite. Figure 24 shows bedrock geology of Wisconsin Geological Provinces.

Figure 24—Figure 25 – Wisconsin Geological Provinces



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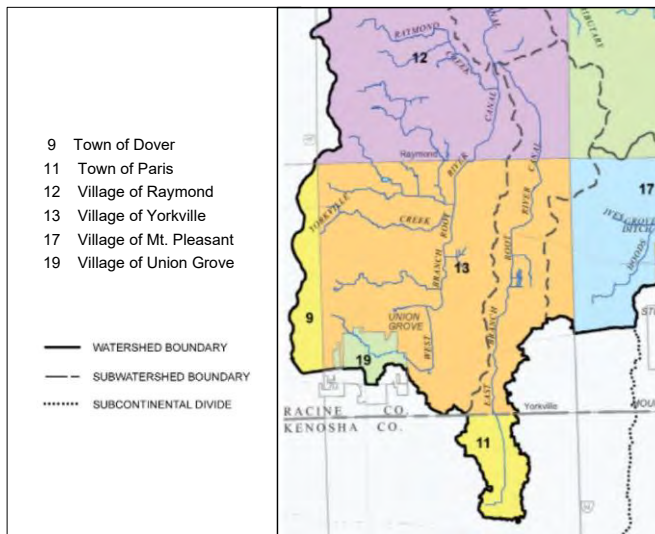
**Watersheds and Surface Water**

Lakes, ponds, rivers, streams, intermittent waterways, and natural drainage ways make up the surface waters of Yorkville and Racine County. These resources are all water bodies, standing still or flowing, navigable and intermittent, including natural drainage ways that collect and channel overland rainwater or snowmelt runoff. Natural drainage ways are characterized by intermittent streams, threads, rills, gullies, and dry washes that periodically contribute water to first-order streams. There are also many artificial drainage ways where the natural drainage ways have been altered by human activity. All of these features have the ability to transport sediment and pollutants and are affected by their watersheds and the land that surrounds them.

Yorkville is located in both the Pike-Root and Des Plaines Watersheds. Yorkville is situated on the Subcontinental Divide, and therefore has area in both the Great Lakes Drainage Basin and the Upper Mississippi River Drainage Basin. The Des Plaines Watershed lies within the Upper Mississippi River Basin and ultimately drains to the Mississippi River, while the Pike-Root Watershed lies within the Great Lakes Basin and ultimately drains to Lake Michigan.

The Root River is the major surface water feature in Yorkville. The East Branch Root River and West Branch Root River both span nearly the entire Village from south to north. These branches primarily run through agricultural areas and are largely undevelopable.

Figure 25 – Figure 26 – Civil Divisions Within the Root River Watershed: 2012

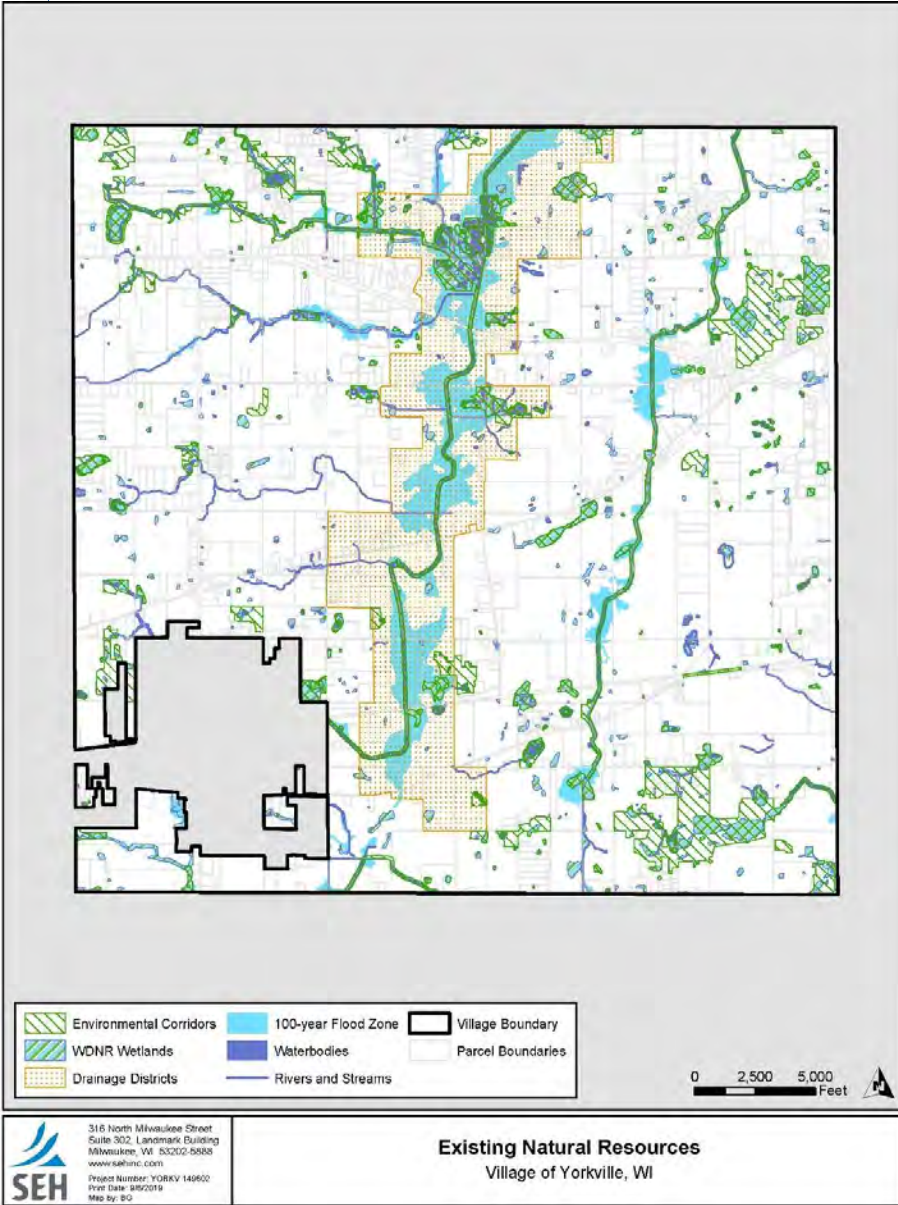


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Figure 26 – Figure 27 – Existing Natural Resources



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### Impaired Waters

The West Branch Root River is included on the Wisconsin Department of Natural Resources (WDNR) 303d impaired waters list for phosphorus and total suspended solid levels. One unnamed tributary to the West Branch Root River is listed on the 303d impaired list for phosphorus levels only. These determinations indicate when water bodies are not meeting state or federal water quality standards, and standards and are used to establish a method to protect and restore the quality of Wisconsin's surface waters.

Improving groundwater is a critical component of long-term sustainability and resiliency. Efforts which are often largely enforcement and/or educational in nature can result in the common use of best management practices to protect our waterways. Having infrastructure designed to collect and treat stormwater before it enters waterways helps, as does public education to encourage reduced use of pollutants and better vegetation maintenance to help capture pollution before it finds its way into our waterways which will help mitigate possible groundwater contamination.

### Point Sources Discharges

The WDNR regulates the discharge of pollutants to waters of the state through the Wisconsin Pollutant Discharge Elimination System (WPDES) program. This limits and sets forth a process to monitor discharges for pollutants. Yorkville Sewer Utility District No. 1 is the only listed WPDES permit holder in Yorkville. There are no listed industrial permit holders in Yorkville.

Nonpoint source pollution, or polluted runoff, is a primary cause of water quality issues throughout Wisconsin. Educational efforts and promotion of best management practices can help to reduce runoff impacts to our waterways by limiting fertilizers, oil, grease, sediment and bacteria in agricultural, urban and residential areas. Major urban contributors include roads, parking lots, construction sites, industrial storage areas, and residential manicured lawns.

### Stormwater Utility

The Village of Yorkville has an established stormwater utility and associated rates for stormwater management services. The Village's intent for establishing the stormwater utility is to reduce surface water runoff that may cause erosion of lands, threaten residences and businesses with water damage, and to avoid the environmental damage to the rivers, streams and other bodies of water within the village. The Village's Stormwater Commission is tasked with establishing stormwater facilities which may include surface and underground drainage facilities, inlets, manholes, catch basins, sewers, channels, watercourses, retaining walls, ponds, detention and retention basins, infiltration facilities, streets, roads, curbs, gutters, ditches and such other facilities to support the stormwater management system.

### Farm Tile Drainage System

In order to maintain a viable agricultural sector, the extensive farmland drainage system in Yorkville must be maintained and repaired as necessary. This includes the subsurface tile, outlets, drainage ditches, and the two main drainage canals that run south to north through the Village. The West Branch of the Root River Canal is part of the Yorkville/Raymond Farm Drainage District that, along with four other county districts, is under the jurisdiction of the Racine County Board of Drainage Commissioners. The East Branch of the Root River Canal was originally part of a drainage district; however, the district was disbanded over 40 years ago and the canal has fallen into disrepair.

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### Area High Capacity Wells

Many of Wisconsin municipalities utilize deeper aquifers for obtaining water supply. There are numerous high capacity wells in the Village. The Village of Yorkville operates one high capacity well which exists as a non-transient water system. WDNR lists 20 additional high capacity wells within the Village owned by private entities.

### Groundwater

Groundwater is the primary source of potable water. The Village's water primarily comes from private wells which provide good quantity and quality water. This water is somewhat susceptible to groundwater contamination from agricultural practices.

### Shorelands

Shorelands provide valuable habitat for both aquatic and terrestrial animals and vegetation, and also act as buffers and thus serve to protect water quality. Recognizing this conflict, and in order to maintain the environmental, recreational, and economical quality of our water resources, the State of Wisconsin requires counties to adopt and enforce a shoreland ordinance.

As required by the State, shorelands are defined as:

- All land within 1,000 feet of the ordinary high water mark of a lake, pond, or flowage; or
- All land within 300 feet of the ordinary high water mark of a river or stream or to the landward side of the floodplain, whichever is greater.

Incorporated municipalities are allowed to create and enforce their own shoreland zoning ordinances that differ from the State's regulations. The Village of Yorkville defines shorelands in the same regard as the State, and has its own ordinance in place regarding shoreland zoning.

### Floodplains

Floodplains are the flood-prone lands adjacent to water bodies. Floodplains can be desirable development areas due to the proximity to lakes, rivers, and streams, but pose additional problems by possibly putting residents and property at risk. Development in floodplains can also affect the environmental quality of the waterway.

According to the Federal Emergency Management Agency (FEMA), floodplains exist along the East Branch and West Branch Root Rivers, as well as their tributaries, and also along the unnamed tributaries of the Des Plaines River near Yorkville's southern border. See Figure 23. Development within the floodplain is usually assessed through the use of the Flood Insurance Rate Maps (FIRM) developed by FEMA.

It is important to remember that these maps are not a substitute for site specific analysis. Natural and man-made changes in the landscape and the age and accuracy of flood insurance maps have in some cases limited their reliability for the identification and designation of floodplains. The Village also has floodplain development regulations in their zoning ordinance which should be consulted prior to any construction activity.

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## Wetlands

There are a number of wetland areas within the Village of Yorkville. Wetlands are defined by State Statute as “an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions.” Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, or bogs. Wetland plants and soils have the capacity to store and filter pollutants, replenish groundwater supplies, store floodwaters, and maintain stream flows, making them a valuable community resource.

Wetland areas are concentrated along rivers and streams within Yorkville, but also exist in pockets spread throughout the entire Village, as identified on Figure 23. It is important to remember that these maps are no substitute for site specific analysis.

## Steep Slopes

Steep slopes are a challenge to farm, and development in general should avoid these areas as they are susceptible to challenges associated with topography and stormwater. Steep slopes that are prohibitive to development, in general, occur fairly infrequently throughout the Village.

