

## CHAPTER 3

### ISSUES AND OPPORTUNITIES ELEMENT (OBJECTIVES, PRINCIPLES, AND STANDARDS)

#### FORMULATION OF OBJECTIVES

The Advisory Committee for the Town/Village of Eagle has reviewed the objectives and supporting principles and related standards used in the update of the County Plan to determine and analyze whether they concur with and support those objectives, standards, and principles as they apply to the Town of Eagle.

Planning may be described as a rational process for formulating and achieving objectives. The formulation of objectives is an essential task to be undertaken before plans can be prepared. The land use objectives along with supporting principles and related standards recommended by the Advisory Committee were the basis for the preparation of a Town of Eagle Comprehensive Plan. The objectives are derived from the objectives contained in the Regional Land Use Plan for Southeastern Wisconsin: 2035, and the Waukesha County Comprehensive Development Plan.

The key steps in the comprehensive planning process are:

1. formulation of objectives and standards,
2. inventory
3. analyses and forecasts
4. plan design
5. plan evaluation
6. plan refinement and plan adoption.
7. plan implementation (is considered throughout the process)

The terms “objective,” “principle,” “standard,” “plan,” “policy,” and “program” are subject to a range of interpretations. This chapter deals with Objective, Principles, and Standards, and the basic concepts which they represent, with an understanding that the interrelationship between these terms and the Trends, Issues, and Opportunities listed in the previous chapter is essential to any comprehensive plan. Under the regional planning program, these terms have been defined as follows:

1. Objective: a goal or end toward the attainment of which plans and policies are directed.
2. Principle: a fundamental, primary, or generally accepted tenet used to support objectives and prepare standards and plans.
3. Standard: a criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.
4. Plan: a design that seeks to achieve agreed-upon objectives.
5. Policy: a rule or course of action used to ensure plan implementation.
6. Program: a coordinated series of policies and actions to carry out a plan.

## **GENERAL DEVELOPMENT OBJECTIVES**

The following general development objectives, presented as part of the year 2035 Regional Land Use Plan, and Waukesha County Comprehensive Development Plan, have been reaffirmed by the Advisory Committee for use in the preparation of the Town of Eagle Comprehensive Plan; no ranking is implied by the order in which these objectives are listed:

1. A broad range of choice among housing designs, sizes, types, and costs, recognizing changing trends in age group composition, income, and family living habits.
2. An adequate, flexible, and balanced level of community services and facilities.
3. An attractive and healthful physical and social environment with ample opportunities for high-quality education, cultural activities, and outdoor recreation.
4. Protection, sound use, and enhancement of the natural resource base.
5. Development of communities having distinctive individual character, based on physical conditions, historical factors, and local desires.
6. An efficient and equitable allocation of fiscal resources within the public sector of the economy.
7. Preservation and protection of desirable existing residential, commercial, industrial, and agricultural development in order to maintain desirable social and economic values and renewal of obsolete and deteriorating areas in both suburban and rural areas; and prevention of blight.
8. A wide range of employment opportunities through a broad diversified economic base.
9. Economic growth at a rate consistent with Town resources, including land, water, labor, and capital, and primary dependence on free enterprise in order to provide needed employment opportunities for the expanding labor force.

## **SPECIFIC DEVELOPMENT OBJECTIVES**

Within the framework established by the general development objectives, a secondary set of more specific objectives, which are directly relatable to physical development plans, and which can be at least generally quantified has been developed. The specific development objectives are concerned primarily with spatial allocation to, and distribution of, the various land uses; land use compatibility; resource protection; and accessibility.

The following specific development objectives have been formulated by the Advisory Committee. No ranking is implied by the order in which these objectives are listed:

1. A spatial distribution of the various land uses which maintains biodiversity and which will result in the preservation and sustainable management of the natural resources of the Town.
2. The preservation of productive agricultural lands.
3. The preservation and provision of open space to enhance the total quality of the Town environment, maximize essential natural resource availability, give form and structure to suburban development, and provide opportunities for a full range of outdoor recreational activities.
4. A spatial distribution of land uses and specific site development designs which protect or enhance the surface and ground water resources of the Town.
5. A spatial distribution of the various land uses that maintains biodiversity and which will result in clean air and the protection and wise use of the natural resources including: soils, nonmetallic minerals, lakes and streams, wetland, woodlands, prairies, and wildlife.

