

# Town of Winchester

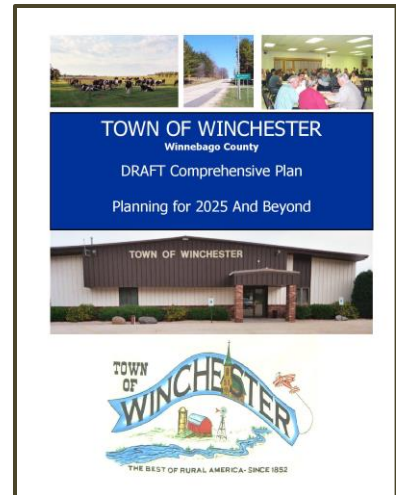
Winnebago County, Wisconsin

## Introduction

The *Town of Winchester Comprehensive Plan: Planning for 2025 and Beyond* was adopted in November 2006. Under Wisconsin's Comprehensive Planning Law an adopted plan must be updated at least once every ten years [Chapter 66.1001(2)(i), Wis. Stats.]. The *2022 Addendum to the 2006 Comprehensive Plan and 2016 Addendum document* represents an official 5-year Review of the same. It includes additions and revisions to the Land Use Current and Future) plan element specified in the planning law.

## Why an Addendum to the Comprehensive Plan?

An addendum is an addition to an existing document intended to supplement the original text. The Town of Winchester chose to add to, not revise, the current plan since much of the information contained within it remains relevant seventeen years after its initial adoption. The information presented in the Addendum includes a reexamination of the Land Use plan element contained in the original document. The Town of Winchester Plan Commission at direction of the Town Board of Supervisors completed the process of developing the 2022 Addendum.



## Intergovernmental Announcements

In December 2022, letters were mailed to Winchester's municipal neighbors and other parties with a potential interest in the comprehensive planning process. These 'intergovernmental partners' included:

- Winnebago, Outagamie, and Waupaca Counties
- The Towns of Clayton, Vinland, Winneconne, and Wolf River in Winnebago County; Town of Caledonia in Waupaca County, and Town of Dale in Outagamie County.
- New London Area School District and Winneconne Community School District
- East Central Wisconsin Regional Planning Commission
- Wisconsin Departments of Administration, Natural Resources, and Transportation
- Local nonmetallic mining operations

The purpose of the letters was to inform intergovernmental partners of the amendment process and provide information regarding how to review and provide comment on the draft document.

## Community Engagement

The process of updating the plan began with a properly noticed meeting of the Town of Winchester Plan Commission held on September 14, 2021 at the Winchester Town Hall. The purpose of the session was to inform the public of the planning process and to conduct a reexamination of the Land Use plan element and Future Land Use Map contained in the original document and the 2016 Addendum document. The information generated during the initial meeting, including public participation informed the planning process and served as a foundation for the 2022 Addendum.

**1                    2022 Addendum to 2006 Comprehensive Plan and the 2016 Addendum document**

### **Presentation of First Draft**

The Plan Commission requested feedback from *Community Planning and Consulting, LLC*, the Town's Planning Consultant. The Commission reviewed the consultant's feedback as well as the first draft of the 2022 Amendments during a properly noticed public meeting on October 12, 2021. Following the presentation, revisions were made at the request of the Town of Winchester Plan Commission. The final revisions were again reviewed by the Plan Commission at a properly noticed public meeting held on June 14, 2022 and forwarded to the Town Board of Supervisors for review prior to preparation for the Public Hearing.

### **Public Hearing & Adoption**

A Public Hearing on the 2022 Addendum was held on January 10, 2023 at the Town Hall. Following the hearing, the Plan Commission recommended adoption by the Town of Winchester Board of Supervisors. The 2022 Addendum to the 2006 Comprehensive Plan and the 2016 Addendum was adopted on January 16, 2023.

### **Intergovernmental Distribution**

Copies of the 2022 Addendum were distributed to intergovernmental partners as required under the planning law. Copies of the document will be maintained for public viewing at the Town Hall and Winneconne Public Library in the Village of Winneconne.

