

## LAND USE

### LAND USE PLANNING IN RELATION TO STATE STATUTES

Section 62.23 of the Wisconsin Statutes grants cities and villages the authority to prepare and adopt local master plans or plan elements. Section 60.10(2)(c) of the Statutes gives towns the authority to prepare and adopt a local master plan under Section 62.23 provided a town adopts village powers and creates a town plan commission. All of the towns in Ozaukee County, including the Town of Grafton, have adopted village powers and created a plan commission.

In 1999, the Wisconsin Legislature enacted legislation that greatly expanded the scope and significance of comprehensive plans within the State. The law, often referred to as Wisconsin's "Smart Growth" law, provides a new framework for the development, adoption, and implementation of comprehensive plans by regional planning commissions and by county, city, village, and town units of government. The law, which is set forth in Section 66.1001 of the Wisconsin Statutes, requires that the administration of zoning, subdivision, and official mapping ordinances be consistent with a community's adopted comprehensive plan beginning on January 1, 2010.

Several of the nine comprehensive planning elements required by Section 66.1001 of the Statutes must be updated or addressed to bring existing land use or master plans into compliance with the requirements of the comprehensive planning legislation. This chapter will focus on updating the Land Use Element for the Town of Grafton.

### LAND USE PLANNING IN THE REGION

The regional land use plan sets forth the fundamental concepts that are recommended to guide the development of the seven-county Southeastern Wisconsin Region. The most recent version of the plan

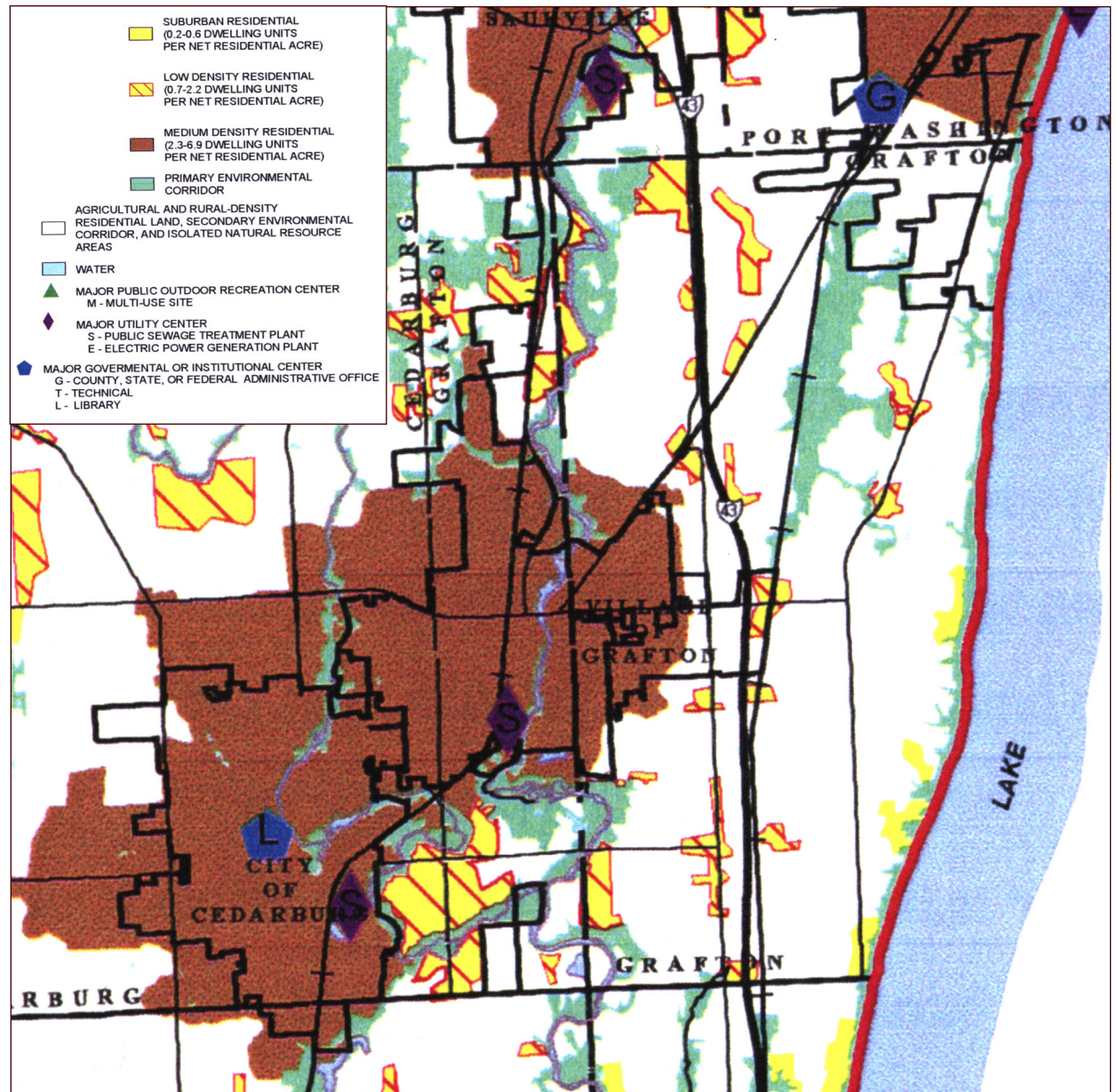


FIGURE 1: Regional Land Use Plan as it Pertains to the Ozaukee County Planning Area.  
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

(A Regional Land Use Plan for Southeastern Wisconsin: 2020) was adopted by SEWRPC on December 1997. The regional land use plan map as it pertains to the Ozaukee County planning area is illustrated in Figure 1.

The key recommendations of the plan include:

#### Environmental Corridors

The regional land use plan recommends the preservation of natural, open uses of the remaining primary environmental corridors. Under the plan, development within primary environmental corridors should be limited to transportation and utility facilities, compatible outdoor recreational facilities, and on a limited basis, rural density housing located at the fringes of upland environmental corridor using cluster development techniques at a maximum density of one dwelling unit per five acres. The plan further recommends the preservation, to the extent practicable, of remaining secondary environmental corridors and isolated natural resource areas, as determined through county and local planning efforts.

#### Urban Development

The regional land use plan encourages urban development only in those areas which are covered by soils suitable for such development, which are not subject to special hazards such as flooding or erosion, and which can be readily provided with basic urban services including public sanitary sewer service.

#### Prime Agricultural Land

The regional land use plan recommends that prime agricultural land be preserved for long-term agricultural use and not converted to either urban development or to other forms of rural development.

#### Other Agricultural and Rural-Density Residential Lands

In addition to preserving prime agricultural lands and environmental corridors, the regional land use plan seeks to maintain the rural character of other lands

located outside planned urban service areas. The plan encourages continued agricultural and other open space uses in such areas. The plan seeks to limit development in such areas primarily to rural-density residential development, with an overall density of no more than one dwelling unit per five acres. Where rural residential development is accommodated, the regional plan encourages the use of conservation design, with homes grouped together on relatively small lots surrounded by permanently preserved agricultural, recreational, or natural resource areas such as woodlands, wetlands, or prairies sufficient to maintain the maximum recommended density of no more than one home per five acres.

### **LAND USE PLANNING IN THE TOWN OF GRAFTON**

The purpose of land use planning in the Town of Grafton is to provide a description of how development will appear and what types of activities and densities are allowed. This chapter will serve as a primary tool for guiding future growth and development in the Town.

The land use element is based on standards which reflect the desires of community residents, committee members, elected officials and proven principles in community development, environmental preservation, and residential development.

Several factors of growth shall be explored regarding land use including social, economic, and physical.

- Social factors include those which give or maintain character (i.e. gathering areas, civic identity, and the “rural small town” feeling).
- Economic factors include the creation of jobs, balance of municipal expenses and revenue, and land value influenced by natural amenities and water quality.
- Physical factors include the actual development of the land (i.e. how it appears and feels, what types of development are allowed, and where development is located).

The land use element cannot be successfully implemented when only looking at the physical attributes of growth. Diverse and healthy communities grow in all three areas and a balance should be achieved to provide a quality environment for its residents. Together these factors influence one another, the current residents, and the attractiveness for new residents and businesses.

#### Demand for Development

One method for measuring the demand for development within a community is to examine the amount and price of land being sold. Table 1 - Table 3 compare agricultural land sales between Ozaukee County and the remaining Region. Table 1 illustrates agricultural land sales for 2004, Table 2 illustrates agricultural land sales for 1998, and Table 3 illustrates the percent change from 1998 to 2004. The middle columns in each table identify agricultural land that has been converted to other uses for development.

For agricultural land being developed, the number of transactions in 1998 was very similar to 2004; however, the number of acres sold and the average dollar per acre greatly increased. A 73% increase in the total number of acres sold is shared with a 317% increase in the overall dollars per acre.

The 73% change in agricultural land sales reveals the fact that Ozaukee County has agricultural land that is in high demand for development. This can be attributed to Ozaukee County's close proximity to the City of Milwaukee. Agricultural land proximate to the City is, in general, valued higher for development. The Town of Grafton certainly falls within this development scenario.



