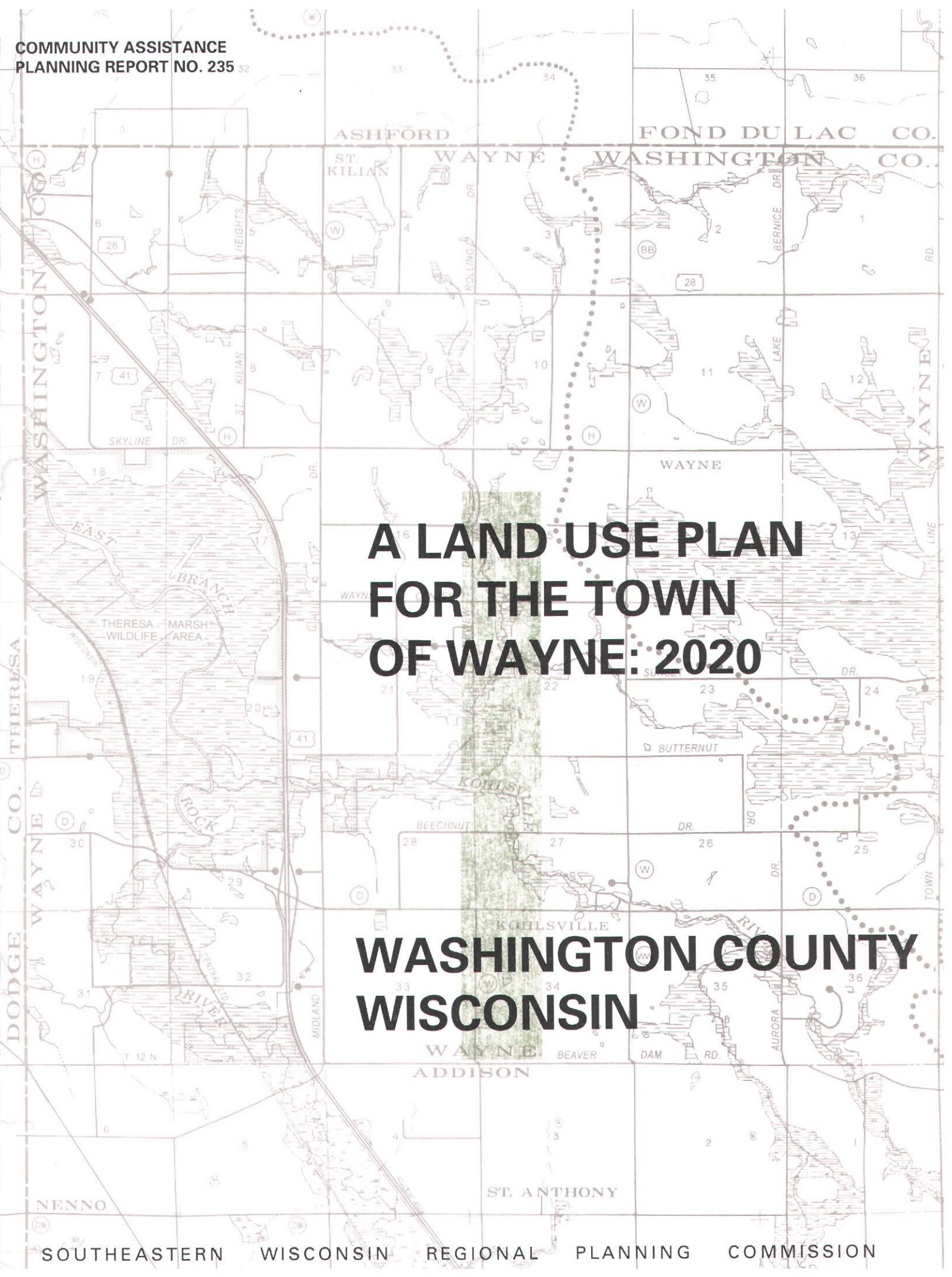




A LAND USE PLAN FOR THE TOWN OF WAYNE: 2020

WASHINGTON COUNTY WISCONSIN

**SOUTHEASTERN WISCONSIN
REGIONAL PLANNING COMMISSION**

KENOSHA COUNTY

Leon T. Dreger
Thomas J. Gorlinski
Sheila M. Siegler

RACINE COUNTY

David B. Falstad
Martin J. Itzin
Jean M. Jacobson,
Secretary

MILWAUKEE COUNTY

Daniel J. Diliberti
William R. Drew,
Vice Chairman
Tyrone P. Dumas

WALWORTH COUNTY

Anthony F. Balestrieri
Allen L. Morrison,
Treasurer
Robert J. Voss

OZAUKEE COUNTY

Leroy A. Bley
Thomas H. Buestrin,
Chairman
Elroy J. Schreiner

WASHINGTON COUNTY

Lawrence W. Hillman
Daniel S. Schmidt
Patricia J. Strachota

WAUKESHA COUNTY

Duane H. Bluemke
Robert F. Hamilton
Paul G. Vrakas

TOWN OF WAYNE OFFICIALS

TOWN BOARD OF SUPERVISORS

Leander Herriges, Chairman
Don Kurer
Leonard Peter

TOWN PLAN COMMISSION

Leander Herriges, Chairman
Rick Gutjahr
Don Kurer
Brian Oelhafen
Greg Ogi
Leonard Peter
Donald Schulz

TOWN CLERK

Orville Kern

Acknowledgment is due Mark Strobel, former Town Chairman, Mark Pamperin, former Town Board Supervisor, and Jim Stoffel and the late John Steger, former Town Plan Commission members, for their contributions to the preparation of this report.

**SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION STAFF**

Philip C. Evenson, AICP Executive Director
Kenneth R. Yunker, PE Assistant Director
Robert P. Biebel, PE. Chief Environmental Engineer
Monica C. Drewniany, AICP Chief Community
Assistance Planner
Leland H. Kreblin, RLS Chief Planning Illustrator
Elizabeth A. Larsen Administrative Officer
Donald R. Martinson, PE Chief Transportation Engineer
John G. McDougall Geographic Information
Systems Manager
John R. Meland Chief Economic Development Planner
Donald M. Reed Chief Biologist
Bruce P. Rubin Chief Land Use Planner

Special acknowledgment is due Kevin S. Hall, AICP, former SEWRPC Principal Planner, for his efforts in the conduct of this study and in the preparation of this report.

COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 235

**A LAND USE PLAN FOR THE TOWN OF WAYNE: 2020
WASHINGTON COUNTY, WISCONSIN**

Prepared by the

Southeastern Wisconsin Regional Planning Commission
P. O. Box 1607
Old Courthouse
916 N. East Avenue
Waukesha, Wisconsin 53187-1607

February 1999

Inside Region \$ 5.00
Outside Region \$10.00

(This page intentionally left blank)

TABLE OF CONTENTS

	Page		Page
Chapter I—INTRODUCTION	1	Topography and Watershed Features.....	20
The Planning Area.....	1	Steep Slopes	20
Early Town History.....	1	Watershed Features	24
Planning Considerations.....	3	Surface-Water Resources.....	24
Regional Land Use Plan.....	3	Streams.....	24
Natural Areas and		Floodlands	30
Critical Species Habitat Plan.....	4	Wetlands	30
Regional Transportation System Plan.....	4	Woodlands.....	30
Washington County Public		Natural Areas.....	30
Transit System Plan	5	Wildlife Habitat	32
Park and Open Space Plan	5	Environmental Corridors and	
Agricultural Preservation Plan.....	6	Isolated Natural Resource Areas.....	33
Town of Wayne Visioning Meeting		Primary Environmental Corridors	35
and Community Survey	7	Secondary Environmental Corridors.....	35
The Community Comprehensive		Isolated Natural Resource Areas	35
Planning Process.....	7	Resource-Related Elements	35
Inventory and Analysis	7	Existing Outdoor Recreation and	
Formulation of Development Objectives.....	7	Open Space Sites.....	35
Identification of Community Land Use		Scenic Overlooks.....	35
and Facility Requirements.....	8	Summary.....	35
Development, Review, Refinement,			
and Adoption of a Recommended Plan.....	8	Chapter IV—EXISTING LAND USES,	
Plan Implementation	9	PUBLIC FACILITIES, AND SERVICES	39
Summary	9	Existing Land Use.....	39
		Urban Land Uses.....	39
Chapter II—POPULATION, HOUSING, AND		Residential Land Use	39
EMPLOYMENT CHARACTERISTICS	11	Commercial Land Use	39
Population.....	11	Industrial Land Use.....	42
Population Trends	11	Extractive Land Use.....	42
Educational Attainment.....	11	Transportation, Communication,	
Household and Family Income	11	and Utility Land Uses	42
Households	11	Governmental and Institutional Land Uses.....	42
Household Trends	11	Nonurban Land Uses.....	42
Housing Units	14	Natural Resource Areas	42
Housing Values.....	14	Agricultural and Open Lands.....	42
Employment	16	Community Facilities and Services	42
Employment Trends.....	16	Fire Protection, Emergency Medical	
Occupational Characteristics.....	16	Services, and Law Enforcement.....	42
Summary	18	Public Schools.....	44
		Public Utilities	44
Chapter III—NATURAL		Sanitary Sewer Service.....	44
RESOURCE BASE	19	Water Supply System	44
Soils	19	Stormwater Drainage System.....	44
Soil Suitability for Onsite		Summary.....	44
Sewage Disposal Systems.....	19		
Soil Suitability for Development		Chapter V—EXISTING	
with Public Sanitary Sewer Service	20	LAND USE REGULATIONS	45
Soil Suitability for Agricultural Use	20	Zoning.....	45
Potential Sand and Gravel Deposits.....	20	Town of Wayne Zoning Ordinance.....	45

	Page		Page
Washington County Shoreland and Wetland Zoning Ordinance	45	Chapter VIII—PLAN IMPLEMENTATION.....	67
Land Division Control.....	49	Public Informational Meetings, Public Hearings, and Plan Adoption.....	67
Land Division Control Ordinances	49	Zoning.....	67
Town of Wayne Minor Land Division Ordinance.....	51	Determining Density	67
Washington County Land Division Ordinances	51	Determining Appropriate Rural Densities in the Town of Wayne	68
Other Pertinent County, State, and Federal Regulations	51	Large-Lot Zoning.....	68
Construction Site Erosion Control Regulations	51	Sliding-Scale Zoning	68
Wisconsin Uniform Dwelling Code.....	51	Quarter-Quarter Zoning	68
State and Federal Water Quality Regulations	51	Residential Design.....	68
Summary	51	Conventional Development.....	69
Chapter VI—FRAMEWORK FOR PLAN DEVELOPMENT.....	53	Conservation Subdivision Design.....	69
Visioning Session and Community Survey	53	Lot Averaging.....	69
Development Objectives	53	Other Zoning Considerations	70
Population and Household Forecasts.....	54	Subdivision and Certified Survey Map Review.....	75
Regional Planning Commission Alternative Futures.....	54	Appropriate Development within Environmentally Significant Areas.....	75
Projection of Residential Development Trends.....	54	Rate-of-Growth Control System.....	76
Selected Forecasts.....	55	Farmland Preservation Techniques.....	76
Summary	56	Plan Reevaluation	77
Chapter VII—RECOMMENDED LAND USE PLAN.....	59	Summary.....	77
Plan Purpose and Vision.....	59	Chapter IX—SUMMARY	79
Land Use Plan Recommendations.....	59	Planning Area	79
Residential Land Use	61	Areawide Plans Influencing the Local Planning Effort.....	79
Urban-Density Residential Development.....	62	Existing Conditions.....	79
Rural-Density Residential Development.....	62	Demographic Trends.....	80
Commercial and Industrial Land Uses.....	63	Natural Resources.....	80
Governmental and Institutional Land Uses.....	63	Existing Land Use	80
Town Center Area.....	63	Land Use Regulations	80
Transportation, Communication, and Utility Land Uses	64	Framework for Plan Development.....	81
Extractive Land Uses	64	Visioning Session and Community Survey.....	81
Agricultural Land Uses	64	Development Objectives	81
Conversion of Farmland	64	Anticipated Growth and Selected Forecasts.....	81
Prime Agricultural Lands	64	The Recommended Plan	82
Nonprime Agricultural and Other Rural Lands.....	65	Residential Land Use.....	82
Environmentally Significant Areas	65	Urban-Density Residential Development	82
Primary Environmental Corridors	65	Rural-Density Residential Development.....	82
Secondary Environmental Corridors	66	“Town Center” Area.....	82
Isolated Natural Resource Areas	66	Commercial and Industrial Land Uses	83
Other Lands to Be Preserved.....	66	Governmental and Institutional Land Uses.....	83
Summary	66	Recreational Land Use	83
		Extractive Land Use	83
		Agricultural Land Use.....	83
		Environmental Corridors, Isolated Natural Resource Areas, and Other Lands to Be Preserved	83
		Arterial Streets and Highways.....	83
		Plan Implementation.....	83
		Conclusion	84

LIST OF APPENDICES

Appendix	Page
A Town of Wayne Land Use Plan Community Survey and Results, January 1997	87
B Town Plan Commission Resolution No. 98-1 Adopting the Town of Wayne Land Use Plan	95
C Town Board Resolution No. 98-5 Adopting the Town of Wayne Land Use Plan.....	97
D Development Types Compatible with Environmental Corridors.....	99

LIST OF TABLES

Table	Page
Chapter II	
1 Population Levels in the Region, Washington County, and the Town of Wayne: 1850-1997	12
2 Educational Attainment of Persons 25 Years of Age and Older in the Region, Washington County, and the Town of Wayne: 1990.....	12
3 Household and Family Income in the Region, Washington County, and the Town of Wayne: 1989	13
4 Households in the Region, Washington County, and the Town of Wayne: 1960-1990.....	13
5 Average Household Size in the Region, Washington County, and the Town of Wayne: 1960-1990.....	14
6 Housing Characteristics of the Region, Washington County, and the Town of Wayne: 1990.....	15
7 Value of Specified Owner-Occupied Housing Units in the Region, Washington County, and the Town of Wayne: 1990.....	15
8 Historical Employment Levels in the Region, Washington County, and the Town of Wayne: 1970-1990.....	16
9 Employed Persons 16 Years of Age and Older by Class of Worker in the Region, Washington County, and the Town of Wayne: 1990.....	17
10 Employed Persons 16 Years of Age and Older by Occupation in the Region, Washington County, and the Town of Wayne: 1990	17
Chapter III	
11 Soil Suitability for Onsite Sewage Disposal Systems in the Town of Wayne.....	20
12 Agricultural Soil Capability Classes.....	24
13 Natural Areas in the Town of Wayne: 1994	32
Chapter IV	
14 Summary of Existing Land Use in the Town of Wayne: 1995	41
Chapter V	
15 Summary of Town of Wayne Zoning Districts: May 1997	46
16 Basic Zoning Districts in the Town of Wayne: May 1997	49
Chapter VI	
17 Historical and Alternative Future Population, Household, and Employment Levels in the Town of Wayne: 1970-2020	55
18 Single-Family Building Permits Issued in the Town of Wayne: 1982-1996	55

Table		Page
19	Total Occupied Housing Units in the Town of Wayne Based on Alternative Average Numbers of Units Added Per Year: 2020	56
20	Total Population of the Town of Wayne Based on Alternative Numbers of Occupied Housing Units: 2020	56

Chapter VII

21	Planned Land Use in the Town of Wayne: 2020	61
----	---	----

Chapter VIII

22	Example of Housing Unit Yield under Sliding-Scale Zoning.....	69
----	---	----

LIST OF FIGURES

Figures		Page
Chapter VIII		
1	Example of a Rural-Area Plan Emphasizing Clustered Residential Development.....	70
2	Example of Conventional Development.....	71
3	Example of Conservation Subdivision.....	72
4	Example of Lot Averaging Using Net Density Formula.....	73
5	Example of Lot Averaging Using Gross Density Formula.....	74

LIST OF MAPS

Maps		Page
Chapter I		
1	Location of the Town of Wayne in Southeastern Wisconsin.....	2
2	Historical Urban Growth in the Town of Wayne: 1920-1995.....	4
3	Adopted Year 2010 Regional Land Use Plan and Washington County Park and Open Space Plan as Related to the Town of Wayne.....	5
4	Adopted Year 2010 Regional Transportation System Plan as Related to the Town of Wayne.....	6
5	Adopted Washington County Farmland Preservation Plan as Related to the Town of Wayne	8
Chapter III		
6	Suitability of Soils for Conventional Onsite Sewage Disposal Systems in the Town of Wayne.....	21
7	Suitability of Soils for Mound Sewage Disposal Systems in the Town of Wayne	22
8	Suitability of Soils for Residential Development Served by Public Sanitary Sewer Service in the Town of Wayne	23
9	Agricultural Capability Classes of Soils in the Town of Wayne	25
10	Potential Sand and Gravel Deposits in the Town of Wayne.....	26
11	Slope Analysis for the Town of Wayne.....	27
12	Watershed Features in the Town of Wayne	28
13	Surface Waters, Wetlands, and Floodplains in the Town of Wayne.....	29
14	Woodlands in the Town of Wayne: 1995	31

Maps		Page
15	Natural Areas in the Town of Wayne: 1994	33
16	Wildlife Habitat Areas in the Town of Wayne: 1985	34
17	Environmental Corridors and Isolated Natural Resource Areas in the Town of Wayne: 1995	36
18	Park and Open Space Sites, Topography, and Scenic Overlooks in the Town of Wayne: 1995	37
Chapter IV		
19	Existing Land Use in the Town of Wayne: 1995	40
20	Agricultural Lands in the Town of Wayne: 1995	43
Chapter V		
21	Existing Zoning in the Town of Wayne: May 1997	48
22	Shoreland Zoning for the Town of Wayne: 1985	50
Chapter VII		
23	Recommended Land Use Plan for the Town of Wayne: 2020	60

(This page intentionally left blank)

Chapter I

INTRODUCTION

Section 60.10(2)(c) of the Wisconsin Statutes provides that town boards may adopt village powers and thereby exercise the comprehensive planning powers delegated to cities and villages under Sections 62.23 and 61.35 of the statutes. The Town of Wayne adopted such powers on April 2, 1983.

The city planning enabling act, as set forth in Section 62.23 of the Wisconsin Statutes, provides for the creation of municipal plan commissions and charges those commissions with the responsibility of creating and adopting a "master," or comprehensive, plan for the physical development of the municipality. As set forth in the Wisconsin Statutes, the scope and content of the comprehensive plan is very broad, extending to all aspects of the physical development of a community. The statutes indicate that the plan shall be prepared for the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as fostering efficiency and economy in the process of development.

In August 1996, the Town of Wayne requested that the Southeastern Wisconsin Regional Planning Commission assist the Town Plan Commission in the development of a land use plan for the Town. The plan, while primarily intended to help guide and shape local land use decisions, is also intended to carry pertinent regional plan elements into greater depth and detail as necessary for sound community development. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use development in the Town, including the preparation of projections of the possible range of future population and economic activity levels within the Town; inventories of the natural resource base and existing land uses of the Town; an inventory of existing local plan implementation devices; the formulation of a set of recommended land use development objectives for the Town; analyses of the inventory findings; and the preparation of a land

use plan which best meets the Town objectives. The plan, when adopted by the Town Plan Commission and the Town Board, is intended to serve as a guide to Town officials in making development decisions within the Town. The planning effort also included a review of existing plan implementation measures and devices needed to help carry out the recommended plan over time, with particular emphasis upon any needed revisions to the Town zoning and land subdivision control ordinances.

THE PLANNING AREA

The planning area consists of the Town of Wayne, located in the northwestern portion of Washington County, and is defined for the purposes of the land use planning effort as U. S. Public Land Survey Township 12 North, Range 18 East. The delineated planning area, as shown on Map 1, encompasses an area of approximately 36 square miles.

The Town is bounded on the west by the Town of Theresa in Dodge County; on the north by the Town of Ashford in Fond du Lac County; on the east by the Towns of Kewaskum and Barton; and on the south by the Town of Addison.

EARLY TOWN HISTORY

The year 1836 marked the completion of the U. S. Public Land Survey of the area that included the Town of Wayne and Washington County. Established by an act of the Continental Congress in 1785, the U. S. Public Land Survey formed an important basis for defining county and local government civil division boundaries and stands today as the basis for all division of land and for all real-property-boundary descriptions in the area. The Survey permitted the transfer of the ownership of land from the government to private citizens and was essential for European settlement and private development of the area.

On June 8, 1846, the first European settler in the Town, Alexander Stow, laid claim to 80 acres in Section 31. In the autumn of that year, other European settlers began establishing themselves in the Town. On March 11, 1848,

LOCATION OF THE TOWN OF WAYNE IN SOUTHEASTERN WISCONSIN



the Town of Wayne was created. During the late 1840s, the Town was inhabited predominantly by settlers of Irish descent. This lasted until the latter part of the 19th century, at which time a significant number of settlers of German descent moved to the area and bought out most of the early Irish settlers. By 1881, the population of the Town was described as "seven-eighths German in birth or immediate descent."

Originally covered by a dense hardwood forest of oak, elm, linden, and butternut trees, many of the rolling hills of the Town were cleared for farming during the late 1800s. Predominant crops during this period included wheat, corn, oats, barley, rye, potatoes, and apples. The clearing of forest land also made timber a major crop during this period.

Several hamlet communities were created in the Town during the second half of the 1800s. The two most prominent were Kohlsville and Wayne Center, also known simply as Wayne. Located in the southeastern part of the Town along the Kohlsville River at the intersection of roads now known as CTH W and CTH D, Kohlsville thrived from the mid-1870s through the early 1920s. The hamlet was a focal point for Town residents, and included a wide variety of businesses and services, including a general store, hotel, post office, firehouse, blacksmith shop, sawmill, shoemaker's shop, doctor's office, wagon shop, meat market, carpenter's shop, saloon, dance hall, and photographer's studio. Just three miles north, at the intersection of roads now known as CTH W and CTH H, Wayne Center was equally vibrant during this period. It boasted many of the same types of businesses and services as did Kohlsville, but also was home to the Town's first cheese factory.

Unlike the neighboring communities of Kewaskum and West Bend, Kohlsville and Wayne Center did not have direct access to major transportation corridors or railway service, a major factor in the success of a commercial center. As a result, while communities such as Kewaskum and West Bend thrived, Kohlsville and Wayne Center both experienced significant economic stagnation and decline during the period from the early 1900s to the mid-1900s. Although both hamlets lost economic prominence during this period, the agricultural base of the Town continued to prosper.

Table 1 in Chapter II of this report sets forth resident population levels of the Town from 1850 to 1997. Map 2 shows the pattern of historical urban development in the Town from 1920 to 1995.

PLANNING CONSIDERATIONS

Sound planning practice dictates that local plans be prepared within the framework of broader, areawide plans. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Washington County and the Town of Wayne. The Commission, since its creation in 1960, has prepared advisory plans for the physical development of the Region through the systematic formulation of those elements of such plans most important to the units and agencies of government operating within the Region.

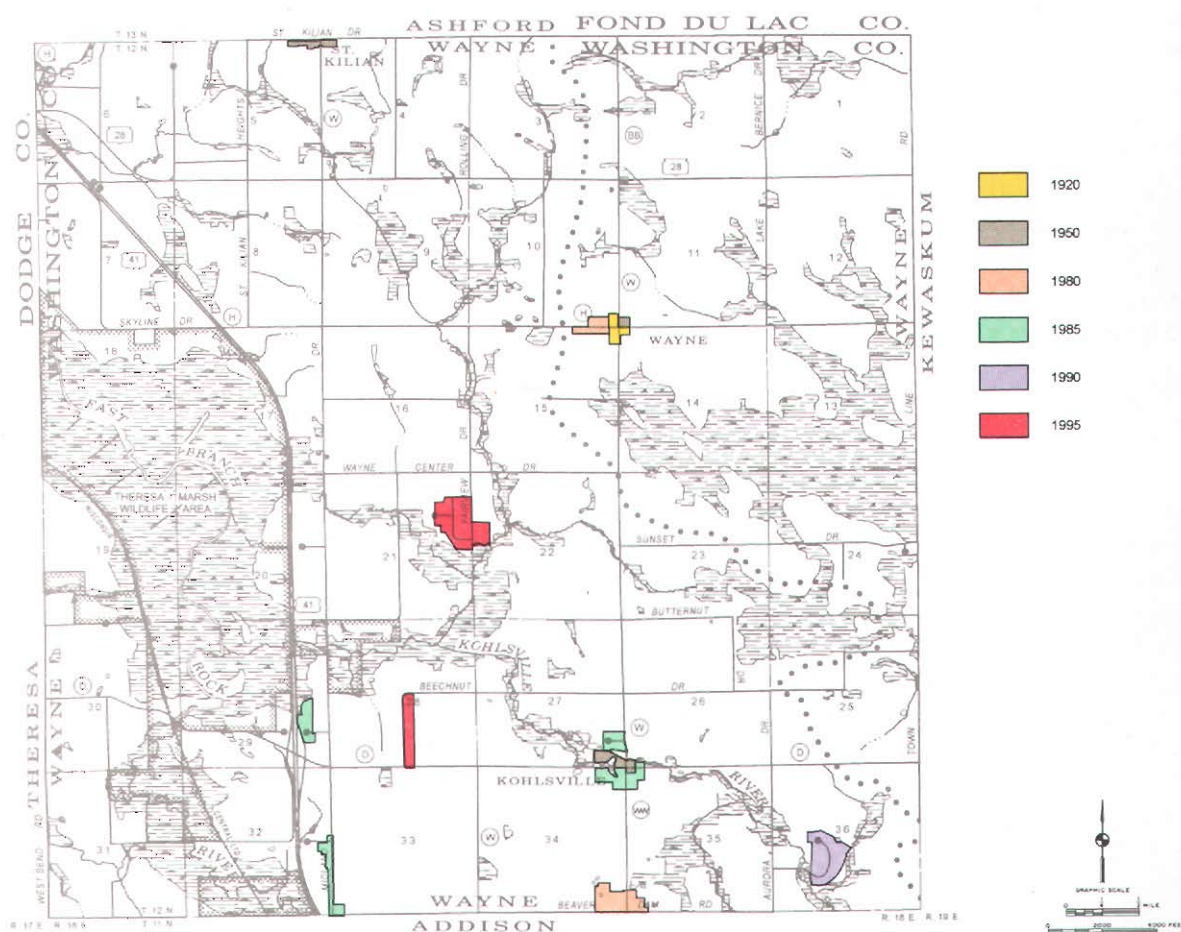
While always advisory in nature to the government agencies concerned and to private-sector interests, this framework of regional plan elements is intended to serve as a basis for the preparation of more detailed county and local government plans, and is intended to influence both public- and private-sector decision making with respect to development matters. An understanding of pertinent recommendations contained in regional, county, and local plans, as described below, is therefore important to the proper preparation of a land use plan for the Town of Wayne.

Regional Land Use Plan

The year 2010 regional land use plan, as documented in SEWRPC Planning Report No. 40, *A Regional Land Use Plan for Southeastern Wisconsin—2010*, January 1992, provides recommendations regarding the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region. Particularly pertinent to the preparation of a land use plan for the Town of Wayne are the recommendations for the preservation of primary environmental corridors and agricultural lands of the Region, and for the encouragement of a more compact pattern of urban development. The regional plan recommends that urban development be encouraged to occur contiguous to and outward from the existing urban centers of the Region in areas which are covered by soils suitable for such use; which are not subject to hazards, such as flooding; and which can be readily and efficiently served by such essential urban facilities as public sanitary sewerage and water supply. These important recommendations of the year 2010 regional land use plan provided the basic framework around which a Town-level land use plan could be developed.

Map 2

HISTORICAL URBAN GROWTH IN THE TOWN OF WAYNE: 1920-1995



Source: SEWRPC.

As this land use plan for the Town of Wayne was being prepared, an update of the year 2010 regional land use plan was expected to be completed. This regional plan update will provide revised land use recommendations based upon population, housing, and employment forecasts through the year 2020. The 2020 forecasts will be utilized in the development of the land use plan for the Town of Wayne. The year 2010 regional land use plan, as related to the Town of Wayne, is shown on Map 3.

Natural Areas and Critical Species Habitat Plan

A protection and management plan for known natural areas and critical species habitat within the Southeastern Wisconsin Region is set forth in SEWRPC Planning Report No. 42, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997. This plan is intended to provide local communities with guidelines for

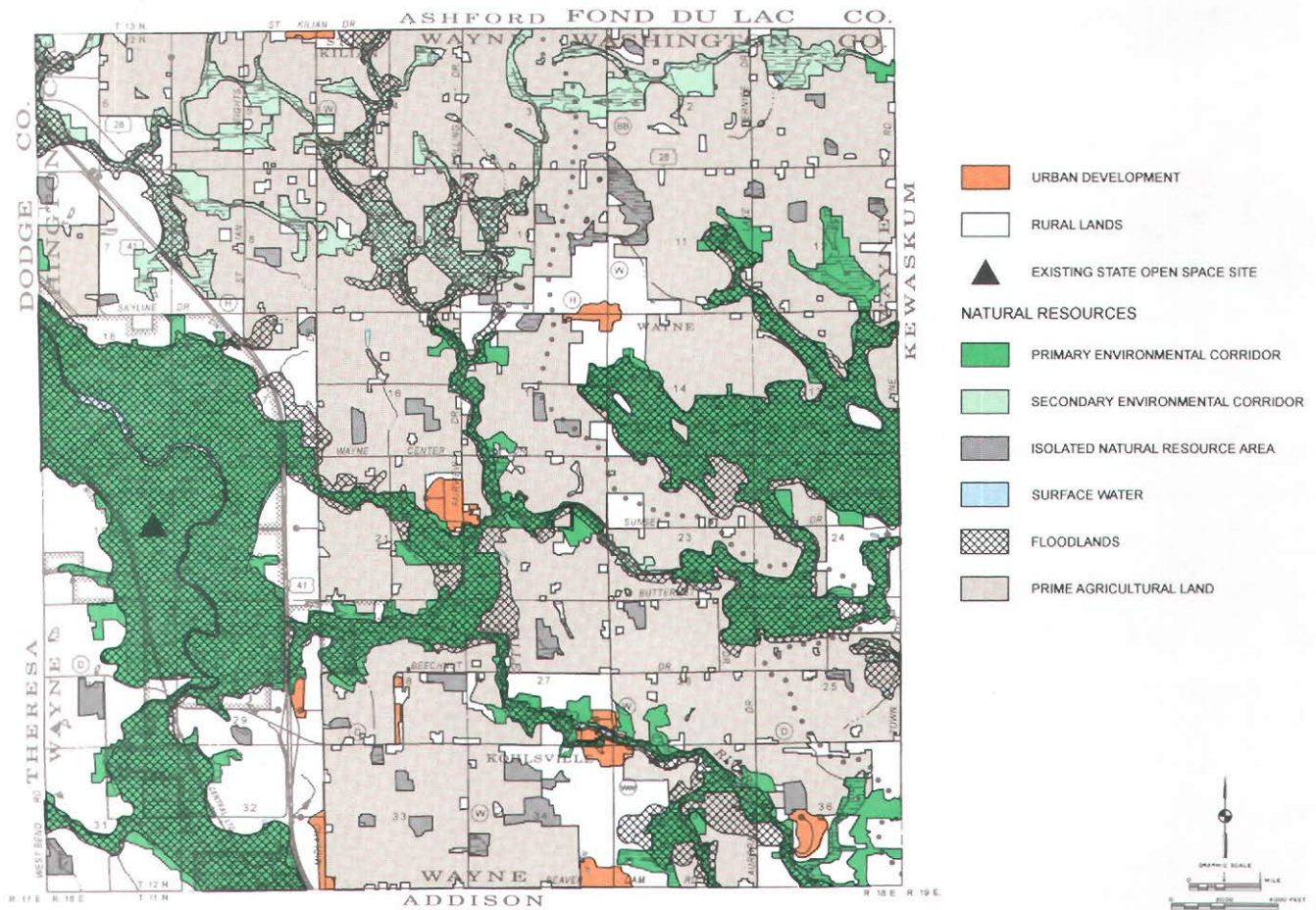
protecting areas identified as natural areas and/or critical species habitat. The designated natural areas within the Town, which incorporate most critical species habitat in the Town, are described in Chapter III of this report and are delineated on Map 15 in Chapter III.

Regional Transportation System Plan

The year 2010 regional transportation system plan, presented in SEWRPC Planning Report No. 41, *A Regional Transportation System Plan for Southeastern Wisconsin: 2010*, December 1994, provides recommendations as to how the year 2010 regional land use plan can best be served by arterial streets and highways, and by transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2010, together with a functional network of various types of transit lines. The regional transportation system plan was developed on

Map 3

ADOPTED YEAR 2010 REGIONAL LAND USE PLAN AND WASHINGTON COUNTY
PARK AND OPEN SPACE PLAN AS RELATED TO THE TOWN OF WAYNE



Source: SEWRPC.

the basis of careful quantitative analyses of existing and probable future traffic movements within the Region, and of existing highway and transit system capacity and use. The year 2010 regional transportation system plan, as related to the Town of Wayne, is shown on Map 4.

As this land use plan for the Town of Wayne was being prepared, an update of the year 2010 regional transportation system plan to a plan design year of 2020 was expected to be completed. The transportation system recommendations of this updated plan, as related to the Town of Wayne, will be considered during the preparation of the land use plan for the Town.

Washington County Public Transit System Plan

The Washington County public transit system plan, presented in SEWRPC Community Assistance Planning

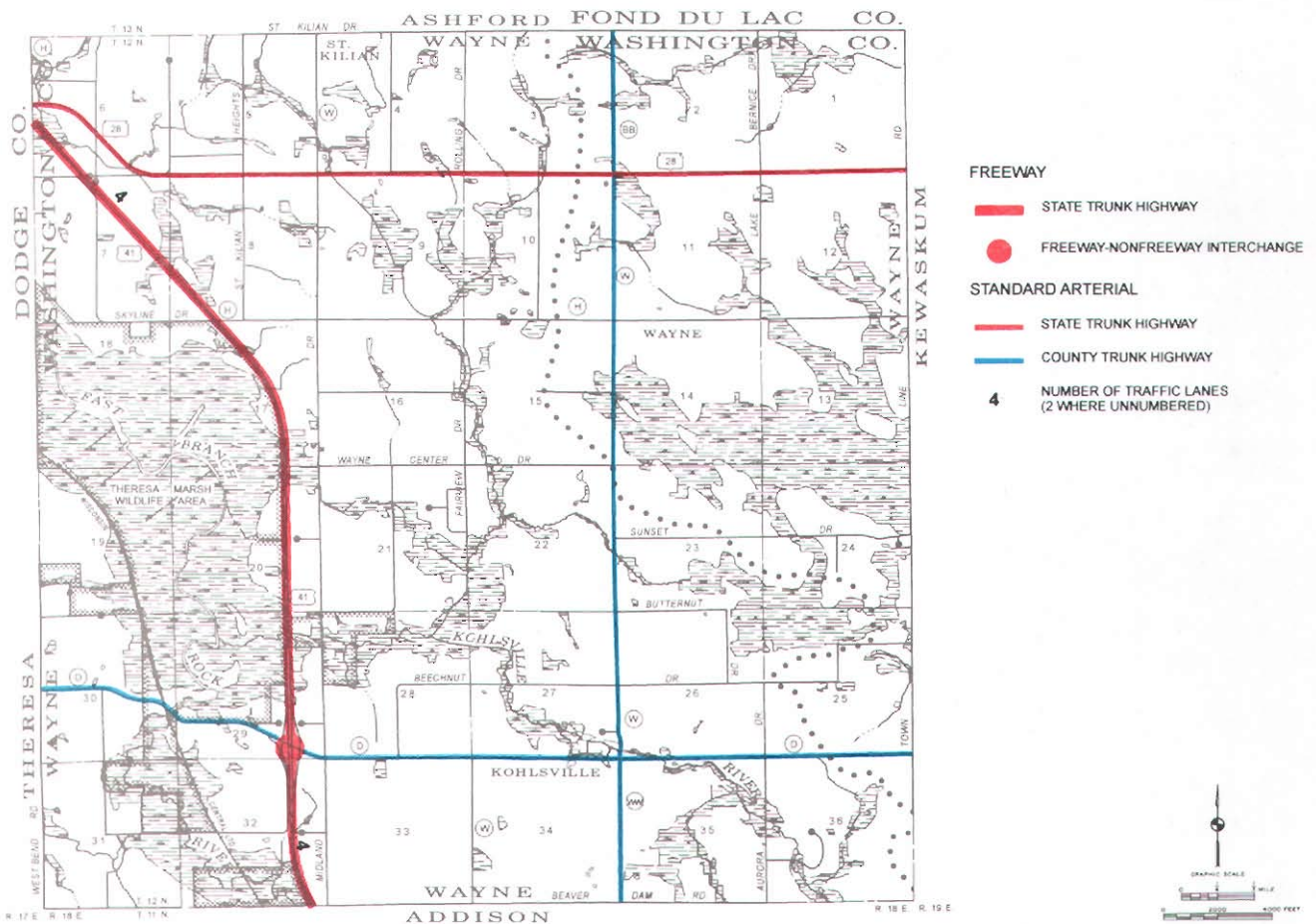
Report No. 223, *A Public Transit Service Plan for Washington County: 1998-2002*, November 1996, provides recommendations regarding transit service for Washington County. The plan includes a local transit service element that recommends the provision of shared-ride taxicab service throughout the rural areas of the County, including the Town of Wayne. The plan also recommends the provision of specialized taxicab service throughout the County for residents who are physically or developmentally disabled and are therefore unable to gain access to regular shared-ride taxicab service.

