

2010 MASTER PLAN

TOWN OF VERNON, WISCONSIN



DRAFT for July 26, 2004 Public Hearing

R.A.SMITH
& ASSOCIATES, INC.

ACKNOWLEDGEMENTS

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CHAPTER I - INTRODUCTION

FOREWORD

In January 2004 the Town Board of the Town of Vernon, Waukesha County, Wisconsin, requested R.A. Smith & Associates, Inc. to assist the Town in updating their Master Plan. Initial meetings concerning the status of the Master Plan were held in February 2004, at which time it was determined that the Master Plan Study Committee would consist of the Town Planning Commission.

The Master Plan Update addresses the major work elements of the 1993 Plan, including a resource and land use inventory, summary of development regulations, and review of detailed study areas. The updated Master Plan is intended to assist the Town Board and Town Planning Commission in defining the land use and development objectives of the Town, and to guide local officials in making day to day development decisions affecting the Town and adjacent communities.

Development of the Plan was accomplished in several stages. The first stage included a review and update of objectives, principles and standards used in guiding sound land use decisions. The second stage involved the analysis of existing land development and the natural resource base of the Town. The third stage involved the review and amendment of the detailed planning areas within the Town of Vernon. The final stage involved the recommendation of a final plan which meets the land use development objectives that were established in the initial phase. The recommendations presented in this updated Master Plan are based on a careful analysis of the existing conditions, estimates of future needs, and the formulation of sound land use planning principles. These recommendations also incorporate the views and judgment decisions of the Master Plan Committee.

The Master Plan Update for the Town is an official statement setting forth the Town's major objectives concerning desirable development of the Town. It consists of recommendations of the type, amount, and the spatial distribution of various land uses required to meet the development and public service needs of the residents of the Town to the year 2010. The Plan is intended to be used as a tool to help guide the physical development of the community to an efficient and attractive development pattern, and to promote public health, safety and general welfare. The Plan is further intended to promote the broad public's interest rather than interests of individuals or special interest groups within the community.

The Master Plan Update facilitates the consideration and spatial relationship of proposals, whether proposed privately or publicly, for the physical development of the Town of Vernon. The updated Master Plan will assist elected and appointed officials in the technical coordination of the Town's development. Technical coordination of the Plan seeks to assure logical relationships between private developments and public works improvements so that the planning and scheduling of such improvements will be both effective and efficient. This serves to eliminate conflicts between land uses, duplication of particular services and a waste of land.

This Master Plan Update is designed for a planning period extending to the year 2010. However, it does indicate that further development is anticipated to occur beyond that year. The

Plan should not be considered a rigid and unchangeable document to which all development proposals must conform, but rather as a flexible guide to assure the local decision maker specific development proposals. As conditions change within the Town, it may become necessary for the Plan to be revised. It is appropriate that the Town review the plan on a 5 year basis to determine if the objectives are being realized through the Plan Implementation.

This Update was facilitated by R.A. Smith in conjunction with the Town Board's efforts to adopt a local zoning ordinance. The new zoning ordinance, combined with this Master Plan update, are intended to provide the Town Board with greater control over local land use and zoning decisions. The Master Plan Update was not conceived to comply with all of the State of Wisconsin's Smart Growth planning laws, and this plan may need additional revisions prior to December 31, 2009 should statutory Smart Growth compliance be desired.

STUDY AREA

The Town of Vernon is located in the south central portion of Waukesha County. The Town is bounded on the north by Town of Waukesha, on the east by the City of Muskego and Village of Big Bend, on the south by Racine County, on the west by Town of Mukwonago and Village of Mukwonago.

The Town contains approximately 20,960 acres, or 32.75 square miles, having been reduced from its original 36 square miles by the incorporation of the Village of Big Bend, annexations by the City of Muskego and the Village of Mukwonago, and the attachment of a portion of the Town of Vernon to the Town of Mukwonago. All of the remaining areas which constitute the Town of Vernon, have been included in the study area.

MASTER PLAN OBJECTIVES

The purpose of developing the Master Plan Update for the Town of Vernon is to provide a sound basis for directing and coordinating future development. General land use objectives continue to be used in formulating this plan:

- To provide a suitable range of residential categories to accommodate the projected growth.
- To protect the remaining agricultural lands which lie beyond the reasonable development needs of the Town.
- To balance the allocation of space to the various land use categories to meet the social, physical and economic needs of the Town.
- To protect the environment and the natural resource base of the Town.
- To preserve open space and enhance the overall quality of life.
- To achieve sound soil and water conservation practices in order to reduce water runoff, control agricultural and construction erosion and prevent surface and groundwater contamination.

- To distribute various land uses as they relate to proposed transportation systems and other public utility systems.
- To establish suitable industrial and commercial sites.

OBJECTIVES, STANDARDS AND PRINCIPLES

Planning is a rational process for formulating and meeting objectives. Therefore, the formulation of objectives is an essential task that must be undertaken before the preparation of the Master Plan Update can proceed. Accordingly, a set of recommended Development Objectives was formulated for the Town of Vernon Master Plan Update. This Chapter sets forth those objectives together with supporting principles and standards.

The Development Objectives relate primarily to the allocation and distribution of various land uses, and the provision of those uses which are essential to meet the needs of the existing and future residents of the Town through the year 2010.

The following terms are commonly used in expressing planning goals:

Objective – A specific target that must be met as an intermediate step in achieving a long-term goal. Each goal generally has more than one objective that fulfills specific aspects of the goal.

Principal - A fundamental, primary or generally accepted belief used to support objectives, prepared standards and plans.

Standard - A measurement establishing a minimum level of quality and / or quantity used as a basis of comparison to determine the adequacy of a planned proposal in attaining an objective.

The Master Plan Update Committee has identified the following eight Development Objectives:

1. Land Use Allocation Objective: Balance the spatial allocation of various land uses to meet the physical, social and economic needs of the Town of Vernon.

Principle - The planned supply of land set aside for any given use shall approximate the known and anticipated demand for that use through the Year 2010.

Standard - The amount of land set aside for accommodating forecast growth in the Town of Vernon study area.

2. Land Use Spatial Distribution Objective: Facilitate the spatial distribution of land uses which are accessible to supporting transportation, utility and public facility systems, to assure the most economic provision of services.

Principle – Transportation, utility, and public facilities are mutually interdependent with land use patterns.

Standard - Urban and suburban development should be located to make maximum use of existing and proposed transportation systems, utilities, and public facilities.

Standard - Adequate stormwater drainage facilities should be provided for all urban and suburban development.

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

Standard - Sites should be provided for commercial, educational, transportation, recreational, and employment facilities to serve the neighborhood and community.

Standard - When possible, public buildings should be located in the central portion of the Town to offer convenience to those transacting business. Such facilities should be designed to centralize the physical plant, coordinate government services, and facilitate the sharing of facilities such as parking. When properly designed, these facilities reduce maintenance and provide an aesthetic asset to the Town.

Standard - Land development for new retail and service orientated uses should be developed as planned shopping centers. Development of new commercial strip areas, defined as contiguous individual parcels of shallow depth with individual and direct street access, should be avoided. New shopping centers, and expansion of existing centers should meet the following minimum standards.

- a. Points of vehicular ingress and egress should be properly located and controlled to prevent safety problems and traffic congestion.
- b. Adequate off-street parking and loading facilities should be provided.
- c. Adequate water supply, soils suitable for onsite sewerage disposal systems or municipal sewers, stormwater drainage and other public utilities should be available.
- d. Substantial landscape screening should be provided between commercial uses and adjacent noncommercial uses.
- e. The site should not be located on soils identified as having severe limitations for commercial developments in accordance with U.S.D.A. Soils Suitability.
- f. Adequate fire protection and emergency services should be available. Shopping centers should be located within a 1.5 mile radius of a fire station.

Standard – In addition to the general standards listed above, neighborhood shopping centers should also meet the following requirements:

- a. Accessibility to a population between 4,000 to 10,000 persons located within a 2 mile radius.

- b. A site area of 5 to 15 acres, with a gross leasable area of 50,000 to 150,000 square feet.
- c. The center should include one anchor, such as a supermarket, and other stores and service establishments located in the neighborhood centers and should be limited to those serving day to day needs of the residents.
- d. The center should be located at the intersection of two arterial streets or at the intersection of an arterial street and a collector street.

Standard - In addition to the general standards listed above, community shopping centers Should also meet the following requirements:

- a. Accessibility to a population of between 10,000-75,000 persons located within a 1.5 mile radius.
- b. A gross site of 15-60 acres, with a gross leasable area of 150,000-400,000 square feet.
- c. At least two anchors, such as supermarkets and junior department stores or discount stores, should be located within the center.
- d. The center should ideally be located at the intersection of two arterial streets.

Standard - Service related commercial development, primarily meeting the needs of the highway or freeway traveler, should be afforded direct vehicular access to the supporting arterial street and highway system and should meet the following minimum standards:

- a. A minimum gross area of five acres.
- b. Direct access to the arterial street and highway system and access via a freeway and an interchange located no more than one mile from the site entrance. Properly located and controlled points of vehicular access for ingress and egress in order to prevent safety problems and reduce traffic congestion. Site configurations may include an internal street system.
- c. A high degree of visual exposure from the freeway.
- d. Adequate water supply, soils suitable for onsite sewerage disposal systems or municipal sewers, stormwater drainage and other public utilities should be available.
- e. The site should not be located on soils identified as having severe limitations for commercial developments in accordance with U.S.D.A. Soils Suitability.
- f. Adequate off-street parking and loading should be provided.
- g. Substantial landscape screening to serve as a buffer between commercial and adjacent residential uses.

- h. Adequate building setbacks from major arterial streets and highways.
- i. Located within 3 miles of a fire station.

Standard - Community office development should be located in planned office parks which meet the following standards:

- a. Minimum gross site area of 10 acres.
- b. Direct access to the arterial street and highway system and/or access to the freeway system within 3 miles. The office park should be served by an internal street system which provides convenient access from individuals building in the park to supporting arterial and highway system. Points of vehicular ingress and egress should be properly located and controlled to prevent safety problems and traffic congestion on adjacent streets and highways.
- c. Adequate water supply, soils suitable for onsite sewerage disposal systems or municipal sewers, stormwater drainage and other public utilities should be available.
- d. Sites should be located so as to maximize visibility and offer public identity.
- e. The parcel should be large enough to allow future internal expansion of the office park if needed.
- f. Sites should be located within 3 miles of a fire station.
- g. Adequate off-street parking and loading areas should be provided.
- h. Substantial landscape screening to serve as a buffer between adjacent non-office uses.
- i. Adequate building setbacks from abutting major street and highways.
- j. The architecture of the structures shall be in accordance with the Town of Vernon Ordinance pertaining to commercial buildings.

Standard - Community industrial development should be located in planned industrial parks meeting the following standards:

- a. Initial site area should be no less than 80 acres.
- b. The site should have convenient access to an arterial street and highway system. Industrial park should be served by an internal street system which provides a convenient access from individual parcels in the development to the arterial street and highway system. Properly located and controlled points of vehicular ingress and egress to prevent safety problems and traffic congestion on arterial streets.

- c. Adequate public facilities and storm water drainage should be available.
 - d. The site should not be located on soils identified as having severe limitations for commercial developments in accordance with U.S.D.A. Soils Suitability.
 - e. The site configuration and shape should accommodate the use of the site as an industrial park. Parcels should be large enough to allow future internal expansion of industrial facilities. Lands with slopes exceeding 10% are generally not suitable for industrial related development. The maximum street grade should not exceed 6%.
 - f. Industrial sites should be located to maximize visibility and offer potential for public identity.
 - g. Sites should be located within 3 miles of a fire station.
 - h. Adequate off-street parking and on-site loading areas should be provided.
 - i. Substantial landscape screening to serve as a buffer between industrial uses and adjacent non-industrial uses and adjacent non-industrial uses.
3. Natural Resources Objective - Encourage the protection, preservation, and wise use of natural resources, including soils, lakes, streams, wetlands, and woodlands.

Principle - The proper allocation of land uses can assist in maintaining an ecological balance between the activities of people and the natural environment that support them.

Soils Principle - The proper relation of urban and rural land use development to soil type and distribution can avoid costly environmental and developmental problems, aid in the establishment of better settlement patterns, and promote the wise use of irreplaceable resources.

Standard - Development should not be located on soils identified in the U.S.D.A Soil Survey as having severe limitations for such development unless properly engineered. Development should not occur within wetland areas regardless of their size.

Standard - Low density residential development should not be allowed unless a state approved sewerage disposal system is available, other than a holding tank.

Lakes and Streams Principle - Inland lakes and perennial streams are a valuable natural resource and contribute to the community's environmental well being and should be protected through wise management. They add to the atmospheric water supply through evaporation; provide a suitable environment for desirable and sometimes unique plant and animal life; provide the population with opportunities for certain scientific, cultural, and educational pursuits; constitute prime recreational areas; provide a desirable aesthetic setting for certain types of land use development; store and convey flood waters; and provide a source of water.

Standard - The shorelines and flood storage areas of inland lakes, streams and rivers should be preserved and protected in accordance with the following standards:

- a. Both banks of all perennial streams and rivers should be maintained in a natural state.
- b. Retain a minimum of 70% of the vegetation within 35 feet of the shoreline frontage in accordance with the Waukesha County Shoreland and Floodland Protection Ordinance.
- c. Floodplains should not be allocated to any urban development which would cause or be subject to flood damage.
- d. Floodwater storage capacity of natural floodlands should not be reduced by urban or rural development.
- e. The flow capacity of perennial stream channels and associated floodlands should not be reduced below their existing conditions.

Wetlands Principle - Wetlands perform a variety of important functions that make them invaluable resources which should be preserved, protected, and managed wisely. These functions include: supporting a wide variety of desirable and sometimes unique plant and animal life; assisting in the stabilization of lake levels and stream flows; trapping and storing plant nutrients in runoff, thus reducing the rate of enrichment of surface waters which contributes to noxious weed and algae growth; contributing to the atmospheric oxygen and water supply; reducing stormwater runoff by providing area for floodwater impoundment and storage; trapping soil particles suspended in runoff and thus reducing stream sedimentation; and providing the population with opportunities for certain scientific, educational, and recreational pursuits.

Standard - Wetland areas adjacent to streams or lakes, wetlands within areas having special wildlife and other natural values, and all other wetlands larger than one acre should not be allocated to any urban development except limited recreation and should not be drained or filled. To the extent practical, areas immediately adjacent to and surrounding wetlands should be kept in open space uses or very low intensity urban uses, such as agriculture or limited recreation. All wetlands one acre or larger located in floodland and shoreland areas should be preserved in accordance with the Wisconsin Administrative Code.

Woodlands Principle - Woodlands assist in maintaining unique natural relationships between plants and animals; reduce stormwater runoff; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply through transpiration; aid in reducing soil erosion and stream sedimentation; provide the resource base for forest product industries; provide the population with opportunities for scientific, educational and recreational pursuits; and provide a desirable aesthetic setting for certain types of land use development.

Standard - Woodland areas having a minimum area of five acres should not be developed in a manner that removes more than 25% of vegetation for development purposes.

Standard - A minimum of five acres of woodland for each 1,000 residents should be maintained for recreational purposes.

Wildlife Principle - Wildlife, when provided with a suitable habitat, will supply the population with opportunities for certain scientific, educational, and recreational pursuits. It comprises an integral component of the life systems which are vital to beneficial natural processes, including the control of harmful insects and other noxious pests and the promotion of plant pollination; provides food sources; offers an economic resource for the recreation industries; and serves as an indication of environmental health.