## LAND USE PLAN - DISTRICTS

Figure 2 (Generalized Land Uses in the Town of Grafton: 2007) shows the existing land uses for the Town of Grafton per SEWRPC. The Zoning Map and Future Land Use Map are the primary planning tools that the Town of Grafton uses in its land use decision making. The Town utilizes its current Zoning Map, which is updated frequently and on file in the Town office, as its display of existing land uses.

The following descriptive standards for each district within the Town's Future Land Use Map are based on goals, objectives, and policies from all the elements of this Comprehensive Plan. The following districts and standards associated with each district are intended to guide future land use decisions in the Town. The districts are as follows:

- **Residential Districts (R-1, R-2, R-3, R-Tr)**
- **Business Districts (B-1, B-2, BP-1, BP-2, BP-3)**
- **Manufacturing and Warehousing Districts (M-1, M-2)**
- **Agricultural / Rural Residential District (A-2)**
- **Park and Recreation District (P-1)**
- **Port Washington Road Districts (PW, PWB-1)**
- **Multi-Family Residential District (RM-1)**
- **Residential Conservation Overlay (RCDO)**
- **Office District (O-1)**
- **Conservancy Overlay Districts (C-1, C-2)**

### Residential District (R-1, R-2, R-3, R-Tr)

The intent of the Town's Residential Districts is to focus on and maintain a natural/rural character and preserve and protect the scenic and traditional resources of the area. The Residential Districts are identified as R-1, R-2, R-3, & R-Tr. Densities in these districts range from 1 unit/5 acres (R-1), to 1 unit/3 acres (R-2), and 1 unit/acre or less (R-3). R-Tr is unique.

Lower density residential areas of the Town are located on the eastern side of Interstate 43 (**along the lakeshore**) and intend to provide for larger lots as well as lakeshore development. These sections are also focused along

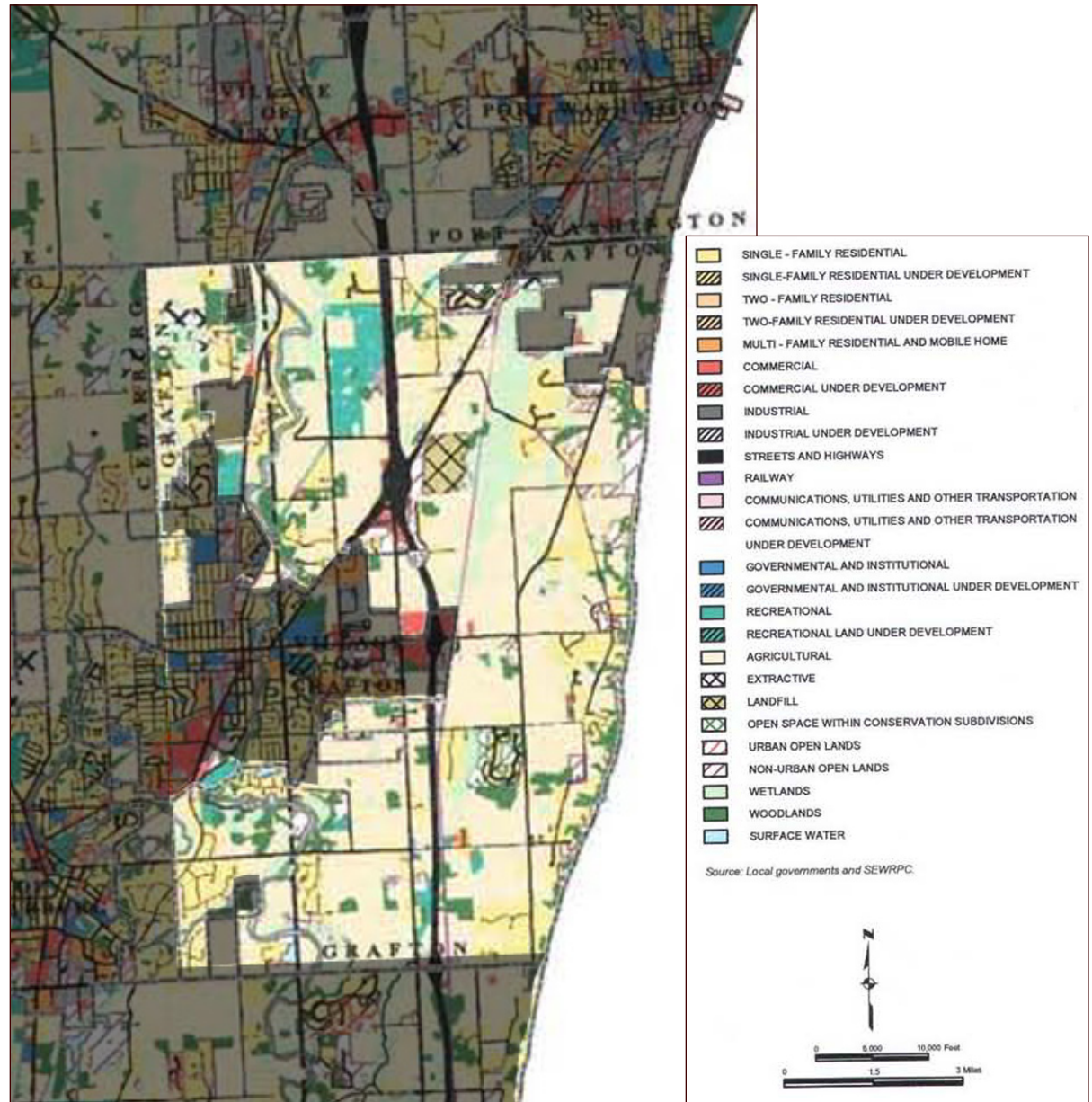


FIGURE 2: Generalized Land Uses in the Town of Grafton: 2007  
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

TABLE 1: Agricultural Land Sales - Land with and without Buildings and Improvements (2004).

County	Ag. Land Continuing in Ag. Use			Ag. Land Being Diverted to Other Uses			Total of All Agricultural Land		
	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre
<b>Ozaukee</b>	<b>8</b>	<b>541</b>	<b>\$5,699</b>	<b>11</b>	<b>785</b>	<b>\$19,733</b>	<b>19</b>	<b>1,326</b>	<b>\$13,817</b>
Kenosha	15	1,016	\$11,338	7	557	\$25,070	22	1,573	\$15,756
Milwaukee	0	0	\$0	0	0	\$0	0	0	\$0
Racine	8	623	\$9,817	12	806	\$11,115	20	1,429	\$11,581
Walworth	35	4,326	\$6,777	8	680	\$14,178	43	5,006	\$7,621
Washington	9	518	\$4,857	28	1,970	\$17,721	37	2,488	\$14,494
Waukesha	6	340	\$11,923	24	1,291	\$2,783	30	1,631	\$24,215
<b>Southeastern District</b>	<b>81</b>	<b>7,364</b>	<b>\$7,797</b>	<b>90</b>	<b>6,089</b>	<b>\$18,565</b>	<b>171</b>	<b>13,453</b>	<b>\$12,766</b>

Source: Wisconsin Agricultural Statistics Service

TABLE 2: Agricultural Land Sales - Land with and without Buildings and Improvements (1998).

County	Ag. Land Continuing in Ag. Use			Ag. Land Being Diverted to Other Uses			Total of All Agricultural Land		
	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre
<b>Ozaukee</b>	<b>8</b>	<b>443</b>	<b>\$2,625</b>	<b>7</b>	<b>325</b>	<b>\$3,874</b>	<b>15</b>	<b>768</b>	<b>\$3,312</b>
Kenosha	14	704	\$5,806	8	444	\$1,485	22	1,148	\$9,196
Milwaukee	0	0	\$0	1	38	\$6,216	1	38	\$6,216
Racine	12	969	\$3,143	5	144	\$2,747	17	1,113	\$3,056
Walworth	43	3,257	\$3,363	13	833	\$5,089	56	4,090	\$3,670
Washington	12	705	\$3,796	7	242	\$6,163	19	947	\$4,290
Waukesha	11	616	\$4,603	14	623	\$5,566	25	1,239	\$5,037
<b>Southeastern District</b>	<b>100</b>	<b>6,694</b>	<b>\$3,790</b>	<b>55</b>	<b>2,649</b>	<b>\$7,100</b>	<b>155</b>	<b>9,343</b>	<b>\$4,766</b>