Park and Open Space Plan

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000*, November 1977,

Map 4

ADOPTED YEAR 2010 REGIONAL TRANSPORTATION SYSTEM PLAN AS RELATED TO THE TOWN OF WAYNE



Source: SEWRPC.

identifies existing and probable future park and open space needs within the Region and recommends a system of large regional resource-oriented parks, recreational corridors, and smaller urban parks, together with their attendant recreational facility requirements, to meet these needs. That portion of the regional plan that applies to Washington County, including the Town of Wayne, was refined and detailed in 1989 by the Regional Planning Commission at the request of the Washington County Board. The resulting park and open space plan for the County is documented in SEWRPC Community Assistance Planning Report No. 136, *A Park and Open Space Plan for Washington County*, March 1989. As this land use plan for the Town of Wayne was being prepared, an update of the Washington County park and open space plan was being completed. This plan update will be utilized in the development of park and

open space recommendations related to the land use plan for the Town.

The Washington County park and open space plan adopted in 1989, as related to the Town of Wayne, is shown on Map 3.

Agricultural Preservation Plan

In 1981, the Washington County Board adopted a farmland preservation plan prepared by Stockham & Vandewalle of Madison, Wisconsin, and documented in a report titled *Farmland Preservation Plan, Washington County, Wisconsin*. The plan is intended to serve as a guide to the preservation of agricultural lands in Washington County. This plan was prepared partially in response to the increasing public concern over the rapid conversion of farmland to urban use and to the requirements of the

Wisconsin Farmland Preservation Act. The Wisconsin Legislature enacted this legislation in 1977 to encourage the preparation of county farmland preservation plans and to provide State income-tax credits for the maintenance of farmlands in delineated preservation areas. Ultimately, only those farmers owning lands within delineated prime agricultural areas zoned for exclusive agricultural use, and, in Southeastern Wisconsin, in an area for which a farmland preservation plan has been prepared, as in this case, are eligible for the full State income-tax credits provided for under the law. The Washington County plan further recommends the protection of environmentally significant areas, and includes recommendations regarding the location and intensity of urban development within the County through the year 2000. The plan report also presents recommendations for implementation of the farmland preservation plan. The Washington County farmland preservation plan, as related to the Town of Wayne, is shown on Map 5.

In 1985, the Washington County Board requested that the Regional Planning Commission assist in preparing a plan to help abate cropland soil erosion and to comply with the erosion control planning requirements of Section 92.10 of the Wisconsin Statutes. The resulting plan is documented in SEWRPC Community Assistance Planning Report No. 170, *Washington County Agricultural Soil Erosion Control Plan*, March 1989. As part of the planning process, agricultural soil erosion control problems were identified and erosion control priority ratings were developed for each U. S. Public Land Survey section in the County. The plan describes available soil erosion control practices, such as conservation tillage, contouring, terraces, and permanent vegetative cover, and identifies farm conservation planning activities needed to implement the recommended control practices.

Town of Wayne Visioning Meeting and Community Survey

In order to assist in defining and assessing the attitudes of the residents of the Town with respect to land use planning-related issues, the Town of Wayne conducted a visioning meeting and community survey of Town property owners in the autumn of 1996. The meeting and survey were conducted by the University of Wisconsin-Extension staff in Washington County. The visioning meeting allowed property owners in the Town the opportunity to share their visions of what the Town should look like in the future. The survey, which was more comprehensive, addressed such issues as resident perceptions concerning acceptable land uses in the Town, the importance of natural resource preservation, satisfaction with services provided in the Town, and what

residents liked most and least about living in the Town. Further discussion of the results of the visioning meeting and survey is presented in Chapter VI of this report.

THE COMMUNITY COMPREHENSIVE PLANNING PROCESS

The recommended plan presented in this report was developed through a planning process consisting of the following six steps: 1) a comprehensive inventory of the factors affecting land use development in the Town; 2) an analysis of the inventory data; 3) the formulation of land use development objectives; 4) the identification of land use and related facility needs in the Town through the year 2020; 5) the development, review, refinement, and adoption of the recommended plan; and 6) the development of plan implementation measures. The active participation of citizens and local officials during the planning process is essential for the process to succeed. It is also important, as part of the planning process, to reevaluate prior plans in light of new information and changing public attitudes and opinions.

Inventory and Analysis

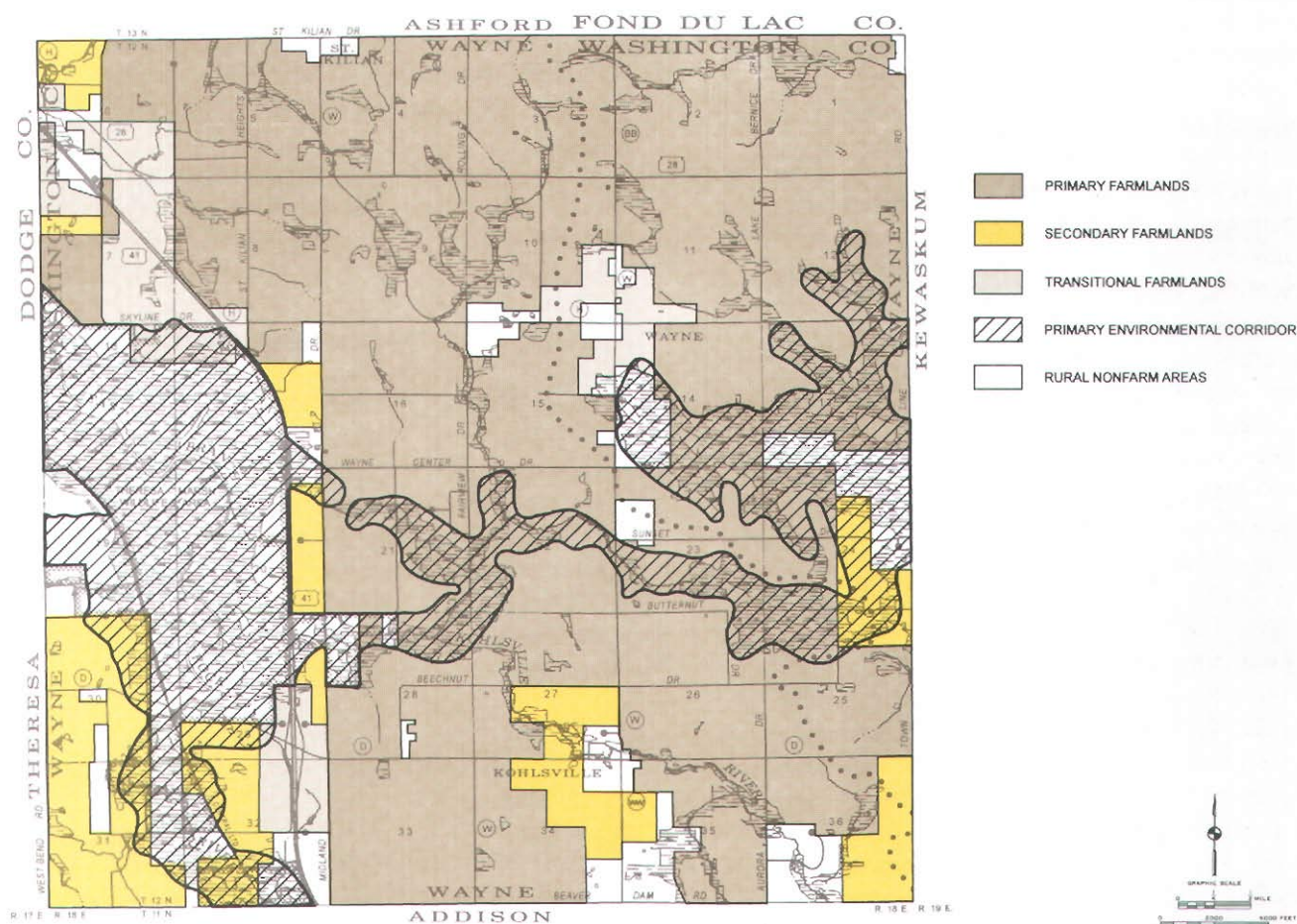
Reliable planning data are essential for the formulation of workable land use plans. Consequently, inventory becomes the first operational step in the planning process. The crucial nature of factual information in the process should be evident, since no reliable forecasts can be made or alternative courses of action evaluated without knowledge of the current state of the system being planned. Development of the land use plan for the Town was based on the existing development pattern; the potential demand for each of the various major land use categories; local land use development potentials and constraints; and the underlying natural resource base and its ability to support development. The necessary inventories and analyses not only provide data describing the existing conditions, but also provide a basis for identifying existing and potential problems in the planning area and opportunities for development. The inventory data are also crucial to forecasting community land use and facility needs, and formulating and evaluating a land use plan..

Formulation of Development Objectives

An objective is defined as a goal or end toward which the attainment of plans and policies are directed. Planning is a rational process for formulating and attaining objectives. The objectives serve as a guide to the preparation of the plan and provide an important basis for the evaluation of

Map 5

ADOPTED WASHINGTON COUNTY FARMLAND PRESERVATION PLAN AS RELATED TO THE TOWN OF WAYNE



Source: Washington County and SEWRPC.

the plan. The community plan should be clearly related to the defined objectives. The formulation of objectives should involve the active participation of local officials and other knowledgeable and concerned citizens. The Town Plan Commission, which includes both key elected and appointed local officials and citizen members, provided active guidance to the technical staff engaged in the planning process.

Identification of Community Land Use and Facility Requirements

Although the preparation of forecasts is not planning, a land use plan must, to the extent possible, anticipate future land and facility requirements as a basis for the development of a land use plan. The future demand for land use will depend primarily upon the size of the future resident population and the nature of future economic activity in the Town. Control of changes in population and employment levels, however, lies largely,

although not entirely, outside the scope of government activity at the local level. Therefore, future population and economic activity levels must be forecast. These forecast levels are then used to determine the probable future demand for various types of land uses and facilities. This is not to say that governmental policies at the local level cannot influence the course of urban growth and development, and, consequently, of population and economic activity growth rates.

Development, Review, Refinement, and Adoption of a Recommended Plan

Once the probable future demand for a variety of land uses and facilities has been estimated, a plan which meets probable land use demands can be developed. The plan should be evaluated based upon its relative ability to attain the agreed-upon development objectives. The review, refinement, and adoption of the recommended plan should be undertaken by the Town Plan Commission

based on information obtained during all stages of the planning process.

Plan Implementation

Implementation of the adopted land use plan requires the use of several planning tools of a legal nature. A zoning ordinance and accompanying zoning district map should be used to legally assure that private development will occur in conformance with the adopted plan. The zoning regulations should govern not only the types of land uses permitted in various parts of the community, but the height and arrangement of buildings on the land and the intensity of the use of land as well. Land division regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the adopted plan with respect both to proposed land uses to be accommodated and to such details as street, block, and lot layout and required infrastructure improvements. An official map may be used to assure that the land required for the streets, parkways, and parks needed to serve the recommended land use pattern

is reserved for future public use. Implementation of the plan should also be furthered by the formulation of public policies that promote and ensure plan implementation. A capital improvements program is one particularly effective expression of such policies relating to the physical development and redevelopment of the community.

SUMMARY

This chapter has served as an introduction to the land use plan and planning process for the Town of Wayne. It has cited the Wisconsin laws which authorize the Town to engage in land use planning; described the location of the Town in a broader geographic setting; indicated that the Southeastern Wisconsin Regional Planning Commission and Washington County have set forth comprehensive, areawide plan elements and land use control policies having important implications for any local planning effort; described a community survey and visioning process; and outlined each of the steps followed in the Town land use planning process.

(This page intentionally left blank)

Chapter II

POPULATION, HOUSING, AND EMPLOYMENT CHARACTERISTICS

In order to prepare a sound land use plan for the Town of Wayne, pertinent characteristics of the resident population, housing, and employment base must be analyzed. By identifying key trends related to these data, an insight into the future land use needs of the community may be obtained.

This chapter presents nine specific statistical sets: historical population levels, educational attainment levels, household and family income levels, historical numbers of households, housing stock characteristics, owner-occupied housing values, historical employment levels, work force composition, and occupational characteristics. Comparisons between the Town, Washington County, and the Southeastern Wisconsin Region are presented as appropriate.

POPULATION

Population Trends

Historical population levels for the Region, County, and Town are set forth in Table 1. As shown, all three geographic areas experienced an increase in resident population during the 1970-to-1997 time period. The County experienced the fastest growth rate, with an increase of about 73 percent. The regional population grew at a much slower rate during the 1970-to-1997 time period, increasing by approximately 8 percent during that period. The Town, while experiencing a decrease in population during the 1980-to-1990 time period, experienced an overall population increase of nearly 28 percent from 1970 to 1997. During this period, the resident population of the Town increased by 335 residents, from 1,214 in 1970 to 1,549 in 1997. This increase is of particular note, however, since prior to 1970 the Town had generally been experiencing continuous losses in population dating back to 1870.

Educational Attainment

The level of educational attainment is an indicator of earning potential, which, in turn, influences such important choices as housing location, type, and size. Table 2 compares the educational attainment of Town residents with that of the residents of the County and the Region. Approximately 74 percent of Town residents 25 years of

age or older, or 611 persons, had a high-school or higher level of education in 1990. This percentage is only slightly lower than the corresponding percentages for the populations of the County and the Region, where 81 percent and 79 percent of the populations, respectively, had attained this level of education.

Household and Family Income¹

The 1989 annual income levels in the Region, County, and Town are set forth in Table 3. For comparison purposes, both the mean and median incomes are presented. The median income level is found by listing, in a sequential order, the annual incomes of every household or family and selecting the value in the middle of the list. This middle value is generally used in summarizing income data because the mean value can be inordinately affected by a relatively small number of households or families at the extreme high or low end of the income range.

A comparison of income levels among the three geographic areas indicates that the 1989 annual median incomes for families and for households in the Town were somewhat lower than those in the County. In comparison to the Region, household incomes in the Town were significantly higher, while family incomes were slightly lower. The 1989 median annual household income in the Town of Wayne was \$36,136; in Washington County, \$38,431; and in the Region, \$32,146.

HOUSEHOLDS

Household Trends

Trends in the number of households in the Region, County, and Town are set forth in Table 4. Significant growth in the number of households was experienced in each geographic area during the period from 1970 to 1990.

¹Households include persons who live alone; unrelated persons who live together, such as college roommates; and families. Persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, and college dormitories. Families are essentially related persons who live together.

Table 1

POPULATION LEVELS IN THE REGION, WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1850-1997

Year	Region		Washington County		Town of Wayne	
	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period
1850	113,389	--	19,485	--	672	--
1860 ^a	190,409	67.9	23,622	21.2	1,630	142.6
1870	223,546	17.4	23,919	1.3	1,710	4.9
1880	277,119	24.0	23,442	-2.0	1,594	-6.8
1890	386,774	39.6	22,751	-2.9	1,471	-7.7
1900	501,808	29.7	23,589	3.7	1,391	-5.4
1910	631,161	25.8	23,784	0.8	1,239	-10.9
1920	783,681	24.2	25,713	8.1	1,150	-7.2
1930	1,006,118	28.4	26,551	3.3	1,066	-7.3
1940	1,067,699	6.1	28,430	7.1	1,055	-1.0
1950	1,240,618	16.2	33,902	19.2	1,128	6.9
1960	1,573,614	26.8	46,119	36.0	1,081	-4.2
1970	1,756,083	11.6	63,839	38.4	1,214	12.3
1980	1,764,796	0.5	84,848	32.9	1,471	21.2
1990	1,810,364	2.6	95,328	12.4	1,374	-6.6
1997 ^b	1,899,285	4.9	110,629	16.1	1,549	12.7

^aIn 1853, seven towns (Belgium, Cedarburg, Fredonia, Grafton, Mequon, Port Washington, and Saukville) and the Village of Port Washington, then in Washington County and which contained a resident population of 8,281 persons in 1850, were detached from the remainder of Washington County to form Ozaukee County.

^bWisconsin Department of Administration estimates.

Source: U. S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

Table 2

EDUCATIONAL ATTAINMENT OF PERSONS 25 YEARS OF AGE AND OLDER
IN THE REGION, WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1990

Highest Educational Level Attained	Region		Washington County		Town of Wayne	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less Than 9th Grade	87,026	7.6	5,285	8.9	127	15.3
9th to 12th Grade, No Diploma	154,773	13.4	5,833	9.8	90	10.9
High-School Diploma (includes GED) ...	378,384	32.9	23,813	39.9	399	48.2
Some College, No Degree	222,708	19.3	10,715	18.0	103	12.4
Associate Degree	77,221	6.7	4,459	7.5	37	4.5
Bachelor's Degree	159,775	13.9	7,086	11.9	49	5.9
Graduate Degree	71,258	6.2	2,392	4.0	23	2.8
Total	1,151,145	100.0	59,583	100.0	828	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 3

**HOUSEHOLD AND FAMILY INCOME IN THE REGION,
WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1989**

Range	Region				Washington County				Town of Wayne			
	Households		Families		Households		Families		Households		Families	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less Than \$5,000	24,879	3.7	11,757	2.5	442	1.3	207	0.8	12	2.9	10	2.8
\$5,000 to \$9,999	63,191	9.2	26,032	5.5	1,650	5.0	492	1.9	18	4.3	5	1.4
\$10,000 to \$12,499	29,465	4.4	13,128	2.8	961	2.9	407	1.6	13	3.1	10	2.8
\$12,500 to \$14,999	26,147	3.9	12,932	2.7	993	3.0	515	2.0	8	1.9	5	1.4
\$15,000 to \$17,499	29,003	4.3	15,821	3.3	1,132	3.4	618	2.4	14	3.3	12	3.4
\$17,500 to \$19,999	27,707	4.1	15,741	3.3	997	3.0	672	2.6	10	2.4	6	1.7
\$20,000 to \$22,499	30,503	4.5	17,930	3.8	1,345	4.1	974	3.8	14	3.3	12	3.4
\$22,500 to \$24,999	26,473	3.9	17,313	3.7	1,219	3.7	854	3.3	24	5.7	16	4.5
\$25,000 to \$27,499	30,020	4.4	19,757	4.2	1,448	4.4	1,067	4.1	23	5.5	19	5.3
\$27,500 to \$29,999	24,880	3.7	17,590	3.7	1,228	3.7	945	3.6	24	5.7	24	6.7
\$30,000 to \$32,499	30,327	4.5	21,487	4.5	1,630	5.0	1,315	5.1	22	5.2	15	4.2
\$32,500 to \$34,999	24,118	3.6	18,614	3.9	1,312	4.0	1,093	4.2	13	3.1	13	3.7
\$35,000 to \$37,499	27,610	4.1	20,837	4.4	1,556	4.7	1,343	5.2	33	7.9	29	8.1
\$37,500 to \$39,999	23,380	3.5	18,537	3.9	1,425	4.3	1,221	4.7	16	3.8	16	4.5
\$40,000 to \$42,499	27,513	4.1	22,056	4.7	1,691	5.1	1,400	5.4	22	5.2	22	6.2
\$42,500 to \$44,999	21,174	3.1	18,038	3.8	1,298	3.9	1,162	4.5	18	4.3	13	3.7
\$45,000 to \$47,499	22,261	3.3	18,788	4.0	1,519	4.6	1,349	5.2	18	4.3	18	5.1
\$47,500 to \$49,999	18,646	2.8	16,070	3.4	1,342	4.1	1,203	4.6	5	1.2	3	0.8
\$50,000 to \$54,999	34,933	5.1	30,624	6.5	2,204	6.7	2,102	8.1	22	5.2	27	7.6
\$55,000 to \$59,999	26,800	4.0	23,617	5.0	1,595	4.9	1,470	5.7	12	2.9	9	2.5
\$60,000 to \$74,999	52,685	7.7	47,097	10.0	3,130	9.5	2,905	11.2	41	9.8	41	11.5
\$75,000 to \$99,999	31,826	4.7	28,301	6.0	1,740	5.3	1,608	6.2	24	5.7	19	5.3
\$100,000 to \$124,999	10,308	1.5	9,347	2.0	574	1.7	548	2.1	4	1.0	4	1.1
\$125,000 to \$149,999	4,091	0.6	3,777	0.8	154	0.5	152	0.6	5	1.2	3	0.8
\$150,000 or Greater	8,653	1.3	7,755	1.6	302	0.9	292	1.1	5	1.2	5	1.4
Total	676,593	100.0	472,946	100.0	32,887	100.0	25,914	100.0	420	100.0	356	100.0
Mean Income	\$38,541	--	\$44,401	--	\$42,483	--	\$46,972	--	\$41,272	--	\$43,414	--
Median Income	\$32,146	--	\$38,516	--	\$38,431	--	\$42,204	--	\$36,136	--	\$37,813	--

Source: U. S. Bureau of the Census and SEWRPC.

Table 4

HOUSEHOLDS IN THE REGION, WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1960-1990

Year	Region			Washington County			Town of Wayne		
	Households	Change from Previous Time Period		Households	Change from Previous Time Period		Households	Change from Previous Time Period	
		Absolute	Percent		Absolute	Percent		Absolute	Percent
1960	465,913	--	--	12,532	--	--	260	--	--
1970	536,486	70,573	15.1	17,385	4,853	38.7	297	37	14.2
1980	627,955	91,469	17.0	26,716	9,331	53.7	409	112	37.7
1990	676,107	48,152	7.7	32,977	6,261	23.4	418	9	2.2

Source: U. S. Bureau of the Census and SEWRPC.

Table 5

**AVERAGE HOUSEHOLD SIZE IN THE REGION,
WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1960-1990**

Year	Region			Washington County			Town of Wayne		
	Persons per Household	Change from Previous Time Period		Persons per Household	Change from Previous Time Period		Persons per Household	Change from Previous Time Period	
		Absolute	Percent		Absolute	Percent		Absolute	Percent
1960	3.30	--	--	3.64	--	--	4.16	--	--
1970	3.20	-0.10	-3.0	3.63	-0.01	-0.3	4.09	-0.07	-1.7
1980	2.75	-0.45	-14.1	3.14	-0.49	-13.5	3.60	-0.49	-12.0
1990	2.62	-0.13	-4.7	2.86	-0.28	-8.9	3.29	-0.31	-8.6

Source: U. S. Bureau of the Census and SEWRPC.

During this period, the total number of households in the Region increased by approximately 26 percent, in the County by nearly 90 percent, and in the Town by nearly 41 percent.

Of the 158 households added in the Town between 1960 and 1990, 112 were added between 1970 and 1980. From 1980 to 1990, the Town experienced a net gain of only nine households, for a total of 418 households in 1990.

While the number of households in the Town increased between 1960 and 1990, the average household size there steadily decreased during that period, a trend seen throughout the Southeastern Wisconsin Region as well as Washington County. The decline in average household size reflects the fact that family sizes have become smaller and unmarried persons have increasingly tended to live away from relatives. In Wayne, the decline in average household size contributed to the population losses experienced during the 1980s. During that decade, the average household size in the Town decreased by nearly 9 percent, from 3.60 persons per household in 1980 to 3.29 persons per household in 1990 (see Table 5).

Housing Units

Housing characteristics for the Region, County, and Town are set forth in Table 6. Within the Town in 1990, there were a total of 433 housing units. Of this total, 418 units, or nearly 97 percent, were considered to be year-round residences. The remaining 15 units, or 3 percent, were considered to be vacant or occasional-use units.

Of the 418 year-round housing units in the Town, 362, or nearly 87 percent, were owner-occupied; the remaining 56 units, or 13 percent, were renter-occupied. As may be

expected because of the rural nature of the Town, the Town's proportion of renter-occupied units was smaller than the corresponding proportions in the Region and the County.

Residential-building-permit data collected for the period from 1990 to 1996 indicate that 102 building permits were issued for single-family housing units in the Town during that period.² While this represents a 24 percent increase over the 1990 total of 433 units, the data do not indicate whether the units were actually built, or whether other units in the Town had been moved from the Town or destroyed during the time period involved. As a result, the actual increase in housing units in the Town since 1990 may be less than the level of increase indicated by the building-permit activity alone.

Housing Values

Table 7 sets forth the value of specified owner-occupied housing units in 1990 in the Region, County, and Town. In each case, the value, as recorded by the U. S. Census, is the homeowner's estimate of what each respective property, house and lot, would bring on the market if it were sold. Value data for mobile homes and units on lots of 10 or more acres were excluded by the U. S. Census in this tabulation.

The mean value of specified owner-occupied housing units in the Town, \$75,094, was approximately \$15,500 lower than the corresponding mean value in the County

²Residential-building-permit data for the period from 1990 to 1996 were provided by the Allied Construction Employers' Association, Inc.

Table 6

**HOUSING CHARACTERISTICS OF THE REGION,
WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1990**

Characteristics	Region		Washington County		Town of Wayne	
	Number of Housing Units	Percent of Total	Number of Housing Units	Percent of Total	Number of Housing Units	Percent of Total
Year-Round Housing Units						
Owner-Occupied	414,049	57.7	24,383	70.9	362	83.6
Renter-Occupied	262,058	36.5	8,594	25.0	56	12.9
Vacant Housing Units						
Vacant, for Sale	3,830	0.5	125	0.4	3	0.7
Vacant, for Rent	12,615	1.8	241	0.7	0	0.0
Other Vacant ^a	24,623	3.4	1,039	3.0	12	2.8
Total	717,175	100.0	34,382	100.0	433	100.0

^aIncludes migratory and seasonal housing units.

Source: U. S. Bureau of the Census and SEWRPC.

Table 7

**VALUE OF SPECIFIED OWNER-OCCUPIED HOUSING UNITS
IN THE REGION, WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1990**

Range ^a	Region		Washington County		Town of Wayne	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less Than \$15,000	1,263	0.4	19	0.1	0	0.0
\$15,000 to \$19,999	1,506	0.4	13	0.1	3	1.6
\$20,000 to \$24,999	3,092	0.9	12	0.1	0	0.0
\$25,000 to \$29,999	4,548	1.3	35	0.2	2	1.1
\$30,000 to \$34,999	8,719	2.5	102	0.5	3	1.6
\$35,000 to \$39,999	11,952	3.5	93	0.5	4	2.1
\$40,000 to \$44,999	14,254	4.1	259	1.3	8	4.3
\$45,000 to \$49,999	17,887	5.2	539	2.8	9	4.8
\$50,000 to \$59,999	45,791	13.3	1,988	10.3	26	13.9
\$60,000 to \$74,999	72,105	20.9	4,362	22.6	52	27.8
\$75,000 to \$99,999	80,918	23.5	6,513	33.8	58	31.0
\$100,000 to \$124,999	36,619	10.6	2,793	14.5	12	6.4
\$125,000 to \$149,999	19,829	5.8	1,455	7.6	6	3.2
\$150,000 to \$174,999	9,248	2.7	498	2.6	0	0.0
\$175,000 to \$199,999	5,446	1.6	228	1.2	4	2.1
\$200,000 to \$249,999	5,393	1.6	268	1.4	0	0.0
\$250,000 to \$299,999	2,527	0.7	57	0.3	0	0.0
\$300,000 to \$399,999	2,195	0.6	20	0.1	0	0.0
\$400,000 to \$499,999	708	0.2	6	-- ^b	0	0.0
\$500,000 or Greater	638	0.2	9	-- ^b	0	0.0
Total	344,638	100.0	19,269	100.0	187	100.0
Mean Value	\$85,749	--	\$90,611	--	\$75,094	--

^aValue data for mobile homes and units on lots of 10 or more acres were excluded by the U. S. Census.

^bLess than 0.05 percent.

Source: U. S. Bureau of the Census and SEWRPC.

Table 8

**HISTORICAL EMPLOYMENT LEVELS IN THE REGION,
WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1970-1990**

Year	Region			Washington County			Town of Wayne		
	Employment	Change from Previous Time Period		Employment	Change from Previous Time Period		Employment	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent
1970	784,100	--	--	24,300	--	--	150	--	--
1980	945,200	161,100	20.5	35,000	10,700	44.0	230	80	53.3
1990	1,067,200	122,000	12.9	46,100	11,100	31.7	350	120	52.2

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

and approximately \$10,700 lower than the corresponding mean value in the Region. The data indicate that nearly 73 percent of owner-occupied housing units in the Town were valued at between \$50,000 and \$99,999. This compares to 67 percent and 58 percent valued in that range, respectively, in the County and the Region.

EMPLOYMENT

Employment Trends

Trends in job growth in the Region, County, and Town are set forth in Table 8. Employment levels set forth in that table are based upon the location of the job rather than the place of residence of the worker. In addition, the data do not indicate whether jobs are part-time or full-time.

As the table indicates, significant employment growth took place in the Town between 1970 and 1990, with employment there increasing by 200 jobs, or 133 percent, from approximately 150 jobs in 1970 to 350 jobs in 1990. During this same time period, the County experienced a gain in jobs of nearly 90 percent, and the Region experienced a gain in jobs of approximately 36 percent.

Occupational Characteristics

The number of employed persons 16 years of age or older in the Region, County, and Town in 1990 are set forth by class of worker in Table 9. In this data set, the numbers of employed persons are based upon the place of residence of the worker rather than the location of the job. As should be expected, the majority of workers in all three geographic areas are identified as private-sector wage and salary workers. Of particular note,

however, is the relatively large percentage—approximately 15 percent—of self-employed workers and unpaid family workers in the Town in 1990. This percentage is significantly greater than the corresponding percentages for the County and the Region, where less than 7 percent and less than 5 percent, respectively, of workers were identified as self-employed or unpaid family workers.

The high percentage of self-employed and unpaid family workers in the Town is likely attributable to the fact that Wayne has a strong agricultural base. Similarly, as shown in Table 10, the percentage of employed Town residents who work in the farming, forestry, and fishing occupations—nearly 13 percent—is significantly higher than the corresponding percentages for the County and the Region, where approximately 3 percent and 1 percent, respectively, of all employed residents 16 years of age or older were identified as working in those occupations.

While the agriculture industry has a significant effect on the local labor force, other occupational groups employed a larger percentage of Town residents in 1990. The precision production, craft, and repair occupational group and the machine operation, assembly, and inspection occupational group each employed approximately 17 percent of the Town's labor force. These percentages are at least slightly higher than the corresponding percentages for the County and Region. Conversely, the managerial and professional specialty occupational groups employed larger percentages of the County's and the Region's labor forces than was the case for the Town's labor force.

Table 9

**EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER BY CLASS OF WORKER
IN THE REGION, WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1990**

Class of Worker	Region		Washington County		Town of Wayne	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Private-Sector Wage and Salary Workers	739,155	83.7	43,030	85.2	573	77.3
Federal Government Workers	15,469	1.7	491	1.0	0	0.0
State Government Workers	16,486	1.9	638	1.3	23	3.1
Local Government Workers	69,574	7.9	3,053	6.0	33	4.4
Self-Employed Workers	39,608	4.5	3,031	6.0	95	12.8
Unpaid Family Workers	2,424	0.3	255	0.5	18	2.4
Total	882,716	100.0	50,498	100.0	742	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 10

**EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER BY OCCUPATION
IN THE REGION, WASHINGTON COUNTY, AND THE TOWN OF WAYNE: 1990**

Occupations	Region		Washington County		Town of Wayne	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty						
Executive, Administrative, and Managerial ...	103,680	11.7	5,399	10.7	41	5.5
Professional Specialty	122,673	13.9	5,582	11.1	53	7.1
Technical, Sales, and Administrative Support						
Technicians and Related Support	31,301	3.5	1,599	3.2	26	3.5
Sales	103,033	11.7	5,361	10.6	45	6.1
Administrative Support, Including Clerical ...	150,205	17.0	7,766	15.4	79	10.6
Service						
Private Household	1,758	0.2	108	0.2	2	0.3
Protective Service	12,724	1.4	430	0.9	0	0.0
Service, except Protective and Household	98,458	11.2	4,437	8.7	67	9.0
Farming, Forestry, and Fishing	9,288	1.1	1,383	2.7	95	12.8
Precision Production, Craft, and Repair	103,690	11.7	8,100	16.0	129	17.4
Operators, Fabricators, and Laborers						
Machine Operators, Assemblers, and Inspectors	80,106	9.1	6,367	12.6	126	17.0
Transportation and Material Moving	32,522	3.7	2,107	4.2	48	6.5
Handlers, Equipment Cleaners, Helpers, and Laborers	33,278	3.8	1,859	3.7	31	4.2
Total	882,716	100.0	50,498	100.0	742	100.0

Source: U. S. Bureau of the Census and SEWRPC.

SUMMARY

Inventory is the first operational step in the planning process. It is important that the planning area be properly described before recommendations that will invariably affect the future of that area are formulated. This chapter has presented an inventory of the Town of Wayne's demographic and employment base.

The Town has experienced steady growth in new households and jobs since 1970. Between 1990 and 1997, the Town population increased by approximately

13 percent, from 1,374 to 1,549 persons. Historical population, household, and employment data may help in determining the planned extent and intensity of future development.

Educational attainment levels, household and family income, and housing values are generally lower in the Town than in Washington County and the Southeastern Wisconsin Region. This, however, does not indicate that residents of the Town experience a lower quality of life than do residents in the County at large. These findings are reflective of the Town's agricultural base and rural character.

Chapter III

NATURAL RESOURCE BASE

The conservation and wise use of the natural resources of an area are vital to its sound development. The land use planning effort for the Town of Wayne recognizes that the natural resources of the Town are limited and that both urban and rural development need to be properly adjusted to the natural resource base to avoid serious environmental problems and to maintain resources for the future. This chapter presents the results of an inventory and analysis of the natural resource base of the Town.

Included in this chapter is definitive information regarding the Town's soil resources, topography, surface-water and water-related resources, designated natural areas, and open space sites. The environmentally sensitive natural resources described in this chapter—hydric soils, lakes, streams, floodlands, wetlands, woodlands, steep slopes, and wildlife habitat—generally occur in elongated areas of the landscape and are interdependent. The wise use and preservation of one resource is key to the continued existence of others. The areas of natural resource concentration have long been delineated by the Regional Planning Commission and have become widely known as environmental corridors. The environmental corridors encompass those areas in which concentrations of recreational, aesthetic, ecological, and cultural resources occur, and which therefore should be preserved and protected in essentially natural, open uses.

SOILS

Soil properties exert a strong influence on the manner in which people use land. Soils are an irreplaceable resource, and mounting pressures upon land are constantly making this resource more and more valuable. A need therefore exists in any planning effort to examine not only how land and soils are presently used, but also how they can be appropriately managed for future use.

The soil-based information presented in this chapter is based upon the Washington County soil survey report prepared by the U. S. Soil Conservation Service¹ under

a 1963 cooperative agreement with the Southeastern Wisconsin Regional Planning Commission. The soil survey data are kept current by the Commission, the latest revision being dated December 1991, and are definitive with respect to physical, chemical, and biological properties. The survey also includes interpretations of the soil properties for planning, engineering, agricultural, and resource conservation purposes.

Soil Suitability for Onsite Sewage Disposal Systems

As shown in Table 11 and on Map 6, approximately 18 square miles, or about 50 percent of the total area of the Town, are covered by soils unsuitable for the use of conventional onsite sewage disposal systems—septic tank systems. Such soils have low permeability rates, high or fluctuating water tables, high shrink-swell ratios, and/or may be located on steep slopes and be subject to flooding and surface ponding. The suitability of an additional approximately 16 square miles within the Town cannot be determined without detailed site inspections. Such inspections would likely reveal additional lands that have underlying soils unsuitable for the use of septic tank effluent absorption fields. As shown in Table 11, only approximately two square miles, or about 6 percent of the total area of the Town, can be definitively identified on the basis of the soil surveys as suitable for the use of septic tank sewage treatment and disposal systems.

Mound-type sewage disposal systems have been developed to increase the land area on which onsite sewage disposal systems may be developed. As shown in Table 11 and on Map 7, approximately 17 square miles, or about 47 percent of the total area of the Town, are likely to be suitable for the use of mound systems.

It should be noted that Maps 6 and 7 are intended to illustrate the overall pattern of soil suitability for onsite sewage disposal systems. Detailed site investigations based on the requirements of Chapter Comm 83 of the Wisconsin Administrative Code are necessary to determine if the soils on a specific parcel of land are suitable for development proposed to be served by onsite sewage disposal systems.

¹*Renamed the U. S. Natural Resources Conservation Service in 1996.*

Table 11

SOIL SUITABILITY FOR ONSITE SEWAGE DISPOSAL SYSTEMS IN THE TOWN OF WAYNE

Classification	Conventional Systems		Mound Systems	
	Square Miles	Percent of Total Area	Square Miles	Percent of Total Area
Suitable Land	2.3	6.4	16.9	47.3
Unsuitable Land	17.7	49.6	13.7	38.4
Undetermined Land	15.7	44.0	5.1	14.3
Other ^a	-- ^b	-- ^c	-- ^b	-- ^c
Total	35.7	100.0	35.7	100.0

^aIncludes 1) disturbed areas for which no soil survey data are available and 2) surface water.