Standard - The most suitable habitat for wildlife, that is, the area where fish and game can best find food, shelter, and reproduce, is a natural habitat. Natural habitats for fish and game can best be achieved by preserving or maintaining in a wholesome state other natural resources such as soil, air, water, wetland, and woodlands. The standards for each of these other resources, if met, would ensure the preservation of a suitable wildlife habitat and population.

4. Environmental Corridor and Agricultural Land Preservation Objective: To preserve high-quality open spaces to protect the underlying natural resources base, and enhance the social and economic well being and environmental quality of the area.

Principle - Ecological balance and natural beauty are important determinants of a community's ability to provide a pleasant and habitable environment, and maintain social and economic well being. The primary and secondary environmental corridors and isolated natural areas within the Town of Vernon are a composite of the best individual elements of the natural resource base. These elements include lakes, rivers, streams, floodlands and wetlands; woodlands; wildlife habitat areas; rugged terrain consisting of slopes 12% or greater; wet, poorly drained or organic soils; and significant geological formations.

Preservation of environmental corridors contributes to the maintenance of ecological balance and natural beauty, and the economic well-being of the Town. By protecting these elements of the natural resource base, flood damage can be reduced, soil erosion abated, water supplies protected, air cleansed, wildlife population enhanced and continued opportunities provided for scientific, educational and recreational pursuits.

Standard - All remaining undeveloped lands within designated primary and secondary environmental corridors and isolated natural areas should be preserved. If development is to occur in upland areas, such development shall be for residential purposes only and at a density not greater than 5 acres per dwelling.

Prime Agricultural Lands Principle - Preservation of prime agricultural lands ensures that the most productive existing farmlands will remain available for providing food and fiber; contribute to the agricultural and agricultural-related economy of the area; maximize the return on capital invested in agricultural irrigation and drainage systems and soil and water conservation practices; minimize conflicts between the farming operations and activities

associated with developed land uses; and contribute to energy conservation since prime agricultural soils require less energy to farm than do other soils.

Standard - All prime agricultural lands in the Town which consist of contiguous areas at least 20.1 acres in area and which consist of Class I and II soils should be preserved, except in those areas classified as infill between existing residential subdivisions.

5. Recreation Objective - To provide an integrated system of public outdoor recreation sites and related open space areas, including areas for both resource oriented and non-resource oriented active and passive outdoor recreational activities, to allow participation in a wide range of recreation activities.

Principle - The opportunity to attain and maintain good physical and mental health is an inherent right for all residents of the Town. The provision of outdoor recreation sites and open space areas contributes to the attainment and maintenance of physical and mental health by providing opportunities to participate in a wide range of activities. An integrated park and open space system properly related to the natural resource base, such as the existing surface water network, can generate the dual benefits of satisfying recreational demands in an appropriate setting while protecting and preserving valuable natural resources. Finally, an integrated system of outdoor recreational sites and open space areas can contribute to the orderly growth of planning areas by lending form and structure to development patterns.

Principle - Public outdoor recreation sites promote the maintenance of proper physical and mental health both by providing residents an opportunity to participate in activities that facilitate the maintenance of proper health because of the exercise involved (such as baseball, swimming, tennis, ice-skating), and also provide an opportunity to participate in less athletic activities (such as walking and picnicking). These activities tend to reduce everyday tensions and anxieties and thereby help maintain proper physical and mental well being. Well designed and properly located public outdoor recreation sites also provide a sense of community, bringing people together for social and economical purposes and contribute to desirability and stability of residential neighborhoods.

Standard - Outdoor recreation sites should be available at the rate of 10 acres per 1000 population, efficient in size and number to meet the recreation demands of the resident population. Such sites shall maintain natural resources and provide improvements appropriate to the recreational activities to be accommodated therein, and be spatially distributed in a manner that provides ready access by the resident population. This acreage standard is distributed among the following types of parks:

- a. Play lots, 1 acre per 1,000 people;
- b. Playfields 1.5 acres per 1,000 people;
- c. Neighborhood parks, 2.5 acres per 1,000 people; and
- d. Community parks, 5 acres per 1,000 people.

6. Transportation System Objective - To provide an integrated transportation system which, through its location, capacity, and design, will meet the travel demand generated by existing and proposed land use patterns.

Principle - An integrated transportation system serves the various land use activities within the Town and adjacent communities, thereby providing the access needs which support these activities.

Standard - The transportation system should provide access not only to all land presently devoted to urban development but to land proposed to be used for such development. The transportation system should be comprised of an orderly functional hierarchy of arterials, collectors, local streets, and pedestrian and bicycle paths to service the area. All streets and highways in the town are defined by one of the functional classifications listed below:

- Local Street - The primary function of the local street is to provide direct traffic access to abutting lands and to direct said traffic to collector or arterial streets.
- Collector Streets - The primary function of a collector street is to gather traffic from local streets and convey it to arterial streets or highways.
- Arterial Streets - The primary function of arterial streets is to provide for the expeditious movement of through traffic into, out of, and within the community. Where possible, arterial streets should not be located within existing or proposed residential areas.

Standard - Streets and highways in the town should be improved to accommodate the level of service outlined above and should adequately convey the traffic generated by adjacent land uses as well as through-transit needs.

Standard - Transportation facilities, such as off-street parking and off-street truck loading, should be located in proximity to the commercial or industrial land uses to which they are accessory.

Standard - Bicycle and pedestrian paths should be provided as a part of an overall system plan and be designed in conformance with generally accepted and contemporary standards and guidelines.

7. Fire Protection Objective - To provide the facilities necessary to maintain high quality fire protection within the Town in order to preserve life and protect property.

Principle- The adequacy of fire protection in the town is dependent upon the relationship between the size and distribution of the population and land uses.

Standard - Fire stations and equipment should be distributed within reasonable service areas in the town and within generally accepted distances as promulgated by the Insurance Service Office.

8. Housing Objective - To provide adequate location and choice of housing and housing types for all residents, regardless of age, income, or household size.

Principle - Adequate choice in size, cost and location of housing units will assure equal housing opportunity.

Standard - Housing units within the town should be geographically well distributed and include a full range of housing type, size and cost, including manufactured housing, detached single-family dwellings, attached two-family dwellings, in-law units, one and two-family condominiums.

Standard - Residential areas and densities in the town should be generally provided in accordance with the following guidelines:

- a. Approximately 95% of residential units within the town should consist of detached single-family housing.
- b. Approximately 5% of residential, units within the town should consist of duplexes or attached single family units.

CHAPTER II – HISTORY, INVENTORY, AND ANALYSIS

HISTORY

The Town of Vernon began its existence as part of Muskego. On March 8, 1839 the Town of Vernon was created by an act of the State Legislature. The first caucasian settlers in the Town were John Dodge, Prucius Putman, and Curtis B. and Onien Haseltine. They arrived from Andover, Vermont in November of 1836. Onien Haseltine is said to be responsible for naming the Town of Vernon which some feel seem to reflect his original home of Vermont, while others say the Town was named after Mt. Vernon.

An 1859 map of the Town shows that the original Dodges and Putman's lived in Sections 27 and 34. Onien Haseltine lived in Section 13. When the first four settlers made their claims in November of 1836, they built a cabin measuring 15' by 16' in an area later known as Dodges Corners, on property owned by Robert Bartholomew. The settlers found fine timber, fertile soils, a large supply of water courses and many curious mounds and embankments. A heavy growth of maple timber valuable for both firewood and sugar making was found along the Fox River. Streams provided power for milling and watering of stock. The sandy loam soils were found to be highly productive when properly cultivated.

Additional settlers arrived in the fall of 1836. Their claims were made in the following locations, according to the 1859 map: Ira Blood, Sections 19 and 30; Caius Munger, Section 19; and Leonard Martin, Section 24. Asa Flint was also among this group, though his claim was not shown on the 1859 map. In addition, Nelson K. Smith made claims and moved his wife and two children to the Town of Vernon in May of 1837. Mrs. Smith was considered to be the first caucasian woman in the Town.

Onien Haseltine's house was the location of the first political meetings in the Town, including the first election, where Nelson K. Smith was chosen Town Chairman and Town Clerk. In 1841 and 1842 the Town meetings were held in Vernon Center, located on the Milwaukee/Mukwonago Plank Road. When L. Martin built his hotel, the southern influences in the Town moved the meetings to the site near Muskego, where they continued to be held through 1880. The southern influences were later overruled by their northern counterparts, and meetings were moved back to Vernon Center. Soon the rival factions compromised, and for several years held meetings at Mr. Munson's tavern, located on the Mukwonago Plank Road.

In April of 1937 Allen Haseltine, son of Onien Haseltine, was the first child born in the Town. The first wedding ceremony was celebrated on January 1, 1838 for the marriages of Prucius Putman and Emmeline Haseltine, and for Curtis Haseltine and Merial Thomas.

Asa Flint was the first Postmaster, residing over a post office in Vernon Center in 1839-1840. A few years later another post office was built in Big Bend where Aaron Putman was postmaster. Aaron and his brother Amos, who owned lands in Section 24 and 25, built and operated a sawmill in Big Bend from 1841 through 1868.

During the early history of Vernon, two distinctive communities developed. The north section of the Town was the site of many settlers from Scotland or of direct Scottish blood. In 1840, Neil

McDougal traveled from New York to claim 500 to 600 woodland acres in the northwest part of the Town. That year his son-in-law, Findley Fraser and family, joined Alex Foss and family from Elgin, Illinois to settle on McDougal's land. These first Scottish settlers were soon followed by others of Scottish descent, including James Beggs who located in Sections 7 and 12, Robert Weir who settled in Sections 13 and 14, John McKinsey who settled in Section 1, and Gunther and William Guthrie who settled in Sections 1, 7 and 8. Mr. Beggs claimed that he was the first Scotchman to cast a ballot in Vernon.

From 1841 through 1849 the Scotch families of Donald Stewart, Duncan Cameron, Hugh Fraser, William Emsly, Charles Stewart, John and Thomas Howe, Angus and John McNaughton settled in the area. In 1910 Jane Stewart, then still living in Vernon, said that she owned the original land given to her father, Charles Stewart, and signed by President James Tyler.

The Town's Scotch ancestors brought with them their strong religious beliefs, and gathered together for religious worship in the Presbyterian faith. Their first meetings were held in the barn of Robert Weir, then in various homes and a school house. In 1859 the United Presbyterian Church was built, with Archibald Stewart being the overseer.

The southwest corner of the Town of Vernon was part of the community generally known as Caldwell's Prairie, which also encompassed areas in the vicinity of the Village of Mukwonago. In 1835 Joseph and Tyler Caldwell and their families traveled from Hubbard Town, Vermont and settled about three miles from Kenosha, then known as Pike River. Abraham Resseguie, William Cheney, and Clavin Gault moved to Caldwell's Prairie. At the time the Resseguie family moved to Caldwell's Prairie about 100 Pottawatomie Indians lived in Mukwonago. Their powwows could be heard at night. In 1836, members of the Vernon section of Caldwell's Prairie arrived: Henry Camp in Section 30, Ira Blood in Section 30/31, Wilder Champin in Section 20, and Whitney Hudson in Section 31 staked their claims in 1837. Other Caldwell Prairie neighbors shown in 1859 mapping included the Porter and Craig families. Their descendents continue to live in the Town.

Grammatic evidence remains of the Town's first inhabitants. Twenty-nine historic mounds said to be burial grounds of Native Americans known as the Mound Builders, are located on the Born farm in Section 21 (previously owned by the Dewey's after 1920 and the Hollisters before 1920). Most of the mounds are enclosed in a park-like area enclosed by giant oaks. In 1956, Mrs. Sylvia Dewey, who's family once owned the mound area, said that their family often found arrowhead hatchets and other items left by the first settlers in the Town of Vernon.

POPULATION

In 1960 the Town of Vernon's population was 2,037. This represented approximately 26% of the total population in the south-central portion of Waukesha County consisting of the Town of Vernon, Village of Big Bend, Town of Waukesha, and Town of Mukwonago. In 2000 the population for the Town of Vernon was 7,227 which is approximately 30% of the four communities.

Growth in the Town of Vernon has generally followed trends found in other towns in Waukesha County which do not have municipal services, such as public water and sanitary sewer. This trend is typified by the rapid growth experienced in Waukesha County since World War II. The completion of I-43 and the greater Interstate system fueled the trend of business and industry

moving westerly from Milwaukee. Easy access to rural areas via I-43, combined with relatively inexpensive land prices and the natural beauty of the area, contributed to the population inflow experienced from 1960 to 1990.

However, the US Census Bureau reports that the Town lost population between 1990 and 2000, decreasing from 7,549 to 7,227. This reversal can be attributed to a decrease in average household sizes, increasing numbers of single parent households, and the threat of annexation of land by adjoining municipalities which, in effect, can transfer potential future population growth from the Town.

The challenge of the planning process is to accommodate the forecast levels of the population and households while minimizing or eliminating impacts on environmentally sensitive areas and prime agricultural lands. The utilization of population forecasting is essential in establishing land use goals and objectives of any Master Plan.

In January 2004 the Wisconsin Department of Administration's (DOA) Demographic Services Center projected future population levels for all communities in the state. The DOA projects the Town of Vernon to continue its flat, and slightly negative, population growth trend through the year 2020. Despite negative population growth, the number of households may continue to increase, as the average household continues a trend of decreasing in size.

	1960	1970	1980	1990	2000	Est. 2010	Est. 2020
Village of Big Bend	797	1,148	1,345	1,299	1,278	1,148	1,030
% Change		+44.0%	+17.2%	-3.4%	-1.6%	-0.10%	-0.10%
Town of Vernon	2,037	2,857	6,372	7,549	7,227	7,209	7,189
% Change		+40.3%	+123.0%	+18.5%	-4.5%	-0.002%	-0.003%
Town of Waukesha	3,540	4,408	6,668	7,539	8,596	8,866	9,126
% Change		+24.5%	+51.3%	+13.0%	+14.0%	+3.1%	+2.9%
Town of Mukwonago	1,579	1,930	4,979	5,974	6,868	7,624	8,333
% Change		+22.2%	+158.0%	+20.0%	+14.9%	+11.0%	+9.3%

Table 1: Town of Vernon and Adjacent Communities Population History and Forecast

According to the 2000 Census, the population of the Town of Vernon is distributed as follows:

	19 yrs. and less	20-39 yrs.	40-49 yrs.	50+ yrs
% of Town Population	31%	19%	29%	21%
% Change Since 1990	-2%	-13%	+8%	+7%

Table 2: Town of Vernon Age Distribution, 2000

HOUSEHOLD CHARACTERISTICS

Year 2000 census statistics for the Town of Vernon depict that there are 2,380 households with an average size of 3.18 persons per family, and 3.0 persons per household. This represents a decrease in both family size and household size from 1990, when they were 3.51 and 3.34 persons respectively. This downward trend is consistent with trends at both state and national levels. However, the Town's family and household sizes are higher than reported for the nation as a whole, where average family size is reported to be 3.12 persons and average household size is reported to be 2.59 persons.

At a national level, the US Census Bureau is forecasting further decreases in household and family sizes. The bureau estimates that by 2010, the national average family size to be 3.05 persons and the national average household size to be 2.53 persons.

'Household' is defined as unrelated persons living together, while a 'family' is a household containing related persons. Potential changes in the household size have important implications on land use, especially residential development, since an estimate of household size is required to convert forecasted population levels into housing units and needed residential land. The age distribution of the Town, as depicted in Table 2 above, also reflects national trends referred to as 'the aging of America', as the baby boom generation moves towards retirement.