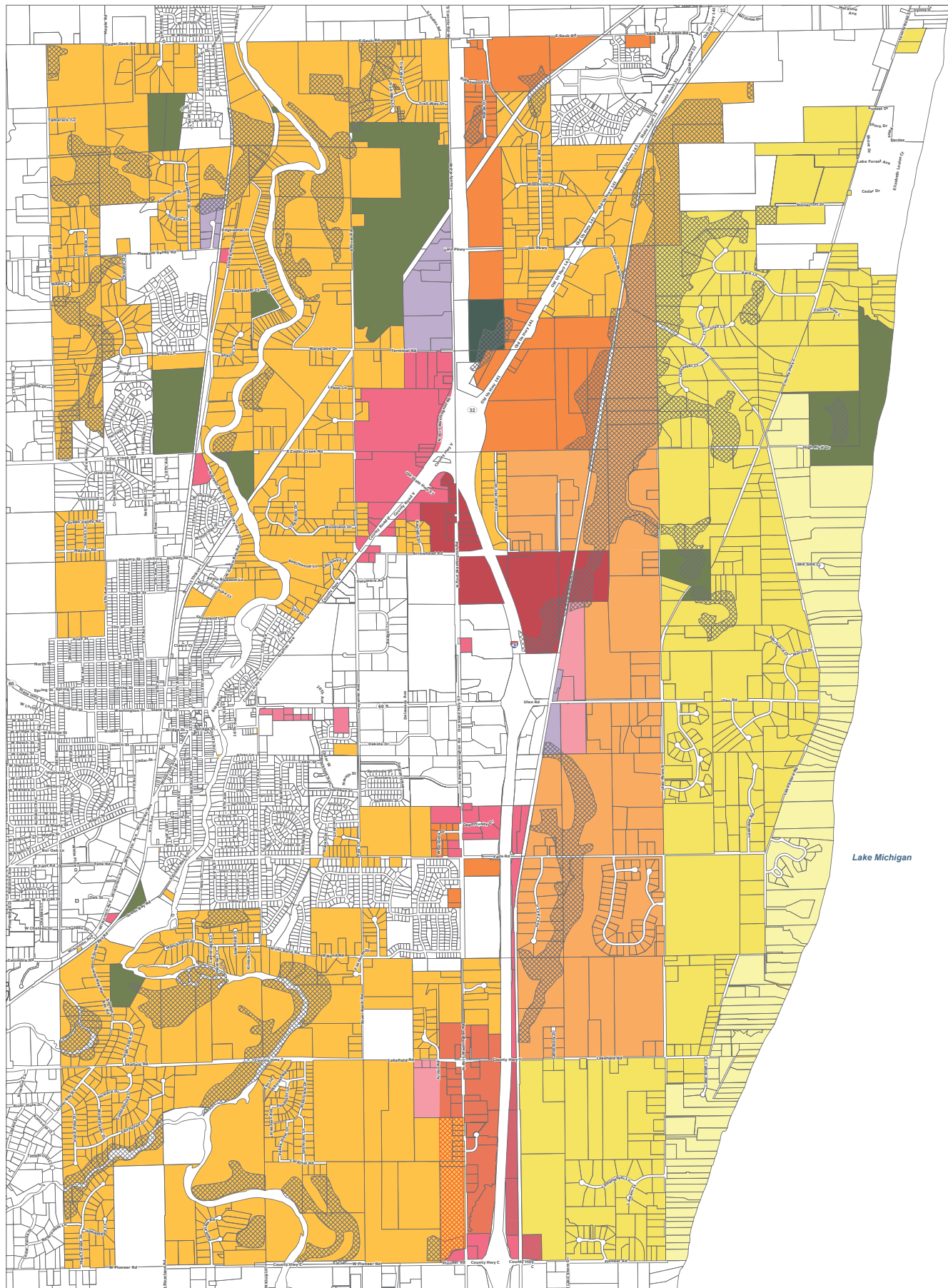
Source: Wisconsin Agricultural Statistics Service

TABLE 3: Agricultural Land Sales - Land with and without Buildings and Improvements (Change 1998 - 2004).

County	Ag. Land Continuing in Ag. Use			Ag. Land Being Diverted to Other Uses			Total of All Agricultural Land		
	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre
<b>Ozaukee</b>	<b>0%</b>	<b>22%</b>	<b>117%</b>	<b>57%</b>	<b>142%</b>	<b>409%</b>	<b>27%</b>	<b>73%</b>	<b>317%</b>
Kenosha	1%	44%	95%	-13%	25%	1588%	0%	37%	71%
Milwaukee	0%	0%	0%	-100%	-100%	-100%	-100%	-100%	-100%
Racine	-33%	-36%	212%	140%	460%	305%	18%	28%	279%
Walworth	-19%	33%	102%	-38%	-18%	179%	-23%	22%	108%
Washington	-25%	-27%	28%	300%	714%	188%	95%	163%	238%
Waukesha	-45%	-45%	159%	71%	107%	-50%	20%	32%	381%
<b>Southeastern District</b>	<b>-19%</b>	<b>10%</b>	<b>106%</b>	<b>64%</b>	<b>130%</b>	<b>161%</b>	<b>10%</b>	<b>44%</b>	<b>168%</b>

Source: Wisconsin Agricultural Statistics Service





## Town of Grafton Future Land Use Map

Parcels

PW Zoning Allowed After 80% of Planned PW Develops

C-1: Conservancy Overlay District

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B-1: Business District

B-2: Business District

BP-1: Business Park District

BP-3: Business Park District

C-2: Conservation District

M-1: Light Manufacturing and Warehousing District

M-2: Light Manufacturing and Warehousing District

O-1: Office District

P-1: Park and Recreation District

0 0.25 0.5 1 Miles



PW: Port Washington Road District

PWB-1: Port Washington Business District

R-1: Residential District

R-2: Residential District

R-3: Residential District

R-Tr: Transitional Residential District

RM-1: Multi-Family Residential District





TABLE 4: Land Use Trends.

	Town of Grafton												Ozaukee County Towns			Ozaukee County		
	1970			1980			1990			2000			2000			2000		
	Acres	% Dev. Area	% Total Area	Acres	% Dev. Area	% Total Area	Acres	% Dev. Area	% Total Area	Acres	% Dev. Area	% Total Area	Acres	% Dev. Area	% Total Area	Acres	% Dev. Area	% Total Area
Residential										1,201	52.1%	12.4%				18,938	55.0%	11.9%
Single Family										1,186	51.4%	12.2%				17,900	52.0%	11.2%
Two Family										NA	NA	NA				453	1.3%	0.3%
Multi Family										9	0.4%	0.1%				573	1.7%	0.4%
Mobile Home										6	0.3%	0.1%				12	NA	NA
Commercial										44	1.9%	0.5%				933	2.7%	0.6%
Industrial										35	1.5%	0.4%				978	2.9%	0.6%
Transportation										751	32.5%	7.7%				9,606	27.9%	6.0%
Arterial Street ROW's										450	19.5%	4.6%				4,021	11.7%	2.5%
Non-arterial Street ROW's										248	10.7%	2.6%				5,127	14.9%	3.2%
Railroad ROW's										53	2.3%	0.5%				458	1.3%	0.3%
Communication & Utilities										11	0.5%	0.1%				384	1.1%	0.2%
Governmental & Institutional										8	0.4%	0.1%				1,145	3.3%	0.7%
Recreational										257	11.1%	2.6%				2,456	7.1%	1.5%
<b>Urban Subtotal</b>										<b>4,259</b>	<b>100.0%</b>	<b>23.8%</b>				<b>44,046</b>	<b>100.0%</b>	<b>21.6%</b>
Natural Resource Areas										1,605	21.7%	16.5%				27,892	22.4%	17.6%
Woodlands										517	7.0%	5.3%				7,863	6.3%	5.0%
Wetlands										984	13.3%	10.1%				17,750	14.3%	11.2%
Surface Water										104	1.4%	1.1%				2,279	1.8%	1.4%
Agricultural										4,846	65.5%	49.9%				85,799	69.0%	54.0%
Extractive & Landfill										118	1.6%	1.2%				662	0.5%	0.4%
Open Lands										832	11.2%	8.6%				10,003	8.1%	6.4%
<b>Nonurban Subtotal</b>										<b>7,401</b>	<b>100.0%</b>	<b>76.2%</b>				<b>124,356</b>	<b>100.0%</b>	<b>78.4%</b>
<b>Total</b>										<b>11,660</b>	<b>~</b>	<b>100.0%</b>				<b>168,402</b>	<b>~</b>	<b>100.0%</b>

Source: SEWRPC

the Ulao Creek and Ulao Swamp - with the C-1, C-2, and RCDO Overlays.

**Higher density residential areas of the Town are typically located on the western side of the Town or closer to the freeway. It should be noted that the Future Land Use Plan Map still allows for larger lots in that same area, as the 1 unit/acre density is simply a minimum. The R-Tr allows for a transitional district within the Village of Grafton Planning's area to offer development flexibility.**

#### **Multi-Family Residential (RM-1)**

**The Town of Grafton introduced a multi-family residential area in 2011 to allow for flexibility in housing options. The maximum number of units per building is outlined in the Zoning Code, along with other regulations.**

#### **Business District (B-1, B-2)**

Areas of the Business District in the Town are primarily along Interstate 43, County Trunk Highway V, and State Trunk Highway 32 along with others. The intent of the Business District is to provide for the orderly and attractive clustering of retail and other compatible service uses in the Town. The uses of this district provide for a high degree of visibility and accessibility.

Typical uses in this District may include retail uses, medical uses, and special service uses compatible with the area.

#### **Manufacturing and Warehousing District (M-1, M-2)**

Located primarily near the major intersection of Interstate 43, County Trunk Highway V, and State Trunk Highway 32, this district is intended to allow for light manufacturing and warehouse uses. This location, along with a few other nodes within the Town, is deemed appropriate by the Town due to its close proximity to the arterial highway system, if properly sited and buffered from adjacent uses that may not be compatible.