## Forest and Woodlands

Wooded areas comprise a small amount of land within the Village since much of the Village's undeveloped area is in agricultural use. Some of the larger forested areas are located in the environmental corridors in the southeast and northeast portions of the Village. Other wooded areas are spread throughout the Village and include smaller parks, wooded residential lots, along rivers and streams, and as screening along agricultural fields and other lots.

## Wildlife, Wildlife Habitat and Open Space

Scattered throughout Racine County are various state and local wildlife, fisheries, and natural and scientific areas, including private conservancy areas. These often encompass one or more sensitive land areas (e.g., wetlands, forests, shorelands, and prairies). These areas are managed as open space to provide important feeding, breeding, nesting, cover, and other habitat values to a wide variety of plant and animal species. The main types of fish and wildlife habitat in Yorkville are comprised of rivers and streams, ponds, and wetlands as well as wooded and grassy areas.

## Rare and Endangered Species and Natural Communities

According to the WDNR Natural Heritage Inventory (NHI), Racine County is home to many animal and plant species as well as natural communities that can be considered rare or endangered.

Yorkville lies within numerous town ranges in Racine County. The areas where Yorkville lies have been identified as having many endangered species and natural communities by the WDNR's NHI (<http://dnr.wi.gov/topic/NHI/data.asp>), as identified in the table below. Due to the fluidity of this list, the web list should be consulted for the most current listing. list References to the web link above should be made when exploring areas for the potential for rare and endangered species presence. These species are protected, and as such are preserved to the extent possible.

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Table 32 – Racine County Rare and Endangered Species

Scientific Name	Common Name	WI Status	Federal Status	Group
<i>Acipenser fulvescens</i>	Lake Sturgeon	SC/H		Rare Fishes
<i>Acris blanchardi</i>	Blanchard's Cricket Frog	END		Rare Amphibians
<i>Adlumia fungosa</i>	Climbing Fumitory	SC		Rare Plants
<i>Agalinis auriculata</i>	Earleaf Foxglove	SC		Rare Plants
<i>Agrimonia parviflora</i>	Swamp Agrimony	SC		Rare Plants
<i>Alasmidonta marginata</i>	Elktoe	SC/P		Rare Mussels and Clams
<i>Aplectrum hymemale</i>	Putty Root	SC		Rare Plants
<i>Arnoglossum plantagineum</i>	Prairie Indian-plantain	SC		Rare Plants
<i>Arnoglossum reniforme</i>	Great Indian-plantain	SC		Rare Plants
<i>Asclepias lanuginosa</i>	Woolly Milkweed	THR		Rare Plants
<i>Asclepias purpurascens</i>	Purple Milkweed	END		Rare Plants
<i>Asclepias sullivantii</i>	Prairie Milkweed	THR		Rare Plants
<i>Astragalus neglectus</i>	Cooper's Milkvetch	END		Rare Plants
<i>Bartramia longicauda</i>	Upland Sandpiper	THR		Rare Birds
<i>Besseyia bullii</i>	Kitten Tails	THR		Rare Plants
Bird Rookery	Bird Rookery	SC		Miscellaneous Elements
<i>Botaurus lentiginosus</i>	American Bittern	SM/M		Rare Birds
<i>Buteo lineatus</i>	Red-shouldered Hawk	THR		Rare Birds
<i>Cakile edentula</i> var. <i>lacustris</i>	American Sea-rocket	SC		Rare Plants
Calcareous fen	Calcareous Fen	NA		Herbaceous Communities - Sedge Meadows, Fens, and Bogs
<i>Carex garberi</i>	Elk Sedge	THR		Rare Plants
<i>Carex lupuliformis</i>	False Hop Sedge	END		Rare Plants
<i>Carex swanii</i>	Swan Sedge	SC		Rare Plants
<i>Cirsium hillii</i>	Hill's Thistle	THR	SOC	Rare Plants
<i>Clinopodium arkansanum</i>	Low Calamint	SC		Rare Plants
<i>Cuscuta glomerata</i>	Rope Dodder	SC		Rare Plants
<i>Cypripedium candidum</i>	White Lady's-slipper	THR		Rare Plants
<i>Dichanthelium wilcoxianum</i>	Wilcox's Panic Grass	SC		Rare Plants
Dry-mesic prairie	Dry-mesic Prairie	NA		Herbaceous Communities - Prairies
<i>Echinacea pallida</i>	Pale Purple Coneflower	THR		Rare Plants
<i>Eleocharis compressa</i> var. <i>compressa</i>	Flat-stemmed Spike-rush	SC		Rare Plants
<i>Eleocharis rostellata</i>	Beaked Spike-rush	THR		Rare Plants
<i>Elymus lanceolatus</i> ssp. <i>psammophilus</i>	Thickspike	THR		Rare Plants
Emergent marsh	Emergent Marsh	NA		Herbaceous Communities- Marshes
<i>Emydoidea blandingii</i>	Blanding's Turtle	SC/P	SOC	Rare Reptiles
Ephemeral pond	Ephemeral Pond	NA		Lakes and Ponds
<i>Erimyzon sucetta</i>	Lake Chubsucker	SC/N		Rare Fishes
<i>Etheostoma microperca</i>	Least Darter	SC/N		Rare Fishes
<i>Euphorbia polygonifolia</i>	Seaside Spurge	SC		Rare Plants
<i>Eurybia furcata</i>	Forked Aster	THR		Rare Plants
<i>Falco peregrinus</i>	Peregrine Falcon	END		Rare Birds
Floodplain forest	Floodplain Forest	NA		Southern Forests
<i>Fundulus dispar</i>	Starhead Topminnow	END		Rare Fishes
<i>Hydrastis canadensis</i>	Golden-seal	SC		Rare Plants
<i>Ixobrychus exilis</i>	Least Bittern	SC/M		Rare Birds
Lake--deep, hard, drainage	Lake--Deep, Hard, Drainage	NA		Lakes and Ponds
<i>Lepomis megalotis</i>	Longear Sunfish	THR		Rare Fishes
<i>Lespedeza leptostachya</i>	Prairie Bush Clover	END		Rare Plants
<i>Luxilus chrysocephalus</i>	Striped Shiner	END		Rare Fishes
<i>Lythrurus umbratilis</i>	Redfin Shiner	THR		Rare Fishes
Mesic prairie	Mesic Prairie	NA		Herbaceous-Communities Pariries
Migratory Bird Concentration Site	Migratory Bird Concentration Site	SC		Miscellaneous Elements
<i>Moxostoma carinatum</i>	River Redhorse	THR		Rare Fishes
<i>Muhlenbergia richardsonis</i>	Mat Muhly	END		Rare Plants
<i>Notropis anogenus</i>	Pugnose Shiner	THR		Rare Fishes
<i>Nycticorax nycticorax</i>	Black-crowned Night-Her	SC/M		Rare Birds
<i>Penstemon hirsutus</i>	Hairy Beardtongue	SC		Rare Plants

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Scientific Name	Common Name	WI Status	Federal Status	Group
<i>Phegopteris hexagonoptera</i>	Broad Beech Fern	SC		Rare Plants
<i>Phlox glaberrima</i> ssp. interior	Smooth Phlox	END		Rare Plants
<i>Plantago cordata</i>	Heart-leaved Plantain	END		Rare Plants
<i>Platanthera leucophaea</i>	Eastern Prairie White Fringed Orchid	END	LT	Rare Plants
<i>Polystichum acrostichoides</i>	Christmas Fern	SC		Rare Plants
<i>Prenanthes aspera</i>	Rough Rattlesnake-root	END		Rare Plants
<i>Prenanthes crepidinea</i>	Nodding Rattlesnake-root	END		Rare Plants
<i>Procambarus gracilis</i>	Prairie Crayfish	SC/N		Rare Crustaceans
<i>Ptelea trifoliata</i> ssp. trifoliata var. trifoliata	Wafer-ash	SC		Rare Plants
<i>Rallus elegans</i>	Kind Rail	SC/M		Rare Birds
<i>Ranunculus cymbalaria</i>	Seaside Crowfoot	THR		Rare Plants
<i>Regina septemvittata</i>	Queensnake	END		Rare Reptiles
Riverine lake/pond	Riverine Lake/Pond	NA		Lakes and Ponds
<i>Scleria verticillata</i>	Low Nutrush	SC		Rare Plants
<i>Scutellaria ovata</i> ssp. ovata	Heart-leaved Skullcap	SC		Rare Plants
Shrub-carr	Shrub-carr	NA		Shrub Communities
<i>Solidago caesia</i>	Bluestem Goldenrod	END		Rare plants
Southern dry forest	Southern Dry Forest	NA		Southern Forests
Southern dry-mesic forest	Southern Dry-mesic Forest	NA		Southern Forests
Southern hardwood swamp	Southern Hardwood Swamp	NA		Southern Forests
Southern mesic forest	Southern Mesic Forest	NA		Southern Forests
Southern sedge meadow	Southern Sedge Meadow	NA		Herbaceous Communities - Sedge Meadows, Fens, and Bogs
Southern tamarack swamp	Southern Tamarack Swamp	NA		Southern Forests
Springs and spring runs, hard	Springs and Spring Run, Hard	NA		Springs and Streams
Stream--fast, hard, warm	Stream--Fast,Hard,Warm	NA		Springs and Streams
<i>Sturnella neglecta</i>	Western Meadowlark	SC/M		Rare Birds
<i>Thalictrum revolutum</i>	Waxlead Meadowrue	SC		Rare Plants
<i>Thamnophis proximus</i>	Western Ribbonsnake	END		Rare Reptiles
<i>Thamnophis sauritus</i>	Eastern Ribbonsnake	END		Rare Reptiles
<i>Triantha glutinosa</i>	False Asphodel	THR		Rare Plants
<i>Trichophorum cespitosum</i>	Tufted Bulrush	THR		Rare Plants
<i>Triglochin palustris</i>	Slender Bog Arrow-grass	SC		Rare Plants
<i>Venustaconcha ellipsiformis</i>	Ellipse	THR		Rare Mussels and Clams
<i>Viburnum prunifolium</i>	Smooth Black-haw	SC		Rare Plants
Wet prairie	Wet Prairie	NA		Herbaceous Communities-Prairies
Wet-mesic prairie	Wet-mesic Prairie	NA		Herbaceous Communities-Prairies

Note: All Data Used For Racine County  
Source: Wisconsin DNR <https://dnr.wi.gov/topic/NHI/Data.asp?tool=county&mode=detail&county=52>

### Cultural Resources

Preservation of historic and cultural resources is important to the vitality of any community. The Village of Yorkville has a rich history that originally centered on agriculture.



W. Hunter Farmstead Barn, Wisconsin Historical Society

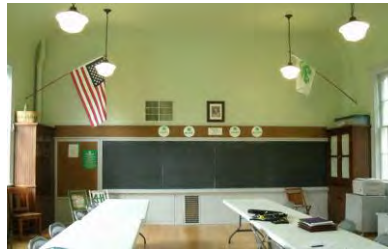
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The Town of Yorkville was organized by the Wisconsin State Legislature in February 1842, and included what are now parts of the Towns of Norway and Dover and the Village of Raymond. In 1846, the Town of Yorkville was incorporated with 36 sections. The Town's borders upon incorporation were what are now the Two Mile Road, I-94, County Line Road, and Raynor Avenue. By 1893, the settlement known as Union Grove filed for incorporation and became the Village of Union Grove. Yorkville incorporated as a village in April 2018.



Yorkville #4 School, Wisconsin Historical Society

The Yorkville #4 School is the only registered historic place within the Village, being listed on both the State of Wisconsin Register and the National Register. The school is eligible at the local level of significance under criterion A for education and under criterion C for architecture as it pertains to a one-room front gable school with a WPA addition (Source: Wisconsin Historical Society). The original portion of the Yorkville # 4 School is an intact brick, one-room Front Gable school house built in 1885. It continued to be used as a school until 1959 when it closed due to school consolidation. The Yorkville 4-H Club purchased the building in October 1966. Currently, the building houses the Yorkville 4-H Club.