6. A balanced allocation of space to the various land use categories, which meets the social, physical, and economic needs of the Town population.
7. A spatial distribution of the various land uses that will result in a convenient and compatible arrangement of land uses.
8. A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.
9. The development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.
10. The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and location.
11. A multi-modal transportation system which establishes appropriate types and choices of transportation modes that through its location, capacity, and design will effectively serve the existing Town land use patterns and promotes the implementation of proposed land uses.
12. To provide police, fire and other emergency service facilities necessary to maintain high-quality protection throughout the Town.
13. To support joint library services in a facility with accessibility for all citizens throughout the Town.
14. To cooperate with appropriate school districts so that educational services are focused on the education of all students throughout the Town.
15. An adequate stock of decent, safe, and sanitary housing, to meet the Town's total housing requirement.
16. Adequate locational choice of housing.

## **FORMULATION OF STANDARDS**

Complementing each of the foregoing specific land use development objectives is a set of planning standards. Each set of standards is directly related to the objective. The standards facilitate application of the objectives in plan design and evaluation. The standards related to the sixteen specific development objectives were developed and reviewed by the Advisory Committee addressing the particular planning element.

## **BALANCING OF PLANNING STANDARDS**

In applying the planning standards and preparing the Town of Eagle Comprehensive Plan, it should be recognized that it is unlikely that the Plan can meet all of the standards completely. It should also be recognized that some objectives are complementary, with the achievement of one objective supporting the achievement of others. Conversely, some objectives may be conflicting, requiring reconciliation through consensus building and/or compromise.

For example, as part of the planning process, the objectives of preserving agricultural and other open space lands, must be balanced with the need to convert certain lands to suburban use in support of the orderly growth and development of the Town.

Most of the land use development objectives, principles, and standards were incorporated by the Advisory Committee without significant change from those sets included in the adopted Regional Land Use Plan - 2035. The intent of this chapter is to analyze general objectives for the Town's plan. Subsequent chapters will detail standards and objectives as they relate to particular planning elements.

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 1**

The preservation of agricultural lands.

### **Principle**

The preservation of agricultural land is important for meeting future needs for food. Agricultural areas, in addition to providing food and fiber, can provide wildlife habitat and contribute to the maintenance of an ecological balance between plants and animals. Moreover, the preservation of agricultural areas also contributes immeasurably to the maintenance of the scenic beauty and cultural heritage of the Town. Maintaining agricultural lands near suburban areas can facilitate desirable and efficient production-distribution relationships, including community-supported agriculture operations.

The preservation of agricultural lands can maximize return on investments in agricultural soil and water conservation practices; and minimizes conflicts between farming operations and suburban land uses.

### **Standard**

1. Maintain the rural character of the community and preserve prime agricultural lands for the benefit of the Town, and the farmer desiring to farm the land. Prime agricultural lands in the Town include those lands in agricultural use, unused/open lands other than “Open Lands to Be Preserved”, primary/secondary environmental corridor or isolated natural areas, and are within a 5 square mile contiguous area (including adjacent counties). They possess important farmlands and the absence of significant steep slopes and prairie, and meet all of the following criteria: 1) is outside of any planned sewer service area boundary; 2) 75% is agricultural or open/unused land use; 3) 50% is Class I or Class II soils which meet Natural Resources Conservation Service standards; and 4) 75% consists of land ownership parcels of 35 acres or more.
2. Rural land uses will be protected through their designation in an Agricultural Land Use category. Lands in the Agricultural category which meet the above criteria may be eligible to participate in the Wisconsin Farmland Preservation Program. This program gives tax credits to farmers who maintain their land in agricultural use.
3. Development of agricultural lands should take place in an orderly and sequential fashion. In order to preserve farming as a viable economic pursuit, new development should not impinge on adjacent agricultural land use, or cause increased tax assessments for farmers.
4. Agricultural land use and operations will be encouraged by the Town as a resource for the use and benefit of present and future generations.
5. Agricultural lands are an integral part of the Town's heritage, and therefore, preservation of agricultural land will be promoted as a means to retain the Town's rural character and to provide open space.
6. Subdivision design may allow for the inclusion of both residential and agricultural uses and will encourage subdivision design that results in a minimum reduction of agricultural land.

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 2**

A distribution of the various land uses which will result in the preservation and sustainable use of the natural resources of the Town, including inland lakes and streams, groundwater, wetlands, woodlands, prairies, and wildlife.