^bLess than 0.05 square mile.

^cLess than 0.05 percent.

Source: SEWRPC.

Soil Suitability for Development with Public Sanitary Sewer Service

As shown on Map 8, approximately 16 square miles, or about 45 percent of the total area of the Town, are covered by soils that would have severe limitations with regard to residential development with public sanitary sewer service. Such areas may also be considered poorly suited for residential development of any kind. Urban development of these lands may be expected to result in failing foundations for buildings, roadways, walks, and parking areas; wet basements with excessive operation of sump pumps; excessive infiltration of clear water into sanitary sewerage systems; and drainage and flooding problems.

Soil Suitability for Agricultural Use

A soil classification system prepared by the U. S. Natural Resources Conservation Service classifies the agricultural capability of specific soil groupings based upon their general suitability for most kinds of farming. These groupings are based on the limitations of the soils, the risk of damage when used, and the way in which the soils respond to treatment. Table 12 sets forth a qualitative description of each soil capability class. As shown, Class I soils have few limitations, the widest range of uses, and the least risk of damage when used. The soils in the other classes have progressively greater natural limitations. Class VIII soils are so rough, shallow, or otherwise limited that they do not produce economically worthwhile yields of crops, forage, or wood products.

Much of the Town of Wayne is covered by soils which are well suited for the production of crops. Approximately 14 square miles, or about 40 percent of the total area of the Town, are covered by soil groupings identified as Class I and Class II—those soils that are best suited for agricultural production. An additional approximately six square miles may be classified as Class II soils dependent upon drainage capabilities. Map 9 delineates the agricultural capability classes of all soil groupings in the Town.

Potential Sand and Gravel Deposits

Sand and gravel deposits are an important economic resource that should be properly planned for whenever land is being considered for development. The regional soil survey provides an indication of the location of potential commercially workable sand and gravel deposits. The regional soil survey rates soil mapping units as “probable” and “improbable” sources of sand and gravel. The rating is intended only to show the probability of the presence of such material of suitable quality in workable quantities.

Approximately five square miles, or about 13 percent of the total area of the Town, are covered by soil mapping units that have been identified as probable sources of sand and gravel. As shown on Map 10, these areas occur primarily in the southeastern portion of the Town. Additional smaller deposits are located in the northern and the western portions of the Town.

TOPOGRAPHY AND WATERSHED FEATURES

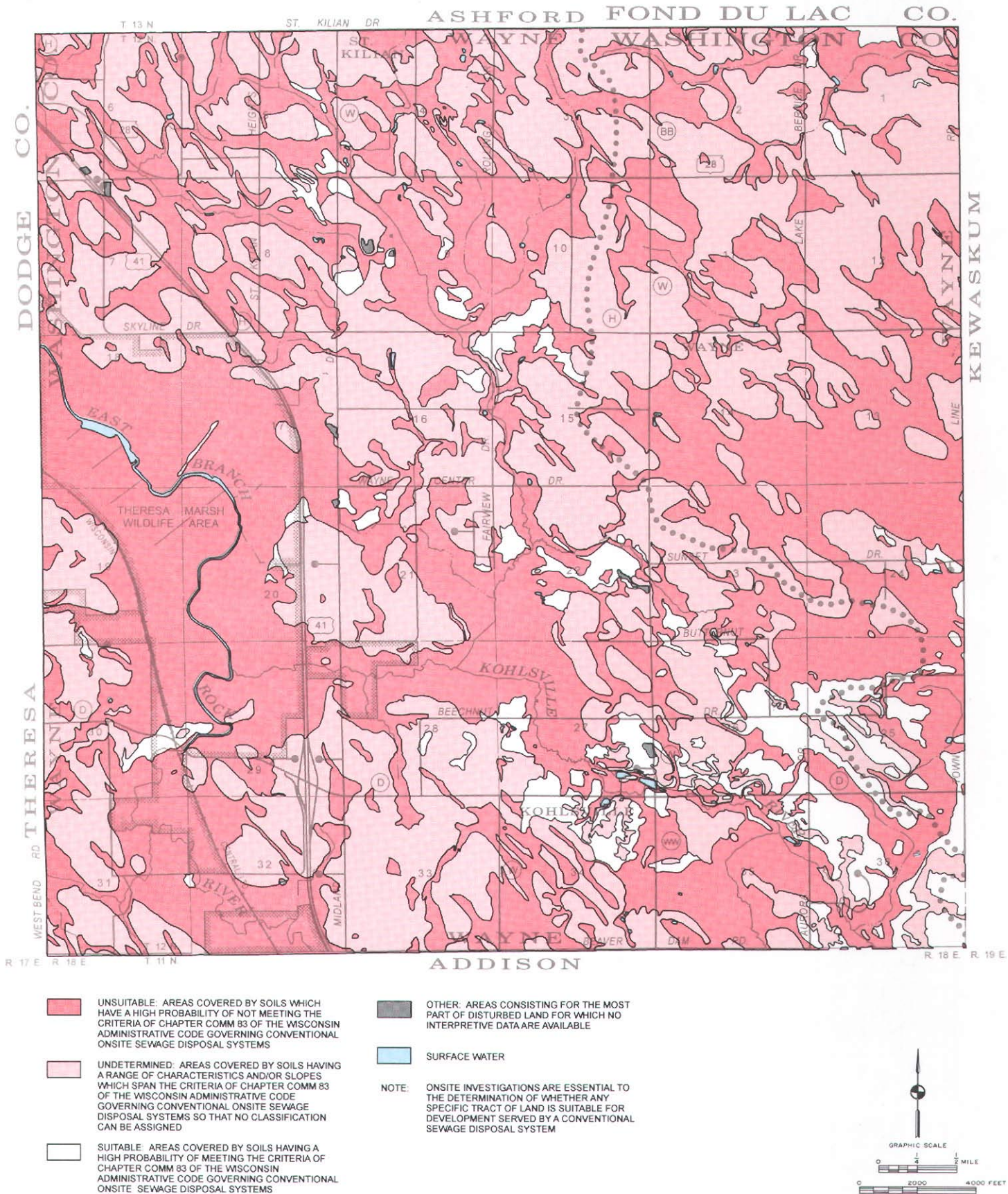
The topography, or relative elevation of the land surface, within the Town of Wayne has been determined by the configuration of the bedrock geology as well as overlying glacial deposits across the landscape. In general, the topography of the Town is characterized by rounded hills or groups of hills, ridges, broad undulating plains, and poorly drained wetlands.

Steep Slopes

Slope is an important determinant of practicable uses of land. Lands with steep slopes are generally poorly suited for urban development as well as for most agricultural purposes and therefore should be maintained in natural cover for erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasture uses, and for certain urban uses, such as uses involving carefully designed, truly rural-density residential developments. Lands which are gently sloping or nearly level are best suited to agricultural production and to high-density residential, industrial, or commercial

Map 6

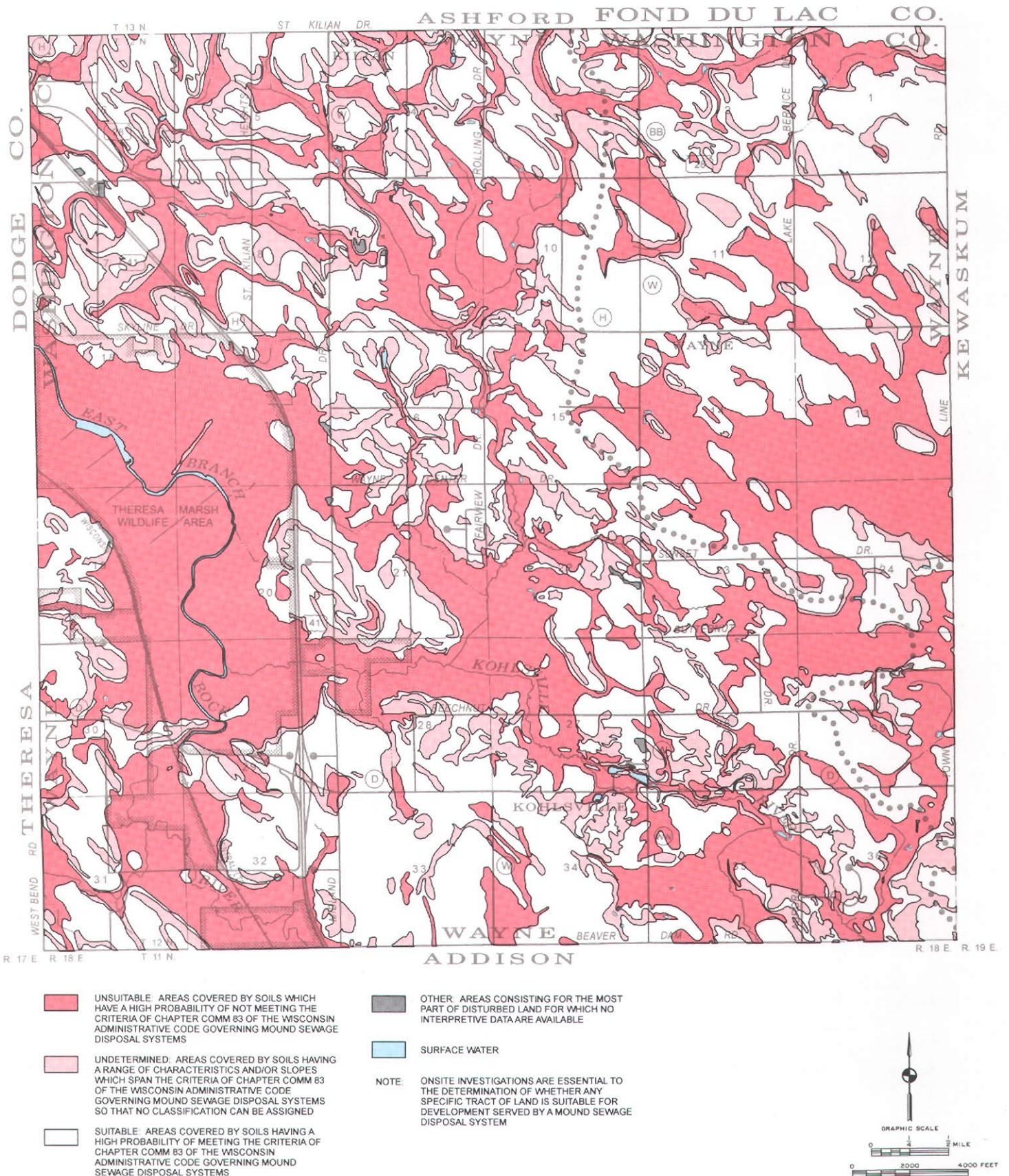
SUITABILITY OF SOILS FOR CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEMS IN THE TOWN OF WAYNE



Source: U. S. Natural Resources Conservation Service, Wisconsin Department of Commerce, and SEWRPC.

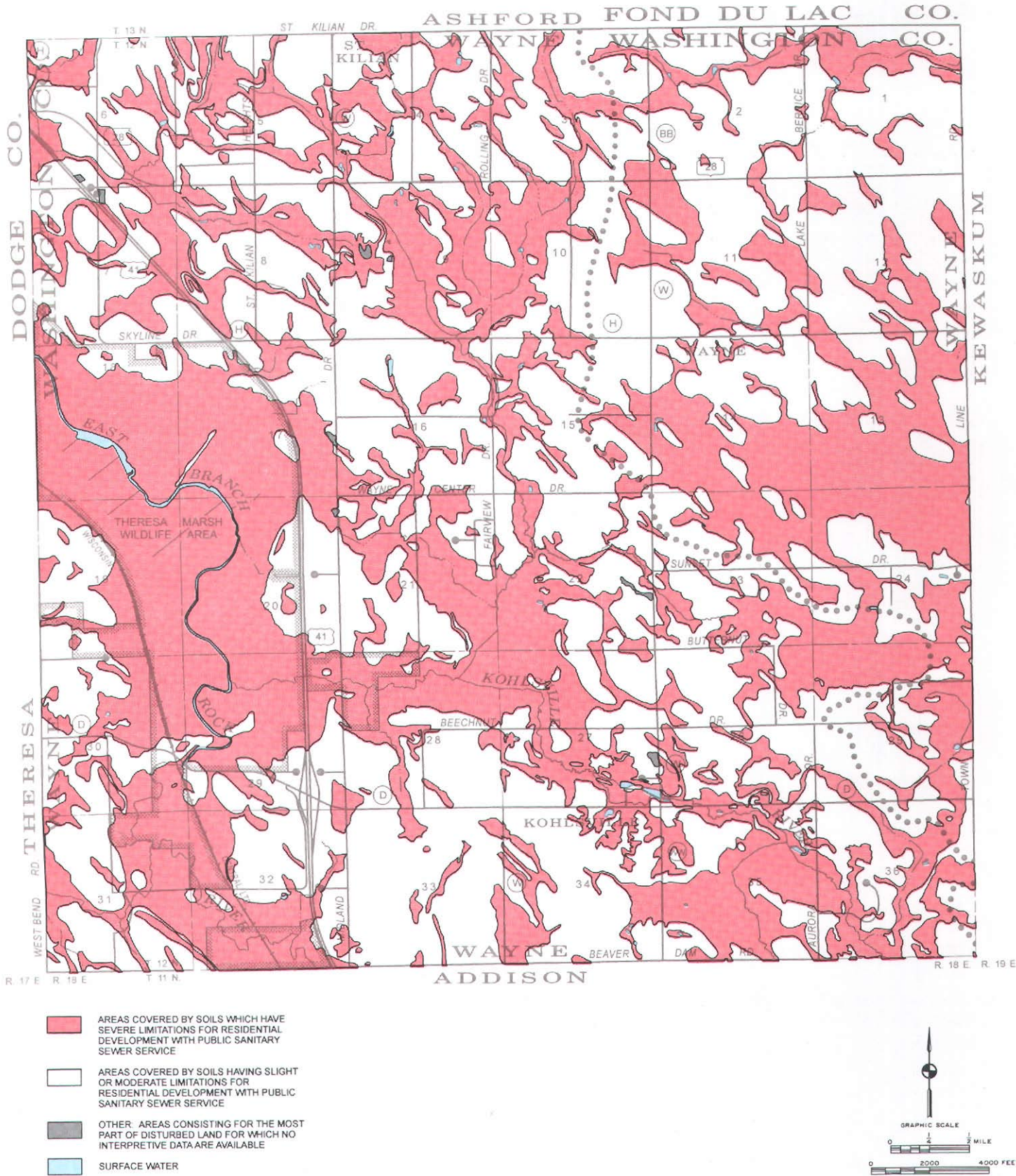
Map 7

SUITABILITY OF SOILS FOR MOUND SEWAGE
DISPOSAL SYSTEMS IN THE TOWN OF WAYNE



Map 8

**SUITABILITY OF SOILS FOR RESIDENTIAL DEVELOPMENT SERVED
BY PUBLIC SANITARY SEWER SERVICE IN THE TOWN OF WAYNE**



Source: U. S. Natural Resources Conservation Service and SEWRPC.

Table 12**AGRICULTURAL SOIL CAPABILITY CLASSES**

Class	Qualitative Description
I	Soils have few limitations that restrict their use
II	Soils have some limitations that reduce the choice of plants or require moderate conservation practices
III	Soils have moderate or severe limitations that reduce the choice of plants, require special conservation practices, or both
IV	Soils have very severe limitations that restrict the choice of plants, require careful management, or both
V	Soils are subject to little or no erosion but have other limitations, impractical to remove, that limit their use largely to pasture, range, woodland, or wildlife food and cover uses
VI	Soils have severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture or range, woodland, or wildlife food and cover uses
VII	Soils have severe limitations that make them unsuited to cultivation and that restrict their use largely to grazing, woodland, or wildlife uses
VIII	Soils and landforms have limitations that preclude their use for commercial plant production and restrict their use to recreation, wildlife, or water supply uses, or to aesthetic purposes

Source: U. S. Natural Resources Conservation Service.

uses. It should also be noted that slope is directly related to water runoff and erosion hazards; therefore, the type and extent of both urban and rural land uses should be carefully adjusted to the slope of the land. In general, slopes of 12 percent or greater should be considered unsuitable for urban development and most types of agricultural land uses and thus should be maintained in essentially natural, open uses. As shown on Map 11, approximately 32 square miles, or nearly 89 percent of the total area of the Town, have slopes of less than 12 percent.

Watershed Features

The boundaries of watersheds, subwatersheds, and sub-basins are defined by topography, or the relative elevation of the land surface. Ridges separate the various water-

sheds and drainage basin areas; the topography of each basin determines the directional flow of stormwater runoff.

As shown on Map 12, the Town of Wayne includes portions of two watersheds separated by a subcontinental divide. A portion of the Rock River watershed covers approximately two-thirds of the Town and drains into the Mississippi River drainage system to the west. Within the Town, the watershed includes portions of two subwatersheds—the subwatershed of the East Branch of the Rock River and the Kohlsville River subwatershed. The Milwaukee River watershed, a portion of which is located in the northeastern one-third of the Town, drains east into the Great Lakes-St. Lawrence River drainage system. Within the Town, the Milwaukee River watershed includes portions of two subwatersheds—the subwatershed of the West Branch of the Milwaukee River and small portions of the Kewaskum Creek subwatershed.

SURFACE-WATER RESOURCES

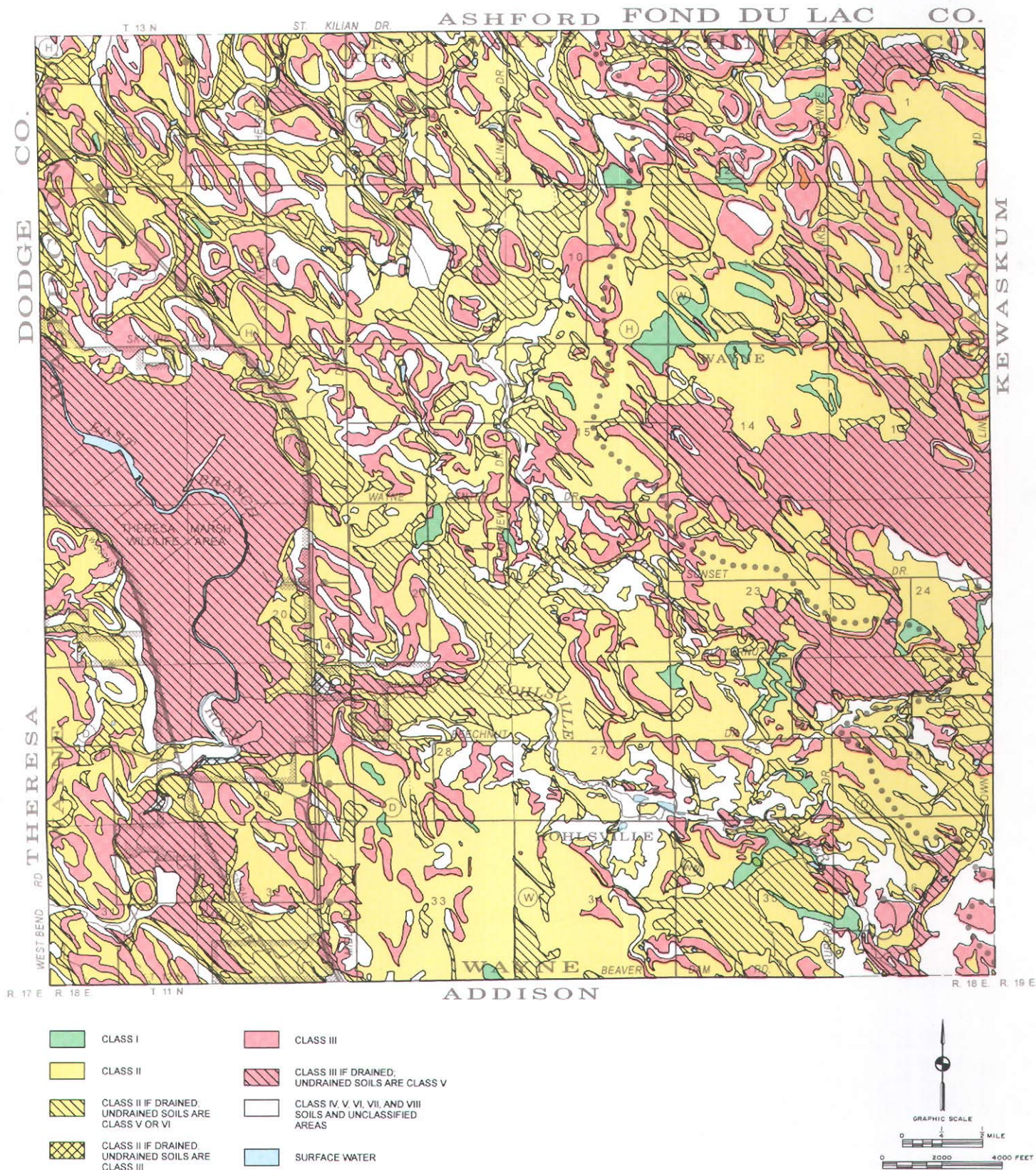
Surface-water resources, consisting of rivers, streams, lakes, and associated floodlands, form a particularly important element of the natural resource base. Surface-water resources influence the physical development of, provide recreational opportunities in, and enhance the aesthetic quality of the Town. Lakes and streams constitute a focal point for water-related recreational activities; provide an attractive setting for residential development; and, when viewed in the context of open space areas, greatly enhance the aesthetic quality of the environment. Lakes and streams are readily susceptible to degradation through improper land use development and management. Water quality can be degraded by excessive pollutant loads—including nutrient loads—from malfunctioning and improperly located onsite sewage disposal systems; sanitary sewer overflows; urban runoff, including runoff from construction sites; and careless agricultural practices. The water quality of lakes and streams may also be adversely affected by excessive development of riparian areas and the inappropriate filling of peripheral wetlands. This adds new sources of undesirable nutrients and sediment, while removing needed areas for trapping such nutrients and sediment. Surface-water resources in the Town are shown on Map 13, and are described in more detail in the following paragraphs. In 1995, surface waters covered approximately 81 acres, or less than 1 percent of the total area of the Town.

Streams

Perennial streams in the Town are identified on Map 13, and are defined as watercourses that maintain, at a mini-

Map 9

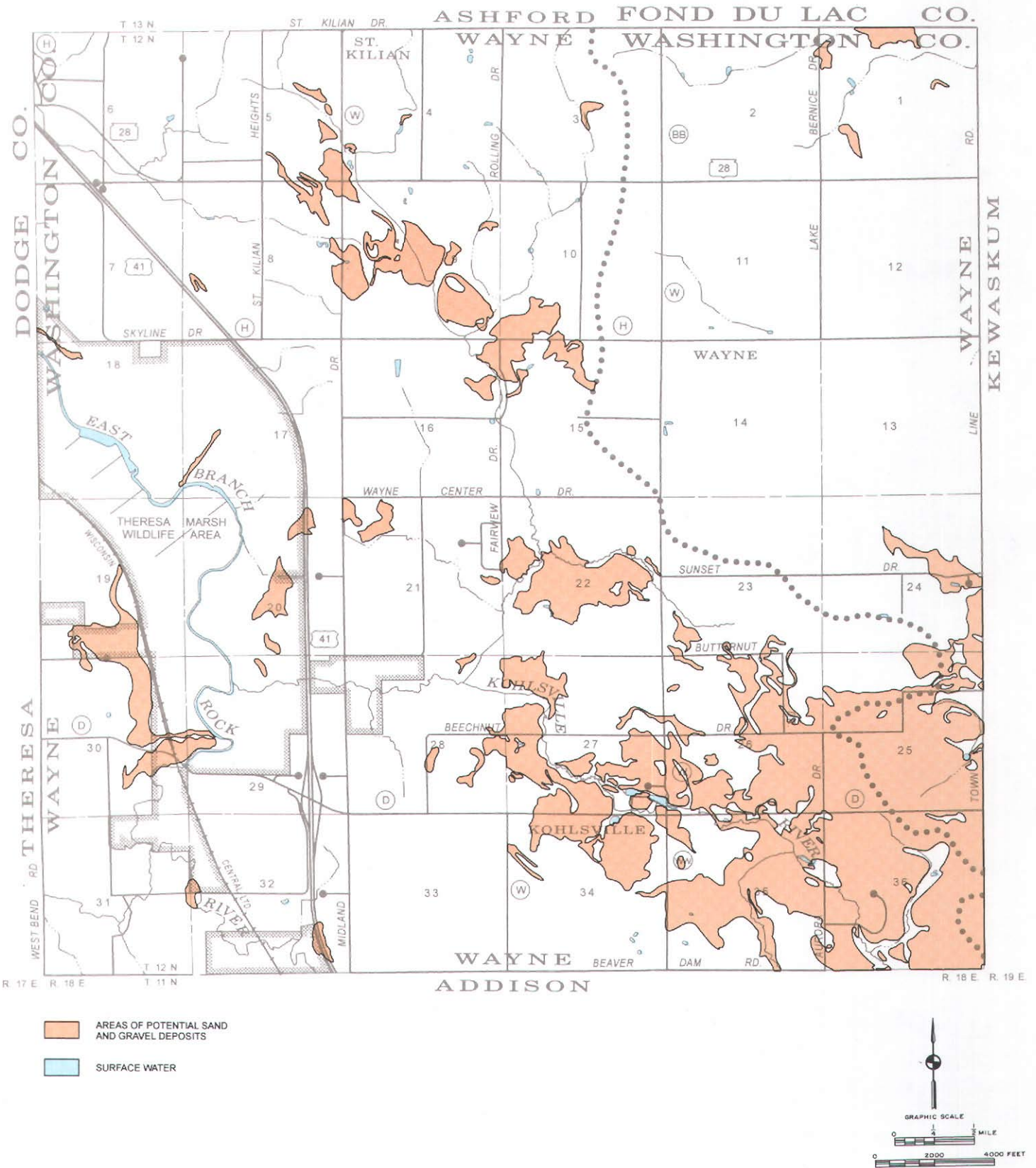
AGRICULTURAL CAPABILITY CLASSES OF SOILS IN THE TOWN OF WAYNE



Source: U. S. Natural Resources Conservation Service and SEWRPC.

Map 10

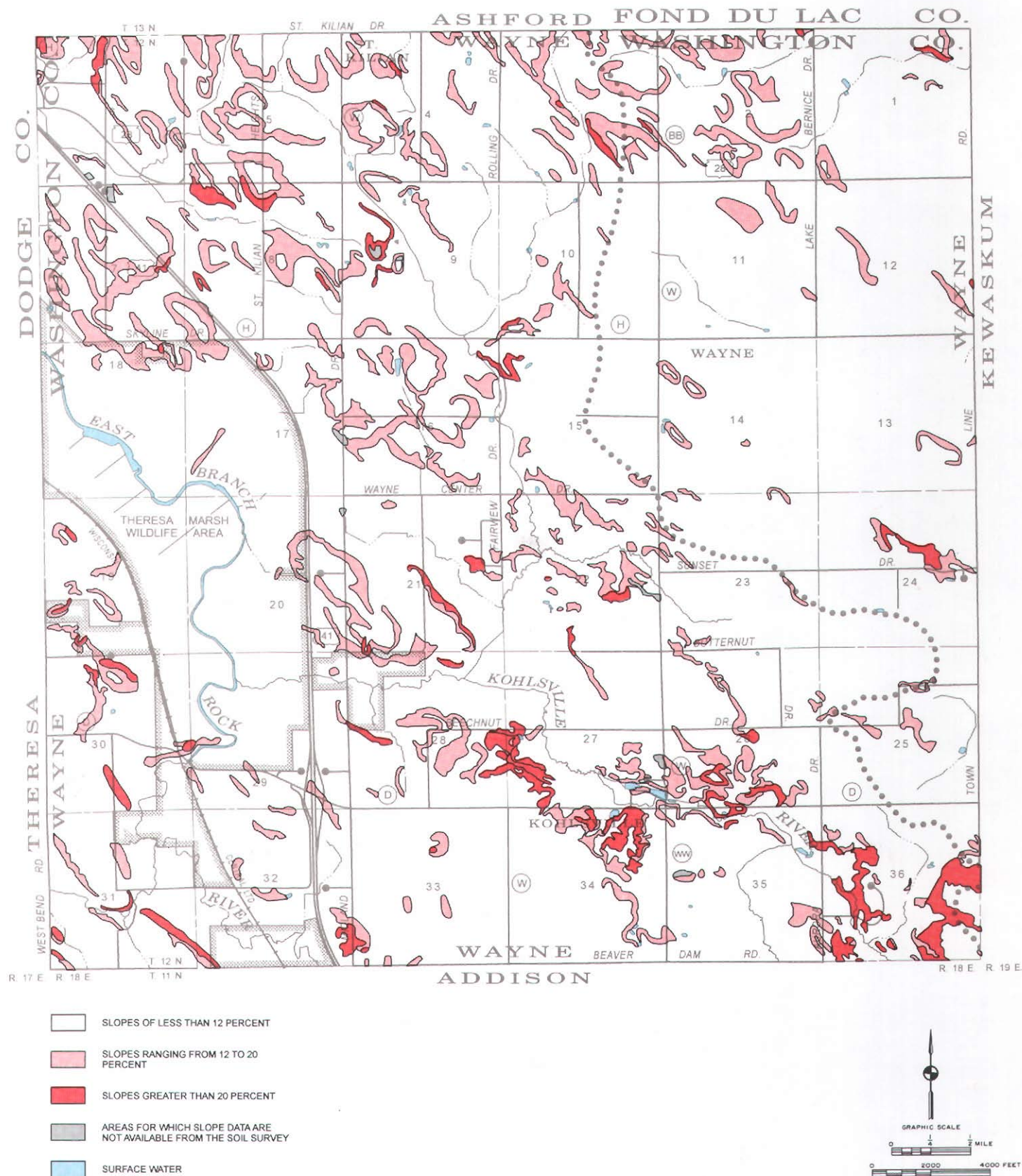
POTENTIAL SAND AND GRAVEL DEPOSITS IN THE TOWN OF WAYNE



Source: U. S. Natural Resources Conservation Service and SEWRPC.

Map 11

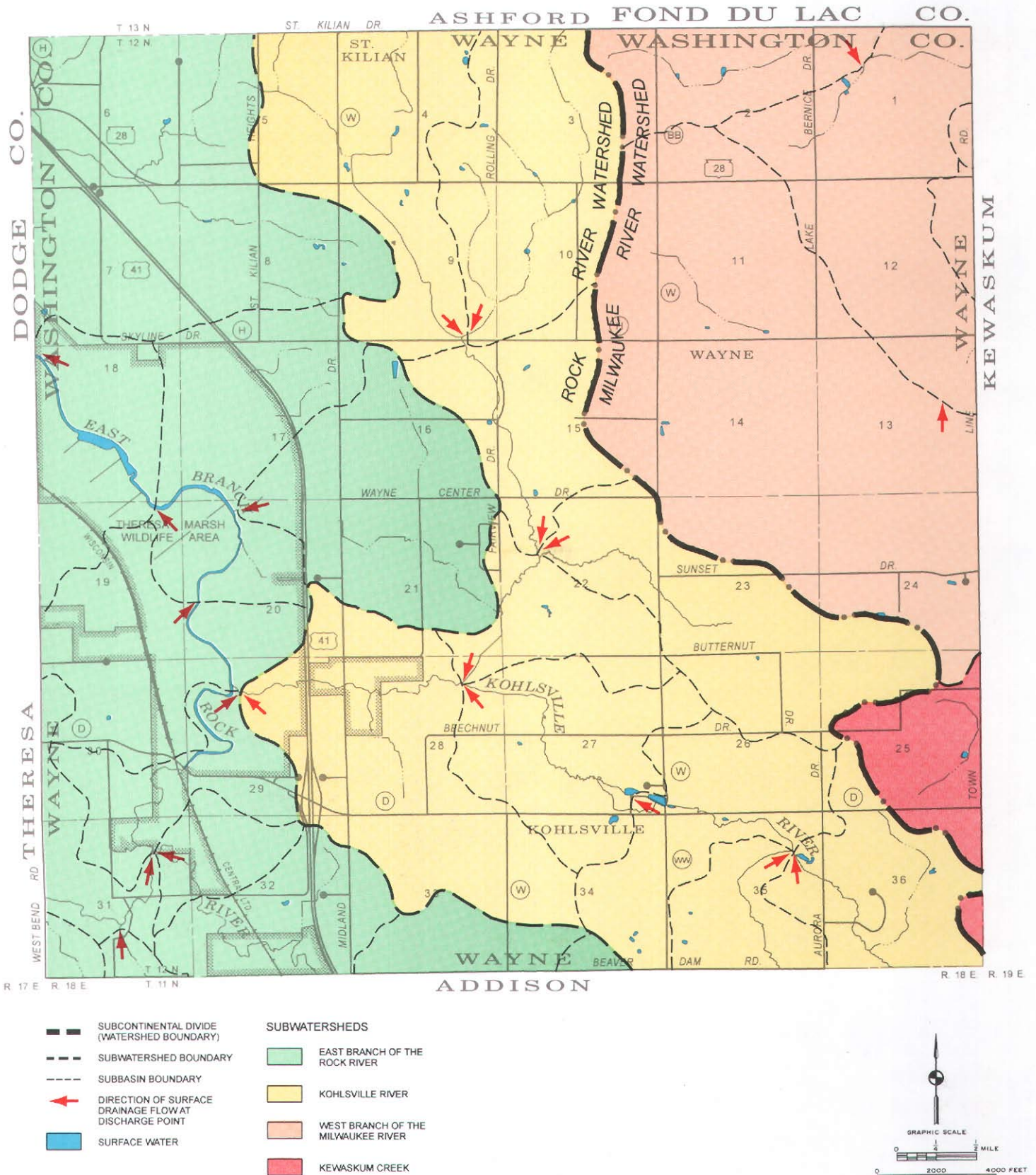
SLOPE ANALYSIS FOR THE TOWN OF WAYNE



Source: U. S. Natural Resources Conservation Service and SEWRPC.

Map 12

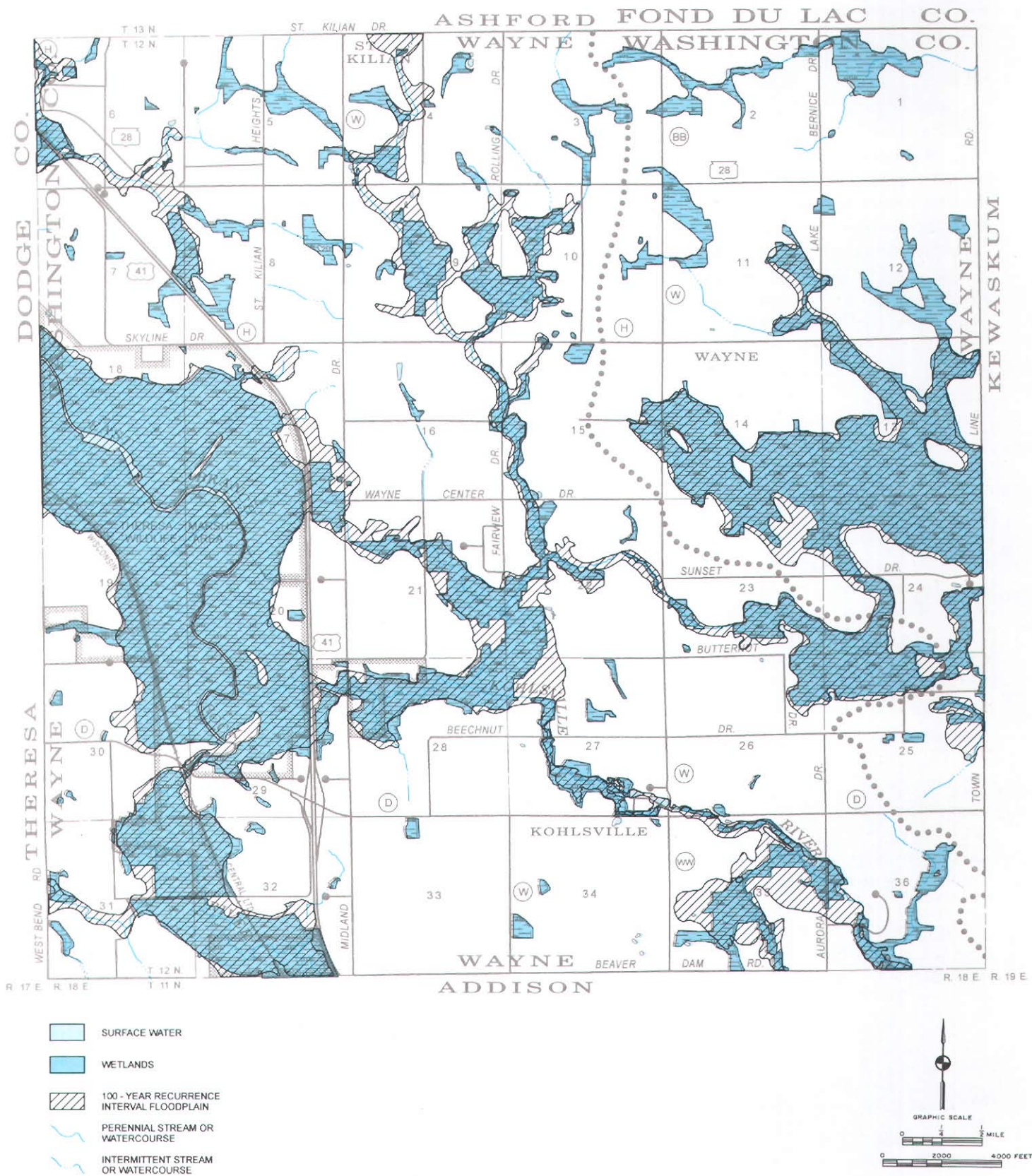
WATERSHED FEATURES IN THE TOWN OF WAYNE



Source: SEWRPC.

