

9.0 FUTURE LAND USE

Table of Contents

Introduction.....	1
Land Use Vision.....	1
Background.....	1
Desired Development.....	1
Community Survey Results.....	1
Landowner Desire or “Dream” Map.....	2
Cognitive Mapping.....	3
Special Considerations.....	3
Property Rights (3) Population Projections (10)	
Landowner Desire Map (4) Quarry and Landfill Operations (10)	
Collective Attitude Map (5) Substandard Roads (10)	
Majority Opinion Maps (6-8) Environmental Corridors/WDNR	
Sewer Service Area Plan (9) Properties (11)	
Groundwater (9) Official Map (11)	
Highway Corridors and Desired Amenities (12)	
Interchanges (9)	
Other Community Design Considerations.....	12
Defining Rural Character.....	12
Preserving Farming vs. Preserving Agricultural	13
Character	
Traditional Neighborhood Development (TND).....	13
TND and Winchester.....	14
Walkable Village Center.....	14
Façade Improvement Program.....	15
Outdoor Advertising.....	15
Managed Roadway Access.....	15
Historical Recognition.....	16
Urban Design.....	16
How Were Future Land Use Maps Developed?.....	17
How Are Future Land Maps Used?.....	18
Future Land Use Maps.....	18
Other Amenities.....	20
Gross Density and Annual Building Rates.....	20
Relationship to Other Required Plan Elements.....	19
Intergovernmental Cooperation Element.....	22
Implementation Element.....	22
Goals, Objectives and Policies.....	22
10-Year Future Land Use Map.....	23
20-Year Future Land Use Map.....	24

9.0 FUTURE LAND USE

Introduction

This chapter provides the 10-year and 20-year *Town of Winchester Future Land Use Maps*. These maps illustrate the goals, objectives, visions and policies expressed throughout this plan. More importantly, they seek to reflect, to the greatest extent feasible, the desires and expectations of residents and landowners in the Town of Winchester.

Land Use Vision

In 2025, protection of property rights, promotion of agriculture, natural resource conservation efforts and well-managed development have successfully maintained the Town's rural character and quality of life.

Local businesses and most housing developments are encouraged in the sanitary district.

The Town relies on effective land use ordinances to achieve these goals.

Background

To prepare the *Future Land Use Maps* presented in this chapter, a great deal of time and effort were required. The planning process was initiated with an extensive vision development effort and review of the historic and existing population characteristics of the Town. This information is described in Chapters 1 and 2. From there, the Plan Commission studied current conditions and future needs related to housing (Chapter 3), transportation (Chapter 4), utilities and community facilities (Chapter 6), and economic development (Chapter 5). The Plan Commission also examined the natural environment and agricultural considerations in Chapter 7. Finally, existing land use patterns and regulations were considered in Chapter 8.

Desired Development

COMMUNITY SURVEY RESULTS

In 2000, the Town of Winchester distributed a number of surveys to landowners. The purpose of the survey was to solicit opinions about desired future land uses.

- Respondents would like to see traditional agricultural operations remain in the Town. Respondents were even more in favor of the traditional agricultural operations remaining in their neighborhoods in the future.
- Respondents supported the preservation of green space and the natural environment in the Town and in their neighborhoods.

- If development is to occur, respondents overwhelmingly favored single-family residential development (57%) over any other type (e.g. commercial -40%, industrial -9%, multiple family -12%). Respondents also strongly supported future single-family residential development in their neighborhoods (73%).
- Respondents indicated their support for the future development of parks, trails and recreation facilities.

LANDOWNER DESIRE OR “DREAM” MAP

As part of the community survey effort, the Town of Winchester asked landowners to indicate their future development preferences on a map. This map was also presented at the Mid-Course Meeting for landowners to update. A copy of this map is provided on the page four. This *Landowner Desire Map* was one of several tools used in the development of the *Future Land Use Maps*. It provided a clear expression of landowner desires. Unfortunately, not all landowners participated. In addition, some landowners were unable or unwilling to express their future intentions on the map. What follows is a description of the categories shown on that map:

- **Agriculture/Greenspace** – Properties the landowner plans to continue farming or maintain as undeveloped greenspace
- **Residential** – Areas where single-family residential development is desired
- **Multiple Family** – One property was identified in the sanitary district for this use
- **Commercial** – Landowners who desire business development opportunities
- **Industrial** – Properties identified by their landowners as potential light industrial development sites
- **Conservation** – Property that is currently farmed and undeveloped greenspace that the landowner would like to see preserved as a recreation/conservation area.
- **As Owner Desires**- These property owners were unwilling or unable to identify the future use of their property.
- **Agricultural/Residential** – These landowners indicated that they anticipate the primary use of their land would be for agriculture (Current Winnebago County General Agricultural Zoning or A-2) or green space, but wanted the opportunity to someday consider land division choices, whether for a new home, farmette, CSM, or perhaps even a conservation subdivision.
- **Agricultural/Commercial** – **These landowners indicated the primary use of their land would be for agriculture or green space, but wanted the opportunity to someday consider business development.**

COGNITIVE MAPPING

Another tool used to determine desired future development was cognitive mapping. Cognitive mapping is a two-part process. Participants first had the opportunity to create an *Attitude Map* to express their ideas about what areas of the Town are attractive and unattractive. These maps also indicated important local travel routes and places that have special meaning. A *Composite Attitude Map* is provided in this chapter.

Next, participants had the opportunity to develop their own *Future Land Use Map* based on their ideas, perceptions, experiences and beliefs. To better understand the desire of residents, these maps were segregated based on land ownership. A copy of the *Majority Opinion Maps* is provided in this chapter. These maps reflect patterns, trends, and the ideas of the majority for each group of landowners. Individual maps may differ and are not to be construed as zoning maps or tools.

All maps displayed in the chapter were created after informal surveys were completed. The maps are subject to change without challenge at any given time.

Special Considerations

PROPERTY RIGHTS

Throughout the development of this plan, landowners have consistently expressed their desire to see their property rights protected. Accordingly, they have taken an active role in participating in the community survey, meetings, and the creation of the *Landowner Desire Map*.

If a landowner disagrees with the *Future Land Use Maps* or another aspect of this plan, they have the right to petition the Town to amend the document. Any amendments would occur through a public process, including a public hearing, as outlined in Chapter 11.