In January 2004 the Wisconsin Department of Administration's (DOA) Demographic Services Center projected the number of future households for all communities in the state. The DOA projects the Town of Vernon to have a modest growth in total households, with increases to 2,400 households by 2005, and 2,425 households by 2010. Further consideration of household projections is included in the following section regarding 'Residential Development Trends'.

	2000	Projected 2005	Projected 2010	Projected 2015	Projected 2020
Total Households	2,380	2,400	2,425	2,452	2,473

Table 3 : Town of Vernon Household Trends and Projections

It should be noted that as of December 2003, the Town of Vernon is exceeding the DOA's household projections, with 2,533 households to date. As a result, further discussion of household forecasting is found below.

In 2000 the Census Bureau reported that 70.5% of persons in the Town over 15 years of age were married, 21.4% had never been married, and 5.8% were separated or divorced.

RESIDENTIAL DEVELOPMENT TRENDS

In 2000, the Town of Vernon had 2,380 total housing units. Of this housing stock, 96.4% are single family detached units, 2.5% are single family attached or townhouse, and 1.1% are multiple family with three or more units in the structure. This represents a consistent mix of housing choices since 1990.

The 2000 Census indicates that 99% of the housing stock in the Town of Vernon is owner occupied. This demonstrates an increasing trend towards home ownership, as owner occupancy has climbed steadily from 77% in 1960 to 93.5% by 1990. The 2000 Census also indicates that vacancy rates for owner occupied units runs 0.3%, while vacancy rates for rental units runs 5.1%. Table 4 summarizes the shifts in housing statistics for the Town of Vernon over the past forty years.

	1960	1970	1980	1990	2000
No. Housing Units	513	718	1,828	2,267	2,402
Owner Occupied	395	576	1,654	2,119	2,287
Vacant, for sale	0	5	19	1	7
Renter Occupied	118	125	117	122	93
Vacant, for rent	1	2	0	1	1
Other Vacant	27	11	28	24*	14**
Persons per Household	3.97	3.98	3.56	3.34	3.00
Median Value	NA	\$20,000- 24,999	\$82,000	\$110,127	\$178,700

*10 units reported for occasional or seasonal use

**1 unit reported for occasional or seasonal use

Table 4 : Town of Vernon Housing Statistics

Between 1990 and 2000, the average number of annual permits for new residential construction was 37.8 dwelling units. This represents a relatively stable construction industry compared to

1980-1989, where 38.4 new units per year were constructed, and represents a decrease from the housing boom from 1970-1979 when there were 98.9 new residential units constructed per year.

As previously noted, changes in household size have important implications on land use, especially residential development. Estimates of household size are required to convert forecasted population levels into housing units, and acreage necessary for new residential development. Table 5 provides several projected household size scenarios in order to demonstrate the impact of various forecasts on residential development needs.

Scenario 1 assumes household sizes remain stable at the 2000 census levels. Scenario 2 assumes the continuing trend of decreasing household sizes, but at rates which decrease slower than the national rate. This is consistent with historical trends. Scenario 3 assumes that household size drops to a level consistent with national forecasts. Scenario 4 assumes households smaller than the national forecast. No scenario considers an increase in household size.

	Projected Household Size			
	Scenario 1 3.00 persons	Scenario 2 2.75 persons	Scenario 3 2.53 persons	Scenario 4 2.25 persons
2010 No. of Households	2,401	2,619	2,881	3,201
% change from 2000	+0.8%	+10.0	+21%	+34%

Table 5: Estimated Housing Forecast 2010

As previously noted, the Wisconsin Department of Administration's (DOA) Demographic Services Center projected the number of future households for all communities in the state. The DOA projects the Town of Vernon household sizes to decline to 2.97 persons per household by 2010, resulting in a demand for 2,425 dwelling units.

In considering which household size to use to forecast local residential development trends, a conservative approach (i.e. projecting slightly smaller household sizes to afford an adequate supply of land planned for development) is often recommended. Using such an approach, Scenario 2 appears to be the most realistic 2010 forecast of housing needs for the Town of Vernon.

The goals of this Master Plan are anticipated to continue the past trends in the composition of the housing stock. A comparatively large base of single family detached housing draws a larger proportion of dual parent households and families with school aged children. Although family sizes and household sizes are declining consistent with national trends, there are no indications that local household sizes are decreasing at rates higher than the national level, which would result in an eventual match of the national family and household size. Therefore, using Scenario 2, the Town should plan for an estimated addition of 239 housing units between 2000 and 2010.

Table 6 depicts historical housing development, as reported by the US Census Bureau, and land absorption rates for the Town of Vernon, prepared by the Southeastern Wisconsin Regional Planning Commission and as reported in their Land Use Inventories.

Time Period	Gross Acres Consumed	Annual Average Acres Consumed	New Housing Units Built	Average Acres Consumed Per Home
1963 - 1969	224.70	32.1	108*	2.08
1970 - 1979	1,515.00	151.1	989	1.53
1980 - 1989	368.78	36.8	384	0.96
1990 - 2000	241.87	24.1	381	0.63

* US Census Bureau, annualized for the seven year period

Table 6: Residential Land Consumption

Another indication of how residential development is transforming the Town of Vernon is the number of Residential Building Permits issued. Table 7 illustrates residential permit activity for the Town of Vernon, as reported by the Building Inspection office.

	1970-1979	1980-1989	1990-1999	2000-2003
Single Family	1,110	434	309	143
Average per Year	111.0	43.4	30.9	35.5
Two Family	0	0	0	0
Average per Year	n/a	n/a	n/a	n/a
Multiple Family 3+ units	0	0	0	0
Average per Year	n/a	n/a	n/a	n/a

Table 7 : Dwelling Unit Permits Issued, 1970-2003

Over the period 1963-2000 the Town of Vernon has averaged 1.3 acres of land consumption per dwelling unit constructed. However, the Town has demonstrated a consistent trend of decreasing land consumption per dwelling. Based on these trends, it is reasonable to conservatively estimate 0.75 acres of land consumption per dwelling unit. Using the household growth projected in Scenario 2, the Town should plan for an estimated residential land consumption of 179.25 acres between 2000-2010.

OTHER URBAN DEVELOPMENT TRENDS

The Town of Vernon has experienced slow but consistent commercial retail, service, and light industrial development. However, historical land absorption data is difficult to review over time due to changes in SEWRPC reporting methods. Prior to 1990, SEWRPC reported all lands within the Vernon Civil Township; since 1990 the inventories exclude lands which have been annexed by Big Bend, Muskego, and Mukwonago. Table 8 below illustrates historical land consumption for commercial and industrial purposes, as reported in SEWRPC Land Use Inventories and the Building Inspection office.

	1963	1970	1980	1990	2000
Commercial Retail	15.97	23.33	35.05	53.89	30.77
Avg. change per yr		+1.1	+1.2	+1.9	-2.3
Manufacturing	5.45	11.42	34.06	52.94	2.25
Avg. change per yr		+0.6	+2.3	+1.9	-5.1

Table 8 : Commercial and Industrial Acreage Inventory by Decade

In addition, the Building Inspector's office reports that the Town has issued nine commercial and industrial permits between 2001-2003. All were major expansions of existing facilities. Based on historical trends, it is reasonable that the Town should expect between 10 and 20 acres of land to be converted to commercial retail, service, and light industrial use by 2010.

NATURAL RESOURCES

The natural resource base, especially those sensitive areas exhibiting limitations with respects to soils, environmental corridors, wetlands and floodlands are critical factors in decision making in this local planning effort. The maintenance of the environment is very important to the aesthetics and perception of the community. Therefore, a good understanding of the Town's resource base is essential.

Careful analysis of the capabilities of the resource base to support various kinds and intensities of land use is important to any sound land planning effort. Misuse of land and water resources may lead to severe developmental and environmental problems which may be difficult and costly, or perhaps impossible, to correct. The Master Plan Study Committee analyzed the Inventory Maps for the following resources:

Soils - Physical properties and limitations exhibited by the soils within the Town of Vernon are a key consideration to be utilized in an effective planning program. Development should only be permitted where suitable soils are demonstrated to exist and where the long-term suitability for the uses proposed can be supported. At the same time these sensitive soils, if developed, will

contribute to a loss of groundwater recharge, groundwater pollution or unnecessary drainage of wetlands and can be protected through sound land use planning practices.

In all land use planning efforts, it is critically important to understand the limitations that soil types place on development. A soil which exhibits "severe" limitations is one which demonstrates one or more properties that are so unfavorable as to cause an overwhelming level of effort, cost, design, or intensive maintenance. Generally, soils which are not suitable for onsite sewage disposal systems are located in wetland complexes both adjacent to water bodies or in isolated conservancy areas. This Master Plan inventoried with severe development limitations soils into two general classifications:

- Soils with severe limitations for conventional sewerage disposal systems (Map 1), and
- Soils with severe limitations on a public sewer system (Map 2).

Under the rules in effect at the time of the 1993 Master Plan adoption, known as DIHLR 83, approximately 50% of the southern half of the Town of Vernon contained soils which were considered to be unsuitable for onsite sewage disposal systems. The majority of the southeast portion of the Town contiguous to S.T.H. "164" and south of the Village of Big Bend also contain soils which are unsuitable for onsite systems.

The majority of the soils in the northern half of the Town are Theresa and Hochheim soils, which were acceptable for onsite sewage disposal systems. However, through field investigations made of these soils in the Town, many of them will contain fluctuating groundwater tables and mound systems may be an acceptable onsite sewage disposal system.

In February 2000, the State of Wisconsin Department of Commerce adopted new rules for private onsite wastewater treatment systems (POWTS). These rules are commonly referred to as COMM 83. Unlike the old DIHLR 83 rules which dictated construction methods and specifications, the new codes prescribe an end result, such as purity of discharge water. COMM 83 is essentially a performance-based building code, and permits an assortment of new sewerage treatment technologies for residential application. COMM 83 has created new development potential on 34% of lands in the State of Wisconsin which were previously unbuildable. This amounts to approximately nine million acres of land.

Locally, the impact of COMM 83 is still unknown, but may be significant. As technology improves over time, many of the lands in the Town of Vernon which were previously classified as "severe" may be subject to development. Opponents of the COMM 83 rules claim that the new performance standards will promote urban sprawl by allowing development on previously unbuildable land; proponents of COMM 83 claim that the rules will aid communities in their efforts to preserve prime agricultural lands, by shifting development from the most productive agricultural soils.

The Master Plan Update Committee believes that public sanitary sewers will not be made available during this plan's study period, which extends to the year 2010. Therefore, the effect of COMM 83 rules and technologies should be carefully monitored, and any perceived conflicts with Town development policies should be reviewed and reported to the Waukesha County Environmental Health division.

In the absence of a centralized public water supply system in the Town, individuals must rely on shallow wells for a potable water supply. These type of wells are recharged from rainfall, runoff, and are subject to contamination from local sources. Urban development utilizing onsite sewage disposal systems may, if poorly planned and located, result not only in surface water pollution but in groundwater pollution and contamination of individual shallow wells which can cause serious public health hazards.

In June 2002, the Southeastern Wisconsin Regional Planning Commission issued Technical report 37, Groundwater Resources of Southeastern Wisconsin. This report focuses on the shallow aquifers and their contamination potential. Deep aquifers were not studied in detail as a part of this report. SEWRPC subsequently issued a prospectus seeking support and funding for the study of the region's deep aquifers. Five of the seven member Counties have expressed support for the prospectus. As of this Update's preparation, funding has not been secured to commence the deep aquifer study.

Lakes - Inland lakes contribute to the community's environmental health in many ways. They add to the atmospheric water supply through evaporation; provide a suitable environment for desirable and sometimes unique plant and animal life; provide the population with an opportunity for scientific, cultural and educational pursuits; constitute prime recreational areas; provide a desirable aesthetic setting for certain types of land use development; store and convey flood waters; and provide a source of water. There are two man-made lakes located in the Town of Vernon. Reischl Lake is located in the south central portion of the Town, while Hidden Lakes are located in the Hidden Lakes development.

Streams and Watersheds - There are 5 named streams in the Town of Vernon. All are within the Fox River watershed. Mill Brook is located north of C.T.H. "ES" and flows into the Fox River in the Vernon Marsh. It is approximately 8.5 miles in length, has a mean width of 12', a mean depth of 1.5", and an area of 12.4 acres, and a gradient of 9.4' per mile. Horseshoe Brook is located in Sections 16 and 21 south of 1-43, is approximately 1.5 miles in length, and is considered an intermittent stream with a gradient of 6' per mile. Artesian Brook is located in Sections 15, 22, and 23, is approximately 2 miles in length, has a mean width of 3', is .7 acres in area and has a gradient of 7.4' per mile with a mean depth of 1'. Ripple Brook is located in Section 24 and 25, is approximately 0.5 miles in length, has a mean width of 3.5', has a mean depth of 0.5', an area of .2 acres, and a gradient of 4' per mile. The Krueger Brook is located in Sections 35 and 36 has a length of .5 miles, a mean width of 1.5', a mean depth of 0.5', an area of 0.1 acres, and has a gradient of 8' per mile. The Fox River flows through the northwest portion of the Town within the Vernon Marsh, and again through the southerly half of the Town and has a total length of approximately 13 miles.

Wetlands - According to the 2000 SEWRPC Land Use Inventory, there are approximately 4,874 acres of wetlands in the Town of Vernon. Wetlands perform a variety of important functions that make them invaluable resources. Their functions include supporting the wide variety of desirable and sometime unique plant and animal life; assisting in the stabilization of lake levels and stream flows; trapping and storing plant nutrients and runoff and thus reducing the rate of enrichment of surface water and obnoxious weeds and algae growth; contributing to atmospheric oxygen and water supply; stormwater runoff and floodwater impoundment and storage; trapping soil particles suspended in runoff thus reducing stream sedimentation; and providing the population with opportunities for certain scientific, educational and recreational pursuits.

***INSERT MAP 1 : SOILS WITH SEVERE LIMITATIONS
FOR
DEVELOPMENT ON PRIVATE SEPTIC***

***INSERT MAP 1 : SOILS WITH SEVERE LIMITATIONS
FOR
DEVELOPMENT ON PUBLIC SEWER***

There are three main wetland complexes in the Town of Vernon. The first is located in the northwest part of the Town within the Vernon Marsh area, and is adjacent to Mill Brook, which runs through the northern portion of the Town north of C.T.H. "ES". This wetland is contiguous to the Fox River in the southerly portion of the Town. A second wetland complex is adjacent to the Horseshoe Brook, Artesian Brook, Ripple Brook and Krueger Brook.

According to SEWRPC Land Use Inventories, the amount of wetlands in the Vernon Township has been reduced from 4,972 acres to 4,874 acres or approximately 98 acres between 1963 and 2000. These losses are principally attributed to the inventories being done by photometric methods which may have classified farmland as wetland areas or surface water during high groundwater conditions.

Woodlands - Woodlands assist in maintaining unique natural relationships between plants and animals; reduce stormwater runoff; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply through transpiration; aide in reducing soil erosion and stream sedimentation; provide the resource base for forest product inventory; provide the population with opportunities for scientific, educational and recreational pursuits; and provide a desirable aesthetic setting for certain types of land use development. According to the SEWRPC, Land Use Inventories between 1963 and 2000, upland woodland areas have decreased approximately 204 acres, from 1,578 acres in 1963 to 1,374 acres in 2000.

