

COMMUNITY ASSISTANCE  
PLANNING REPORT NO. 297  
2ND EDITION

# A COMPREHENSIVE PLAN UPDATE FOR THE TOWN OF WAYNE: 2050

## WASHINGTON COUNTY, WISCONSIN



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Dr. Thomas M. Slawski.....Chief Biologist

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NUMBER 297 (2ND EDITION)

**A COMPREHENSIVE PLAN UPDATE FOR THE TOWN OF WAYNE: 2050  
WASHINGTON COUNTY, WISCONSIN**

Prepared by the  
Southeastern Wisconsin Regional Planning Commission  
W239 N1812 Rockwood Drive  
P.O. Box 1607  
Waukesha, Wisconsin 53187-1607  
[www.sewrpc.org](http://www.sewrpc.org)

This plan update was prepared in conjunction with the Washington County Multi-Jurisdictional Comprehensive Plan Update.

June 2017



## BACKGROUND

The Wisconsin legislature enacted a comprehensive planning law in 1999, set forth in Section 66.1001 of the *Wisconsin Statutes*. The 1999 requirements supplement earlier provisions in the *Statutes* for preparing county development plans (Section 59.69(3)) and local master plans (Section 62.23), and provide a framework for developing, adopting, implementing, amending, and updating comprehensive plans in Wisconsin. The law includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by counties, cities, villages, and towns must be consistent with the comprehensive plan adopted by the county or local unit of government.

A multi-jurisdictional planning process was undertaken by Washington County, the Town of Wayne and 10 other local government partners, UW-Extension, and SEWRPC from 2005 through 2009 to address the comprehensive planning requirements. This process resulted in the adoption of comprehensive plans by the County and each local government partner that satisfy the *Statute* requirements. Wayne’s original comprehensive plan is documented in the first edition of this report, *A Comprehensive Plan for the Town of Wayne: 2035*, which was adopted by the Town Board on March 18, 2009.

The first edition of the Town’s comprehensive plan is an extensive report that includes a wide-range of data and mapping. The first edition also includes the nine comprehensive planning elements and corresponding goals, objectives, policies, and programs required by the comprehensive planning law.<sup>1</sup> Section 66.1001(2) (i) of the *Statutes* requires that the plan be updated no less than once every ten years, but it does not specify what the update must include or how extensive it must be. Based on discussion between Town officials and SEWRPC staff, this update to the plan focuses on updating the land use plan map, which is a visual representation of the comprehensive plan that serves to support the goals and objectives set forth in the first edition of the plan. The resolutions and ordinance adopted during the plan update process are included in Appendix A.

## POPULATION AND HOUSEHOLD PROJECTIONS

To ensure that adequate and suitable land is available to accommodate anticipated future population growth in the Town, the Town Board selected a probable 2050 design year plan population level for this plan update. Two alternative population projections were developed for the Town Board to consider in an effort to lessen the uncertainty associated with forecasting a future population level. One projection was prepared by SEWRPC under VISION 2050, which documents the regional land use and transportation plan adopted by the Commission in 2016. The other projection was also prepared by SEWRPC, and is based on the population trends experienced in the Town from 1990 to 2015. The “recent trends” analysis used a technique similar to that used by the Wisconsin Department of Administration to prepare its population forecasts, wherein population changes between 2000 and 2015 were weighted more heavily than changes between 1990 and 2000.

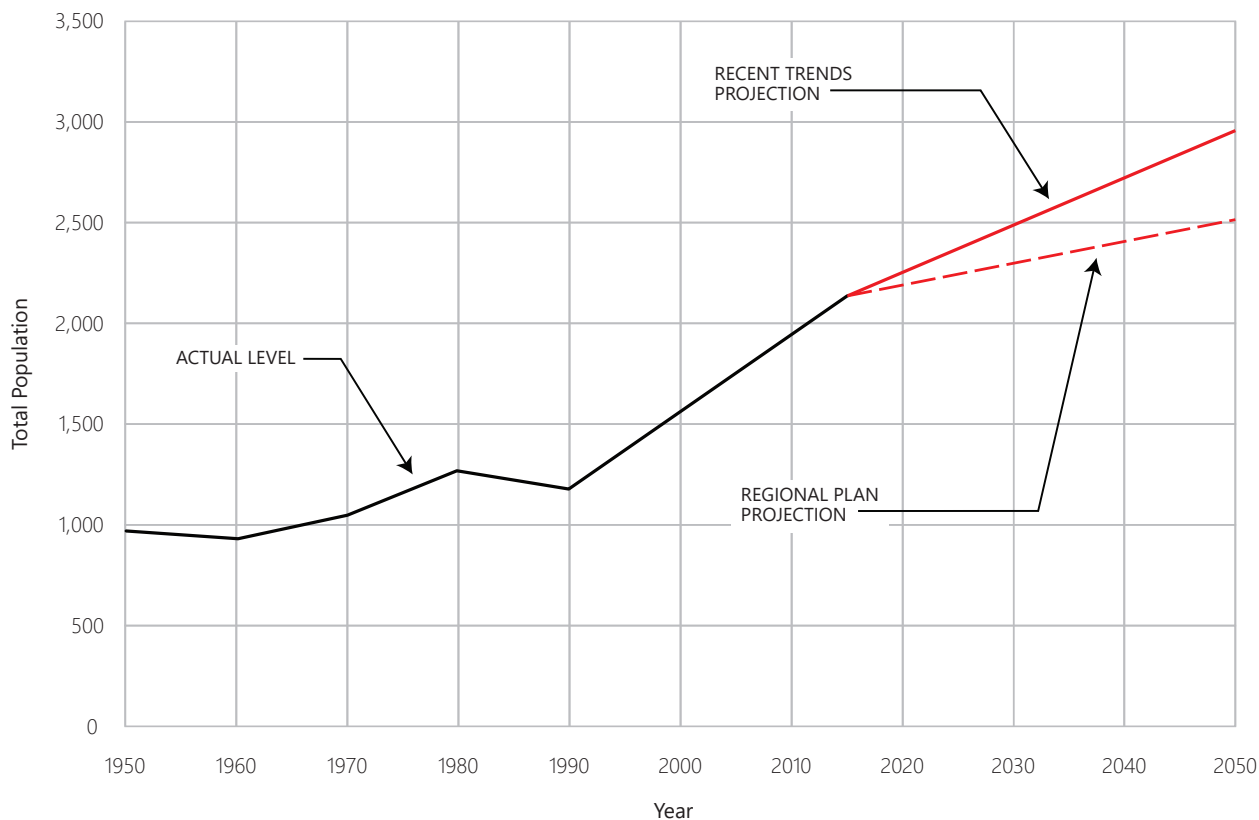
VISION 2050 envisions a future population of 2,510 Town residents in 2050, while a continuation of recent trends would result in about 2,955 Town residents in 2050. The Town’s population would increase by 325 residents over the estimated 2015 population (2,185) under the VISION 2050 projection, which is an increase of about 15 percent. The Town’s population would increase by about 770 residents under the recent trends projection, which is an increase of about 35 percent. A comparison of the two projections, in relation to changes in the Town’s population between 1950 and 2015, is presented in Figure 1.