TOWN OF WINCHESTER

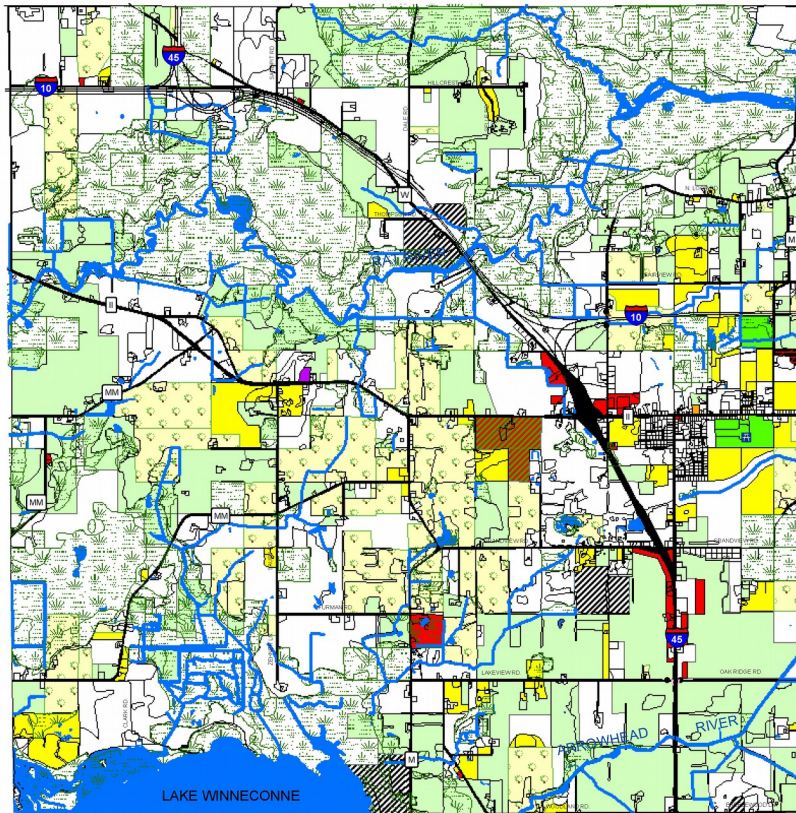
LANDOWNER DESIRE MAP

Town of Caledonia
Waupaca County

Town of Dale
Outagamie County

Town of Wolf River
Winnebago County

Town of Clayton
Winnebago County



Town of Winneconne
Winnebago County

LEGEND

RIGHT-OF-WAY	STREAMS/RIVERS
AGRICULTURE/GREENSPACE	AS OWNER DESIRES
RESIDENTIAL	AGRICULTURAL/RESIDENTIAL
COMMERCIAL	AGRICULTURAL/COMMERCIAL
CONSERVATION	WATER FEATURES
INDUSTRIAL	WETLANDS/WDNR LANDS
MULTIPLE FAMILY	QUARRY
UNSPECIFIED LAND USES	

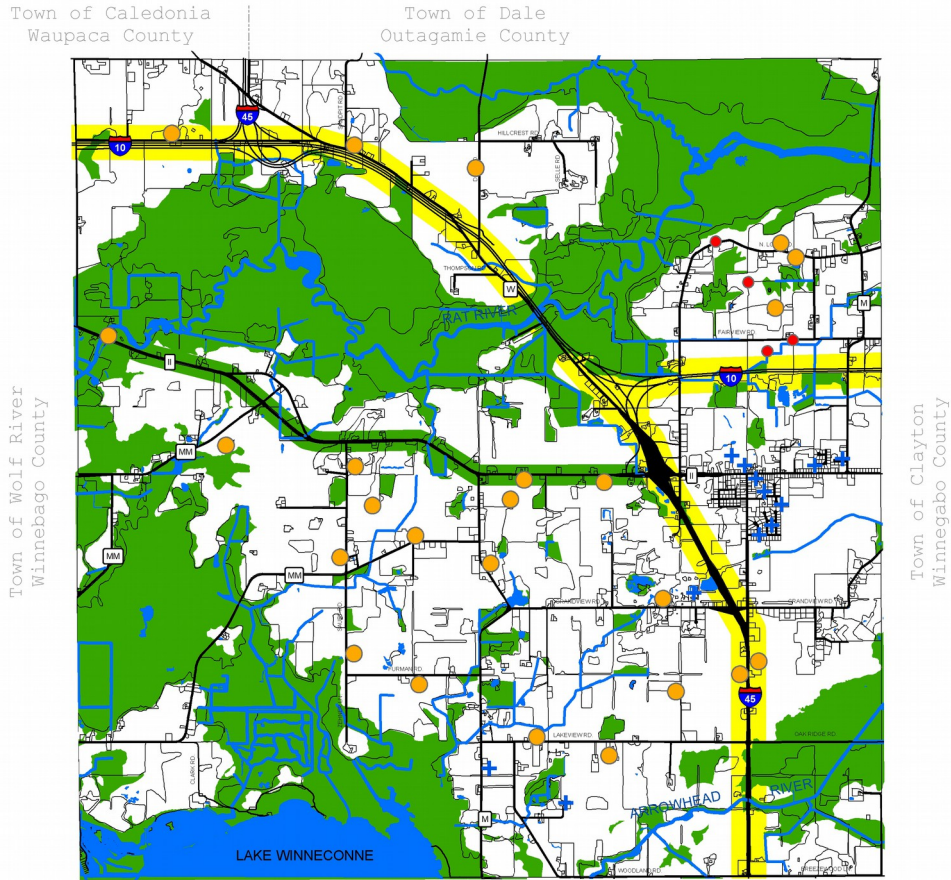


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SOURCE: Winnebago County WINGS Data, 2000
East Central Wisconsin Regional Planning Commission



TOWN OF WINCHESTER

COMPOSITE ATTITUDE MAP



Town of Caledonia
Waupaca County

Town of Dale
Outagamie County

Town of Wolf River
Winnebago County

Town of Clayton
Winnebago County

Town of Winnebago
Winnebago County



1" = 4000'

OMNI ASSOCIATES
 PROJECT # M1109A03
 DATE: 01/13/04
 DRAWN BY: KAL
 REVISED: 3/02/04
 ONE SYSTEMS DRIVE, APPLETON, WI 54911
 PHONE: (920) 735-6900 FAX: (920) 838-6100

LOCATION: F:\GIS\M1109A03\DRAWING\Exercise_11x17.mxd
 SOURCE: Winnebago County WINGS Data, 2000
 East Central Wisconsin Regional Planning Commission

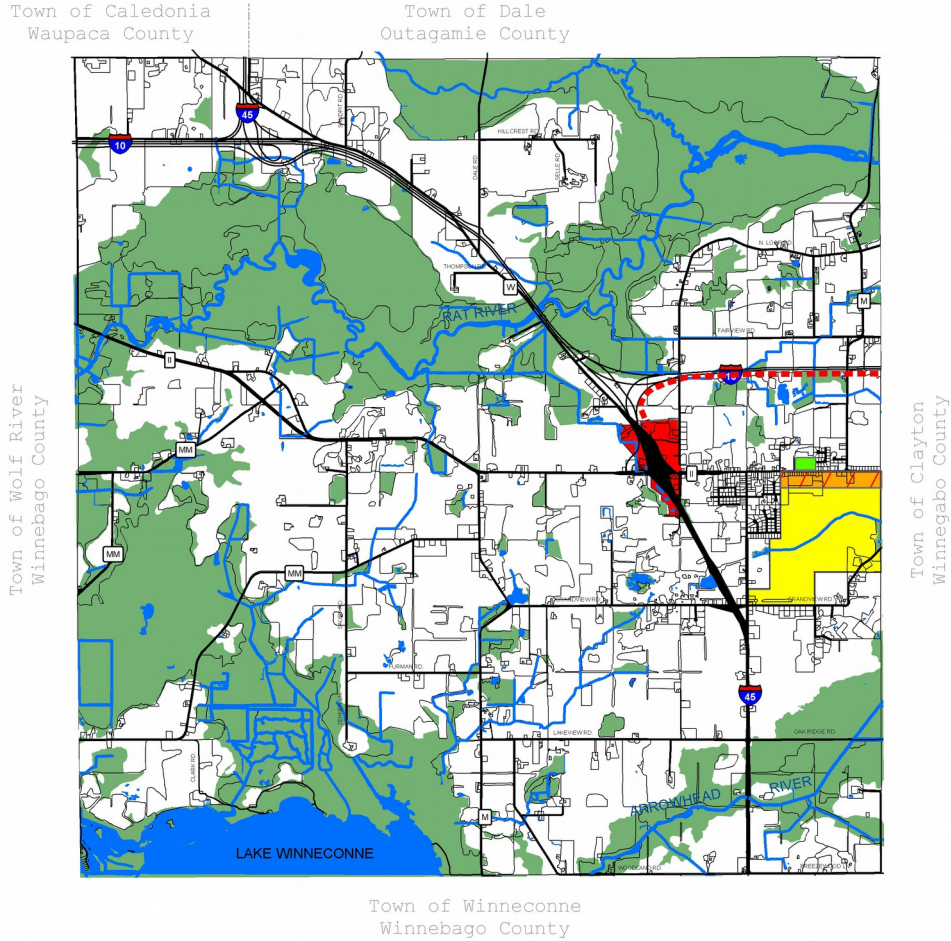
LEGEND

- + PARTICIPANTS (LESS THAN 5 ACRES)
- PARTICIPANTS (5-20 ACRES)
- PARTICIPANTS (MORE THAN 20 ACRES)
- RIGHT-OF-WAY
- STREAMS/RIVERS
- ATTRACTIVE AREAS (WETLANDS)
- UNATTRACTIVE
- WATER FEATURES