Wildlife - Wildlife, when provided with a suitable habitat, supplies the population with opportunities for certain scientific, education and recreational pursuits; comprises an integral component of the life systems which are vital and beneficial natural processes, and including the control of harmful insects and other noxious pests; promotes sustainable plant populations; provides food sources; offers an economic resource for recreational industries; and serves as an indicator of environmental health.

AGRICULTURAL LANDS

Preservation of agricultural lands insures that the most productive existing farmlands will remain available for providing food and fiber; contribute to the agricultural related economy of the area; maximize the return on capital investment; maximizes benefits of agricultural irrigation and drainage systems; aids soil and water conservation practices; minimizes conflicts between farming operations and developing land uses; and contribute to energy conservation since prime agricultural soils require less energy to farm than do other soil types.

Overall, between 1963 and 2000, the Southeastern Wisconsin Regional Planning Commission's Land Use Inventories for the Town of Vernon indicate that farmlands decreased from 14,389 acres to 8,850 acres or approximately 38.5%.

The Waukesha County Board has previously adopted an Agricultural Land Preservation Plan for the County. That Plan designates large tracts of lands in the Town of Vernon for preservation and prime agricultural use. In the early 1980's, the Town of Vernon chose not to adopt prime agricultural zoning which would have restricted many of those lands to prime agricultural use. Many of the farms in the Town of Vernon, which are owned by non-farm operators, are now being rented by other farm operators.

During the 1993 Master Plan process, the committee conducted a meeting with property owners having more than 20 acres of land north of the Fox River, to discuss the future of agriculture in the Town of Vernon. The Town Assessor attended this meeting to explain the different classifications of agricultural land. At the time, Wisconsin law did not permit tax benefits for agricultural operations. Agricultural lands were valued for their highest and best use. Therefore, if lands which were desirable for commercial use were to be designated as agricultural lands on the Master Plan, it would still be assessed and taxed for its higher commercial development potential. At the public meeting, it appeared to be the consensus of the property owners that because of the tax laws in effect at the time and the aging of the property owners, they would like to sell their property at what they felt was a highest market value. On the other hand, farmers indicated it was more cost effective to rent a piece of property rather than to purchase it and pay the mortgage and property taxes.

Since that time, the Wisconsin Department of Revenue (DOR) has fully implemented "Use Value Assessment". This new assessment method was implemented to protect Wisconsin's farm economy and curb urban sprawl. According to the DOR, the purpose of Use Value Assessment is to place a value on agricultural lands based upon their productivity, rather than their potential for development.

For planning purposes, it is useful to distinguish between prime agricultural lands and other farming areas. The prime agricultural lands are those lands which in terms of farm size and soil characteristics are best suited for the production of food and fiber. The Waukesha County Park and Planning Commission has defined prime agricultural land as areas containing farm units that meet the following criteria:

1. The farm unit is at least 35 acres in area.
2. At least 50% of the farm unit is covered by soils which meet U.S.D.A. soil conservation service standards for national prime farmland or farmland of statewide importance (Class I, Class II, and Class III soils).
3. The farm unit is located in a block of farmland of at least 100 acres in size.

During the 1993 Master Plan process, the Committee determined that only Class I and Class II soils would be locally classified as being prime agricultural. Class III soils or statewide significant soils were not classified as prime because, in most cases in the Town of Vernon, these were areas that were adjacent to the Fox River and its tributaries and subject to periodic flooding.

In review of the agricultural parcels in the Town north of the Fox River, it was determined that on parcels having a minimum size of at least 20 acres, that there was approximately 4,200 acres of vacant land, excluding the Vernon marsh and floodplain adjacent to the Fox River and other streams which had potential for development. A minimum number of areas north of the Fox River would meet the agricultural criteria of having at least 50 percent of their soil classified as prime agricultural or of statewide significance, have parcel sizes at least 35 acres in size, and being in blocks of at least 100 combined acres.

INSERT MAP 3 : PRIME AGRICULTURAL LANDS

In evaluating the area south and east of the Fox River, all parcels more than 20 acres in size were evaluated by their soil capability for residential and agricultural uses. It was determined in evaluating the area east of the Fox River and south of Big Bend (Big Bend South Study Area) that approximately 1,350 acres of prime agricultural soils existed on approximately 1,700 acres or about 78% of the area. In that area south and west of the Fox River, 71% or approximately 3,030 acres of the 4,270 acres of land on parcels greater than 20 acres in size were considered prime agricultural.

Map 3 depicts lands in the Town of Vernon with Class I and Class II soils, which are the most productive prime agricultural soil classes. This map also depicts where Class I and Class II soils have been converted to non-farm uses since 1963. A number of important public purposes should be served through the preservation of these remaining agricultural lands. Such public purposes include the maintenance of agricultural reserves, energy conservation, the maintenance of open space, and the protection of environmentally significant areas.

OUTDOOR RECREATION USES

The Department of Natural Resources owns the Vernon Marsh wildlife area, which is located in the northwest portion of the study area consisting of over 1,400 acres. The Vernon Marsh encompasses a variety of natural resources, including wetlands and floodplains associated with the Fox River, wildlife habitat areas and woodlands and provides opportunities for hiking, canoeing, hunting and nature study.

The Fox River Parkway lands consist of County owned parcels located along the main stem of the Fox River in the southeastern portion of the Town. The natural resource features at the sites include wetlands, wildlife habitat areas and floodlands. Waukesha County also owns two other park sites in the Town of Vernon located on the north side of C.T.H. "L" in Section 33, and the Mueller property, located in Sections 22 and 27 on the north side of C.T.H. "L".

Other recreational facilities in the Town of Vernon include a 32 acre campground located in Section 32 on Craig Avenue, which has natural resource features including a woodland wildlife habitat area; the German Shepard Dog Club of Wisconsin, located on a 5 acre site in Section 1, south of I-43; the Norris Athletic Field consisting of a 5 acre site within the Norris School for Boys Property located in Section 34, south of C.T.H. "L", and the West Allis Training Kennel Club, which includes 102 acres located on the north side of C.T.H. "ES" in Sections 3 and 10.

The Town of Vernon is host to three golfing facilities: Morningstar golf course in the Mill Brook Study Area (the formerly Hribar quarry site), Edgewood gold course in the Fox River South Study Area, and Vernon View in the Big Bend South Study Area.

Heather Ridge Park, owned by the Town, is approximately 13 acres in area and is located in Section 10, just west of the Heather Ridge Subdivision. The park is considered a community park and contains two league softball diamonds, a sandlot softball diamond, and a children's play area.

The Town Hall park site consists of 35 acres located in the central portion of the Town. The northern portion of the site contains the Town Hall, Highway Department, and recycling facility. The site is generally level with poorly drained soils, including a 6 acre wetland on the southeast

portion on the site. The parcel currently is developed with baseball diamonds, soccer fields, and a recreation center.

In all, the SEWRPC 2000 Land Use Inventory depicts 378 acres of land for recreational use, exclusive of wetlands and woodlands. This represents a 58.4% increase since 1990.

TRANSPORTATION

One of the major components of a sound land use plan is to determine if the existing network of collector and arterial streets can accommodate additional traffic if adjacent properties are developed for more intensive use. In addition to I-43 which serves the region, the Town of Vernon has several major arterials.

The most recent data regarding annual average daily traffic (ADT) for the Town of Vernon was collected by the Wisconsin Department of Transportation in 2000. The following ADT were reported:

Location	ADT
S.T.H. "164" north of C.T.H. "ES"	15,000
S.T.H. "164" north of Edgewood	10,700
S.T.H. "164" south of C.T.H. "L"	7,300
C.T.H. "ES" east of S.T.H. "164"	9,700
C.T.H. "ES" west of S.T.H. "164"	6,900
C.T.H. "ES" west of C.T.H. "U"	3,000
C.T.H. "U" east of S.T.H. "164"	5,400
C.T.H. "L" west of Crowbar	5,000
C.T.H. "L" west of S.T.H. "164"	3,300
C.T.H. "L" west of Fox River	1,300

Table 9: 2000 Average Daily Traffic Counts

SANITARY SEWER AND WATER FACILITIES

The sanitary sewer service area for the Village of Mukwonago as depicted in SEWRPC Community Assistance Planning Report No. 191 originally included a one square mile area in the Town of Vernon, however, none of the Town of Vernon was included in the refined sanitary

sewer area. Town of Vernon officials have previously studied the possibility of forming a sanitary or utility district with City of Waukesha, Village of Mukwonago, and Village of Big Bend.

At this time no sanitary or utility district has been formed. Each residence and business must construct and maintain his own well and provide a sewage disposal system. The Master Plan Update Committee believes that sanitary sewers will not be extended within the Town of Vernon during this plan's study period, which extends to the year 2010.

SOLID WASTE DISPOSAL

There is no Town financed collection service for the Town of Vernon. The Town does have a limited recycling center at the Town Hall site located on Center Drive.

POLICE AND FIRE PROTECTION

All police services for the Town of Vernon are provided by the Waukesha County Sheriff's Department.

The Town of Vernon is serviced by the Big Bend/Vernon Volunteer Fire Department. There are three fire stations to accommodate equipment needed for emergency and fire services. The first is located on C.T.H "ES"; the second is located at the southwest corner of S.T.H. "164" and I-43, and the third is located within the Village of Big Bend.

SUMMARY

According to the SEWRPC Land Use Inventories which have been completed between 1963 and 2000, approximately 3,000 acres or 14.3% of the current Study Area has been converted from rural-type land uses to urban-type land uses in the Township. This is an average of approximately 81 acres of conversion per year over the 37 year period.

Generally, residential parcels which have been created in the Town in the last 37 years have been one acre or more in size, with 1.3 acres being the average. However, residential developments have been trending towards smaller parcel sizes.

Recent demographic projections indicate that the Town should plan for 179.25 acres of land conversion to urban residential use, within the 2000-2010 planning period. Commercial and industrial development has maintained a consistent pace over time. Historical trends indicate that the Town should plan for an additional 10-20 acres of land conversion to commercial and industrial use within the 2000-2010 planning period.

CHAPTER III - LAND USE

INTRODUCTION

The Master Plan Update must be based upon careful consideration of existing land use patterns, the physical characteristics of the land, and the long term needs of the community. To identify the existing land uses, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) Land Use Studies from 1963-2000 were utilized. This data was chartered and analyzed to provide an important basis for determining an appropriate pattern of future development in the Town of Vernon.

The 1963-1985 SEWRPC Land Use Inventories include those portions of the Village of Big Bend and City of Muskego which were in the original boundaries of the Vernon civil township. The SEWRPC 1990-2000 Land Use Inventories exclude lands located within the Village of Big Bend and City of Muskego and are not part of this study area.

The SEWRPC Land Use Inventories classify urban-type land uses as being residential, retail service, manufacturing, transportation, communications and utilities, public uses and recreational. The rural-type land uses in those categories were farmland, wetlands, woodlands, surface water, extractive, landfills, unused urban and unused rural.

URBAN LAND USES

Urban land uses by definition include those areas where houses or other buildings have been constructed in relatively close proximity or where a closely spaced network of minor streets has been constructed, thereby indicating a concentration of residential, commercial, industrial, governmental or institutional uses.

In the SEWRPC 1963 Land Use Inventory, urban-type uses accounted for approximately 2,051 acres or approximately 8.6% of the land in the civil township. In the 2000 Southeastern Wisconsin Regional Planning Commission's Land Use Inventory, 5,051 acres or 24.1% were urban land uses. Although the Town has experienced a steady amount of residential development in the last two decades, the most dominant land use in the Town is still agricultural related uses.

Residential Land Uses - Of all the elements of the Master Plan, residential land use continues to be the fundamental agent of change in the Town. It is appropriate that this area of interest be given careful consideration in developing the Master Plan Update. In the 1963 Southeastern Wisconsin Regional Planning Commission's Land Use Inventory, there were 760.4 acres of land used for residential purposes. In 2000, residential land uses account for approximately 65.4% of the urban land use category or 3,303 acres. This represents 15.7% of the total area of the Town.

Other Urban Land Uses - According to the SEWRPC Land Use Inventory completed in 2000, other urban land uses which consist of Retail Service, Manufacturing, Transportation, Communications, Public Uses, and Recreational Uses account for about 1,748 acres of urban use. This represents 8.3% of the total area of the Town, and is described in greater detail below.

The Town of Vernon has two areas that encompass the majority of the commercial development. The first is located east of the intersection of C.T.H. "ES", Hwy. "164", and Interstate "I-43" extending east to Guthrie School Road. The second area is located on the north and south side of C.T.H. "ES" in the vicinity of C.T.H. "XX" and the Hidden Lakes Subdivision development. According to the 2000 Southeastern Wisconsin Regional Planning Commission's Land Use Inventory, commercial-type uses account for 30.8 acres, or 0.6% of the urban area. Trade areas for a number of regional shopping centers extend to the Town from the nearby Village of Mukwonago, Cities of Waukesha, New Berlin and Muskego, and the Metropolitan Milwaukee area.

Industrial uses account for approximately 2.3 acres, of the urban area of the Town according to the 2000 Land Use Inventory. According to the Land Use Inventory, these manufacturing uses are located on the north side of C.T.H. "ES", to the west of Hwy. "164", and on the west side of Guthrie School Road. It should be noted that these areas are zoned for commercial use and are not locally classified as industrial uses. Active mining related uses such as sand and gravel quarries previously reported in SEWRPC inventories are no longer classified for such purposes in the Town. The quarry operations previously designated in the Master Plan were the Hales Corners Sand and Gravel operation located in Sections 8 and 9 on the north side of C.T.H. "ES", and the Payne & Dolan quarry located east of the Village of Big Bend and in the City of Muskego, on the north side of Edgewood Avenue.

Transportation and utility land uses are limited to lands devoted to highway networks, railroad right-of-ways, and electrical power transmission and distribution facilities. In the 2000 Land Use Inventory, approximately 1,208 acres are designated for transportation-type uses with 60 acres being used for communication and utility-type uses. This does not include power transmission lines which are located within easements. In total, these uses account for approximately 25.1% of the total urban uses and 6.2% of the total acreage of the Town.

Public uses represent approximately 69 acres, or 1.3% of the urban uses of the Town according to the 2000 Land Use Inventory, which mainly consists of schools and the government building.

Recreational uses occupy 378 acres or 7.4% of the Town, according to the 2000 Land Use Inventory. It should be noted that this recreational use category does not include those portions of the Vernon Marsh which are owned by the Department of Natural Resources.

RURAL LAND USES

According to the Southeastern Wisconsin Regional Planning Commission's 2000 Land Use Inventory, 8,850 acres, or 42.2% of the Town uses are devoted to farmland purposes. An additional 839 acres, or 4.0% of the Town, are classified as unused rural land. These figures do not include 4,470 acres of wetlands, 1,338 acres of woodlands, and 334 acres of surface water.

The farmland category includes crop lands, pasture lands, orchards, nursery's, and special use farms. When the Southeastern Wisconsin Regional Planning Commission delineated these areas they did not include farm dwellings. These were classified as rural farmsteads, assigned a site of approximately 30,000 square feet, and are included in the urban use category. All other buildings were included in the Agricultural Land category.