The two alternative projections provide a reasonable range for the Town’s year 2050 population. The Plan Commission and Town Board considered the projection range, past trends, and local knowledge and expectations regarding anticipated future growth and development in choosing the Town’s population projection for 2050. The Plan Commission and Town Board chose to adopt the 2035 population projection of 2,800 for the year 2050, which was the basis of the land use plan map prepared for the first edition of this plan.

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<sup>1</sup> The nine elements include: Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation.

**Figure 1**  
**Historical and Alternative Future Population Levels in the Town of Wayne: 1950-2050**



Source: U.S. Census Bureau and SEWRPC

The selected population projection would result in approximately 1,018 households in 2050, based on an anticipated household size of 2.75 people per household (average household size is based on the first edition of this plan).

## TOWN OF WAYNE LAND USE PLAN UPDATE

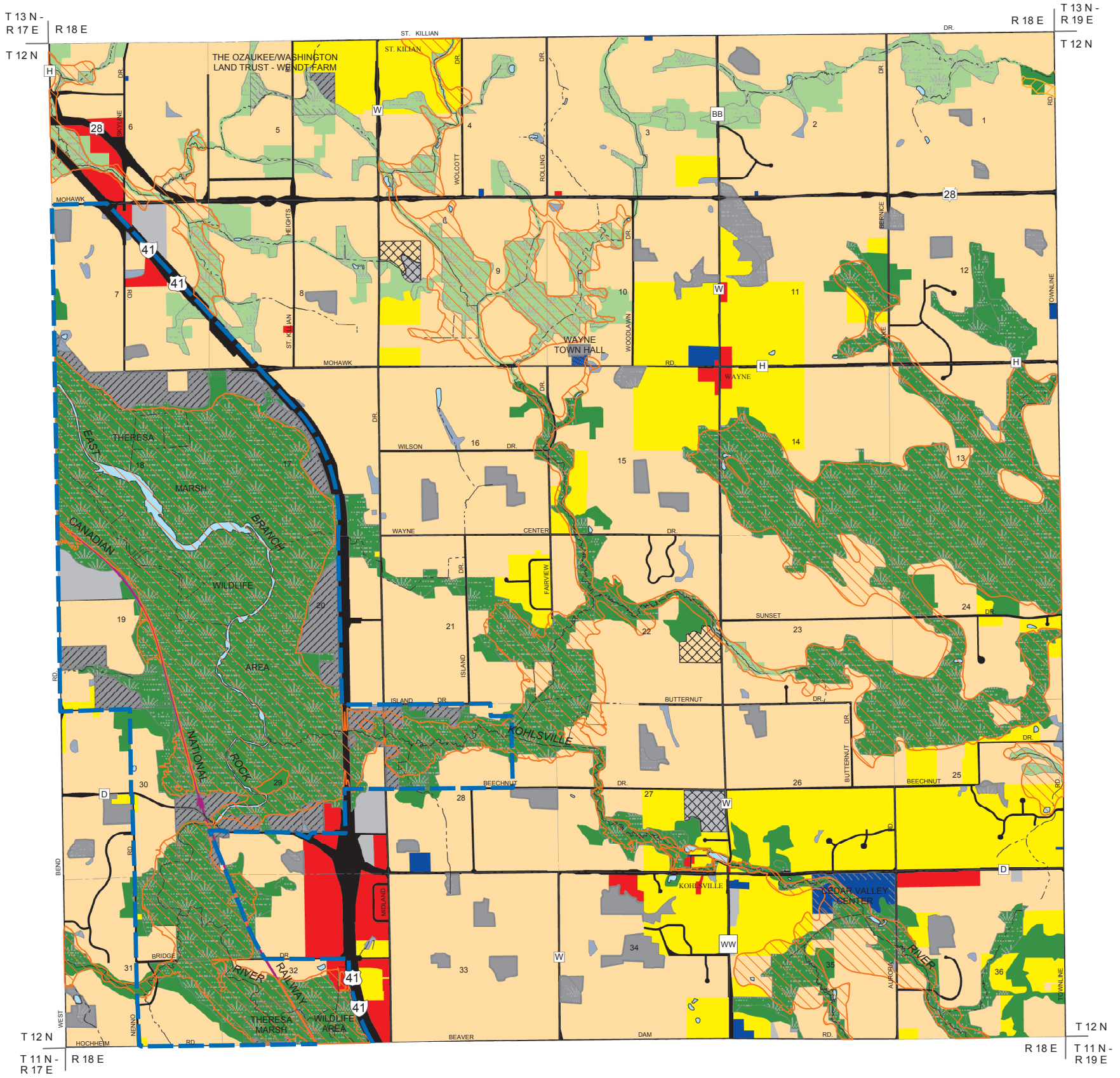
### Land Use Plan Map Overview









Planned land use for the Town, which updates the comprehensive plan from a design year of 2035 to a design year of 2050, is presented on Map 10 (2017 update). Table 1 presents the acreage of each land use category shown on Map 10. The land use plan is intended to help carry out the Town’s vision of remaining a rural, farming community. As such, the land use plan map designates much of the Town for agricultural and rural residential use. The Town encourages existing agricultural land to be retained in agricultural use. Residential development in areas designated for agricultural and rural residential use may be accommodated at an overall density of 10 acres per home, with development clustered on lots of 1.5 acres and the remainder of the parent parcel maintained in agricultural use or in open space.

The land use plan map also designates areas around the hamlets of Wayne, Kohlsville, and St. Kilian for urban-density residential development at a density of two acres per home. Areas adjacent to existing residential development that scored less than 6.8 in the LESA analysis<sup>2</sup> (Tier II farmland) were also designated for urban-density development. Areas for commercial and industrial development have been designated around the IH 41/CTH D and IH 41/STH 28 interchanges. Environmental corridors, isolated natural resource areas, wetlands, surface waters, and floodplains are also shown on the land use plan map. These natural resource features will be protected in accordance with the guidelines set forth in Table 2.