Typical uses in this District may include greenhouses, machine shops, business offices, and essential services.

#### **Agricultural / Rural Residential District (A-2)**

The Town utilizes approximately 50% of its land as Exclusive Agricultural land (A-1) and Agricultural / Rural Residential land (A-2). Agricultural land has always been a source of pride, livelihood, and a main characteristic for the community. The Agricultural District is intended to maintain, enhance, and preserve agricultural lands that have been primarily used for crop production and the raising of livestock. With the Agricultural / Rural Residential District, small farm units and other agriculturally-related activities are allowed, along with the creation of rural residential estate type lots.

#### **Office District (O-1)**

**The Town of Grafton introduced an office district in 2014 as a joint effort with the Village of Grafton. This district includes the parcels along STH 60.**

#### **Park and Recreation District (P-1)**

The Town is very proactive in terms of protecting its existing environmental, natural, and sensitive areas. The Park and Recreation District is intended to provide for areas where both the public and private recreational needs are fulfilled without disturbing natural and adjacent areas.

**Port Washington Road District (PW, PWB-1)** Located along Port Washington Road, the Port Washington Road Districts utilize the high traffic counts and accessibility to the arterial highway system. Because of its location, these Districts are essential to the future growth and expansion of smaller businesses in the Town.

The Town of Grafton strives to preserve its rural character and maintain sensitivity to all surrounding residential development. Therefore the intent of these districts is for orderly and attractive business development that maintains lower traffic volumes and less intense activities than conventional business districts in the area. Furthermore, aesthetically pleasing small-scale business and retail structures

with proper vehicle access, signage, and appropriately landscaped yards are required in these districts. Typical uses include retail, office, information, service trade, and other civic uses.

#### **Business Park District (BP-1, BP-2, BP-3)**

Located along the major components of the arterial highway system (Interstate 43, County Trunk Highway V, and County Trunk Highway 32), the Business Park Districts are intended to allow for the development of large-scale business facilities in a campus setting. The location of these Districts along arterials is ideal for a high degree of both visibility and accessibility.

The Business Park Districts are imperative to the Town's tax base; however, poor and/or improper interpretation of permitted uses can lead to a lesser aesthetic appeal of the structure(s) and inefficient site circulation. Careful evaluation must be taken to ensure proper design of structures that include orderly off-street parking, storage, loading zones, and landscape buffers. All parking areas should have adequate pedestrian circulation and landscape buffers for visual appeal.

Additional design standards for the BP-1, BP-2, and BP-3 District are outlined in the Town of Grafton's Zoning Code. Typical uses in this District include office, light industrial, warehousing, and other retail trade and civic uses.

#### **Residential Conservation Development Overlay District (RCDO)**

**The RCDO is an overlay district intended to be used in some of the Residential Districts by choice of either the landowner or developer interested in developing a specific residential property within the Town.**

The Residential Conservation Development Overlay District is intended to preserve the rural characteristics,



sensitive natural areas, farmland, and other large areas of open land within the Town. This District allows residential development at appropriate densities while reducing the perceived development intensity by requiring a certain percentage of common open space as part of the overall development.

The RCDO District creates a progressive attitude toward land stewardship by requiring the land within common open space areas to have a land management plan.

Detailed guidelines regarding the common open space and specific objectives for the RCDO District are outlined in the Town of Grafton's Zoning Code.

#### Conservancy Overlay District (C-1, C-2)

The Conservancy Overlay District is intended to prevent destruction of valuable natural resources. Natural features of environmental areas contribute to both the beauty and environmental health of the Town. The District also focuses on the protection of watercourses which include navigable waters and areas that are not adequately drained or are prone to experience periodic flooding. Development in this District could be hazardous to the health and safety of the community, as well as deplete or destroy the Town's natural resources.

The Milwaukee River, Ulao Creek, and Ulao Swamp are key environmental amenities in the Town. They are visually pleasing and contribute to the essential increase in land value; therefore, precautionary measures – like the Conservancy Overlay District – have been established to preserve these precious commodities.

Typical uses in the this District include provisionary agricultural use, fishing, hunting, and wildlife preserves. Structures and private wells are prohibited in this District.

Districts RM-1, B-2, M-2, C-2, and PWB-1 were available in Spring 2011; O-1 was added in Summer of 2014; R-Tr was added in Spring 2017.

## LAND USE CONDITIONS

In addition to the Land Use Plan, the “Natural Conditions that may Limit Building Site Development” and “Other Environmentally Sensitive Lands” maps are two integral components to the Town's Land Use element. These maps are for informational purpose and are not regulatory maps; however, they should be utilized in coordination with the Land Use Plan when reviewing and approving changes in zoning, planned unit developments, planned unit developments (PUDs), conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters. A primary use of these maps shall be for the development of stewardship plans or preservation of environmental corridors or other environmentally sensitive areas.

#### Natural Conditions that may Limit Building Site Development

Figure 4 identifies natural features that may limit potential building site development. The natural features identified on Figure 4 are as follows:

- 100-Year Floodplain
- Floodway
- Hydric Soils
- Nonmetallic Mining Sites (existing)
- Surface Water
- Wetlands
- Bluff Stability
- Bluff Recessioning

#### Other Environmentally Sensitive Areas

Figure 5 identifies natural features that should be protected, buffered, or incorporated as an open space amenity as future development occurs. The natural features identified on Figure 5 are as follows:

- Primary Environmental Corridors
- Secondary Environmental Corridors
- Isolated Natural Resources
- Natural Areas
- Woodlands

## LAND USE PLAN - DEVELOPMENT PROJECTIONS

**PLEASE NOTE THAT THE FOLLOWING SECTIONS WERE DRAFTED PRIOR TO THE FORMULATION OF NEW ZONING DISTRICTS AND RECENT LAND USE PLAN MAP AMENDMENTS. THE SECTIONS WILL BE ANALYZED DURING THE TOWN'S NEXT COMPREHENSIVE PLANNING EFFORT. - DEC. 2014**

#### Residential Development Projections

Table 5 outlines two potential scenarios in the Town for future residential units over the next 30 years. The first set of projections assumes that all of the land planned for residential will be ‘built-out’ over the next 30 years, which results in approximately 798.5 units every five years for a total of 4,793 units.

The second set of projections assumes that the Town will grow according to the U.S. Census Bureau and SEWRPC population projections, which results in 286 units over the next 30 years.

Based on past trends and data, it is realistic to assume that the population growth and housing growth will follow the projections identified by the U.S. Census Bureau and SEWRPC.

#### Commercial Development Projections

The Town has three distinct commercial areas. They are the Business District, Business Park, and the Port Washington Road District. Based on land use data (01/25/05) provided by the Town engineer, there are approximately 522 acres planned for the Business District, 62 acres planned for the Business Park, and 136 acres planned for the Port Washington Road District.

If the Town assumes that all of the land planned for commercial will be ‘built-out’ over the next 30 years, every five years approximately 87 acres of land planned for the Business District would be developed. Furthermore, 10.3 acres of land planned for Business Park would be developed every five years, and