TOWN OF WINCHESTER

MAJORITY OPINION FUTURE LAND USE MAP

Based on Participants Who Own 5 Acres or Less



- Specific Development Suggestions:**
- * Post Office
 - * Police Station
 - * Library
 - * Grocery Store
 - * Kohls Department Store
 - * Subway
 - * Carpool Park + Ride Lot

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LEGEND

— RIGHT-OF-WAY	COMMERCIAL/MULTIPLE FAMILY MIX
— STREAMS/RIVERS	SINGLE FAMILY RESIDENTIAL
- - - DESIRED TRAILS	COMMERCIAL
■ WATER FEATURES	PARK
■ UNDEVELOPED AREAS (WETLANDS/FLOODPLAIN)	

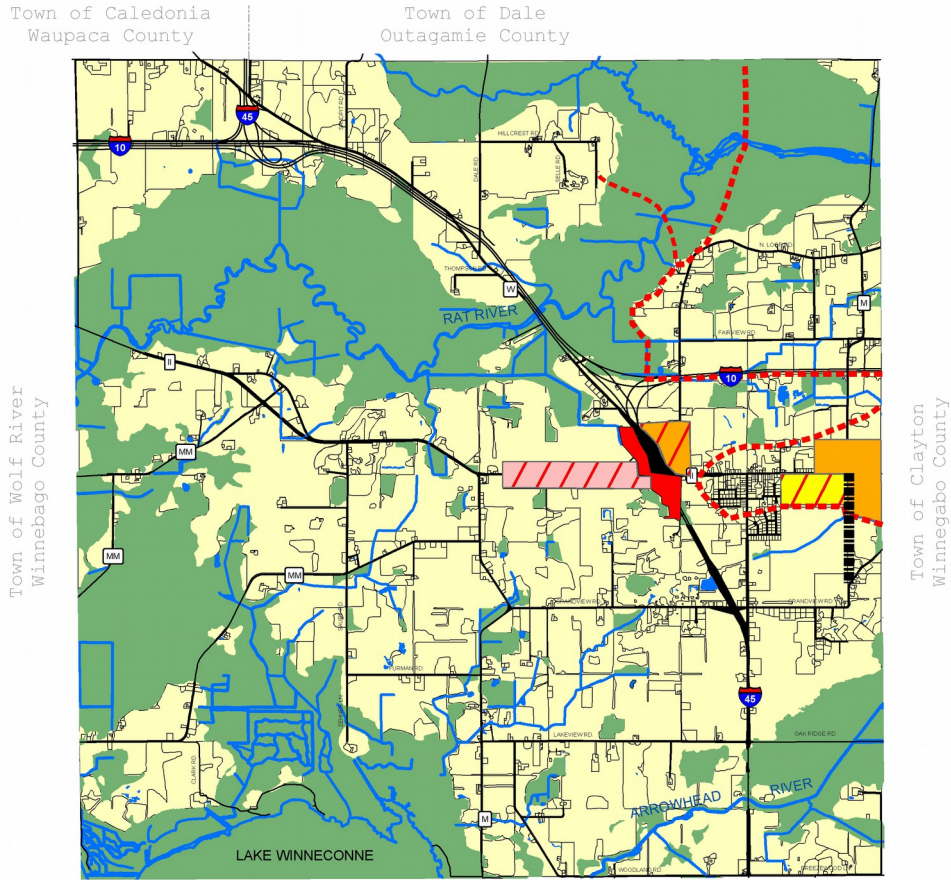


LOCATION: F:\GIS\M1109A03\DRAWING\Exercise_11x17.mxd
 SOURCE: Winnebago County WINGS Data, 2000
 East Central Wisconsin Regional Planning Commission
 NOTE: 14 Participants at 2/5/04 Meeting Who Own Less Than 5 Acres

TOWN OF WINCHESTER

MAJORITY OPINION FUTURE LAND USE MAP

Based on Participants Who Own Between 5-20 Acres



1" = 4000'

Town of Winnebago
Winnebago County

LEGEND

- | | | | |
|---|------------------------|---|---|
| — | RIGHT-OF-WAY | ■ | UNDEVELOPED AREAS (WETLANDS/FLOODPLAIN) |
| — | STREAMS/RIVERS | ■ | POSSIBLE SINGLE FAMILY RES. |
| — | DESIRED ROAD EXTENSION | ■ | MULTIPLE FAMILY RES. |
| — | DESIRED TRAILS | ■ | MIXED COMM./INDUSTRIAL |
| ■ | WATER FEATURES | ■ | COMM./ MULTIPLE FAMILY RES. |
| | | ■ | COMM./ SINGLE FAMILY RES. |

OMNI ASSOCIATES

PROJECT # M1109A03
DATE: 01/13/04
DRAWN BY: KAL
REVISED: 3/2/04

ONE SYSTEMS DRIVE, APPLETON, WI 54911
PHONE: (920) 735-6900 FAX: (920) 838-6100

LOCATION: F:\GIS\M1109A03\DRAWINGS\Exercise_11x17.mxd
SOURCE: Winnebago County WINGS Data, 2000
East Central Wisconsin Regional Planning Commission
NOTE: 4 Participants At 2/5/04 Who Own Between 5 And 20 Acres

TOWN OF WINCHESTER

MAJORITY OPINION FUTURE LAND USE MAP

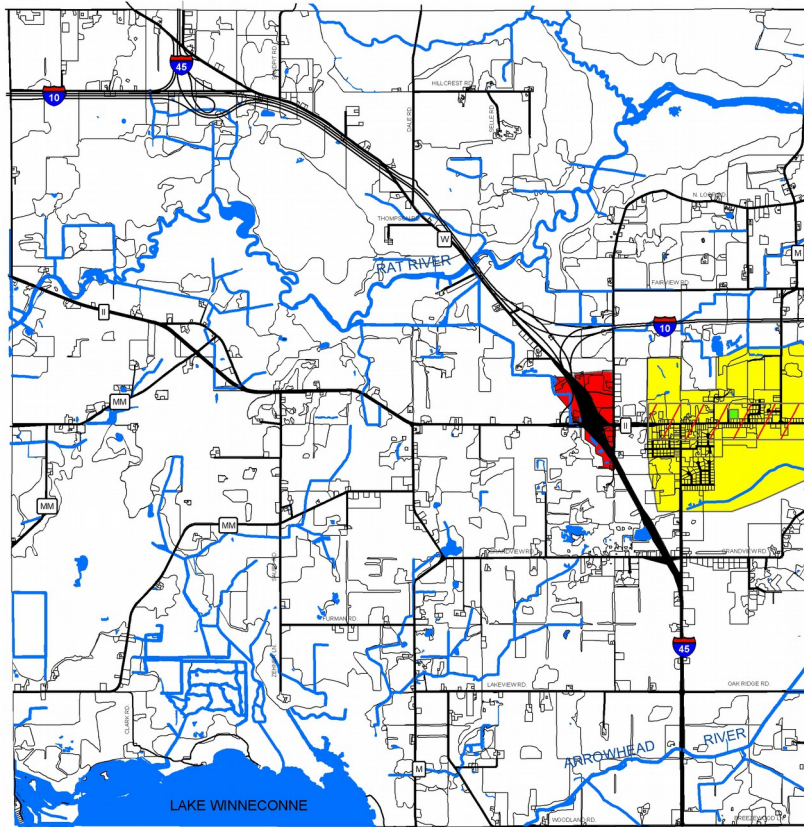
Based on Participants Who Own 20 Acres Or More