Yorkville #4 School, Wisconsin Historical Society

In all, there are 49 sites within Yorkville on the Wisconsin Architecture and History Inventory. This is a database of historic buildings, structures, and objects throughout the state. Their inclusion on the list does not convey any special status.

Table 33 – Yorkville Sites on the Wisconsin Architecture & History Inventory

Address	Historic Name	Other Name	Reference Number	Historic Use
OLD STATE HIGHWAY 20	Nelson House	-	10536	house
112 N COLONY AVE (LOCATED ON NW CNR OF US 45 AND COUNTY HIGHWAY A)	Mather In	Vyvan House	10537	house
17640 OLD YORKVILLE RD (OLD HIGHWAY 20)	Yorkville #4 School	Yorkville 4-H Clover Center	10538	one to six room school
RTE 1 BOX 122, UNION GROVE	John Moyle House	-	10539	house
OLD STATE HIGHWAY 20	-	-	10540	house
COUNTY HWY C JUST W OF I-94	-	-	10541	house
N SIDE OF COUNTY HIGHWAY C AT STATE HIGHWAY 20	-	-	10542	house
COUNTY HIGHWAY C	-	-	10543	house
N SIDE OF STATE HIGHWAY 20 JUST W OF COUNTY HIGHWAY C	-	Ives Grove United Methodist Church	10544	church
COUNTY HIGHWAY C	-	-	10545	house
COUNTY HIGHWAY C	-	-	10546	house

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Address	Historic Name	Other Name	Reference Number	Historic Use
BOX 607	Shattner House	-	12232	house
CNR OF OLD STATE HIGHWAY 20 AND 63RD DR	Yorkville Methodist Church	Yorkville Methodist Church	12241	church
OLD STATE HIGHWAY 20	-	-	12242	house
BOX 124 UNION GROVE	Eddison Shepard House	-	12243	house
BOX 124 UNION GROVE	-	-	12244	barn
BOX 124 UNION GROVE	Chambers Farm	-	12245	house
19120 WASHINGTON AVE / STH 20	Nelson Barn	-	12246	basement barn
STATE HIGHWAY 20	-	-	12247	house
STATE HIGHWAY 20	-	-	12248	house
US HIGHWAY 45	Martin George House	-	12253	house
US HIGHWAY 45	-	-	12254	house
63RD DR	-	Modine-Benstead Observatory	12259	observation/planetarium
67TH DR, BOX 217	MacFarland House	-	12260	house
67TH DR	-	-	12261	house
STATE HWY 20 E OF US HWY 45	-	-	12262	other
51ST DR	-	-	12263	house
51ST ST	-	-	12264	house
51ST ST	-	-	12265	house
58TH RD	-	-	12266	house
COUNTY HIGHWAY C	-	-	12267	house
CNR OF 59TH DR AND COUNTY HIGHWAY C	Fairview District #7 School	Christenson House	12268	-
59TH DR	-	-	12269	house
STATE HIGHWAY 11	-	-	12270	house
60TH RD	-	-	12271	house
BRAUN RD	-	-	12272	house
STATE HIGHWAY 11	Badger School	Badger School	12273	elementary, middle, jr. high, or high
W US HIGHWAY I-94 FRONTAGE RD BETWEEN US HIGHWAY 11 AND COUNTY HIGHWAY KR	-	-	12274	house
COUNTY LINE RD (CTH KR)	-	-	12275	house
19312 COUNTY LINE RD (CTH KR/1ST ST)	Union School	Ravinia School, Union Grove Boy Scout Troop 350 Clubhouse	12276	one to six room school
14017 STATE HIGHWAY 11	Sherman's Motel	-	141523	hotel/motel
19411 WASHINGTON AVE / STATE HIGHWAY 20	W. Hunter Farmstead Barn	-	150881	barn
15910 STATE TRUCK HIGHWAY 11	House	-	234131	house
15625 STATE TRUNK HIGHWAY 11	House	-	234132	house
19411 WASHINGTON AVE / STATE HIGHWAY 20	W. Hunter Farmstead	Private Residence	63590	house
19909 STATE HIGHWAY 20	-	-	63591	barn
2630-2632 SYLVANIA	-	-	69288	house
5004 S SYLVANIA RD	House	Apple Hollar	69290	house
5006 S SYLVANIA	-	-	69291	house
Source: Wisconsin Historical Society ( <a href="https://www.wisconsinhistory.org/Records/Property/HI10536">https://www.wisconsinhistory.org/Records/Property/HI10536</a> )				

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## 6.3 Existing Agricultural, Natural and Cultural Programs

Numerous Federal, State, regional, local, and private plans and programs exist which contribute to the preservation, conservation, or management of agricultural, natural, and cultural resources in Racine County. Although no list can be exhaustive, a partial list is shown below.

### Farmland Value Use Assessment

Wisconsin's use value assessment law taxes farmland at the value of its use as opposed to its market value if sold. The law is intended to keep land in production agriculture rather than be developed. Prior to the enactment of this law, agricultural lands with a high potential for development would often see significant increases in property value and would also result in higher property taxes. These relatively high taxes, in conjunction with relatively low farm incomes, would often put pressure on farmers to sell land to developers, especially in growing suburban areas surrounding cities.

### Wisconsin Farmland Preservation Program

Wisconsin farm owners are eligible to receive a state income tax credit, provided their county has a Farmland Preservation Plan in place. Racine County has adopted a Farmland Preservation Plan.

### Racine County Farmland Preservation Plan

This plan identifies land in productive agriculture, and that that has the potential to be in productive agriculture and recommends policies to preserve those lands for agricultural purposes to the extent feasible, while still balancing additional development and growth.

### Forest Land Tax Program

These programs are run by the WDNR and encourage sustainable forestry on private lands by offering tax incentives to landowners.

### Wisconsin Pollutant Discharge Elimination System Permits (WPDES)

This WDNR operated program regulates municipal and industrial operations discharging wastewater to surface or groundwater.

### Wisconsin Historical Society & Wisconsin's Historical Preservation Plan

The Historical Society was founded in 1846 and helps people connect with the past by maintaining and collecting stories and items. This organization also has grant funding available to help local communities identify and preserve historical features. Wisconsin's State Historical Preservation Plan outlines specific goals and objectives to protect and enhance the state's cultural resources.

### Racine County Land and Water Resource Management Program

This program provides cost-share funding to landowners for the installation of best management practices, including but not limited to grassed waterways and ditch bank sloping and seeding.

### Racine County Conservation Reserved Enhancement Program (CREP)

CREP is a resource for those actively working the land to use to help meet their conservation goals, particularly those who currently till or graze land along rivers and streams. This program encourages landowners to install filter strips along waterways or to return continually flooded fields to wetlands while leaving the remainder of the adjacent land in agricultural production.

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### Racine County Tree Program

The Racine County Tree Program provides Racine County citizens the opportunity to plant seeding trees at a minimal price for conservation uses such as wind breaks, woodlots, reforestation, and the promotion of wildlife habitat. The program includes native prairie seed and wildflowers for owners interested in a native conservation cover.

### Racine County

The Wildlife Damage Abatement and Claims Program (WDACP) provides assistance and partial compensation to farmers for agricultural damage to their crops. Crop damage caused by deer, elk, bear, geese, or wild turkeys can receive assistance for abatement and removal. Crop damage must be reported within 14 days of first noticing damage.

### Village of Yorkville Ordinances

Ordinances have been adopted to aid in the effort of conserving resources and protecting landowner rights, land values, and the public health and safety.

## 6.4 Assessment of Future Needs

The agricultural economy in the Village of Yorkville is strong but continues to face challenges including changing weather patterns, deterioration of the drainage tile system, increased land values, succession planning, and market force challenges, including development pressures, [particularly with the growing trend to use farmland for utility-scale solar and wind systems, will continue to erode the number of acres devoted to agricultural use in the Village.](#)

Yorkville's natural resources contribute to the village's unique sense of place but also proves difficult for land use development, including Yorkville's abundant wetlands and floodplains along the West Branch Root River and East Branch Root River. Drainage canals have served as a viable method of draining water from farmlands and associated residences; however, the drainage tile system is severely needing maintenance so that it can continue to be a viable solution in the future.

Yorkville's woods and water can also be a recreational asset to the village. The East Branch of the Root River could become an environmental corridor similar to the North Branch of the Pike River in Mount Pleasant. Both the East Branch Root River and the West Branch Root River corridors should be improved to help effectively manage stormwater runoff while maintaining its importance as a habitat destination and a recreational area. Stormwater management is critical to help the West Branch Root River reduce the amount of phosphorus and total suspended solids levels to ultimately remove the River from the WDNR 303d impaired waters list.

The Village continues to incrementally improve its stormwater system and will need cooperation and funding to maintain the West Branch of the Root River Canal and to restore the function of the East Branch of the Root River Canal.

The Village also continues to face challenges pertaining to the long-term maintenance of private stormwater ponds. Regulatory solutions and/or expanding the Village's stormwater infrastructure should be considered.

Cultural resources such as the sites identified by the Wisconsin Historical Society as architectural and historic resources will need continued maintenance and preservation. With the assistance

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from the Wisconsin Historical Society, the Village could complete an updated historical inventory and prioritize sites for preservation.

## 6.5 Goals, Objectives, and Policies

The goals, objectives, and policies in this section reflect on how the Village's natural and cultural environments will be developed and utilized to further influence the growth and development of the Village. These provide the Village with a guide for future investments as well as methods to develop and grow that not only protect these valuable resources, but also find unique and creative ways to utilize them in creating inviting atmospheres.

**Agricultural Goal:** *Preserve productive farmland for continued agricultural use.*

**Objectives:**

1. Encourage the preservation of prime farmland.
2. Discourage the rezoning of land zoned for exclusive agriculture use.
3. Limit isolated commercial and industrial uses in agricultural areas to those uses that support the agricultural industry.
4. Maintain the agricultural drainage tile system through Yorkville. Encourage property owners to repair broken tiles.

5. Maintain stormwater drainage network including keeping culverts cleared.

5-6. [Protect agricultural lands from negative impacts from solar and wind facility uses such as soil compaction, stormwater, and erosion issues.](#)

**Policies:**

1. Consider preservation of prime farmland when making zoning changes.
2. Encourage property owners to repair broken agricultural drainage tiles.
3. [Protect agricultural lands from stormwater and erosion issues when used for solar and wind facilities. Require stormwater, erosion, and sediment control plans to comply with federal and state environmental regulations.](#)
4. [Require utility-scale solar and wind facilities to be planted with pollinator plants and prairie grass to compensate for stormwater runoff.](#)
5. [Protect agricultural lands from soil compaction by requiring construction of utility-scale solar or wind facilities to occur only during appropriate conditions.](#)
6. [Protect drain tiles from puncture. Require drain tiles to be identified in submitted site plans for utility-scale solar and wind facilities. Require damaged drain tiles to be repaired and any upstream impacts to be remedied.](#)
- 2-7. [Require any land not under array be leased out and farmed instead of being used as green space.](#)

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**Natural Resources Goal:** Protect important natural resources such as the Root River.

**Objectives:**

1. Work with new developments to adequately plan stormwater infrastructure to capture, temporarily store, infiltrate, and slowly release rainwater from more frequently occurring larger rain events.
2. Encourage environmentally sensitive development to minimize negative impacts on the environment, including water quality and soil integrity.
3. Encourage residential development to occur west of the I-94 corridor in conservation subdivisions that are designed and contoured around important environmental resources.
4. Protect ecologically sensitive lands from negative impacts from solar and wind facility uses such as soil compaction, stormwater and erosion issues.
- 3-5. Preserve environmental corridors, isolated natural areas, and critical species habitats as designated by Southeastern Wisconsin Regional Planning Commission.