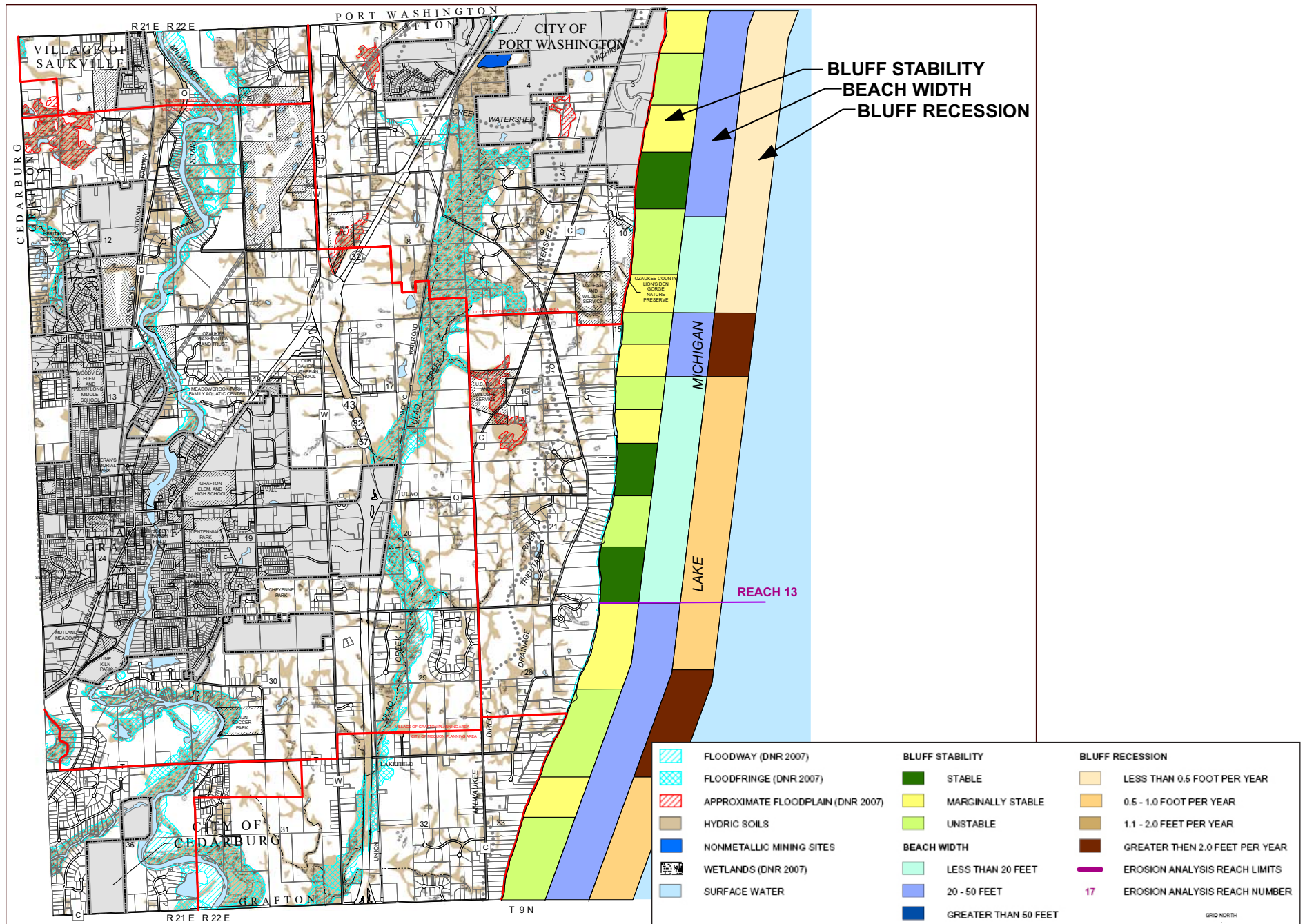


FIGURE 4: Natural Conditions that may Limit Building Site Development

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC



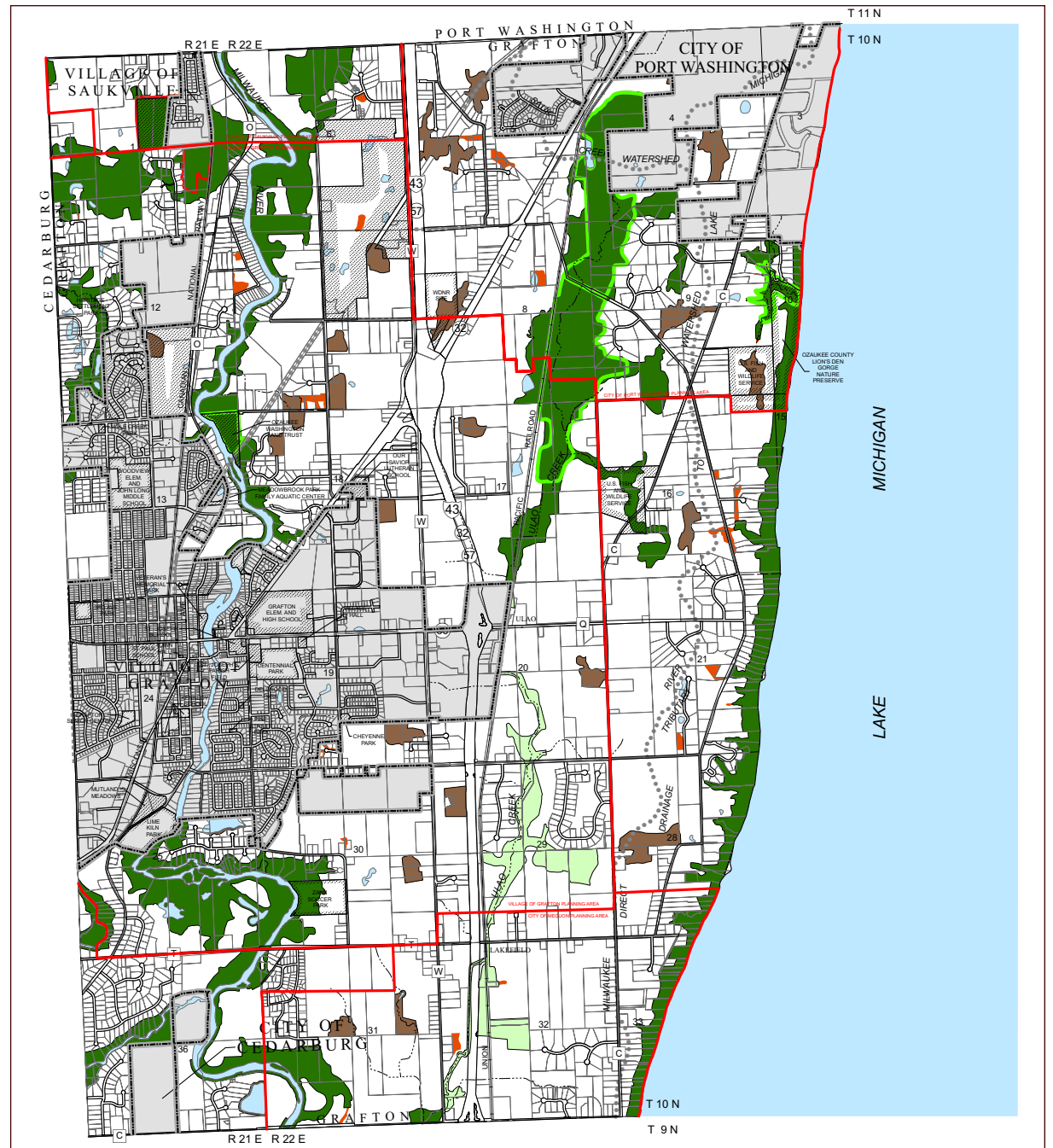
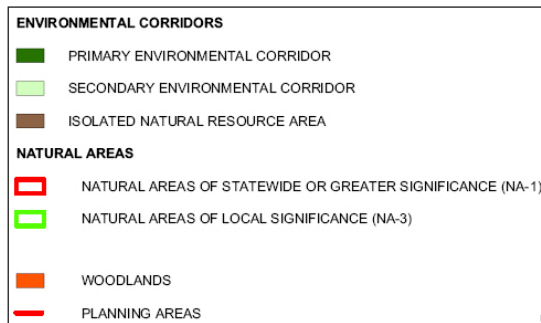


FIGURE 5: Other Environmentally Sensitive Areas  
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

TABLE 5: Residential Unit Projections.

Residential District	Approximate Acres	Gross Density Average Units/Acre	Estimated Units at Build-Out	Housing Units in 5-Year Increments*						Housing Units in 5-Year Increments**					
				2010	2015	2020	2025	2030	2035	2010	2015	2020	2025	2030	2035
R-1	880	5	176	29.3	29.3	29.3	29.3	29.3	29.3	6	5	6	5	4	2
R-2	5270	3	1757	292.6	292.6	292.6	292.6	292.6	292.6	32	31	33	31	25	14
R-3	2860	1	2860	476.6	476.6	476.6	476.6	476.6	476.6	18	17	18	17	14	8
<b>Total</b>	<b>9010</b>		<b>4793</b>	<b>798.5</b>	<b>798.5</b>	<b>798.5</b>	<b>798.5</b>	<b>798.5</b>	<b>798.5</b>	<b>55</b>	<b>53</b>	<b>57</b>	<b>54</b>	<b>43</b>	<b>24</b>

\*Assuming Build-Out by 2035

\*\*Based on U.S. Census Bureau and SEWRPC Projections

22.6 acres of land would be developed for the Port Washington Road District.

It is realistic to assume that the above outlined ‘build-out’ scenario is an aggressive projection for the Town of Grafton and that the actual ‘build-out’ scenario will be based on market trends and absorption rates for the County and Town.

#### Industrial Development Projections

The Town has one industrial district. Based on land use data (01/25/05) provided by the Town engineer, there are approximately 430 acres planned for light manufacturing and warehousing.

If the Town assumes that all of the land planned for industrial will be ‘built-out’ over the next 30 years, approximately 71.6 acres of land planned for the Industrial District would be developed every five years.

It is realistic to assume that the above outlined ‘build-out’ scenario is an aggressive projection for the Town of Grafton and that the actual ‘build-out’ scenario will be based on market trends and absorption rates for the County and Town.

#### Exclusive Agricultural Development Projections

In 2001, the Town had approximately 4,122 acres of exclusive agricultural land (A1). In 2006, the amount of exclusive agricultural land has decreased to 3,068 acres. This is a loss of approximately 1,054 acres of exclusive agricultural land over a five-year period.

As stated earlier in this chapter, the loss of exclusive agricultural land can be attributed to the increase in demand for residential development, the attractive rural character of the Town, the close proximity to a highway system, and the Town’s close proximity the City of Milwaukee.

If this land use trend continues, the Town will lose approximately 210.8 acres of exclusive agricultural land per year to development pressures. Based on this projection, all of the exclusive agricultural land in the Town will be developed or converted to another land use by the year 2021.

#### **LAND USE PLAN - FUTURE ROADS**

The future roads depicted on Figure 6 represent important roadway connections that should be established as development occurs.

The exact configuration and location of each road connection is not limited to what is represented on Figure 6, rather they are provided as a general guide to ensure future connectivity between new and existing roadways and developments.