- 2-1. Environmental Corridors and Isolated Natural Resource Areas
- 2-2. Other Environmentally Sensitive Areas
- 2-3. Restoration/Enhancement of Natural Conditions

### **Environmental Corridors and Isolated Natural Resource Areas Principle: 2-1**

The preservation of environmental corridors and isolated natural resource areas in essentially natural, open use yields many benefits, including recharge and discharge of groundwater; maintenance of surface water and groundwater quality; attenuation of flood flows and flood stages; maintenance of base flows of streams and watercourses; reduction of soil erosion; abatement of air and noise pollution; protection of wildlife habitat; protection of plant and animal diversity; protection of rare and endangered species; maintenance of scenic beauty; and provision of opportunities for recreational, educational, and scientific pursuits. These environmental corridors once lost would be impossible to reclaim or replace. Since some environmental corridors and isolated natural resource areas are poorly suited for urban development, their preservation can help avoid serious and costly development problems while protecting the Town's most valuable natural resources.

#### **Standards**

- 1. Primary environmental corridors should be preserved in natural open uses.
- 2. Secondary environmental corridors and isolated natural resource areas should be preserved in essentially natural, open uses to the extent practicable, as determined in Town and local plans. Uses considered as being compatible with the preservation of environmental corridors and isolated natural resource areas are described in Table 4-3 in Chapter 4.
- 3. Require that development near environmentally sensitive areas be such that there is no degradation of natural resources.

### **Other Environmentally Sensitive Areas Principle: 2-2**

Care in locating suburban and rural development in relation to other environmentally sensitive areas can help to maintain the overall environmental quality of the Town and to avoid developmental problems.

#### **Standards**

- 1. All natural areas and critical species habitat sites identified for preservation in the Regional Natural Areas and Critical Species Habitat Protection and Management Plan will be preserved.
- 2. Small wetlands, woodlands, and prairies even if not identified as part of an environmental corridor or isolated natural resource area may be preserved to the extent practicable, as determined in Town plans
- 3. Encourage protection of upland conservancy areas such as woods, fencerows, wildlife habitats, prairie, and unique glacial features.

4. One hundred year recurrence interval floodlands should not be allocated to any development, which would cause or be subject to flood damage; and no unauthorized structure should be allowed to encroach upon and obstruct the flow of water in perennial stream channels and floodways.
5. Suburban and rural development should be directed away from areas, with steep slope (12 degrees or greater) or with seasonally high groundwater one foot or less from the surface.
6. Land use patterns will be designed to discourage development of below grade structures on soils with seasonally high groundwater less than 3 feet from the surface. The intent is to allow development on these marginal soils, providing below grade structures (including basements) shall maintain a minimum of one foot separation from the seasonally high groundwater level.

### **Restoration/Enhancement of Natural Conditions Principle: 2-3**

Restoration of unused farmland and other open space land to more natural conditions, resulting in the re-establishment or enhancement of wetlands, woodlands, prairies, grasslands, and forest interiors, can increase biodiversity and contribute to the overall environmental quality of the Town by providing additional functional values as set forth in Objective No. 1 above.

#### **Standard**

1. Carefully planned efforts to restore unused farmland and other open space land to more natural conditions should be encouraged.
2. Recognize the potential of disturbance to the inter-linked natural environment by any types of construction and development.
3. Promote use of all practical methods to maintain existing mature vegetative cover within potential development areas.

### **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 3**

A distribution of land uses and specific site development designs which protects or enhances the surface and ground water resources of the Town.

#### **Surface and Groundwater Quality Principle**

Information regarding existing and potential surface and ground water quality conditions is essential to any comprehensive land use and natural resource planning program. The existing quality condition of the surface and ground water resource provides important baseline data. The potential condition becomes the goal upon which planners and resource managers target their land use efforts.

#### **Standards**

1. Promote development of lands within the Town in a manner which will protect the quality of surface and ground waters, including lakes, rivers, streams, and wetlands
2. Encourage low impact storm water management practices, and impervious surface standards

3. Potentially contaminating land uses will not be located in areas where the potential for groundwater contamination is the highest.
4. Storm water management planning will seek to meet the potential biological use objectives of the streams in the Town (presented in Chapter 5 of this Plan).

### **Groundwater Quantity Principle**

Information regarding existing ground water quantity conditions is essential to any comprehensive land use and natural resource planning program. The existing condition of ground water quantity provides important baseline data. Potential ground water quantity conditions provide important data upon which planners and resource managers can make comprehensive development planning decisions.