**Policies:**

1. Identify, prioritize, and address local soil erosion and nonpoint pollution problems.
2. Review and modify existing regulatory documents (e.g. zoning ordinance and subdivision ordinance) to incorporate green infrastructure elements to reduce pollution from urban runoff. Such elements would include grassed swales, infiltration basins, bioretention facilities, native landscaping, porous pavement, and vacuum sweeping of large parking lots.
3. Work with the Root-Pike Watershed Initiative Network to implement the Root River Plan (SEWRPC 2013) to improve the East Branch Root River and the West Branch Root River.
4. Coordinate with Racine County on updates to and implementation of the Land and Water Resource Management Plan.
5. Work cooperatively with Racine County on hazard mitigation planning and efforts.
6. Continue to actively ensure appropriate reclamation of properties used for extraction.
7. Protect ecologically sensitive lands from stormwater and erosion issues when positioned near developments, including solar and wind facilities. Require stormwater, erosion, and sediment control plans to comply with federal and state environmental regulations.
8. Preserve woodlands. Including preserve existing trees when feasible and require the replacement of any removed trees for any new developments. The replacement of removed trees is encouraged on a 1:1 basis. Replacement trees shall be placed elsewhere on the site to serve as a buffer to adjacent land uses.
9. Maintain wildlife corridors. The example image on the next page shows a solar development and how panel arrangements within a project site, along with fencing around solar panel bays, creates open areas through which animals can continue to travel along existing groves of trees, wetlands, and other vegetation.

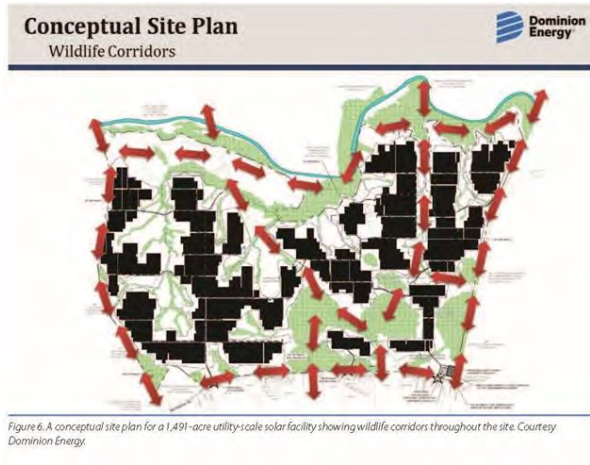
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**Cultural Resources Goal:** Promote and encourage identification, appreciation, and protection of historic and cultural resources.

**Objectives:**

1. Support the rehabilitation of old barns and structures, such as the Clover Center.
2. Consider the feasibility of establishing a community park.
3. Strategically place development and utility-scale wind and solar facilities in a manner that does not cause negative impacts to cultural resources.
- 2.4.

**Policies:**

1. In coordination with the Wisconsin Historical Society, complete an updated inventory of properties with architectural, historical or site specific historic significance.
2. Educate eligible property owners on the availability of state and federal tax credits, and loan programs through mailings, website, brochures, etc.
3. Discouraging the development of large-scale solar facilities that might be visible from historical sites, recreational amenities or similar resources that could have negative consequences for those tourist attractions.
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## 7 Economic Development Element

### 7.1 Introduction

Economic development is a critically important function for the Village of Yorkville. Without a strong tax base, there is insufficient revenue to make the types of investments successful communities require, including investments in education, transportation, safety, clean water, and compatible neighborhoods. The Economic Development Element section provides a framework for public investment in economic development activities consistent with the overall goal of pursuing economic development that brings good, living wage jobs to the Village and supports the long-term growth and vitality of the Village's neighborhoods, commercial areas and industrial parks.

### 7.2 Background Data / Existing Conditions

The labor force is that portion of the population that is 16 years or older who are employed, or unemployed but actively seeking employment opportunities. As a business, it is helpful to know information about the population that will be depended on to fill open positions in the future.

Yorkville's population has grown at a rate relatively consistent with Racine County for the past several decades. Over the next 20 years, the Wisconsin Department of Administration (DOA) projections predict a 3% increase in the Village of Yorkville's population, which amounts to 85 additional residents. This projected percentage increase is slightly less than the expected increases in Racine County (4.5%). The 2013-2017 American Community Survey (ACS) shows Yorkville had a labor force participation rate of 64.7%, which is similar to the rate for Racine County (64.5%).

As shown in the Issues and Opportunities Element Section, the 2013-2017 ACS shows Yorkville had a median age of 46.6, which is slightly older than 40.1 in Racine County.

#### Educational Attainment

A good indicator of the economic potential of an area is the education attainment of its residents. Generally speaking, a population with a higher level of education reflects a more skilled workforce with higher earning potential. A more skilled population can be seen as an attractive quality for businesses relocating as well. Nearly 92.7% of Yorkville residents had at least a high school diploma in the 2013-2017 ACS. Almost 28.1% of Yorkville residents had attained a Bachelor's degree or higher. This number is comparable to State-wide residents (29.1%) but higher when compared with Racine County (24.4%).

#### Income

In the Issues and Opportunities Element, the income for Yorkville and Racine County residents is identified. The median household income in Yorkville is \$79,453, while Racine County's is \$58,334. Per capital incomes are also a bit higher for the Village of Yorkville when compared to Racine County and the State of Wisconsin.

#### Economic Base

The Issues and Opportunities Element indicates prominent industries and occupations in Yorkville. Approximately 43% of Yorkville residents are employed in the Management, Business, Science, and Arts Occupations, while 21.4% are employed in Sales and Office Occupations.

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### Economic Strengths and Weaknesses

The Village of Yorkville's economy has both strengths and weaknesses which can continue to be improved to benefit the community's businesses and labor force.

#### Strengths

- Quality educational system.
- Excellent access to the I-94 transportation corridor.
- Supply chain and distribution benefiting area businesses.
- Centralized geographic location between the Chicago and Milwaukee markets.

#### Weaknesses

- Relatively small population for labor supply.
- Broadband service limitations.
- Proximity to shopping, amenities for families, healthcare, and senior living.
- State-wide budget and funding sources for growing infrastructure needs.

#### Opportunities

- Housing development for elderly and mid-market quality.
- New business offering unique products or services.
- Internet sales.
- Existing business expansion into new product lines.

#### Threats

- Uncontrolled industrial park expansion into residential areas.
- Growing infrastructure improvement needs and costs.

## 7.3 Assessment of Future Needs

### Key Trends

Emerging trends will shape Yorkville's future economy and appropriate economic development programs and policies of the Village. The following are some of those emerging trends.

### Workforce of the Future - Aligning Education and Work

Technological innovation will result in new jobs as well as changes to existing jobs. In turn, workers must develop the technical and nontechnical skills necessitated by these changes. It is difficult to predict which skills workers will require in the future, but many high growth jobs share a need for workers who have both specialized technical expertise and the ability to adapt to change. The Village should consider policies that target three main areas:

1. Supporting skills training that meets industry needs;
2. Communicating the skills businesses need; and
3. Engaging in state and regional efforts to close the skills gap.

*Source: The Center for Best Practices, National Governors Association (NGA Solutions)*

### Globalization

An increasing number of products and services are free-flowing across international borders due to low-shipping costs, improved telecommunication, and global demand. This has expanded

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markets for some products, but also made certain industries with prevalence in Yorkville vulnerable.

Manufacturers seeking to be competitive while still retaining local production seem to generally focus on niche markets or substitute technology for labor to increase productivity and decrease labor costs. Many incentives offered by state and federal programs do so to generate job creation or retention. This mismatch can leave some economic development organizations with few tools to assist companies looking to remain competitive without investing in manual labor production.

Businesses throughout Wisconsin have been engaged in efforts to combat globalization while focusing on "buy local" campaigns. This concept, whether business-to-business or business-to-consumer, looks to retain as much money in the local economy as possible.

### Agriculture

A 2014 study completed by the UW Extension, Value and Economic Impact of Agriculture in Racine County, explains how important agriculture is to Racine County. Agriculture provided jobs for 3,825 residents (4.3% of the workforce) and accounted for \$981 million or 5.4% of the County's total economic activity. Agriculture contributed \$292 million to the county's total income and pays \$15.5 million in taxes.

### Entrepreneurship

Economic development is increasingly focused on promoting entrepreneurship. The 2018 Kauffman Growth Entrepreneurship Index, an indicator of how much entrepreneurial businesses are growing, identified the following for trends in Wisconsin in 2018:

- Rate of New Entrepreneurs (percentage of population that starts a new business) – 0.25%. Nationally, the rate of new entrepreneurs in 2018 was 0.32%, meaning that an average of 320 out of every 100,000 adults became new entrepreneurs in a given month.
- Opportunity Share of New Entrepreneurs (percentage of new entrepreneurs who created a business by choice instead of necessity) – 68.43%. Wisconsin was the lowest in the Nation, with South Dakota the highest at 94.05% and a median of 85.68%.
- Startup Early Job Creation (average number of jobs created by startup in their first year, normalized by population) – 3.88. This indicator ranged from 3.06 jobs per 1,000 people in West Virginia to 11.32 in the District of Columbia, with a median of 4.68. The national startup early job creation in 2018 was 5.20 jobs per 1,000 people.
- Startup Early Survival Rate (percentage of startups that are still active after one year) – 79.62%. This indicator ranged from 70.94% in Missouri to 81.97% in Mississippi with a median of 79.4%.

National trends in early-stage entrepreneurship include:

- Overall, men are substantially more likely to start businesses each month than women.
- The rate of new entrepreneurs in 2018 was the highest among Latinos and lowest among African Americans. The share of new entrepreneurs who are from minority groups is now 45.6%, close to twice that in 1996 (22.9%).
- The 2018 rate of new entrepreneurs among immigrants is close to double than that for the native-born.
- The rate of new entrepreneurs was highest among Americans aged 45–54 and 55–64, and lowest among Americans aged 20–34.

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- An aging population has led to a rising share of new entrepreneurs in the group aged 55-64. This group represented 14.8% of new entrepreneurs in 1996, and it represented 25.8% of new entrepreneurs in 2018.

Common practices adopted to encourage entrepreneurship include facilitating networking and collaboration, improving access to financing, providing training and education, offering supportive services such as incubators and technical assistance, and adopting favorable public policies.

Most of the entrepreneurial programs that have been created are focused on a set of targeted industry sectors, such as high technology, manufacturing, or in some cases retail businesses. The most common entrepreneur; however, is a solo individual often starting a business within their own home. This includes a group of people recently termed “pajama entrepreneurs” or “third bedroom entrepreneurs”, who leverage their expertise to provide design, business and technical consulting, business management, and other services.

#### Designated Economic Development Sites

Economic development sites and projects should be evaluated on a case-by-case basis. Of foremost importance is to determine if the proposed project is consistent with the Village’s vision and Plan and infrastructure capabilities.

#### Tax Increment Financing

The Village has one Tax Increment Financing District (TID) that has been successfully used to assist with economic development. The use of TIF dollars in a sensible manner to promote and encourage private sector economic investments is important.

## 7.4 Local Plans and Programs

There are a variety of local, regional, and statewide economic development plans and tools available to municipalities to assist them with supporting existing businesses and recruiting new businesses. Many of these the Village already takes part in. In addition, there are programs available for individual businesses to assist in start-up and expansion. At the state level, economic development takes on the form of creating a strategic framework that refines the state’s priorities, renews commitment to existing programs, and presents new programs.

Economic development tools include tax increment financing (TIF), low-interest business loans, and business incubators. Effectively using these tools requires an investment by the community to provide resources such as staff to organize and manage these tools, foster partnerships, and secure and manage funding.

Numerous other economic development plans and programs exist including:

#### Wisconsin Housing and Economic Development Administration (WHEDA)

WHEDA offers many financial assistance programs to assist small businesses with low-interest loans and grants.