#### **LAND USE PLAN - DEVELOPMENT POLICIES**

The Land Use Element proposes specific principles in the form of development policies for each District. The policies describe the type of place desired by the communities — how the place looks and what types

of activities are recommended. Specific permitted uses, setbacks, size limitations, and other regulations are outlined in the Town’s Zoning Code. The following development policies are intended to help the Town’s public officials review development proposals.

The districts are shown on the Town’s Future Land Use Map. Each district is described based on five planning categories. The categories are as follows:

- Visual Character — the desired visual character of the built environment.
- Natural Environment and Landscape — the patterns of landscape and vegetation that support and complement the visual character, circulation, and the intended social and economic activities of the place.
- Traffic and Circulation — appropriate patterns of vehicular/pedestrian movement and access (including parking) and the integration of these patterns with each other and public places.
- Activities and Uses — the integrated set of social and economic activities associated with public places, including diverse land uses that emphasize traditional values of the community.
- Land Management and Control — the appropriate policies and programs that maintain and manage public places for long-term success.



### Park and Recreational District (P-1)

### Conservation Overlay District (C-1)

Natural features of environmental corridors and conservancy lands contribute to the overall beauty of the Town. Development should not be allowed in these areas. They should be utilized as amenities for the existing residents and future residents. Development within the environmental corridors may lead to environmental and development problems in the future due to soil and topography issues. Development of recreational facilities should be limited to the Park and Recreation District (P-1).

#### 1. Visual Character

- *Protect all identified environmental corridors and conservancy areas.* The only development allowed in the District are park structures and public facilities as approved by the respective municipality. Surrounding development should not negatively affect the visual connection to the natural feature, growth of the landscape, or increase the erosion of surrounding soils.
- *Preserve and integrate landscape elements.* Link proposed landscape to the environmental features to enhance its value and provide a connection between the built and natural environments.
- *Limit vehicular entries to the area.* Vehicular entries to the area should not divide or cut through natural areas.
- *Vistas should be created along roadways.* Roads should follow along the edge of the natural area, visually linking drivers to the natural landscape and/or shoreline.

#### 2. Natural Environment and Landscape

- *Conform to water quality regulations.* Conform to the rules for watershed and water quality, and water control regulations such that this District includes all wetlands at least two acres in size, within 100 feet of shoreline, streams or creeks (with a maintained natural vegetation buffer of 50 feet adjacent to these).
- *Connect the landscaping.* Extend and connect the existing natural areas and environmental corridors

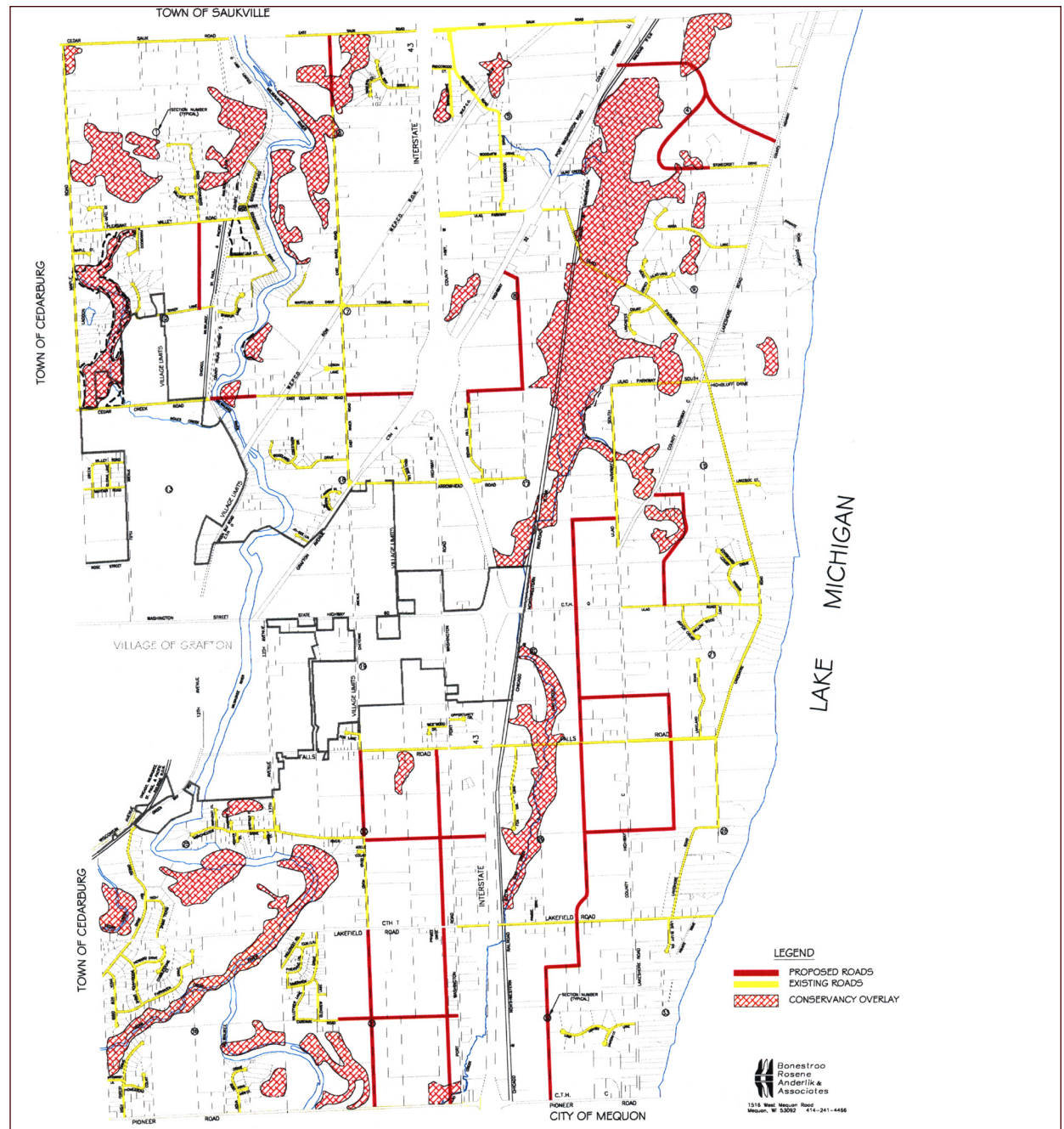


FIGURE 6: Future Roads in the Town of Grafton.

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

with new plantings and landscaping that match the existing landscape. Create continuous landscape edges along public roads and between surrounding development using mixtures of species that create a varied image as the seasons change and maintains the natural character.

- *Preserve the existing landscape.* Minimize the use of structures and paved trails, roads or parking areas along the lakefront which will detract from the natural beauty of the landscape.
- *Protect special habitats.* Protect special habitats and utilize them as educational opportunities when possible.
- *Protect existing wildlife.* Protect animals and plantings native to the preserve.

### 3. Traffic and Circulation

- *Include scenic drives.* Encourage the creation of scenic drives where houses are located only on one side of a road and the corridor or conservancy are preserved on the other side. Preserve existing scenic drives in order to protect the natural character of the neighborhood.
- *Create and connect trail systems throughout the area.* Create and connect trails in the area that correspond directly to the activities and patterns of movement in and around the site. Accommodate movement for bicyclists, walkers, joggers, and other pedestrians where appropriate.
- *Minimize paved parking areas.* Utilize parking areas when necessary to provide public access to the site but minimize the amount of paving in the natural areas.

### 4. Activities and Uses

- *Allow development of active recreational facilities in the Park and Recreation District (P-1).* Allow only passive recreational facilities in the Conservation Overlay District (C-1).
- *Provide paths through the environmental area.* Allow access to and through the corridors and conservancy areas but minimize the impact by having only a few, simple paths.

- *Utilize the natural features as an amenity for development.* Plan surrounding development such that the feature is seen by many residents. Do not block the view of the corridor or conservancy from public roads.
- *Create educational opportunities.* Educate the public about the natural environment and habitats. This can be done with signage, structures with exhibits, or permanent facilities which can also be used for educational purposes.
- *Allow informal, passive recreational activities.* Allow for informal passive recreational activities such as biking, walking, jogging, swimming and canoeing.
- *Protect the environment.* Activities should not harm natural inhabitants such as animals, fish, birds and plantings.
- *Allow public use of the land and limited public structures.* Allow public use of the conservancy areas with an occasional public structure to be used for shelter or educational purposes.
- *Consider controlling access to preservation areas.* Consider controlling access to conservancy areas if it is essential to protecting and supporting the natural character.
- *Allow P-1 and C-1 zoning.*

### 5. Land Management and Control

- *Use preservation techniques to protect the land.* Require deed restrictions, covenants, and easements that guarantee land control and management of natural areas. Create restrictions that are difficult to change without broad public approval (such as referenda, unanimous agreements, and so forth).
- *Design to preserve open space.* Encourage the design and preservation of common areas to minimize their future utility as developable parcels.
- *Assign maintenance and management of the preserved open space.* Assign maintenance and management of the preserved open space to public agencies or, in special cases, to large neighborhood or homeowners associations that have the organizational capacity to sustain maintenance and management services.