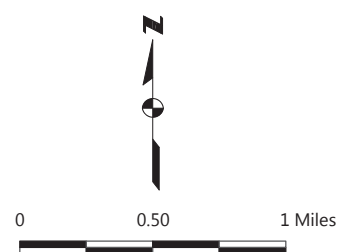
<sup>2</sup> The land evaluation and site assessment analysis (LESA) is discussed in Chapter V, Agricultural, Natural, and Cultural Resources Element, of the first edition of this plan.

**Map 10 (2017 Update)**  
**Land Use Plan for the Town of Wayne: 2050**



- |   |  |   |  |
|---|--|---|--|
|  | AGRICULTURE AND RURAL DENSITY RESIDENTIAL                                      |  | DNR PROJECT BOUNDARY<br>THERESA MARSH WILDLIFE AREA  |
|  | URBAN DENSITY RESIDENTIAL  |  | AREA WITH BEDROCK AT OR WITHIN THREE FEET OF THE SURFACE   |
|  | COMMERCIAL   |  | ONE-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAINS (FEMA FIS, OCTOBER 2015) |
|  | INDUSTRIAL   |  | POTENTIAL EXTRACTIVE AREA  |
|  | GOVERNMENTAL AND INSTITUTIONAL   |   |  |
|  | STREET AND HIGHWAY RIGHTS-OF-WAY   |   |  |
|  | RAILROAD   |   |  |
|  | EXISTING EXTRACTIVE AREA   |   |  |
|  | PRIMARY ENVIRONMENTAL CORRIDOR   |   |  |
|  | SECONDARY ENVIRONMENTAL CORRIDOR   |   |  |
|  | ISOLATED NATURAL RESOURCE AREA   |   |  |
|  | OTHER LANDS TO BE PRESERVED  |   |  |
|  | WETLAND OUTSIDE OF ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS |   |  |
|  | SURFACE WATER  |   |  |

Source: Town of Wayne, Washington County, and SEWRPC







**Table 1**  
**Planned Land Uses in the Town of Wayne: 2050**

Land Use Category	Acres	Percent of Subtotal (Urban or Nonurban)	Percent of Total
<b>Urban<sup>a</sup></b>			
Urban Density Residential	2,114	56.7	9.2
Commercial	330	8.8	1.5
Industrial	131	3.5	0.6
Transportation			
Streets and Highway Rights-of-Way	1,031	27.6	4.5
Railroad Right-of-Way	33	0.9	0.1
Subtotal	1,064	28.5	4.6
Governmental and Institutional	92	2.5	0.4
Urban Subtotal	3,731	100.0	16.3
<b>Nonurban</b>			
Agricultural and Rural Density Residential <sup>b</sup>	11,654	60.7	50.9
Natural Resource Areas			
Primary Environmental Corridor	5,361	28.0	23.4
Secondary Environmental Corridor	1,126	5.9	4.9
Isolated Natural Resource Area	454	2.4	2.0
Wetlands <sup>c</sup>	73	0.4	0.3
Surface Water	92	0.5	0.4
Subtotal	7,106	37.2	31.0
Other Land to be Preserved <sup>d</sup>	370	1.9	1.6
Existing Extractive Area	43	0.2	0.2
Nonurban Subtotal	19,173	100.0	83.7
<b>Total</b>	<b>22,904</b>	<b>--</b>	<b>100.0</b>
<b>Overlay Categories</b>			
Floodplain	5,579	-- <sup>e</sup>	24.4
Potential Extractive Areas	48	-- <sup>e</sup>	0.2
Shallow Bedrock <sup>f</sup>	8	-- <sup>e</sup>	-- <sup>g</sup>

<sup>a</sup> Parking included in associated use.