#### Wisconsin Department of Administration (DOA)

The DOA offers some financial assistance programs to assist small businesses with low-interest loans and grants, and communities with grants to build infrastructure necessary to accommodate business development.

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#### Wisconsin Economic Development Corporation (WEDC)

The WEDC offers programs that help with many areas of business development, including business planning, initial capitalization, site selection, permitting, regulations, employee training programs, economic development tax credits, and expansion programs.

#### Wisconsin Department of Transportation (WisDOT)

WisDOT has many programs that provide grants and loans to businesses and local communities for transportation related needs. The Transportation Economic Assistance and Development (TEA-Grant) Program, operated by WisDOT, offers grant money to communities or private businesses for transportation projects that will attract and retain businesses and jobs in the state of Wisconsin.

#### Wisconsin Public Service Corporation

Wisconsin Public Service Corporation offers programs to companies that are looking to expand, relocate, or start-up in its service area. It also maintain lists of available land and marketing resources for communities in which it provides service.

#### Competitive Wisconsin, Inc.

Competitive Wisconsin is a nonpartisan coalition that engages business, higher education, agriculture, and labor and provides analysis and recommendations for action on issues affecting Wisconsin's economy and quality of life.

#### Racine County Economic Development Corporation (RCEDC)

RCEDC provides services to Racine County business to facilitate business start-up, expansion, relocation, financing or workforce development. The RCEDC has resources available or as partnerships to provide businesses with the following:

- Small Business – Startup and Entrepreneurial Services, Business Planning, Financing, Seed Capital, Prototypes and Product Development Assistance.
- Business Expansion and Relocation Services – Land and Building Searches, Financing (Loans, Incentives, Grants), Workforce Assistance and Customized Training.
- Racine County Business Networks – Racine County CEO Roundtable and Young Professionals of Racine
- Business Growth Opportunities – Customer Diversification, Market, Distribution and New Product Assessments, Export Assistance, Government Contracting and Procurement, Small Business Development Center, Prototypes and Product Development, Focus on Energy Sustainability and Green Initiatives

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## 7.5 Goals, Objectives, and Policies

The economic development goals, objectives, and policies for the Village of Yorkville are shown below.

**Economic Goal:** Continue to diversify the Village's economic base to improve resiliency to economic shocks and transformations that are outside the Village's control.

**Objectives:**

1. Support skills training that meets industry needs.
2. Foster an atmosphere that encourages and supports entrepreneurial activity.
3. Encourage commercial and industrial manufacturing development that will provide a benefit to the community, such as long-term employment, services to the community, supply chain benefits, or other methods businesses can contribute to the Village of Yorkville's quality of life.

**Policies:**

1. Communicate with local business and the Racine County Economic Development Corporation (RCEDC) to identify skills gaps and training opportunities or other methods to close the skills gaps.
2. Review local regulations pertaining to home occupations and consider a process to encourage business growth while protecting the character of existing neighborhoods.
3. Work with local Yorkville organizations, including churches and non-profits, to organize events and make available otherwise underutilized facilities to small businesses for entrepreneurship.
4. Work with RCEDC to target commercial, industrial, manufacturing developments that are synergistic to existing businesses and community infrastructure.

**Economic Goal:** Work to ensure current local employers remain viable and competitive in Yorkville.

**Objectives:**

1. Work with local businesses to proactively address street and utility improvements and their impacts to business operations.
2. Promote regional conglomeration of local businesses. Market availability of sites to critical supply or service chain businesses.

**Policies:**

1. Consider partnerships with providers, adjacent municipalities and funding agencies on methods to expand broadband service throughout the village.
2. Foster key relationships with organizations seeking to improve the business climate in Yorkville, including the RCEDC. Develop strategic directions with regard to promoting Yorkville's business environment.
3. Consider development of additional, regularly timed events to draw people to Yorkville from other communities. Examples to consider include Farmer's Market, Food Trucks, local music, craft/flea market, car show, etc.

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# 8 Intergovernmental Cooperation Element

## 8.1 Introduction

Intergovernmental cooperation is an important tool needed to operate municipalities in an efficient and cost-effective manner, as well as to control and promote growth in an orderly fashion for Village of Yorkville residents and businesses along with the adjacent units of government.

## 8.2 Existing Intergovernmental Agreements and Partnerships

### Intergovernmental Plans, Agreements, and Relationships

The Village currently does not have any cooperative boundary agreements as defined under State Statute 66.0307. A regional master plan as defined under State Statute 66.0309 has been completed by the Southeastern Wisconsin Regional Plan Commission (SEWRPC). Other indirect relationships exist between neighboring jurisdictions, the School District of Yorkville Joint #2, the School District of Union Grove #1, the Union Grove High School District, Racine County, SEWRPC, Wisconsin Department of Natural Resources (WDNR), Wisconsin Department of Transportation (WisDOT), and several other State agencies. Enhancing the relationship of the Village with all adjoining and overlapping jurisdictions can and will advance dialogue and actions necessary to ready the Village for future changes in land use and growth pressures.

### Adjacent Jurisdictions

The Village of Yorkville is located in Racine County and borders the Towns of Dover and Paris and the Villages of Raymond, Mount Pleasant and Union Grove.

### Village of Mount Pleasant

The Village also cooperates with the Village of Mount Pleasant for shared maintenance of various roadways.

### Village of Union Grove

The Villages of Yorkville and Union Grove have a joint fire department with EMT and rescue services. Currently the Union Grove – Yorkville Fire Department (UGYFD) responds to an area of approximately 36 square miles consisting mostly of suburban and rural districts. UGYFD covers north to Two Mile Road, south to Hwy KR, east to Interstate 94 north and south bound, and west to Raynor Avenue. One station, located at 700 Main Street, Union Grove, covers this area with Engines 322 and 324, Tower Ladder 351, Heavy Rescue 332, Tanker 323, Ambulances 333, 334 and 335, Command 343 and Safety Vehicle 344. UGYFD has been analyzing needs for a new fire station. Continued discussions between the Villages is recommended to help identify potential solutions and shared funding sources.

The Union Grove – Yorkville Fire Commission is the governing body for the Fire Department. The Fire Commission consists of three representatives each from the Village of Union Grove and the Town of Yorkville and one elected member of the Department. Regular meetings are scheduled the second Wednesday of every month at 6:00 p.m. at the Union Grove Municipal Center, 925 15th Avenue, Union Grove. These meetings are open to the public.

The members proudly serve this all-volunteer paid per call organization. Members receive minimal compensation for responses, training, and education.

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The Union Grove – Yorkville, Kansasville and Raymond Fire Departments provide automatic mutual aid for any structure fire response within each other’s jurisdiction. To that end, UGYFD has gone so far as to jointly purchase with Kansasville Fire Department, Tower Ladder 351 and share in its use and the expenses of.

The Union Grove – Yorkville and Raymond Fire Departments provide automatic mutual aid for any motor vehicle accident on Interstate 94 between mile marker 329.0 and 333.0.

In 2002, Racine County joined the Mutual Aid Box Alarm System (MABAS). This box alarm system allows fire departments, including UGYFD, to easily call for support in the event of major emergencies or disasters. Predetermined equipment and/or personnel will be received or provided when called for assistance.

#### Village of Raymond

The Village cooperates with the Village of Raymond on shared roadway maintenance on Two Mile Road.

#### Town of Dover

The Village cooperates with the Town of Dover on shared roadway maintenance on sections of North and South Raynor Avenue.

#### Town of Paris

The Village also cooperates with the Town of Paris on shared roadway maintenance of County Line Road.

#### Schools

The Village’s relationship with the school districts is cooperative. The Village has been supportive of the school districts needs when they have arisen, and will continue to work with the school districts on future needs as they arise.

#### Racine County

The Village of Yorkville is located in Racine County. The County has limited jurisdiction within the Village since its recent incorporation. The relationship between the Village of Yorkville and Racine County can be characterized as one of cooperation. Particular areas of emphasis include economic development, general mutual aid agreements with emergency services, and transportation issues.

#### Regional Agencies

The Southeastern Wisconsin Regional Plan Commission (SEWRPC) represents seven counties in southern Wisconsin including Racine County. SEWRPC was established in 1960 as the official area-wide planning agency for the southern region of the State. Public works projects that the organization assists with planning and design include: highways, transit, sewerage, water supply, and parks/open space facilities. Other regional projects include: flooding, air and water pollution, natural resource base deterioration, and changing land use.

#### State Agencies

The WDNR and WisDOT are the primary state agencies the Village of Yorkville must coordinate with to achieve the goals and objectives of this Plan.

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WDNR has a lead role in wildlife protection and the protection and sustained management of woodlands, wetlands, and other natural wildlife habitat areas. WDNR-monitored surface waters located in Yorkville including the Root River. The activities of the WDNR are discussed further in the Agricultural, Natural, and Cultural Resources Element of this Plan.

WisDOT is a key player in the planning and development of transportation facilities in the Village of Yorkville. WisDOT is responsible for the maintenance of I-94, USH 45, STH 20, and STH 11. The Village will continue to coordinate with WisDOT with respect to decisions regarding all roadways under WisDOT jurisdiction, as well as the I-94 frontage road.

Open communication and participation in land use and transportation decisions, which may impact the Village, is an important priority for intergovernmental cooperation in the future.

### 8.3 Opportunities for Collaboration

In the future, an open and continuous dialogue between the Village of Yorkville, Racine County, and other governmental jurisdictions will result in cooperative and mutually beneficial efforts. These efforts are critical to the future planning and development of public and shared services. Without the coordination and cooperation of local governmental jurisdictions, decisions critical to preserving and enhancing local and regional characteristics, activities, and natural resources will be compromised.

As growth and land use changes continue in the area, development in the Village of Yorkville may be a contentious topic to neighboring property owners and surrounding communities. Collaboration with communities in the region to attract new development and retain existing businesses is vital. Continued work with adjacent jurisdictions towards cooperative boundary agreements would also reduce contention and potential conflict.

The Village of Yorkville will seek to cooperate with all neighboring municipalities, the County, State agencies, and the school districts for mutual benefit. To ensure compatibility with the planning goals and objectives identified in the Village of Yorkville's Comprehensive Plan, the Village will share their plan with adjacent communities and agencies and would like to participate in future planning efforts with these entities.

#### Conflict Resolution Procedures

The Village of Yorkville recognizes the importance of coordinating with neighboring communities. If conflicts arise, initial attempts to resolve such conflicts could involve written or face-to-face communication between elected or appointed community officials. If these efforts do not result in a mutually satisfactory agreement, more formal conflict resolution methods could be explored, such as mediation or arbitration. Alternative dispute resolution techniques are available as described in Wisconsin State Statutes 802.12.

### 8.4 Goals, Objectives, and Policies

The goals, objectives, and policies in this Section reflect on how intergovernmental cooperation can be used to help the Village achieve its vision.

**Intergovernmental Cooperation Goal:** Communicate and collaborate with adjacent municipalities.

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**Objectives:**

1. Seek ways to work to improve quality of life in Yorkville, including coordinated economic development strategies and cost effective services and facilities.
2. Work cooperatively with Racine County on Hazard Mitigation planning efforts.
3. Continue to support multi-jurisdictional and non-profit efforts to improve the East Branch Root River and West Branch Root River to implement best management practices to improve the river corridor.

**Policies:**

1. Periodically analyze capacities and locations of park and ride facilities for workers to nearby municipalities.
2. Work with adjacent jurisdictions to protect groundwater quality.
3. Adopt a policy for notifying surrounding municipalities of projects or developments when adjacent.
4. Consider creating boundary agreements with adjacent municipalities regarding growth and land uses.

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## 9 Land Use Element

### 9.1 Introduction

The Land Use Element is intended to provide important background data, analyze trends, and define future needs related to land use. This information will serve as the foundation for the development of goals, objectives, policies, and actions. This element must be defined and utilized in conjunction with the other eight comprehensive planning elements and will serve as a guide to future growth and development in the Village of Yorkville.

