

LAND USE PLAN

**TOWN OF RAYMOND
RACINE COUNTY, WISCONSIN**

JULY 2005

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RUEKERT/MIELKE
W233 N2080 Ridgeview Parkway
Waukesha, Wisconsin 53188-1020

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CHAPTER ONE: INTRODUCTION

WHY LAND USE PLANNING?

This Land Use Plan is designed to assist current and future Town of Raymond ("Town") leadership in the important challenges facing the Town through providing a vision that creates a framework of what the Town will look like in 2036. The leadership created this planning process so that future residents and property owners have the ability to set their future, and not be controlled by a lack of prior vision.

As a government body, the Town of Raymond has the responsibility of looking at the long-term interests of the community as a whole. The Town is comprised of many individuals and opinions that must be balanced by bearing in mind the good of the whole.

A land use plan becomes more important as it guides and directs the look, touch and feel of the Town, not only for today and tomorrow, but for many years henceforth.

Therefore, a land use plan becomes one of the most important documents the Town can adopt. This Land Use Plan for the Town of Raymond has the purpose of guiding land use policy. An overall goal and a series of policies and objectives set the framework for the plan's focus. Information is presented that offers a snapshot of the Town now and in the past that provides insight to how the Town might look and feel in the future. The goal and series of policies and objectives, along with the background information, then are utilized to create a Land Use Plan Map, the central guidepost of this plan.

A good land use plan must be reevaluated at least every five to ten years to address new information, review changing trends, and define the desires of Town citizens as residents and businesses locate in and leave the Town.

THE LAND USE PLANNING PROCESS IN RAYMOND

Town officials proceeded in the adoption of a Land Use Master Plan by the Town Planning Commission on August 13, 1996. At that time, State of Wisconsin Statutes allowed a Planning Commission to adopt a plan without approval by the elected body, plus planning at the local level was advisory and not mandatory.

In 1999 the State of Wisconsin Legislature, as part of the biennial budget, adopted a law that is now known as Smart Growth Comprehensive Planning. The law requires that by January 1, 2010, any municipality who regulates land use must have a specific Smart Growth Comprehensive Plan. Land use regulations are implementation tools of a plan process, such as the Town's Land Division and Development Control Ordinance or the Racine County Zoning Ordinance that is utilized by the Town. The law further mandates that nine separate elements must be addressed in the plan, and specifies minimum criteria for public participation and intergovernmental cooperation.

While the 1996 Plan remains valid in many respects, it became evident to Town leadership that changing conditions in the Town require that a new plan evaluate the goals, objectives and policies listed in the 1996 Plan, evaluate the Land Use Plan Map, and set specific implementation steps.

Therefore, in early 2003 the Planning Commission and Town Board commenced a process to prepare this plan to address the needs of the Town. To gain consensus, the Town Board appointed a 10-member citizen Land Use Committee to draft the plan, gain public input, and to recommend a plan to the Planning Commission and Town Board.

At this time, the Town Board has chosen not to complete a plan that conforms to the state requirements for a Smart Growth Comprehensive Plan. Given the urgent land use planning needs of the Town, the Town Board decided time would allow preparation of a total Smart Growth plan prior to 2010 while addressing current needs with a streamlined land use plan at this time.

Nonetheless, the land use plan that has been prepared serves as a basis for the eventual Smart Growth plan. The public participation requirement of Smart Growth has been satisfied via citizen comment periods at each committee meeting and two public informational meetings.

This process also involved the use of information and feedback from the Southeast Wisconsin Regional Planning Commission ("SEWRPC"), Racine County Department of Planning and Development, Racine County Highway Department, Racine County Economic Development Corporation, neighboring municipalities and other agencies.

NATURAL RESOURCES

The majority of Raymond lies within the Lake Michigan Watershed. Within this watershed, the Root River Canal, and its east and west branches in the southern one-third of the Town, convey water run-off in a south to north direction. The Root River Canal flows into the Root River about one mile inside the neighboring City of Franklin. The Root River then meanders through Franklin, northeast corner of Raymond, southwest corner of the City of Oak Creek, and then through the Town of Caledonia and City of Racine to its mouth at Lake Michigan. In far western Raymond, the sub-continental divide, in a general north-south alignment, causes natural water flow to be part of the Mississippi Watershed, via the Fox River.

The Root River Canal dominates the Town's topography, as the majority of the Town slopes toward the canal. As shown on Map 1, the valley of the canal naturally has wide swaths of floodplains, wetlands and woodlands forming a precious Primary Environmental Corridor. A slope upward from the river bottom creates opportunities for tremendous vistas especially from the eastern slope. The western slope has a more gradual rise to the sub-continental divide. With the canal corridor, the east one-half has an elevation ranging from 650 to 750 feet above mean sea level. The higher western one-half of the Town ranges from 750 to 850 feet above mean sea level, to several points above 850 feet.

Map 1 shows all floodplains, and the known wetlands and woodlands in the Town that have been identified on maps by the Southeastern Wisconsin Regional Planning Commission for Racine County. At the same time, additional wetlands and woodlands, probably smaller in size, exist

throughout the Town. It is interesting to note the known wetlands and woodlands dot the landscape on the uplands away from the canal.

Map 2 provides a view of soil conditions in the Town and their impact on building construction. The general soil categories are grouped into best, good, marginal or least favorable for building construction. The best and good soil conditions are suitable for building construction within all land use categories, and can accept soil absorption septic systems.

The marginal and least favorable areas are those soils that are generally considered hydric soils, meaning that the soils have wet characteristics, historically known as peat or mulch. On Map 2 please notice that the Root River Canal Corridor has the largest area of least favorable soils. However, the marginal and least favorable soils are prevalent throughout the town.