Map 13

SURFACE WATERS, WETLANDS, AND FLOODPLAINS IN THE TOWN OF WAYNE: 1995



Source: Federal Emergency Management Agency and SEWRPC.

mum, a small continuous flow throughout the year except under unusual drought conditions. Perennial streams in the Town include the East Branch of the Rock River, which traverses the western one-third of the Town, flowing generally toward the northwest, and the Kohlsville River, which flows generally toward the northwest in the southern one-third of the Town.

Floodlands

The floodlands of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. For planning and regulatory purposes, floodlands are normally defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and, generally, of soils poorly suited to urban uses. The floodland areas, however, generally contain important elements of the natural resource base, such as high-value woodlands, wetlands, and wildlife habitat, and therefore constitute prime locations for parks and open space areas. Every effort should be made to discourage indiscriminate and incompatible urban development on floodlands, while encouraging compatible park and open space uses. The approximate location and extent of delineated floodlands in the Town are shown on Map 13.² These floodlands are regulated by Washington County under State-mandated countywide shoreland and floodland zoning. In 1995, approximately 10 square miles, or about 28 percent of the total area of the Town, were located within the 100-year recurrence interval flood hazard areas.

WETLANDS

Wetlands are areas that are inundated or saturated by surface water or groundwater at a frequency and a duration that are sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. As shown on Map 13, wetlands occur in depressions, near the bottom of slopes, along stream banks, and in land areas that are poorly drained.

²The floodland approximations set forth on this map are derived from the Federal Emergency Management Agency publication titled Flood Insurance Study of Washington County, Wisconsin, Unincorporated Areas: March 1, 1983.

Wetlands are generally unsuited or poorly suited for most agricultural or urban development purposes. However, wetlands have important ecological and recreational value. Wetlands contribute to flood control and water quality enhancement, since such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows and to trap sediments, undesirable nutrients, and other water pollutants. Additional important natural functions of wetlands which make them particularly valuable resources include the provision of breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife. Wetland areas in the Town, as shown on Map 13, including the Theresa Marsh and Wayne Swamp, encompassed approximately nine square miles, or about 25 percent of the total area of the Town, in 1995.

WOODLANDS

Woodlands are upland areas of one acre or more in area, having 17 or more deciduous trees per acre, each tree measuring at least four inches in diameter at breast height, and having tree canopy coverage of 50 percent or greater. Coniferous tree plantations and reforestation projects are also classified as woodlands. Under good management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface-water runoff, the maintenance of woodlands within the Town can contribute to the maintenance of a diversity of plant and animal life. The destruction of woodlands, particularly on hillsides, can contribute to extensive stormwater runoff, siltation of lakes and streams, and destruction of wildlife habitat.

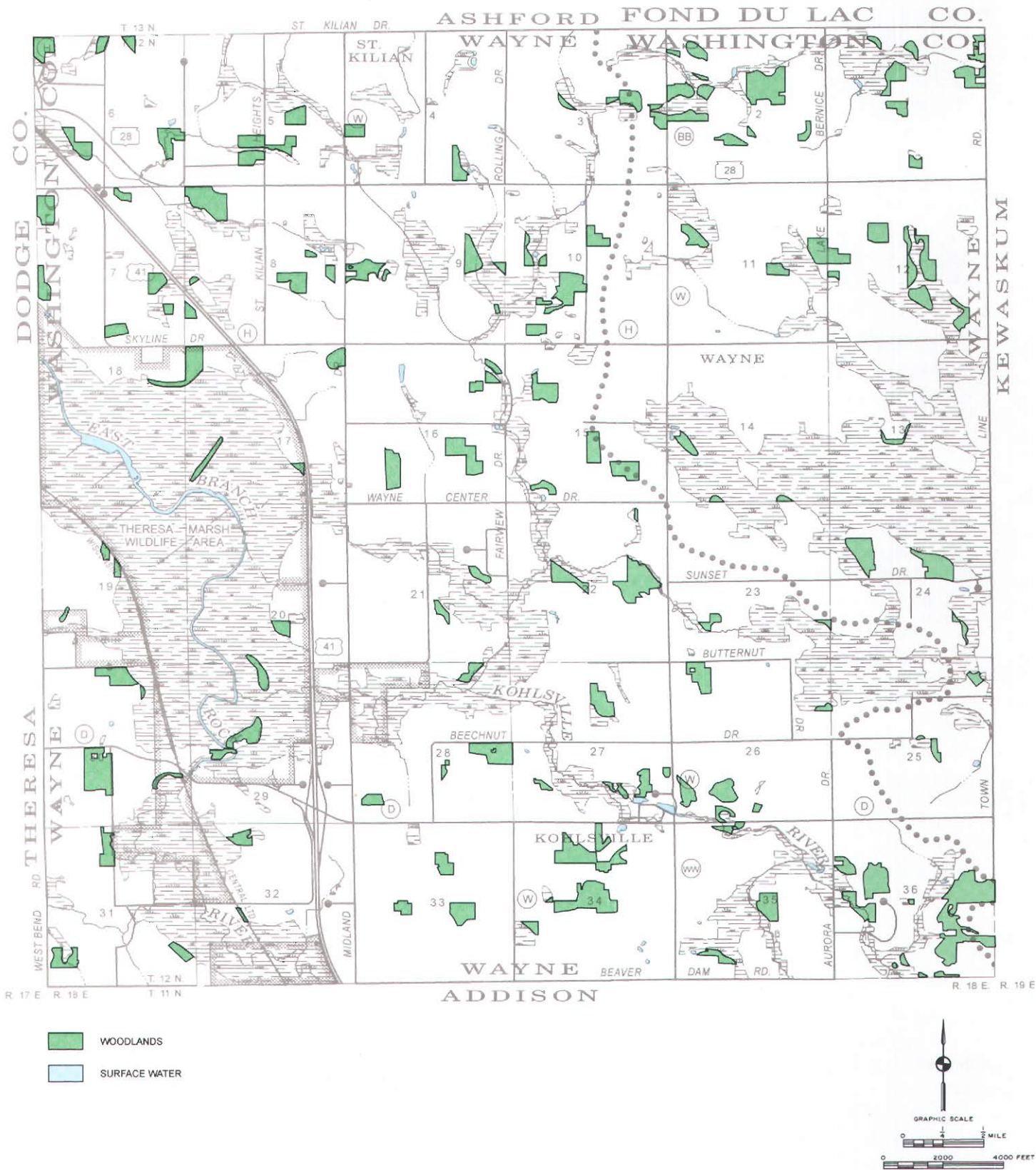
As shown on Map 14, woodlands occur in small scattered pockets throughout the Town. In 1995, upland wooded areas covered approximately 1.6 square miles, or about 4 percent, of the total area of the Town.

NATURAL AREAS

Natural areas are defined as tracts of land or water so little modified by human activity, or which have sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the pre-European-settlement landscape. Based on the current condition of each designated natural area, each natural area site was placed into one of three categories: natural areas of statewide or greater significance; natural areas of countywide or regional significance; and natural areas of local significance. Classification of an area is based upon considera-

Map 14

WOODLANDS IN THE TOWN OF WAYNE: 1995



Source: SEWRPC.

Table 13

NATURAL AREAS IN THE TOWN OF WAYNE: 1994

Number on Map 15	Area Name	Classification Code ^a	Area (acres)	Location by U. S. Public Land Survey Sections within the Town of Wayne	Relationship to Existing Open Space Sites
1	Wayne Swamp	NA-2	1,126 ^b	13, 14, 23, 24	--
2	Theresa Swamp	NA-3	944	17, 18, 19, 20, 29, 30	879 acres located within Theresa Marsh Wildlife Area
3	Wayne Creek Swamp	NA-3	178	21, 22, 27, 28	--
4	Stockcar Swamp	NA-3	240	23, 24, 25, 26	--
5	Rock River Marsh	NA-3	326	30, 31, 32	186 acres located within Theresa Marsh Wildlife Area

^aNA-2 identifies natural area sites of countywide or regional significance; NA-3 identifies natural area sites of local significance.

^bA portion of the Wayne Swamp natural area site extends into the Town of Kewaskum. The acreage set forth in this table includes the entire site.

Source: Wisconsin Department of Natural Resources and SEWRPC.

tion of such factors as the diversity of plant and animal species; the integrity of the native plant or animal community; the extent of disturbance from human activities such as logging and agriculture; the presence of unique natural features; the size of the area; and the educational value of the site.

A protection and management plan for known natural areas and critical species habitat within the Southeastern Wisconsin Region is set forth in SEWRPC Planning Report No. 42, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997. This plan is intended to provide local communities with guidelines for protecting areas identified as natural areas and critical species habitat areas. As identified in Table 13 and on Map 15, five designated natural areas are located in the Town. The two most notable natural areas—the Wayne Swamp and the Theresa Swamp—respectively encompassed 1.8 square miles and 1.5 square miles. The Wayne Swamp, located in the eastern part of the Town and having additional acreage located in the western portion of the Town of Kewaskum, was identified as a natural area of countywide or regional significance. The Theresa Swamp, largely located within the Theresa Marsh Wildlife Area in the western part of the Town, was identified as a natural area of local significance.

The remaining three natural areas, all of local significance, were located throughout the southern one-half of the Town and together encompassed approximately 1.2 square miles.

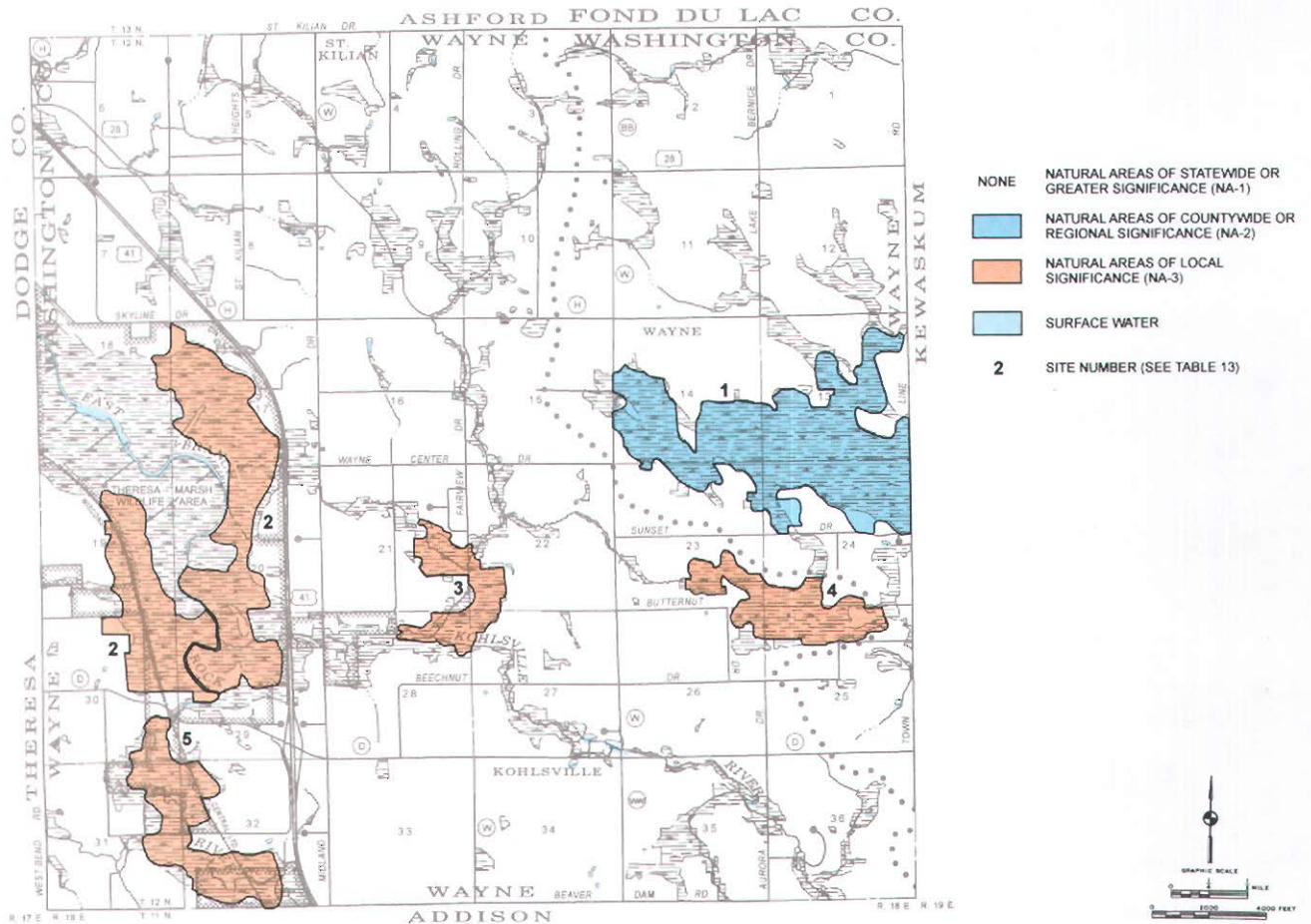
WILDLIFE HABITAT

Wildlife in the Town of Wayne includes species such as rabbit, squirrels, woodchucks, mink, foxes, raccoon, and white-tailed deer; marsh furbearers such as muskrat and beaver; and game birds such as pheasant. Bird life in the Town also includes songbirds, marsh birds and shorebirds, and waterfowl. The spectrum of wildlife species originally present in the Town has, along with the habitat, undergone tremendous alterations since settlement by Europeans and the subsequent clearing of forests and draining of wetlands for agricultural purposes and urban development.

In 1985, the Regional Planning Commission and the Wisconsin Department of Natural Resources cooperatively inventoried wildlife habitat in Southeastern Wisconsin. Three classes of wildlife habitat areas were identified: Class I areas, wildlife habitat areas containing a good diversity of wildlife, large enough to provide all of the habitat requirements for each species concerned, and generally located near other wildlife habitat areas; Class II areas, wildlife habitat areas lacking in terms of one of the three criteria which must be met for Class I designation; and Class III areas, wildlife habitat areas that

Map 15

NATURAL AREAS IN THE TOWN OF WAYNE: 1994



Source: Wisconsin Department of Natural Resources and SEWRPC.

are generally remnant in nature and that are lacking in terms of two of the three criteria which must be met for Class I designation.

As shown on Map 16, wildlife habitat areas in the Town generally occur in association with existing surface-water, wetland, and woodland resources, and in 1985 covered approximately 11.7 square miles, or about 33 percent of the total area of the Town. Of this total habitat area, approximately 7.8 square miles, or about 22 percent of the total area of the Town, were rated as Class I areas; approximately 2.3 square miles, or about 6 percent of the total area of the Town, were rated as Class II areas; and the remaining approximately 1.6 square miles, or about 5 percent of the total area of the Town, were rated as Class III areas.

The Theresa Marsh Wildlife Area included all three classes of wildlife habitat. Of the approximately 2,078 total acres of wildlife habitat within that wildlife area, approximately 1,989 acres, or about 96 percent of the total wildlife habitat acreage involved, were Class I wildlife habitat.

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

As defined by the Regional Planning Commission, environmental corridors are elongated areas in the landscape that encompass concentrations of ecological, recreational, aesthetic, and cultural resources. Such areas generally include one or more of the natural resource base elements previously discussed in this chapter.

WILDLIFE HABITAT AREAS IN THE TOWN OF WAYNE: 1985



Map 17 shows the location and extent of environmental corridors and other environmentally significant areas, termed "isolated natural resource areas," within the Town.³ These essentially linear corridors represent a composite of the best remaining elements of the natural resource base in the Town and have immeasurable environmental and recreational value. Preservation of the primary environmental corridors, and careful consideration of the preservation of secondary environmental corridors and isolated natural resource areas, in an essentially open, natural state will serve to maintain a high level of environmental quality in the area, protect the natural beauty of the area, and provide valuable recreational opportunities.

Primary Environmental Corridors

Primary environmental corridors, by definition, are at least 400 acres in area, two miles in length, and 200 feet in width. These corridors include the best remaining woodlands, wetlands, and wildlife habitat in the Town. As shown on Map 17, primary environmental corridors encompassed approximately 8.6 square miles, or about 24 percent of the total area of the Town, in 1995.

Secondary Environmental Corridors

While secondary environmental corridors may have many of the same qualities as do primary environmental corridors, they are much smaller in area. Secondary environmental corridors, by definition, are at least 100 acres in area and one mile in length. As shown on Map 17, the secondary environmental corridors in the Town are generally located along intermittent streams, and include wetlands and steeply sloped woodlands. In 1995, secondary environmental corridors encompassed approximately 1.8 square miles, or about 5 percent of the total area of the Town.

Isolated Natural Resource Areas

Isolated natural resource areas, pockets of wetlands and woodlands not smaller than five acres in area, are also shown on Map 17. In combination, these areas encompassed approximately 0.7 square mile, or about 2 percent of the total area of the Town, in 1995.

RESOURCE-RELATED ELEMENTS

Park and open space sites and scenic overlooks, while not strictly defined as part of the natural resource base, are closely linked to the underlying natural resource base. Park and open space sites may be enhanced by the presence of natural resource features; conversely, the commitment of land to parks and open space use contributes to the preservation of existing resource features.

Existing Outdoor Recreation and Open Space Sites

An inventory of existing outdoor recreation and open space sites in Washington County was completed in 1995. The inventory indicated that the Town had one park site located in the hamlet of Kohlsville. As shown on Map 18, the Theresa Marsh Wildlife Area, owned and managed by the Wisconsin Department of Natural Resources, was identified as a significant public open space site in the Town.

Scenic Overlooks

Scenic overlooks are defined as areas that provide a panoramic or picturesque view. There are two important components of a scenic overlook: the picturesque view itself, which usually consists of a diversity of natural or cultural features, and the vantage point from which the scenery is viewed.

An inventory of scenic overlooks was conducted in 1995. Using the best available topographic maps, all areas within the Town with a relief greater than 30 feet and a slope of 12 percent or greater were identified. Areas of steep slope with a ridge of at least 200 feet in length and a view of at least three features, including surface water, wetlands, woodlands, or agricultural lands, within approximately one-half mile of the ridge were identified as scenic overlooks. As shown on Map 18, the Town of Wayne included 30 scenic overlooks.

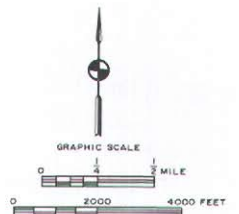
SUMMARY

This chapter has presented the results of an inventory of the natural resource base of the Town of Wayne. The major findings of the inventory may be summarized as follows:

1. Soil-related limitations on residential development are an important consideration in any sound land use planning effort. Approximately two square miles, or about 6 percent of the total area of the Town, are covered by soils classified as suitable for development served by conventional onsite sewage disposal systems—septic tank systems.

³A detailed description of the process of refining the delineation of environmental corridors in Southeastern Wisconsin is presented in the March 1981 issue (Vol. 4, No. 2) of the SEWRPC Technical Record, pp. 1-21.

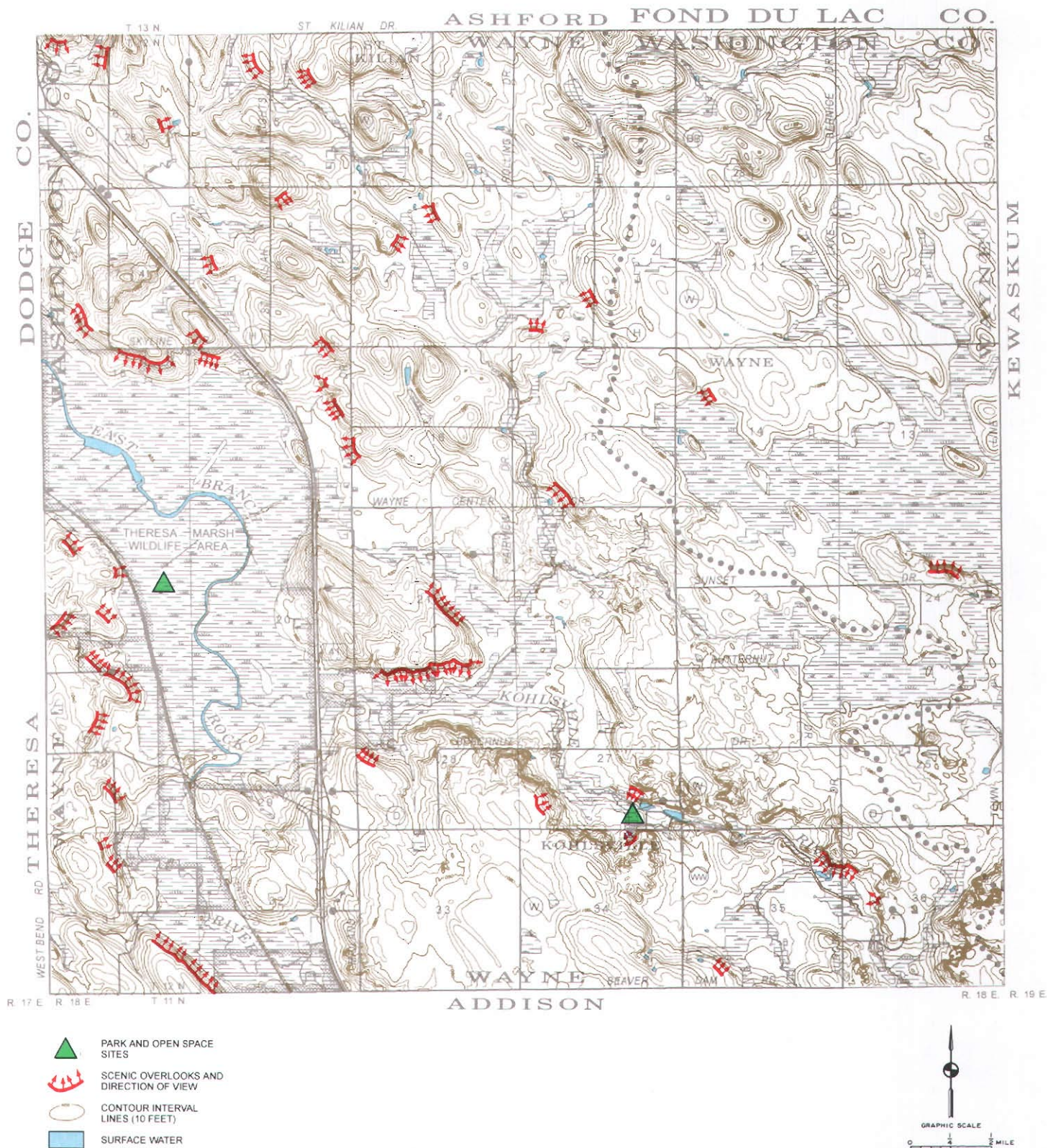
ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE TOWN OF WAYNE: 1995



36

Map 18

PARK AND OPEN SPACE SITES, TOPOGRAPHY, AND SCENIC OVERLOOKS IN THE TOWN OF WAYNE: 1995



Source: SEWRPC.

2. More land in the Town is suitable for mound-type sewage disposal systems than for conventional septic tank systems. Approximately 17 square miles, or about 47 percent of the total area of the Town, are covered by soils classified as likely to be suitable for mound-type sewage disposal systems.
3. With respect to soil suitability for development served by public sanitary sewer service, approximately 16 square miles, or about 45 percent of the total area of the Town, are covered by soils that would have severe limitations with regard to residential development with public sanitary sewer service.
4. Approximately 14 square miles, or about 40 percent of the total area of the Town, are covered by U. S. Natural Resources Conservation Service Class I and Class II soils—those soils that are best suited for agricultural production.
5. Approximately five square miles, or about 13 percent of the total area of the Town, are covered by soils identified as probable sources of sand and gravel. These areas occur primarily in the southeastern part of the Town. Additional smaller deposits are located in the northern and the western parts of the Town.
6. The Town includes portions of two watersheds separated by a subcontinental divide. A portion of the Rock River watershed covers approximately two-thirds of the Town and drains into the larger Mississippi River drainage system to the west. A portion of the Milwaukee River watershed, located in approximately the northeastern one-third of the Town, drains east into the Great Lakes-St. Lawrence River drainage system.
7. Approximately 10 square miles, or about 28 percent of the total area of the Town, were located within the 100-year recurrence interval floodplain.
8. The Town exhibits some significant natural resource base features. According to recent inventories, the Town included wetland areas encompassing a total of approximately nine square miles, or about 25 percent of the total area of the Town; woodlands encompassing approximately 1.6 square miles, or about 4 percent of the total area of the Town; natural areas encompassing approximately 4.4 square miles, or about 12 percent of the total area of the Town; and wildlife habitat areas encompassing approximately 11.7 square miles, or about 33 percent of the total area of the Town.
9. In 1995, primary environmental corridors in the Town encompassed a total of approximately 8.6 square miles, or about 24 percent of the total area of the Town. Secondary environmental corridors encompassed a total of approximately 1.8 square miles, or about 5 percent of the total area of the Town. Isolated natural resource areas encompassed a total of approximately 0.7 square mile, or about 2 percent of the total area of the Town.
10. The Town had one park site in 1995. One significant public open space site, the Theresa Marsh Wildlife Area, was also located within the Town.

Chapter IV

EXISTING LAND USES, PUBLIC FACILITIES, AND SERVICES

While the previous chapter of this report presented a description of the natural resource base of the Town of Wayne, this chapter presents a description of the built environment of the Town. Specifically, this chapter presents information on existing land uses, community facilities and services, and public utilities. Detailed information regarding existing land uses and other related aspects of the built environment is essential to the preparation of a sound land use plan.

EXISTING LAND USE

The Regional Planning Commission periodically conducts detailed inventories of existing land use throughout the Southeastern Wisconsin Region, providing definitive information on the type, amount, and spatial distribution of the major categories of land use. The first land use inventory was conducted in 1963 and the most recent such inventory was conducted in 1995. The data gathered in this latest inventory were mapped and analyzed in order to provide a basis for planning future land use in the Town.

The existing 1995 land uses in the Town are shown on Map 19, and the amount of land devoted to each use is set forth in Table 14. The Town encompassed approximately 22,923 acres, or about 35.8 square miles, in 1995. Of this total, urban land uses, which included residential, commercial, and industrial uses, transportation, communication, and utility facilities uses, extractive and landfill uses, governmental and institutional uses, and public recreational uses, occupied approximately 1,373 acres, or about 6 percent, of the total area of the Town. Lands in non-urban uses, which include agricultural and open lands, as well as natural resource areas including surface water, wetlands, and woodlands, occupied approximately 21,550 acres, or about 94 percent, of the total area of the Town.

Several important land use characteristics of the Town can be noted from Map 19 and Table 14. First, agricultural use is the predominant land use in the Town, encompassing about 63 percent of the Town's total area. Second, an unusually high percentage of the Town's total area—about 25 percent—consists of wetlands of various sizes and locations, including the 5,000-acre Theresa Marsh Wildlife Area. Third, residential land use in the

Town is generally characterized by scattered-site farm homesteads and large-lot, single-family residences. However, there are also several areas of residential development that exist in the unincorporated hamlets of Wayne, Kohlsville, and St. Kilian, as well as in several other small developments in the Town.

Urban Land Uses

Residential Land Use

Since the residential element of a land use plan seeks primarily to help provide for a safe, attractive, and comfortable setting for residential development, it normally holds a great deal of interest for residents of a community. As such, it is important that this element be given careful consideration.

In 1995, lands in residential use encompassed a relatively small portion of the total area of the Town—approximately 520 acres, or about 2 percent. Of this total, approximately 511 acres were classified as single-family residential lands; approximately nine acres were classified as mobile-home lands, and less than 0.5 acre was classified as two-family residential land.

A review of platting activity in the Town indicated that the Town had two platted residential subdivisions as of May 1997. Fairview Heights, platted in 1993 and located in the northeastern portion of Section 21, included 20 lots on approximately 14 acres. Three minor land divisions within the Fairview Heights subdivision, subsequent to the recording of the original plat, created an additional eight lots in the development. The Charles Weier subdivision, platted in 1978 and located in the southeastern portion of Section 24, included six lots on approximately 11 acres. Two subsequent minor land divisions created three additional lots in the development.

Several other small residential developments exist in the Town. While these smaller developments have the characteristics of a traditional subdivision, they have developed incrementally through minor land divisions.

Commercial Land Use

Lands in commercial uses and associated parking areas occupied less than 14 total acres on 13 sites in the Town in 1995. The commercial establishments involved were

EXISTING LAND USE IN THE TOWN OF WAYNE: 1995



Table 14

SUMMARY OF EXISTING LAND USE IN THE TOWN OF WAYNE: 1995

Land Use Category	Acres	Percent of Subtotal (urban or nonurban)	Percent of Total
Urban^a			
Residential			
Single-Family ^b	511	37	2
Two-Family	-- ^c	-- ^d	-- ^d
Mobile Home	9	1	-- ^d
Subtotal	520	38	2
Commercial	14	1	-- ^d
Industrial	17	1	-- ^d
Transportation, Communication, and Utilities			
Arterial Streets and Highways	360	26	2
Collector and Local Streets	366	27	2
Railways	40	3	-- ^d
Airstrips and Related Uses	13	1	-- ^d
Communications, Utilities, and Other Transportation Uses	1	-- ^d	-- ^d
Subtotal	780	57	4
Extractive and Landfill	10	1	-- ^d
Governmental and Institutional	30	2	-- ^d
Public Recreational ^e	2	-- ^d	-- ^d
Urban Subtotal	1,373	100	6
Nonurban			
Natural Resource Areas			
Water	81	-- ^d	-- ^d
Wetlands	5,607	26	25
Woodlands	1,035	5	5
Subtotal	6,723	31	30
Agricultural			
Prime Agricultural Land	11,962	56	52
Other Agricultural Land	2,583	12	11
Subtotal	14,545	68	63
Open Lands ^f	282	1	1
Nonurban Subtotal	21,550	100	94
Land Use Total	22,923	--	100

^aIncludes related off-street parking areas for each urban land use category.

^bIncludes farm residences, but not farm buildings which were included in the agricultural land use categories.

^cLess than 0.5 acre.

^dLess than 0.5 percent.

^eIncludes only those areas used for intensive outdoor recreational activities.

^fIncludes unused lands and lands under development as of April 1995.

Source: SEWRPC.

generally located along CTH D, CTH H, and CTH W, as well as at prominent locations near USH 41.

Industrial Land Use

Lands in industrial uses and associated parking areas occupied less than 17 total acres on six sites in the Town in 1995. The industrial establishments involved were generally located near CTH D with good access to USH 41.

Extractive Land Use

Lands in extractive uses occupied approximately 10 acres on two sites in the Town in 1995. Both sites were located in the western portion of Section 9 east of Midland Drive.

Transportation, Communication, and Utility Land Uses

Transportation, communication, and utility land uses, which include arterial streets and highways, collector and minor land access streets, railways, airstrips, and communication and utility facilities, occupied approximately 780 acres, or about 57 percent of the lands in urban uses and about 4 percent of the total area of the Town. Arterial highways serving the Town include USH 41, STH 28, CTH D, CTH H, CTH W, CTH BB, and CTH WW. These highways occupied approximately 360 acres, or about 26 percent of all lands in urban uses in the Town, in 1995. The local and collector street system in the Town occupied approximately 366 acres, or about 27 percent of all lands in urban uses in the Town, in 1995. The balance of the lands in transportation, communication, and utility uses in the Town in 1995 were occupied by the Wisconsin Central Ltd. railway right-of-way within the Town, a small private-use airstrip, and small-scale communication and utility facilities.

Governmental and Institutional Land Uses

Governmental and institutional land uses, which include government offices and facilities, educational facilities, and religious uses, including cemeteries, occupied approximately 30 acres, or about 2 percent of all lands in urban uses in the Town, in 1995.

Nonurban Land Uses

Natural Resource Areas

Natural resource areas include surface water, wetlands, and woodlands. Such areas occupied approximately 6,723 acres, or about 10.5 square miles, an area encompassing about 31 percent of the lands in nonurban uses in the Town in 1995. Of this total, wetlands occupied approximately 5,607 acres; woodlands occupied approximately 1,035 acres; and surface water occupied approximately 81 acres.

Detailed information regarding the distribution and importance of natural resource areas is set forth in Chapter III of this report.

Agricultural and Open Lands

Agricultural land uses constituted the largest single land use category in the Town in 1995, with approximately 14,545 acres, or about 22.7 square miles, an area encompassing about 68 percent of all lands in nonurban uses in the Town in 1995 and about 63 percent of the total area of the Town. Agricultural lands included croplands, pasturelands, orchards, nurseries, fowl and fur farms, and sites of nonresidential farm buildings.

As shown on Map 20, farmland classified by the Regional Planning Commission as prime agricultural land encompassed approximately 11,962 acres, or about 18.7 square miles. In order for a given farm unit to be identified as prime agricultural land, the following criteria must be met: 1) the farm unit in question must be at least 35 acres in area; 2) at least 50 percent of the farm unit must be covered by soils that meet U. S. Natural Resources Conservation Service standards for "National Prime Farmland" or "Farmland of Statewide Importance"; and 3) the farm unit must be located in a block of farmland at least 100 acres' in area.

Nonprime agricultural lands encompassed the remaining 2,583 acres of agricultural land in the Town in 1995. Open lands, which accounted for approximately 282 additional acres, included unused lands and lands that were under development as of April 1995.

COMMUNITY FACILITIES AND SERVICES

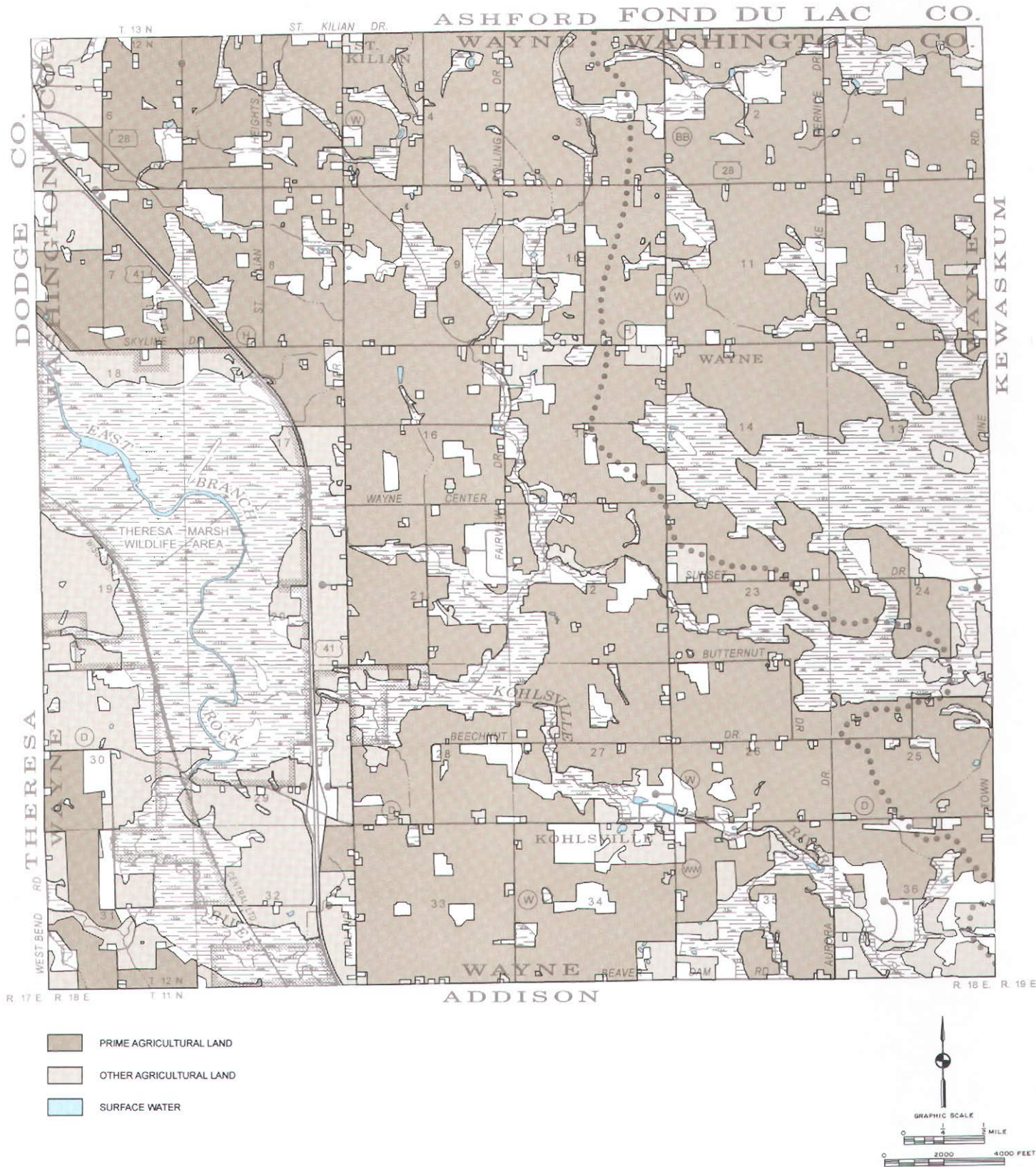
Fire Protection, Emergency Medical Services, and Law Enforcement

Fire protection and emergency medical services in the Town were provided by the Kohlsville Fire Department, located in the northwestern portion of Section 35 along CTH WW in the unincorporated hamlet of Kohlsville. Operated as a private nonprofit organization, the Department had 45 volunteer fire fighters as of July 1997. Three

The definition of prime agricultural land used by Washington County in preparing the County farmland preservation plan, as described in Chapter I, and shown as it pertains to the Town of Wayne on Map 5 of this report, requires a block of farmland of at least 640 acres in area.