Town of Caledonia
Waupaca County

Town of Dale
Outagamie County

Town of Wolf River
Winnepago County

Town of Clayton
Winnepago County



Town of Winneconne
Winnepago County

SPECIFIC DEVELOPMENT SUGGESTIONS

- Industrial Development Should be Limited to Sand or Gravel Pits
- Community Center Near Town Hall/Historical Society
- Senior Housing
- Industrial Park Along CTH II

OMNI ASSOCIATES
 PROJECT # M1109A03
 DATE: 01/13/04
 DRAWN BY: KAL
 REVISED:
 ONE SYSTEMS DRIVE, APPLETON, WI 54911
 PHONE: (920) 735-6900 FAX: (920) 838-6100

LOCATION: F:\GIS\M1109A03\DRAWINGS\Exercise_11x17.mxd
 SOURCE: Winneconne County WINGS Data, 2000
 East Central Wisconsin Regional Planning Commission
 NOTE: 28 Participants At 2/5/04 Meeting Who Own More Than 20 Acres

LEGEND

- RIGHT-OF-WAY
- STREAMS/RIVERS
- WATER FEATURES
- COMMERCIAL
- COMM./RESIDENTIAL MIX
- SINGLE FAMILY RESIDENTIAL
- PARK



LARSEN-WINCHESTER SEWER SERVICE AREA PLAN

The *2002 Larsen-Winchester Sewer Service Area Plan* is a tool for understanding development limitations and expectations. It should be noted that gravity sewers currently serve development within Winchester in the sanitary district. Future areas of development may require additional lift stations or forced mains.

In 2003, the district completed a study to better understand demands on the system. In the spring of 2004, the district lifted a 12-year moratorium on annexations to allow additional connections to the district. The district has enough capacity to permit approximately 20 new connections. This is far less than needed to accommodate current development requests and future plans for the area.

Based on this new information, the Larsen-Winchester Sanitary District is going to complete a facilities plan. That process will take approximately two years. The facilities plan will outline actions that can be taken to increase treatment plant capacity in order to accommodate new growth. After the facilities plan is approved, the district can then proceed with needed improvements. In the meantime, infill development may occur along existing sewer.

The Larsen-Winchester Sewer Service Area also serves the community of Larsen in the Town of Clayton. The Town of Clayton is aggressively expanding residential development and is also considering industrial development. Such significant development is further impacting the sanitary district.

For additional information about the Sewer Service Area, refer to the Utilities and Community Facilities Element (Chapter 6).

GROUNDWATER

Most residents of the Town of Winchester get their water from private individual wells. In many areas of the Town, the water table is high enough to provide a readily accessible supply of water. This is especially true in low areas, near the rivers. However, in the sanitary district, particularly the higher elevations, private wells are pulling their supplies from the uppermost limits of the groundwater table. As a result, a great deal of additional private well development (e.g. a large subdivision, major commercial user, apartment complex) in this area has the potential to decrease the water level and cause property owners in the area to have to drill deeper wells to maintain their water supplies.

From a geologic perspective, it is better to have some form of a water system serving a residential area than individual wells. A managed water system, whether municipal or privately owned could provide an adequate, consistent water supply without impacting existing wells. The water provided would be treated and managed. Shared wells provide another option, beyond only the use of individual wells.

HIGHWAY CORRIDORS AND INTERCHANGES

Development is generally supported at the USH 45/CTH II interchange.

POPULATION PROJECTIONS

The population projections for the Town are provided in the Chapter 1 (Community Profile Chapter). The Wisconsin Department of Administration (WDOA) developed these projections. The WDOA projections indicate the Town's population is expected to increase by 347 people by 2025. Current population estimates seem to be following these projections. The estimated 2003 Town population was 1,720. The projected 2005 population is 1,757.

However, over the long-term, it is believed that these projections will be low. In the last 10 years, an average of 10-15 new homes have been constructed annually in the Town. If this rate continues, it is estimated that the Town's population will actually increase by 700 people by the year 2025.

QUARRY AND LANDFILL OPERATIONS

Quarries and landfills are intensive land uses. As such, they may create disturbances to neighboring properties including: vibration, odors, noise, and groundwater issues. The WDNR requires a 1,200-foot setback around landfills and quarries for private wells. To develop within this area, property owners are required to obtain a variance from the WDNR to drill a residential well (irrigation wells are not subject to this requirement). This process is intended to protect residents from potential environmental hazards, including groundwater issues. On both the *Future Land Use Maps*, this 1,200 foot setback is shown.

Over the 20 year planning period, as local quarries and pits are reclaimed, the Town of Winchester will support the redevelopment of these properties in accordance with their adopted reclamation plans.

SUBSTANDARD ROADS

The Town of Winchester has an unusually high number of substandard roads, including dead end roads. These roads were accepted as Town Roads in the past to take advantage of state road aids. The Town is reluctant to establish dead end-roads as was done in the past and seeks to encourage connectivity between developments and concepts like access management (as described later in this chapter).

Most dead end and substandard roads that remain in the Town present some concerns:

- They are of a substandard width and present a safety concern with respect to emergency vehicle and school bus access.
- There is the potential that people may seek to locate new residences along these dead end roads complicating access and maintenance concerns.

To address these concerns, the following actions are recommended:

- The Town should adopt a policy to prohibit the establishment of additional dead-end or substandard roads, i.e., of substandard width.
- If new development requests are submitted that will utilize a pre-existing dead-end road, the road must be widened to meet current standards based on anticipated

traffic volume. An ordinance could be drafted to stipulate specific requirements and/or these requirements could be included in a Town Subdivision Ordinance.

ENVIRONMENTAL CORRIDORS / WDNR PROPERTIES

The Community Survey results clearly indicated that residents consider natural features a very important part of the community. Likewise, resident support for protecting natural areas, including woodlands, wetlands and creeks is very strong. To that end, the *Future Land Use Maps* delineate the wetlands, floodplains, woodland areas and environmental corridors/conservation areas found in the Town. Much of this land is either owned by the WDNR or is in the Managed Forest Law. The WDNR has plans for additional property acquisition from willing sellers in the Town of Winchester. The Town has mixed reactions to this because of concerns for tax base. Accordingly, the Town's *Future Land Use Maps* do not show an increase in WDNR properties in the Town. Should a local property owner decide to sell property to the WDNR for conservation purposes, this change would then be reflected on the *Future Land Use Maps*.

OFFICIAL MAP

The official map is one of the oldest plan implementation devices at the disposal of the local communities. It is also one of the most effective and efficient devices to manage the problem of reserving land for future public use. Section 62.23(6) of the Wisconsin Statutes provides that the governing body of any local municipality may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, waterways, and parkways, and the location and extent of railway right-of-ways, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, waterways, and parkways, the location and extent of railway rights-of-ways, public transit facilities, and parks and playgrounds.

The official map is thus intended to implement the community's plan of streets, highways, parkways, parks, and playgrounds. Its basic purpose is to inhibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. The official map is a plan implementation device that operates on a communitywide basis in advance of land development and can thereby effectively assure the integrated development of the street and highway system.

The official map is a useful device to achieve public acceptance of long-range plans, since it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby voids the altogether too common situation of development being undertaken without knowledge or regard for the long-range plan. Thus it can help avoid public resistance when plan implementation becomes imminent. The Town of Winchester may create and adopt an official map as part of its Comprehensive Plan implementation.