- *Coordinate maintenance of the conservancy areas.* Encourage the various agencies responsible for maintenance and management to coordinate their efforts.
- *As a method to preserve natural areas and open space in the Town, a purchase of development rights program (PDR) and/or transfer of development rights program (TDR) should be explored and pursued.*

#### Business District (B-1)

#### Light Manufacturing and Warehousing District (M-1)

#### Port Washington Road District (PW)

#### Business Park District (BP-1, BP-2, BP-3)

Commercial, mixed-use development and light industry should be focused in appropriate areas along the interstate and arterial roads. By focusing development in these areas, the rural character of the Town will be better preserved. To ensure safety, limited access points should be allowed off the roads. Internal circulation, linked parking lots and/or frontage roads, should be required for all development plans.

It is intended that the boundaries between both the B-1, M-1, PW, and BP Districts and adjacent R-1, R-2, and R-3 Districts remain flexible. The Town's Future Land Use Plan Map illustrates rigid boundaries between these Districts; however, the Town Plan Commission and property owners shall be able to negotiate zoning changes on an individual basis where appropriate.

#### 1. Visual Character

- *Establish strong visual edges along public rights-of-way.* Landscaping and fencing shall be designed to establish a clear edge along the side of the site that is visible to motorists and others viewing the site. The only openings or breaks in this edge, or surfaces designed for parking or vehicular movement, shall be those allowed for entries, signage, or other provisions described in these standards. The ground surface shall be grass or other planting material unless otherwise noted.
- *Design entries as gateways.* Along major edges, there shall be gateways for vehicular entrances. These

similar features are visually more prominent relative to the other features surrounding the site or road. The construction materials shall be similar to those used for the building and other site amenities.

- *Encourage attractive roadside signage.* All signs along the edge of a property shall be the same design in terms of materials, graphic design, and character within each development. The sign shall be located within the “Roadside Edge,” have a maximum height restriction that provides a low profile, and be located near the road or at main entrances to the development. Signs should have a masonry base.
- *Use buildings to form public places.* Building locations should emphasize the shape of public plazas, courtyards, gateways, and significant landscape features. Buildings should have connections to pedestrians with appropriately scaled design details, windows along the parking areas and pedestrian pathways, and special features at public entrances.
- *Design off-street parking lots as public places.* Parking lots should have strong edges to define them as spaces. This can be achieved with either building forms, landscaping, fencing, light fixtures, or combinations of these elements. The geometry should be orthogonal and parallel to major buildings. Parking areas should include distinctive paving patterns and material changes as a feature to identify travel lanes, parking areas and pedestrian paths. The paving patterns and material changes should create an identity for the parking area and entrances into the space from surrounding development.

## 2. Natural Environment and Landscape

- *Conform to water quality regulations.* Conform to the rules for watershed and water quality, and water control regulations such that this District includes all wetlands at least two acres in size, within 100 feet of streams or creeks (with a maintained natural vegetation buffer of 50 feet adjacent to these).
- *Encourage landscape continuity (not fragmentation).* Landscape plans should use a limited number of tree and shrub species for the edge which are native, low maintenance, resistant to salt, and have a relatively

fast growth rate. All trees and shrubs planted in groups of up to ten shall be similar to the existing vegetation.

- *Save existing trees.* Incorporate existing trees where possible to form clusters of older and younger trees.
- *Integrate road drainage with the site design.* Allow for proper road drainage, but consider options that allow for landscaping near the road edge.
- *Create significant landscapes.* Create significant landscapes between buildings that are meant to be occupied by people. Include seating areas to encourage the use of the space. The landscaping should be grouped together to create a significant place (i.e. groves or gardens) instead of scattered throughout the parking area.
- *Discourage artificial berms and similar topographic changes.* Berms and other topographic changes which appear clearly artificial should be discouraged, especially as visual barriers. Topographic changes should be allowed when needed to accommodate drainage, reduce erosion, or otherwise enhance or preserve the natural environment. When a visual screen is needed, a double or single row of trees or shrubs should be used.

## 3. Traffic and Circulation

- *Make vehicular entrances appealing to motorists.* Create an easily identified entry place for motorists to pass through, which has a distinctive gate-like feature. Signs should be used to highlight the entrance and attract motorists. Such gateways and entrances shall be designed such that they allow for sufficient sight lines for traffic movement.
- *Encourage vehicular linkages between sites.* Along side yard edges, the plan shall be designed to include options for vehicular linkages between off-street parking lots that are open to the public for general business purposes. Such options shall be created when an off-street parking lot, or a driveway servicing such a lot, is located adjacent to the edge of the site. Such options shall consist of driveway alignments and parking alignments designed to facilitate vehicular movement by the general public

from one off-street parking lot to another, across the edge separating the lot from the adjacent lot. This should provide for a safer entrance area onto the street.

- *Make service areas attractive.* Service areas can be visible but should be designed as visually attractive components of public areas or visually separated from such areas. Acceptable dividing elements for service areas can be any combination of fences or hedges that provide visual screening at least 60” high.

## 4. Activities and Uses

- *Encourage outdoor activities and pedestrian uses.* Integrate uses such as bikeways, outdoor eating, seating, gathering spots, and other park elements that encourage pedestrian use. Provide entrances to these areas between buildings along a pathway from the parking areas.
- *Link building interiors to the outdoors.* Promote views into the buildings to attract customers and provide a connection between the indoor and outdoor environments.
- *Provide for business and light industrial parks within the District.* Provide opportunities for business and light industrial park developments which have site regulations and architectural guidelines. The business and industrial parks should be located adjacent to other commercial activity and near major transportation arterials.
- *Allow B-1, M-1, PW and BP zoning.*

## 5. Land Management and Control

- *Ensure effective maintenance procedures.* Ensure long-term maintenance by either (a) the property owners or (b) the Town with special assessment to property owners.



**Residential District (R-2, R-3, R-Tr)**  
**Residential Conservation Development Overlay**  
**District (RCDO)**

Throughout this chapter there are references to preserving the natural and rural character of the area and maintaining the quality of development. As large subdivisions are proposed, it will be important to provide specific examples to developers so they can easily achieve the goals and objectives of the Land Use Element. These districts are developed to maintain the rural character of the community with preserved open space within the development. Conservation subdivision principles should be followed when developing these districts.

**1. Visual Character**

- *Locate houses to minimize disruption to the natural character.* Locate houses such that (a) the houses are sited around open spaces that include natural environmental areas, fields, woodlands, pastures, or farmland, (b) the houses are grouped together in ways that create a large, clearly defined natural landscaped area between groups of houses, and (c) the houses will be visually overshadowed by important natural features such as woodlands, hedgerows, hills, or other key features of the landscape. Locate houses so as to minimize the length of time the house is visible to drivers on public roads — do this by placing houses behind landscape elements or natural features that reduce visibility of the house. Minimize the degree to which houses are prominently featured on ridges and hilltops, especially when they are visible to other houses and public roads.
- *Preserve and integrate landscape elements.* Try to make the groups of houses seem like separate developments intertwined by a continuous system of landscape and natural features — use landscape elements (fields, hedgerows, woodlands) as separations between groups of houses. The landscape elements can be either formal or informal.
- *Group houses together.* Groupings of 4 to 5 units are preferable, but larger groupings (perhaps as many

as 8 units) could be satisfactory if there are larger open spaces and natural areas around them.

**2. Natural Environment and Landscape**

- *Conform to water quality regulations.* Conform to the rules for watershed and water quality, and water control regulations such that this District includes all wetlands at least two acres in size, within 100 feet of streams or creeks (with a maintained natural vegetation buffer of 50 feet adjacent to these).
- *Connect the landscaping.* Extend and connect the existing natural areas and environmental corridors with new plantings and landscaping that match the existing plantings and landscape. Create continuous landscape edges along public roads and between groups of houses using mixtures of species that create a varied image as the seasons change.
- *Link trail systems.* Link natural features between parcels with a trail system which continues throughout the Town.
- *Create features within cul-de-sacs.* Minimize the use of cul-de-sacs except where necessary to preserve a natural feature. Include planting in the cul-de-sac and create formal shapes to provide a front “green” for the surrounding homes.

**3. Traffic and Circulation**

- *Road design.* Design roads (and adjacent landscapes) to minimize (a) the number of houses that are seen from roads and (b) the length of time houses are seen from the road. When houses are visible from roads, try to create compact groups with clear open or natural areas between the groups. Where feasible, design roads with straight alignments that are aimed at natural vistas with no buildings in them. Use curves to slow traffic naturally, rather than to accommodate increased speed.
- *Include scenic drives.* Encourage the creation of scenic drives where houses are located only on one side of a road and natural landscapes are preserved on the other side. Preserve existing scenic drives in order to protect the natural character of the neighborhood.