<sup>b</sup> Includes homes and common open space in cluster subdivisions where the average density of the subdivision is 10 acres or more per dwelling.

<sup>c</sup> Includes wetlands outside primary environmental corridors, secondary environmental corridors, and isolated natural resource areas.

<sup>d</sup> Includes private lands within the Wisconsin Department of Natural Resources project boundary for the Theresa Marsh Wildlife Area.

<sup>e</sup> Not applicable.

<sup>f</sup> Areas with bedrock within three feet of the surface.

<sup>g</sup> Less than 0.05 percent.

Source: Town of Wayne, Washington County, and SEWRPC

**Table 2  
Guidelines for Development Considered Compatible with Environmental Corridors and Isolated Natural Resources**

Component Natural Resource and Related Features Within Environmental Corridors <sup>a</sup>	Permitted Development														Other Development (see General Development Guidelines below)		
	Transportation and Utility Facilities (see General Development Guidelines below)					Recreational Facilities (see General Development Guidelines below)										Rural Density Residential Development (see General Development Guidelines below)	
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities <sup>b</sup>		Trails <sup>c</sup>	Picnic Areas	Family Camping <sup>a</sup>	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts			Parking
Lakes, Rivers, and Streams	-- <sup>e</sup>	-- <sup>f,g</sup>	--	-- <sup>h</sup>		-- <sup>i</sup>	--	X	X	--	--	--	--	--	--	--	--
Riparian Buffer <sup>i</sup>	X	X	X	X		X	--	X	X	--	X	X	--	--	X	X	--
Floodplain <sup>k</sup>	-- <sup>j</sup>	X	X	X		X	--	X	X	--	X	X	X	--	X	X	--
Wetland <sup>m</sup>	-- <sup>j</sup>	X	--	--		X <sup>n</sup>	--	--	X	--	-- <sup>o</sup>	--	--	--	--	--	--
Wet Soils	X	X	X	X		X	--	X	X	--	X	X	--	--	X	X	--
Woodland	X	X	X <sup>p</sup>	--		X	X	--	X	X	X	X	X	X	X	X <sup>q</sup>	X
Wildlife Habitat	X	X	X	--		X	X	--	X	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--		-- <sup>r</sup>	--	--	--	X <sup>s</sup>	X	X	--	--	--	--	--
Prairie	--	-- <sup>9</sup>	--	--		-- <sup>r</sup>	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X
Historic Site	--	-- <sup>9</sup>	--	--		-- <sup>r</sup>	--	--	--	--	--	--	--	--	X	--	--
Scenic Viewpoint	X	X	--	--		X	X	--	X	X	X	X	--	--	X	X	X
Natural Area or Critical Species Habitat Site	--	--	--	--		-- <sup>g</sup>	--	--	--	--	--	--	--	--	--	--	--

Note: An "X" indicates that facility development is 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 limitation should take precedence.

**APPLICABILITY**

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary and secondary environmental corridors and isolated natural resource areas.

**Under VISION 2050:**

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use—in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

**GENERAL DEVELOPMENT GUIDELINES**

- **Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions. The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.
- **Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis. The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

Table continued on next page.

## Table 2 (Continued)

- Rural Density Residential Development: Rural density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multifamily structures. When rural residential development is accommodated, cluster subdivision designs are strongly encouraged.
- Other Development: In lieu of recreational or rural density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis. Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodating scattered homesites and attendant access roads at an overall density of one dwelling unit per five acres throughout the upland corridor areas.
- Pre-Existing Lots: Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the regional land use plan. All permitted development presumes that sound land and water management practices are utilized.

### FOOTNOTES

- <sup>a</sup> *The natural resource and related features are defined as follows:*  
Lakes, Rivers, and Streams: Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U. S. Geological Survey quadrangle maps.  
Riparian Buffer: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth along the Lake Michigan shoreline.  
Floodplain: Includes areas excluding stream channels and lake beds, subject to inundation by the 1 percent annual probability flood event.  
Wetlands: Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.  
Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.  
Woodlands: Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.  
Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.  
Steep Slope: Includes areas with land slopes of 12 percent or greater.  
Prairies: Includes open, generally treeless areas that are dominated by native grasses; also includes savannas.  
Park: Includes public and nonpublic park and open space sites.  
Historic Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as American Indian settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.  
Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.  
Natural Area and Critical Species Habitat Sites: Includes natural areas and critical species habitat sites as identified in the regional natural areas and critical species habitat protection and management plan.
- <sup>b</sup> Includes such improvements as stream channel modifications and such facilities as dams.
- <sup>c</sup> Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.
- <sup>d</sup> Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles that remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.
- <sup>e</sup> Certain transportation facilities such as bridges may be constructed over such resources.
- <sup>f</sup> Utility facilities such as sanitary sewers may be located in or under such resources.
- <sup>g</sup> Electric power transmission lines and similar lines may be suspended over such resources.
- <sup>h</sup> Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.
- <sup>i</sup> Bridges for trail facilities may be constructed over such resources.
- <sup>j</sup> Previous editions of these guidelines identified this category as "Shoreland," rather than "Riparian Buffer," as defined in footnote "a" of this table, typically would be located within a State-defined shoreland area (see Chapters NR 715 and NR 717 of the Wisconsin Administrative Code).
- <sup>k</sup> Consistent with Chapter NR 716 of the Wisconsin Administrative Code.
- <sup>l</sup> Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans-400 of the Wisconsin Administrative Code.