Land Use	INVENTORY YEAR				
	1963	1970	1980	1990	2000
Residential	760.38	985.10	2,500.12	3,061.39	3,303.26
Retail Service	15.97	23.33	35.05	53.89	30.77
Manufacturing	5.45	11.42	34.06	52.94	2.25
Transportation	502.58	720.08	1,094.82	1,140.32	1,208.55
Communications and Utilities	76.12	76.36	74.92	74.27	59.68
Public Uses	662.54	66.16	69.18	72.28	69.12
Recreation	27.98	189.53	213.22	220.57	377.89
Urban Total	2,051.02	2,071.98	4,021.37	4,675.66	5,051.50
Farmland	14,368.86	13,692.07	11,556.41	10,846.91	8,849.70
Wetlands	4,972.36	4,862.44	4,851.64	4,829.96	4,470.23
Woodlands	1,577.85	1,532.21	1,477.1	1,488.72	1,338.62
Surface Water	373.03	407.73	419.70	424.12	334.43
Extractive	50.15	101.68	167.49	219.02	0.00
Landfill	5.58	5.58	5.59	3.83	0.00
Unused Urban	51.99	68.2	71.27	74.15	76.59
Unused Rural	346.30	455.15	626.47	576.92	839.33
Rural Total	21,746.12	21,125.06	18,175.67	18,463.63	15,908.91

NOTE: 1963-1980 Inventories include all of Vernon Civil Township including lands in Big Bend and Muskego. The 1990-2000 Inventories are for Town of Vernon only.

Table 10: Acres of Land Use Change 1963-2000

CHAPTER IV - EXISTING LAND USE REGULATIONS

INTRODUCTION

All land development and building activities in the Town of Vernon are regulated by Zoning Ordinances, Subdivision Control Ordinances, Building Codes, and Health Regulations. Land uses are further regulated by the "Waukesha County Zoning Code" and the "Waukesha County Shoreland and Floodland Protection Ordinance".

Land division activities are regulated by the "Waukesha County Shoreland and Floodland Subdivision Control Ordinance" and the "Town of Vernon Land Division Control Ordinance".

Land disturbing activities are regulated by the "Waukesha County Construction Site Erosion Control and Stormwater Management Ordinance".

Health regulations in regards to onsite sewage disposal systems, restaurant and food service facilities, and animal welfare issues are regulated by "Waukesha County Code".

THE FUTURE OF TOWN ZONING

In 2003-2004 the Town Board formed a study committee to evaluate and make recommendations to adopt the Waukesha County Zoning Code as the Town of Vernon Zoning Code. If approved by action of the Town Board and County Board, the Town of Vernon will administer its own Zoning Code for all areas not under jurisdiction of the County's Shoreland and Floodland Protection Ordinance. It is anticipated that the potential adoption of a local Zoning Code will occur concurrent with the adoption of this Master Plan Update.

ZONING ORDINANCE

The Waukesha County Zoning Code became effective on February 26, 1959. Until such time as the Town adopts its own local zoning ordinance, this Code has jurisdiction in all of the Town of Vernon which lies outside the jurisdiction of the Waukesha County Shoreland and Floodland Protection Ordinance. In June 2004, the County held public hearings regarding a number of significant Zoning Code amendments, all of which are pending at the time this Master Plan Update was being prepared.

The Waukesha County Shoreland and Floodland Protection Ordinance became effective on July 16, 1970, and has jurisdiction in the Town over all areas within 1,000 feet of any lake or pond, 300 feet of any stream or river. This Code also applies to the landward side of the floodplain, if greater than 300 feet from a stream or river. In June 2004, the County held public hearings regarding a number of significant Shoreland and Floodland Protection Ordinance amendments, all of which are pending at the time this Master Plan Update was being prepared. The Waukesha County Zoning Code and the Waukesha County Shoreland and Floodland Protection Ordinance under Wisconsin law, are administered jointly by the Waukesha County Park and Planning Department and the Town of Vernon.

The Zoning Ordinance includes twenty-seven different zoning districts including conservancy/wetland, agricultural, residential, commercial, industrial, public and institutional, and quarry uses. The individual district requirements are minimum standards adopted to promote the health, safety, morals, comfort, prosperity, and general welfare of the Town of Vernon residents. Among other purposes, such provisions are intended to provide for adequate light, air, sanitation, drainage, convenience of access, conservation of wetlands, safety from fire and other dangers; to promote the safety and efficiency of the public streets and highways; to aid in conserving and stabilizing the economic values of the community; to preserve and promote the general attractiveness and character of the community environments; to guide the proper distribution and location of population in the various land uses; and otherwise provide for the healthy and prosperous growth of the community.

Agricultural Districts - The Zoning Ordinance has nine agricultural zoning districts. Generally, they are as follows:

- The A-E Exclusive Agricultural Conservancy District, A-P Agricultural Land Preservation District, and A-T Agricultural Land Preservation Transition District, all requiring 35 acre minimum parcel sizes.
- The A-1 Agricultural District, permitting residential development on 3-acre parcels with a minimum average width of 200 feet.
- The A-1a Agricultural District, permitting residential development on 1 acre parcels with a width of 150 feet.
- The AD-10 Agriculture District, intended to preserve the prime agricultural lands in tracts of 20 contiguous acres or more by transferring development rights at five acre densities to other lands more suited for development.
- The A-5 Mini Farm District, permitting 5 acre parcels and low density residential use in transitional areas.
- The A-B Agricultural Business District is a 5-acre district which promotes agricultural business endeavors which support the agricultural community.
- The A-O Existing Agricultural Overlay District promotes continued farm operations where there is a potential for conflict with encroaching residential development.

Generally, agricultural lands in the Town which are not already zoned for development fall within the AE, AD-10, or A-5 Districts.

At the time of inception of the Agricultural Land Preservation Zoning District in both the Waukesha County Zoning Code and the Waukesha County Shoreland and Floodland Protection Ordinance, officials from the Town of Vernon chose not to participate in the program.

Residential Districts - There are seven residential zoning categories in the Code, with minimum lot sizes ranging from 3-acres to 20,000 square feet in area. Generally, areas which are already developed are zoned in the R-1, or R-1a Residential District which requires 1 acre minimum lot sizes with 150' minimum average width. The distinction between the two zoning districts categories is the minimum home size required. The R-1 district requires a 1,300 square foot minimum, while the R-1a District requires a 1,500 square foot minimum.

The majority of undeveloped lands which are zoned for residential development are classified in the RRD-5 Rural Residential Density District. This district permits lot sizes of one acre and 150 foot width, with overall development densities of one dwelling per five acres.

Environmental Districts - The EC Environmental Corridor District allows residential development at 5 acre densities with minimal disturbance of the upland portion of the corridor. This district, as it is intended to be mapped, includes non-wetland / floodplain primary and secondary environmental corridors, and is intended to be used to preserve, protect, and enhance significant upland wildlife habitat areas, scenic views, and slopes in excess of 12%.

Environmentally sensitive areas are also regulated through the use of the A-E Exclusive Agricultural Conservancy District and the C-1 Conservancy Wetland District. Those areas zoned A-E Exclusive Agricultural Conservancy District are presently in agricultural uses by virtue of either cultivation or pasturing. Absent of such use they would be classified as conservancy lands due to inherit wet soil conditions, or the presence of natural vegetation indicative of wet soils. The intent of this district is to identify and regulate existing agricultural uses on these lands.

The C-1 Conservancy zoned areas are lands which are considered wetlands, marsh lands, swamps, or 100 year floodplains, and under the Shoreland and Floodland Protection Ordinance such uses are those lands which are indicated as DNR Wetlands on the final Wisconsin Wetland Inventory Maps dated September 6, 1984.

In order to protect existing improvements in the C-1 Floodplain areas, the Shoreland and Floodland Protection Ordinance has an Existing Floodplain Overlay District (EFD) that permits the reconstruction of improvements on existing properties which are within the 100-Year Floodplain. However, the Ordinance requires the subject structures and appropriate amenities, i.e. wells and septic systems, to be floodproofed. Generally, all vacant lands which are outside the C-1 Conservancy / Wetland/Floodplain District are zoned to permit agriculture or development.

Business and Industrial Districts - The Zoning Code includes four commercial districts, a mixed use business park district, and two industrial districts, permitting development on parcels as small as 20,000 square feet. The Town does not have any lands currently zoned in the M-1 Limited Industrial, M-2 General Industrial District.

Commercial districts including the B-1, B-2, B-3, B-4 and B-P zones are concentrated in the general vicinity of the intersection of S.T.H. "164" and C.T.H. "ES", including significant amounts of B-4 Community Business District and B-P Mixed Use Business Park District zoning which remain undeveloped. In addition, there are a number of B-2 and B-3 zoned areas scattered on the north and south side of C.T.H. "ES" in the Town of Vernon, of which many parcels were conditionally rezoned for particular operations.

Special Use Districts - The Zoning Code includes a public use district applying primarily to government facilities, and a quarrying district which regulates non-metallic mining, and is considered to be a specialized derivation of an industrial zone. The Town does not have any lands currently zoned to the Q-1 Quarrying District.

SUBDIVISION CONTROL ORDINANCES

The division and improvement of lands within the Town of Vernon are regulated by the Town of Vernon Land Division Control Ordinance, and the Waukesha County Shoreland and Floodland Subdivision Control Ordinance, the later of which has jurisdiction in the same areas as the County's Shoreland and Floodland Protection Ordinance. The Town's Subdivision Control Ordinance requirements are more restrictive than Chapter 236 of Wisconsin State Statutes, as it requires formal platting of lands when three lots under five acres in area are created within a five year time period.

Generally, the intent of the Land Division Ordinance is to lessen street congestion, secure safety, and prevent overcrowding of the land; facilitate adequate provisions for transportation, water, sewage, drainage, schools, parks, playgrounds, and other public requirements; to prevent scattered development beyond the service areas of community facilities and utilities; conserve the existing and potential value of land, water, and improvements; provide the best possible environment for human habitation; meet the public demand for aquatic recreation with the least disturbance to shoreland owners; preserve natural growth and ground cover; prevent erosion and sedimentation; protect surface and sub-surface water quality; provide for further division of larger tracts into smaller parcels of land; and secure adequate legal descriptions and survey monumentation of divided land.

The Ordinance provides for adequate open space facilities for public use, as all such facilities must be properly located and preserved as the Town develops. Under the Ordinance, the subdivider must dedicate an amount of land equal to .045 acres per dwelling unit or pay a fee which is deposited into two non-lapsing funds, with one being for public park purposes, and the other being for fire protection purposes.

The Ordinance includes pre-application and preliminary filing procedures, and details the review procedures for all land divisions. It sets forth specific information as to what items are to be contained on surveys, plats, and construction plans, including all streets, public improvements, stormwater management and erosion controls. In addition, specific design standards according to street classification, items pertaining to street arrangements, types of streets, street widths, street grades, intersection details, the designs for lots and blocks are contained within the Ordinance.

The provisions of the County's Shoreland and Floodland Subdivision Control Ordinance are very similar to those of the Town's Land Division Control Ordinance. However, under the County's Ordinance, parcels are exempt if they are 20 acres or more in area after division.

CONSTRUCTION SITE EROSION CONTROL AND STORMWATER MANAGEMENT ORDINANCE

The Waukesha County Construction Site Erosion Control Ordinance became effective on May, 1992 as an erosion control ordinance, and was substantially amended in May, 1998 to address stormwater management. This ordinance requires a county permit for land disturbing construction activity. The primary purpose of this Ordinance is to reduce non-point source pollution originating from construction sites. This Ordinance does allow Waukesha County

enforce the Ordinance within the Town unless the Town elects to enforce the provisions on their own.

BUILDING CODES

Building Codes apply to the occupancy of all new buildings constructed in the Town of Vernon. These Codes allow the Town of Vernon to establish fees and require permits for any construction, additions, alterations, or repairs.

On site construction of one-family and two-family dwellings are regulated by the Wisconsin Department of Commerce Administrative Code Chapters COMM 20, 21, 22, 23, 24, & 25 otherwise known as the Uniform Dwelling Code. These chapters also apply to and newly constructed community based residential facilities providing care, treatment, and services for eight or fewer unrelated persons.

One-family and two-family built-off-site Manufactured Homes or Dwellings or Modular Housing as defined by COMM 20.07,27 and Section §101.91 Wisconsin Statutes.

Commercial construction is required to conform to Wisconsin Administrative Code Chapters COMM 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, and 65, and to the Wisconsin Enrolled Commercial Building Code Volume 1 and 2.

HEALTH CODES AND SERVICES

The Waukesha County Division of Environmental Health inspects and licenses restaurants, and retail food establishments, and investigates all reports of food borne and water borne illness from licensed establishments within Waukesha County. The Environmental Health Division also administers the County's programs relating to well safety and sanitation.

Waukesha County Humane Officers work with law enforcement agencies to follow up on complaints of neglect and abuse of animals in Waukesha County. Waukesha County also administers a county wide Rabies Control Program.

The Waukesha County Department of Health and Human Services provides social services and programming to Town residents. The department provides a wide range of confidential services designed to enhance the physical and emotional functioning of individuals and families in Waukesha County. The Department's varied and diverse services share a philosophical commitment to the dignity of the individual and a belief that individuals and families can with proper assistance, positively respond to the challenges that life's problems and crises present.

The Waukesha County Department of Senior Services provides meal programs to local residents, including service at twelve locations throughout the County. The program provides low cost nutritious meals meeting one third of the recommended dietary allowance. Residents over the age of 60 years are eligible to participate. The program emphasizes outreach to the frail, isolated, homebound and disadvantaged. The Home Delivered Meal program provides a meal delivered to frail and homebound older adults who are unable to prepare their own meal.

CHAPTER V – EXISTING LAND USE PLANS

BACKGROUND

In developing the 1993 Master Plan for the Town of Vernon, the Town was divided into five Study Areas, as depicted on Map 4:

- The Interchange Study Area is comprised of the four square miles in the northeast portion of the Town immediately around the I-43/S.T.H. 164 Interchange.
- The Mill Brook Study Area is comprised of lands generally in the area north of C.T.H. "ES " to the Town of Waukesha, and west of the Interchange Planning Study Unit to the Town of Mukwonago.
- The Fox River North Study Area is comprised of lands generally in the area north of the Fox River, south of C.T.H. "ES", and west of the Interchange Planning Study Unit to the Town of Mukwonago.
- The Big Bend South Study Area is comprised of lands generally in the area south of the Village of Big Bend to the Racine County line, and east of the Fox River to the City of Muskego.
- The Fox River South Study Area is comprised of lands generally in the area west and south of the Fox River to the Racine County Line and the Town of Mukwonago.

In developing the 1993 Master Plan for the Town of Vernon, the Committee analyzed each Study Area by inventorying existing land uses, residential development patterns, soil limitations, transportation networks, presence of large farming units, prime agricultural soils, and the amount of land available for development and how it would impact the controlled growth concept which the Town wanted as part of the development of this plan.

During that review, it became apparent that each Planning Study Area could not be analyzed on an individual basis. The Town then was divided into two analysis areas: north of the Fox River, which contained the Interchange, the Mill Brook, and the Fox River North Planning Study Areas; and that area south of the Fox River, containing the Big Bend South and the Fox River South Study Areas.

INSERT MAP 4 : 1993 MASTER PLAN STUDY AREAS

ADOPTED GENERAL RECOMMENDATIONS

After analysis of all the proposed plans and Study Areas, the 1993 Master Plan Study Committee chose to recommend, in general:

Environmental Corridors and Isolated Natural Resource Areas – The Plan recommends the preservation of all floodplain and wetland areas in their natural state and locates all new development outside the lowland primary environmental corridors which are wetlands, floodplains and conservancy zoned areas. This serves to maintain a high level of environmental quality in the Town and avoids the creation of problems such as flood damage, wet basements, failing septic systems, and damage to the environmental qualities of that natural resource base.