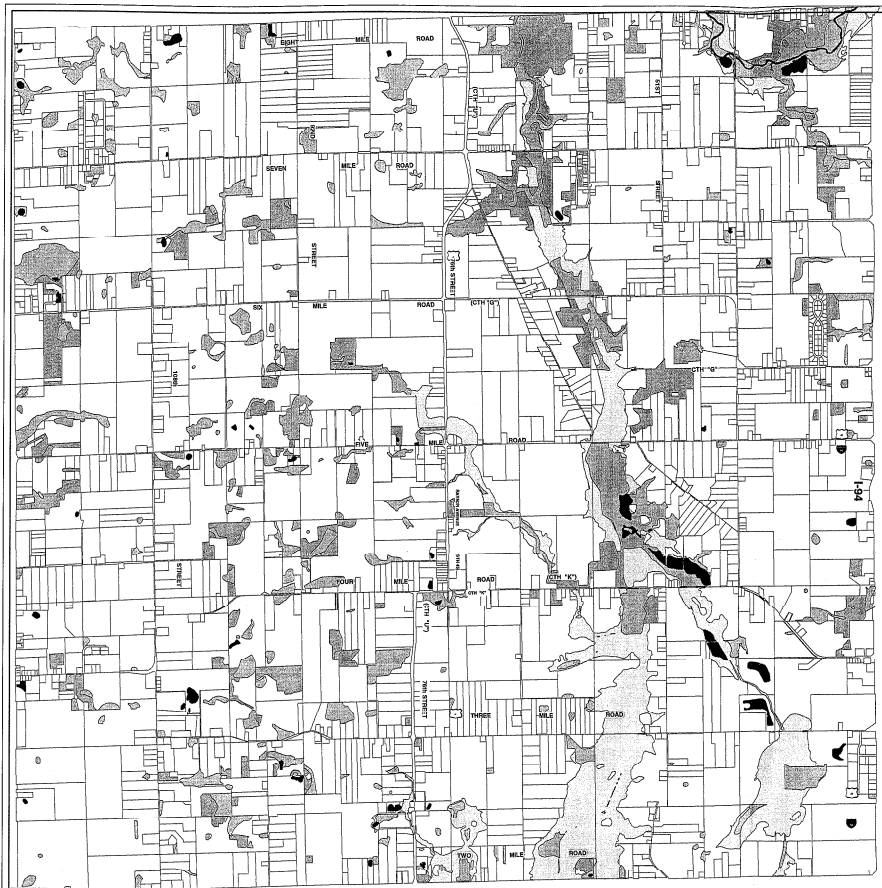
In some cases, the marginal soils are buildable, but with caution. For example, new house construction on marginal soils will result in wet basements and site drainage problems without additional precaution to design for the wet soils. The marginal soil locations also are more likely to have wetlands, beyond the known wetlands shown on Map 1.

According to the Southeastern Wisconsin Regional Planning Commission, there are four identified natural areas within the Town. Two of the areas are of regional significance and the other two areas have local significance. One of the regional significant areas is located in far northeast Raymond and is part of the Root River corridor. At a size of 141 acres, it contains a good quality lowland hardwood forest along the riverfront and a smaller upland comprised of mesic hardwoods with a rich ground flora. A portion of the site is in public ownership by Racine County.

The other regionally significant area covers portions of both Franklin and Raymond along the Root River Canal. This sizable site, 279 acres, 158 acres of which are in Raymond, is the location of one of the largest intact-forested areas in this part of Southeast Wisconsin with good-quality dry mesic and lowland hardwoods. Most of the Franklin portion of the area is owned by Milwaukee County while the Raymond portion is in private ownership.





Six Mile Road Swamp, located north of CTH G just east of U.S. 45, is a local significant natural area 55 acres in size. It is a lowland forest of moderate quality. Kimmel Woods is the other local significant area with 40 acres. This area has good, representative ground flora with moderate-quality southern dry-mesic woods and lowland hardwoods. There is also a Forest area on 7 Mile South side. All are in private ownership.

Deposits from the last known glacier and the natural water flow of the canal and tributary streams created fertile soil, considered prime agricultural lands. Gravel deposits are known to exist near the surface at many locations in the southeast part of the Town. At the same time, due to the glacial deposits from what is now Lake Michigan, the soils and sub soils are clay-like and slow to drain, with a high water table. Those conditions have made conventional on-site waste septic systems unusable in the Town, as alternative systems, such as mound systems, are the workable choice.



MAP 1
FLOODPLAINS, KNOWN WETLANDS, AND KNOWN WOODLANDS
 TOWN OF RAYMOND
 RACINE COUNTY, WISCONSIN

Legend

-  OTHER SURFACE WATER
-  KNOWN WETLANDS
-  KNOWN WOODLANDS
-  FLOODPLAINS









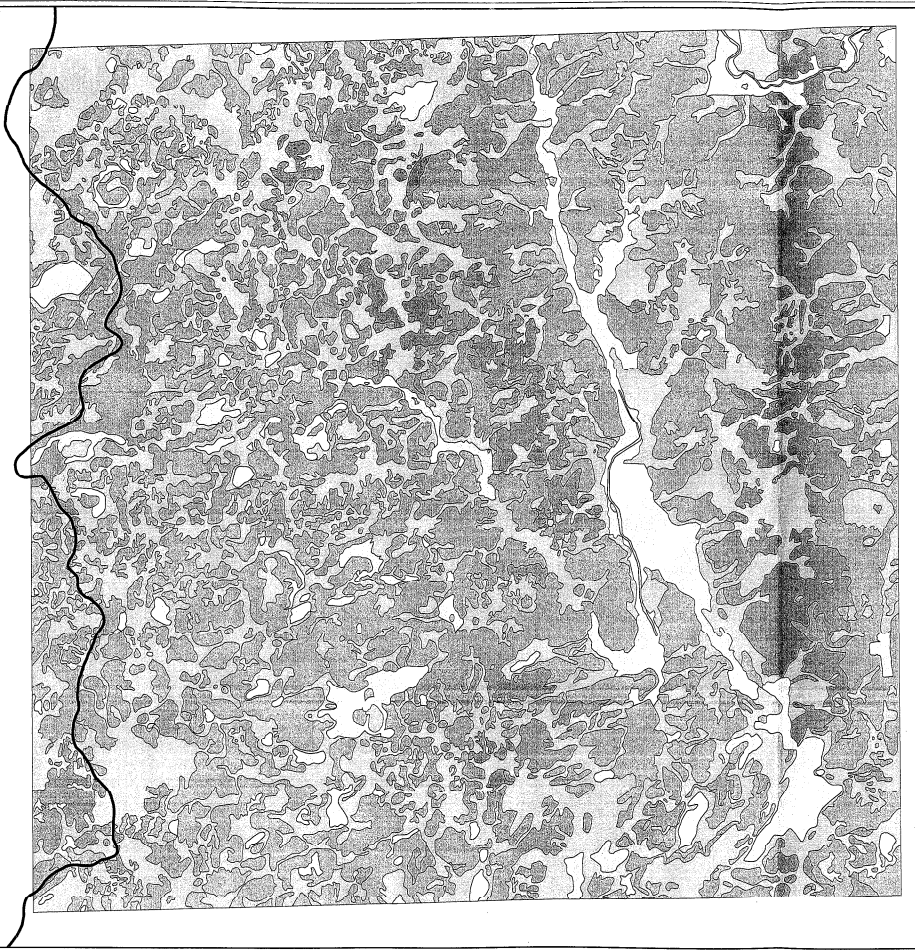
NOTE: PLEASE REFER TO PLAN TEXT FOR SPECIFIC LAND USE POLICIES
 INSTRUMENTS: WET, WOOD, TWP, F, L, STAMP
 SOURCE: RM
 BASEMAP SOURCE: TOWN OF RAYMOND