Table continued on next page.

**Table 2 (Continued)**

<sup>m</sup> Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

<sup>n</sup> Only an appropriately designed boardwalk/trail should be permitted.

<sup>o</sup> Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

<sup>p</sup> Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

<sup>q</sup> Only if no alternative is available.

<sup>r</sup> Only appropriately designed and located hiking and cross-country ski trails should be permitted.

<sup>s</sup> Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEMRPC

## **Land Use Plan Map Updates**

The following is a list of updates made to the year 2050 land use plan map as part of this update to the Town's comprehensive plan, based on discussion between Town officials and SEWRPC staff:

- Updates to reflect rezonings adopted by the Town in conjunction with the comprehensive plan update
- Change in the land use designation of the former Hahn Sky Ranch airport from Airport and Railroad to Commercial for the portion zoned B-2 and to Agricultural and Rural Density Residential for the portion zoned A-2
- Update to the legend to reflect the name change of the Airport and Railroad land use category to Railroad
- Updates to the Floodplain Overlay to reflect Federal Emergency Management Agency (FEMA) study reaches summarized in the Washington County Flood Insurance Study, October 16, 2015
- Updates to the Street and Highway Rights-of-Way land use category to reflect the Commission's 2015 existing land use inventory

## **Land Use Plan Categories**

The land use plan categories describe the range of urban and rural development as designated on the Town's year 2050 land use plan map (Map 10). Descriptions of each of the categories shown on the land use plan map follow.

### ***Urban-Density Residential***

Urban-density residential development is defined as residential development at a density greater than one home per ten acres, with an average density of one home per two acres recommended in areas designated for urban-density development. Urban-density residential development is shown on the land use plan map within "hamlet" areas, within or adjacent to existing smaller areas of scattered urban-density residential development, or in areas that rated below 6.8 in the LESA analysis (less productive agricultural areas). The land use plan map designates 2,114 acres for urban-density residential development, which is about 9 percent of the Town.

### ***Commercial and Industrial Land Uses***

The land use plan map designates 330 acres for commercial use and 131 acres for industrial use, for a total of 461 acres, or about 2 percent of the Town. Commercial and industrial land uses are limited to areas zoned for commercial or industrial use at the time the second edition of this plan was adopted, home occupations allowed by the Town zoning ordinance, and new commercial and industrial areas located near the IH 41/CTH D and IH 41/STH 28 interchanges and designated for such use on the land use plan map. Limiting the amount and location of land available for commercial and industrial use may help to minimize the impact such uses would have on streets and highways and also help to maintain the Town's rural character.

### ***Governmental and Institutional Land Uses***

Governmental and institutional land uses on the land use plan map include the Wayne Town Hall and highway garage, the Wayne Elementary School, the Kohlsville Fire Station, several churches and cemeteries, and the Cedar Valley Center campus. The 92 acres in this category is the same as designated in the first edition of this plan. Should residential development in the Town result in the need for additional space for public works and/or administrative offices, or development of a Town park with facilities for active recreation (such as ballfields and group picnicking facilities), separation of the shared uses of the existing Town Hall-Town garage facility and development of a new Town Hall should be considered. Enough land should be acquired for a Town Hall and future development of an adjacent park if a new Town Hall is needed.

## ***Transportation and Communication***

### Street and Highway Rights-of-Way

All existing street and highway rights-of-way area (as of 2015) are shown on the land use plan map as a separate category. The Transportation Element (Chapter VIII) of the first edition of this plan provides additional information regarding planned transportation facilities in the Town. There are 1,031 acres, or about 5 percent of the Town, within existing street and highway rights-of-way shown on the land use plan map.

### Railroad Right-of-Way

The right-of-way of the Canadian National Railroad is reflected on the land use plan map, and encompasses 33 acres, or less than 1 percent of the Town.

### Communication Facilities

Although not designated as a separate category on the land use plan map, there were four cell towers in the Town in 2008 when the first edition of this plan was prepared (see Table 55 in Chapter IX of the first edition). It is anticipated that the number of cell towers will increase somewhat over the planning period. Cell towers are regulated under the Town zoning ordinance, and co-location of antennas is encouraged. As described in Chapter IX of the first edition of this plan, the Town installed a network of antennas to improve internet service within the Town. Most of the antennas are mounted on poles resembling telephone poles.

## ***Extractive***

Extractive land uses involve on-site extraction of surface or subsurface materials, primarily sand and gravel. There is one active extractive area in the Town, which is designated on the land use plan map and encompasses 43 acres, or less than 1 percent of the Town. Although only four acres of the site were being mined when the first edition of this plan was prepared, a nonmetallic mining permit had been issued for the entire site. Therefore, the entire permit site, less existing primary environmental corridors, has been designated as an existing extractive site on the land use plan map.

The land use plan map also designates two additional sites for potential commercial extractive use as an overlay over existing agricultural use. Both of these potential areas had small existing extractive sites that were being used for farm or domestic purposes by the land owner when the first edition of this plan was prepared.