The master Plan anticipates that development may occur in upland environmental corridors at five acre densities, provided only minimal disturbance of those areas would occur.

Agricultural – The Plan preserves all prime agricultural lands consisting of Class I and II soils for Agricultural purposes in tracts of 20.1 acre or more, in areas south and east of the Fox River. This area is generally where concentrations of prime agricultural soil characteristics are found. As previously noted, Class III soils or soils of statewide significance were not classified as prime because, in most cases in the Town of Vernon, these were areas that were adjacent to the Fox River and its tributaries, and subject to periodic flooding.

Five acre and ten acre density zoning categories, which require preservation of all prime agricultural soils (Class I & II) on minimum 20.1 acres of contiguous area were established.

Residential Development - The Master Plan identified three classifications for residential land uses: rural residential, low density residential, and medium density residential.

The rural residential area consists of parcels for single-family living units which maintain an overall density of 5 acres per dwelling unit. This classification was intended to help preserve those lands which are considered prime agricultural and in contiguous areas over 20.1 acres of Class I and II soils. The rural residential category allows development on those lands which are not prime agricultural lands based upon slopes, soil types, or where parcel sizes are below 20 acres. The Committee, especially the farmers on the Committee, felt that a 20 acre parcel was the minimum economical land area necessary to support an agricultural operation. A total of 3,639.9 acres of vacant land was proposed for rural residential development on the proposed plan by the year 2010.

The low density residential category consists primarily of existing single-family detached dwelling units and 182.2 acres. This category generally had .2 to .75 dwelling units per acre, representing lot sizes ranging from 1.5 acres to 4.9 acres.

The medium density residential category allows densities of 0.7 to 1.5 dwelling units per acre, representing lot sizes from 30,000 square feet to 1.5 acres. The areas proposed for new medium density residential growth under the recommended plan totaled 706.2 acres by the year 2010.

Parks and Recreation – The park and open space element of the plan includes a recommendation that County and State agencies of government maintain important open space land in the Vernon Marsh, acquire and develop major park sites along the main stem of the Fox river for recreational corridors, and provide opportunities for trail-oriented, outdoor recreational activities.

The plan recommends that the Town provide local parks, including the maintenance of the Heather Ridge Park, the development and expansion of the Town Hall park site, and acquisition and development of two new parks. The Master Plan recommends one new park be located in the northwest portion of the town, north of C.T.H. "ES" and west of C.T.H. "XX", and the other site be located in the northeast portion of the Town, generally in the area of the intersection of I-43 and S.T.H. 164.

Other recreational facilities in the Town which should be maintained, as outdoor recreational uses are the Morningstar Golf course (formerly the Hribar quarry site), the Edgewood Golf Course, which contains approximately 252 acres and is located in the south central portion of the Town, the Vernon View golf facility, the campground located in Section 32 on Craig Avenue, the German Shepherd Dog Club of Wisconsin, located in Section 1, the Athletic Fields at the Norris Foundation, located in Section 34, and the West Allis Training Kennel Club, containing two acres, located in Sections 3 and 10.

Commercial and Industrial Development - The Interchange area of the Town of Vernon was originally zoned for business and industrial uses in 1972. At that time, approximately 190 acres were zoned to business categories. During the 1993 Master Plan development, the Study Committee determined that the Interchange Study Area warranted more in depth study, concurrent with evaluation of sanitary sewer feasibility studies. The Committee proceeded to adopt the Master Plan while those feasibility studies were underway.

In 1995 the Town of Vernon amended the Master Plan relating to the Interchange Study Area. As the 1995 amendments relate to commercial and industrial land uses, the following recommendations were adopted:

Existing Businesses: Several business nodes are located along C.T.H. "ES" throughout the Town of Vernon. These nodes are anticipated to continue to provide community oriented services, and are depicted in the Master Plan as such.

The parcel which had been conditionally rezoned east of Guthrie School Road was recommended to remain in business use as long as the conditions of approval are complied with. The business site located on the northwest corner of S.T.H. "164" and C.T.H. "ES" which was zoned for B-3 for a lumber and hardware business in the 1980's was to remain in the existing zoning category for the intended use. Portions of this corner have since been annexed to the Village of Big Bend.

Interchange: The types of uses envisioned for the interchange were large scale suburban office uses consisting of office buildings in a campus environment. Light manufacturing and highway service uses such as restaurants (not fast food), conference centers and financial institutions (not general retail or service stations), would also be permitted. Small commercial / suburban office (not retail) uses such as offices and warehouses with a storefront concept would be

permitted, much like what exists along S.T.H. "164" and "59" bypass south of the City of Waukesha. A community business park area for retail uses in a "shopping center atmosphere" was also be encouraged in this area. The amended Master Plan for the Interchange area retains and continues the local commercial land uses in the area located between S.T.H. "164" and Big Bend Drive. Similarly, the area south of C.T.H. "ES", north of I-43, and west of Guthrie School Road is to be allowed to in-fill with similar transitional residential-business uses, provided they comply with the Town's architectural standards. Portions of this area have since been annexed to the Village of Big Bend

A community business park consisting of retail uses was proposed to be located on the southwest corner of C.T.H. "ES" and S.T.H. "164". That area is planned to be developed as one large complex in a "shopping center" atmosphere rather than on individual parcels. Outlots were encouraged on the frontage of the center for ancillary uses such as restaurants, financial institutions, and other commercial uses not normally located within the shopping center. It is not anticipated that sanitary sewer will become available by the year 2010. It was anticipated that this area would not develop until public sanitary sewers become available, as the Committee had indications that topography and soils would otherwise require the use of holding tanks. However, because of the transitional nature of the area and its close proximity to the business uses on the south side of C.T.H. "ES", office uses or other uses listed in the B-1 Restricted Business District could be allowed on the north side of C.T.H. "ES" between the Presbyterian Church properties and C.T.H. "U" without public sanitary sewer, provided they were low water users. Similar uses could be allowed south of C.T.H. "ES" between Guthrie School Road and C.T.H. "U" as infill between existing business uses, the school, and the previously rezoned Stender property. However, it was felt if public sewer became available, generally B-2 Local Business uses would be appropriate in this area.

The conversion of each residential use to a business use were recommended to be evaluated, based upon the compatibility with the adjacent uses at the time of request. It was noted that during the analysis of the proposed new uses, careful consideration must be given to the impact on traffic, safe highway access, the lot size and width, the physical features of the site, noise, dust, drainage, general aesthetics and whether the use would be a hazard, noxious, offensive or a nuisance to the surrounding neighborhood.

Large scale suburban office-type commercial development was recommended to be located on the north side of I-43, west of S.T.H. "164", on the south side of I-43, east of S.T.H. "164", and along S.T.H. "164", south of I-43. The town chose not to predetermine the exact types of uses in a particular location in the Master Plan, but rather generalized commercial and light industrial uses in those areas already zoned for light industrial or business uses. It was recognized that any of the larger sanitary sewer users would not locate in this area until public sanitary sewer was available. Portions of this corner have since been annexed to the Village of Big Bend.

Highway service type commercial uses including general retail, service stations or fast food restaurants, as permitted uses by right, were designated on the south side of I-43 south of the park and ride lot, on the southeast corner of S.T.H. "164" and I-43. Portions of this corner have since been annexed to the Village of Big Bend.

The area on the northwest corner of C.T.H. "ES", and S.T.H. "164" was recommended to develop for highway service uses, with controlled access. Small commercial and suburban office uses were proposed adjacent to and south of C.T.H. "ES", and west of the community

business park area. Other areas designated for this type of use are the remainder of that area northwest of S.T.H. "164" and C.T.H. "ES", the Stender parcel south of C.T.H. "ES" and west of C.T.H. "U" and that area that fronts on C.T.H. "U" south of I-43 and buffers the existing residential uses south of I-43 from the light industrial park area.

The existing remnant residential parcels contiguous to C.T.H. "U" were also recommended to develop in this type of use in the future, with access only to an interior street system. It was recommended that the most restrictive professional office type uses in this category be immediately adjacent to C.T.H. "U" and the residential subdivisions to the east.

The Plan anticipated that when sanitary sewer became available to those parcels north of C.T.H. "ES", east of Big Bend Drive, and west of C.T.H. "U", that they may be developed on minimum five acre parcels for office type uses. The Plan also anticipated eliminating existing individual accesses and restricting access to C.T.H. "ES".

Originally, industrial uses were planned to be in a business or industrial park campus setting, in the interior of the development on the south side of I-43, and between the large scale office area and the small suburban office area adjacent to I-43. Portions of this area have since been annexed to the Village of Big Bend. However, at the time the Committee felt that the creation of the Business Park Zoning District allowed light industrial uses intermingled and ancillary to the otherwise permitted business uses, and thus no lands were designated exclusively for industrial use.

Government, Institutional, and Educational Development - The recommended plan envisioned an expansion of the existing Town facilities located to the north of the Town Hall on Center Drive and Edgewood Avenue, and west of Fire Station #3 located on the southwest corner of I-43 and S.T.H. 164.

ADOPTED STUDY AREA RECOMMENDATIONS

After analysis of all the proposed plans and portions of the plans, the 1993 Master Plan Study Committee chose to recommend the following specific elements for each Study Area:

Interchange Study Area - All upland primary environmental corridors were recommended to be allowed to develop at five acre densities. All floodplains and lowland environmental corridors were recommended to be preserved in their natural state through land use regulations.

A review of the Interchange Study Area's commercial and industrial land use recommendations is described earlier in this chapter. At the time of the 1995 Interchange Study Area amendment, substantial effort was put towards sanitary sewer feasibility studies, and the potential to create a sanitary or utility district to serve this region of the Town. Since the 1995 feasibility studies, no concentrated effort has been made to provide such services. The 1995 amendment to the Master Plan noted differing development densities in the event of sewer provision. The Plan encouraged Town officials to explore service alternatives with the City of Waukesha and Village of Mukwonago. At this time, the Master Plan Update Committee does not envision sanitary sewer to become available before the end of this planning study's life in 2010.

The Plan specified certain lands to be developed at the Medium Density Residential category of 0.7 to 1.5 dwelling units per acre. The first of these areas is located south of I-43 and east of

C.T.H. "U", and east of the Vernon Meadows subdivision in the area of Woodland Drive. The second areas is the Dickson property located west of CTH U and south of Town Line Road. It was anticipated that such development would occur at one acre densities, similar to existing developments in the area. All other areas designated as Medium Density Residential are currently developed.

The rural residential category was delineated in areas north and south of the environmental corridor, and north of C.T.H. "ES". This area was anticipated to be developed at five acre densities in order to preserve all prime agricultural areas in 20.1 acre contiguous tracts. As previously noted, prime agricultural lands are defined as areas with Class I and Class II soils. It was felt that the rural residential designation would allow minimal development of these parcels until such time as proper public services are available to these areas.

It was recommended that the northern portion of the Darling property, located east of Vernon Meadows subdivision, should be an expansion of municipal facilities, and initially be used for recreational purposes. This area was anticipated to be between 15 and 20 acres.

Mill Brook Study Area – All upland primary environmental corridors were recommended to be allowed to develop at five acre densities. All floodplains and lowland environmental corridors were recommended to be preserved in their natural state through land use regulations.

The West Allis Training Kennel Club located in Sections 3 and 10, the Morningstar golf course located in Sections 8 and 9, and the Heather Ridge Park, located in Section 10, were recommended to be retained in recreational use. A new town park site of approximately 20-25 acres was recommended be located in the general area of the intersection of C.T.H. "XX" and C.T.H. "ES." This site was meant to accommodate soccer fields, playfields, picnic areas and supporting facilities.

The Vernon Marsh State Wildlife Area, consisting of approximately 1,400 acres, is designated as remaining in state ownership under the stewardship of the Department of Natural Resources.

The lands designated in the Medium Density Residential category of 0.7 to 1.5 dwelling units per acre were those lands determined to be in-fill between existing subdivisions. These areas were recommended to be developed at one acre densities.

The Low Density Residential category of 0.2 to 0.7 dwellings units per acre was recommended for areas adjacent to developed areas, and which contain soil or slope limitations.

The lands designated as Rural Residential were recommended to develop at five acre densities, in order to preserve 20.1 acre contiguous tracts which have prime agricultural soils (Class I and II). These areas were generally adjacent to other residential areas.

The Plan recognizes the maintenance of two existing commercial nodes within the Mill Brook Study Area. The first is located on the northeast corner of the intersection of C.T.H. "ES" and C.T.H. "XX". The second is located just west of Hidden Lakes on the north side of C.T.H. "ES". It is intended that these commercial uses be neighborhood and service oriented. This category recognizes existing uses, as well as the in-fill between them on lands which have been previously zoned for business use. The educational and institutional category recognizes an existing church and fire station located along C.T.H. "ES".

Fox River North Study Area – All upland primary environmental corridors were recommended to be allowed to develop at five acre densities. All floodplains and lowland environmental corridors were recommended to be preserved in their natural state through land use regulations. It was noted that Waukesha County intended to acquire additional floodplain and primary environmental corridor lands adjacent to the Fox River in order to implement the County's Park and Open Space Plan.

The Medium Density Residential category in this Study Area included infill between existing residential developments which are mostly developed with one acre lot sizes. The Rural Residential category required development at five acre densities on non-prime agricultural soils, and required the preservation of those areas of at least 20.1 contiguous acres of prime agricultural soils (Class I and II).

The Planning Study Unit recognized the two existing commercial nodes on the south side of C.T.H. "ES" in the vicinity of its intersections with Edgewood Avenue and Grandview Farm, and also in the vicinity of the Anderson Parcel in the NE 1/4 of Section 14. The land uses in these areas are service oriented uses. The later commercial node has since been annexed to the Village of Big Bend.

Big Bend South Study Area – All Primary Environmental Corridors, wetlands and floodplains were recommended to be preserved in their natural state through land use regulations and implementation of the Waukesha County Park and Open Space Plan.

The majority of the parcels are to be retained in agricultural uses due to soil limitations. This designation would allow limited residential development on the non-prime farmlands.

The plan specified that properties located north of Henneberry Drive to be Medium Density Residential (0.7 to 1.5 acre parcels) as infill between the Village of Big Bend and the City of Muskego. Several existing parcels located in the vicinity of River Avenue are also designated Medium Density.

Other areas which were designated as Low Density Residential development, consisting of 1.5 to 4.9 acre parcels, are existing developments generally along River Avenue.

Lands south of Henneberry Drive adjacent to the Medium Density classification, and lands in the vicinity of River Road adjacent to existing developments are depicted as Rural Residential densities of five acres per dwelling. These areas are generally the non-prime farmlands in the Study Area.

It is anticipated that further development of this Planning Study Unit would not be feasible until such time as sanitary sewer is available.

Fox River South Planning Study Area – All upland primary environmental corridors were recommended to be allowed to develop at five acre densities. All floodplains and lowland Environmental Corridors were recommended to be preserved in their natural state through land use regulations. Areas which are designated in the Waukesha County Park and Open Space Plan for the Fox River Parkway were noted to be acquired by Waukesha County.

All areas designated as Low Density Residential (1.5 to 4.9 acre parcels) and Medium Density Residential (0.7 to 1.5 acre parcels) were existing parcels of record at the time of review. The areas in this Study Area which have been designated in the Rural Residential category are areas which are adjacent to existing residential uses, which do not exhibit large amounts of prime agricultural soils.

All other areas in this Study Area which were designated as agricultural would be allowed to be developed at ten acre densities, while preserving the prime agricultural portions of the property in areas of at least 20.1 contiguous acres.