Map 20

AGRICULTURAL LANDS IN THE TOWN OF WAYNE: 1995



of the fire fighters had emergency medical technician-basic certifications and 14 had first-responder certifications. Equipment owned and operated by the Department included two pumpers, one tanker, and one first-responder vehicle. The Department is funded through annually renewable service contracts with the Towns of Wayne and Barton. The Town of Barton receives Department services in the westernmost sections of the Town only. In accordance with Chapter 60 of the Wisconsin Statutes, a town may appoint a constable to perform specific law enforcement duties within that town. The Town of Wayne does not have an appointed town constable, relying on the Washington County Sheriff's Department for law enforcement.

Public Schools

The School District of Kewaskum operates three schools that serve the Town of Wayne—Wayne Elementary School, Kewaskum Middle School, and Kewaskum High School. Wayne Elementary School, the only public school in the Town of Wayne, offers kindergarten through the fifth grade and is located along CTH H in the southeastern portion of Section 10.

PUBLIC UTILITIES

Public utility systems are one of the most important elements influencing community growth and development. Development today is highly dependent on these utility systems, which provide individual land uses with power, heat, light, communication, water, and sanitary sewer services. Moreover, certain utility facilities are closely linked to surface-water and groundwater resources, and may therefore affect the overall quality of the natural resource base. This is particularly true of sanitary sewerage, water supply, and stormwater drainage facilities, which are, in a sense, modifications or extensions of the natural lake, stream, and watercourse systems of an area and of the underlying groundwater reservoir. The provision of certain public utilities to a largely rural area is normally impractical. Conversely, the development of areas for extensive urban use without certain utilities may create serious and costly environmental and public health problems.

Sanitary Sewer Service

The Town of Wayne is not served by a centralized public sanitary sewerage system. All developed properties in the Town rely on private onsite sewage disposal systems.

Water Supply System

The Town is not served by a public water supply system. All developed properties in the Town rely on private wells for domestic-use water.

Stormwater Drainage System

The Town does not have an engineered stormwater drainage system. Stormwater drains through natural watercourses, roadside ditches, and culverts.

SUMMARY

This chapter has presented a description of the existing land use pattern and other pertinent aspects of the built environment of the Town of Wayne. Key findings of this chapter include the following:

1. Lands in nonurban uses encompass approximately 34 square miles, or about 94 percent of the total area of the Town. Agricultural lands constitute the largest category of lands in nonurban uses, encompassing approximately 23 square miles.
2. Lands in urban uses encompass slightly over two square miles, or about 6 percent of the total area of the Town. Lands in transportation, communication, and utility uses constitute the largest urban land use category, encompassing approximately 780 acres, or about 4 percent of the total area of the Town. Lands in residential uses encompass approximately 520 acres, or about 2 percent of the total area of the Town.
3. Fire protection and emergency medical services in the Town are provided by the Kohlsville Fire Department. Law enforcement services in the Town are provided by the Washington County Sheriff's Department.
4. The School District of Kewaskum operates three schools which serve the Town of Wayne: Wayne Elementary School, Kewaskum Middle School, and Kewaskum High School.
5. The Town does not have a public sanitary sewerage system, a public water supply system, or an engineered stormwater drainage system.

Chapter V

EXISTING LAND USE REGULATIONS

Good community development depends not only on sound long-range planning but also on practical plan implementation. Land use and development regulations perform a critical role in assuring that a land use plan is properly implemented. This chapter describes existing land use and development regulations in effect in the Town of Wayne, including Town of Wayne and Washington County zoning and land division control regulations as well as other pertinent County, State, and Federal regulations.

ZONING

A zoning ordinance is a law that regulates and restricts the use of private property in the public interest. The ordinance may divide a community into districts for the purpose of confining or promoting certain land uses in areas well suited to those uses. Within a given zoning district, a zoning ordinance may also regulate the height, size, shape, and placement of structures on sites, with the intentions of assuring adequate light, air, and open space for each building; reducing fire hazards; and preventing overcrowding, traffic congestion, and overloading of utility systems. Zoning may also be used to protect and preserve the natural resource base.

A zoning ordinance typically consists of two parts. The first part, the text, sets forth regulations that apply to each of the various zoning districts and related procedural, administrative, and other legal provisions. The second part, the map, shows the boundaries of the various districts to which the regulations apply.

Town of Wayne Zoning Ordinance

The Town of Wayne zoning ordinance was enacted in 1986. The ordinance sets forth 15 basic zoning districts and one overlay district. Table 15 presents a summary of the zoning regulations applicable within each district, including, as applicable, typical permitted and conditional uses, minimum lot size, minimum yard requirements, and maximum building height.

Map 21 delineates the various zoning districts within the Town. As shown, only eight of the 15 basic zoning districts described in the ordinance text are mapped districts.

It is common practice in towns with land use patterns that are predominantly agriculturally based to separate the agricultural lands involved into districts based on the productivity of the soils. Farmland of national or statewide significance is generally protected by placing it in an "exclusive agricultural" zoning district—a district which normally requires a minimum parcel size of 35 acres. The Town of Wayne, while having an exclusive agricultural zoning district identified in the ordinance text, does not have the district mapped. One agricultural district encompasses all agricultural land on the zoning map. As a result, the minimum parcel size of agriculturally zoned land in the Town is 40,000 square feet.

Table 16 presents a summary of the acreages respectively allocated to each zoning district in the Town as of May 31, 1997. Approximately 66 percent of all lands in the Town were zoned in the Agricultural district; approximately 24 percent were zoned in the Wetland Conservancy (C) district; approximately 6 percent were zoned in the Commercial B-1 district; approximately 2 percent were zoned in the Residential A-1 district; and the remaining approximately 2 percent were zoned in the Commercial A, Commercial B-2, Industrial A, and Industrial B districts.

Washington County Shoreland and Wetland Zoning Ordinance

Pursuant to Section 59.692 (formerly Section 59.971) of the Wisconsin Statutes, Washington County has adopted Chapter 23 of the Washington County Code. The chapter, titled "Shoreland and Wetland Zoning," sets forth the County's shoreland and wetland zoning ordinance. The ordinance applies to shorelands in all towns within Washington County. "Shorelands" are generally defined in the Wisconsin Statutes as all lands lying 1) within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds, and flowages, or 2) within 300 feet of the ordinary high-water mark of navigable rivers and streams or to the landward side of the 100-year recurrence interval floodplain, whichever distance is greater. The County ordinance essentially protects these areas from intensive development. The shoreland-wetland district identified in the ordinance, administered as an overlay district to the Town zoning, is intended to preserve wetlands greater than five acres in area within the statutorily defined "shoreland" area. Any portion of a wetland, which wetland is five

Table 15

SUMMARY OF TOWN OF WAYNE ZONING DISTRICTS: MAY 1997

Zoning District	Typical Permitted Uses	Typical Conditional Uses	Minimum Lot Size		Minimum Yard Requirements			Maximum Building Height (feet)
			Minimum Area	Minimum Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	
Agricultural District	Single-family farm dwellings; farms operated for raising crops, raising livestock, or dairying; fish farming and hatcheries; wholesale greenhouses, nurseries, orchards, and truck farms; poultry raising; parks and schools; seasonal roadside stands; home occupations; professional offices	Mobile homes; cemeteries; churches; agricultural warehousing; milk processing; raising of fur-bearing animals; retail-oriented greenhouses, nurseries, and truck farms; orchards; livestock operations involving over 300 head and poultry operations involving over 1,000 birds; kennels; manure pits	40,000 square feet	125	See Section 1.36 of ordinance	25	25	35
Exclusive Agricultural District (EA)	Single-family dwellings for farm operators and their families; farms operated for raising crops, raising livestock, and dairying; orchards; feedlots and poultry raising; nurseries; beekeeping; seasonal roadside stands; home occupations	Fish hatcheries; large animal-feeding operations; churches, schools, cemeteries, government structures, parks, and meeting places; utility uses; single-family dwellings for farm employees and their families; specialty agriculture; agriculture collection, storage, and transfer facilities	35 acres	600	See Section 1.36 of ordinance	25	25	35
Agricultural Transition Zone (AT)	Uses permitted in EA district	Uses conditional in EA district	35 acres	600	See Section 1.36 of ordinance	25	25	35
Wetland Conservancy District (C)	Wild-crop harvesting, nature trails, forest management, preserves, park and recreational areas	Drainage projects; fish hatcheries; water impoundments; private recreational facilities excluding buildings; utilities	--	--	--	--	--	--
Rural Residential District III	Single-family dwellings, farming and truck gardening, nurseries, home occupations, seasonal roadside stands, parks and playgrounds, forest and game management, community living arrangements for eight or fewer	Livestock raising, community living arrangements for nine or more, kennels	3 acres	300	100	25	50	35
Residential A-1 District	Single-family dwellings, public parks, schools, home occupations, community living arrangements for eight or fewer	Farming, nurseries, churches, raising of livestock and poultry, wholesale fish hatcheries, community living arrangements for nine or more	40,000 square feet	125	25	7.5	25	35
Residential A-2 District	Uses permitted in Residential A-1 district	Two-family dwellings, community living arrangements for nine or more	40,000 square feet	100	25	7.5	25	35
Residential A-3 District	Uses permitted in Residential A-2 district, two-family dwellings, community living arrangements for 15 or fewer	Multi-family dwellings (three to eight units), community living arrangements for 16 or more	Multi-family: 4,000 square feet Two-family: 6,000 square feet Single-family: 12,000 square feet	85	25	7.5	25	35

Table 15 (continued)

Zoning District	Typical Permitted Uses	Typical Conditional Uses	Minimum Lot Size		Minimum Yard Requirements			Maximum Building Height (feet)
			Minimum Area	Minimum Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	
Residential B District	Uses permitted in Residential A-2 district, two-family dwellings and multi-family dwellings (three to eight units), community living arrangements for 15 or fewer	Community living arrangements for 16 or more	Multi-family: 4,000 square feet Two-family: 6,000 square feet Single-family: 12,000 square feet	75	25	25	25	45
Residential C District	Uses permitted in Residential A district, two- to four-family dwellings, community living arrangements for 15 or fewer	Community living arrangements for 16 or more	3 acres	125	25	25	25	45
Commercial A District	Uses permitted in Residential A-2 district, except community living arrangements; selected retail stores; professional services and offices	Cafés with outdoor service, public and quasi-public uses, service stations, hotels, kennels	40,000 square feet	125	25	25	10	45
Commercial B-1 District	Uses permitted in Commercial A district, other retail sales, general offices, civic and social clubs, commercial parking lots and structures	Drive-in theaters, kennels, commercial printing	40,000 square feet	125	25	25	10	One foot for every one foot of front-yard setback
Commercial B-2 District	Uses permitted in Commercial B-1 district, except dwellings	Auto-body shops, kennels, adult entertainment uses	40,000 square feet	125	25	25	10	One foot for every one foot of front-yard setback
Industrial A District	Uses permitted in Commercial B-1 district, except churches, schools, and residential uses; warehousing; distribution; storage; transportation terminals; utilities; printing and bottling plants; manufacturing, processing, and fabricating; recycling facilities	None	40,000 square feet	125	25	25	10	45
Industrial B District	Uses permitted in Industrial A district; manufacturing, processing, fabricating	Auto wrecking; salvage yards; storage, manufacturing, processing, and disposal of hazardous materials; sewage treatment or disposal plants	40,000 square feet	125	25	25	10	45
Highway Interchange Overlay District	Single- and two-family dwellings	All principal uses permitted in Residential B, Commercial A, B-1, and B-2, and Industrial A and B districts	As required in underlying zoning district	As required in underlying zoning district	See Section 1.25(6) of ordinance	See Section 1.25(6) of ordinance	See Section 1.25(6) of ordinance	45

NOTE: This table is a summary and should not be used as a guide to answer zoning-related questions. Refer to the official Town of Wayne zoning ordinance text and map for specific zoning district information.

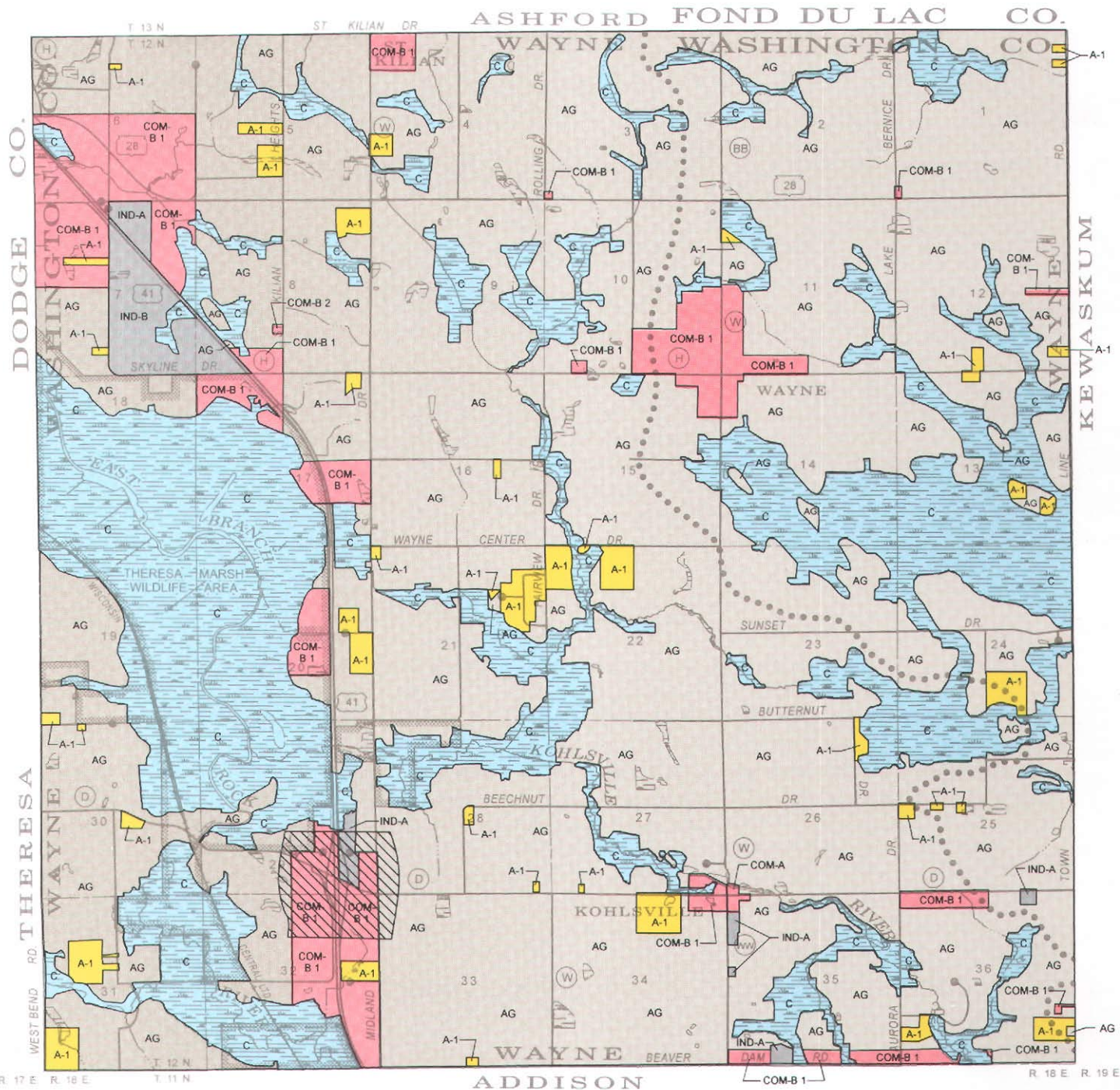
Source: Town of Wayne zoning ordinance and SEWRPC.

acres or greater in area, and which portion is located within a shoreland is also included in the shoreland-wetland district, even if the portion of the wetland within the shoreland is less than five acres in area. The shoreland-

wetland overlay district may superimpose additional requirements upon the underlying Town zoning district. In any case involving conflicting requirements, the more stringent of the requirements applies.

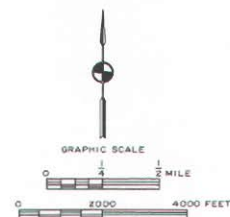
Map 21

EXISTING ZONING IN THE TOWN OF WAYNE: MAY 1997



ZONING DISTRICTS

AG	AGRICULTURAL DISTRICT	A-2	RESIDENTIAL A-2 DISTRICT (NONE)	COM-B 2	COMMERCIAL B-2 DISTRICT
EA	EXCLUSIVE AGRICULTURAL DISTRICT (NONE)	A-3	RESIDENTIAL A-3 DISTRICT (NONE)	IND-A	INDUSTRIAL A DISTRICT
AT	AGRICULTURAL TRANSITION ZONE (NONE)	RES-B	RESIDENTIAL B DISTRICT (NONE)	IND-B	INDUSTRIAL B DISTRICT
C	WETLAND CONSERVANCY DISTRICT	RES-C	RESIDENTIAL C DISTRICT (NONE)		HIGHWAY INTERCHANGE OVERLAY DISTRICT
RR	RURAL RESIDENTIAL DISTRICT (NONE)	COM-A	COMMERCIAL A DISTRICT		
A-1	RESIDENTIAL A-1 DISTRICT	COM-B 1	COMMERCIAL B-1 DISTRICT		



Source: SEWRPC.

Table 16

**BASIC ZONING DISTRICTS
IN THE TOWN OF WAYNE: MAY 1997**

District Type	District Name	Area (acres)	Percent of Total Area of Town
Agricultural	Agricultural District	15,210	66.4
	Exclusive Agricultural District (EA)	0	0.0
	Agricultural Transition Zone (AT)	0	0.0
	Subtotal	15,210	66.4
Conservancy	Wetland Conservancy District (C)	5,539	24.1
	Subtotal	5,539	24.1
Residential	Rural Residential District III	0	0.0
	Residential A-1 District	464	2.0
	Residential A-2 District	0	0.0
	Residential A-3 District	0	0.0
	Residential B District	0	0.0
	Residential C District	0	0.0
	Subtotal	464	2.0
Commercial	Commercial A District	13	0.1
	Commercial B-1 District	1,387	6.0
	Commercial B-2 District	1	..*
	Subtotal	1,401	6.1
Industrial	Industrial A District	88	0.4
	Industrial B District	221	1.0
	Subtotal	309	1.4
--	Total	22,923	100.0

*Less than 0.05 percent.

Source: SEWRPC.

LAND DIVISION CONTROL

A land division control ordinance is a public law that regulates the division of a parcel of land into smaller parcels. Land division control ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new urban development is appropriately located; that lot size minimums are observed; that adequate rights-of-way for arterial and collector streets are appropriately located and dedicated or reserved; that access to arterial streets and highways is appropriately limited in order to preserve the traffic-carrying capacity and safety of such facilities; that adequate land for parks, drainageways, and other open spaces is appropriately located and preserved; that street, block, and lot layouts are appropriate; and that adequate public improvements are provided.

Chapter 236 of the Wisconsin Statutes, titled "Platting Lands and Recording and Vacating Plats," requires the preparation and approval of a subdivision plat of survey when five or more lots of one and one-half acres each or less in area are created. Chapter 236 also sets forth requirements for surveying lots and streets, plat review and approval by State and local units of government, recording of approved plats, penalties and remedies for failure to comply with the platting requirements, and procedures for vacating or altering previously approved plats.

Chapter 236 also allows any city, village, town, or county that has established a planning agency to adopt a land division control ordinance, provided that ordinance is at least as restrictive as the State platting requirements. Local land division control ordinances may include the review of other divisions of land not defined as "subdivisions" by the Wisconsin Statutes, such as divisions which create fewer than five lots.

Land Division Control Ordinances

The Town of Wayne and Washington County both have land division control ordinances that regulate specific land divisions in the Town. The Town ordinance regulates minor land divisions that create four or fewer parcels, any one of which is 10 acres or less in area. Washington County regulates all land divisions creating five or more parcels of five acres each or less in area, except in the case of land divisions within the County shoreland jurisdiction, in which case land divisions creating three or more parcels of five acres each or less in area are regulated. In certain cases, the Town and the County have concurrent jurisdiction over a given land division. In such instances, the more restrictive regulations apply.

Map 22 delineates the boundary of the County shoreland jurisdiction within the Town as of 1985. Approximately 8,022 acres, or about 35 percent of the Town, lies within the County shoreland jurisdiction. Within that jurisdiction, approximately 6,097 acres, or about 27 percent of the Town, has been mapped as floodplain, and approximately 5,040 acres, or about 22 percent of the Town, has been mapped as shoreland wetland.

Since July 1995, Washington County, in conjunction with the Wisconsin Department of Natural Resources, has been revising the County shoreland boundaries based upon field inspections of navigable waters. It is expected that all revisions to the shoreland maps, and their subsequent adoption, will be completed in the near future.

SHORELAND ZONING FOR THE TOWN OF WAYNE: 1985



Town of Wayne Minor Land Division Ordinance

The Town of Wayne minor land division ordinance provides regulatory authority over minor land divisions in the Town. Unlike subdivisions which require a plat, minor land divisions are created through the use of a certified survey map. The Town ordinance details the requirements for preparing and submitting a survey, outlines review and approval procedures, and sets forth the procedures for recording an approved survey. The ordinance also details improvements required as part of the land division, including roadway surfacing, storm-water drainage facilities, street signs, landscaping, and erosion and sediment control devices; the provision of easements for certain improvements; and the dedication of lands to open space and park use, or fees in lieu of such dedication.

Washington County Land Division Ordinances

Washington County regulates land division activity both within and outside the statutorily defined shoreland areas of the Town. Chapter 23 of the Washington County Code provides the County with authority to review all land divisions creating three or more parcels of five acres each or less in area within shoreland areas in the Town. Chapter 24 of the Washington County Code, titled "Land Divisions," details County authority with regard to the review of land divisions creating five or more parcels of five acres each or less in area within the Town. The County ordinance details requirements with regard to preparing and submitting a plat of survey or certified survey map, outlines review and approval procedures, and sets forth procedures for recording the survey. The ordinance also sets forth design standards for improvements required as a result of the land division.

As part of its statutory authority, the County may also review plats of survey for conformance with adopted County plans for parks, parkways, expressways, major highways, airports, drainage channels, or other planned public developments.

OTHER PERTINENT COUNTY, STATE, AND FEDERAL REGULATIONS

Construction Site Erosion Control Regulations

The Town and County land division ordinances both include general design standards for soil erosion and sedimentation control for construction sites located in areas regulated by the County land division ordinance. The regulations are intended to protect the quality of waters by reducing the amount of sediment and other

pollutants leaving construction sites during land development and land-disturbing activities.

Wisconsin Uniform Dwelling Code

Construction of one-family and two-family dwellings in the Town is regulated by the Wisconsin Uniform Dwelling Code (UDC). The UDC is a State regulation enforced by local governments. The UDC does not require any minimum building size for one-family and two-family dwellings.

The Town cannot impose additional requirements on any specific activity or standard governed by the UDC; however, it can adopt additional regulations related to construction of one-family and two-family dwellings if the activity or standard involved is not specifically regulated by the UDC.

State and Federal Water Quality Regulations

Chapter NR 103 of the Wisconsin Administrative Code establishes water quality standards for wetlands. These standards, like the more general policies set forth for wetlands protection under Section NR 1.95 of the Wisconsin Administrative Code, are applied by the Wisconsin Department of Natural Resources in all decisions made under existing State regulatory authority. In cases where State certification of a wetland modification is denied, the necessary U. S. Army Corps of Engineers permit would also be denied.

Section 404 of the Federal Clean Water Act requires the U. S. Army Corps of Engineers, working in cooperation with the U. S. Environmental Protection Agency, to regulate the discharge of dredged and fill materials into the waters of the United States, including lakes, rivers, and wetlands. In carrying out this responsibility, the Corps of Engineers determines when permits are required for the discharge of dredged or fill materials. Some silvicultural, mining, and agricultural activities in water and wetland areas may be exempt from the individual-permit requirement. Certain minor activities, such as shore stabilization, may be undertaken under a preapproved general, or nationwide, permit. Section 401 of the Act requires that the issuance of Federal permits be consistent with State water quality policies and standards.

SUMMARY

Land use development can be guided and shaped in the public interest through the sound application of land use regulations. Regulations in effect in the Town of Wayne were examined as they relate to the Town's physi-

cal development and to the ability of the Town government to implement the recommended land use plan for the Town. The findings set forth in this chapter can be summarized as follows:

1. The Town of Wayne zoning ordinance regulates all land development within the Town. As of May 1997, under this ordinance, approximately 66 percent of all lands in the Town were zoned in the Agricultural district; approximately 24 percent were zoned in the Wetland Conservancy (C) district; approximately 6 percent were zoned in the Commercial B-1 district; approximately 2 percent were zoned in the Residential A-1 district; and the remaining approximately 2 percent were zoned in the Commercial A, Commercial B-2, Industrial A, and Industrial B districts.
2. The Washington County shoreland and wetland zoning ordinance applies to lands in the Town which are located 1) within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds, and flowages, or 2) within 300 feet of the ordinary high-water mark of navigable rivers and streams or to the landward side of the 100-year recurrence interval floodplain, whichever distance is greater. Shoreland and wetland zoning regulations overlay approximately 8,022 acres, or about 35 percent of the total area, of the Town.
3. Since July 1995, Washington County, in conjunction with the Wisconsin Department of Natural Resources, has been revising the County shoreland boundaries based upon field inspections of navigable waters. It is expected that all revisions to the County shoreland maps, and their subsequent adoption, will be completed in the near future.
4. Pursuant to Chapter 236 of the Wisconsin Statutes, both the Town of Wayne and Washington County have land division control ordinances in effect in the Town.
5. Construction of one-family and two-family dwellings in the Town is regulated by the Wisconsin Uniform Dwelling Code (UDC). The Town cannot impose additional requirements on any specific activity or standard governed by the UDC; however, it can adopt additional regulations related to construction of one-family and two-family dwellings if the activity or standard involved is not specifically regulated by the UDC.
6. A series of laws and regulations controls the use of waters and wetlands in the Town, as well as the potential water quality impacts of development. These laws and regulations include the Town of Wayne minor land division ordinance, Washington County construction site erosion control regulations, Chapter NR 103 of the Wisconsin Administrative Code, and Sections 401 and 404 of the Federal Clean Water Act.

Chapter VI

FRAMEWORK FOR PLAN DEVELOPMENT

Previous chapters of this report have set forth the findings of various inventories and analyses undertaken as part of the planning process for the Town of Wayne. This has included a review of pertinent Washington County and regional plans; demographic, economic, and natural resource base inventories of the Town; existing land uses in the Town; and land use regulations affecting the Town.

This chapter describes several remaining factors that are important to the preparation of the land use plan for the Town, factors that will substantially contribute to the nature and design of the plan. Specifically, this chapter presents the following:

1. A brief summary of the Town of Wayne visioning session and community survey conducted in 1996.
2. Eight development objectives chosen by the Town Plan Commission to be used as a guide in the preparation of the land use plan for the Town.
3. Probable future population and household levels in the Town through the year 2020.

VISIONING SESSION AND COMMUNITY SURVEY

The public participation process undertaken as part of the Town planning effort included a visioning session and community survey. Conducted in 1996, the visioning session and survey provided Town property owners with an opportunity to share their views with regard to various land use and development issues affecting the Town. While not intended as a referendum on the issues, results of the visioning session and survey were intended to provide the Town Plan Commission with insight into the preferences of local property owners. With this insight, the ability of the Plan Commission to make land use planning decisions likely to be supported by Town residents was enhanced.

The visioning session and community survey were conducted by University of Wisconsin-Extension (UWEX)

staff. The session and survey findings indicate a strong preference for the maintenance and preservation of the Town's rural character. This theme was reinforced throughout the UWEX findings, with a majority of participants indicating an interest in slow growth, limited development of subdivisions, preservation of farmland and other environmentally significant lands, and limited commercial and industrial development. The survey results are summarized in Appendix A and documented in a separate report entitled *Town of Wayne Land Use Plan Community Visioning and Survey Results*, March 1997.

DEVELOPMENT OBJECTIVES

As part of the land use planning process, the following development objectives were formulated by the Town Plan Commission and used as a guide in the preparation of the plan:

1. Helping to maintain the rural character of the Town through the accommodation of most new residential development at rural densities—densities of no more than one dwelling unit for every five acres of land included in a development proposal.
2. Discouragement of development within environmental corridors and isolated natural resource areas so as to maintain the existing landscape and natural beauty of the Town.
3. Preservation and enhancement of the hamlets of Kohlsville, St. Kilian, and Wayne so as to strengthen their identities as historic and unique centers within the Town.
4. Identification of the hamlet of Wayne as the future Town center.
5. Encouragement of preservation of agricultural lands so as to maintain the economic stability of the farming community and the rural character and open spaces of the Town.
6. Provision for a safe and efficient transportation system.

7. Achievement of a logical relationship between existing and proposed land uses.
8. Achievement of a spatial distribution of land uses that is properly related to the existing and planned transportation, utility, and public facility systems, assuring an economical provision of the services involved.

POPULATION AND HOUSEHOLD FORECASTS

In order to ensure that the land use needs of Town residents are met in an efficient, economical, and environmentally sound manner, it is desirable that the Town's probable resident population, household, and employment levels in 2020 be determined. In an effort to lessen the uncertainty associated with forecasting future growth, two alternative sets of projections were reviewed by the Town Plan Commission. These projections included 1) a range of population, household, and employment levels envisioned for the Town under alternative future scenarios prepared by the Regional Planning Commission as part of the regional land use planning program and 2) a range of population and household levels envisioned for the Town based on residential development trends from 1982 through 1996.

Regional Planning Commission Alternative Futures

The ranges of resident population, household, and employment levels envisioned for the Town under two alternative future scenarios prepared by the Regional Planning Commission are presented in Table 17.¹ Under the alternative futures, the year 2020 resident population of the Town is envisioned to range from approximately 1,660 under an intermediate-growth scenario to approximately 1,860 under a high-growth scenario. The number of households in the Town in 2020 is envisioned to range from approximately 550 under the intermediate-growth scenario to approximately 620 under the high-growth scenario. The employment level of the Town in 2020 is

envisioned to be the same under both alternative futures, with approximately 350 jobs in that year.

It should be recognized that the alternative futures presented in Table 17 were prepared in support of the objectives of the 2020 regional land use plan. Based on these objectives, agricultural uses are envisioned to remain predominant in rural towns such as Wayne during the planning period. For this reason, the alternative futures envisioned for Wayne project only modest increases in population, households, and employment by 2020.

Projection of Residential Development Trends

In 1997, the Town had an estimated 520 occupied housing units. As shown in Table 18, the Town issued 128 residential building permits from 1982 through 1996. The 128 permits issued during this 15-year period indicate an average of about nine additional housing units per year in the Town during that period. During the 10-year period from 1987 through 1996, an average of about 11 units were added per year, and during the five-year period from 1992 through 1996, an average of 18 units were added per year.

Table 19 sets forth alternative numbers of occupied housing units envisioned in the Town by 2020, based upon alternative average annual numbers of units added during the 23-year planning period. As shown, adding the 15-year average of nine units per year during the planning period would result in an additional 207 units, or 727 total units, by 2020. Adding the 10-year average of 11 units per year would result in an additional 253 units, or 773 total units. Adding the five-year average of 18 units per year would result in an additional 414 units, or 934 total units.

The 1997 estimated resident population of the Town was 1,549. Table 20 sets forth a range of alternative 2020 resident population levels in the Town based on alternative numbers of occupied housing units envisioned by that year, multiplied in each case by an estimated 3.0 persons per household. As shown, the 727 total housing units associated with the 15-year average of nine additional units per year would result in a 2020 resident population of 2,181; the 773 total units associated with the 10-year average of 11 additional units per year would result in a 2020 resident population of 2,319; and the 934 total units associated with the five-year average of 18 additional units per year would result in a 2020 resident population of 2,802.

¹For a full description of the methodology used to develop these projections, see SEWRPC Technical Report No. 25, Alternative Futures for Southeastern Wisconsin, December 1980; SEWRPC Technical Report No. 11 (3rd Edition), The Population of Southeastern Wisconsin, October 1995; and SEWRPC Technical Report No. 10 (3rd Edition), The Economy of Southeastern Wisconsin, October 1995.

Table 17

**HISTORICAL AND ALTERNATIVE FUTURE POPULATION, HOUSEHOLD,
AND EMPLOYMENT LEVELS IN THE TOWN OF WAYNE: 1970-2020**

Category	Actual Level				Projected Conditions Intermediate-Growth Scenario			Projected Conditions High-Growth Scenario		
	1970	1980	1990	1997	2020	Change 1997-2020		2020	Change 1997-2020	
						Number	Percent		Number	Percent
Population	1,214	1,471	1,374	1,549	1,657	108	7.0	1,860	311	20.1
Households	297	409	418	520	552	32	6.2	620	100	19.2
Employment	150	230	350	--	353	3	0.9	353	3	0.9

NOTE: Figures for 1997 are estimated. The projected 1997-2020 change in the Town's employment level is based on the projected 1990-2020 level of such change for the Town.

Source: U. S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

Table 18

**SINGLE-FAMILY BUILDING PERMITS
ISSUED IN THE TOWN OF WAYNE: 1982-1996**

Year	Number of Permits Issued
1982	2
1983	1
1984	2
1985	5
1986	5
1987	1
1988	1
1989	9
1990	6
1991	6
1992	12
1993	22
1994	24
1995	15
1996	17
Total	128

Source: Allied Construction Employers' Association, Inc., and SEWRPC.

During the past decade, the amount of residential development occurring in Washington County towns south of Wayne along the USH 41 corridor has consistently been greater than that which has been experienced in Wayne. While the Town Plan Commission felt that it was likely that this trend would continue well into the next decade, it also felt that interest in Wayne would continue. This assumption was based on several factors: 1) the central location of the Town, just over 20 miles from both the City of Fond du Lac to the north and Waukesha and Milwaukee Counties to the south; 2) the Town's ready transportation access via STH 28 and USH 41; and 3) the Town's relatively undeveloped scenic rolling topography, which lends itself to continued interest in residential development.

On the basis of careful review of past growth trends, and upon review of other factors that might affect those trends, the Town Plan Commission determined that residential growth in the Town would likely occur at a rate that is within the range of the recent historical five-year and 10-year averages for housing starts in the Town. This would result in an average of 11 to 18 additional housing units per year during the planning period, increasing the total number of occupied housing units in the Town from 520 units in 1997 to a total ranging from 773 to 934 in 2020, an increase of 49 percent to 80 percent. This represents an average annual increase ranging from 2.1 percent to 3.5 percent during the 23-year planning period.

Based on the forecast increase in occupied housing units, and given an anticipated average household size

Selected Forecasts

In its consideration of the projections presented above, the Town Plan Commission was particularly interested in utilizing residential development trends as the basis for choosing a forecast of future population and household growth in the Town.

Table 19

TOTAL OCCUPIED HOUSING UNITS IN THE TOWN OF WAYNE BASED ON ALTERNATIVE AVERAGE NUMBERS OF UNITS ADDED PER YEAR: 2020

Units Added per Year	2020 Total Units	Change in Estimated Housing Units 1997-2020	
		Number	Percent
6	658	138	27
9 ^a	727	207	40
11 ^b	773	253	49
15	865	345	66
18 ^c	934	414	80
21	1,003	483	93
24	1,072	552	106

NOTE: In 1997, the Town of Wayne had an estimated 520 occupied housing units.

^aFifteen-year average from 1982 through 1996.

^bTen-year average from 1987 through 1996.

^cFive-year average from 1992 through 1996.

Source: Allied Construction Employers' Association, Inc., and SEWRPC.