### **Standards**

1. Land use development patterns and practices will be designed to preserve important groundwater recharge areas and should support maintaining the natural surface and groundwater hydrology to the extent practicable.
2. Storm water management planning will seek to encourage ground water recharge to maintain the natural groundwater hydrology.

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 4**

The preservation and provision of open space to enhance the total quality of the Town environment, maximize essential natural resource availability, give form and structure to suburban development, and provide opportunities for a full range of outdoor recreational activities.

### **Open Space Principle**

Open space is the fundamental element required for the preservation and sustainable use of such natural resources as soil, water, woodlands, wetlands, native vegetation, and wildlife; it provides the opportunity to add to the physical, intellectual, and spiritual growth of the population; it enhances the economic and aesthetic value of certain types of development; and it is essential to outdoor recreational pursuits.

### **Standards**

1. Major park and recreation sites providing opportunities for a variety of natural resource-oriented, self actualized outdoor recreational activities should be provided by the Town.
2. Typically local municipalities provide outdoor recreation facilities to afford the resident population of the opportunities to participate in intensive non-resource-oriented outdoor recreation activities. These types of facilities are activity specific such as tennis, baseball, basketball, soccer, skate parks and playgrounds.
3. Areas having unique scientific, cultural, or educational value should not be changed to any suburban or agricultural land uses; adjacent surrounding areas should be retained in open space use, such as agricultural or limited recreational uses.

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 5**

A distribution of the various land uses which maintains clean air and soil, and will result in the protection and wise use of the natural resources of the Town.

### **Soils Principle**

The proper relation of suburban and rural land use development to soil types and distribution can serve to avoid many environmental problems, aid in the establishment of better regional settlement patterns, and promote the wise use of an irreplaceable resource.

### **Standards**

1. Unsewered suburban residential development should not be located in areas covered by soils identified in the detailed operational soil survey as unsuitable for such development.
2. Rural development, including agricultural and rural residential development, should not be located in areas covered by soils identified in the detailed operational soil survey as unsuitable for such uses.
3. Suburban and rural development should be directed away from areas, with steep slopes (12 degrees or greater) or with seasonally high groundwater one foot or less from the surface.
4. Land use patterns should be designed to discourage development of below grade structures on soils with seasonally high groundwater less than 3 feet from the surface. The intent is to allow development on these marginal soils, providing below grade structures (including basements) maintain a minimum of one foot separation from the seasonally high groundwater level.

### **Nonmetallic Minerals Principle**

Most high quality material for nonmetallic mining is concentrated in the western half of the County along the Kettle Moraine and on outwash plains, with many other small deposits scattered throughout the County. While the Town has an adequate local supply of sand, gravel, and stone, large scale quarrying has not been considered a profitable operation within the Town of Eagle.

### **Standard**

Commercial non-metallic mineral extraction in the Town of Eagle is not encouraged, because of its impact on the local natural and cultural resources.

### **Clean Air Principle**

Air is a particularly important determinant of the quality of the environment for life, providing the vital blend of oxygen and other gases needed to support healthy plant and animal life. Air, however, contains pollutants contributed by both natural and human sources which may be harmful to plant and animal life that may injure or destroy such life, and that may severely damage personal and real property.

### **Standards**

Encourage a centralized land use development pattern to minimize automobile travel and related air pollutant emissions.

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 6**

A distribution of land uses and specific site development designs which protects or enhances the cultural and historic resources of the Town.

### **Historic Resources Principle**

Encourage an appreciation and understanding of the importance of historic sites, which will result in the preservation, maintenance, and sustainable use of existing historical sites.

### **Standards**

1. Carefully planned efforts to identify all existing historic sites and buildings should be investigated.
2. Recognize the potential historic and cultural value in preserving historic sites for educational purposes and potential for tourism value within the Town.

## **COMMUNITY FACILITIES - OBJECTIVE NO. 1**

To provide police, fire and other emergency service facilities necessary to maintain high-quality protection throughout the Town.

### **Emergency Services Principle**

The adequacy of police, fire and other emergency protection in the Town is dependent upon the relationship between the distribution of land uses and the location of facilities available to serve those uses.

### **Standard**

The future placement and current use of emergency service facilities need to be coordinated to optimize emergency response times and to eliminate overlap of service areas and equipment.

## **COMMUNITY FACILITIES - OBJECTIVE NO. 2**

To support joint library services in a facility with accessibility for all citizens throughout the Town.