The Mueller property, the Smith property, Edgewood Golf Course, and Craig's Campground were recommended to be preserved for open space and recreational uses in the Town.

The developed areas on the Norris Foundation property were depicted as educational and institutional uses on this portion of the plan. It was the intent of the Master Plan that if the Town and County approve expanded uses for the Norris Foundation, that these uses will be considered in conformance with the Plan and it will not be necessary to amend the adopted Plan or Map.

COUNTY PLANS

The Waukesha County Board of Supervisors has adopted the Southeastern Wisconsin Regional Planning Commission's Community Assistance Planning Report No. 209, A Development Plan for Waukesha County, Wisconsin. The 1994 Town of Vernon Master Plan, as amended, is incorporated into the County plan. Following adoption of this plan by the Plan Commission, and its affirmation by the Town Board, it too will be forwarded to Waukesha County officials for their consideration and inclusion in their plans.

REGIONAL PLANS

The 1994 Town of Vernon Master Plan, as amended, is a refinement of the SWRPC planning report number 45, A Regional Land Use Plan for Southeastern Wisconsin, 2020.

SUMMARY

Overall, the land use goals of the adopted 1994 Master Plan reflect the future development patterns desired by the Master Plan Update Committee. However, it is widely recognized that the demographic projections, actual development patterns, and policy implications expressed in the original document no longer adequately address the needs of the Town. The following Chapter VI addresses the 2004 Master Plan Update Committee's review and recommendations to assure that this Plan remains relevant to the year 2010.

CHAPTER VI – RECOMMENDED LAND USE PLANS

INTRODUCTION

In developing the 2004 Master Plan Update for the Town of Vernon, the Committee analyzed each Study Area by inventorying existing land uses, residential development patterns, soil limitations, transportation networks, presence of large farming units, prime agricultural soils, and the amount of land available for development and how it would impact the controlled growth concept which the Town wanted as part of the development of this plan.

GENERAL RECOMMENDATIONS

After analysis of all the proposed plans and portions of the plans, the 2004 Master Plan Update Committee chose to continue many of the 1993 recommendations, and provide several new recommendations to better reflect the current setting.

The following recommendations are adopted in this 2004 Master Plan Update:

Environmental Corridors and Isolated Natural Resource Areas – The Plan locates all new development outside the lowland Primary and Secondary Environmental Corridors, which are comprised of wetlands, floodplains and conservancy zoned areas. This continues to maintain a high level of environmental quality in the Town and will avoid the creation of problems such as flood damage, wet basements, and failing septic systems and damage to the environmental qualities of that natural resource base.

It is anticipated that development may occur in upland Primary and Secondary Environmental Corridors at five acre densities provided only minimal disturbance of those areas occurs. This Update recommends that the Town of Vernon explore Zoning Code and Subdivision Control Ordinance amendments to better encourage cluster or conservation subdivisions which transfer density from upland environmental corridors. These development styles, when properly designed and constructed, help preserve scenic views, uplands woodlands, and rural character.

Agricultural – The adopted five and ten acre density categories which require preservation of all prime agricultural soils (Class I & Class II) on minimum 20.1 acres of contiguous area should be continued. Class III soils or statewide significant soils are not classified as prime because, in most cases in the Town of Vernon, these are areas that are adjacent to the Fox River and its tributaries and are subject to flooding.

In order to maintain, encourage, and promote agricultural uses in the Town of Vernon, it is reasonable, in certain circumstances, to allow business endeavors which promote the continuation and availability of agricultural lands. These types of business uses, when properly located and regulated, serve to support the viability of agriculture as an economic activity. The uses which promote the continuation of farming operations could be allowed in an Agricultural Business zoning category or as a conditional use, if certain minimum standards are met such as: the parcel is at least five acres in size, structures containing said uses have adequate separate distances from residential uses and areas designated for residential use in the Master

Plan, the parcel has direct access to a collector or arterial street, an appropriate site plan is approved by the Plan Commission, and the use is located in an area with other business uses.

Residential Development - The Master Plan continues the use of three classifications for residential land uses: rural residential, low density residential, and medium density residential.

The Low Density and Medium Density residential classifications continue to be implemented primarily as in-fill development, as described in the Study Areas, below. The rural residential area consists of parcels for single-family living units while maintaining an overall density of 5 acres per unit. This will serve to preserve those lands which are considered prime agricultural and in contiguous areas over 20.1 acres of Class I and II soils.

As noted above, this Update recommends that the Town of Vernon explore Zoning Code and Subdivision Control Ordinance amendments to better encourage cluster or conservation subdivisions.

Parks and Recreation – The park and open space element of the plan includes a recommendation that County and State agencies of government continue to maintain important open space land in the Vernon Marsh, acquire and develop major park sites along the banks of the Fox River, providing opportunities for trail-oriented active and passive outdoor recreation activities.

The plan recommends that the Town provide local parks, including the maintenance of the Heather Ridge Park, the development and expansion of the Town Hall park site, and acquisition and development of two new parks, one in the northwest portion of the town, north of C.T.H. "ES" and west of C.T.H. "XX", and the other site in the northeast portion of the Town, generally in the area of the intersection of I-43 and S.T.H. "164".

Existing private recreation facilities in the Town should be maintained as outdoor recreational uses, including the Edgewood, Morningstar, and Vernon View golf facilities, the campground located in Section 32 on Craig Avenue, the German Shepherd Dog Club of Wisconsin, located in Section 1, the Athletic Fields at the Norris Foundation, located in Section 34, and the West Allis Training Kennel Club, located in Sections 3 and 10.

This Update recommends that the Town explore the possibility of developing multiple use and multiple purpose recreation trails to enhance both recreation and non motorized transportation alternatives for Town residents.

Finally, it is recommended that the Town of Vernon prepare and adopt detailed park and recreation plans. Such plans, when consistent with SEWRPC regional plans, give the Town eligibility for State and Federal outdoor recreation grant assistance.

Commercial and Industrial Development – This plan recommends the continuance of existing commercial nodes within the Town, and recommends the continuing development of commercial and industrial development within the Interchange Study area, described in greater detail below.

Government, Institutional, and Educational – The Master Plan Update Committee continues recommendations pertaining to Town-owned properties, including an expansion of the existing

Town facilities located to the north of the Town Hall on Center Drive and Edgewood Avenue, and west of Fire Station #3 located on the southwest corner of I-43 and S.T.H. 164.

STUDY AREA RECOMMENDATIONS

Since the inception of the 1993 Study Area, the boundaries of the Town of Vernon have changed as a result of annexations, especially in the northeast portions of the Town. In some cases, Study Areas were divided into two or more noncontiguous areas. Study Area boundaries have been adjusted by the Master Plan Update Committee to provide contiguity of each Area. The new Study Area boundaries are reflected on Map 5.

After analysis of all the proposed plans and portions of the plans, the Master Plan Update Committee chose to recommend the following for each Study Area:

- The Interchange Study Area includes 2,233 acres of land and is comprised of Sections 1, 2, 11, 12 and 13. and those lands within Section 13 which are north and east of the Village of Big Bend. These lands were originally in the Fox River North Study Area, but have since become non-contiguous to that Area due to annexations by the Village.
- The Mill Brook Study Area includes 5,492 acres of land and is comprised of lands generally in the area north of C.T.H. "ES " to the Town of Waukesha, and west of the Interchange Planning Study Area to the Town of Mukwonago. This Study Area has had minor boundary adjustments in Sections 14 and 23 to account for annexations by the Village of Big Bend.
- The Fox River North Study Area includes 4,447 acres of land and is comprised of lands generally in the area north of the Fox River, south of C.T.H. "ES", and west of the Interchange Planning Study Area to the Town of Mukwonago.
- The Big Bend South Study Area includes 1,974 acres of land and is comprised of lands generally in the area The Big Bend South Planning Study Area is that portion south of the Village of Big Bend and east of the Fox River to the county line. This Study Area has had minor boundary adjustments in Section 24 to account for annexations by the Village of Big Bend.
- The Fox River South Study Area includes 6,509 acres of land and is comprised of lands generally in the area west and south of the Fox River to the Racine County Line and the Town of Mukwonago.

MAP 5 – 2004 STUDY AREAS

Interchange Study Area - All Primary Environmental Corridors, wetlands and floodplains were recommended to be preserved in their natural state through land use regulations and implementation of the Waukesha County Park and Open Space Plan.

The Plan specifies lands to be developed at the Medium Density Residential category permitting densities of 0.7 to 1.5 dwelling units per acre in areas south of I-43 and east of C.T.H. "U", and east of the Vernon Meadows subdivision in the area of Woodland Drive. It also anticipates the development of the Dickson property, west of CTH U and south of Town Line Road at these densities. It is anticipated that the area will develop at one acre density similar to existing developments in the area. All other areas in this designation are currently developed at this density.

The rural residential category is delineated in areas north and south of the environmental corridor, and north of C.T.H. "ES" and is anticipated to be developed at five acre densities while preserving all prime agricultural areas in 20.1 acre contiguous parcels which are Class I and II soils. It is felt that the rural residential designation will allow minimal development of these parcels until such time as proper public services are provided to these areas.

It is anticipated that the northern portion of the Darling property, which is located east of Vernon Meadows subdivision, should be an expansion of municipal facilities to initially be used for recreational purposes. This area is anticipated to be between 15 and 20 acres.

The types of commercial and industrial uses envisioned for the interchange continue to be large scale suburban office uses consisting of office buildings in a campus environment. Light manufacturing and highway service uses such as restaurants (not fast food), conference centers and financial institutions (not general retail or service stations), would also be permitted. Small commercial / suburban office (not retail) uses such as offices and warehouses with a storefront concept are to be permitted, much like what exists along S.T.H. "164" and "59" bypass east of the City of Waukesha. A community business park area for retail uses in a "shopping center atmosphere" was also be encouraged in this area.

The area abutting I-43 on the south, CTH "U" on the west, CTH "ES" on the north, and Crowbar Drive on the east from the Rural Residential Category to the Commercial Category, whereby it can be developed to accommodate businesses which necessitate larger lots, County highway access and combination business / residential endeavors. Development within this area should be analyzed on a case-by-case basis to determine compatibility with architectural standards set forth within Town of Vernon Ordinances, and to ensure common access points and drainage facilities are utilized wherever possible. Division of properties within the corridor should be discouraged unless public road extensions and improvements are constructed into a property and an overall road plan for the area is submitted and approved. Parcels with limited frontage on CTH "ES" may need joint access points with adjacent properties or a frontage road to obtain commercial access approval. Exposure of items, materials and signage to I-43 should be limited to ensure that businesses do not detract from the rural atmosphere of the Town of Vernon. Detailed renderings and information should be submitted showing existing and proposed views from surrounding lands and I-43 for projects proposed within the area. Businesses relying heavily on exposure to roadways for advertisements of their business (i.e. automobile sales, mini-warehouse storage, large retail stores, etc.) and businesses exceeding 50% impervious surface area should be discouraged within the corridor.

Town Land Use Classification	Total Acres
Agriculture (10+ acre)	0.00
Rural Residential (5 acre)	442.62
Low Density Residential	74.12
Medium Density Residential	950.06
Commercial	80.12
Mixed Business Park Uses	269.99
Shopping Center Uses	28.74
Residential Business Transition	85.57
Recreational	8.33
Educational & Institutional	42.24
Environmentally Sensitive Area	250.91
	2,232.70

Table 11: Interchange Study Area 2010 Planned Land Use

A community business park use consisting of retail uses is envisioned to be located on the southwest corner of C.T.H. "ES" and S.T.H. "164". As noted in the 1993 Master Plan, That area should be developed as one large complex in a "shopping center" atmosphere rather than on individual parcels. Outlots should be encouraged on the frontage of the center for ancillary uses such as restaurants, financial institutions, and other commercial uses not normally located within the shopping center. The Committee concurs with past assumptions that this area will not develop until public sewers are available, due to past indications that topography and soils would otherwise require the use of holding tanks. Further, it is not anticipated that sanitary sewers will be available during this plan's study period, which ends in 2010. However, because of the transitional nature of the area and its close proximity to the business uses on the south side of C.T.H. "ES", office uses or other uses listed in the B-1 Restricted Business District could be allowed on the north side of C.T.H. "ES" between the Presbyterian Church properties and C.T.H. "U" without public sewer if they are low water users. Similar uses could be allowed south of C.T.H. "ES" between Guthrie School Road and C.T.H. "U" as infill between existing business uses, the school, and the previously rezoned Stender property. Further, if public sewer became available, generally B-2 Local Business uses would be appropriate in this area.

With the reconstruction of S.T.H. "164" to four lanes, the 156 acre parcel located at the southeast corner of S.T.H. "164" and Town Line Road is conditionally designated for mixed use

business park development. The Town conditionally approved this classification due to depletion of other designated business sites, contiguity to the City of Waukesha sewer service area, location on S.T.H. "164", and site factors which preclude development without sanitary sewers. This property should not develop without sanitary sewer service or approved COMM 83 systems without holding tanks. There should be at least one street access to the site controlled by a signalized intersection with S.T.H. "164". Parcels should be three to five acres in size, and uses should be screened from adjacent residential uses with berms and landscape buffers. While it is the intent of this Master Plan for this area to develop for mixed business park uses, there may be other uses which will not meet the zoning standard, which are compatible with these types of uses, and which can be allowed by conditional use with certain limitation.

A five acre site north and west of the Vernon United Presbyterian Church is conditionally approved for commercial uses. This site should not develop unless there is adequate provision for an on-site septic system with kitchen waste going to a holding tank, or unless there is public sanitary sewer. Uses on this site should be highway service related, primarily service the needs of the public traveling I-43. The use should have direct access to C.T.H. "ES", have adequate stormwater facilities, adequate public utilities, and off street parking and loading. In development of this site, special caution should be given to providing safe ingress and egress, and to providing adequate landscape buffers between this use and adjacent residential uses and the church.

The conversion of each residential use to a business use will be evaluated based upon the compatibility with the adjacent uses at the time of request. In the analysis of the proposed new uses, careful consideration should be given to the impact on traffic, safe highway access, the lot size and width, the physical features of the site, noise, dust, drainage, general aesthetics and whether the use would be a hazard, noxious, offensive or a nuisance to the surrounding neighborhood.

Large scale suburban office-type commercial development is proposed to be located on the north side of I-43, west of S.T.H. "164" on both the north and south sides of C.T.H. "ES", on the north and south sides of I-43 west of C.T.H. "U", and on the east side of Guthrie School Road, south of C.T.H. "ES". The town chose not to predetermine the exact types of uses of these locations in the Master Plan, but rather generalized commercial and light industrial uses in those areas already zoned for light industrial or business uses. Many of the larger sanitary users would not locate in this area until public sewer was available. The Business Park Zoning District permits light industrial uses intermingled and ancillary to the otherwise permitted business uses, and therefore no lands are designated exclusively for industrial use.

The existing remnant residential parcels contiguous to C.T.H. "U" may develop for highway and service oriented use in the future with accesses to an interior street system only. It is recommended that the most restrictive professional office type uses in this category be immediately adjacent to C.T.H. "U" and the residential subdivisions to the east.

It is anticipated that when sewer is available to those parcels north of C.T.H. "ES", east of Big Bend Drive, and west of C.T.H. "U", they may develop for office use, eliminating existing individual accesses, and restricting access to C.T.H. "ES" on minimum five acre parcels.

Mill Brook Study Area – All Primary Environmental Corridors, wetlands and floodplains were recommended to be preserved in their natural state through land use regulations and implementation of the Waukesha County Park and Open Space Plan.