Extractive uses are transitional, and the existing site will be redeveloped when sand and gravel resources are depleted. Future uses of the extractive sites in the Town will be determined by the Town Board, in cooperation with the land owner. The Town nonmetallic mining reclamation ordinance requires a reclamation plan for re-use of all extractive sites when mining is completed.

## ***Agricultural and Rural Density Residential***

About 11,654 acres, or about 51 percent of the Town, has been designated for agricultural and rural residential use. This compares to 13,011 acres in agricultural use in 2008, when the first edition of this plan was prepared. This category includes existing residential subdivisions with an average density of five or more acres per home. Under the plan, the average density of new residential development in this category will be no more than one home per 10 acres.

### Conversion of Farmland

Farming has historically been the predominant land use in the Town. Over time, however, interest in residential development has resulted in new housing being built on previously farmed lands. This trend is expected to continue during the planning period as more people choose to relocate to, and raise families in, the Town. While the Town grew little between 2010 and 2015, it experienced the highest percentage of population growth (26 percent) of towns in Washington County between 2000 and 2010, and also experienced a 26 percent increase in population between 1990 and 2000.

This plan update recommends maintaining agricultural uses as long as possible. The plan update also acknowledges that changes occurring in the local farming community may have a significant impact on

the ability of local farmers to successfully continue operating. A report produced by Washington County titled *Farmland and Open Space Preservation Tools*, dated June 22, 2005, describes a number of farmland preservation techniques that may help slow the conversion of farmland to other uses. The report is summarized in Chapter II of the first edition of this plan.

#### Rural-Density Residential Development

Areas intended to accommodate new rural-density residential development have not been identified on the land use plan map, but are included in the Agricultural and Rural Residential land use category. 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 is based on, among other things, environmental concerns, potential effects on the transportation system and providing public services, and compliance with this plan and the Town zoning and land division ordinances.

Rural-density residential development may be accommodated through several design approaches, including:

- Conventional development with lots having a minimum area of 10 acres or greater
- Lot averaging, in which lot sizes vary, with some lots smaller than 10 acres and others larger with an overall average density of the specific development held to no greater than one unit per 10 acres
- Cluster design in which the overall average density of a development is held to no greater than one unit per 10 acres, all lot sizes are smaller than 10 acres each, and the balance of the development maintained is in open space uses

The cluster 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. The Town zoning ordinance allows all three options in the A-2 and R-1 zoning districts.

#### ***Environmentally Significant Resource Areas***

Environmentally significant resource areas shown on the land use plan map include wetlands, surface waters, primary and secondary environmental corridors, and isolated natural resource areas. These resources are described in the Agricultural, Natural, and Cultural Resources Element (Chapter V) of the first edition of this plan. It is necessary to carefully consider the location of planned land uses in relation to these resources to effectively guide development and redevelopment in the Town into a pattern that is efficient, stable, safe, healthful, and attractive. Locating new development outside of primary environmental corridors and other environmentally significant resource areas will serve to maintain a high level of environmental quality in the Town, and will also minimize or avoid costly development problems such as flood damage, wet basements, and failing pavements. Properly relating new development to such environmentally significant areas will also help preserve the scenic beauty of the Town.

Where possible, this plan recommends that new development be located entirely outside of primary and secondary environmental corridors, isolated natural resources areas, wetlands, and surface waters. While the plan recommends preserving primary environmental corridors, secondary environmental corridors, and isolated natural resource areas, the plan recognizes that in some cases it may be necessary to allow very low density residential development on the upland portion of such lands (that is, outside of surface water, wetlands, and floodplains). In addition to limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within these environmentally significant areas without jeopardizing their overall integrity. Guidelines for the types of development that may be accommodated within various component natural resource features of environmental corridors and isolated natural resource areas are set forth in Table 2. Even though these guidelines are not exhaustive, with good judgement they may be extended to, and be used for evaluating proposals for, similar types of development that are not specifically listed.

#### Primary Environmental Corridor

Environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas in the Town, as well as floodplains and steeply sloped areas where intensive development would be ill-advised. Primary environmental corridors encompass 5,361 acres, or about 23 percent of the Town.

There are five designated natural areas within primary environmental corridors in the Town. These natural areas, listed in Table 20 in Chapter V of the first edition of this plan, are identified in the regional natural areas and critical species habitat protection and management plan, which was adopted by the Regional Planning Commission in September 1997. An update to the plan was adopted by the Regional Planning Commission in December 2010. The most recent Washington County park and open space plan,<sup>3</sup> adopted by the County Board in 2004, recommends preserving all natural areas within the Town through protective acquisition. The County park and open space plan recommends that the Wisconsin Department of Natural Resources (WDNR) acquire those portions of the Theresa Swamp natural area and the Rock River Marsh natural area that are not currently owned by the WDNR as part of the Theresa Marsh Wildlife Area. The park plan further recommends that Washington County acquire the Wayne Swamp natural area, and that a nonprofit conservation organization acquire the Stockcar Swamp natural area.

#### Secondary Environmental Corridor

Secondary environmental corridors contain concentrations of high-value elements of the natural resource base, but are smaller in area than primary environmental corridors. Secondary environmental corridors encompass 1,126 acres, or about 5 percent of the Town.

#### Isolated Natural Resource Area

Isolated natural resource areas consist of areas with important natural resource values that are separated geographically from environmental corridors. Most of the isolated natural resource areas in the Town are wetlands or tracts of woodlands between five and 100 acres in size. Isolated natural resource areas encompass 454 acres, or about 2 percent of the Town.