### **Library Services Principle**

The adequacy of joint library services in the Town is dependent upon the relationship between the distribution of residential land uses and the location of library facilities available to serve those uses.

### **Standard**

The current use and possible future placement of joint library facilities need to be coordinated to optimize proximity to most users within the Town.

## **COMMUNITY FACILITIES - OBJECTIVE NO. 3**

To cooperate with appropriate school districts so that educational services are focused on the education of all students throughout the Town.

### **Educational Services Principle**

The adequacy of educational services in the Town is dependent upon the relationship between the distribution of land uses and the location of educational facilities available to serve those uses.

### **Standard**

1. The current use and possible future placement of school facilities need to be coordinated to optimize proximity to most users within the Town.
2. All facilities need to be safe and secure places for learning to occur.

## **COMMUNITY FACILITIES - OBJECTIVE NO. 4**

To coordinate the government and institutional lands used by the School Districts, Village of Eagle, Waukesha County, the State of Wisconsin and other public or non-profit bodies with the Town's land use needs.

### **Governmental Principle**

That government and institutional services provided on Town-owned land be accessible to Town residents and benefit the community as a whole

### **Standards**

1. Investigate possibilities for shared facilities with the State, the County, and area school districts and the Village of Eagle
2. Support maintenance of the existing facilities and uses of the Kettle Moraine State Forest, and discourage its development except for historic or outdoor recreational use
3. Discourage additions to the Kettle Moraine State Forest beyond the existing boundaries
4. Permit development of hiking trails as recommended by the Southeastern Wisconsin Regional Planning Commission's Report "*A Park and Open Space Plan for the Town of Eagle*"

## **HOUSING OBJECTIVE**

The Town will encourage an adequate housing supply which balances the demand for housing with the rural character and resources of the Town, and will encourage a mix of housing suitable for people in various stages of life and various economic levels.

### **Principles**

The data available for development of this Comprehensive Plan shows an adequate supply of affordable housing in the Town, based on several different measurements.

However, it is believed that there is a less than adequate supply of housing likely to appeal to older adults within the Town who are looking to down-size.

Note: This Comprehensive Plan was developed in the midst of a significant uncertainty in the national and local economies, during which it is difficult to anticipate future economic conditions.

**Standards:**

1. When evaluating housing development proposals, the Town will consider the impact on the Town's infrastructure, giving due consideration to the Town of Eagle Comprehensive Plan to Chapter 5 - Community Facilities & Utilities, and Chapter 8 - Transportation Facilities.
2. When evaluating housing development proposals, the Town will consider the impact on the Town's character and environment, giving due consideration to the Town of Eagle Comprehensive Plan to Chapter 4 – Agricultural, Natural and Cultural Resources.
3. When evaluating housing development proposals, the Town will respect the rights of property owners.
4. The Town will assess a subdivision plat or certified survey proposal for its location in the Town and in relation to other developments.
5. The Town will encourage a variety of housing types to achieve diversity within the community.
6. The Town will consider multi-family housing proposals suitable for seniors.
7. The Town will encourage the use of subdivision designs that protect the rural atmosphere and natural resources of surrounding areas throughout the Town.
8. In order to limit the risk of having an excess supply of empty residential lots in the Town, the Town will maintain a standard in the Land Division Ordinance that allows new subdivisions lots to be created only if a specified percentage of lots, previously created within a certain number of preceding years, have already been built upon.
9. The Town will encourage consolidation of lots in high-density residential areas that are substandard in area, or are otherwise non-conforming.
10. The Town will encourage variable lot sizes in residential subdivisions to enhance environmental or historic resources.
11. The Town will encourage energy efficient home designs.

**ECONOMIC DEVELOPMENT - OBJECTIVE NO. 1**

Commercial development should be accessible to residents, meet the needs and desires of Town residents, and fit the Town's rural character.

**Existing Businesses Principle**

The existing number and type of commercial business services already serving the Town's residents will be considered in making decisions, with regard to any new business enterprises.

**New Businesses Principle**

New commercial development benefits the Town through additions to the tax base, additional job opportunities, minimal impact on community services, and will cost less tax revenue to support than that of other types of development.