DESIRED AMENITIES

During the planning process, residents, the Plan Commission, and Town Board identified several additional community amenities that may be desired based on future growth. Specifically, the following were identified:

- **Historical Library.** Members of the Winchester Area Historical Society expressed this desire. Accordingly, they have acquired a property in the sanitary district to make this desire a reality.
- **Trails.** With the development of the new highway corridors through the Town, an easement was established to accommodate the creation of a trail through the Town to connect with the WIOWASH Trail, which passes through the neighboring Town of Clayton. The Transportation Element discusses this trail in more detail and the trail is incorporated on the 20-Year Future Land Use Map.
- **Expanded Park Facilities.** In the community survey, in addition to trail facilities, residents expressed a desire to see additional park facilities established. As part of the community survey, landowners had the opportunity to express their own specific development plans on a map (the Landowner Desire Map). This map includes a conservation/recreation area in the sanitary district. This area is also shown on the Future Land Use Maps in this chapter.

Other Community Design Considerations

Ensuring that developed and natural areas of the Town of Winchester are attractive and well maintained is an important priority. To that end, the Town supports the continued enforcement of zoning regulations, including sign ordinances. Likewise, the Town of Winchester supports the use of a site plan review process, including lighting, sidewalk, building material and sign proposals, to ensure that new development is compatible with surrounding land uses and the visions, goals, objectives and policies expressed in this plan.

DEFINING RURAL CHARACTER

What is “rural character”? The term comes up routinely, but its definition is rarely considered. For every Town the answer may be somewhat different. In the Town of Winchester, rural character means a blend of:

- Low density residential development
- Farm fields, barns, silos and cows
- Open space
- Rivers and wetlands
- Scenic views
- Abundant natural resources and wildlife
- Friendly people

- Small community

PRESERVING FARMING VS. PRESERVING AGRICULTURAL CHARACTER

A distinction should be made between the preservation of agriculture and agricultural character. The former requires that agriculture continue as a viable economic activity and farmers continue to want to pursue this lifestyle. The latter implies an effort to retain the appearance or feeling of agriculture. Both are distinct.

The Town of Winchester desires to maintain both agriculture and the agricultural character of the area, realizing that the long-term sustainability of farming as a way of living is uncertain and a choice to be made by individual farmers. Accordingly, Winchester encourages the preservation of farm buildings and farm fields to maintain the agricultural character of the area.

Traditional Neighborhood Development (TND)¹

The comprehensive planning law defines “traditional neighborhood development” (TND) to mean: compact, mixed-use neighborhood where residential, commercial and civic buildings are in close proximity to each other. TND is a planning concept based on the principles of new urbanism to promote traditional small towns. TND is found in the older parts of Wisconsin’s cities, villages, and hamlets (e.g. unincorporated development areas often associated with a sanitary district). Principles of TND include:

- **Compact.** TND areas have a higher density than traditional single-family subdivisions (i.e., duplexes, apartments, etc. as well as single family homes in a single area). Compact development also means that the developed area is designed for human scale, not always the automobile. This includes being sensitive to walking distances, heights of buildings, design of streetlights, signs, sidewalks, parking and other features. Compact development includes parks, public buildings, and retail development within a close proximity. These features serve as destination points for surrounding residential areas in the immediate vicinity (1/2 mile or less).
- **Mixed Use.** TND includes a mixture of land uses. This means that nonresidential land uses, such as commercial areas, are mixed with residential development. Mixing uses helps promote walking throughout the community. Mixing land uses can also broaden the tax base. Furthermore, mixed uses can mean that different means of transportation are promoted in the community (walking, bicycling, and automobiles).

Mixed use also means promoting varied housing types and sizes to accommodate households of all ages, sizes and incomes. This translates into varying lot sizes and allowing varied types of housing such as attached single-family residences, town homes, duplexes, and housing for seniors. Mixed use may also mean that residential uses are provided above or in the same building as commercial uses such as shops or offices.

¹ Model Traditional Neighborhood Development Ordinance, UW-Extension, 2000

- **Street Patterns, Sidewalks, and Bikeways.** TND provides for access through an interconnected network of streets, which facilitate walking, bicycling and driving.
- **Cultural and Environmental Sensitivity and Design.** TND can foster a sense of community identity. The design of buildings and their placement receive special attention. Provision of adequate open spaces, use of indigenous vegetation and the use of environmentally responsive stormwater management systems are equally important.

TND AND WINCHESTER

The development in the Larsen-Winchester Sanitary District represents this TND model in the Town of Winchester. This area serves as the heart of the Winchester community. Within the sanitary district are a school, town offices, a church, parks and commercial establishments. These uses are important destination points for local activity and can be easily accessed within a 15-minute walk (1/4 mile or less from most residences).

This Plan recognizes the importance of TND by encouraging development within the sanitary district and by encouraging additional sidewalk connections within that district. Other measures are outlined in this plan to ensure that the sanitary district continues to successfully function as the heart of the community, including encouraging park development and providing alternative housing development within the district.

WALKABLE VILLAGE CENTER

The village center is where most of the development in the Town of Winchester is concentrated and planned in the future. Businesses, residential subdivisions, the Town Hall, parks, church and the Winchester Elementary School are a few of the uses in this area. Since so many different land uses are located within close proximity to one another, this is also the area of the community where people are more likely to sometimes walk to their destinations, rather than drive. Similarly, the elementary school and Henrietta Senior Foundation accommodate populations that do not have access to vehicles and must walk.

There are some improvements the Town and County should consider to enhance the walkability of the village center through community design. The principals listed below are some of the more basic strategies recommended by Dan Burden to promote healthy (and safe) neighborhood street design².

What is a Walkable Community?

Walkable communities are desirable places to live, work, learn, worship and play, and therefore a key component of smart growth. Their desirability comes from two factors. First, walkable communities locate within an easy and safe walk goods (such as housing, offices, and retail) and services (such as transportation, schools, libraries) that a community resident or employee needs on a regular basis. Second, by definition, walkable communities make pedestrian activity possible, thus expanding transportation options, and creating a streetscape that better serves a range of users -- pedestrians, bicyclists, transit riders, and automobiles.

Available on-line at www.smartgrowth.org

² Burden, Dan. Street Design Guidelines for Healthy Neighborhoods. Local Government Commission's Center for Livable Communities. 1999.

1. Provide sidewalks, particularly in high traffic areas, with well-marked crosswalks.



**FAÇADE
IMPROVEMENT
PROGRAM**

Within the Town of Winchester's village center, there are a few historic business buildings and several character homes (e.g.

bungalows, craftsman style, etc.). These structures lend character to the area and are an important part of the Town's history. Rather than see these buildings razed to accommodate new development, the reuse of these historic buildings is desired. There is an opportunity for the Town of Winchester to coordinate with Winnebago County, the Winchester Area Historical Society and others to more thoroughly inventory the historic character of structures in the village center and develop a program to help landowners revitalize these structures.



OUTDOOR ADVERTISING

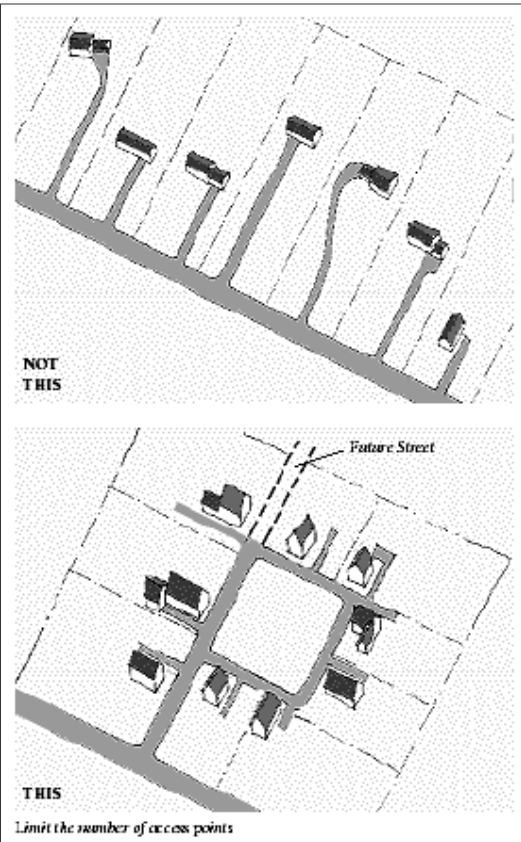
The new highway corridors offer opportunities for billboard advertising and the use of tall pylon signs. To preserve and enhance the scenic character of Winchester, billboards are prohibited by ordinance. Other types of outdoor advertising should be addressed in a separate ordinance to protect the scenic quality of the community.