The West Allis Training Kennel Club located in Sections 3 and 10, the Morningstar golf course located in Sections 8 and 9, and the Heather Ridge Park, located in Section 10, shall be retained in recreational purposes. A new town park site of approximately 20-25 acres should be located in the general area of the intersection of C.T.H. "XX" and C.T.H. "ES." This site should accommodate soccer fields, playfields, picnic areas and supporting facilities.

The Vernon Marsh State Wildlife Area, consisting of approximately 1,400 acres of land owned by the Department of Natural Resources, is located in the northwest portion of this Study Area.

Lands designated as Medium Density Residential (0.7 to 1.5 dwelling units per acre) are those lands which are infill between existing subdivisions, to be developed in one acre home sites. The lands designated in the Low Density Residential category of 0.2 to 0.7 dwellings units per acre are areas adjacent to developed areas which contain soils and slope limitations.

Town Land Use Classification	Total Acres
Agriculture (10+ acre)	0.00
Rural Residential (5 acre)	1267.08
Low Density Residential	222.26
Medium Density Residential	1,709.55
Commercial	31.29
Mixed Business Park Uses	5.74
Shopping Center Uses	0.00
Residential Business Transition	1.12
Recreational	186.43
Educational & Institutional	10.28
Environmentally Sensitive Area	2,058.41
	5,492.16

Table 12: Mill Brook Study Area 2010 Planned Land Use

The lands designated as Rural Residential are to be developed at five acre densities, while preserving 20.1 acre contiguous parcels classified as Prime Agricultural soils (Class I and Class II) and adjacent to other Medium Density Residential areas.

The Plan recognizes the maintenance of the existing commercial node located on the northeast corner of the intersection of C.T.H. "ES" and C.T.H. "XX", and just west of Hidden Lakes. It is intended that these commercial nodes should contain neighborhood and service oriented use, and that continued infill between them will occur in areas which has been previously zoned for business uses. The Study Area includes an existing church and fire station along C.T.H. "ES" which are anticipated to remain in institutional use.

Fox River North Study Area – All Primary Environmental Corridors, wetlands and floodplains were recommended to be preserved in their natural state through land use regulations and implementation of the Waukesha County Park and Open Space Plan.

This Master Plan Update recognizes that Waukesha County intends to acquire floodplain and environmental corridor lands adjacent to the Fox River in order to implement the County's Park and Open Space Plan.

Town Land Use Classification	Total Acres
Agriculture (10+ acre)	0.00
Rural Residential (5 acre)	2,075.14
Low Density Residential	43.09
Medium Density Residential	622.05
Commercial	29.99
Mixed Business Park Uses	0.99
Shopping Center Uses	0.00
Residential Business Transition	31.84
Recreational	53.82
Educational & Institutional	5.21
Environmentally Sensitive Area	1,638.76
	4,500.89

Table 13: Fox River North Study Area 2010 Planned Land Use

The Medium Density Residential category in this permits a limited amount of infill between existing residential developments. These existing residential developments are primarily developed at one acre lot sizes. The Krogstad property, located east and west of Edgewood Avenue and adjacent to the Fox River, shall be permitted to develop in the medium density category, with construction of a community septic system(s) acceptable to the Town of Vernon Board and owned by the Town upon formation of a Sanitary or Utility District, or public sewer.

It is this Plan's intent that all sanitary approvals will be secured prior to development approvals. The Krogstad development may consist of condominium units to be developed as a Planned Unit Development at a density of one unit per 30,000 square feet, while implementing the Waukesha County Park and Open Space Plan. This would require land dedication to the Town of Vernon and easement rights to Waukesha County for a trail system, with maintenance of those areas to be addressed at the time of development approval. Because of the size and density of the Krogstad property, the conditions of rezoning must include the necessary allotment from the Town of Vernon, either as one development or in phases, and the guarantee of sanitary approvals including the formation of a Utility or Sanitary District or provision of public sewer.

The Rural Residential category is recommended for the majority of this Study Area, requiring development at five acre densities on non-prime Agricultural soils, and requiring preservation of those areas of at least 20.1 contiguous acres of prime agricultural soils (Class I and II).

The Plan recognizes the maintenance of the existing commercial node located on the south side of the intersection of C.T.H. "ES" and Edgewood Avenue. This commercial node should contain neighborhood and service oriented uses. No new commercial or industrial uses are anticipated in this Study Area.

Big Bend South Study Area – All Primary Environmental Corridors, wetlands and floodplains were recommended to be preserved in their natural state through land use regulations and implementation of the Waukesha County Park and Open Space Plan.

Due to soil conditions, the majority of the parcels in this Study Area are recommended to be retained in agricultural uses. This designation allows residential development on the non-prime farmlands at 10 acre densities.

The plan specified that properties located north of Henneberry Drive to be Medium Density Residential (0.7 to 1.5 acre parcels) as infill between the Village of Big Bend and the City of Muskego. Several existing parcels located in the vicinity of River Avenue are also designated Medium Density.

Other areas which are designated as Low Density Residential development, consisting of 1.5 to 4.9 acre parcels, are existing developments generally along River Avenue. Lands south of Henneberry Drive adjacent to Medium Density classification, and lands in the vicinity of River Road adjacent to existing developments are depicted as Rural Residential densities of five acres per dwelling, on the non-prime farmlands.

Town Land Use Classification	Total Acres
Agriculture (10+ acre)	651.15
Rural Residential (5 acre)	268.61
Low Density Residential	55.03
Medium Density Residential	223.00
Commercial	0.00
Mixed Business Park Uses	0.00
Shopping Center Uses	0.00
Residential Business Transition	0.00
Recreational	0.00
Educational & Institutional	0.00
Environmentally Sensitive Area	766.12
	1,973.91

Table 14: Big Bend South Study Area 2010 Planned Land Use

It is anticipated that further development of this Planning Study Unit would not be feasible until such time as some type of municipal sewage disposal system is available. The Master Plan Update does not recommend any new commercial or industrial land use in this Study Area.

Fox River South Planning Study Area – All Primary Environmental Corridors, wetlands and floodplains were recommended to be preserved in their natural state through land use regulations and implementation of the Waukesha County Park and Open Space Plan. The Mueller property, the Smith property, Edgewood Golf Course, and the Campground should be preserved for open space and recreational uses in the Town.

All areas designated as low density residential (1.5 to 4.9 acre parcels) and medium density residential (20,000 square feet to 1.5 acre parcels) are existing parcels of record. No new low or medium density residential land uses are recommended.

The areas in this Study Area which have been designated in the Rural Residential category are areas which are adjacent to existing residential uses, which do not exhibit large amounts of prime agricultural soils, and are adjacent to other similarly developed parcels. These areas are recommended to develop at 5 acre densities on lands not classified as having Class I and Class II soils.

All other areas in this Planning Study Unit which are designated as Agricultural would be allowed to be developed at ten acre density while preserving the prime agricultural portions of the property having no less than 20.1 acre contiguous acres.

The developed areas on the Norris Foundation property are depicted as educational and institutional uses on this Master Plan Update. It is the intent of the Plan that if the Town and County approve expanded uses for the Norris Foundation, that these uses will be considered in conformance with the Plan and it will not be necessary to amend the adopted Plan or Map.

No new commercial or industrial development is anticipated in the Study Area.

Town Land Use Classification	Total Acres
Agriculture (10+ acre)	2,046.59
Rural Residential (5 acre)	1062.37
Low Density Residential	180.47
Medium Density Residential	213.03
Commercial	0.00
Mixed Business Park Uses	0.00
Shopping Center Uses	0.00
Residential Business Transition	0.00
Recreational	325.91
Educational & Institutional	133.54
Environmentally Sensitive Area	2,753.37
	6,715.28

Table 15: Fox River South Study Area 2010 Planned Land Use

SUMMARY

The Town of Vernon is expected to see a steady, consistent pace of growth by the year 2010. Although the Town is developing at a rate that exceeds Wisconsin Department of Administration projections, it is not anticipated that the Town’s Study Areas will reach “build-out” levels depicted in this Master Plan Update. As a rule of thumb, the supply of land in each land development category exceeds expected demand. This helps avoid price increases which often follow artificial supply restraints.

Town Land Use Classification	Total Acres
Agriculture (10+ acre)	2,697.74
Rural Residential (5 acre)	5,115.82
Low Density Residential	574.97
Medium Density Residential	3,717.69
Commercial	141.40
Mixed Business Park Uses	276.72
Shopping Center Uses	28.74
Residential Business Transition	118.53
Recreational	575.49
Educational & Institutional	191.27
Environmentally Sensitive Area	7,467.57
	20,882.94

Table 16: Town of Vernon 2010 Planned Land Use

CHAPTER VII - PLAN IMPLEMENTATION

INTRODUCTION

The recommended Plan for the Town of Vernon is described in Chapter VI of this document. However, the planning process is not complete until steps are taken to implement the Plan. After formal adoption of the Master Plan Update by the Town Planning Commission and confirmation by the Town Board of Supervisors, a number of actions are necessary to achieve the objectives as outlined in the Plan.

After formal adoption, the Town Planning Commission and the Town Board must come to the realization that the Plan will require a commitment to the underlying objectives. The adoption of the Plan is only the first step in a series of requirements necessary to achieve the objectives expressed in this document.

The Plan is intended to be used as a guide when making decisions concerning land development in the Town of Vernon. In addition to its regular use as a reference document, the Town Planning Commission and the Town Board should evaluate the Plan at set periods of time in order to confirm that the Plan is reflecting the conditions as they currently prevail in the Town of Vernon. It is suggested that this re-evaluation be done in 5 year increments or more frequently if warranted by changing conditions.

In order for the Town to follow the recommended Master Plan, it will require some changes in the policy of the Town Board and Town Planning Commission in reviewing specific development proposals. The Town should preserve rural character by preserving and protecting the natural resource base including prime agricultural lands, floodplains, environmental corridors, wetlands, and by regulating new residential, commercial, and industrial land uses.

Development requiring the use of the best remaining agricultural lands, the draining and filling of wetlands, the grading of hilly wooded sections should be discouraged or avoided in total where possible.

If the Town ignores these basic recommendations they will be greatly compromising the intent on the adopted Plan. The Town should develop policies and practices which protect the natural environment in the long term and prevent the need to provide costly urban facilities and services to those developments which encroach upon environmentally sensitive areas.

PUBLIC INFORMATIONAL MEETINGS AND HEARINGS

The Town of Vernon Master Plan Update Committee, consisting of the members of the Town Planning Commission has met in public open session to review updates to the 1993 Plan. Upon its completion, the Town of Vernon Master Plan Update Committee held a public hearing on July 26, 2004, to acquaint residents and land owners with the proposed plan, and to solicit public reaction to it.

As a result of the informational meetings and comments made at the public hearing, the Master Plan Update Committee voted to recommend the Plan for formal adoption on [date], 2004.

PLAN ADOPTION

An important step in the plan implementation, is the formal recommendation of the plan by the Master Plan Update Committee and the adoption of the plan pursuant to the State's enabling legislation. After adoption the plan becomes an official guide intended to be used by Town officials in making land use and development decisions, and by the public in proposing specific development project proposals consistent with the plan.

The Town Planning Commission adopted the plan on [date], 2004. The plan was then forwarded to the Town of Vernon Board and they endorsed the recommended plan on [date], 2004. This is a step recommended to demonstrate acceptance of the plan by the Town Board and its support of the Town Planning Commission.

Upon adoption of the plan by the Town of Vernon Planning Commission, and concurrence by the Vernon Town Board, the plan should be submitted to the Southeastern Wisconsin Regional Planning Commission, and the Waukesha County Land Development Committee to be incorporated into the Waukesha County Development Plan. The Master Plan Update should be considered a refinement of the Southeastern Wisconsin Regional Planning Commission's Land Use Plan, latest edition.

Following plan adoption, and prior to the adoption of any zoning map amendments, confirmation should be received from the Regional Planning Commission that they concur with the Town's adopted plan, and will support incorporation of the Town Plan into the Regional Plan and the Waukesha County Development Plan. The Regional Planning Commission's concurrence with this plan and the incorporation of the Town's plan into the Waukesha County Development Plan show that all levels of government will be in agreement with the long-range development goals of the Town of Vernon.

Following adoption, the Town should also transmit copies of the Plan to adjacent communities for their reference. Communication at this level often assists communities in planning buffers and transitions between land uses, and can minimize external impacts that community plans may have on one another.

ZONING TEXT CHANGES

Of all the devices presently available to implement Land Use Plans, perhaps the most important is the Zoning Ordinance. As previously discussed in Chapter IV, 'Land Use Regulation', the Town of Vernon is under the jurisdiction of the Waukesha County Zoning Code and the Waukesha County Shoreland and Floodland Protection Ordinance. It is anticipated that the Town will implement its own Zoning Code in 2004, and will administer all non-shoreland related zoning decisions locally. The zoning districts specified in those two ordinances have been summarized in Chapter IV.

In order for the Town of Vernon to implement the recommended Land Use Plan, changes in the local Zoning Code may be necessary, such as modification to the text of the Zoning Ordinance to accommodate certain suggestions regarding the cluster or conservation development in environmentally sensitive areas.

ZONING MAP CHANGES

Once the Zoning Code has been locally adopted, the Town of Vernon may proceed in making any necessary amendments to the Zoning District Maps that may apply. The Zoning District Map should represent an accommodation of existing land uses which are compatible with the Master Plan with consideration given to existing parcel sizes and uses.

Substantial changes to existing Zoning Maps are not contemplated at this time. Any such amendments to the Zoning District Maps would be intended to refine the existing maps in order to protect desirable existing land uses until such time as specific development proposals, which are consistent with the adopted plan, are made to the Town Board and Town Planning Commission.

SUBDIVISION REVIEW

No substantial changes to the Land Division Control Ordinance are proposed at this time. However, amendments should be thoughtfully considered where necessary to refine local codes to best carry out the implementation of this plan. This can often be an important means of implementing the Land Use Plan by coordinating the layout, design, and improvements of private land development and proposals within the Town, especially as they relate to cluster or conservation subdivisions.

Compliance with the Land Use Plan should serve as a basis for the review of all subdivisions and certified survey maps. Proposed land divisions should consider the proper layout of streets, blocks, and lots as well as the topography and soils. It is suggested that before any certified survey map is approved, that a neighborhood layout be presented showing how the proposed parcel will impact the overall development of the area and how surrounding, existing or future development will be accommodated upon approval of the subject development.

PARK AND OPEN SPACE PLAN

As part of the implementation of the Master Plan Update, certain sites have been designated as future public parks in order to accommodate the continued growth in the Town of Vernon. Therefore, as part of the development of the subject plan, the Town should review adopted park plans to assess their relevance to this Plan.

HIGHWAY PLAN

The Town should consider adopting a Highway or Transportation Plan designating which town roads should be updated or widened and any potential through-streets that should be delineated between existing neighborhoods taking into account topography and the preservation of wetlands and floodplains areas. In the development of the transportation plan, it is important that they review any proposed intersections on county and state highways within the Town of Vernon.

CAPITAL IMPROVEMENT PROGRAM

Use of a Capital Improvement Program (CIP) to designate annual expenditures for public improvements is one of the best ways to manage and implement a comprehensive plan. A CIP is a multi-year schedule of public physical improvements which usually address such issues as the upgrading of roads, new roads, park facilities, sewer and water, and fire and police protection for a five or six year period. A CIP generally consists of an inventory of existing facilities, the evaluation of the condition of those facilities, the evaluation of those facilities based on acceptable industry standards, a repair and replacement schedule and the need for new facilities.