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 DATE: May 18, 2005
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MAP 2
SOIL CONDITIONS FOR
BUILDING CONSTRUCTION
TOWN OF RAYMOND
RACINE COUNTY, WISCONSIN

Legend

-  SUB-CONTINENTAL DIVIDE
-  BEST
-  GOOD
-  MARGINAL
-  LEAST FAVORABLE
-  WATER



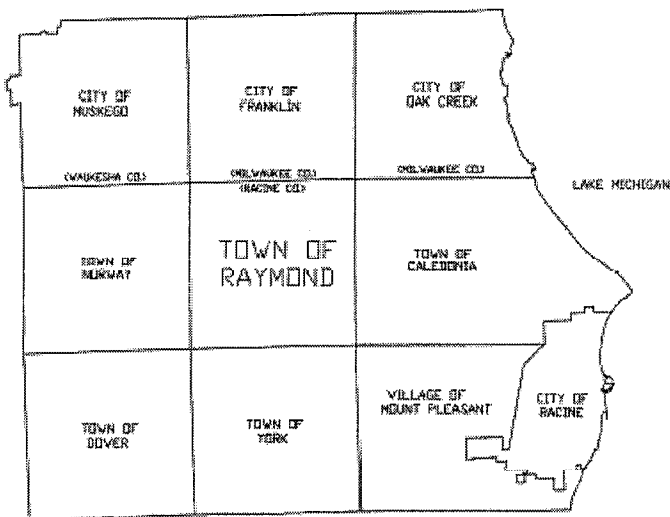
NOTE: PLEASE REFER TO PLAN TEXT FOR SPECIFIC LAND USE POLICIES
 WETRODOKLA, L.L.P. / FARM
 SOURCE: RACINE COUNTY GIS
 BASEMAP SOURCE: TOWN OF RAYMOND

REGIONAL SETTING

The Town of Raymond sits in north central Racine County as a 36 square mile township. Raymond, officially known as Town 4 North, Range 21 East as part of the United States Government system established to map and parcel land in emerging territories, has its southern edge only 18 miles from the Wisconsin-Illinois border.

Raymond has many diverse neighbors, as the Cities of Franklin and Oak Creek in Milwaukee County and the City of Muskego in Waukesha County are its northern neighbors. In Racine County, the Town of Caledonia, Village of Mount Pleasant, Towns of Yorkville, Dover and Norway ring Raymond clockwise from east to west. A predominantly rural and open space town, Raymond residents have the advantage of nearby access to the urban centers of the Cities of Milwaukee, Racine and Waukesha. At the same time, the rural and open space quality of life is being challenged by the outward growth of those urban centers. Suburban growth patterns are quickly approaching Raymond's borders through Franklin, Oak Creek and Muskego and neighboring Town of Caledonia and the Village of Mount Pleasant.

Figure 1: Regional Setting



CHAPTER TWO: BACKGROUND INFORMATION

DEMOGRAPHIC PROFILE

Housing

There were 1,272 housing units in Raymond per the 2000 Census. The Town's records indicate that there were 1,402 housing units through 2003. The vast majority of housing in the Town, 87.9%, is owner occupied. Census figures indicate that 22.2% of owners and 25.4% of renters spend over 30% of their household income for mortgage or rent payments. According to the tax assessor, most housing stock in the Town is in good condition. Table 1 illustrates the age of housing in the Town and gives insight into the rates of growth at various times in Town history.

Table 1: Housing

<i>Year Built</i>	<i>Number of Homes</i>	<i>Percent of Homes</i>
2003	46	3.3
2002	28	2.0
2001	29	2.1
2000	27	1.9
1999	25	1.8
1995 – 1998	122	8.7
1990 – 1994	74	5.3
1980 – 1989	22	1.6
1970 – 1979	153	10.9
1960 – 1969	253	18.0
1940 – 1959	296	21.1
1939 or earlier	327	23.3

COMMUNITY INFORMATION

Agriculture

Much of the land in the Town of Raymond is in agricultural use. A look at a plat map will show that much of this farmland has already been subdivided, but is still owned by the original landowner. It can be anticipated that these farmers will continue farming for the foreseeable future, although they have the option to sell these lots should they care to do so. Agricultural land in the Town is used to grow commodity crops such as grain and beans; for animal agriculture such as dairy, beef, pork, poultry and egg production; as well as peripheral woodlands and wetlands.

A number of illustrative agricultural statistics for the Town of Raymond were compiled in 2000 by the Program for Agriculture Technology Studies (Madison). In 1991, 50.6% of Town land was in row crops, 14.8% in forage and 12.9% in grassland. Between 1990 and 1997 thirty-nine parcels of agricultural land, totaling 1,952 acres, were sold. Of these, 1,414 acres continued in agricultural use, and 538 acres converted out of production. As of 1997, 66.5% of the Town's

land was taxed as agricultural land; this is a higher percentage than all other Towns in Racine County with the exception of Yorkville and Dover.

Table 2 shows the estimated number of farms and the number of dairy farms, with the most recent data from 1997. Although the data shows an increase in the number of farms, it is known that the number of traditional family farms has decreased. Today, in 2004, the number of dairy farms has been reduced to four.

Table 2: Agricultural Use

	<i>1990</i>	<i>1997</i>	<i>% Change</i>
Estimated Number of Farms	119	151	+26.9%
Dairy Farms	21 (1989)	12	-42.9%
Acres in Agricultural Use (based on property taxes)	16,078	15,142	-5.8%

Source: Program for Agriculture Technology Studies via Racine County UW-Extension

According to the Racine County University of Wisconsin-Extension Agriculture Agent, the greatest threats to agriculture in the area have to do with the low cost of commodities versus the high costs of getting started in farming. The average age of farmers in the county is approximately 53-54 years, so it can be expected that a number are nearing retirement and the start-up costs for those who may be interested in taking over the operation could be prohibitive.

Fire and Rescue Services

The Town of Raymond has a volunteer fire and rescue service. The department is at EMS/IV Tech level of training. Volunteers are paid a stipend for training and the calls to which they respond. The Department has two engines, two grass rigs, two tankers, two ambulances and one utility vehicle, all housed at the firehouse attached to the Town Hall. They typically respond to over 200 rescue calls and 60 fire calls annually, and the rescue calls have been increasing in number in recent years. The Racine County Sheriff Department handles all of the dispatch for the Town through the 911 system. Raymond is a member of a Mutual Aid network called MABAS that serves all of Racine County and allows them to call upon equipment and manpower from throughout the county as needed.

Police Services

The Town is provided law enforcement and emergency dispatch services under contract with the Racine County Sheriff Department.

Traffic and Roads

Several jurisdictions are responsible for roads in the Town of Raymond. There are two federal highways, Interstate 94 (I-94) and U.S. 45 (124th Street). There are three county trunk highways (CTH), G, K and U, and the County is also responsible for frontage roads along I-94 along the Town's eastern border. Other local roads are the responsibility of the Town. There are approximately 63 miles of local roads maintained by the Town.