## **Standards**

1. To the extent possible, new business development will locate next to existing business development, and along state or county trunk highways, so that noise, traffic, and lighting, will not negatively affect residents.
2. All new business uses will be separate from, yet conveniently located for, residential use.
3. The Town will consider the impact and benefit of any proposed development on the surrounding area.
4. Any new business development needs to provide the Town with anticipated costs for public improvements, environmental impacts, and impacts on agricultural lands.
5. When a new business development proposal is presented for approval, the Town will consider whether comparable resources are offered by nearby villages.
6. The Town has encouraged the development of a second business park.
7. Based on citizen input, the Town would like to draw customers from a large area, but still offer services which benefit local residents, and that would fit into the Town's character. Those services most encouraged to develop in the Town include a pharmacy, full-service food store, sit-down restaurant, medical/dental service, and farm implement shop.
8. The Town has established an ordinance to regulate individual business development including the need to provide buffering between business and adjacent residential uses, parking, signage, and lighting. Expansion of the ordinance needs to be considered for business parks, and the need for expanded landscape standards.

## **ECONOMIC DEVELOPMENT - OBJECTIVE NO. 2**

Manufacturing development in the Town will be encouraged to the extent possible, so long as it does not significantly change the Town's rural character.

### **Manufacturing Principle**

New light manufacturing benefits the Town through additions to the tax base, additional job opportunities, minimal impact on community services, and will cost less tax revenue to support than that of other types of development.

## **Standards**

1. When manufacturing development occurs, it should be located near a village, on major highways, and/or with access to the Central Wisconsin Railroad line.
2. Because manufacturing development is intensive and potentially a source of negative effects on the community, all new manufacturing development will be concentrated in defined areas to avoid "creeping" expansion, and so that its impact on surrounding land uses, the environment, and on the entire Town is minimized.
3. Light manufacturing does not produce heavy sewage flow, need large amounts of water, and does not have the potential of significant negative spillovers into the community. Such uses as: automobile dealerships; companies involved in the manufacture, processing or assembling of food products; pharmaceuticals; products from natural or non-toxic substances like wood, textiles, and leather; appliances; television and radio stations; and warehouses will be encouraged to locate in the Town.

4. Heavy manufacturing would not be compatible with the Town's agricultural-suburban-recreational character, and may cause air, noise or water quality degradation which requires special efforts to control them.
5. The Town is not the appropriate location for waste disposal sites.

## **TRANSPORTATION OBJECTIVE**

A multi-modal transportation system which, establishes appropriate types and choices of transportation modes, that through its location, capacity, and design, will effectively serve the existing Town and County land use pattern and promote the implementation of the regional land use plan and the County comprehensive development plan, meeting and managing the anticipated travel demand generated by the existing and proposed land uses.

### **Principle**

A multi-modal regional transportation system is necessary to provide transportation service to all segments of the population and to support and enhance the economy and quality of life. The arterial street and highway system serving personal travel by automobile and freight travel by truck is, has been, and will likely continue to be the dominant element of the transportation system carrying over 90% of total daily travel, and serving the overwhelming majority of the population. However, there are substantial reasons for a multi-modal regional transportation system, including public transit and bicycle-pedestrian elements. Moreover, in the most heavily traveled corridors, public transit and bicycle and pedestrian facilities can alleviate peak travel loadings on highway facilities and the demand for land for parking facilities. Also, a multi-modal transportation system can support and enhance the quality of life and economy by providing a choice of modes.

### **Standards**

1. The transportation system should be consistent with and serve to support, and promote the implementation of the land use plan.
  - a. Higher relative transportation accessibility should be provided to areas recommended for development than to areas not recommended for development;
  - b. Improvements in accessibility should be provided to areas recommended for development rather than to areas not recommended for development.
2. Arterial Street and Highway System
  - a. In rural areas, arterials should be provided at intervals of no less than two miles in each direction.
  - b. In suburban areas of the Town the arterial streets should be easily accessible.
  - c. Arterial street and highway facilities should be provided with adequate traffic-carrying capacity to minimize traffic congestion. Design capacity as provided in Table 8-4, and Congestion levels as provided in Table 8-5 should be taken into consideration before making any future improvements.

### 3. Bicycle and Pedestrian Facilities

- a. All arterial streets and highways (including their bridge and underpass facilities) may provide accommodation for bicyclists upon construction or reconstruction, or for arterial facilities having a rural cross-section if possible, when resurfaced.
- b. A regional system of off-street bicycle paths may be provided in accordance with the recommendations set forth in the adopted park and open space plans. These off-street bicycle paths should provide reasonably direct connections between the suburban areas and communities on safe and aesthetically attractive routes with separation from motor vehicle traffic.
- c. The detailed planning objectives and standards for bicycle and pedestrian facilities are documented in SEWRPC Planning Report No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin: 2035*, June 2006.