## **Chapter 8: Land Use – 2022 Addendum**

As identified in the 2016 Addendum to the Town of Winchester 2006 Comprehensive Plan, Land Use is the central element of a comprehensive plan. Its main purpose is to provide a framework for decision makers to guide growth and development. Wisconsin’s Comprehensive Planning Law requires that land use decisions reached via a zoning ordinance, subdivision ordinance, or official map be consistent with the comprehensive plan (Chapter 66.1001(3), Wis. Stats.). The revisions included in the 2022 Addendum primarily focus on Future Land Use and align with the existing land use patterns in Winchester. The 2022 Addendum sets forth a plan for future land use consistent with the community’s visions. It will guide the Town Board, Plan Commission, property owners, and developers in decisions regarding the type, location, and density of future development.

Implementation of the comprehensive plan will result from the incremental decisions made by elected and appointed officials during the review and approval of zoning changes, certified survey maps, subdivision plats, site plans, and the like. Through these decisions, the Town will realize its goals and aspirations as they relate to the physical growth and development of the community. Successful implementation will require a sustained effort by the public and private sectors to utilize this chapter, and the Future Land Use map contained within it, as *the essential decision-making guide* for land use in the Town of Winchester.

### **Land Use Vision**

*To preserve the places most important to the residents of Winchester while allowing for well-planned development designed in harmony with the natural landscape so as to ensure a safe, beautiful, and thriving community for future generations.*

### **Future Land Use Map**

The future land use map is the visual representation of the visions, goals, objectives, and policies presented in the comprehensive plan. It is the principal tool used by the Town to guide development. As per Wisconsin’s Comprehensive Planning Law, decisions related to development and governed by the zoning and subdivision ordinances must be made in a manner “consistent” with the map.

The future land use map will guide the Town Board and Plan Commission when making decisions regarding land use. Landowners and developers will consult the plan when making development decisions and should be confident that an application for development that is consistent with the comprehensive plan will be approved. However, the comprehensive plan is not a static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become less effective over time. Applications for rezoning and development that are inconsistent with the plan must be given due consideration, not rejected out of hand. In some situations, it may be desirable to amend the plan (and maps) to accommodate a compatible, but previously unplanned use.

Changes to the plan (including plan maps) must be considered in the context of all nine required plan elements, and reflect the visions, goals, objectives, and policies expressed within the 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. Town Board approval of proposed amendments is required before a proposed action may proceed. For additional information regarding plan amendments please refer to Chapter 10: Implementation of the 2006 Comprehensive Plan.

## Land Use Descriptions

The Town of Winchester will utilize ten future land use planning categories 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. **Industrial District.** The industrial land use category is made up of light and heavy manufacturing, production, processing, fabrication, assembly, packaging, warehousing, wholesaling, and distribution of goods. Most of these uses are found outside of the Town