As transportation is an important component to a quality land use plan and land use decision-making, The Southeastern Wisconsin Regional Planning Commission has published several reports relation to transportation matters in Racine County. In the most recent plan, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*, recommendations will have a significant impact upon the Town.

The Regional Plan recommends that Seven Mile Road will change jurisdiction to County Trunk Highway G, and current CTH G will become under the Town's control. CTH K will remain unchanged east of 108th Street, but will be realigned to follow 108th Street south to Three Mile Road and, as a new highway, follow the section line westward to U.S. 45. Also, after realignment, CTH K is planned to be changed in jurisdiction to STH 164. If accomplished, STH 164 would be a continuous state highway route from Caledonia, through Waukesha County, to southern Washington County. No timetable has been established at this time.

The largest implication to the Town within the plan is the realignment of the I-94 interchanges/frontage roads at the current Seven Mile Road, CTH G and CTH K interchanges. The intent is to create a greater distance between the frontage road intersections and the on/off ramp intersections with the east-west connecting routes. Alternative plans prepared by WisDOT in the past show the frontage road intersecting the connecting routes at various distances from I-94. Nonetheless, each alternative would necessitate the acquisition of land for additional right-of-way, and would create alternative land use options for the Town.

Preliminary schedules plan the Seven Mile Road interchange improvement for 2010. The CTH K interchange improvement is scheduled for 2012, while the CTH G work is not scheduled at this time.

All of the Annual Average Daily Traffic (AADT) Counts are taken by tube counters over several days to gain the average. The counts in Table 3 represent 2-way traffic counts, in both directions. General transportation planning guidelines suggest that when AADT reaches 15,000 for two lane roads or highways, then improvements or widening are needed. Therefore, the main highways in Raymond are many years away from improvements due to very low local traffic volumes. However, the periodical AADT counts provided by the Wisconsin Department of Transportation must be monitored by Town officials to determine if changes in land use causes any substantial increases in traffic volumes. Given the currently low volumes, very slight volume increases could be easily noticeable and cause concern to citizens.

Table 3: 2002 Annual Average Daily Traffic Counts

<i>Location</i>	<i>AADT Counts</i>
CTH U, between Seven Mile and Eight Mile Roads	2,800
U.S. 45, north of west bound CTH G	3,800
CTH G, east of U.S. 45	860
CTH G, west of I-94	1,400
CTH U, north of CTH K	2,000
U.S. 45, north of CTH K	3,600
CTH K, between U.S. 45 and CTH U	1,700
CTH K, east of CTH U	2,200

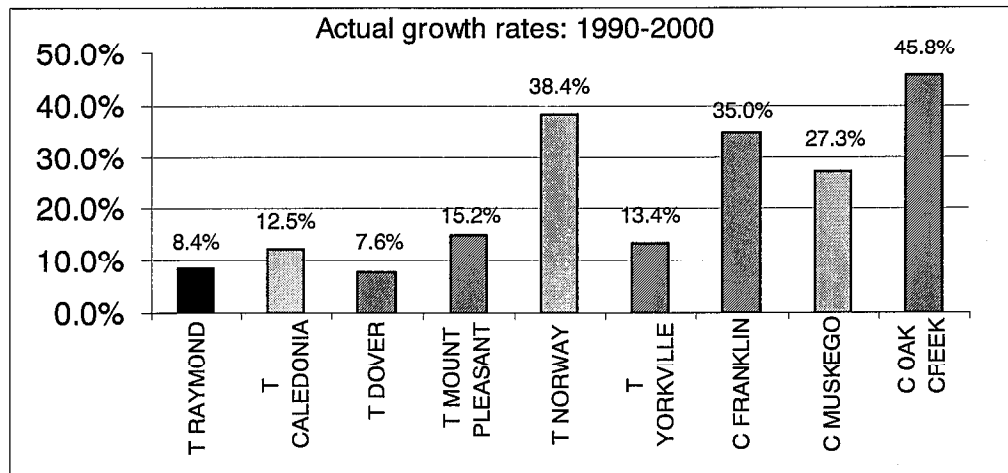
Source: Wisconsin Department of Transportation, 2002

RECENT LAND USE TRENDS

Recent Population Growth in the Town of Raymond and Vicinity

As shown in Figure 2, in the years between 1990 and 2000, the population of the Town of Raymond grew more slowly than that of all the surrounding municipalities with the exception of the Town of Dover.

Figure 2: Surrounding Areas Growth Rates



Source: U.S. Bureau of the Census

Please note the Town of Mount Pleasant was incorporated as a Village in 2004.

Table 4 lists actual Census figures from 1990 and 2000, as well as population estimates for the year 2004 obtained from the State of Wisconsin Department of Administration. The Department of Administration projects that Raymond’s population will increase from 3,671 to 3,827 by 2010. The projection translates to 311 new residents, an increase of 8.85%, slightly higher than the rate of change seen during the 1990’s.

Table 4: 1990 - 2000 Population

	<i>Census 1990</i>	<i>Census 2000</i>	<i>WI DoA Estimate 2004</i>	<i>Actual Numeric Change 1990-2000</i>	<i>Estimated Numeric Change 2000-2004</i>	<i>Actual Percent Change 1990- 2000</i>	<i>Estimated Percent Change 2000-2004</i>
T RAYMOND	3,243	3,516	3,639	273	123	8.4%	3.5%
T CALEDONIA	20,999	23,614	24,452	2,615	838	12.5%	3.6%
T DOVER	3,631	3,908	4,021	277	113	7.6%	2.9%
T MOUNT PLEASANT	20,084	23,142	24,347	3,058	1,205	15.2%	5.1%
T NORWAY	5,493	7,600	7,860	2,107	260	38.4%	3.4%
T YORKVILLE	2,901	3,291	3,310	390	19	13.4%	0.6%
C FRANKLIN	21,855	29,494	31,804	7,639	2,310	35.0%	7.8%
C MUSKEGO	16,813	21,397	22,203	4,584	806	27.3%	3.8%
C OAK CREEK	19,513	28,456	31,029	8,943	2,573	45.8%	9.0%

*Source: U.S. Bureau of the Census and the State of Wisconsin Department of Administration
Please note the Town of Mount Pleasant was incorporated as a Village in 2004.*

Where People Live

To assist in the preparation of the land use plan, in June of 2003 a windshield survey of existing land uses was completed as shown on Map 3. The existing land use map identifies 1,255 dwelling structures, which are single-family homes, duplexes, a home with a hobby farm, or a home as part of a farm. Also, 550 undeveloped parcels have been identified from the existing land use plan.