### **LAND USE DEVELOPMENT - OBJECTIVE NO. 1**

Maintain the rural atmosphere of the Town for the future by maintaining a large quantity of agricultural land, environmental lands, open space, wetlands, and wildlife habitat.

#### **Principle**

The Town should maintain rural atmosphere and preserve natural resources, by controlling development and encouraging continued farming operations.

#### **Standards**

1. Rural residential development should be located in such a way as to minimize conflicts attendant to dust, odors, and noise associated with farming activity that may arise when residences are located in the vicinity of agricultural operations.
2. Unique residential subdivision design will be encouraged to maintain the rural atmosphere of the surrounding area.
3. The historic, environmental, and aesthetic resources of the Town will be maintained.
4. Existing land use resources and environmentally sensitive lands of the region will be carefully considered before making development decisions.
5. Development which will promote the fiscal well-being of the Town will be encouraged.

### **LAND USE DEVELOPMENT - OBJECTIVE NO. 2**

Establish a distribution of the various land uses around the Town, which will result in a convenient and compatible arrangement of land uses. Before making a development decision, the Town will consider comparable development elsewhere within the Town.

#### **Principle**

The proper allocation of uses to land can avoid or minimize hazards and dangers to health, safety and welfare, and maximize amenities and convenience in terms of accessibility to supporting land uses.

## **Standards**

1. Mixed-use development designs should be used, as appropriate, to accommodate land uses that are compatible, complementary, and in the vicinity of each other. Mixed-use development may include residential, recreational, and commercial uses, placed together, or commercial and industrial uses placed together.
2. Only development that is compatible with adjacent land uses and served by adequate public services will be allowed.
3. Rural residential development should also be located in such a way as to minimize impacts on the natural resource base including wildlife habitat.

## **LAND USE DEVELOPMENT - OBJECTIVE NO. 3**

The development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.

### **Planned Unit Development Principle**

Residential development in the form of planned unit developments, which locate the residences in clusters, can provide a desirable environment for families, as well as other household types; can provide efficiency in the provision of neighborhood services and facilities; and can foster safety and convenience.

## **Standards**

1. Suburban residential uses should be located closer to the village and to main traffic routes.
2. Suburban residential neighborhoods should be designed as cohesive units properly related to the larger community of which they are a part.
3. Conservation subdivision designs will be encouraged, and will generally involve locating dwelling units in clusters surrounded by open space, thereby achieving the desired density for the site on an overall basis. The layout of individual lots and supporting streets is done in a manner that preserves the most significant existing natural resource features and open lands to the extent practicable. In a rural setting, conservation subdivisions can include agricultural lands or environmentally sensitive lands as part of the open space area that is planned to be preserved.
  - a. Suburban residential neighborhoods should accommodate a mix of housing sizes, structure types, and lot sizes, resulting in an overall density that is within the planned density range for each neighborhood.
  - b. Conservation subdivision design concepts should be incorporated into all neighborhoods, to the extent practical.
  - c. To the extent practicable, efforts directed at the conservation and renewal of existing residential areas should be undertaken, and should seek to preserve those cultural features which contribute to the promotion of neighborhood identity.

### **Open Space Design Principle**

Residential development should provide a desirable environment for households seeking proximity to open space. Subdivision designs which retain natural features such as woodland, native prairie, hills, wetlands, water features, historic sites and agricultural land will be preferred.

### **Standards**

1. The Town will seek to maintain the rural character of lands located within its municipal limits.
2. Continued agricultural and other open space uses are encouraged in such areas.
3. Where residential development is to be accommodated, an overall Town density of no more than one dwelling unit per five acres should be maintained. The overall density includes all publicly owned open space areas and any lands owned by conservation organizations or having conservation easements.
4. The use of residential cluster designs, with homes developed in clusters surrounded by agriculture or other open space sufficient to maintain the maximum recommended overall Town density of no more than one home per five acres, is encouraged.
5. A development density of no more than one home per three acres in the Town is recommended to help accomplish the following:
  - Minimize increased traffic volumes on rural highways.
  - Preserve natural drainage systems insofar as possible and minimize drainage problems and the need for storm water management facilities
  - Preserve open space and rural character, especially through the use of cluster design, to accommodate residential development while avoiding “wall to wall” residential subdivisions
  - Sustain development served by onsite sewage treatment systems and wells
  - Minimize the risks to the groundwater supply which the widespread use of onsite wells at higher densities may pose in the long term
  - Preserve, through careful design, the overall integrity of the rural landscape, including environmental corridors and wildlife habitat areas.
6. The Town will encourage larger lot development where the soils limit septic system usage, where natural features dictate larger lots, or where the Town believes it is necessary to maintain the feature in its natural state.
7. The Town will allow development of land splits by certified survey, but only when there is no potential for blocking future adjacent development.