- *Create walking and hiking trails.* Create walking and hiking trails that are adjacent to public roads and act as buffers to residential uses. Integrate walking and hiking trails with the geometry and pattern of roads.
- *Plan for future roads.* Plan for future road extensions with easements, deed restrictions, or covenants to maintain a range of future options and connections.
- *Provide routes for trucking and commercial traffic that does not diminish the quality of residential neighborhoods.*

**4. Activities and Uses**

- *Include shared open spaces.* Design shared open spaces and natural features which will attract home buyers who value direct connections to rural landscape elements, natural environmental features, fields and woodlands, walking and hiking trails, horseback riding, and (where feasible) agricultural uses.
- *Lots should have edges on a natural feature.* Plan the lots such that as many lots as possible have at least one significant edge along a natural feature. Lots can face such features across a road, or have connections along the side or rear of the lot.
- *Allow R-2, R-3, and R-Tr zoning.*

**5. Land Management and Control**

- *Use preservation techniques to protect the land.* Require deed restrictions, covenants, and easements that guarantee land control and management of natural areas. Create restrictions that are difficult to change without broad public approval (such as conservation easements.)
- *Reduce maintenance costs.* Reduce the need for major maintenance in this area by selecting appropriate landscaping and screening elements. Select materials that can be replaced and repaired cost-effectively. Use materials that can be repaired easily in case of vandalism or graffiti.
- *Require common property maintenance.* Require property owner associations to guarantee maintenance of common areas, including options

for public intervention if homeowners fail to maintain the land.

- *Design to preserve open space.* Encourage the design and preservation of common areas to minimize their future utility as developable parcels.

#### Residential District (R-1)

This district includes all residential property between Lakeshore Road and Lake Michigan. It protects the smaller lots which currently exist along the lakefront while maintaining existing views of the lake.

##### 1. Visual Character

- *Locate houses to minimize disruption to the natural environment.* Locate houses such that (a) views to the lake are preserved, and (b) minimize the degree to which houses are prominently featured on hilltops.
- *Preserve and integrate landscape elements.* Preserve and integrate existing landscape to maintain the historic quality and natural character of the area.
- *Lakefront lot sizes may vary.* Existing smaller lots are permitted along the lakefront to take advantage of the value and views.
- *Preserve the shoreline.* Appropriate setbacks should be determined along the shoreline to prevent erosion and future danger to the land.

##### 2. Natural Environment and Landscape

- *Conform to water quality regulations/protect the shoreline from future erosion.* Conform to the rules for watershed and water quality, and water control regulations such that this District includes all wetlands at least two acres in size, within 100 feet of shoreline, streams or creeks (with a maintained natural vegetation buffer of 50 feet adjacent to these).
- *Protect existing shoreline vegetation.* Establish regulations to severely limit the clearing of existing shoreline/bluff vegetation and flora.
- *Preserve the existing views of the lake.* Preserve the existing view of the lake and natural areas surrounding the lake.

##### 3. Traffic and Circulation

- *Create walking and hiking trails.* Create walking and hiking trails that are adjacent to public roads and existing public areas along the lake. Link them to surrounding natural features to create a community-wide trail system.
- *Plan for future roads and maintain existing access.* Plan for future road extensions by establishing easements where the road could connect to another development (either existing or proposed). Allow for minimal parking when needed for public access to park areas.
- *Moderate standards for public roads.* Develop moderate standards for public roads to accommodate topography, vegetation, existing traffic patterns, existing driveways and the aesthetic character of the shoreline. Maintain existing roads along the shoreline to provide continued access and scenic views.

##### 4. Activities and Uses

- *Allow new residential development.* Allow single family residential development in this District as reviewed and permitted by the Town.
- *Include shared open spaces.* Include shared open spaces along lakefront and natural features which will attract residents who value a connection to environmental amenities.
- *Allow R-1 zoning.*

##### 5. Land Management and Control

- *Require common property maintenance.* Require property owner associations to guarantee maintenance of common areas, including options for public intervention if property owners fail to maintain the land.
- *Require guidelines for additions and maintenance to structures.* Additions and repairs to structures should be in keeping with the residential/architectural character or existing use character.

- *Conform to water quality regulations.* Conform to the rules for watershed and water quality, and water control regulations.

#### **LAND USE PLAN - DESIGN STANDARDS**

In addition to the above mentioned development policies, several of the Land Use Districts require specific design standards as part of the development. These Land Use Districts are:

- Residential Conservation Overlay District (RCDO)
- Port Washington Road District (PW)
- Business Park District (BP-1, BP-2, BP-3)

The design standards for each of these Districts are outlined in the Town's Zoning Code.

#### **POTENTIAL LAND USE PLAN CONFLICTS**

An important issue when developing land use plans for the Town is the potential for conflicts with the plans of surrounding incorporated areas. This is complicated by the following policies:

- Villages and cities are allowed to develop plans for the areas outside their corporate boundaries which will include land in Town of Grafton.
- Ozaukee County is obligated to include the comprehensive plans of villages and cities within the County Plan regardless of whether or not such plans conflict with town plans.
- State Statutes require land use decisions to be consistent with the comprehensive plans after January 1, 2010.
- The County could be in a position in reviewing a land use decision in the Town of Grafton that was consistent with the Town's Plan but inconsistent with the extraterritorial plans adopted by surrounding incorporated areas (i.e. Village of Grafton, City of Mequon).
- The areas that may be subject to such extraterritorial plans are illustrated in the chapter on Intergovernmental Cooperation.

- Consistency of town plans with county-wide multi-jurisdictional plans and the comprehensive plans of surrounding municipalities may also be considered as a basis for reviewing zoning decisions and plat decisions.

#### Land Use Conflicts and the “Consistency” Requirement

It is important, however, to emphasize several related issues: (1) such conflicts are not an issue until after January 1, 2010; furthermore, it is conceivable that the legislation may be changed prior to that time, and (2) the definitions of “consistency” will ultimately be decided in the courts. For example, the following positions may be argued:

- Consistency means that there is an absolute match between the current zoning and the current plan.
- Consistency means that the current zoning should match the plan, which depicts a future state, if and when the zoning is changed. Put another way, if everything matched the plan exactly it would not be a “plan” but a map of “existing conditions”. The purpose of the plan is to guide decisions as they are made.
- Consistency means that as decisions are made they are generally within the intent and guidelines established by the plan, including all the provisions that such plans allow for making reasonable exceptions due to unique circumstances (not unlike conditional uses in zoning).

The specific issue of conflicts with regard to extraterritorial plat review deserves special consideration. For example, when a village exercises its authority for extraterritorial plat review, it is looking at the plat, not the land use. In such a context, the question of whether or not a plat is consistent with the land use plan may be a moot issue – that is, the plat and the land use are separate issues. If the requirement for consistency between plats and land use is required in 2010, it will be a matter of debate whether a land division is implicitly a land use decision. From one perspective, it may be reasonable to argue

that a plat is inconsistent with a comprehensive plan only if that plat is also accompanied by a change in land use.

#### Land Use Conflicts and Multi-Jurisdictional Plans

Current discussions of planning conflicts tend to focus on the relationship between incorporated areas and towns. However, there are many other types of planning and land use conflicts. For example, transportation plans often conflict among federal, state, county, and local governments. Many of these conflicts are resolved through regulations and operational policies. The point, however, is that there are numerous conflicts in planning and land uses that occur throughout government operations. This is also true, for example, in planning for environmental preservation, wetlands, water use, historic preservation, and many other fields. The presence of such conflicts is routine and plans do not necessarily resolve all of these conflicts. Often, the solution is simply identifying the conflicts, defining the key issues, and suggesting procedures for minimizing or resolving conflicts. This approach could, for example, be recommended by the Town to be incorporated by the County in its comprehensive plan.

#### Land Use Conflicts are Legitimate and Appropriate Components of Plans

Land use and planning conflicts are not, by definition, inappropriate. Perhaps the simplest example is the concept of “mixed-use”. Most planning literature today defines mixed-use as a legitimate and desirable type of land use. However, a few decades ago mixed uses were considered rare and potentially threatening to property values. Mixed use by definition embodies the potential for multiple futures and alternatives. The same is true for different land use alternatives. It is reasonable to assert, from a planning perspective, that some areas or districts might be most appropriately planned with multiple futures. In fact, it could be argued that plans which define categorically only one appropriate future for an area may be misleading. In addition, most plans have provisions for amendments

that are exercised with some frequency. This implies that land use alternatives are dynamic and that plans are being changed constantly. It is reasonable to accept the idea that land use plans with conflicting contents may both have some legitimacy.

#### Resolution of Alternative Planning Futures

For the Town of Grafton, the following policies should be considered for resolving different land use proposals from neighboring municipalities and from the County:

- Identify clearly that the presence of land use options is legitimate and desirable.
- Recognize that the Town’s image of its future is legitimate regardless of whether it does not match the image of a neighboring municipality.
- Indicate that there are many ways to meet the criterion for “consistency” if and when such a criterion is actually imposed.
- Seek out municipal boundary agreements where they are possible.
- Suggest other ways of collaborative planning with adjacent communities and the County.



## LAND USE GOALS, OBJECTIVES, AND POLICIES

### Goal

Manage conflicts between land use districts.

### Objective

Locate land uses in appropriate areas (i.e. commercial and industrial districts should be located in close proximity to the highway system and residential districts should be located in rural/scenic areas while preserving the natural environment) and at appropriate densities.

### Policies

Utilize the description of each Land Use District, the outlined development policies, and the identified design standards as a basis for land use decision making when reviewing development proposals.

Encourage the creation of a Planned Unit Development (PUD) Ordinance as a flexible land use tool to be used by the Town for unique developments.