To see where people live in the Town, it is illustrative to divide the Town in several different ways and examine the percentage of dwelling structures by area. It becomes clear that Raymond's residents are quite evenly distributed across the 36 square mile area of the Town. Table 5 shows that 52% of the dwelling structures are located east of CTH U or 76th Street, with the remaining 48% percent west of 76th Street. When the Town is divided along Five Mile Road, 54% of the dwelling structures are located in the northern part and 46% are located south of Five Mile Road.

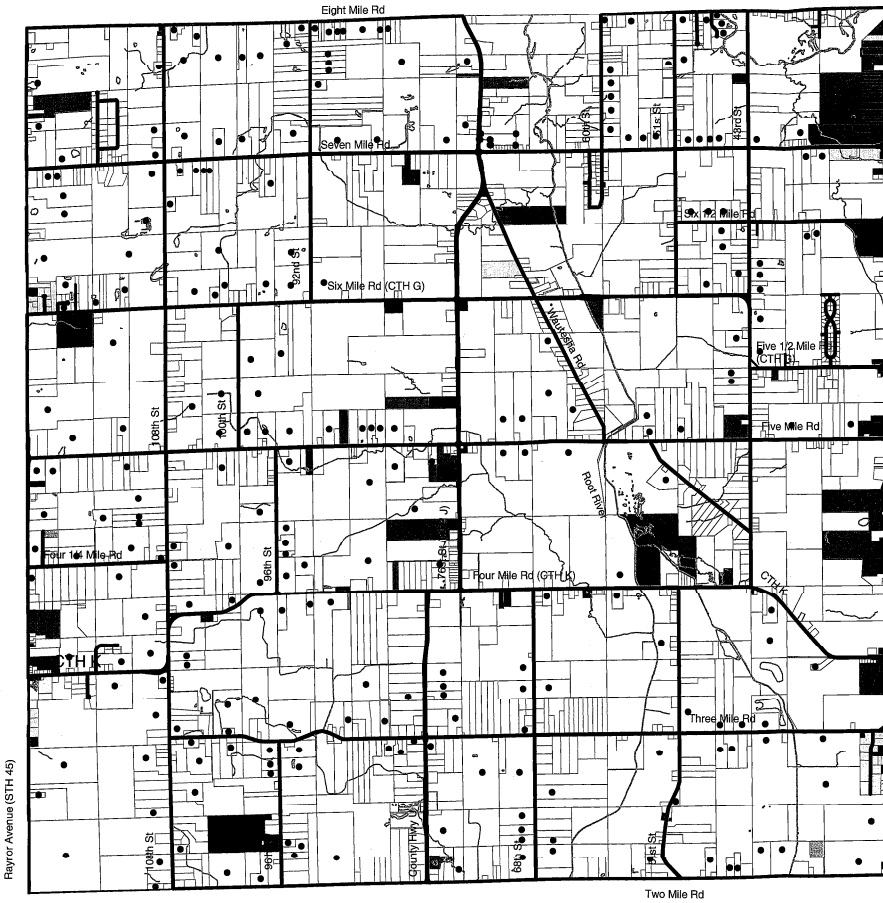
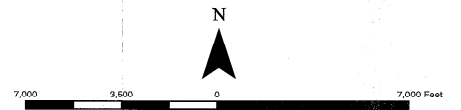
Table 5: Distribution of Dwelling Structures and Undeveloped Parcels

	<i>Dwelling Structures</i>	<i>Undeveloped Parcels</i>
East of CTH U/76 Street	52%	49%
West of CTH U/76 Street	48%	51%
North of Five Mile Road	54%	53%
South of Five Mile Road	46%	47%
East of Waukesha Road/CTH K	35%	32%

MAP 3
EXISTING LAND USE MAP 2003
TOWN OF RAYMOND
RAGINE COUNTY, WISCONSIN

Legend

- | | | |
|---|--|--|
| Existing Land Use | |  ROADS |
|  | AGRICULTURAL AND OPEN SPACE (17,901 ACRES) |  WATER BOUNDARY |
|  | SINGLE FAMILY RESIDENTIAL (3,215 ACRES) |  FARMSTEAD |
|  | COMMERCIAL (651 ACRES) | |
|  | INSTITUTIONAL (48 ACRES) | |
|  | GOVERNMENT / PUBLIC (86 ACRES) | |
|  | PARKS (37 ACRES) | |
|  | INDUSTRIAL (113 ACRES) | |
|  | AGRICULTURAL / BUSINESS (114 ACRES) | |
|  | UTILITY (11 ACRES) | |



NOTE: PLEASE REFER TO PLAN TEXT FOR SPECIFIC LAND USE POLICIES
 UNINCORPORATED LAND USE MAP 2003
 SOURCE: RAM
 DRAWING TECHNICIAN: LYNN LEH MATHIAS

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 engineering solutions for a working world
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Since the northeast part of the Town is closest to urban Milwaukee County and Racine County and has the best accessibility to and from I-94, one might assume that part of the Town would be the most populated. However, analysis of the land use map shows that the northeast part of the Town, defined as east of Waukesha Road and CTH K, contains 35% of the Town's total dwelling structures, which is proportionate to its area within the Town.

An examination of the percentage of undeveloped parcels shows striking similarities to the distribution of dwelling structures within the Town. Theoretically, each of the 550 undeveloped parcels currently existing could have a dwelling constructed upon it; not taking into account parcels that are undevelopable due to existence of floodplains, wetlands or soils that are too poor for on-site septic systems; or parcels that are not zoned for residential use. However, utilizing those 550 undeveloped parcels as an approximate number, the construction of 25 new homes each year would result in a 22-year supply of parcels without any further land division.

The equal distribution of dwelling structures across all 36 miles of the Town has many land use planning implications. First of all, it means that historically it has been the policy of the Town to mostly allow new single-family growth along the section line local road system. In fact, there are only eleven locations where homes are built within a subdivision with access to a local street that is not a main section line road. Secondly, it means that there are not any areas within the Town that are still comprised entirely of large parcels of land and the remaining large parcels have, in most cases, limited frontage along the current Town roads. Thirdly, the existence of numerous parcels spread across the Town in all shapes and sizes makes it difficult to assemble and lay out any large substantial development, without property assemblage. Lastly, equal distribution of dwellings is likely to result in a relatively even distribution of vehicle trips, meaning that traffic is not concentrated within one part of the Town over another part.

CHAPTER THREE:
POPULATION AND HOUSING PROJECTIONS

INTRODUCTION

Future land use and changes in population levels go hand-in-hand. Where there is new residential growth there will be increases in population consistent with the new levels of construction. New commercial and industrial growth can also serve as a catalyst for additional residential growth, for those who prefer to live near jobs and shopping. So each land use decision has implications for future population levels, although the market is a significant factor in actual results, making accurate population predications difficult.