Defining appropriate land uses involves more than making ecological and economical choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect rights of the individuals and to give landowners, citizens, and local communities the opportunity to define their own destiny.

Many Wisconsin communities are facing problems due to unplanned growth such as pollution, a loss of community character, traffic congestion, and sprawling development. Infrastructure and maintenance costs continue to encumber local units of government. By giving communities the opportunity to define the way they wish to grow and by developing a "vision" to reach that target, the magnitude of these problems can be reduced.

This section contains a listing of the amount and type of existing uses of land and discusses opportunities for development within the Village of Yorkville. This section analyzes existing trends with land uses and contains a future Recommended Land Use Map that identifies the Village of Yorkville's vision for the future land uses.

### 9.2 Land Use Summary

Overall, the intensity and density of all land use activities is somewhat mixed in the Village. The I-94 corridor along the eastern side of the Village is envisioned to continue to be the commercial and industrial hub for the Village of Yorkville. Areas west of the I-94 corridor, the majority of the Village, are envisioned to maintain agricultural and residential uses. Over the next 20 years, it is anticipated that overall density will remain fairly constant, with a focus on encouraging planned industrial and commercial growth in the I-94 corridor and new residential development in the central and western portions of the Village that is sensitive to environmental corridors and prime agricultural lands.

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### 9.3 Existing Land Uses and 2035 Recommended Land Use Plan

Currently land use within the Village of Yorkville is predominantly agricultural by area, with rural residential and low density single-family residential uses scattered throughout the Village, primarily along major transportation routes. Urban development, including industrial and commercial uses, are concentrated in the Ives Grove area. GrandView Business Park, located just south of the Ives Grove Golf Course along the western I-94 Frontage Road, currently houses a number of industries, with little available land left for sale. Much of the commercial businesses within Yorkville are located north of GrandView Business Park along the Village's eastern edge. The Village also includes numerous areas with protected environmental and recreational resources, which are officially designated on the Land Use Plan as Secondary Environmental Corridors, Isolated Natural Resource Areas, and Recreational Areas. In addition to streets and highways, Yorkville's transportation uses include the Canadian Pacific rail corridor and the Sylvania Airport.

The Yorkville 2035 Recommended Land Use Plan (adopted in 2009) proposed a number of changes to land use for the Village in the future. This 2035 Land Use Plan, the Village's current land uses, and current Zoning Map are the platform on which changes are being recommended through this current planning process. The figure on the next page identifies existing land uses.

According to 2019 assessment records shown in Table 34, 71% of the Village's acres are agricultural and 15% are residential. Commercial and manufacturing make up approximately 4.5% of Yorkville's assessed acreage.

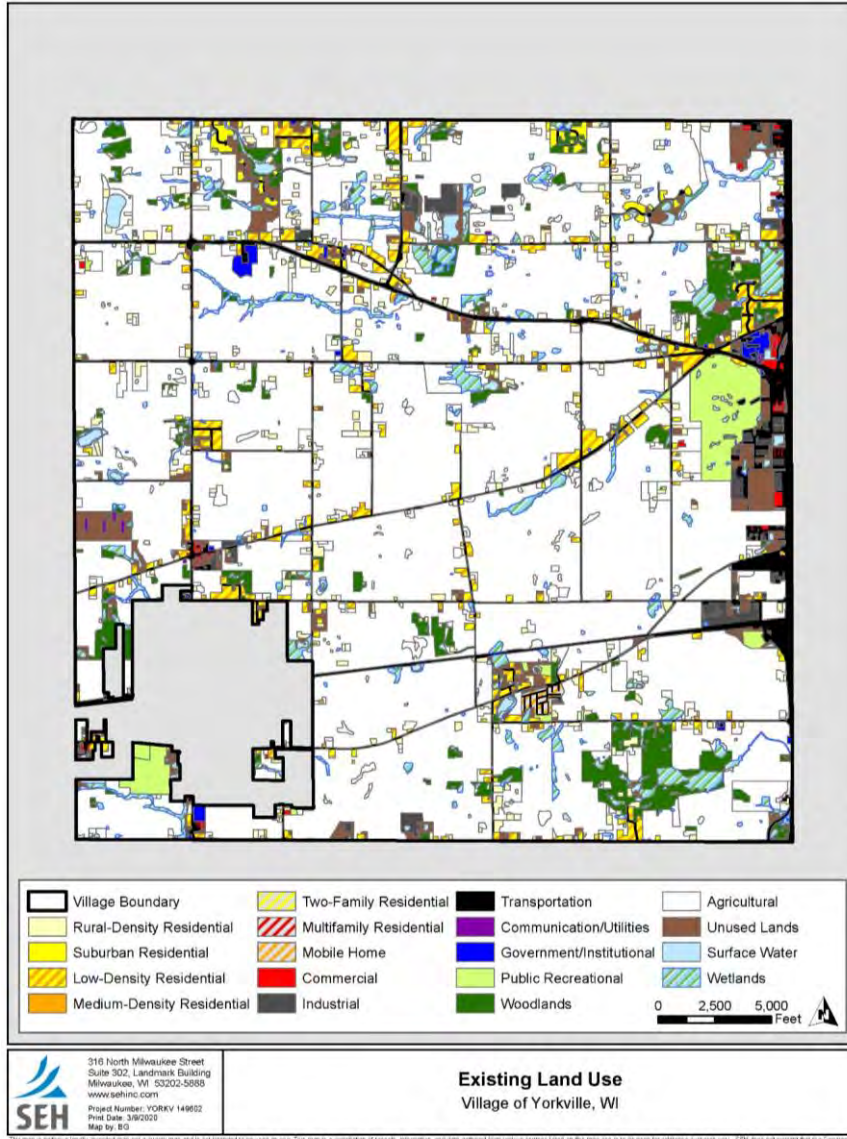
Table 34 – Yorkville Land Uses: 2012 – 2017

Real Estate	2019		
	Parcel Count (Total Land)	No. of Acres	Percentage of Total Acres
Residential	1,024	2,988	15.0%
Commercial	164	752	3.8%
Manufacturing	12	96	0.5%
Agricultural	466	14,097	70.9%
Undeveloped	233	1,182	5.9%
Forest	51	424	2.1%
Other	103	345	1.7%
<b>Total - All Classifications</b>	<b>2,053</b>	<b>19,884</b>	<b>100.0%</b>

*Source: WI Department of Revenue, Final-Equated Statement of Assessments for 2019*

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Figure 27—Figure 28 – Existing Land Use Map (2015)



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## 9.4 Land Demand and Prices

Land sales and prices can indicate changes in an economy and land use patterns. Particularly when agricultural and forested lands are sold and converted to alternative land uses, it is important to see if there is a desire to shift some of these lands to more intense uses, such as residential, commercial, or industrial.

The table below compares equalized values by real estate class from 2009 to 2019. The biggest change during this ten year period was in the growth of manufacturing land uses, the value of which increased by 93%. The value of residential land uses grew by almost 14% during this time period while commercial grew by 4% and agricultural by 5%.

Table 35 – Total Equalized Value: 2009 – 2019

Real Estate Classes	2009	2019	Percent Change Since 2009
Residential	\$274,409,100	\$311,787,000	13.6%
Commercial	\$153,930,600	\$160,775,800	4.4%
Manufacturing	\$20,316,400	\$39,148,700	92.7%
Agricultural	\$3,172,800	\$3,338,600	5.2%
Undeveloped	\$682,000	\$655,400	-3.9%
Forest	\$2,457,000	\$2,925,600	19.1%
Other	\$37,301,700	\$31,945,200	-14.4%
<b>Real Estate Totals</b>	<b>\$492,269,600</b>	<b>\$550,576,300</b>	<b>11.8%</b>
<b>Personal Property Total</b>	<b>\$14,764,600</b>	<b>\$7,880,600</b>	<b>-46.6%</b>
<b>Aggregate Equalized Value</b>	<b>\$507,034,200</b>	<b>\$558,456,900</b>	<b>10.1%</b>

*Source: WI Department of Revenue, Statement of Changes in Equalized Values by Class & Item*

Looking at the equalized value of land per acre, the table below identifies value by land use category. By acreage, Yorkville is composed primarily of agricultural land uses, which has the lowest equalized value per acre at \$230. On the opposite end of the spectrum, the Village's manufacturing land uses are valued the highest, at about \$377,000 per acre.

Table 36 – Land Value Per Acre

Real Estate Class	Total Number of Acres	2019 Total Valuation	Value Per Acre
Residential	2,988	\$275,983,100	\$92,364
Commercial	752	\$162,095,400	\$215,552
Manufacturing	96	\$36,185,100	\$376,928
Agricultural	14,097	\$3,237,700	\$230
Undeveloped	1,182	\$766,200	\$648
Forest	424	\$1,762,600	\$4,157
Other	345	\$28,803,800	\$83,489
<b>Total / Average</b>	<b>19,884</b>	<b>\$508,833,900</b>	<b>\$25,590</b>

*Source: WI Department of Revenue, Final - Equated Statement of Assessment for 2019*

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## 9.5 Land Use Analysis

Growth in the Village of Yorkville continues to occur along the I-94 corridor as a result of regional commercial and manufacturing growth. Available land and buildings in the GrandView Business Park and surrounding areas will continue to be attractive locations for new business including regional supply chains and distribution centers.

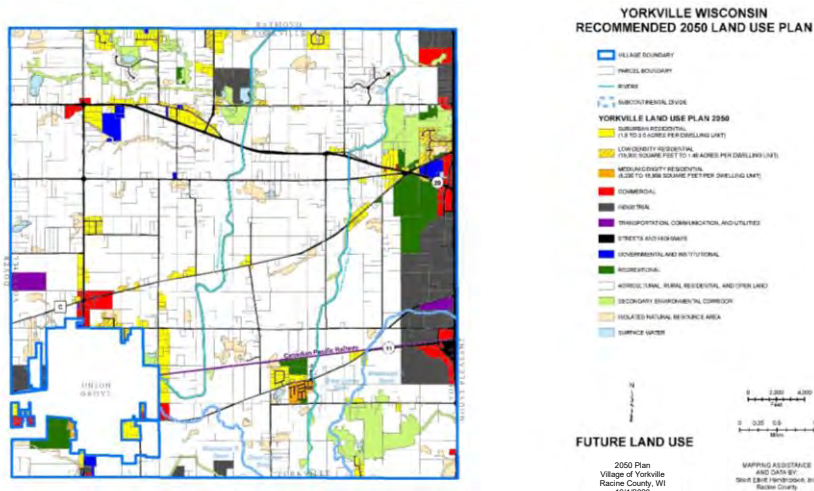
Areas outside of the I-94 corridor, including the majority of lands in the Village, are envisioned to continue with existing agricultural and low density residential uses. Over the next 20 years, it is anticipated that overall density will remain fairly constant. According to WI DOA projections, the Village of Yorkville is projected to see an increase of 72 households (5.8%) from the 2020 projections to the 2030 projections as detailed in Section 2.4.5. New residential development will need to be occur in a manner that is compatible with existing environmental corridors and prime agricultural lands.

## 9.6 2050 Recommended Land Use Map

### 9.6.1 Land Use Map Update

Defining appropriate land use involves more than making ecological and economical choices. It is also about retaining values, lifestyles, cultural assets, and community character. The planning of future land uses is sometimes perceived as an intrusion on the rights of private property owners. The actual purpose of this activity is to protect rights of the individuals and to give landowners, citizens, and local communities the opportunity to define their own destiny. As mapped in Appendix A, the Village's 2050 Recommended Land Use Map has been updated with recommendations for future land uses in the Village. Land-use related decisions, such as zoning, land division, and annexations should be consistent with this Plan.

Figure 28 – Figure 29 – 2050 Recommended Land Use Map (Thumbnail Picture)



The full-size 2050 Recommended Land Use Map is located in Appendix A.