### **LAND USE DEVELOPMENT - OBJECTIVE NO. 4**

A balanced allocation of space to the various land use categories, which meets the social, physical, and economic needs of the Town population.

### **Housing Supply Principle**

The planned supply of suburban land use should approximate the known and anticipated demand for that use, to the extent that it benefits the community as whole and maintains the Town’s rural character.

## **Standards**

1. For dwelling units to be accommodated within the Town at each suburban residential density, the amounts of residential and related land should be allocated as shown in Chapter 9, Table 9-2.
2. For each 1,000 persons to be accommodated within the Town, at least 9 acres of land may be set aside in other public parks on a prorated basis.

## **Commercial and Industrial Supply Principle**

Industrial and commercial businesses provide jobs and contribute to the economic vitality of the Town. The important activities related to these functions require areas and locations suitable to their purposes.

## **Standards**

1. In order to enhance the viability of existing or proposed retail, office and industrial areas, the following objectives and standards shall guide the placement of new uses. (These facilities are not anticipated to be provided by the Town)
  - a. Commercial use should serve residents beyond the Town boundaries.
  - b. The site should have minimal slope limitations and have adequate facilities for storm-water drainage or retention.
  - c. The parcel should have adequate water supply and utilities, such as gas and electric
  - d. The designated area should have soils adequate for on-site sewerage disposal system
  - e. The site shall be serviced adequately with fire and emergency services
  - f. The site should be highly visible from arterial or collector streets.
  - g. There shall be ready access to the arterial street and highway systems.
  - h. The site shall have adequate on-street and off-street parking and loading areas.
  - i. The site shall make provisions for properly located points of ingress and egress, appropriately controlled to prevent congestion on adjacent arterial streets.
  - j. The site design should emphasize integration with nodes, rather than linear strips.
  - k. The site design shall appropriately integrate with adjacent land uses.
  - l. The site should have adequate depth to provide an area for landscape screening of adjacent residential properties
2. In the rural areas some limited commercial and industrial uses may be allowed by Conditional Use permits, where it is determined that the use is compatible with the adjacent residential and agricultural uses.

## **Existing Development Principle**

Development, primarily commercial and industrial in nature, which is located adjacent to existing development, will result in lower public service costs and maintenance of the rural atmosphere in other areas of the Town.

## **Standard**

New commercial and industrial development will be encouraged to concentrate in locations along existing arterial streets and highways, and adjacent to similar uses.

## LAND USE DEVELOPMENT - OBJECTIVE NO. 5

A distribution within the Town of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of said services. New development will be assessed by its potential impact on the Town infrastructure. With new development comes the Town's responsibility to provide certain public services: ambulance care and emergency fire protection, maintenance of Town roads, general administrative duties, library services, and waste disposal. In the future, the potential ~~tax~~ impact of a new development will be evaluated per Exhibit 9-1 before the development is approved.

### Principle

The transportation and public utility facilities, and the land use pattern which these facilities serve, are mutually interdependent in that the land use pattern determines the demand for, and loading upon, transportation and utility facilities. These facilities, in turn, are essential to, and form a basic framework for, land use development.

### Standards

1. Suburban development should be located and designed so as to maximize the use of existing transportation and utility systems.
2. The transportation system should be located and designed to serve not only all land presently devoted to suburban development, but to land planned to be used for such suburban development.
3. The transportation system should be located and designed to minimize the impact of existing and planned residential neighborhood units by through traffic.
4. Transportation terminal facilities, such as off-street parking, off-street truck loading, and public transit stops, should be located in proximity to the principal land uses to which they are accessory.
5. Mixed use development should be encouraged to accommodate multi-purpose trips, including pedestrian trips, as a matter of convenience and efficiency.
6. In the absence of public sanitary sewer service, on-site soil absorption sewage disposal systems shall be sited and designed in accordance with Chapter Comm. 83 of the *Wisconsin Administrative Code*.

**Note:** Additional supporting documentation for each set of Objectives, Principles, and Standards listed in this chapter is contained within the respective chapters of this Plan.