In the year 2000 census, there were 1,272 housing units in the Town of Raymond, and the vast majority were owner-occupied, single-family dwellings, as discussed in Chapter Two. (The difference between the 1,255 dwelling identified on Map 3 is due to duplex structures not identified through the windshield survey.) It is expected that future residential growth will continue to follow the recent pattern, with new homes typically located along the section line roads, along with some conservation subdivisions. Forecasting the future level of this scattered site growth is somewhat difficult.

For the purposes of this plan, several methods will be used to project Raymond’s population over the next two decades. The first two are: 1) official population projections prepared by the Wisconsin State Department of Administration Demographic Services Center (DoA), and 2) projections based on recent trends in new home construction in the Town. These establish “low growth” and “high growth” scenarios. Then we also considered the average of those two results, and compared that with the likely outcome if the number of building permits remained steady at recent average levels.

In Table 6 it can be seen that the DoA anticipates that population in the Town will grow at just over 4% every five years for the next two decades. The DoA considers factors such as historic rates of growth in a community as well as birth, death and migration. The DoA applies the best-known information to the most recent Census data to arrive at their figures, which are then used by State agencies and others. It is not unusual for actual rates of population growth in a community to exceed those anticipated by the DoA.

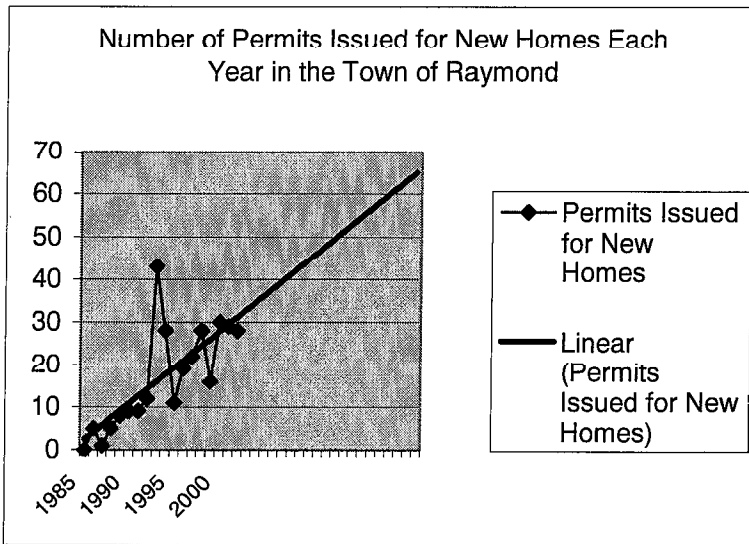
Table 6: Population Projections based on U.S. Census

Census 1980	Census 1990	Census 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020
3,610	3,243	3,516	3,671	3,827	3,989	4,148
<i>Change Over Each Five-Year Period</i>						
			2000-2005	2005-2010	2010-2015	2015-2020
Percentage Growth			4.4%	4.3%	4.2%	4.0%
Number of People			155	157	162	159

Source: U.S. Bureau of the Census and the State of Wisconsin Department of Administration

The second method for predicting future population levels in the Town involves looking at trends in the issuance of residential building permits. We examined the actual number of building permits issued for the construction of new homes in the Town annually from 1985 through 2002. When this information is plotted on a graph (below) it can be seen that the mathematically calculated trend line slopes upward. That is, although the number of building permits has not increased in a straight-line fashion over recent years, the trend is distinctly in an upward direction. Following this logic, by the year 2020 approximately 65 new home construction permits would be issued annually. This can be seen in Figure 3.

Figure 3: Permits Issued for New Homes



To include permits to 2003

It is possible to derive population projections for the Town by considering this trend in new home construction with a few caveats. There are assumptions involved in any forecasting, and this is no exception. These projections assume that the household size will remain at 2.82 persons per household (the average size of Town households as reported in the year 2000 Census), that no housing is removed from use, and that the number of new home permits does indeed follow a linear trend line, with the number of permits issued each year increasing at the same pace that has been seen between 1985 and 2002. These calculations result in the projections shown in Table 7.

Table 7: Population Projections based on Building Permit Trends

Census 1980	Census 1990	Census 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020
3,610	3,243	3,516	3,952	4,510	5,189	5,986
Change Over Each Five-Year Period						
			2000-2005	2005-2010	2010-2015	2015-2020
Percentage Growth			12.4%	14.1%	15.0%	15.4%
Number of People			436	559	678	797

Source: U.S. Bureau of the Census, Independent Inspections and Ruckert/Mielke

Each forecasting methodology derives results with a basis in fact, but the most likely outcome is probably a figure somewhere between the DoA's projection and the one arrived at through projecting a continued increase in the number of building permits issued. If we consider the DoA's numbers to be the slow growth scenario and the building permit numbers to be the high growth scenario, it is worth considering the average of these two as a potential moderate growth scenario. This is shown in Table 8.

Table 8: Population Projections as an Average of Prior Results

Census 1980	Census 1990	Census 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020
3,610	3,243	3,516	3,811	4,091	4,430	4,828
<i>Change Over Each Five-Year Period</i>						
			2000-2005	2005-2010	2010-2015	2015-2020
Percentage Growth			8.4%	7.3%	8.3%	9.0%
Number of People			295	279	339	399

Source: U.S. Bureau of the Census and Ruckert/Mielke

One other perspective is available by looking at the population impact as a result of setting limits on the number of residential building permits that are issued each year. Between 1985 and 2002, an average of 16.8 building permits were issued annually in the Town of Raymond. So, if building permit numbers do not increase as they have in the recent past, but instead remain fixed at a level that is the average of those known permit numbers we can see yet another possibility for projecting a moderate growth scenario. Issuing approximately 17 new residential permits each year would result in approximately 47 new residents per year, again based on the average household size in the Town of Raymond as reported in the year 2000 Census. The resulting population projections are shown in Table 9.

Table 9: Population Projections based on Building Permit Averages

Census 1980	Census 1990	Census 2000	Projection 2005	Projection 2010	Projection 2015	Projection 2020
3,610	3,243	3,516	3,856	4,094	4,331	4,568
<i>Change Over Each Five-Year Period</i>						
			2000-2005	2005-2010	2010-2015	2015-2020
Percentage Growth			9.7%	6.2%	5.8%	5.5%
Number of People			340	237	237	237

Source: U.S. Bureau of the Census, Independent Inspections and Ruckert/Mielke

It is certain that if building permits for new residential construction are issued in increasing numbers that follow recent trends, population in the Town of Raymond will grow much more quickly than is currently anticipated by the State of Wisconsin. Even if building permits are issued at a rate that is only comparable to recent average levels, and show no increase over time, the Town's population will grow at faster rates than projected by the State. As this plan is implemented, Town officials should closely compare the annual DoA population estimates to the general range of population projections. If the annual rates of increase exceed the projections, then the tools and actions to implement this plan should be reevaluated.