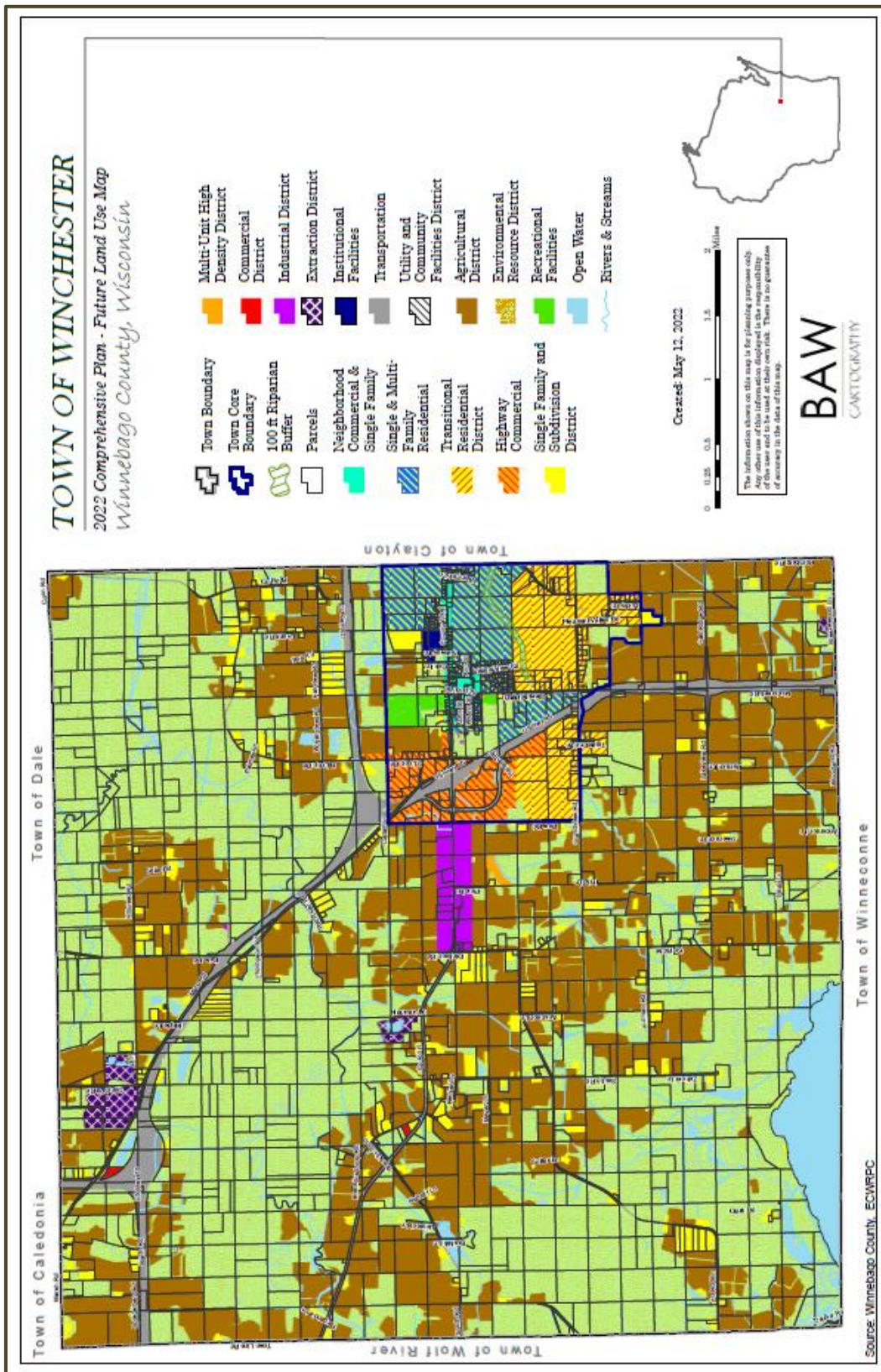
Core as well as outside the sanitary district but along the main arterial County Road II Corridor west of the STH 45/CTR II interchange.

6. **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.
7. **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.
8. **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.
9. **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.
10. **Extraction District.** This district encompasses areas of existing and future sand and gravel extraction sites.



# Town of Winchester

Winnebago County, Wisconsin



## **Chapter 10: Implementation**

### **Introduction**

The implementation chapter is the “how to” portion of the plan. It describes the actions necessary to realize the visions presented in this document through the goals, objectives, and policies associated with each chapter. The information included herein represents the commitments the Town of Winchester has made to achieve its desired future.

### **Responsible Parties**

The responsibility for implementing this plan will primarily lay with the Plan Commission, with the Town Board retaining the authority to approve recommended implementation actions. All Town Board and Plan Commission decisions pertaining to land use and development will be made in accordance with this document. The individuals and groups responsible for each action item are listed within the tables that follow.

### **Review and Update Process**

The comprehensive plan may be revised at any time. However, state statutes require that a comprehensive plan be updated no less than once every ten years. The Town of Winchester will adhere to the following comprehensive plan review timeline:

- Five-year Review – Within five years of plan adoption, the Plan Commission will undertake a review of the document to determine whether revisions are warranted. Any changes to the document trigger the same public participation requirements as adoption of the initial plan including, but not limited to: intergovernmental announcements, public participation plan, and a Class 1 public hearing. The Town Board shall approve the amended plan.
- Ten-year Update – Within ten years of plan adoption, the Planning & Zoning Commission will update the plan as required under Chapter 66.1001(2)(i), Wis. Stats., and consistent with all other requirements of Wisconsin’s Comprehensive Planning Law.