"Roadway access" refers to the number of points of ingress and egress from a roadway.

MANAGED ROADWAY ACCESS

Another tool available to maintain rural roadside character is to control roadway access.

Managing roadway access points helps to promote safe and efficient travel and minimize disruptive and potentially hazardous traffic conflicts. Managed roadway access involves minimizing the number of driveways along a roadway and establishing standards for driveway spacing. Rather than promoting driveway after driveway along rural roadways and highways, shared driveways and roads are encouraged (See diagram).



HISTORICAL RECOGNITION

In celebration of Wisconsin's agricultural heritage, long-time farm and homeowners have the opportunity to register for the Sesquicentennial or Century Farm and Home Award. To qualify for the award, continuous family ownership of a property in the state of Wisconsin for the past 150 or 100 years must be proven.

URBAN DESIGN

The *Future Land Use Maps* in this chapter include areas for commercial, multiple family, and mixed-uses. The Town wants to ensure that

development in the community respects the residential character and scale of the village center. This would include new development along the highway. The Town is opposed to standard "cookie cutter" designs (see photos at right) and instead prefers designs that respect the residential and historical character of the community (see photos on next page). The Town wants to ensure that it remains a desirable, attractive community in the year 2025 (and beyond) and is not simply "anyplace USA."



Standard Designs That Are Not Desired in Winchester

The Town of Winchester has expressed concerns on the overall impact of commercial development adjacent to nearby households. The Town would like to ensure that any commercial development, when completed, meets the following objectives:

- Limits the negative visual and traffic impacts to existing residences in the village center;
- Encourages a “pedestrian-friendly” environment and be of a “human scale” as compared to a motorists scale (e.g. tall signs, drive-thru’s, etc.) and;
- Serves as a “gateway” to the community which provides or enhances the residential character of the Town of Winchester village center.
- This plan includes two important objectives to help make these design desires become reality. First, an objective is included to coordinate and communicate with local landowners and developers looking at properties in the Town. The second objective involves developing a design ordinance for the community to more clearly define minimum standards for development. These standards will specifically address:
 - Building setbacks along CTH II to respect the setbacks established by existing development (e.g. residences) in the area. This may mean that parking is provided behind or beside businesses rather than the front yard.
 - On-site lighting (to minimize light trespassing). Exterior building lighting should be designed in such a manner as to eliminate glare onto adjacent public areas or properties. Exterior building lighting should be used to highlight significant architectural features and entrances of the proposed structure.
 - Signage requirements related to the number of signs, height of signs, and illumination standards.
 - Landscaping requirements to break-up large parking-lot areas and to provide landscaping along building foundations.
 - Building size requirements to avoid situations where very large facilities are constructed that are significantly out of scale with nearby development.



McDonalds Restaurant



Pizza Hut



Taco Bell



Well-landscaped & Attractive Signage – Neenah, WI



Gas Station

- Requirements for building design so that it is compatible with the residential character of the area, including pitched roofs, front porches, windows (non-reflective) oriented vertically, rather than horizontally.
- Standards for building materials so that the predominant facade materials for all non-residential building elevations are brick or natural stone with other materials such as wood, stucco, concrete, glass (excluding windows).

How Were the *Future Land Use Maps* Developed?

The *Future Land Use Maps* were developed using a very specific process:

1. Natural resource areas were identified to understand development limitations.
2. Future population and household projections, in conjunction with zoning requirements, were examined to understand the extent of future residential development needed in the Town.
3. Utility and community facility capacities were reviewed to ensure new development would be adequately serviced (See Sewer Service Area Plan Recommendations section).
4. Existing development plans were considered as the plan maps were developed, including applications received and the *Landowner Desire Map*.
5. Planned and anticipated road and trail network changes were incorporated into the plan maps.
6. The results of the community survey and cognitive mapping exercise were reviewed to incorporate resident desires and expectations.

The result of this process is the detailed set of *Future Land Use Maps* presented at the end of this chapter.

How Are the *Future Land Use Maps* Used?

The *Future Land Use Maps* are a planning resource for the Town of Winchester. In accordance with the Comprehensive Planning Law, they should be used to guide the following actions:

- ✓ Official Mapping
- ✓ Local Subdivision Regulation
- ✓ Zoning

Town appointed and elected officials should use the plan maps **as a guide** for making future land use decisions.

Developers and residents should understand the plan maps are intended to encourage development to certain areas where facilities and services are available.

It is important to remember that a **plan is not a static document**. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective.

Applications for rezoning and development that are inconsistent with the plan must still be considered. In some situations, it may be desirable to amend the plan (and maps) to accommodate a compatible, but previously unplanned use. Likewise, a change in county or regional policy, technological changes, or environmental changes may also impact the plan.

Any change to the plan (including the plan maps) must be considered in the context of all nine required plan elements, including the visions, goals, objectives and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Comprehensive Planning Law. Any amendment must be recommended by the Plan Commission and approved by the Town Board before development is permitted.

Future Land Use Maps

The *20-Year Future Land Use Map* presented at the end of this chapter is actually designed more as a build-out map. A true plan map would only allocate enough acreage for future development based on projected population growth (e.g. 200 new homes) and infrastructure capacities (e.g. sewer) over the 20-year planning period. A map of this type was not used since the Town does not wish to unduly interfere with a landowner's right to develop. Accordingly, the *Future Land Use Maps* presented in this chapter reflect, to a large degree, the desires of landowners.

The Comprehensive Planning Law requires a *10-Year Future Land Use Map*. This map is a far more useful planning tool in incorporated communities with municipal water and sewer infrastructure. In those communities, infrastructure extension may be based on the *10-year Future Land Use Map*, thereby controlling where development occurs. Winchester's *10-Year Future Land Use Map* is only different from the 20-Year Map in that the USH 10 trail is not shown on the 10-year Map. The decision to limit the differences between the two maps was made in order to prevent confusion about which map was the tool for directing development decisions and because it was not believed that a more accurate map could be developed as development decisions may be based on individual landowner choices. Accordingly, the *20-Year Future Land Use Map* is the Town's guide for land use and development decisions.

What follows is a description of the *Future Land Use Maps*.

The Town of Winchester will utilize eight future land use planning districts within the Town. Different land uses and residential densities are planned for the Town in each district to promote orderly development and to support the Land Use Visions. A general description of each district follows.

1. **Environmental Resource District.** This district contains environmental resources including floodplains, wetlands, shorelands, DNR managed conservation lands, woodlands, and managed forest areas in Winchester. Development is generally discouraged.
2. **Single Family and Subdivision District.** This district shows existing and future areas for single-family residential development within the Sanitary District Planning Boundary. These areas are intended to be connected to the sanitary sewer system. Two-family (e.g. duplex) units are also permitted in this district.