Table 20

TOTAL POPULATION OF THE TOWN OF WAYNE BASED ON ALTERNATIVE NUMBERS OF OCCUPIED HOUSING UNITS: 2020

2020 Total Occupied Housing Units	2020 Estimated Population ^a	Change in Estimated Population 1997-2020	
		Number	Percent
658	1,974	425	27
727	2,181	632	41
773	2,319	770	50
865	2,595	1,046	68
934	2,802	1,253	81
1,003	3,009	1,460	94
1,072	3,216	1,667	108

NOTE: The estimated 1997 resident population of the Town of Wayne was 1,549.

^aBased on an estimated average of 3.0 persons per household in the Town of Wayne in 2020.

Source: Wisconsin Department of Administration and SEWRPC.

of 3.0 persons per household in 2020, the resident population of the Town may be expected to range from 2,319 to 2,802 in 2020.

The Town Plan Commission, in its review of the Regional Planning Commission employment projections for the Town, determined that no specific forecast of employment levels would be chosen. It was felt that future employment levels within the Town would be a function of how strong the local farming community is, as well as the amount of commercial or industrial development which may occur near the USH 41-CTH D and USH 41-STH 28 interchanges.

SUMMARY

This chapter has presented a framework for plan development within the Town of Wayne. This framework includes the following: 1) a brief summary of the resident visioning session and attitudinal survey conducted in 1996; 2) development objectives formulated to help guide

the preparation of the land use plan for the Town; and 3) selected population and household forecasts chosen by the Town Plan Commission to represent the most probable future through the year 2020.

Key findings of this chapter include the following:

1. Participants in the visioning session and attitudinal survey indicated an interest in slow growth, limited development of subdivisions, preservation of farmland and other environmentally significant lands, and limited commercial and industrial development.
2. Eight land use development objectives were chosen by the Town Plan Commission to guide the preparation of the land use plan for the Town. These objectives relate to accommodating residential development at rural densities; discouraging development within environmental corridors and isolated natural resource areas; preserving and enhancing the unique historical qualities of the hamlets of Kohlsville, St. Kilian, and Wayne; identifying

the hamlet of Wayne as the future Town center; encouraging preservation of agricultural lands; providing for a safe and efficient transportation system; achieving a logical relationship between existing and proposed land uses; and achieving a spatial distribution of land uses that is properly related to the existing and planned transportation, utility, and public facility systems.

3. The Town Plan Commission determined that residential growth in the Town would likely occur at a

rate that is within the range of recent historical five-year and 10-year averages for housing starts in the Town. This would result in an average of 11 to 18 additional housing units per year during the planning period. It would increase the total number of occupied housing units in the Town from 520 units in 1997 to a total ranging from 773 to 934 in 2020. The resident population of the Town, which totaled approximately 1,549 in 1997, may be expected to range from 2,319 to 2,802 in the year 2020 under this scenario. No employment forecast was selected.

(This page intentionally left blank)

Chapter VII

RECOMMENDED LAND USE PLAN

A land use plan is an official statement reflecting a community's major objectives concerning the desirable physical development of the area. The recommended land use plan for the Town of Wayne, as set forth in this chapter, consists of recommendations regarding the type, extent, and spatial location of the various land uses required to serve the anticipated needs of Town residents through the year 2020.

The plan is intended to be used as a tool to help guide the physical development of the Town into an efficient and attractive pattern and to promote the public health, safety, and general welfare. The plan is also intended to promote the public interest rather than the interests of individuals or special groups within the community. The very nature of the plan contributes to this purpose, for it facilitates consideration of the relationship of all development proposals, whether privately or publicly advanced, to the overall physical development of the community.

The plan for the Town should not be considered as rigid and unchangeable, but rather as a guide to help local officials and concerned citizens review development proposals. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary. Accordingly, the plan should be reviewed periodically to determine whether the land use development objectives are still valid, as well as to determine the extent to which the various objectives are being realized through plan implementation.

PLAN PURPOSE AND VISION

The Town of Wayne has been experiencing residential development pressures in recent years, leading to a steady increase in the number of scattered large-lot homesites. If this trend continues unfettered, it may have serious implications for the maintenance of the Town's rural character. With each new homesite, farmland is lost, traffic on the rural roads increases, and the cost of providing schools and other services grows. These concerns prompted the Town Board to initiate the development of a land use plan in 1996.

From its inception, the Town planning process encouraged residents to participate by sharing their views as to how the Town should evolve as a community. The aforementioned community survey and visioning session, in particular, helped identify resident preferences. It was through this public participation, in conjunction with Town Plan Commission analysis of information provided by the Regional Planning Commission, that a vision of the Town's preferred future was shaped.

The vision shared by the majority of Town residents who participated in the planning process is that of a rural community in which family farms share the landscape with a limited number of nonfarm homesites. Residential development sensitive to the Town's rural character, agricultural past, and unique natural features would be accommodated at rural densities. Most nonresidential development would occur at the interchanges of USH 41 with CTH D and STH 28. The hamlet of Wayne would serve as the functional and social center of the Town, encompassing a range of complementary land uses. Environmental corridors, isolated natural resource areas, and other environmentally significant landscapes would be recognized for their unique natural features and importance to the Town's rural character, and would be preserved wherever possible.

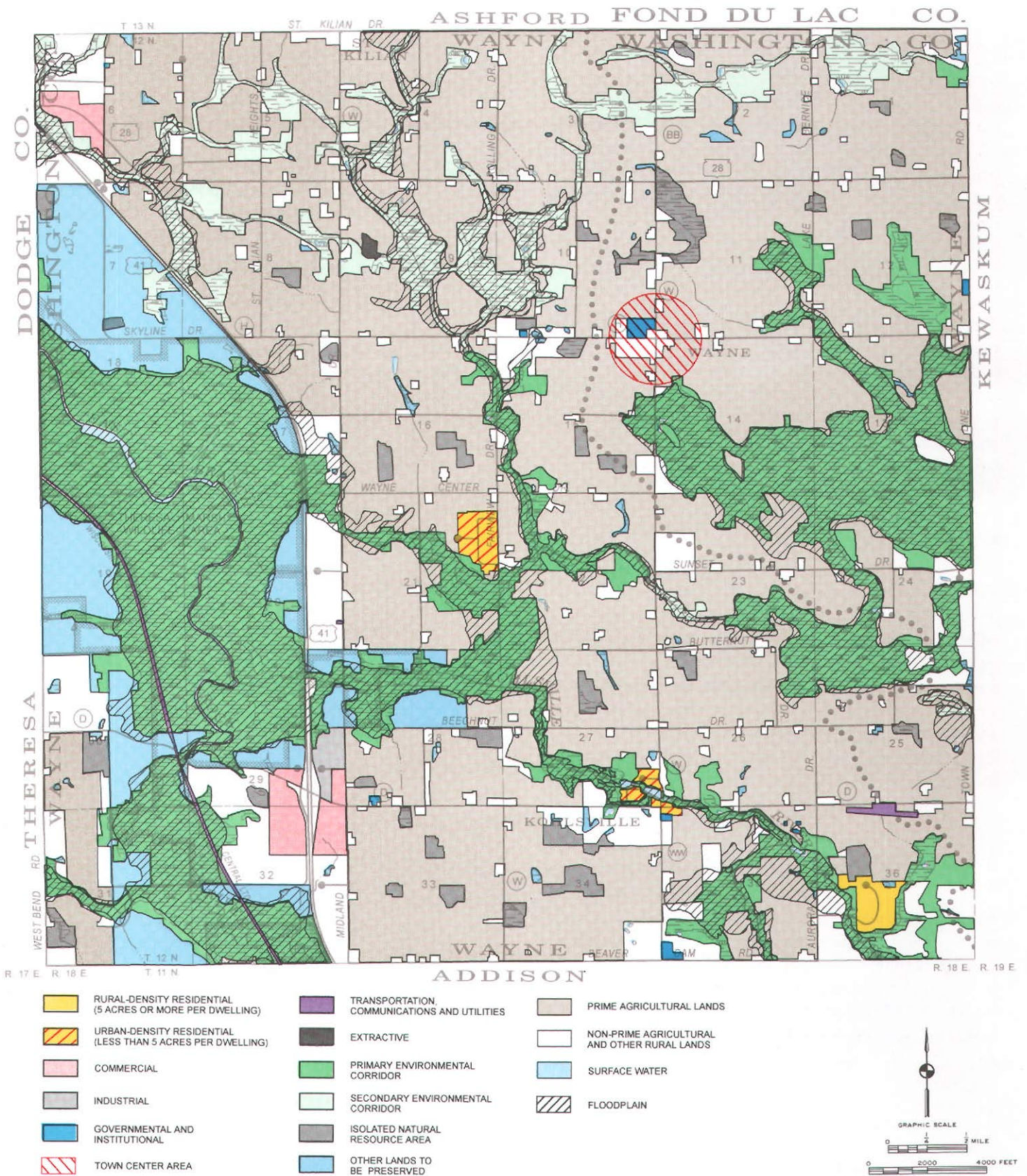
LAND USE PLAN RECOMMENDATIONS

The recommended land use plan for the Town is presented graphically on Map 23. Acreage totals relative to the plan are presented in Table 21. The plan for the Town was developed, essentially, by detailing the regional land use plan as it pertains to the Town of Wayne in accordance with the local development objectives set forth in Chapter VI of this report. In brief, the key recommendations of the plan for the Town are as follows:

1. That most new residential development be accommodated at rural densities, utilizing conservation design concepts wherever possible.

Map 23

RECOMMENDED LAND USE PLAN FOR THE TOWN OF WAYNE: 2020



Source: SEWRPC.

Table 21

PLANNED LAND USE IN THE TOWN OF WAYNE: 2020

Land Use Category	1995		Planned Change 1995-2020		2020	
	Acres	Percent of Total	Acres	Percent Change	Acres	Percent of Total
Urban						
Urban-Density Residential	56	0.2	35	62.5	91	0.4
Commercial and Industrial	31	0.1	166	535.5	197	0.9
Governmental and Institutional	30	0.1	-7	-23.3	23	0.1
Recreational	2	-- ^a	7	350.0	9	-- ^a
Extractive	10	-- ^a	0	0.0	10	-- ^a
Transportation, Communication, and Utilities	780	3.4	217 ^b	27.8	997	4.3
Urban Subtotal	909	3.9	418	46.0	1,327	5.8
Rural						
Prime Agricultural Lands	11,962	52.0	-1,202 ^c	-10.0	10,760	46.7
Nonprime Agricultural and Other Rural Lands	3,036	13.2	662	21.8	3,698	16.1
Primary Environmental Corridor	5,486	23.8	0	0.0	5,486	23.8
Secondary Environmental Corridor	1,164	5.1	0	0.0	1,164	5.1
Isolated Natural Resource Area	460	2.0	0	0.0	460	2.0
Other Lands to Be Preserved	0	0.0	122	--	122	0.5
Rural Subtotal	22,108	96.1	-418	-1.9	21,690	94.2
Total^d	23,017	100.0	--	--	23,017	100.0

^aLess than 0.05 percent.

^bEstimate of acreage needed to accommodate land access streets to serve new rural-density residential, commercial, and industrial land uses.

^cApproximately 80 percent of all anticipated rural residential development is expected to occur on prime agricultural lands. Planned change is based on the following reallocations: 1,177 acres to rural-density residential use and associated land access streets and 25 acres to new commercial and industrial development.

^dThe 1995 total acreage identified in this table varies from the total identified in Chapter IV of this report due to agricultural lands that may also be included within environmental corridors and/or isolated natural resource areas.

Source: SEWRPC.

- That all environmental corridors and isolated natural resource areas be preserved in essentially natural, open use.
- That most new nonresidential development be limited to areas near the interchanges of USH 41 with CTH D and STH 28, and in the hamlet of Wayne.
- That the hamlet of Wayne serve as the "Town Center" area.
- That farming activities be encouraged to continue, particularly on prime agricultural lands, as long as possible.

Specific land use recommendations and associated envisioned acreages are detailed below.

Residential Land Use

Residential land use is an important element of the plan for the Town. By establishing a logical, well-defined policy regarding residential development, the Town will be

taking a critical step toward achieving its objective of maintaining its rural character.

For the purposes of the planning effort, “urban” residential development is defined as residential development at a density greater than one housing unit per five acres. “Rural” residential development is defined as residential development having a density equal to or less than one housing unit per five acres. Plan recommendations regarding urban and rural residential development are set forth in this section.

As noted in Chapter VI of this report, approximately 552 total households were envisioned in the Town by 2020 under an intermediate-growth scenario for the Region—the scenario chosen as a basis in preparing the 2020 regional land use plan. Under a high-growth scenario for the Region, approximately 620 total households in the Town were anticipated by 2020. With about 520 total households in existence in the Town in 1997, it is likely that the totals envisioned under both regional scenarios would be exceeded well before 2020. By projecting the trend established by recent residential development activity in the Town, it appears likely that an average of 11 to 18 housing units would be added per year through 2020, resulting in approximately 773 to 934 total housing units in the Town by that year, an increase of approximately 253 to 414 additional housing units. The Town Plan Commission, in reviewing the projected data, determined that an average increase of 12 housing units per year from 1997 to 2020 was the most desirable future rate of such increase for the Town. Thus, the planned change related to residential land use, as identified in Table 21, is based upon this determination.

Urban-Density Residential Development

Under the land use plan for the Town, new urban-density residential development would be limited to the infilling of existing buildable parcels located outside the 100-year floodplain.

As shown on Map 23, the Fairview Heights subdivision in Section 21 and the hamlet of Kohlsville in Section 27 were the only two residential areas in the Town in 1995 characterized by groupings of urban-density homesites served by interior local roads. Within Fairview Heights, five parcels, totaling approximately 10 acres, were undeveloped as of 1995. Kohlsville had two vacant parcels available in 1995, totaling approximately four acres.

Other vacant, buildable urban-density parcels were scattered throughout the Town in 1995. While it is recognized

that these parcels may be developed for residential use during the planning period, the plan encourages their retention in agricultural and other open space uses as a means of limiting scattered small-lot development fronting on arterial roads. Under the plan, it is estimated that approximately 10 additional urban-density parcels, averaging two acres per parcel, will be built upon during the planning period.

As described above and indicated in Table 21, under the plan, lands in urban-density residential uses in the Town are envisioned to increase by a total of approximately 35 acres, or about 63 percent, from 56 acres in 1995 to 91 acres in 2020.

Rural-Density Residential Development

The plan recommends that most future residential development in the Town be accommodated at rural densities. Properly situated with respect to the natural resource base, residential development at rural densities can be sustained without public sanitary sewer and water supply or extensive stormwater management systems. Woodland and wetland areas can be preserved, helping to sustain wildlife habitats in the area. Groundwater quality and the recharge areas of aquifers can also be more readily protected.

It should be recognized that rural-density residential development may be accommodated through several design approaches, including conventional development with lots having a minimum area of five acres or greater; lot averaging, in which lot sizes vary, with some lots smaller than five acres, and others larger, but with the overall average density of the specific development held to no greater than one unit per five acres; and conservation design, also known as cluster development, in which the overall average density of a development is held to no greater than one unit per five acres, but in which all lot sizes are reduced to below five acres each, with the balance of the acreage maintained in open space uses. The conservation design approach, in particular, can help maintain the overall rural character of the landscape, preserve significant natural features and agricultural lands, and minimize road construction and other site improvement costs. Importantly, it may also minimize the visual impact of residential development and help maintain a sense of open space along highway corridors through the Town. Additional information relative to these design concepts is presented in the next chapter of this report, which deals with plan implementation.

The land use plan for the Town further recommends that scattered-site development of individual homesites be

discouraged so as to help maintain rural character; limit the loss of prime farmland; limit the number of ingress/egress points on arterial roads; and minimize the cost of service delivery to scattered homesites.

Not all areas intended to accommodate new rural-density residential development have been identified on the plan map. The Town Plan Commission determined that all landowners interested in selling or developing their land for residential uses should be given equal consideration. Development review would be based upon, among other things, environmental concerns; potential effects on the transportation system and the provision of public services; and compliance with the Town's land use plan, zoning ordinance, and land division ordinance.

Under the recommended land use plan for the Town, approximately 259 rural-density housing units are envisioned to be developed during the planning period. Based upon the application of a rural-level density of one housing unit per five acres, a minimum of 1,295 acres of land would therefore be converted to rural residential uses by 2020. It is anticipated that approximately 80 percent of the new units would be developed on about 1,036 acres of prime agricultural lands; 10 percent would be developed on about 130 acres of nonprime agricultural and other rural lands; and the remaining 10 percent would be developed on about 130 acres of upland woods located within primary and secondary environmental corridors and isolated natural resource areas.

It should be recognized that the amount of land developed for rural residential land uses during the planning period may vary significantly from that which has been envisioned, based upon the number of units developed and the amount of land utilized for each homesite.

Commercial and Industrial Land Uses

Under the land use plan for the Town, it is recommended that commercial and industrial land uses be limited to those uses which existed prior to the adoption of the land use plan, certain home occupations, and new commercial and industrial uses located near the interchanges of USH 41 with CTH D and STH 28, as shown on Map 23. Additional limited neighborhood commercial uses may also be accommodated in the hamlet of Wayne as the community grows and that area develops as the Town Center area. Limiting the amount and location of land available for commercial and industrial uses may help to minimize the impact such uses would have on the local public infrastructure and also help to maintain the Town's rural character.

It should be recognized that under the land use plan, the amount of land available for commercial and industrial uses would be significantly reduced. In May 1997, approximately 1,710 acres of land were zoned for commercial and industrial uses in the Town. Under the recommended plan, approximately 166 acres, or less than 10 percent of the 1,710 acres, would remain available for new commercial and industrial uses. This reduction supports the findings of the 1996 community survey, in which a majority of residents who responded expressed opposition to allowing a significant amount of land to be available for such uses.

Governmental and Institutional Land Uses

In 1995, 30 acres were allocated to governmental and institutional land uses in the Town. This total included 10 acres associated with Wayne Elementary School. Under the plan, a portion of this site should be considered for a combined school-Town recreational site. As indicated in Table 21, seven acres associated with the school site are thus recommended to be reallocated to the recreational land use category. No other expansion of this land use category is recommended under the plan. However, should residential development in the Town stimulate a need for additional space for public works and/or administrative offices, consideration should be given to separating the shared uses of the existing Town Hall-Town garage facility and developing a new Town Hall in the proposed Town Center area.

Town Center Area

The plan recommends that the hamlet of Wayne be designated as the Town Center. This area, as shown on Map 23, would encompass approximately 130 acres within a one-quarter-mile radius of the intersection of CTH W and CTH H. This area would provide a location for various institutional, recreational, and limited commercial needs of Town residents. It would also provide a location for special events, such as picnics, parades, and other community celebrations. Appropriate development within this area may include a Town recreation site in conjunction with the Wayne Elementary School site, as noted above; future government facilities, such as a Town Hall, post office, fire station, library, or community center; development for other institutional uses, such as the expansion of church or day-care facilities; development for limited neighborhood retail uses; and, to a lesser extent, residential development.

Parcels with highway frontage that are located near the intersection of CTH W and CTH H should be reserved for nonresidential uses, while those areas toward the

outer edges of the Town Center may provide an appropriate location for limited residential development.

While it is recommended that rural densities be maintained throughout most of the Town, a more compact development pattern should be considered for the Town Center area. With sewage treatment and disposal technologies continually advancing, State regulations regarding sewage treatment and disposal facilities are likely to change, allowing for more compact development to occur in areas not served by centralized sanitary sewerage systems.

Transportation, Communication, and Utility Land Uses

As shown in Table 21, transportation, communication, and utility land uses encompassed about 780 acres in the Town in 1995. Lands in this land use category include streets and highways, the Wisconsin Central Ltd. railway right-of-way within the Town, a small private-use airstrip, and other small-scale communication and utility facilities. All of these land uses are reflected on the recommended land use plan map. As further shown in Table 21, an increase of 217 acres in this category is anticipated under the plan, which increase represents the area anticipated to be converted to street and highway rights-of-way by 2020.

Transportation facilities, especially arterial streets and highways, are among the most critical land use elements influencing the spatial distribution of development in a community. The 2020 regional transportation system plan details the arterial street and highway system designed to serve probable future traffic demands in the Town through that year. The recommended land use plan for the Town reflects and reaffirms the regional transportation system plan with regard to improvements within the Town.

Extractive Land Uses

As shown on Map 10 in Chapter III of this report, soils identified as probable sources of sand and gravel occur primarily in the southeastern portion of the Town, with additional smaller deposits located in the northern and the western portions of the Town. These soils accounted for nearly 13 percent of the total area of the Town. In 1995, there were approximately 10 acres of lands in the Town being used for extractive purposes.

Under the recommended land use plan for the Town, neither any specific expansions of existing nor any new mineral extraction sites have been identified. However, should any expansion of existing or development of new

extractive sites be proposed, the review of such proposals should be based upon the potential impact of such development on the natural resource base and adjoining land uses.

Agricultural Land Uses

As noted in Chapter IV of this report, about 63 percent of all lands in the Town were in uses related to farming activities in 1995. The preservation of agricultural lands, particularly prime agricultural lands, is an important factor in ensuring the continued availability of productive farmland as well as maintaining the rural character of the Town. For the purpose of this report, agricultural lands are separated into two categories: 1) prime agricultural lands and 2) nonprime agricultural and other rural lands. Information relative to each agricultural land category is presented in this section.

Conversion of Farmland

Farming has historically been the predominant land use in the Town. Over the years, however, interest in residential development has resulted in new housing units being built on previously farmed agricultural lands. This trend is expected to continue during the planning period as more people choose to relocate to, and raise families in, the Town of Wayne.

The land use plan for the Town, while recommending that agricultural lands be maintained in agricultural use as long as possible, acknowledges that changes occurring in the local farming community may have a significant impact on the ability of local farmers to successfully continue operating. Ever-increasing land values, higher taxes, smaller contiguous tracts of farmland, and decreases in the number of agricultural support businesses, as well as the aging of farmers who may not have anyone to take over their operations upon retirement, make the preservation of farmland in the Town a difficult task. Continuation of agricultural preservation agreements between the State of Wisconsin and individual farmers, as well as the implementation of other farmland preservation initiatives at the local level, may help to slow the conversion of farmland to other uses. Farmland preservation techniques that may be applicable to the Town are presented in the next chapter of this report, which deals with plan implementation.

Prime Agricultural Lands

As indicated in Table 21, prime agricultural lands in the Town encompassed approximately 11,962 acres, or about 52 percent of the total area of the Town, in 1995. Under the recommended plan, this total may be expected

to decrease by approximately 1,202 acres, or about 10 percent, to 10,760 acres by 2020. This reduction will largely be the result of rural-density residential development and associated uses occurring on prime agricultural land during the planning period.

It should be noted that the extent and spatial distribution of prime agricultural land depicted on the recommended Town land use plan map differs from those set forth for such land in the Washington County farmland preservation plan. The differences are primarily due to changes in the location and extent of delineated environmental corridors since adoption of the County plan in 1981 and the preparation of the land use plan, which is based on 1995 data. In addition, the land use plan uses a minimum 100-acre block of farmland, in addition to soil characteristics standards and a minimum farm size of 35 acres, to delineate prime farmland, while the County plan used a minimum 640-acre block of farmland and the same soil characteristics standards and minimum farm size to delineate prime farmlands.

Nonprime Agricultural and Other Rural Lands

The "nonprime agricultural and other rural lands" land use category includes the balance of agricultural and open lands in the Town as well as scattered-site and rural-density residential development. Under the land use plan, it is recommended that these areas, shown on Map 23, be maintained in such rural uses.

As indicated in Table 21, lands in the "nonprime agricultural and other rural lands" category totaled approximately 3,036 acres, or about 13 percent of the total area of the Town, in 1995. Under the land use plan, a net increase of approximately 662 acres, or nearly 22 percent, is envisioned for lands in this category during the planning period as a result of the conversion of prime agricultural land to rural-density residential uses.

Environmentally Significant Areas

Chapter III of this report presents key information regarding the location and extent of environmental corridors and isolated natural resource areas within the Town. The essentially linear environmental corridors represent a composite of the best remaining elements of the natural resource base in the Town and have immeasurable environmental and recreational value. Substantial preservation of the primary environmental corridors, and careful consideration of preserving secondary environmental corridors and isolated natural resource areas, in an essentially open, natural state will serve to maintain a high level of environmental quality and natural beauty in the Town.

Preservation of the component parts of these environmentally significant areas was identified as a priority by Town residents in the results of the aforementioned community survey conducted in 1996.

While seeking the preservation of environmental corridors, isolated natural resource areas, and other environmentally significant areas, the land use plan for the Town recognizes that certain transportation and utility facilities may be necessary within these areas and that certain recreational and rural-density residential uses may also be accommodated in such areas without jeopardizing their overall integrity.

Primary Environmental Corridors

Primary environmental corridors represent elongated areas in the landscape which contain concentrations of the most important remaining elements of the natural resource base. As indicated in Table 21, approximately 5,486 acres of primary environmental corridors existed in the Town in 1995. Most of this acreage consists of protected wetlands. The land use plan for the Town recommends that remaining primary environmental corridors in the Town be preserved in essentially natural, open uses.

Within the primary environmental corridors in the Town are five designated natural areas. These natural areas, shown on Map 15 in Chapter III of this report, are identified in the regional natural areas and critical species habitat protection and management plan adopted by the Regional Planning Commission in September 1997. The updated Washington County park and open space plan,¹ adopted by the County Board in August 1997, recommends the preservation of all natural areas within the Town through protective acquisition. The updated park and open space plan, which was adopted by the Regional Planning Commission as an amendment to the regional park and open space plan in March 1998, recommends that the Wisconsin Department of Natural Resources acquire those portions of the Theresa Swamp natural area and the Rock River Marsh natural area which are not currently owned by the Department as part of the Theresa Marsh Wildlife Area, and that the Department also acquire the Wayne Creek Swamp natural area. The park plan further recommends that Washington County acquire the Wayne Swamp natural area, and that a private conservation organization acquire the Stockcar Swamp natural area.

¹*Documented in SEWRPC Community Assistance Planning Report No. 136 (2nd Edition), A Park and Open Space Plan for Washington County, August 1997.*

Secondary Environmental Corridors

Secondary environmental corridors also contain a variety of resource elements, often being remnants of primary environmental corridors that have been partially converted to agricultural or other uses. The proposed land use plan for the Town recommends that remaining secondary environmental corridors in the Town be preserved in essentially natural, open uses. As indicated in Table 21, there were approximately 1,164 acres of secondary environmental corridors in the Town in 1995.

Isolated Natural Resource Areas

Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from the primary and secondary environmental corridors. Approximately 460 acres of isolated natural resource areas were scattered throughout the Town in 1995. The land use plan for the Town recommends that these areas also be preserved in essentially natural, open uses.

Other Lands to Be Preserved

The proposed land use plan also recommends the preservation of other smaller areas in the Town that contain important natural resource features. These areas do not qualify as part of an environmental corridor or isolated natural resource area because, individually, they are each smaller than five acres in area. However, these small woodlands, wetlands, and lowland pastures, totaling approximately 122 acres, are recommended to be preserved in essentially natural open space and agricultural uses.

The “other lands to be preserved” land use category shown on Map 23 also includes the planned expansion of the Theresa Marsh Wildlife Area. Until such time that the acquisition of the acreage in question is completed, much of the land involved will continue to be used for agricultural purposes. As a result, the acreage associated with the envisioned expansion has not been included

in the total acreage identified in the “other lands to be preserved” land use category identified in Table 21. In that table, the acreage involved is included within the agricultural land use categories—categories encompassing uses expected to continue through most of the planning period.

SUMMARY

This chapter has presented a recommended year 2020 land use plan for the Town of Wayne. This plan represents a detailing of the regional land use plan in accordance with the Town land use objectives set forth in Chapter VI of this report.

The recommended land use plan for the Town is presented graphically on Map 23, and associated data relating to planned land use are presented in Table 21. The most important recommendations of the plan include the following: 1) that most new residential development be accommodated at rural densities, and that, wherever possible, it utilize conservation design concepts; 2) that environmental corridors, isolated natural resource areas, and other environmentally significant areas be preserved in essentially natural, open uses; 3) that most new nonresidential development be limited to areas near the USH 41-CTH D and USH 41-STH 28 interchanges, and in the hamlet of Wayne; 4) that the hamlet of Wayne serve as the “Town Center” area; and 5) that farming activities be protected and encouraged to continue, particularly on prime agricultural lands, as long as possible.

The recommended land use plan is intended to serve as a guide to the orderly development of the Town, helping provide for a safe, healthful, attractive, and efficient environment. Consistent application of the plan will help assure protection of the Town’s natural resources, including agricultural lands and environmental corridors, while providing for the needs of the existing and probable future resident population of the Town.

Chapter VIII

PLAN IMPLEMENTATION

In a practical sense, the land use plan for the Town of Wayne is not complete until the steps needed to implement the plan are specified. This chapter presents techniques that can be used to implement the plan in order for the Town to realize its land use objectives. This chapter includes an overview of the plan adoption process; suggested revisions to the Town's zoning and land division control ordinances; information regarding appropriate development within environmentally significant areas; descriptions of assorted farmland preservation techniques; and recommendations regarding future plan reevaluations.

It should be recognized that formal adoption of the land use plan is only the beginning of a series of actions necessary to achieve the objectives expressed in this report. In order for the plan to be a success, long-term dedication to implementation of the plan by Town officials is critical.

PUBLIC INFORMATIONAL MEETINGS, PUBLIC HEARINGS, AND PLAN ADOPTION

Wisconsin planning enabling legislation does not require local plan commissions to hold public hearings on recommended plans before their adoption. It is nevertheless good planning practice to hold informational meetings and hearings in order to acquaint residents and landowners with a proposed plan and to solicit public reactions to the plan proposals. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at these meetings. Accordingly, a public informational meeting on the preliminary recommended plan for the Town was held on October 7, 1998, and a formal public hearing on the plan was held on November 4, 1998. Minutes of these meetings were prepared by the Town and are on file in the Town Hall.

An important step in plan implementation is the formal adoption of the recommended plan by the Town Plan Commission and certification of the adopted plan to the Town Board, pursuant to State enabling legislation. Although formal adoption of the plan by the Town Board is not legally required, this step is recommended to demonstrate acceptance and support by the governing

body. Upon Town adoption, the plan becomes the official guide intended to be used by Town officials in making development decisions. The recommended land use plan was adopted by the Town Plan Commission on November 17, 1998, and by the Town Board on November 18, 1998, as indicated by the resolutions set forth in Appendices B and C, respectively, of this report.

ZONING

Of all the land use plan implementation devices currently available, perhaps the most important is the zoning ordinance. Following the adoption of the land use plan, the Town Plan Commission should amend the Town zoning ordinance text and district map so that they substantially conform with the objectives of the land use plan.

This section of this chapter summarizes a number of potential changes to the zoning ordinance that will help to bring the ordinance into conformance with the land use plan. Two key aspects of the zoning ordinance that must be decided upon by the Town Plan Commission in order to effectively implement the plan include 1) the techniques that will be used to implement rural densities and 2) the residential design techniques that will be used to help maintain the rural character of the Town.

Determining Density

In order to calculate density, a determination must first be made relative to what land features on a development tract should or should not be included in the overall acreage being used in the calculation. Using a gross density formula, the total area of a development tract is divided by a desired density. The resulting figure is the total number of lots allowed. Although easy to use, a gross density formula takes into account neither environmental site constraints nor factors such as the inefficiencies in lot layouts or the area needed for public streets in multi-lot developments. In essence, the developer receives a "hidden bonus" for these areas. The greater the site constraints or land needed for public improvements, the greater benefit this method has for a developer.

When a development tract includes extensive environmental constraints or public improvements, it may be advisable to use a net density formula. With a net density formula, the density is determined based on net acreage.

Net acreage is determined by deducting from the gross acreage all or some acreage encompassing certain land features found on the site. This may include floodplains, wetlands, woodlands, steep slopes, utility rights-of-way, and existing street and highway rights-of-way. It is not necessary to deduct 100 percent of the acreage occupied by certain features. For example, a community may deduct 100 percent of the area of lowland environmental corridors, but only 50 percent of the area of upland corridors. Similarly, 100 percent of the area of floodplains may be deducted, but only 50 percent of the area of steep slopes and 25 percent of the area of woodlands. After the net area is established, the resulting acreage is divided by the desired density to determine the permitted number of lots.

Determining Appropriate Rural Densities in the Town of Wayne

With a major objective of the land use plan being the maintenance of rural densities for most future residential development in the Town, the Town Plan Commission must determine the most appropriate method for calculating such densities. As noted in Chapter VII of this report, rural density is defined as density equal to or less than one housing unit per five acres of land. Essentially, this definition would allow for a number of alternative approaches for achieving rural densities, as long as each resulted in a density no greater than one housing unit per five acres. Alternative approaches that could be applied in the Town are presented below.

Large-Lot Zoning

The simplest approach to achieving a rural density is by requiring large minimum lot sizes—in this case, lots of five acres or larger. This would ensure that a rural density would be achieved. Minimum lot sizes could also be increased beyond the minimum five acres in areas abutting or including environmentally sensitive lands, such as prime farmlands, environmental corridors, floodplains, wetlands, woodlands, rivers and streams, and steep slopes.

The use of large-lot zoning does have drawbacks, however. Large-lot zoning may disperse housing units over a large geographic area, resulting in a potential loss of contiguous viable farmland and a decrease in the perception of rural character. Large-lot zoning may also result in the need for additional roads to access the larger parcels, potentially leading to higher service delivery and maintenance costs for a community.

Sliding-Scale Zoning

Another approach to achieving a rural density is by applying “sliding-scale” zoning. This approach uses a

formula to establish the permitted number of housing units per development parcel rather than the permitted number of housing units per acre. This approach limits the number of housing units based on the size of the parcel at the time of the adoption of a sliding-scale zoning ordinance. Under a sliding-scale approach, the number of housing units allowed on a parcel increases at a rate slower than any corresponding increase in parcel acreage. As shown in Table 22, the larger the parcel, the lower the allowable density. This allows for flexibility in placing the permitted number of lots on a given parcel in a manner that would limit the effect of the development on surrounding farmland and environmental features. An essential feature of a sliding-scale ordinance is a restriction on maximum lot size, a restriction designed to limit the acreage consumed by development. That portion of the parcel not utilized for development would be restricted from further development through a conservation easement.

The establishment of a sliding-scale zoning ordinance would help limit the total number of scattered individual homesites that could be developed in the Town.

Quarter-Quarter Zoning

Quarter-quarter zoning is similar to sliding-scale zoning in that the number of permitted residential units is based upon a fixed area rather than a permitted number of housing units per acre. Typically, one residence is allowed for each one-quarter of a quarter section of land, or approximately 40 acres. Under this approach, maximum lot size could also be restricted. This approach is commonly used in the State of Minnesota.

Residential Design

While the total number of housing units in a community will affect the quality of life and efficiency in the delivery of services, the location and design of residential development is equally important. The Town zoning ordinance should permit design flexibility to help preserve rural character and to protect and preserve natural resources and farmland.

The Town’s designated Agricultural district, the predominant zoning district in the Town, permits conventional residential development on lots with a minimum area of 40,000 square feet each. The 40,000-square-foot-minimum lot requirement encourages urban-density lots to be dispersed across a development parcel, regardless of landscape features or environmental constraints. Two alternative approaches to residential development that would permit more site-sensitive design in multiple-lot

Table 22

**EXAMPLE OF HOUSING UNIT YIELD
UNDER SLIDING-SCALE ZONING**

Size of Tract (acres)	Number of Dwellings Permitted by Ordinance
1-5	1
5.1-15	2
15.1-25	3
25.1-45	4
45.1-70	5
70.1-100.....	6
100.1 or Greater	One additional lot per each 40 acres

Source: SEWRPC.

developments are 1) conservation subdivision design,¹ also known as cluster development, and 2) lot averaging. Both alternatives provide more flexibility in site design and lot layout than do conventional subdivisions.

The term "conservation subdivision design" refers to a form of residential development in rural areas that preserves open space while permitting development at densities no less, and sometimes greater, than those permitted under conventional development. As illustrated in Figure 1, a residential development incorporating conservation subdivision design concentrates, or "clusters," the permitted number of lots on a portion of the tract, leaving the remaining acreage in open space use. When properly designed, the visual impact of this type of residential development can be minimized, maintaining the rural character of the landscape, preserving significant natural features and agricultural lands, creating opportunities for nonpublic ownership of open space, and increasing the efficiency of infrastructure development.

In the conservation subdivision design process, open space preservation areas are delineated first, with residential clusters designed around those areas. The residential clusters should be integrated with the topographic and other natural features, taking full advantage of the

¹Detailed site design and zoning considerations relative to the implementation of conservation subdivision design standards are presented in SEWRPC Planning Guide No. 7, Rural Cluster Development Guide, December 1996.

settings provided by those features without causing undue disturbance. They should be buffered from nearby agricultural lands, as appropriate, so as to minimize conflicts between farming and residential uses. To the extent practicable, the residential clusters should be located in areas which are visually screened from existing public roadways, so that existing rural open space vistas are maintained.

Presented below are descriptions and illustrations of alternative lot layouts for a 70-acre parcel at a five-acre density using conventional development, conservation subdivision design, and lot-averaging techniques.