### **Petitions for Plan Revision**

Any interested party may petition the Plan Commission for a revision to the comprehensive plan. The process for revising the plan would entail:

- Submittal of a request to have a petition for revision placed on the agenda of the next regularly scheduled meeting of the Plan Commission.
- Plan Commission review of request and recommendation to the Town Board.
- Town Board approval of opening the comprehensive plan to potential revision.

Once the Town Board approves opening the plan for potential revision, the process must adhere to all plan development and adoption requirements as per Chapter 66.1001, Wis. Stats.

## **Chapter X: Appendix**

The Appendix of the 2023 Addendum to the 2006 Comprehensive Plan and 2016 Addendum document includes:

- The Public Participation Plan, describing the opportunities available for the general public to engage in the process of updating the plan.
- A copy of the Town of Winchester ordinance adopting the 2023 Addendum to the 2006 Comprehensive Plan and 2016 Addendum document.

These documents appear on the following pages.



## **PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION**

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### **Introduction**

The purpose of the Public Participation Procedures and Plan Adoption is to chronicle the means by which the Town of Winchester engaged the public in the review and update of the 2022 Comprehensive Plan and describe the process by which the Town Board adopted the amended document. The goal of the update process was to ensure that the amended plan was developed in a fair and consensus-based manner, balancing community and individual interests to achieve the desired future for the Town of Winchester.










### **Comprehensive Plan Law Requirements**

Chapter 66.1001 (4)(a), Wis. Stats., requires that, “The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

### **Public Participation Procedures**

The Town of Winchester, Winnebago County, Wisconsin, in order to engage the public in the process of updating the 2006 Comprehensive Plan has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved through the planning process.

The Town Board designated the Town of Winchester Plan Commission as the appropriate representative body to initiate this public involvement effort. In accordance with the requirements of Chapter 66.1001 (4)(a), Wis. Stats., the Plan Commission did:

-  Hold a Community Engagement Session to begin the plan update process.
-  Hold regularly scheduled meetings of the Plan Commission to review amended plan chapters and maps.
-  Hold a Public Hearing to solicit testimony from interested parties regarding the recommended update of the comprehensive plan.
-  Post all meeting summaries and draft plan elements and maps to the Town website.
-  Make available to the public information about the planning process and copies of plan documents.
-  Record meeting attendance through sign-in sheets as part of the plan process record.
-  Recommend to the Town of Winchester Board of Supervisors the adoption of these Public Participation Procedures.
-  Actively solicit comments and suggestions from the residents and property owners of the Town, neighboring municipalities, local school districts, Winnebago County, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, nonmetallic mining interests with the Town, and the general public.
-  Accept Written comments from residents, landowners, and other interested parties throughout the planning process.

## **PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION**

All meetings related to the comprehensive plan were open to the public and duly posted pursuant to Ch. 985.02(2) Wis. Stats. The public notice announcing the required public hearing on the plan was published as a Class 1 notice, pursuant to Ch. 985.02(1) Wis. Stats., at least 30 days prior to the hearing. The Class 1 notice included the following:

- ✎ Date, time, and place of the hearing
- ✎ A brief summary of the recommended amendments to the 2006 Town of Winchester Comprehensive Plan and the 2016 Addendum document.
- ✎ The name of the Town representative who could provide additional information regarding the process of updating the plan.
- ✎ The locations where a copy of the updated comprehensive plan could be viewed prior to the hearing.

Prior to posting the public hearing notice, copies of the recommended 2022 Addendum to the 2006 Town of Winchester Comprehensive Plan and 2016 Addendum document were made available for viewing at the Town Hall and on the Town website. Written testimony was accepted prior to and during the public hearing. Oral testimony was accepted during the hearing. All approved revisions to the recommended 2022 Addendum to the 2006 Town of Winchester Comprehensive Plan and 2016 Addendum document resulting from testimony provided during the hearing were posted to the project website and included in the official minutes of the hearing.