3. **Multi-Unit High Density District.** This district shows existing and future areas of multi-family, two-family (e.g. duplex), mobile home park, retirement communities and condominiums within the Sanitary District Planning Boundary. These areas are intended to be connected to the sanitary sewer system.
4. **Commercial District.** This district shows areas of existing and future commercial development within the Sanitary District Planning Boundary. These areas are intended to be connected to the sanitary sewer system. This district is further subdivided into two categories:
 - a. **Neighborhood Commercial.** This area is found in the village center and is expected to incorporate a blend of commercial and single family residential uses. The commercial uses that develop may use existing residential structures found in the area to accommodate professional office uses (e.g., dentist, real estate, and accountant) or small commercial uses (e.g., gift shops, sandwich shop, exercise or dance studio, etc.). All development in this area will be in harmony with nearby residential uses and have a residential or historic character based on the design concepts outlined in this chapter and the Economic Development Element Chapter.
 - b. **Highway Commercial.** These areas are designed to accommodate larger commercial uses catering to both local residents and passing motorists. Uses may include restaurants, gas stations, accommodations, and the like. Sensitivity to signage, lighting, and landscaping will be important to ensure that development is compatible with nearby residential uses.
5. **Rural Commercial District.** Suitable areas for low impact commercial uses located outside of the sanitary district are included within this district. Proposed property must border arterial roadways or their service/frontage roads and be located within a 1/8 of a mile (depth) on either side of the arterial or the service/frontage road.
6. **Utility and Community Facilities District.** This district includes schools, churches, cemeteries, government institution areas, utilities, parks, library, and other areas designed to accommodate public uses.
7. **Transitional Residential District.** This district includes areas in which residential development could occur in close proximity to sewer service areas. New developments in this district shall be designed in a manner that allows for logical extension of future sanitary sewer. The designs of such developments, for example, may include smaller lots and cluster or conservation developments, utility easement reservations and installation of sewer laterals to new dwelling units. Less dense developments in this district will be designed to allow future infill and land divisions to support costs of extending sanitary sewer. The district also includes areas where clusters of non-farm related, unsewered residential development is occurring or could occur.
8. **Agricultural District.** This district is intended to conserve existing agricultural activities and to protect them from premature encroachment of non-compatible development pressure. This district reflects existing and available areas for agricultural operations. The area does however range in topography from low level to higher elevations that do not necessarily support agricultural operations. Development in this district should take into account the compliance with state guidelines and requirements for septic systems, well systems, drainage and any environmental requirement that exists. The development area would be consistent with meeting the previously stated requirements. Present zoning and road frontage requirements limit development. Further, this district is intended to protect the rural character of the Town of Winchester. **The Town of Winchester is currently under Winnebago County Zoning. If a change in zoning is desired, this Agricultural**

District designation will serve as a guide for Town recommendations to Winnebago County.

9. **Extraction District.** This district encompasses areas of existing and future sand and gravel extraction sites.

OTHER AMENITIES:

During the plan development process, residents, landowners, the Plan Commission, and other stakeholders identified several additional amenities that have been included on the *Future Land Use Maps*. What follows is a description of these items:

- A **multi-use trail** in the easement the Town acquired from WisDOT as part of the highway expansion project. Supporting connections to the village center are also shown on the plan map in accordance with the community survey results, visions, and resident comments made during the public meetings.
- **Historical Library** for the Winchester Area Historical Society.
- **Town park facilities** based on a desire expressed by a landowner on the *Landowner Desire Map* and National Park and Recreation Association Standards.
- A **park and ride lot** at the CTH II and USH 45 interchange, at the site of the former Winchester Inn (southeast corner of intersection), based on resident suggestions.

GROSS DENSITY AND ANNUAL BUILDING RATES

The DRAFT Winnebago County Comprehensive Plan identifies the Larsen-Winchester Sanitary District (and adjacent areas) as a **village district**. Areas beyond the **village district** are classified as **agricultural**. The Town of Winchester's *Future Land Use Maps* and associated goals, objectives and policies present a consistent pattern of development.

The DRAFT Winnebago County Plan goes on to recommend that Village Districts should meet a gross density standard of no less than 3 units per 1 acre unless the existing development pattern is less. There is not a similar standard for the agricultural area. Recent drafts indicate that the gross densities should be specified by participating communities, rather than have a single set of county standards.

The gross density of existing land uses in the Larsen-Winchester Sanitary District is 0.88 units per 1 acre. Future development in the Single Family and Subdivision District, as well as, the Transitional Residential District shown on the *Future Land Use Maps*, is anticipated to range between 0.88 units per 1 acre and 3 units per 1 acre. The expected gross density of residential development in the Agricultural District, is expected to range between 1 unit per 35 acres and 1 unit per 5 acres, depending on its location and current zoning.

Table 29 provides a detailed breakdown of projected future development, in five-year increments, in the Town of Winchester. With respect to housing development, the acreage is based upon the population projections provided in Table 3 (See Chapter 1) and the corresponding number of projected households (200) as documented in the Housing Element (based on historic building permit trends and official State Department of Administration projections). The projected acreage for future residential development shown in Table 29 is enough to accommodate twice the projected demand for housing

units. This was done to accommodate increases in development requests due to completion of the new highway corridors. Therefore, the Town expects between 10 and 20 additional housing units to be constructed each year.

To implement this plan, the Town of Winchester Plan Commission will:

- Direct development to areas identified on the 20-Year *Future Land Use Map*
- Seek to minimize residential development lining rural road frontages
- Encourage development in the sanitary district

As with any long-term planning document, as proposals are presented, amendments may be necessary to reflect market forces that shift land use patterns.

Land Use Type	2005 (acres)	2010 (acres)	2015 (acres)	2020 (acres)	2025 (acres)
Single Family Residential	341	366	450	500	575
Transitional Residential	275	700	1,000	1,500	1,758
Multiple Family Residential	2	10	15	19	19
Highway Commercial	7	47	127	167	200
Neighborhood Commercial	2	5	10	13	15
Environmental Areas (incl. water)	7,432	7,250	7,000	6,550	6,380
Extractive	130	130	130	130	130
Transportation	601	620	700	740	800
Agriculture	14,618	14,274	13,960	13,748	13,460
Utilities/Community Facilities	9	15	25	50	80

Relationship to Other Required Plan Elements

Throughout this plan, important ways each of the required elements relates to the Land Use Element has been discussed. The Land Use Element will have a significant role in the two remaining elements of this plan, as described below.

INTERGOVERNMENTAL COORDINATION ELEMENT

Intergovernmental activities have the potential to impact the Town in many ways. For example, the activities of the Larsen-Winchester Sanitary District will impact the development potential within the village center of the Town. Extensive residential development in the Town of Clayton will likely increase development pressure in Winchester. The development of the new highway corridors has made Winchester more accessible to surrounding communities and increased the development potential in several areas. The Winnebago County Zoning Ordinance is the primary development tool in effect in the Town. These issues and others are discussed in the Intergovernmental Chapter. The Town of Winchester's desires with respect to these and other intergovernmental activities that can impact land use are reflected on the *Future Land Use Maps*.

IMPLEMENTATION ELEMENT

It takes much more than simply adopting a plan to see the community's visions become reality. Implementation measures must be carried through. The Implementation Element includes the goals and objectives from all required plan elements with milestone dates for achieving each item. In addition, the Implementation Element discusses the potential development of a density reserve land trust program, a growth management policy, and a local subdivision / land division ordinance to achieve the visions expressed in this plan.

Goals, Objectives and Policies

The Town of Winchester anticipates that it will grow over the next 20 years. To ensure that this development will not destroy the rural character of the area, negatively impact the natural environment, or create undue congestion on roads, the Town will pursue the goals and objectives provided in Comprehensive Plan.