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## 9.6.2 Summary of 2050 Recommended Land Uses

The 2050 Recommended Land Use Map categorizes lands in the Village into 15 land use categories. A summary of acreage by land use category follows in the table below. Significant changes between the 2035 Recommended Land Use Map and the 2050 Recommended Land Use Map include the following:

- An increase in the amount of land in the Suburban Residential land use category. Some of these lands were changed from the Low Density Residential land use category to the Suburban Residential category, allowing for a lower density of dwelling units.
- An increase in the amount of land designated for the Commercial and Industrial land use categories. Commercial land uses increased by 166 acres, or 93%. Industrial land uses increased by 562 acres, or 95%. A primary reason for this change was the elimination of the Urban Reserve land use category (with 664 acres) that was used on the 2035 Recommended Land Use Map.
- Data from the WDNR was used to update the environmental corridors, isolated natural resource areas and surface water. Based on updated WDNR mapping of floodplains, wetlands, surface water, and woodlands, these land use categories increased in area on the 2050 Recommended Land Use Map.
- Agricultural land uses remained fairly consistent between the two recommended land use maps, seeing a slight 2% increase on the 2050 Recommended Land Use Map.

Table 37 – Acreage Change from 2035 and 2050 Recommended Land Use Maps

Land Use Category	Acreage on 2035 Land Use Map	Acreage on 2050 Land Use Map	Percent Change
Urban Reserve	664	-	N/A
Commercial	179	345	92.6%
Industrial	593	1,155	94.8%
Agricultural, Rural Residential, and Open Land	15,054	15,339	1.9%
Suburban Residential (1.5 TO 3.0 acres per dwelling unit)	321	765	138.3%
Low Density Residential (19,000 Square Feet to 1.49 Acres Per Dwelling Unit)	1,210	188	-84.5%
Medium Density Residential (6,200 to 18,999 Square Feet Per Dwelling Unit)	69	55	-20.9%
Secondary Environmental Corridor	1,057	1,201	13.6%
Isolated Natural Resource Area	480	646	34.6%
Surface Water	60	105	75.0%
Recreational	555	485	-12.6%
Streets and Highways	954	956	0.3%
Transportation, Communication, and Utilities	302	167	-44.8%
Governmental and Institutional	131	136	4.0%

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## 9.7 2050 Recommended Land Use Map Categories

The following land use categories were utilized for the 2050 Recommended Future Land Use Map. Most of these land use categories are also those used in the Village's 2035 Recommended Land Use Plan and were incorporated into this Comprehensive Plan to maintain consistency.

Future land use areas and zoning districts are different. Zoning districts contain specific requirements and standards for the development of land, such as height limitations, setbacks, and types of uses. The land use classifications are meant to be more general, allowing for greater flexibility in making land use and zoning decisions.

### 9.7.1 Agricultural, Rural Residential and Open Land

This land use category consists of agricultural lands and other open lands, such as small wetlands and woodlands not included within an environmental corridor or isolated natural resource area.

This land use category also allows the development of lands with rural residential uses, provided a minimum density of at least three acres per dwelling unit is maintained. Rural residential development is encouraged to occur utilizing cluster development designs where feasible. Steep slopes, poorly drained soils and other physical constraints can be avoided by utilizing cluster development designs, preserving large blocks of high quality environmental corridors and productive farmlands. Rural density residential development is intended to reflect the overall density within the identified rural area of at least three acres per dwelling unit.

### 9.7.2 Residential Land Uses

Residential land uses include the following:

- **Rural Residential** – Rural residential is included in the above listed land use category, Agricultural, Rural Residential, and Open Land.
- **Suburban Residential** – Suburban residential is defined as 1.5 to 2.9 acres per dwelling unit.
- **Low Density Residential** – Low density residential is defined as 0.44 acres (19,000 square feet) to 1.49 acres per dwelling unit.
- **Medium Density Residential** – Medium density residential is defined as 6,200 to 18,999 square feet per dwelling unit.

Under the Racine County multi-jurisdictional land use plan, "urban" residential development is defined as residential development which occurs at densities of less than 1.5 acres per dwelling unit. In the Village of Yorkville, this includes both the Low Density Residential and Medium Density Residential land use categories.

### 9.7.3 Commercial

This land use category includes commercial, limited commercial, office park, and a limited amount of mixed-use development. The type and size of commercial and mixed-use developments will need to be reviewed on a case-by-case basis by the Village of Yorkville to

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determine if the projects proposed are in the best interest of the community and consistent with the Village's long-term plan objectives and policies. It is anticipated that new commercial developments would be created to be complementary with existing adjacent land uses, and may include office, commercial services, and neighborhood shopping.

#### 9.7.4 Industrial

The industrial land use category is general in that it includes light and heavy industrial uses. The type and size of industrial developments will need to be reviewed on a case-by-case basis by the Village of Yorkville to determine if the projects proposed are in the best interest of the community and consistent with long-term Plan objectives and policies. The Village anticipates that industrial land use within the Village's future sewer service area will include lighter industrial uses that will have a low demand for water and sewer capacity.

#### 9.7.5 Transportation, Communication, and Utilities

Land uses in this category include airports, railroad corridors, utility facilities such as a water and sanitary sewer system facilities, and electric and telecommunications facilities.

#### 9.7.6 Streets and Highways

This land use category is composed of rights-of-way for roads, streets, and highways which provide for vehicular, bicycle, and pedestrian access to abutting land uses. In some areas, utility and stormwater facilities will be located within this land use category.

#### 9.7.7 Governmental and Institutional

The governmental and institutional land use category includes government buildings and facilities as well as schools and church facilities.

#### 9.7.8 Recreational

Land uses in this category include parks and other public recreational facilities.

#### 9.7.9 Secondary Environmental Corridor

This category was included in the Village's 2035 Recommended Land Use Plan developed by SEWRPC, along with a Primary Environmental Corridor land use category. SEWRPC defines Primary Environmental Corridors as those areas that would be preserved in essentially natural open uses. This includes concentrations of important natural resources at least 400 acres in size, two miles long, and 200 feet in width. On the 2035 Recommended Land Use Map, SEWRPC did not identify any Primary Environmental Corridors in Yorkville.

Secondary Environmental Corridors are defined as being at least one mile long and 100 acres in area. Secondary Environmental Corridors within the Village of Yorkville are generally located along the perennial streams. Secondary environmental corridors should be considered for preservation as the process of urban and rural development proceeds based upon local needs and concerns. While such corridors may serve as an attractive setting for well-planned rural residential developments, they also can serve as economical drainage ways, stormwater detention basins, and provide needed open space in developing urban areas.

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### 9.7.10 Isolated Natural Resource Area

Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from environmental corridors. They are areas at least five acres in size. Isolated natural resource areas should be preserved with natural, open uses to the extent practicable. Lowland portions, areas that are floodplains and wetlands, are recommended to not be filled and be kept free from future development.

### 9.7.11 Surface Water

This land use category includes surface water resources such as streams and lakes and their associated wetlands and floodplains.

### 9.7.12 Urban Reserve

This category was included in the Village's 2035 Recommended Land Use Plan to designate lands within the Yorkville planned urban service area (for future utility planning) that, while envisioned for future urban use, may prove difficult to develop due to such constraints as limited highway access and the cost of providing sanitary sewer service. This category was designed to allow the Village the flexibility to consider various future land uses as specific development proposals were forwarded to local officials. Development of residential, commercial, industrial, recreational, governmental and institutional, transportation and utility land uses could all be accommodated in the urban reserve area if local officials determined that such uses are deemed appropriate to provide an overall benefit to the community.

The I-94 Corridor Master Plan and this Comprehensive Plan update removed the Urban Reserve category entirely from the 2050 Recommended Land Use Map. The Urban Reserve category, while useful in providing flexibility to developers and accounting for uncertainty in future utility expansion, does not provide a clear understanding of what future land use would look like in areas with this designation. Previous land use plans for the Village generally assumed that not all urban reserve areas would become developed over the long-term planning horizon, but the large areas of urban reserve would provide more flexibility for development types and locations. However, current development pressures have created the perception that most or all of the urban reserve areas could have the potential to be developed. In many instances, this would not conform to the existing rural character of Village, a Village asset that is highly valued by the community.

One goal of the I-94 Corridor Master Plan and this Comprehensive Plan was to more clearly define allowable future land use in areas near the I-94 corridor. Reclassifying urban reserve areas to more clearly defined land use categories was an important part of this process. This has provided more certainty for the community regarding recommended future land uses and will allow them to make more informed decisions on issues such as transportation network and utility improvements over the next several decades.

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## 9.8 Land Use Agencies and Programs

There are a number of available agencies and programs to assist communities with land use projects. Below are brief descriptions of a couple agencies and programs.

### University of Wisconsin – Extension

The UW-Extension can provide research and outreach planning services to Wisconsin communities. The Community, Natural Resources and Economic Development (CNRED) program brings skills and expertise to address local issues including: community development, economic development, local leadership training, public policy issues, natural resource education, land-use planning, shared decision-making and consensus building, and access to information technologies.

### Southeastern Wisconsin Regional Planning Commission (SEWRPC)

Regional Plan Commissions can provide planning assistance, assist local interests in responding to state and federal programs, serve as a coordinating agency for programs, and provide other technical and advisory assistance to local governments. (SEWRPC) was established in 1960 as the official area-wide planning agency for the southeastern region of the State. SEWRPC serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. SEWRPC was created to provide objective information and professional planning initiatives to help solve problems and to focus regional attention on key issues of regional consequence.

## 9.9 Goals, Objectives, and Policies

Land Use goals, objectives, and policies will guide future land development in the Village of Yorkville. They will also help guide priorities for future investment in local systems and infrastructure, in partnership with regional or state agencies, or in partnership with private entities.

These land use goals, objectives, and policies provide the Village with a means to measure the development of land use over time, and as necessary, an opportunity to reassess, revise, and/or supplement the desires of the community.

Goals are general statements of desired outcomes of the community or what is to be achieved. Objectives are more specific and are a subset of goals, providing measurable strategies towards achieving a goal. Policies are operational actions that a community will undertake to meet the goals and objectives. The following goals, objectives, and policies are not ranked or presented in order of importance or need.

**Land Use Goal:** Maintain a land use plan and map that reflects the current values of the community and identifies appropriate areas for growth and redevelopment.

### Objectives:

1. Guide future growth in a manner that preserves and enhances the quality of life and character of Yorkville.
2. Encourage land development in locations where existing infrastructure is available.

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3. Future developments to be designed and constructed in a manner that is compatible with adjacent land uses (i.e., buffering, landscaping architectural design, site aesthetics, access, traffic circulation, setbacks, noise controls).

**Policies:**

1. Utilize the plan and future Land Use Map to make sound land use decision.
2. Review and update the Land Use Plan annually including any zoning changes or text amendments.
3. Periodically complete major updates, at least every ten years and maintain the Land Use Plan so that it identifies existing areas for growth and redevelopment.
4. Work cooperatively with neighboring communities (i.e., Village of Union Grove, Town of Dover, Village of Raymond, Village of Mt. Pleasant and Town of Paris) to ensure new developments are compatible with and complementary to surrounding land uses.
5. Continue to work cooperatively with WisDOT to ensure future transportation decisions include consideration of land use impacts and Yorkville's community vision.
6. Continue to encourage public participation that provides equity and fairness to landowners and other stakeholders, balanced with responsible land use.
7. Continue to strengthen connections to regional neighbors and economy.

**Land Use Goal:** Encourage cluster developments and other land division tools to meet a subdivision's minimum 5-acre density requirements for the Agricultural and Rural Residential land use category that preserves open space/green space/environmental corridors. For individual lots created by Certified Survey Map and not served by a public sewer system, continue the Village's 3-acre minimum area requirement.

**Objectives:**

1. New developments should be planned on a larger scale to keep environmental corridors connected for wildlife, flora, fauna, and human recreation/trail network.