Conventional Development

As illustrated in Figure 2, with a minimum lot size of five acres, only 10 lots could be created on the 70-acre parcel due to the physical constraints of the site. The lot layout was based on geometrically maximizing the number of lots on the parcel, rather than on conserving the natural features of the site. As a result, the river, wetlands, woodlands, and steep slopes fall under multiple ownership, with no guarantee of proper land management.

Conservation Subdivision Design

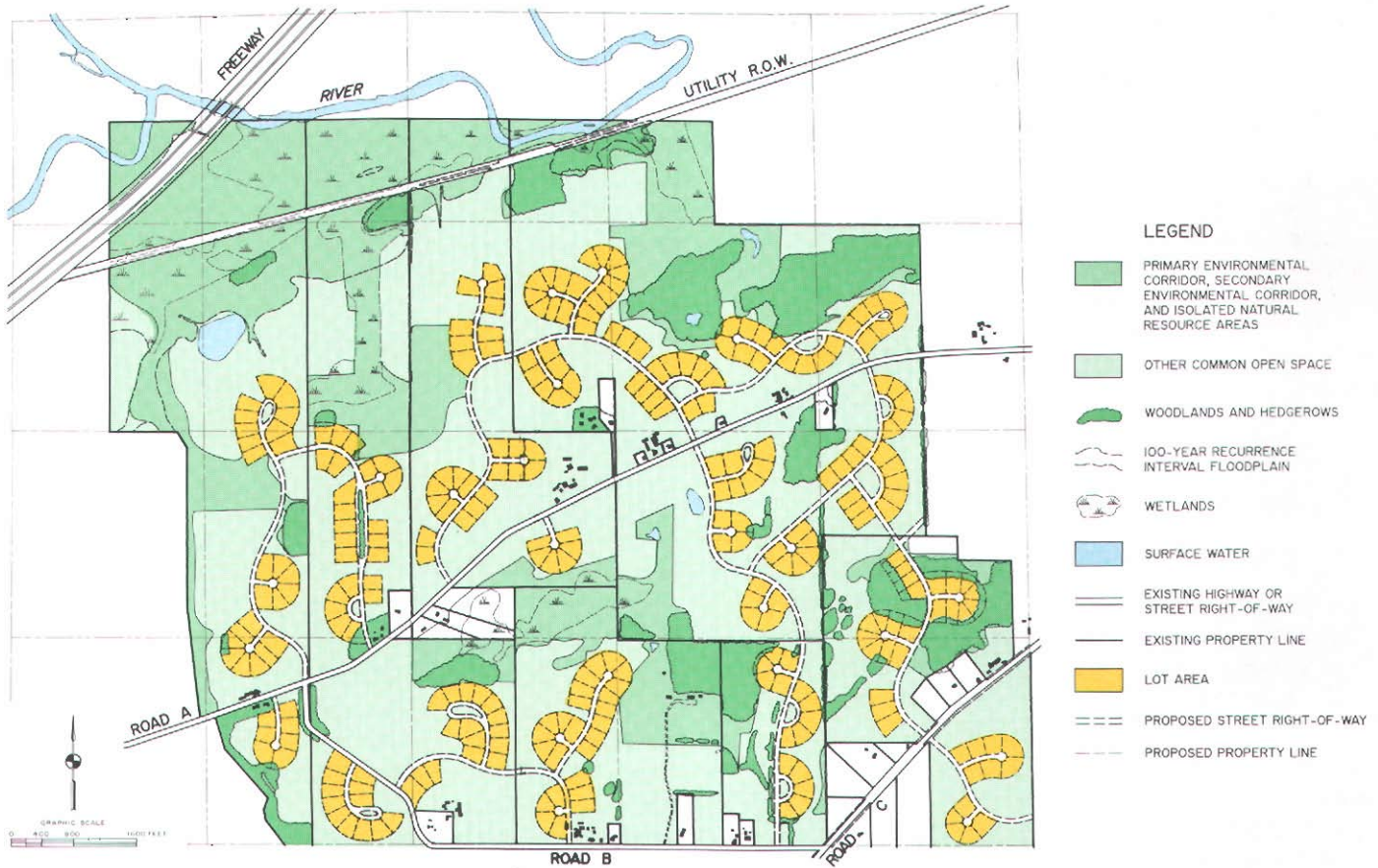
Figure 3 illustrates how the same 70-acre parcel used in the illustration of conventional development might be developed using conservation subdivision design. The minimum lot size is reduced from five acres to one acre, but the gross density of one dwelling unit per five acres is not increased, preserving over 60 percent of the entire parcel in permanent open space, to be managed by a homeowners' association. The natural features come under unified ownership as common open space and may therefore be managed as a whole, preserving the integrity of the ecosystem. By applying a gross density formula, 14 lots could be created on the site. This creates a "win-win" situation, which provides to the Town, at no cost, preservation of open space, landscape character, and sensitive natural features, while providing the developer with more lots than could be achieved under conventional development.

Lot Averaging

Like conservation subdivision design, lot averaging provides design flexibility, allowing for site-sensitive placement of homes on a development parcel. Individual lot sizes may vary within a development that utilizes lot averaging, as long as the agreed-upon overall density is achieved. Although the opportunity to maintain environmentally sensitive features under unified ownership is lessened, the flexibility in the location of homesites still permits more site-sensitive design than does conventional development. Because lot averaging does not create

Figure 1

EXAMPLE OF A RURAL-AREA PLAN EMPHASIZING CLUSTERED RESIDENTIAL DEVELOPMENT



Source: SEWRPC.

common open space, a homeowners' association is not needed.

Figures 4 and 5 illustrate the concept of lot averaging as it applies to the same 70-acre parcel illustrated in Figures 2 and 3. In Figure 4, the number of lots permitted is based on a net density formula, and in Figure 5, the number of lots permitted is based on a gross density formula.

It is recommended that developments using conservation subdivision and/or lot-averaging concepts be added as permitted or conditional uses in selected residential zoning districts. The ordinance could be written to allow such development at gross or net densities, or to limit the density level to that which may be achieved under conventional development techniques.

Land in an agricultural district should be rezoned to the appropriate residential district if a subdivision using these concepts is approved. Agriculturally zoned lands should remain zoned for agricultural use until an acceptable development proposal is approved.

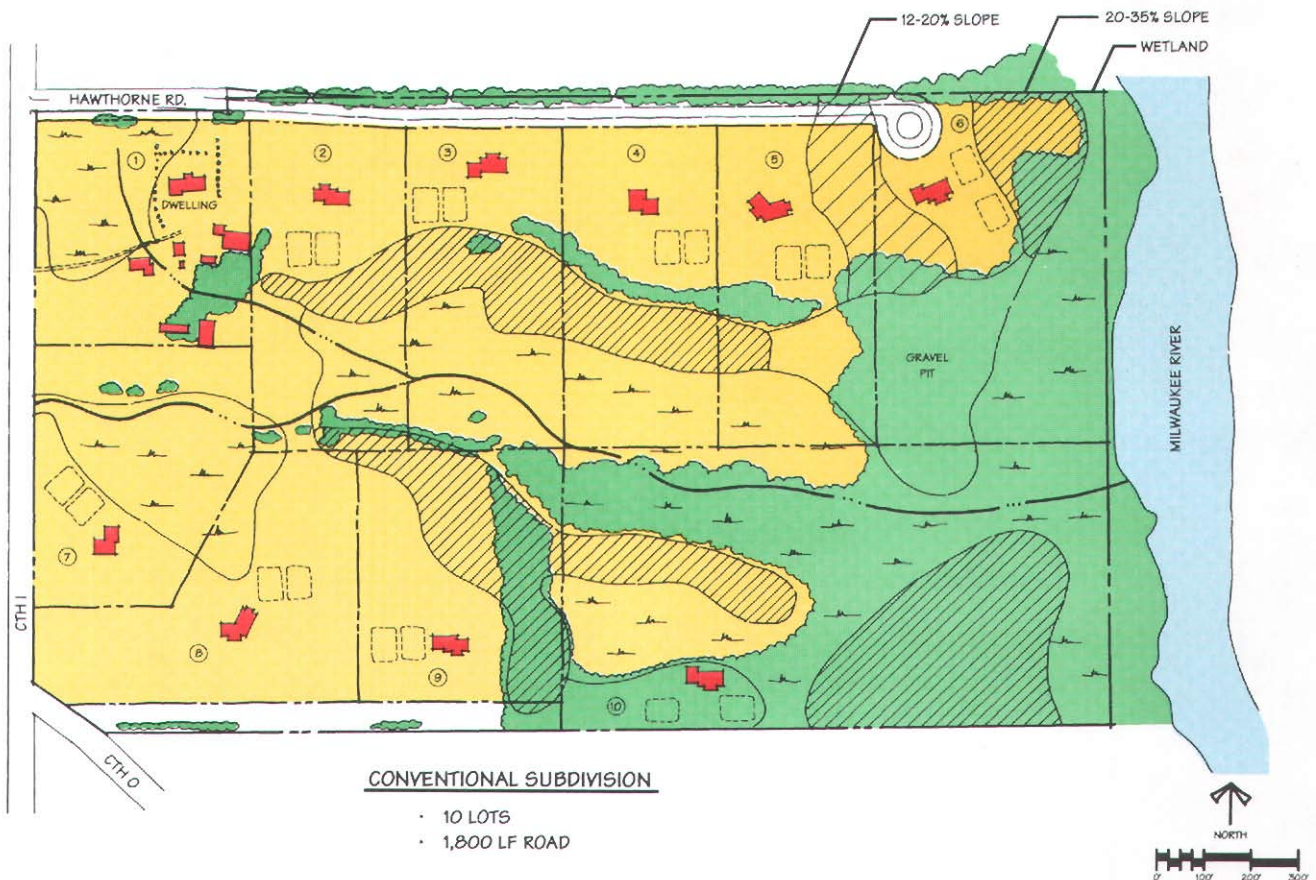
Other Zoning Considerations

In addition to the zoning considerations discussed previously in this chapter, other zoning issues should be addressed as part of a comprehensive revision of the Town zoning ordinance. As a minimum, the following should be done:

1. The Town's existing Wetland Conservancy (C) district should be revised to reflect the protection of all ponds, streams, and delineated wetlands in the Town. The existing Wetland Conservancy (C) district protects only those lowland areas 10 acres

Figure 2

EXAMPLE OF CONVENTIONAL DEVELOPMENT

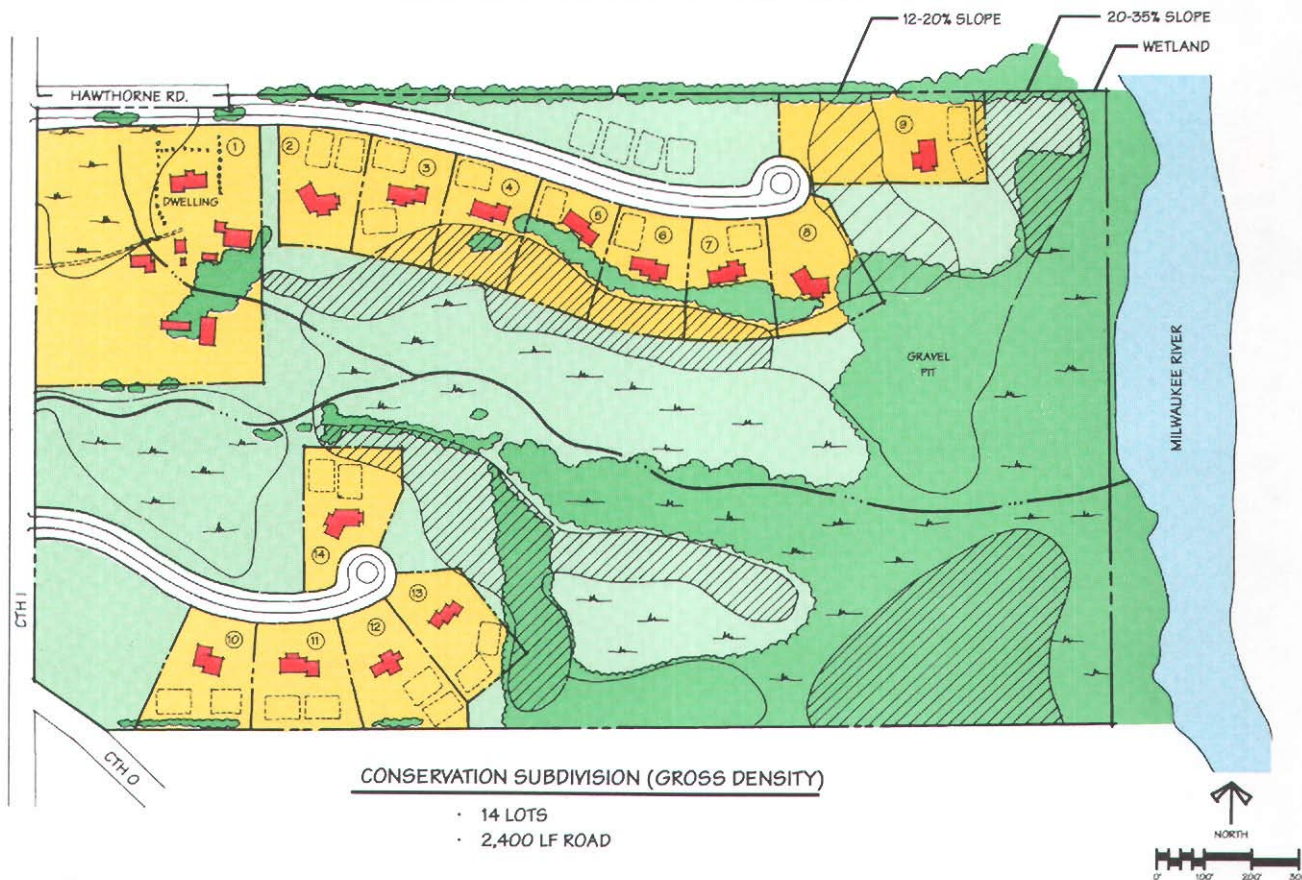


Source: SEWRPC.

- or larger in area. The addition to the district of all lowland areas would contribute to flood control and water quality enhancement, as well as to the protection of critical breeding, nesting, and feeding habitat for wildlife in the Town.
2. An upland conservancy district should be created to help preserve other environmentally significant areas in the Town. An upland conservancy district is intended to prevent the destruction of valuable natural resources, particularly woodlands, wildlife habitat areas, areas of steep slope, and related scenic areas. Regulating these areas would serve to control erosion and sedimentation, to protect the natural resource base, and to promote the preservation of the natural beauty of the Town. The district would permit residential development in upland woodlands at a rural density no greater than one housing unit per five acres.
3. The conservancy districts should be amended to contain additional provisions permitting existing agricultural uses provided they do not involve the extension of cultivated areas or the extension of existing or the creation of new drainage systems, and further provided they do not substantially disturb or impair the natural fauna, flora, topography, or water regimen. These additional provisions will help preserve existing natural resources while allowing the continuation of existing agricultural uses.
4. The land use plan for the Town recommends that only commercial and industrial uses existing prior

Figure 3

EXAMPLE OF CONSERVATION SUBDIVISION



Source: SEWRPC.

to the adoption of the plan, certain home occupations, limited additional commercial and industrial uses near the interchanges of USH 41 with CTH D and STH 28, and additional limited neighborhood commercial uses in the Town Center area be allowed. Undeveloped lands in the Town currently zoned for commercial and industrial uses that are not identified for such uses under the recommended plan and that did not have development proposals submitted for review prior to the adoption of the plan should be rezoned to the appropriate existing-use zoning districts.

5. State-mandated zoning ordinance updates relative to community-based residential facilities, foster-family homes, family day care, and the Americans

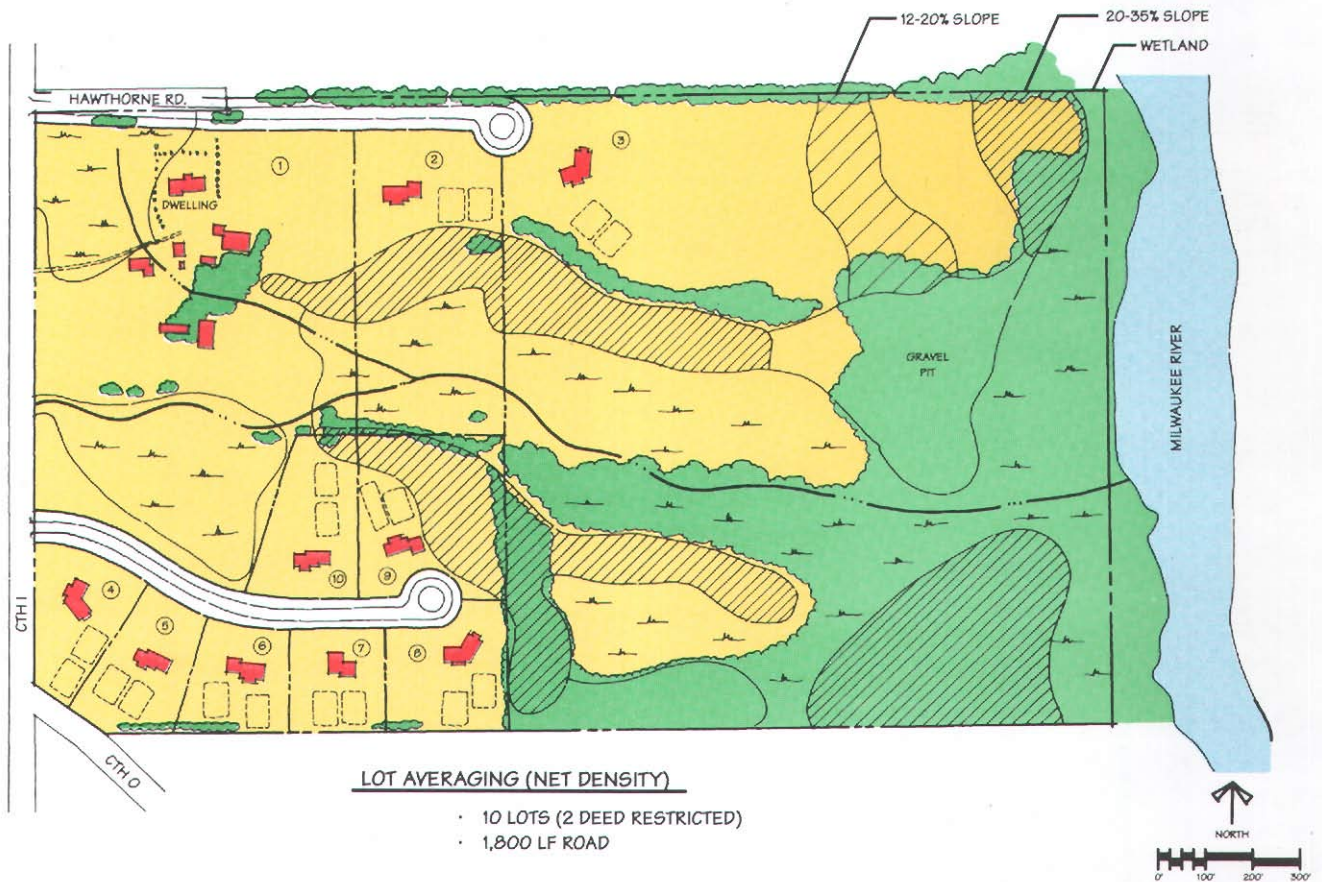
with Disabilities Act should be included in the Town zoning ordinance. Specific ordinance language relative to cell towers, construction site erosion control measures, and contemporary zoning administration practices should also be included.

In addition to the revisions to the Town zoning ordinance described above and toward realizing the objective of maintaining the existing rural character of the Town, it is recommended that zoning regulations implementing the following site planning and design controls also be adopted:

1. An overall density of not more than one housing unit per five acres for new construction should be preserved; however, minimum lot sizes of

Figure 4

EXAMPLE OF LOT AVERAGING USING NET DENSITY FORMULA



Source: SEWRPC.

1.5 acres may be permitted provided a density of no greater than one housing unit per five acres is maintained.

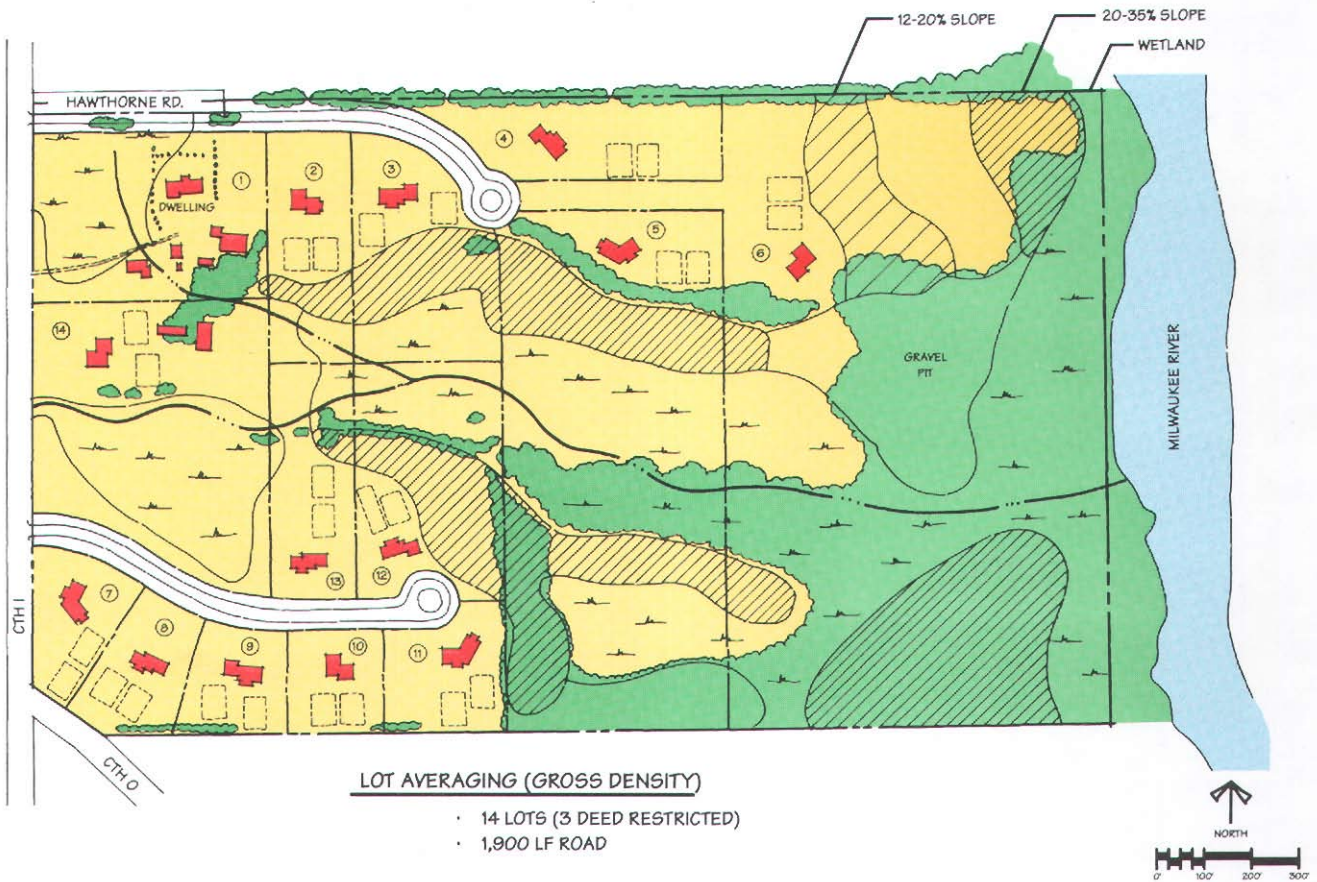
2. Removal of natural vegetation, such as woodlands, hedgerows, large individual trees and shrubs, natural grasses, and wild flowers, should be limited in new developments.
3. Adherence to stormwater control and erosion control measures should be required.
4. Removal of existing vegetation should be limited to that which is necessary for the construction of nonresidential buildings and associated improvements. Cutting and clearing

should be conducted in a manner that minimizes erosion and sedimentation.

5. Nonexotic native plants should be preserved, particularly in areas of steep topography and along roadways, to preserve rural character and to achieve a "natural" appearance.
6. Trees should be protected and preserved during construction projects in accordance with sound tree-conservation practices. Special consideration should be given to preventing soil compaction and stockpiling of soil or construction materials in existing tree-root zones, even if such placement is temporary.

Figure 5

EXAMPLE OF LOT AVERAGING USING GROSS DENSITY FORMULA



Source: SEWRPC.

7. All outside lighting for nonresidential developments should be arranged and shielded to prevent glare, reflection, nuisance, and inconvenience to adjoining properties.

A detailed analysis and comprehensive revision of the Town's existing zoning ordinance and attendant zoning district map, incorporating the above recommendations, should immediately follow the adoption of the land use plan. A comprehensive revision may help ensure a systematic implementation of the land use plan.

In addition to the above-noted regulatory, site planning, and design controls, it is recommended that additional design guidelines be included in the zoning ordinance as

an appendix and referred to as a guide to aid the Town Plan Commission in its decision making in the course of plat and site plan review. As a minimum, the following design guidelines should be considered:

1. Natural land features, including topography and existing vegetation, should be recognized and integrated into the overall site design of a development.
2. Site design and building placement should minimize the visual impact of new structures on views from adjacent existing roads.
3. Buildings should not be located on ridgelines.

4. Any driveway should be located and configured so as to reduce visibility of the driveway and associated structures from roadways and adjacent properties.
5. Historic structures and farm features such as barns, silos, and fieldstone fences located within the property boundaries of a proposed development should be considered for preservation and integrated into the overall development.
6. Structures should be placed adjacent to existing stands or rows of trees and/or wooded field edges, when such stands, rows, and/or edges exist.

SUBDIVISION AND CERTIFIED SURVEY MAP REVIEW

Sound land division regulations are an important means of implementing a land use plan and of coordinating the layout, design, and construction of private land development proposals within the Town. Land divisions and improvements of land within the Town are governed by the Town of Wayne minor land division ordinance, the Washington County land division ordinance, and the Washington County shoreland and wetland zoning ordinance. The Town ordinance regulates all land divisions within the Town creating four or fewer parcels, any one of which is 10 acres or less in area, in a five-year period. The County land division ordinance regulates land divisions creating five or more parcels of five acres each or less in area, except in the case of land divisions within the County shoreland jurisdiction. The County shoreland and wetland ordinance regulates land divisions located within the designated shoreland areas of the Town which create three or more parcels of five acres each or less in area in a five-year period.

Following the adoption of the land use plan for the Town and the revision of the Town zoning ordinance as herein recommended, the Town should prepare and adopt a comprehensive land division ordinance. Under provisions of the Town minor land division ordinance, only those land divisions which within a five-year period create four or fewer parcels, any one of which is 10 acres or less in area, are regulated. Consideration should be given to making the comprehensive ordinance applicable to all land divisions in the Town in order to ensure that all future land divisions are consistent with the objectives of the land use plan for the Town.

Toward realizing the objective of maintaining the existing rural character of the Town, it is recommended that

regulations implementing the following principles of site planning and design control be incorporated into the Town land division ordinance:

1. Land divisions should utilize existing natural boundaries, such as hills, drainageways, wetlands, and woodlands, when establishing property lines.
2. Adherence to stormwater control and erosion control measures should be required.
3. Proposed minor land divisions that may eventually be incorporated into a larger development on an adjoining parcel held by the same owner should include a sketch plan of the overall development showing the potential integration of the adjoining sites.
4. Driveways should follow the natural contour of the land, should be located in ways that limit the removal of natural vegetation, and should not interfere with natural drainage patterns or bisect farmland.
5. Trees should be protected during construction in accordance with sound tree-conservation practices, including the use of wells and islands. Special consideration should be given to preventing soil compaction and stockpiling of soil or construction materials in existing tree-root zones, even if such placement is temporary.

APPROPRIATE DEVELOPMENT WITHIN ENVIRONMENTALLY SIGNIFICANT AREAS

While calling for the preservation of environmental corridors and isolated natural resource areas as well as of other environmentally significant areas, the recommended land use plan for the Town recognizes that besides limited residential development, land uses such as uses involving certain transportation and utility facilities and certain recreational uses may also be accommodated within environmental corridors. In this respect, general guidelines for types of development which may be accommodated within the various component natural resource and related features of the environmental corridors have been developed and are set forth in Appendix D of this report. While these guidelines are not exhaustive, with good judgment they may be extended to, and used for the evaluation of, proposals for similar types of development not specifically listed therein.

RATE-OF-GROWTH CONTROL SYSTEM

The recommended land use plan, zoning ordinance, and land division regulations are all important elements of growth management in the Town. During the planning process, the Town Plan Commission discussed the possibility of instituting an additional element of growth management that would control the rate of residential development. The objective would be to maintain the total number of new residential housing units constructed each year through the year 2020 at an average rate of 12 new units per year, a rate slightly higher than that derived from the 10-year average of housing units constructed in the Town between 1987 and 1996.

Such a rate-of-growth control system is often referred to as a "building cap," although technically it may take the form of control of plats rather than control of building permits. A building cap typically controls the pace of development by limiting the permitted number of new residential housing units each year to a predetermined number.

The Town Plan Commission determined that it would be useful to evaluate the merits of developing a growth control system that may be suitable for the Town. While this effort is outside the scope of the land use plan, it is being undertaken concurrently with the planning effort.

FARMLAND PRESERVATION TECHNIQUES

Voluntary farmland preservation² efforts may help to ensure the long-term viability of farming activities in the Town of Wayne. Several techniques that have proved successful in other communities in Wisconsin and across the Nation experiencing development pressures may have relevance for the Town. These include the following:

1. Conservation Easements

A conservation easement is a legally recorded voluntary agreement that limits land to specific uses. Conservation easements may apply to an

entire parcel of land or to specific parts of a given property. Easements may be permanent or for a term where restrictions are imposed for a limited number of years. Land protected by a conservation easement remains on the tax rolls and is privately owned and managed. Purchase-of-agricultural-conservation-easement (PACE) programs, better known as purchase-of-development-rights (PDR) programs, pay farmers to keep their land available for agricultural use. Landowners sell an agricultural conservation easement to a qualified government agency or private conservation organization. Presumed development rights to the land are relinquished in exchange for compensation. In each case, the landowner retains full ownership and use of the land for agricultural purposes.

2. Specialty Cropping

Specialty cropping involves the diversification of crop production in order to take advantage of a large metropolitan population base. A few of the factors that may encourage diversification include the ready market for fresh, high-value produce in suburban supermarkets and restaurants, including higher demand for organically produced meat, dairy products, fruits, and vegetables; the increased viability of "u-pick" farms; and an increased demand for nursery stock, horse-stabling services, and aquacultural products.

3. Farm Tourism

Farm tourism involves the coordination of agriculture-related special events that may attract tourists to a farming community. Not unlike the coordination of activities in a retail business district, the coordination of agriculture-related special events may attract customers who would not otherwise visit the area, creating an additional source of revenue for farmers.

4. "Right-to-Farm" Ordinances

A "right-to-farm" ordinance is intended to provide some degree of protection to farmers and farm operations from public and private nuisance claims.³ Wisconsin has "right-to-farm" legislation (Section 823.08 of the Wisconsin Statutes) which, in certain cases, provides farmers with protection against nuisance claims, which limits the reme-

² Additional information relative to farmland preservation can be found in *American Farmland Trust, Saving American Farmland: What Works, American Farmland Trust, Washington, D.C., 1997*, and *Randall Arendt et al., Rural by Design: Maintaining Small Town Character, Planners Press, American Planning Association, Chicago, 1994*.

³ "Nuisance claims," in this context, are lawsuits relating to impacts from noise, dust, chemicals, irrigation, odors generated by farming activities, or impeded traffic movements.

dies which may be imposed upon farmers against whom nuisance claims are brought, and which, in appropriate cases, provides for recapture by farmers of litigation expenses which they incur in defending themselves against nuisance claims. Local communities are encouraged by the State to use their zoning powers to further protect agricultural activities.⁴

5. Agricultural Nuisance Notices

An agricultural nuisance notice is a notification to buyers of agricultural land that agriculture is the primary economic activity of the area where the land is located, and that the buyer may experience inconvenience or discomfort arising from accepted agricultural practices. In some cases, the notice may be recorded on the deeds to new homes. Such notices may help to ensure that people who purchase houses in an agricultural zone will recognize and be more tolerant of the sometimes inconvenient impacts of agricultural activities.

Although some of the preservation techniques identified above, such as a local or Washington County-operated purchase-of-development-rights program, are currently not available, they should not be discounted. As State and County farmland preservation programs evolve, a variety of additional preservation techniques may be developed. Establishing a framework for farmland preservation that includes a variety of possible techniques would help to ensure the success of any local initiative. It should be recognized that any meaningful attempt at farmland preservation in the Town of Wayne will require, at a minimum, a long-term commitment toward farming on the part of the local farming community as well as the Washington County and Town of Wayne governments.

Other plan implementation techniques that may help in the preservation of farmland in the Town include the following:

⁴"Right-to-farm" legislation in Iowa, similar to Wisconsin's legislation, was struck down in September 1998 by the Iowa Supreme Court on the basis that it constituted a "taking" of the property rights of landowners adjacent to farms. Although the Wisconsin "right-to-farm" legislation has not been challenged, the Town, in light of the Iowa decision, should consult with its attorney before adopting local "right-to-farm" legislation.

1. Encouragement to farmers in the Town to renew farmland preservation agreements under the Wisconsin Farmland Preservation Program in order to continue to receive annual farmland preservation tax credits.
2. For agricultural lands, the retention of zoning for agricultural use until such time that a development proposal is brought forth and approved.
3. In the event that a rezoning request for the conversion of agricultural land is granted, the inclusion in the development proposal of an agricultural buffer adequate to separate the new development from adjoining agricultural lands. In any case involving a lot with greater-than-average depth, such a buffer should be a deed-restricted area at the rear of the lot.

PLAN REEVALUATION

A land use plan is intended to serve as a guide for decision making regarding land development in a community. As a practical matter, local land use plans should be prepared for a period extending at least 10 years into the future. The design year chosen as a basis for the preparation of the land use plan for the Town of Wayne is 2020. The plan should be reevaluated regularly to ensure that it continues to reflect local development conditions and local land use objectives. It is recommended that this reevaluation take place every 10 years, or more frequently if warranted by changing conditions.

SUMMARY

The land use plan implementation measures available to the Town of Wayne include public informational meetings and public hearings; plan adoption; amendment of the Town zoning ordinance and zoning map, and land division control regulations; site planning and design controls; and subdivision plat and certified survey map review. In addition, a voluntary farmland preservation effort should be undertaken in the Town to help ensure the continuation of farming in the community and to preserve the Town's rural character.

After its adoption, the land use plan for the Town should be reevaluated every 10 years, or more frequently if warranted, to ensure that it continues to properly reflect current local development conditions and local land use objectives.

(This page intentionally left blank)

Chapter IX

SUMMARY

In August 1996, the Town of Wayne requested the assistance of the Southeastern Wisconsin Regional Planning Commission in the preparation of a land use plan for the Town. The plan would serve as a tool that would help local officials guide and shape the physical development of the Town through the year 2020. This report sets forth the findings and recommendations of the planning effort undertaken in response to the Town's request. The plan identifies the land development objectives of the Town and sets forth means for achieving those objectives over time.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land development in the Town, including past planning efforts; alternative future resident population, household, and employment levels; natural resources such as soils, topography, flood hazards, wetlands, woodlands, and wildlife habitat; and existing land uses and local land use regulatory devices. Upon completion of the analyses, a framework for plan development was established in which land use development objectives were identified and probable future population and household levels were selected. Finally, a land use plan that may be expected to accommodate the needs of Town residents in a manner consistent with the Town's objectives for land development was prepared.

Throughout the planning process, public participation was encouraged. In the autumn of 1996, a visioning session and community survey were conducted in which Town residents were asked about their perceptions concerning desirable land uses, the value of natural resource preservation, satisfaction with services provided in the Town, and what they liked most and least about living in the Town. Resident input was also garnered through comment periods provided at each Town Plan Commission meeting at which the land use plan was discussed. In addition, to present the recommended plan to the public, a public informational meeting was held on October 7, 1998, and a public hearing was held on November 4, 1998.

The plan, once adopted, will serve as a guide to help direct and shape future land development in the Town while promoting the protection of environmentally significant resources.

PLANNING AREA

The planning area consists of the Town of Wayne, located in the northwestern portion of Washington County, and is defined for the purposes of the land use planning effort as U. S. Public Land Survey Township 12 North, Range 18 East. The delineated planning area, as shown on Map 1 in Chapter I of this report, encompasses an area of approximately 36 square miles.

AREAWIDE PLANS INFLUENCING THE LOCAL PLANNING EFFORT

Sound local-level planning practice should include consideration of applicable broader, areawide plans. The Southeastern Wisconsin Regional Planning Commission is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Washington County and the Town of Wayne. The Commission, since its creation in 1960, has prepared advisory plans for the physical development of the Region through the systematic formulation of those elements of such plans most important to the units and agencies of government operating within the Region. While always advisory in nature to the government agencies concerned and to private-sector interests, this framework of regional plan elements is intended to serve as a basis for more detailed county- and local-level planning, and is also intended to influence both public- and private-sector decision making with respect to development matters. An understanding of pertinent recommendations set forth in regional, county, and local plans, as described in Chapter I of this report, is therefore important to the proper preparation of a land use plan for the Town.