CHAPTER FOUR:
PLANNING MISSION, GOALS, OBJECTIVES AND POLICIES

To set the course for any plan process a clear goal is necessary. The goal can be general as it becomes the basic road map for the Town to achieve.

Supporting the goal are the objectives and policies. They are the paths and specific steps that provide the "engine" to drive the goal. It is the objectives and policies that "drive" the land use plan and implementation decisions. The Town Board appointed the Raymond Land Use Committee. The Committee comprised a group of individuals with varied interests, background and experience.

TOWN OF RAYMOND MISSION, GOALS AND POLICY STANDARDS AND OBJECTIVES

Over a period of many months of weekly meetings, the Land Use Committee debated and reevaluated a Mission Statement, Land Use Plan Goals and Land Use Policy Standards and Objectives. The mission provides general guidance. Being general, it presents a basic road map for the Town. The mission is further defined by the goals.

Mission Statement

To preserve and enhance the rural character of the Town of Raymond, in the face of a rapidly evolving landscape. To allow growth, both residential and business, within our community without sacrificing the quality of life Raymond has to offer.

Land Use Plan Goals

1. To preserve both the rural character and the economic base of the Town.
2. To limit residential development to densities and in locations compatible with the rural character of the Town, and therefore avoid the need to provide urban facilities and services to such developments.
3. To achieve a logical relationship between existing and new land uses.
4. To reduce environmental problems by managing development in floodplains, shore lands, and primary environmental corridors of the Town.
5. To avoid the creation of water pollution and public health problems by limiting residential development to soils that are well suited to development when served by on-site sewage disposal systems and private wells.
6. To promote good soil and water conservation practices that preserve water quality in the Town.
7. To promote good storm water management and drainage practices.
8. To encourage voluntary conservation measures.
9. To preserve and protect the capacity and safety of the transportation system within the Town.
10. To promote intergovernmental communication.
11. Identify key areas of the Town having the potential to provide economic development, or non-residential or non-agricultural tax base.
12. Promote protection of the Town's natural resources and historical heritage.
13. Provide proper level of services to Town residents with managed growth
14. Protect the Town's borders from Annexation.
15. To reduce environmental problems by managing development and soil disturbance in the floodplains, wetlands, shore lands, environmental corridors and within the buffers of the corridors.
16. To have these policies apply starting with all future building sites and land divisions.

Town of Raymond Land Use Policy Standards and Objectives

Policies and Objectives establish paths that the Town will follow to reach the goals. The Town of Raymond's land use goals can be accomplished through the following objectives.

Land Use Policies and Objectives:

1. Create a land use plan that sets criteria for preservation of agriculture and managed growth opportunities as identified on the land use map, without elimination of the Town's rural character.
2. Follow through with implementation tools to achieve the plan goals in an orderly fashion.
3. Focus economic development growth along the I-94 corridor, the U.S. 45 corridor and Raymond Center.
4. Utilize impact fees to the full extent permissible whenever new development is approved.
5. Identify and implement appropriate measures that limit growth in identified areas on the land use map without causing a burden upon the local tax rate.
6. Create land use controls to implement the policies and objectives from this plan.

Environmental Policies and Objectives:

1. Wetland and floodplain areas should not be altered in any way, including, but not limited to, filling or draining, unless such alteration would result in an enhancement of the natural resource being disturbed. Any disturbed wetland shall be reconstructed within the Town of Raymond in accordance with state regulations.
2. Discourage commercial development outside of the Business Corridor. Recognize that the primary and secondary environmental corridors represent a comprehensive open space system that is the main element defining the rural character and scenic beauty of the Town.
3. Protect environmentally sensitive areas that are not suitable for growth.
4. Use sanitation systems that are sensitive to the environment. Sanitation systems should not harm the ground water or environment including, but not limited to, water quality, wildlife, and/or vegetation.
5. Discourage, regulate and in some instances prohibit activities that are a nuisance or a danger to the environment.
6. Thoroughly review existing drainage, drain tile, storm water, and impact on surrounding structures and/or land prior to approval of any construction.

Agricultural Policies and Objectives:

1. To the greatest extent possible, preserve prime agricultural land.
2. Encourage the reuse of older structures that reflect the historic rural character of the area such as farmsteads, barns, silos, fences, and similar items, and do not categorize them as non-conforming.
3. Conserve agricultural structures. Many traditional agricultural barns and structures do not conform to conventional zoning regulations and development patterns, yet many of these structures are definitely part of a rural landscape and reflect the history of the

Town. Such structures should be conserved and allowed to be utilized in accordance with land use guidelines where possible.

4. Affirm and encourage traditional and alternative forms of agriculture.
5. Actively support protection of farmland when evaluating land division (Conservation Reserve Program, Conservation Resource Enhancement Program, Purchase of Development Rights, Managed Forest)
6. Identify and implement appropriate actions that protect prime agricultural lands from new development without causing a burden upon the local tax rate.

Development in Critical Watershed Policies and Objectives:

1. Recognize that the cumulative effect of on-site sewage disposal systems contributing discharge in sensitive watersheds is a threat for groundwater contamination. Protect groundwater quality by limiting the gross density in critical watersheds.
2. Encourage construction practices that will protect surface water quality from pollution. This includes minimizing soil erosion both during and after construction.
3. Do not allow new development in floodplains, wetlands, and natural prairies and create building setbacks for the same.

Town Services Policies and Objectives:

1. New local roads will only be approved to serve new development after demonstrating to the Town that benefits to the Town outweigh any anticipated costs.
2. Allow new development that would not be detrimental to the Town or local school system's ability to provide service. In a conservation/open space subdivision, the required open space must be protected from conversion to more intensive land uses. There are various tools to protect the open spaces, some of which are deed restrictions and covenants, easements, use of stewardship plans, donation of the open space to a non-profit land trust, such as the Kenosha/Racine Land Trust, Inc., Purchase of Development Rights ("PDR") programs, Transfer of Development Rights ("TDR") programs, and lot averaging. At the discretion of the Town, each developer will be required to work with a non-profit land trust during the subdivision design, prior to submittal to the Town for approval.

Town Character Policies and Objectives:

1. Recognize the critical role that farmland, open space, historical architecture, scenic vistas and landscapes, natural resources, natural features, rustic roads and the archeological and cultural features play in defining and enhancing the Town's rural character.
2. Regulate the removal or planting of trees or other vegetation in the right-of-way because roadside trees are extremely important to the character of the Town, while recognizing the paramount need for safety.
3. Plan ahead for future roadside vegetation.
4. Limit residential development to densities and locations compatible with the rural character of the Town.