TOWN OF WINCHESTER

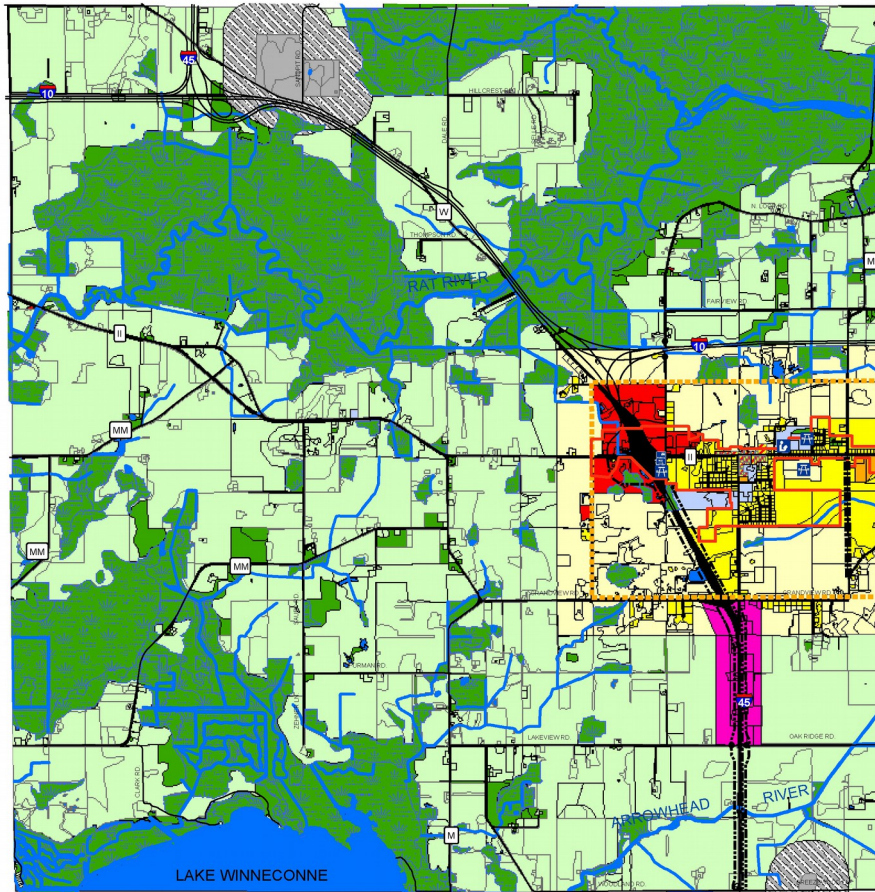
10-YEAR FUTURE LAND USE MAP

Town of Caledonia
Waupaca County

Town of Dale
Outagamie County

Town of Wolf River
Winnepago County

Town of Clayton
Winnepago County



Town of Winneconne
Winnepago County

Specific Development Suggestions

- : Post Office
- : Senior Housing

These developments should be within the Sanitary District

OMNI ASSOCIATES

ONE SYSTEMS DRIVE APPLETON, WI 54911
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PROJECT # M1109A03
DATE: 08/25/04
DRAWN BY: KAL
REVISED: 04/07/2005

LOCATION: F:\GIS\M1109A03\DRAWINGS\Future_10_11x17.mxd
SOURCE: Winnepago County WINGS Data, 2000
East Central Wisconsin Regional Planning Commission
2002 Larsen-Winchester Sewer Service Area Plan



1" = 4000'

LAND USE

- | | |
|---|-----------------------|
| SINGLE FAMILY AND SUBDIVISION DISTRICT | CONSERVATION/PARKS |
| UTILITIES AND COMMUNITY FACILITIES DISTRICT | HISTORICAL LIBRARY |
| AGRICULTURAL DISTRICT | PARK & RIDE |
| MULTI-UNIT HIGH DENSITY DISTRICT | FUTURE FRONTAGE ROADS |
| HIGHWAY COMMERCIAL | RIGHT-OF-WAY |
| NEIGHBORHOOD COMMERCIAL | STREAMS/RIVERS |
| RURAL COMMERCIAL | SANITARY DISTRICT |
| TRANSITIONAL RESIDENTIAL DISTRICT | SANITARY BOUNDARY |
| ENVIRONMENTAL RESOURCE DISTRICT | |
| EXTRACTION DISTRICT | |
| 1200 FT QUARRY BUFFER | |
| WETLANDS | |
| WATER FEATURES | |

TOWN OF WINCHESTER

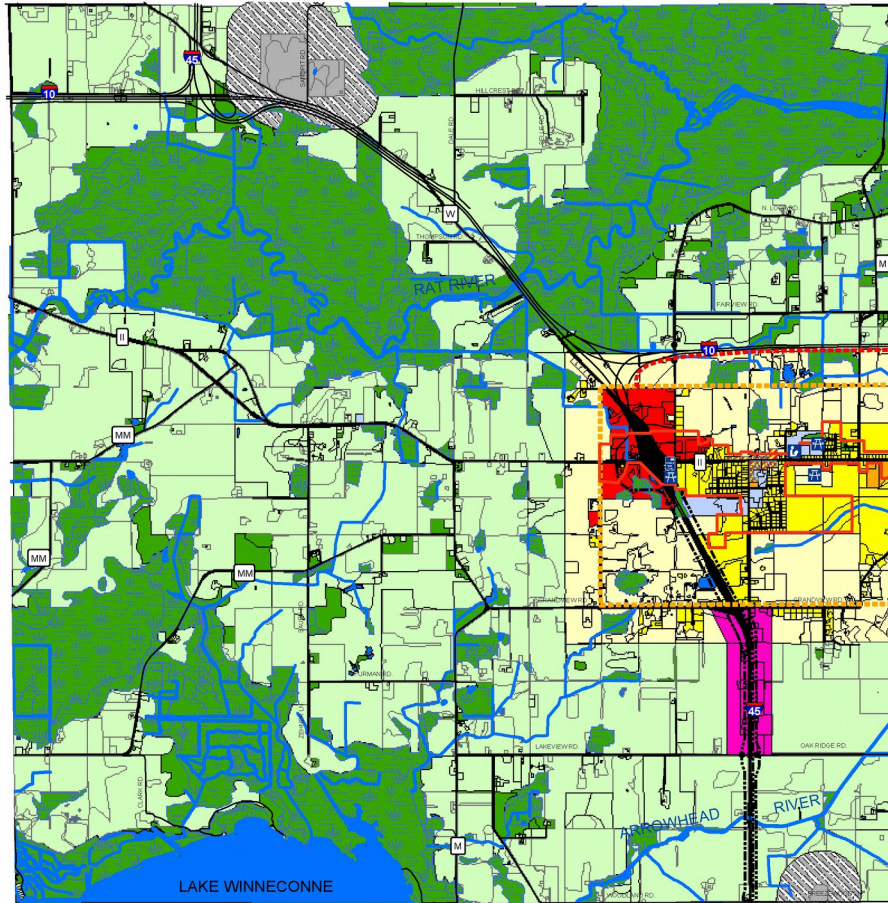
20-YEAR FUTURE LAND USE MAP

Town of Caledonia
Waupaca County

Town of Dale
Outagamie County

Town of Wolf River
Winnebago County

Town of Clayton
Winnebago County



Town of Winneconne
Winnebago County

Specific Development Suggestions

- : Post Office
- : Senior Housing

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LAND USE

- | | |
|---|-----------------------|
| SINGLE FAMILY AND SUBDIVISION DISTRICT | CONSERVATION/PARKS |
| UTILITIES AND COMMUNITY FACILITIES DISTRICT | HISTORICAL LIBRARY |
| AGRICULTURAL DISTRICT | PARK & RIDE |
| MULTI-UNIT HIGH DENSITY DISTRICT | USH 10 TRAIL |
| HIGHWAY COMMERCIAL | FUTURE FRONTAGE ROADS |
| NEIGHBORHOOD COMMERCIAL | RIGHT-OF-WAY |
| RURAL COMMERCIAL | STREAMS/RIVERS |
| TRANSITIONAL RESIDENTIAL DISTRICT | SANITARY DISTRICT |
| ENVIRONMENTAL RESOURCE DISTRICT | SANITARY BOUNDARY |
| EXTRACTION DISTRICT | |
| 1200 FT QUARRY BUFFER | |
| WETLANDS | |
| WATER FEATURES | |

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