EXISTING CONDITIONS

Inventory is the first operational step in the planning process. It is important that existing conditions in the planning area be thoroughly documented and analyzed before recommendations that will invariably affect the future of that area are formulated. A description of the demographic base, demographic trends, natural resources, land use, and land use regulations within the Town of Wayne is presented in Chapters II through V of this report. A summary of existing conditions in the Town is set forth below.

Demographic Trends

The population of the Town fluctuated significantly between 1850 and 1997. The Town's population reached a peak of 1,710 residents in 1870. From 1870 to 1960, the Town's population declined to 1,081 residents. From 1960 to 1980, the Town's population increased to 1,471 residents. It decreased to 1,374 residents in 1990. Wisconsin Department of Administration estimates indicate that the Town's population increased to 1,549 residents in 1997.

In recent decades, the rate of growth in the number of occupied housing units, or households, in the Town has increased at a faster rate than has the rate of growth of the Town's population. Between 1970 and 1990, the number of households in the Town increased from 297 to 418, or by nearly 41 percent. This increase in the number of households has been accompanied by a decrease in the average household size in the Town, from 4.09 persons per household in 1970 to 3.29 persons per household in 1990.

There were about 150 jobs in the Town in 1970. During the time period from 1970 to 1990, the Town experienced an increase of approximately 200 jobs, or about 133 percent, resulting in a total of about 350 jobs in the Town in 1990.

Natural Resources

The location and extent of various elements of the Town's natural resource base, including soils and topographic characteristics, water resources and associated floodlands and wetlands, woodlands, and wildlife habitat areas, were inventoried and mapped under the Town planning effort, and are further described in Chapter III of this report. Related elements, such as scenic overlooks, park and open space sites, and natural areas of scientific value, were also identified. The most significant of these features lie within areas referred to as "environmental corridors" and "isolated natural resource areas."

Primary environmental corridors include a wide variety of important natural resource and resource-related elements and are, by definition, at least 400 acres in area, two miles in length, and 200 feet in width. Preserving primary environmental corridors in an essentially open, natural state, including park and open space uses, will do much to maintain the overall quality of the environment and natural beauty of the Town. Such preservation can also help prevent the creation of new environmental and developmental problems, such as flood damage, poor drainage, wet basements, failing foundations of roads and buildings, and water pollution. In 1995, approximately 5,486 acres, or about 24 percent of the total area of the Town, lay within primary environmental corridors.

Secondary environmental corridors, often remnants of primary environmental corridors that have been partially converted to intensive urban or agricultural use, also contain a variety of resource elements. By definition, secondary environmental corridors are at least one mile long and 100 acres in area. Secondary environmental corridors are generally located along intermittent streams in the Town and include wetlands and steeply sloped woodlands. Maintenance of these corridors in open uses can facilitate natural surface-water drainage, retain pockets of natural resource features, lend attractive settings for urban and rural development, and provide sites for local parks and open space. In 1995, secondary environmental corridors encompassed approximately 1,164 acres, or about 5 percent of the total area of the Town.

Isolated natural resource areas represent smaller concentrations of natural resource features that have been separated from the environmental corridors. These areas sometimes serve as the only available wildlife habitat in an area, and lend attractive diversity to a community. Such areas, which are by definition each at least five acres in area, in combination encompassed about 460 acres, or about 2 percent of the total area of the Town, in 1995.

Existing Land Use

If the land use plan for the Town is to constitute a sound and realistic guide for making decisions concerning physical development, pertinent features of the built environment must be given due consideration in the plan design. For the purposes of the planning effort, existing land uses and public facilities were identified in Chapter IV of this report. In 1995, the Regional Planning Commission conducted inventories of existing land uses throughout the Region, including the Town of Wayne, to determine the current types, extent, and spatial distribution of the existing urban and rural land uses.

Lands encompassing agricultural uses and natural resource areas in 1995 together made up approximately 93 percent of all lands in the Town. Agricultural use was the single largest land use category, encompassing approximately 14,545 acres, or about 63 percent of the total area of the Town, while natural resource areas encompassed approximately 6,723 acres, or about 30 percent of the total area of the Town. Lands in residential use occupied approximately 520 acres, or about 2 percent of the total area of the Town, in 1995. All other lands within the Town were in 1995 in other urban uses or in use as open lands.

Land Use Regulations

Land development can be guided and shaped in the public interest through the application of sound public land use

controls. Existing land use regulations in effect in the Town were examined as they relate to the physical development of the Town and are described in Chapter V of this report. The most important of these regulations are zoning and land division control regulations.

The Town of Wayne zoning ordinance was enacted in 1986. The ordinance sets forth 15 basic zoning districts and one overlay district. Only eight of the 15 basic zoning districts are mapped districts. As of May 1997, approximately 66 percent of all land in the Town was zoned for general agricultural use; approximately 24 percent was zoned as wetland conservancy land; and approximately 8 percent was zoned for commercial or industrial use. The remaining 2 percent was zoned for residential use.

Washington County has a shoreland and wetland zoning ordinance that is in effect in all towns within the County. "Shorelands" are generally defined in the Wisconsin Statutes as all lands lying 1) within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds, and flowages, or 2) within 300 feet of the ordinary high-water mark of navigable rivers and streams, or to the landward side of the 100-year recurrence interval floodplain, whichever distance is greater. The shoreland and wetland zoning of Washington County, as it applies within the Town of Wayne, regulates the use of shoreland and wetland areas. The County ordinance essentially protects these areas from intensive development.

The Town of Wayne and Washington County both have land division control ordinances that regulate specific land divisions in the Town. The Town ordinance regulates minor land divisions that create four or fewer parcels, any one of which is 10 acres or less in area. Washington County regulates all land divisions creating five or more parcels of five acres each or less in area, except in the case of land divisions within the County shoreland jurisdiction, in which case land divisions creating three or more parcels of five acres each or less in area are regulated. In certain cases, the Town and the County have concurrent jurisdiction over a given land division. In such instances, the more restrictive regulations apply.

A number of other County, State, and Federal laws and regulations govern the use of waters and wetlands in the Town, as well as the potential impacts of development on water quality. These include Washington County construction site erosion control regulations, Chapter NR 103 of the Wisconsin Administrative Code, and Sections 401 and 404 of the Federal Clean Water Act.

FRAMEWORK FOR PLAN DEVELOPMENT

Chapter VI of this report describes other factors important to the preparation of the land use plan for the Town. Specifically, Chapter VI presents a summary of key findings of the visioning session and community survey; the development objectives used as a guide in the preparation of the plan; and the probable year 2020 population and household levels in the Town.

Visioning Session and Community Survey

To assess the attitudes of Town residents with respect to the land use planning process, the Town conducted a visioning session and community survey in 1996. Issues addressed included residents' perceptions concerning desirable land uses, the value of natural resource preservation, satisfaction with services provided in the Town, and what they liked most and least about living in the Town. Results indicated that most participants favored development at a slow rate of growth; limited development of subdivisions; preservation of agricultural lands and natural resources; and limited commercial and industrial development.

Development Objectives

The planning process included the formulation of a set of land use development objectives intended to express the long-term land use goals of the Town. Eight land use development objectives were chosen by the Town Plan Commission to guide the preparation of the land use plan. They relate to accommodating most new residential development at rural densities; discouraging development within environmental corridors and isolated natural resource areas; preserving and enhancing the hamlets of Kohlsville, St. Kilian, and Wayne so as to strengthen their identities as historic and unique centers within the Town; identifying the hamlet of Wayne as the future "Town Center" area; encouraging preservation of agricultural lands; providing a safe and efficient transportation system; achieving a logical relationship between existing and proposed land uses; and achieving a spatial distribution of land uses that is properly related to the existing and planned transportation, utility, and public facility systems.

Anticipated Growth and Selected Forecasts

During the past decade, the amount of residential development occurring in Washington County towns south of the Town of Wayne along the USH 41 corridor has consistently been greater than that which has been experienced in the Town of Wayne. While the Town Plan Commission felt that it was likely that this trend would continue well into the next decade, it also felt that interest

in Wayne would continue. This assumption is based on several factors: 1) the central location of the Town, just over 20 miles from both the City of Fond du Lac to the north and Waukesha and Milwaukee Counties to the south; 2) the Town's ready transportation access via STH 28 and USH 41; and 3) the Town's relatively undeveloped scenic rolling topography, which lends itself to continued interest in residential development.

On the basis of careful review of past growth trends, and upon review of other factors that might affect those trends, the Town Plan Commission determined that residential growth in the Town during the planning period would likely occur at a rate that is within the range of recent historical five-year and 10-year averages for housing starts in the Town. This would result in an average of 11 to 18 additional housing units per year in the Town during the planning period, increasing the total number of occupied housing units in the Town from 520 units in 1997 to a total ranging from 773 to 934 in 2020. In review of these data, the Plan Commission determined that an average increase of 12 housing units per year from 1997 to 2020, resulting in an estimated population of approximately 2,400 residents, was the most desirable alternative future rate of increase identified.

THE RECOMMENDED PLAN

The recommended land use plan for the Town is presented in Chapter VII of this report. The plan sets forth specific recommendations concerning the types, extent, and location of specific land uses in the Town through 2020.

Specific recommendations relative to each land use category are summarized below.

Residential Land Use¹

Residential land use is an important element of the land use plan for the Town. By establishing a logical, well-defined policy regarding residential development, the Town will be taking a critical step toward achieving its objective of maintaining its rural character.

¹For the purposes of the planning effort, residential development is separated into two types: urban and rural. "Urban" residential development is defined as residential development having a density greater than one housing unit per five acres. "Rural" residential development is defined as residential development having a density equal to or less than one housing unit per five acres.

Urban-Density Residential Development

Under the plan, new urban-density residential development in the Town would be limited to the infilling of buildable urban-density parcels located outside the 100-year floodplain that were in existence prior to the adoption of the plan.

While the plan recognizes that existing urban-density parcels may be developed for residential use, it encourages their retention in agricultural and other open space uses as a means of limiting scattered small-lot development fronting on arterial roads.

Rural-Density Residential Development

The plan recommends that most future residential development in the Town be accommodated at rural densities. Properly situated with respect to the natural resource base, residential development at rural densities can be sustained without public sanitary sewer and water supply or extensive stormwater management systems. Woodland and wetland areas can be preserved, helping to sustain wildlife habitats in the area. Groundwater quality and the recharge areas of aquifers can also be more readily protected.

The plan further recommends that scattered-site development of individual homesites be discouraged so as to help maintain the Town's rural character, limit the loss of prime farmland, limit the number of ingress/egress points on arterial roads, and minimize the cost of service delivery to scattered homesites.

Not all areas intended to accommodate new rural-density residential development have been identified on the plan map. The Town Plan Commission determined that all landowners interested in selling or developing their land for residential uses should be given equal consideration. Development review would be based upon, among other factors, environmental concerns; potential effects on the transportation system and the provision of public services; and compliance with the Town's land use plan, zoning ordinance, and land division ordinance.

"Town Center" Area

The plan recommends that the hamlet of Wayne be designated as the "Town Center" area. This area would provide a location for various institutional, recreational, and limited commercial needs of Town residents. It would also provide a location for special events, such as picnics, parades, and other community celebrations. Appropriate development within this area may include a Town-school recreational site in conjunction with the Wayne Elementary School site, as detailed below; future governmental facilities, such as a Town Hall, post office, fire station, library, or community center; other institutional uses, such as the expansion of church or day-care

facilities; limited neighborhood retail uses; and, to a lesser extent, residential development.

Commercial and Industrial Land Uses

Under the land use plan for the Town, it is recommended that commercial and industrial land uses be limited to those uses which existed prior to the adoption of the land use plan, certain home occupations, and new commercial and industrial uses located near the interchanges of USH 41 with CTH D and STH 28. Additional limited neighborhood commercial uses may also be accommodated in the hamlet of Wayne as the community grows and that area develops as the Town Center area.

Governmental and Institutional Land Uses

No specific expansion of governmental or institutional land uses is recommended under the land use plan for the Town. However, should residential development in the Town stimulate a need for additional space for public works and/or administrative offices, consideration should be given to separating the shared uses of the existing Town Hall-Town garage facility and developing a new Town Hall in the proposed Town Center area.

Recreational Land Use

The land use plan for the Town recommends that consideration be given to the development of a portion of existing open space associated with Wayne Elementary School as a combined school-Town recreational site in the proposed Town Center area. This site would supplement the existing Town park site in the hamlet of Kohlsville.

Extractive Land Use

Under the land use plan for the Town, neither any specific expansions of existing nor any new mineral extraction sites in the Town have been identified. However, should expansion of existing or development of new extractive sites be proposed, the review of any such proposal should be based upon the potential impact of such development on the natural resource base and adjoining land uses.

Agricultural Land Use

The preservation of agricultural lands, particularly prime agricultural lands, is an important factor in maintaining the Town's rural character. The land use plan for the Town, while recommending that agricultural lands be maintained in agricultural use as long as possible, acknowledges that changes occurring in the local farming community may have a significant impact on the ability of local farmers to successfully continue operating. Ever-increasing land values, higher taxes, smaller contiguous tracts of farmland, and decreases in the number of agricultural support businesses, as well as the aging of farmers who may not have anyone to take over their farming operations upon retirement, make the preservation of farmland in the Town a difficult task. Continuation

of farmland preservation agreements between the State of Wisconsin and individual farmers, as well as the implementation of other farmland preservation initiatives at the local level, may help to slow the conversion of farmland to other uses.

Environmental Corridors, Isolated Natural Resource Areas, and Other Lands to Be Preserved

The land use plan for the Town recommends substantial preservation of all remaining primary and secondary environmental corridors and isolated natural resource areas in the Town. Development within these areas should be limited to certain required transportation and utility facilities, certain compatible outdoor recreational facilities, and, in upland areas, carefully sited rural-density residential homesites.

The plan also recommends the preservation of other, smaller areas in the Town that contain important natural resource features, but that are not located within environmental corridors or isolated natural resource areas. These smaller woodlands, wetlands, and lowland pastures are recommended to be preserved in essentially natural open space and agricultural uses.

Arterial Streets and Highways

Transportation facilities, especially arterial streets and highways, are among the most critical land use elements influencing the spatial distribution of development in a community. The adopted 2020 regional transportation system plan details the proposed arterial street and highway system designed to serve the probable future traffic demands in the Town through that year. The land use plan for the Town reflects and reaffirms the recommendations of the regional transportation system plan with regard to improvements within the Town.

PLAN IMPLEMENTATION

Successful implementation of the land use plan for the Town will require faithful long-term dedication to the plan's underlying land use development objectives. Chapter VIII of this report outlines the steps to be taken in order to implement the plan. Implementation steps include, among others, 1) plan adoption and 2) comprehensive revision, in accord with plan recommendations, of the Town zoning ordinance, zoning district map, and land division control regulations. The recommended land use plan was adopted by the Town Plan Commission on November 17, 1998, and by the Town Board on November 18, 1998.

It should be recognized that of all the implementation devices currently available, the Town zoning ordinance is perhaps the most critical. To help ensure the preser-

vation of the Town's rural character, natural resources, and farmland, the revised zoning ordinance should allow for flexibility in development design yet provide detailed design standards to guide development. The ordinance should also include the most current State-mandated zoning provisions relative to community-based residential facilities, foster-family homes, family day care, and the Americans with Disabilities Act. In addition, the ordinance should also include specific and up-to-date language relative to cell towers, construction site erosion control measures, and contemporary zoning administration practices.

Also important to plan implementation is a comprehensive land division ordinance. Consideration should be given to making the ordinance applicable to all land divisions occurring in the Town. Site planning and design control provisions should be incorporated into the ordinance to help ensure preservation of the Town's rural character.

Also included in Chapter VIII of this report is other pertinent information relative to plan implementation and reevaluation. This includes information regarding appropriate types of development in environmentally significant areas; a summary of farmland preservation techniques; and information regarding plan reevaluation considerations. This information is intended to provide

a framework from which additional research and/or action relative to each subject involved can be pursued.

CONCLUSION

The primary purpose of the recommended land use plan for the Town of Wayne is to provide information and recommendations that concerned public officials can use in making consistent decisions about growth and development in the Town. The plan also provides developers and other private interests with a clearer indication of Town land use objectives, enabling them to take those objectives into account when preparing development proposals.

The land use plan, once adopted, should serve as the basis upon which all rezoning requests, preliminary subdivision plats, and certified survey maps pertaining to any lands within the Town are reviewed. Only those proposed rezonings or land divisions which are consistent with the objectives of the plan should be approved.

The land use plan, together with supporting implementation measures, provides an important means for promoting the orderly development of the Town in the public interest. To the extent that the plan is implemented over time, a safer, more healthful, and more attractive environment will be created within the Town.

APPENDICES

(This page intentionally left blank)

Appendix A

TOWN OF WAYNE LAND USE PLAN COMMUNITY SURVEY AND RESULTS

January 1997

GENERAL SATISFACTION

For a place of residence, the Town is valued as a small rural community which feels relatively safe, is quiet and scenic, and offers hunting or other outdoor recreation opportunities.

65.4% of responses cite at least one of the above.

89.2% agree or strongly agree that the Town should preserve the existing rural character and landscape.

GO SLOW

Concern exists regarding the rate of change in the Town, especially regarding residential development and population growth.

66.1% say don't encourage new housing.

66.5% want slower or no population growth.

39.4% of those living in the Town the past five years say the quality of life decreased during that period.

FARMLAND PROTECTION FAVORED

The preservation and protection of farmland in the Town is strongly supported.

82.9% agree or strongly agree that it should be a high priority.

61.3% agree or strongly agree with farmland tax credits through zoning or purchase of development rights.

72.1% agree or strongly agree that the Town should discourage all residential development in prime farmland.

85.4% favor or strongly favor farms as a land use - by far the greatest such support voiced.

NATURAL AREAS FAVORED

The protection of woodlands and wetlands in the Town is strongly favored.

84.3% agree or strongly agree that protection of woodlands is important.

79.2% agree or strongly agree that protection of wetlands and floodlands is important.

SKEPTICISM ON COMMERCIAL DEVELOPMENT

Viewpoints are split on commercial development, with more people disfavoring it.

43.6% disagree or strongly disagree that retail and service-related development is desirable; 36.8% agree or strongly agree.

44.7% oppose or strongly oppose new commercial land use; 22.9% favor or strongly favor it.

INDUSTRIAL DEVELOPMENT OPPOSED

Development of industry in the Town is opposed by roughly a two to one margin.

54.9% disagree or strongly disagree that industrial development is desirable; 29.2% agree or strongly agree.

53.5% oppose or strongly oppose new industrial land use; 27.3% favor or strongly favor it.

4.6:1 ratio of 111 responses strongly opposing new manufacturing, to 24 responses strongly favoring it.

RANDOM LOTS PREFERRED*

Should residential development occur, randomly spaced lots are the most favored pattern.

59.0% prefer random lots over other residential development options.

67.99% say houses should be built along existing roads, rather than to the interior of properties off new roads.

Fewer % oppose--and more consistently favor--randomly located home sites over subdivisions.

SUBDIVISIONS OPPOSED*

Residential subdivisions are strongly opposed as a development pattern for the Town .

12.8% prefer conventional subdivisions--far less than other residential development options.

66.4% disagree or strongly disagree that the Town should allow their development.

68.4% on average oppose or strongly oppose subdivisions as a land use in the Town.

*All housing, except on randomly located lots greater than 10 acres, is opposed more so than favored. Nevertheless, both randomly located and subdivision lots show progressively less opposition with increasing lot size.

LOCATION, LOCATION, LOCATION

The qualified support which exists for certain types of development in the Town appears dependent upon where it might occur.

67.7% feel that areas adjacent to Wayne, Kohlsville, and St. Kilian, the Highway 41 corridor, and adjacent to existing subdivisions, would be better for residential development than other areas.

83.9% on average agree or strongly agree with preservation/protection of some lands, thus not supporting the development of farmlands, woodlands, wetlands and floodlands, nor areas that could jeopardize the rural atmosphere, character, and landscape.

25.6% prefer clustered/conservation subdivisions, which could locate residences on a parcel so as to hide them from view.

TOWN ACTION SUPPORTED

In addition to enabling farmland tax credits, not allowing subdivisions, and preserving the rural atmosphere, there is strong support for Town government action to pursue the vision that a majority of citizens share for Wayne.

80.8% agree or strongly agree that the Town government should regulate development through ordinances.

81.8% agree or strongly agree that the Town should guide future development by preparing a land use plan.

69.7% say Town government has the responsibility to protect property owners and the community through regulating land uses (as opposed to people doing whatever they want).

**TOWN OF WAYNE COMMUNITY SURVEY
SOUTHEASTERN WI REGIONAL PLANNING COMMISSION
PO BOX 1607
WAUKESHA WI 53187-1607**

WE NEED YOUR IDEAS TO BUILD THE FUTURE OF THE TOWN OF WAYNE

FILL OUT THIS SURVEY

- Should the Town of Wayne retain its rural character?
- How and where should the Town of Wayne grow?
- Has the quality of life changed in the Town of Wayne?

ATTEND THE INFO MEETING!

TOWN OF WAYNE VISIONING AND SURVEY RESULTS INFORMATIONAL MEETING

**January 23, 1997
7:30 - 9:30 P.M.
Wayne Elementary School
5760 Highway H**

**COMMUNITY SURVEY
Please Respond**

**NON-PROFIT ORG
U.S. Postage
PAID
Campbellsport, WI 53010
PERMIT NO. 60**

**Town of Wayne Community Survey
6030 Highway H
Campbellsport, WI 53010**

TOWN OF WAYNE - LAND USE PLAN COMMUNITY SURVEY

TO: Town of Wayne Property Owner

The Town of Wayne with assistance from Southeastern Regional Planning Commission is developing a land use plan to guide future growth and development. This survey is being conducted to obtain opinions about growth and development issues facing the Town. Several questions need to be answered: How much should the Town change to accommodate new development? Where should new development take place? Should the Town pursue more housing, industry, and recreation, and if so, under what terms? Your comments will help guide decisions.

This survey explores areas of concern as they were presented by over 100 Town residents at the Land Use Visioning Meeting on September 10, 1996. The Plan Commission greatly appreciates the additional input you can give to help determine the future of your town.

Please take just a few minutes to answer and return this survey. Reviewing the survey before filling it out may make it easier to complete. Every property owner in the Town of Wayne is receiving this survey (one per household). Responses from individual surveys will remain confidential. Written comments where space is provided are encouraged.

When you have completed the survey, please refold and seal the form so that the return address and prepaid postage are showing.

The deadline for returning the survey is November 22, 1996. Thank you for your cooperation!

Please circle the letter or check the space indicating the appropriate answer.

PART A: QUALITY OF LIFE

1. Why do you live in the Town of Wayne? (Circle all that apply)
 - 70 a. Born/raised in the Town
 - 19 b. Employed in the Town
 - 186 c. Rural area and small-town charm
 - 61 d. Proximity to Milwaukee urban area
 - 52 e. Housing costs
 - 148 f. Safe community/feeling of security
 - 31 g. Availability/low cost of land
 - 192 h. Quietness/scenic beauty
 - 93 i. Hunting or other outdoor recreation
 - 43 j. Low taxes
 - 23 k. Other (list) RELATIVES HERE, FAMILY FARM, ETC.
 - 28 l. Don't live in the Town but own land there
2. What do you like LEAST about the Town of Wayne? (Check one only)

70 High taxes	100 Negative impacts of
38 Unkempt properties	urban development
18 Road maintenance	11 Low level of public
28 Other (explain) <u>MANY TIED TO GROWTH</u>	services
3. Has the quality of life in the Town of Wayne changed over the past five years? (Circle one)
 - 29 a. Increased
 - 80 b. Decreased
 - 94 c. Remained the same

Why? MANY CITING DEVELOPMENT AND POPULATION GROWTH

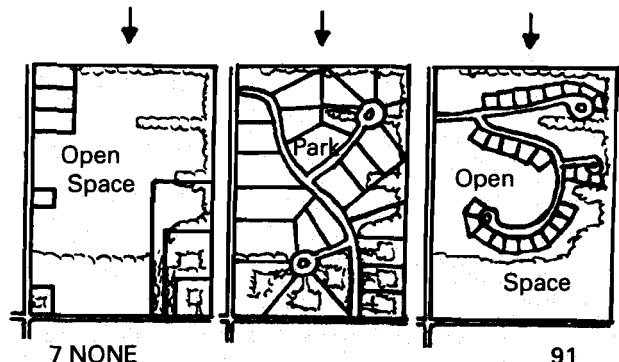
 - 70 d. Have lived in the Town less than five years
4. Are there areas in the Town of Wayne that would be better for residential development than other areas? (Check all that apply)

15 Northwest	14 Northeast	70 Highway 41 corridor
8 Southwest	23 Southeast	
67 Adjacent to existing subdivisions		
91 Adjacent to Wayne, Kohlsville, and St. Kilian		
30 Other (list here) <u>ANYWHERE, DON'T KNOW, POOR FARMLAND</u>		
19 NO/NONE		

PART B: POPULATION AND RESIDENTIAL DEVELOPMENT

1. From 1990 to 1996, total housing units in the Town of Wayne increased from 433 to 530 or 22.4%. Should the Town of Wayne encourage new housing? (Check one)
 - 179 No (proceed to Question 2)
 - 92 Yes (answer a through e by circling/checking all types that apply)
 - 86 a. Single-family housing
 - 26 \$100,000 or less
 - 66 \$100,000-\$200,000
 - 15 \$200,000-\$400,000
 - 9 More than \$400,000
 - 6 b. Multi-family housing
 - 12 c. Housing for the elderly
 - 9 d. Low to moderate income family subsidized housing
 - 25 e. Affordable housing (reduced lot size, set-backs, etc.)
2. Do you prefer random lots, conventional subdivisions, or clustered conservation subdivisions? (Check one)

157 ☐ Random Lots 34 ☐ Conventional Subdivisions 68 ☐ Clustered/Conservation Subdivision



PART C: TOWN CHARACTER

Please place an "x" in the column after each statement which best represents your opinion.

QUESTION	STRONGLY AGREE	AGREE	NEUTRAL	DISAGREE	STRONGLY DISAGREE
1. The preservation and protection of farm-lands in the Town of Wayne should be a high priority.	182	55	28	12	9
2. Industrial (manufacturing) development in the Town of Wayne is desirable.	28	55	45	69	87
3. The Town of Wayne should enable farmers to be eligible for tax credits through exclusive agriculture zoning or through purchase of development rights.	89	82	72	20	16
4. The Town of Wayne should allow the development of subdivisions.	15	45	36	65	125
5. The Town of Wayne should preserve the rural atmosphere, character, and landscape that is here now.	193	62	19	11	1
6. Town of Wayne government should regulate development through zoning and land division ordinances.	134	93	25	16	13
7. Commercial (retail, service) development in the Town of Wayne is desirable.	28	75	55	60	62
8. The Town of Wayne should discourage all residential development in areas designated as prime farmland.	145	62	27	32	21
9. Town of Wayne government should guide future development by preparing a long-range land use plan.	145	88	31	13	8
10. Protection of woodlands in the Town of Wayne is important.	172	69	30	13	2
11. Protection of wetlands and floodlands in the Town of Wayne is important.	157	68	40	12	7
12. The impact of growth in the Town of Wayne will have effects on the infrastructure (schools, fire protection, law enforcement, etc.) property owners are willing to pay for through increased taxes.	35	54	60	52	78

13. Which statement most agrees with your view? (Circle one)

- 87 a. People should be able to do whatever they want with land they own/purchase.
200 b. Town government has the responsibility to protect neighboring property owners and the community through regulating land use.

14. From 1990 to 1996 the Town of Wayne's population grew from 1,374 to 1,506 or 9.6%. Do you favor growth at (Check one):

103 Present rate
8 Faster rate

127 Slower rate
50 No Growth

15. Residential development in the Town should be (Circle one)

- 186 a. Built along existing roads
84 b. Built to the interior of properties off new roads
4 Other

16. Residential development in the Town should be calculated on: (Circle one)

- 66 a. An overall density basis
(such as lots of variable sizes as long as they average out to 5 acres on any sized land division)
95 b. An individual lot-size basis
(such as lots of 5 acres each on any sized land division)

105 c. Don't know

4 Other

17. Please place an "x" in the column after each statement which best represents your opinion.

WHAT TYPES OF LAND USE DO YOU FAVOR IN THE TOWN OF WAYNE?	STRONGLY OPPOSE	OPPOSE	NEUTRAL	FAVOR	STRONGLY FAVOR
a. Subdivisions with up to 3-acre lots	133	64	25	33	20
b. Subdivisions with 4- to 5-acre lots	121	56	34	45	16
c. Randomly located home sites on 1- to 2-acre lots	97	52	31	55	47
d. Randomly located lots on greater than 2- and up to 5-acre lots	88	55	48	63	21
e. Randomly located home sites on 6- to 10-acre lots	82	41	53	63	36
f. Randomly located home sites on lots greater than 10 acres	72	28	46	70	58
g. Farms	5	1	32	72	150
h. Commercial (retail, service) development	82	41	65	63	24
i. Industrial (manufacturing) development	111	40	54	53	24
j. Recreation (golf courses, parks, etc.)	65	29	71	68	45

PART D: PROFILE OF RESPONDENT

1. If you reside in the Town of Wayne, how long have you lived here? (Circle one)
- 43 a. Less than 3 years
- 54 b. 3 to 9 years
- 51 c. 10 to 20 years
- 110 d. More than 20 years
- 28 e. Don't live in the Town of Wayne but have owned land for ____ years

2. What best describes your place of residence? (Circle one and fill in the number of acres owned)
- 59 a. Farm _____
- 54 b. Small hobby farm _____
- 130 c. Rural residence (not located in a subdivision) _____
- 16 d. Subdivision home _____
- 10 e. Other _____
- 20 f. Don't live in the Town _____

3. Which of the following describes your occupation? (Circle all that apply)

- 57 a. Farming/Agricultural
- 31 b. Sales/Entrepreneur
- 68 c. Professional/Administrative
- 86 d. Skilled Trade/Craft
- 9 e. Clerical
- 11 f. Service
- 17 g. Government, including Education
- 22 h. Homemaker
- 36 i. Factory
- 49 j. Retired
- 3 k. Other _____

4. If you own agricultural land in the Town, are you or your family: (Circle all that apply)

- 65 a. Farming the land yourself
- 61 b. Renting the land to a farmer
- 14 c. Holding the land for future development
- 28 d. Other MANY GROWING TREES, RAISING ANIMALS OR WILDLIFE, OR OUTDOOR RECREATION

5. Where is your place of employment? (Circle one)

- 47 a. At my home
- 16 b. Town of Wayne
- 55 c. City of West Bend
- 6 d. Allenton
- 32 e. Washington County (other than those listed above) List location: MANY GERMANTOWN,
- 25 f. Waukesha County HARTFORD, KEWASKUM
- 3 g. Ozaukee County
- 54 h. Milwaukee County
- 9 i. Fond du Lac County
- 14 j. Dodge County
- 1 k. Sheboygan County
- 24 l. Other MANY MULTIPLE COUNTIES

6. In what way can the town best manage growth? (Or other comments you may have)

COMMENTS ON 163 FORMS

MANY OF THESE CONTAIN MULTIPLE COMMENTS;

CONTENT IS HIGHLY VARIABLE

DOCUMENTATION IN THE FINAL REPORT.

(This page intentionally left blank)

Appendix B

TOWN PLAN COMMISSION RESOLUTION NO. 98-1 ADOPTING THE TOWN OF WAYNE LAND USE PLAN

WHEREAS, the Town of Wayne, pursuant to the provisions of Section 60.10(2)(c) of the Wisconsin Statutes, has been authorized to exercise village powers; and

WHEREAS, the Town of Wayne, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

WHEREAS, it is the duty and function of the Town Plan Commission, pursuant to Section 62.23 (2) of the Wisconsin Statutes, to make and adopt a master plan for the physical development of the Town of Wayne; and

WHEREAS, the Town of Wayne requested the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to help prepare a land use plan for the Town, which plan includes:

1. Collection, compilation, processing, and analyses of various types of demographic, economic, natural resource, recreation and open space, land use, transportation, and other information pertaining to the Town;
2. A forecast of growth and change;
3. Statements of land use objectives, principles, and standards, and results of a community survey;
4. A land use plan;
5. Recommended activities to implement the plan; and

WHEREAS, the aforementioned forecasts, inventories, analyses, objectives, land use plan, and implementation recommendations are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 235, A Land Use Plan for the Town of Wayne: 2020, Washington County, Wisconsin; and

WHEREAS, the Town of Wayne Plan Commission has held public meetings to acquaint residents, landowners, and local government officials with the plan recommendations, including a public informational meeting held on the 7th day of October, 1998, and a public hearing held on the 4th day of November, 1998; and

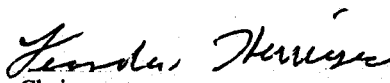
WHEREAS, the Town Plan Commission has carefully considered the plan over an extended period of time, including statements and requests during the planning process, and has proceeded to incorporate, where deemed appropriate, changes to the recommended land use plan; and

WHEREAS, the Town Plan Commission considers the plan to be a necessary guide to the future development of the Town.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the Town of Wayne Plan Commission hereby adopts the recommended land use plan as a guide for the future development of the Town of Wayne; and

BE IT FURTHER RESOLVED, that the Secretary of the Town of Wayne Plan Commission transmit a certified copy of this resolution, after recording the action on the adopted plan, to the Town Board of the Town of Wayne and to the Southeastern Wisconsin Regional Planning Commission.

PASSED AND ADOPTED the 17th day of November, 1998.


Linda Harrison
Chairman
Town of Wayne Plan Commission

ATTEST:

Cheryl Kern
Secretary
Town of Wayne Plan Commission

(This page intentionally left blank)

Appendix C

TOWN BOARD RESOLUTION NO. 98-5 ADOPTING THE TOWN OF WAYNE LAND USE PLAN

WHEREAS, the Town of Wayne, pursuant to the provisions of Section 60.10(2)(c) of the Wisconsin Statutes, has been authorized to exercise village powers; and

WHEREAS, the Town of Wayne, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

WHEREAS, the Town Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), a plan for the physical development of the Town of Wayne, said plan embodied in SEWRPC Community Assistance Planning Report No. 235, *A Land Use Plan for the Town of Wayne: 2020, Washington County, Wisconsin*; and

WHEREAS, the Town Plan Commission on the 17th day of November, 1998, adopted the recommended land use plan, and has submitted a certified copy of that resolution to the Town Board of the Town of Wayne; and

WHEREAS, the Town Board of the Town of Wayne concurs with the Town Plan Commission and the objectives and recommendations set forth in the land use plan.

NOW, THEREFORE, BE IT RESOLVED, that the Town Board of the Town of Wayne hereby adopts the recommended land use plan as a guide for the future development of the Town of Wayne; and

BE IT FURTHER RESOLVED, that the Town Plan Commission shall review the Town land use plan every ten years, or more frequently if necessary, and shall recommend extensions, changes, or additions to the Plan which the Commission considers necessary. Should the Town Plan Commission find that no changes are necessary, this finding shall be reported to the Town Board.

PASSED and ADOPTED the 18th day of November, 1998.


Chairman
Town of Wayne

ATTEST:


Clerk
Town of Wayne

(This page intentionally left blank)

Appendix D

DEVELOPMENT TYPES COMPATIBLE WITH ENVIRONMENTAL CORRIDORS

Component Natural Resource and Related Features within Environmental Corridors*	Permitted Development															
	Transportation and Utility Facilities				Recreational Facilities											Rural-Density Single-Family Residential Development
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities	Trails	Picnic Areas	Family Camping Areas	Swimming Beaches	Boat Facilities Access	Ski Hills	Golf Facilities	Playfields	Hard- Surface Courts	Parking	Buildings	
Lakes, Rivers, and Streams.....	--	--	--	--	--	--	--	X	X	--	--	--	--	--	--	--
Shoreline	X	X	X	X	X	X	--	X	X	--	X	--	--	X	--	--
Floodplain.....	--	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--
Wetland.....	--	X	X	X	X	--	--	--	X	--	--	--	--	--	X	--
Wet Soils.....	X	X	X	X	X	--	--	X	X	--	X	--	--	--	X	--
Woodland	X	X	X	--	X	X	X	--	X	X	X	--	--	X	--	--
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X
Steep Slope.....	X	X	--	--	--	--	--	--	--	X	X	--	--	--	--	--
Prairie	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Park.....	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--
Historic Site.....	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Scenic Viewpoint.....	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X
Scientific or Natural Area Site	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

NOTE: An "X" indicates that facility development may be permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitations should take precedence. For more detailed guidelines relative to appropriate development types within environmentally sensitive areas, refer to SEWRPC Planning Report No. 45, *A Regional Land Use Plan for Southeastern Wisconsin: 2020, December 1997*.

Source: SEWRPC.