#### Wetlands

Wetlands five acres or greater are located within the primary environmental corridors, secondary environmental corridors, and isolated natural resource areas. Wetlands outside environmental corridors or isolated natural resource areas encompass 73 acres, or less than 1 percent of the Town. Wetlands are regulated by State and Federal laws and by the Town zoning ordinance. Wetlands in the shoreland area are also regulated by the Washington County Shoreland, Wetland, and Floodplain Ordinance (see Chapter II of the first edition of this plan for more information). Development of wetlands, usually requiring them to be filled, is limited. Permits to allow development in wetlands generally require "mitigation," which requires creating new wetlands or restoring existing degraded wetlands. Mitigation may be required on the same development site or in a different location.

Wetlands identified in SEWRPC's year 2000 regional land use inventory and documented in the first edition of this plan encompassed about 5,637 acres, or about 25 percent of the Town (see Map 4 in the first edition). The identification of wetlands was based on the 1982 Wisconsin Wetlands inventory, which was updated to the year 2000 as part of the regional land use inventory.<sup>4</sup> In addition to the wetlands shown on Map 4 in the first edition, certain other areas have been identified by the Natural Resources Conservation Service as farmed wetlands, which are subject to Federal wetland regulations.

#### Other Land to be Preserved

The land use plan map also indicates land outside of environmental corridors, isolated natural resource areas, and wetlands to be preserved in agricultural use or in natural, open uses. Areas within this designation include lands that were owned by the WDNR as part of the Theresa Marsh Wildlife Area and lands owned by the Ozaukee Washington Land Trust as part of the Wendt Farm park and open space site at the time the first edition of this plan was adopted. The project boundary (planned acquisition area) included in the first edition for the Theresa Marsh Wildlife Area is shown on the land use plan map for informational purposes. The WDNR acquires land on a willing-seller willing-buyer basis as funding becomes available.

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<sup>3</sup> Documented in SEWRPC Community Assistance Report No. 136 (3rd Edition), A Park and Open Space Plan for Washington County, March 2004.

<sup>4</sup> Year 2015 wetland information is now available through the Commission's year 2015 regional land use inventory. The Commission's year 2015 wetland information will be incorporated into an update of the Wisconsin Wetlands Inventory.



### Surface Water

The surface water category includes rivers, streams, lakes, and ponds, which encompass 92 acres in the Town. Navigable streams, rivers, lakes, and ponds are protected by WDNR regulations and the Washington County Shoreland, Wetland, and Floodplain Ordinance.

### Floodplain (Overlay)

The floodplain overlay includes areas adjacent to rivers, streams, and lakes that are inundated during the 1-percent-annual-probability (100-year recurrence interval) flood. The floodplains shown on the land use plan map are based on floodplains identified by the Federal Emergency Management Agency (FEMA). Documentation for FEMA study reaches are summarized in the Washington County Digital Flood Insurance Rate Map and Flood Insurance Study, October 16, 2015. Floodplains in the Town are regulated under the Washington County Shoreland, Wetland, and Floodplain Ordinance.

### Shallow Bedrock (Overlay)

About eight acres of the northeast part of the Town are underlain by shallow bedrock, defined as bedrock within three feet of the ground surface. The area is identified on the land use plan map. Areas where bedrock is at or near the surface pose significant limitations for most types of development. If depth to bedrock is shallow, excavation for septic tanks and absorption fields needed for conventional private onsite waste treatment systems (POWTS) may be difficult and expensive. In addition, the septic system may operate poorly. Bedrock at or near the surface also limits development by increasing the costs of constructing a basement. Although shallow bedrock may limit or increase the cost of urban development, it may serve as a good location for extracting stone.

### **Land Use Plan Category Updates**

The following is a list of updates made to the year 2050 land use plan categories as part of this update to the Town's comprehensive plan based on discussion between Town officials and SEWRPC staff:

- Removed text from the Urban-Density Residential Development description recommending an amendment to the Town Zoning Ordinance regarding the R-4 Zoning District (the ordinance was amended following the adoption of the first edition of this plan)
- Removed reference to the Hahn Sky Ranch from the Transportation and Communication description
- Removed reference to the continuation of agricultural preservation agreements in the Agricultural and Rural Density Residential description because the Town is not participating in the State's Farmland Preservation Program
- Removed text from the Agricultural and Rural Density Residential description recommending an amendment to the Town Zoning Ordinance regarding the A-2 and R-1 Zoning Districts (the ordinance was amended following the adoption of the first edition of this plan)
- Noted updated source for floodplains in the Floodplain Overlay description



**RESOLUTIONS AND ORDINANCE ADOPTED  
DURING THE PLAN UPDATE PROCESS  
APPENDIX A**

RESOLUTION NO. 2017-4

**ADOPTING PUBLIC PARTICIPATION PROCEDURES  
FOR AMENDING THE COMPREHENSIVE PLAN FOR THE TOWN OF WAYNE**

**WHEREAS**, pursuant to Section 66.1001 of the *Wisconsin Statutes*, all units of government which enact or amend zoning, subdivision, or official mapping ordinances on or after January 1, 2010, must adopt a comprehensive plan; and

**WHEREAS**, the Town of Wayne adopted a comprehensive plan under the authority of and procedures established by Section 66.1001 of the *Wisconsin Statutes* on March, 18, 2009; and