### **Plan Adoption**

The Town of Winchester Board of Supervisors established a Town Plan Commission in accordance with the requirements of Ch. 66.1001(4)(a) Wis. Stats. The Plan Commission was the primary party responsible for the development of the 2006 Town of Winchester Comprehensive Plan, the 2016 Addendum document, and the 2022 Amendment. Following the public hearing, and the incorporation of any revisions prompted by submitted testimony, the Plan Commission recommended to the Town Board the adoption of the 2022 Addendum to the 2006 Town of Winchester Comprehensive Plan and 2016 Addendum document.

Based on the recommendation of the Plan Commission, the Town Board, by majority vote, enacted an ordinance adopting the 2022 Addendum to the 2006 Town of Winchester Comprehensive Plan and 2016 Addendum document. A copy of the ordinance and adopted plan was delivered to the following:

- ✎ Winnebago County
- ✎ Winneconne Public Library
- ✎ Towns of Clayton, Vinland, Winneconne, and Wolf River in Winnebago County; Town of Caledonia in Waupaca County; and Town of Dale in Outagamie County.
- ✎ New London Area School District and Winneconne Community School District
- ✎ East Central Wisconsin Regional Planning Commission
- ✎ Wisconsin Departments of Administration, Natural Resources, and Transportation

A copy of the 2022 Addendum to the 2006 Town of Winchester Comprehensive Plan and 2016 Addendum document will be permanently maintained at the Winchester Town Hall and Winneconne Public Library for public viewing purposes. A paper or digital copy of the document may be obtained by contacting the Town Clerk.



## **PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION**

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### **Plan Implementation & Update**

The Town of Winchester Plan Commission shall assist the Town Board in implementing the provision of the 2022 Addendum to the 2006 Town of Winchester Comprehensive Plan and 2016 Addendum document. From time to time, but not less than once every ten years, the Plan Commission shall review the comprehensive plan for potential changes, additions, amendments, or corrections. The Plan Commission shall be responsible for recommending comprehensive plan amendments to the Town Board on a majority vote of its entire membership.

**Town of Winchester**  
8522 Park Way, Larsen, WI 54947  
**ORDINANCE 2023-01**

Adopting the Amended Town of Winchester Comprehensive Plan

STATE OF WISCONSIN

Town of Winchester, Winnebago County

SECTION I – TITLE AND PURPOSE

The title of this ordinance is the Town of Winchester Comprehensive Plan Ordinance. The purpose of this ordinance is for the Town of Winchester, Winnebago County, Wisconsin, to lawfully adopt an amended comprehensive plan as required under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

The Town Board of the Town of Winchester, Winnebago County, Wisconsin, has authority under its village powers under s. 60.22, Wis. stats., to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Winchester must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the Town Board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

This ordinance, adopted by a majority of the Town Board on a roll call vote with a quorum present and voting and proper notice having been given, provides for the adoption by the Town of Winchester a comprehensive plan under s. 66.1001 (4), Wis. stats.

SECTION IV – PUBLIC PARTICIPATION

The Town Board has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by s. 66.1001 (4) (a), Wis. stats.

SECTION V – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Winchester, by a majority vote of the entire commission, recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the 2023 Addendum to the 2006 Comprehensive Plan and the 2015 Addendum document, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Town of Winchester has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

SECTION VII – ADOPTION OF TOWN COMPREHENSIVE PLAN

The Town Board, by the enactment of this ordinance, formally adopts the document entitled 2023 Addendum to the 2006 Comprehensive Plan and 2016 Addendum document under s. 66.1001 (4) (c), Wis. stats.

SECTION VIII – SEVERABILITY

If any provision of this ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this ordinance that can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are severable.

SECTION IX – EFFECTIVE DATE

This ordinance is effective on publication or posting. The Town Clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. stats., and a copy of the ordinance and the comprehensive plan, shall be filed with at least all of the entities specified under s. 66.1001 (4) (b), Wis. stats.

Adopted this \_\_\_\_ day of \_\_\_\_\_, 2023.

Vote: Aye: \_\_\_\_ Nay: \_\_\_\_

Matthew J. Olson, Chairman

Attest:

Holly Stevens, Clerk