**Policies:**

1. Encourage new residential developments to consider land regulation tools such as conservation subdivision and conservation easements that are designed and contoured around important environmental resources.

**Land Use Goal:** Promote the regional preservation and enhancement of local waterways - including the West Branch and East Branch of the Root River.

**Objectives:**

1. Preserve and protect environmental corridors.
2. Ensure development is guided properly to locations that minimize potential impact to these resources and to protect investments from flood hazards.

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**Policies:**

1. Encourage environmentally sensitive development to minimize negative impacts on the environment, including water quality and soil integrity.
2. Support long-range planning which factors into consideration changes in local and regional climate conditions.

**Land Use Goal:** Utilize existing infrastructure to guide new development.

**Objectives:**

1. Encourage development in the I-94 corridor, prioritizing within GrandView Business Park, to utilize existing infrastructure.
2. Encourage commercial and industrial/manufacturing development that will provide a benefit to the community, such as long-term employment, services to the community, supply chain benefits; or other methods the business can contribute to the Village of Yorkville's quality of life. Be mindful of the type and amounts of public services each development will require of the Village to ensure that the Village has the appropriate resources that will be required by the new development (i.e., fire, police, utilities).

**Policies:**

1. Continue to develop Yorkville's I-94 corridor in a manner that is consistent with the I-94 Corridor Master Plan and the Village's vision for the corridor.
2. Facilitate pre-development conversations between the Village and developers to discuss future land goals, compatibility with existing land uses and utility availability.
3. Ensure that new development is complying with WisDOT guidelines for future roadway network and access road objectives during the development review process.
4. Work with new developments to adequately plan stormwater infrastructure to capture, temporarily store, infiltrate and slowly release rainwater from more frequently occurring larger rain events.
5. Update, maintain, and follow a Capital Improvements Plan to ensure long-range financial planning for anticipated public improvements.

**Land Use Goal:** Preserve productive farmland for continued agricultural use.

**Objectives:**

1. Support Yorkville's agricultural economy and the preservation of productive farmlands.
2. Maintain and improve the agricultural drain tile system.
3. Protect agricultural lands from negative impacts from solar and wind facility uses such as soil compaction, stormwater and erosion issues.

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**Policies:**

1. Discourage the rezoning of land zoned for exclusive agriculture uses.
2. Support and encourage regional efforts and funding to be expanded to improve the agricultural drain tile system.
3. Protect agricultural lands from stormwater and erosion issues when used for solar and wind facilities. Require stormwater, erosion, and sediment control plans to comply with federal and state environmental regulations.
4. Require utility-scale solar and wind facilities to be planted with pollinator plants and prairie grass to compensate for stormwater runoff.
5. Protect agricultural lands from soil compaction by requiring construction of utility-scale solar or wind facilities to occur only during appropriate conditions.
6. Protect drain tiles from puncture. Require drain tiles to be identified in submitted site plans for utility-scale solar and wind facilities. Require damaged drain tiles to be repaired and any upstream impacts to be remedied.
- ~~2-7.~~ Require any land not under array be leased out and farmed instead of being used as green space.

## 9.10 Land Use Implementation Recommendations

Following the adoption of this Land Use Plan, it is recommended that the Village of Yorkville review its ordinances and zoning map for consistency with this planning document and implement changes to achieve consistency between these documents. As a general policy, as specific developments are proposed, the existing zoning designation for the underlying property will need to be rezoned to be made consistent with the 2050 Recommended Land Use Map.

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## 10 Implementation Element

### 10.1 Introduction

This section serves as a "priority" list for implementing and realizing the vision of this Comprehensive Plan. It prescribes those actions necessary to realize the goals and objectives highlighted in previous sections of the Plan. The Plan addresses many important components critical to sustaining a healthy community while preserving the community character and resources residents enjoy. As change is inevitable, the Plan may need to be amended to appropriately reflect land use changes.

If there is a question regarding a decision that is not clearly conveyed in the details of this Comprehensive Plan, then the decision should be based on community desires identified during the Community workshops and the results presented in the Issues and Opportunities Element Section of the Plan. All nine comprehensive planning elements included in this Plan work to achieve the desired future for the Village of Yorkville.

### 10.2 Action Plan

The Village of Yorkville Comprehensive Plan is intended to help guide the decisions within the Village. The Plan is an expression of the Village of Yorkville's preferences and provides a series of policies for assisting the community in attaining its goals and objectives. The Plan is not an attempt to predict the future, but rather an attempt to document the Village's values and philosophies that citizens of Yorkville share. The Plan guides a variety of community issues including housing, transportation, utilities and community facilities, economic development, intergovernmental cooperation, and land use.

The Village of Yorkville's Long-Range Planning Committee (LRPC), the Plan Commission, Village Board, Village staff, and citizens should utilize the Comprehensive Plan in reviewing all proposals pertaining to development in the Village. Development proposals should be examined to determine whether they are consistent with Village preferences as expressed in the Plan. As part of the development review, a thorough review of the Plan is necessary with particular attention given to the goals and objectives. Where the impact of a proposed development is minimal, the evaluation may simply be a determination of whether or not the Plan provides relevant direction and whether the requested action is in conformance with the Plan. Development proposals with significant potential impacts will require a more detailed analysis in order to determine consistency.

### 10.3 Plan Integration and Consistency

Within this Implementation Element, Wisconsin Comprehensive Planning legislation requires a description of "how each of the elements of the Comprehensive Plan will be integrated and made consistent with the other elements of the Comprehensive Plan." As a result of the Comprehensive Plan being developed in a coordinated and simultaneous effort, the planning process has ensured that the development and review of each element is consistent with the others; and based on that analysis, there are no known inconsistencies between the planning elements. In the future, as plan amendments occur, it is important that the Village of Yorkville's LRPC, Plan Commission, and Village Board all conduct consistency reviews. Those reviews will ensure the document continues to represent an integrated approach to planning.

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To ensure consistency across jurisdictional boundaries, the Village of Yorkville encourages early dialogue between adjoining and overlapping jurisdictions as they develop or revise their Comprehensive Plans and ordinances. Where inconsistencies are identified and a resolution cannot be reached, future actions can be developed to bring the parties together to address their concerns.

## 10.4 Plan Monitoring and Evaluation

As a part of the comprehensive planning process, a number of goals, objectives, and policy items were developed that, when implemented, are intended to build stronger relationships and give direction to the Village Board as well as other Village committees and residents. The goals are the "purpose or end" that provides direction for the Village and other governmental organizations. Objectives are statements that are measurable benchmarks the community works to achieve, and the policies are more specific statements that set preferred courses of action to carry out the objectives in the future. While many of the objectives and actions can be accomplished in the short term, several others will be continuous or ongoing and do not have specific implementation target date. A Comprehensive Plan must be updated at least once every ten years. However, in order to ensure that the Village's Plan is an effective management tool, review may be needed before a ten-year update. This mid-term review may help identify areas where additional resources or actions are needed to help realize the Village's vision. Part of this effort will also include addressing conflicts which may arise between the elements of the Plan.

## 10.5 Plan Amendments and Updates

Evaluating the Comprehensive Plan is an ongoing process and will, at some time, lead to the realization that the Plan requires updating and amendments. The time that elapses between the completion of the Plan and the need to amend the Plan will depend greatly on evolving issues, trends, and land use conditions. Periodic updates will allow for updates to statistical data, and to ensure the Plan's goals, objectives, and actions reflect the current conditions, needs, and concerns. The Comprehensive Planning legislation requires plan updated at least every ten years. The Village of Yorkville will remain flexible in determining when and how often the Plan should be updated. Generally, a Comprehensive Plan update should not be expected more often than once every five years. A tremendous amount of change can occur in a community over just a couple of years and the Village will be prepared to address changing conditions with timely plan updates. Amendments to the plan will follow the requirements of State law and will be evaluated for consistency with the existing plan, including all elements.

To ensure residents are involved in plan amendments, the following process and protocol should be followed to allow public involvement and comment. The Village of Yorkville Plan Commission shall undertake a review of the Plan and shall consider the necessary amendment(s) to the Plan resulting from property owner requests and changes to social and economic conditions. Upon Plan Commission review, recommended changes to the Plan shall be forwarded to the Village Board. The Plan Commission shall call a public hearing to afford the public time to review and comment on recommended Plan changes. A public hearing shall be advertised in accordance with the Village's public meeting notice procedures and Wisconsin's Comprehensive Planning legislation. Based on public input, Plan Commission recommendations, and other facts, the Village Board will then formally act on the recommended amendment(s).

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# Appendix A

2050 Recommended Land Use Plan

## Appendix B

Public Participation Plan

## Appendix C

Community Survey Results

## Appendix D

Public Involvement Meeting #1 Results – March 2019

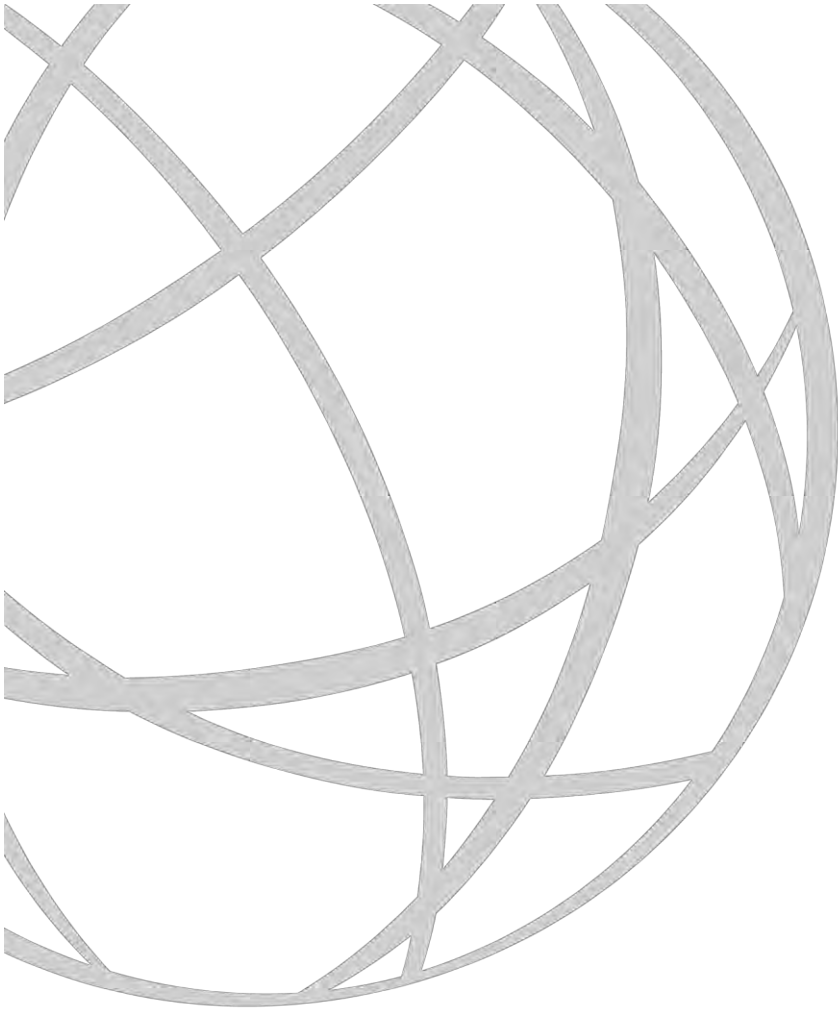
## Appendix E

Public Planning Workshop Results – May 2019



## Appendix F

Village of Yorkville Comprehensive Plan Adoption Documents



## Building a Better World for All of Us<sup>®</sup>

Sustainable buildings, sound infrastructure, safe transportation systems, clean water, renewable energy and a balanced environment. Building a Better World for All of Us communicates a company-wide commitment to act in the best interests of our clients and the world around us.

We're confident in our ability to balance these requirements.

Join Our Social Communities