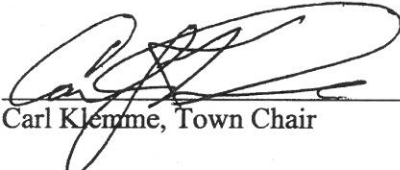
**WHEREAS**, Section 66.1001(4)(a) of the *Wisconsin Statutes* requires that the Town Board adopt written procedures designed to foster public participation during the preparation or amendment of a comprehensive plan; and

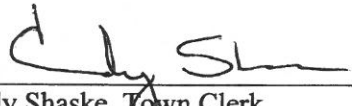
**WHEREAS**, the Town Board of the Town of Wayne believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the comprehensive plan continues to reflect input from the public; and

**WHEREAS**, public participation procedures have been developed to foster public participation in the comprehensive plan amendment process.

**NOW, THEREFORE, BE IT RESOLVED** that the Town Board of the Town of Wayne hereby adopts the Public Participation Procedures for Amending the Comprehensive Plan attached hereto as Exhibit A to fulfill the requirements of Section 66.1001(4)(a) of the *Wisconsin Statutes*.

ADOPTED this 21 day of June, 2017.

  
\_\_\_\_\_  
Carl Klemme, Town Chair

Attest:   
\_\_\_\_\_  
Cindy Shaske, Town Clerk

**A RESOLUTION TO APPROVE AN AMENDMENT AND UPDATE TO THE TOWN OF WAYNE COMPREHENSIVE PLAN**

**WHEREAS**, the Town of Wayne, Wisconsin, pursuant to Sections 60.10(2)(c), 62.23, 61.35, 60.22(3), and 66.1001(4)(b) of the Wisconsin Statutes, adopted a comprehensive plan on March 18, 2009, in accordance with a public participation plan approved by the Town Board on September 15, 2004; and

**WHEREAS**, the Town is hereby amending the Town of Wayne comprehensive plan to update the land use plan map included in the plan to reflect existing and planned land uses; and

**WHEREAS**, the Town Plan Commission finds that the Town of Wayne comprehensive plan, with the proposed amendment, addresses all of the required elements specified in Section 66.1001(2) of the Statutes and that the comprehensive plan, with the proposed amendment, is internally consistent; and


**WHEREAS**, the Town Plan Commission has duly noticed and held a public hearing on the proposed amendment and plan update, following the procedures in Section 66.1001(4)(d) of the Statutes.

**NOW, THEREFORE, BE IT RESOLVED**, that pursuant to Section 66.1001(4)(b) of the Statutes, the Town of Wayne Plan Commission hereby adopts this Resolution approving an updated land use plan map as the 10-year update to the Town of Wayne Comprehensive Plan.


**BE IT FURTHER RESOLVED** that the Plan Commission does hereby recommend that the Town Board enact an ordinance adopting the update and amendment to the Town of Wayne Comprehensive Plan.

Adopted by the Town of Wayne Plan Commission this <sup>19<sup>th</sup> day of April</sup> ~~21<sup>st</sup> day of June~~, 2017.

Ayes 7 Noes 0 Absent 0

  
\_\_\_\_\_  
Carl Klemme, Chairperson  
Town of Wayne Plan Commission

Attest:

  
\_\_\_\_\_  
Cindy Shaske, Town Clerk  
Town of Wayne

**AN ORDINANCE TO ADOPT AN AMENDMENT AND UPDATE TO  
THE TOWN OF WAYNE COMPREHENSIVE PLAN**

The Board of Supervisors of the Town of Wayne, Wisconsin, do ordain as follows:

**Section 1.** Pursuant to Sections 60.10(2)(c), 62.23, 61.35, and 60.22(3) of the Wisconsin Statutes, the Town of Wayne is authorized to prepare, adopt, and amend a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Statutes.

**Section 2.** The Town Board, by the enactment of an ordinance, formally adopted the document titled, "A Comprehensive Plan for the Town of Wayne: 2035," on March 18, 2009.

**Section 3.** The Town Plan Commission, by a majority vote of the entire Plan Commission at a meeting held on April 19, 2017, adopted a resolution approving an amendment and update of the land use plan map included in the comprehensive plan, and recommending its adoption by the Town Board as the 10-year update to the Town comprehensive plan required by Section 66.1001(2)(i) of the Wisconsin Statutes.

**Section 4.** The Town published Class 1 public notices and held public hearings on April 19, 2017, and June 21, 2017, to obtain public comments regarding the comprehensive plan amendment and update.


**Section 5.** The Town Board hereby adopts this Ordinance adopting the land use plan map updates as the 10-year update to the Town of Wayne comprehensive plan.

**Section 6.** The Town Clerk is directed to send a copy of the plan update to the parties listed in Section 66.1001(4)(b) of the Statutes.

**Section 7.** This Ordinance shall take effect upon passage by a majority vote of the full membership of the Town Board and publication or posting as required by law.

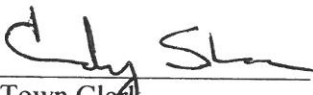
**Adopted** by the Town of Wayne Board of Supervisors this 21<sup>st</sup> day of June, 2017.

Ayes 7 Noes 0 Absent 0

  
\_\_\_\_\_  
Carl Klemme, Chairperson  
Town of Wayne

Date Published/Posted: 7/1/17

Attest:

  
\_\_\_\_\_  
Cindy Shaske, Town Clerk  
Town of Wayne