5. Maintain the present five (5) acre area requirement, with 250 feet of road frontage, for random lots.
6. Require a six (6) acre net density and one (1) acre minimum lot size for conservation subdivisions. Require a depth to width ratio of 2:1, where appropriate, within conservation subdivisions.
7. Maintain the present ten (10) acre area requirement, with 500 feet of road frontage, for two-family or multi-family dwellings.
8. Restrict large-scale billboards and other large signs to the Town's Business Corridor. Design directional signs to fit the natural character of the Town as it relates to material, colors, and lighting.
9. Prior to construction, consider preserving trees and vegetation when siting driveways and buildings.
10. Regulate artificial berms and other topographic changes.
11. Preserve the historic and rural character of the landscape.
12. Preserve and enhance the landscape. All development and land divisions should be configured to preserve the natural landforms, woodlands, and environmental features. Attempt to preserve existing hedgerows and woodlands surrounding farming areas and homesteads.
13. Scenic views from roads and existing structures should be preserved when possible.
14. Preserve the scenic nature of the Town roads while maintaining safety.
15. Design to preserve open space.
16. Encourage a network of private walking, horse-riding and snowmobile riding trails.

Residential Development Polices and Objective:

1. Maintain the existing residential density for the town as a whole and prohibit further division of existing low-density residential lots into high-density residential lots.
2. Livestock, other than domestic pets should be restricted to lots that are of adequate size.
3. Allow home businesses that do not significantly affect the home site or surrounding character.
4. Encourage the preservation of common areas by precluding their future development through the use of conservation easements.
5. Use preservation techniques to protect the land, require deed restrictions, covenants, and easements that guarantee land control and management of natural areas.
6. Require community property maintenance to be in conformance with the recorded development agreement that was accepted by the Town at the time of the division.
7. Develop or adopt a procedure for "Obtaining a Building Permit". Procedures to include a step for a professional engineer to examine the aspects of the construction and site, unless waived by the Planning Commission.
8. Utilize Impact fees to the full extent permissible with regard to new development.

Business Development Polices and Objectives:

1. Permit commercial development only in areas served by the Town's Business Corridor, and cluster it rather than "spot zone".
2. New commercial and industrial development should occur only in those areas that are designated for such uses.

3. Allow commercial businesses for Town residents use or need outside of the I-94 and U.S. 45 Business Corridor, that will not detract from the scenic beauty of the Town.
4. Allow and attract businesses that support the primary economic activities in the Town; i.e. agriculture, tourism, recreation, and residential needs, as well as industrial and commercial uses in the areas discussed above.
5. Require common business entrances to facilitate vehicular movement from one business parking lot to an adjacent business' parking lot.
6. Permit economic development that will enhance the rural character and benefit the tax base.
7. Within the Business Corridors, determine and control accessibility and set site design guidelines for larger parcels.
8. Utilize impact fees to the full extent permissible with regard to new development, unless otherwise excluded under the applicable impact fee ordinance.

Shoreland Residential Areas Policy and Objective:

1. Follow state and DNR regulations regarding areas of navigable waters, i.e.; set backs, vegetation.

Transportation System Policies and Objectives:

1. Build and maintain quality roads. New roads will only be approved to serve new developments after demonstrating to Town that the benefits outweigh the costs.
2. Maintain existing Rustic Roads.
3. Work with local and state governments to create an efficient arterial to I-94 and County K and G or other major roadways.
4. Work with local and state governments to create a Master Road Plan that can accommodate both the Town's and the neighboring communities' growth.
5. The Master Road plan shall complement the Land Use Plan to help guide the design, location, and patterns of the roads in the Town, directing traffic towards the major transportation routes.
6. All public roads must be in conformance with the adopted Master Road Plan for the Town of Raymond.
7. Respect the land and its resources when developing the road plan. As practical, conform to the existing landscape. Consideration should be given that new development will have added burden to existing roadways.
8. Plan for future public road extensions with easements, deed restrictions, or covenants to maintain a range of future options and connections.
9. Lay out roads to Town's standards so that all vehicles, especially emergency vehicles, can travel in a safe and efficient manner.
10. Where it makes sense to do so, roads should be connected with other roads. No dead ends.
11. Allow private roads only where a through-access to a public road is impractical.
12. Where possible, design private roads so as to minimize the number of homes seen from the public road.

13. No private roads or driveways are to be dedicated or assigned to the Town, without prior approval of the Town Board.

Intergovernmental Land Use Policies and Objectives:

1. Recognize the need to obtain cooperation with entities sharing legal jurisdiction in the Town, such as the state and county as well as various utilities.
2. Recognize that extraterritorial zoning powers of the City of Franklin, and the County of Racine affect the Town of Raymond.
3. Protect the Town's boundaries via boundary agreement with the Town of Caledonia if incorporated.
4. Keep up-to-date soil maps and wetland maps for the Town.
5. Work with Racine County to establish zoning standards that assist with creating managed growth rules that follow Town of Raymond's land use plan.
6. Take an active role with the Metro Landfill Siting Committee, and have the Town representative of the Siting Committee regularly report to the Town Board about committee's activities.

Sewer and Water Management Policies and Objectives:

Municipal sewer and water services are not currently planned, nor is it an objective of the Town to have a level of development which requires such services outside of the I-94 Business Corridor.

1. Impose regulation that limits said facilities to serve only the identified sites within the I-94 Business Corridor, unless otherwise approved by the Town Board.
2. Prohibit sewer and water from extending further west into community than the I-94 Business Corridor, unless otherwise approved by the Town Board.
3. Use neighboring communities to service sewer and water utilities.
4. Consider sewer and/or water in commercial developments and the northwest business corridor.

CHAPTER FIVE:
LAND USE IN THE TOWN OF RAYMOND

EXISTING LAND USE

Before discussing future land use in the Town of Raymond, it is essential to consider current land use patterns. As a first step, a “windshield survey” was conducted to establish the basis for a current land use map. Map 3 was checked against the knowledge of Land Use Planning Committee members and other citizens in attendance at the public meetings held over the course of the planning process. The acreage of each type of land use in the Town in 2003 was as follows:

- Agricultural and Open Space (17,901 acres)
- Single-Family Residential (3,215 acres)
- Commercial (651 acres)
- Institutional (48 acres)
- Government/Public (86 acres)
- Parks (37 acres)
- Industrial (113 acres)
- Agricultural/Business (114 acres)
- Utility (11 acres)

Then, because preservation of natural resources is important to the Town’s future, the locations of woodlands, wetlands and surface water were incorporated into the map using information provided by Racine County. This way, it could be seen which areas might still remain open to development pressure, and which areas were already developed or were limited by environmental constraints. This information was used as a basis for creation of an updated future land use map for the Town of Raymond.

FUTURE LAND USE

The Land Use Planning Committee (Committee) spent time in series of meetings carefully considering current land use trends in the Town, as well as their implications for provision of services and quality of life in the future. These discussions formed the Land Use Planning Goals, Policies and Objectives found in Chapter Four of this plan, and led directly to the Town’s Future Land Use and Transportation Plan Map (Map 4).

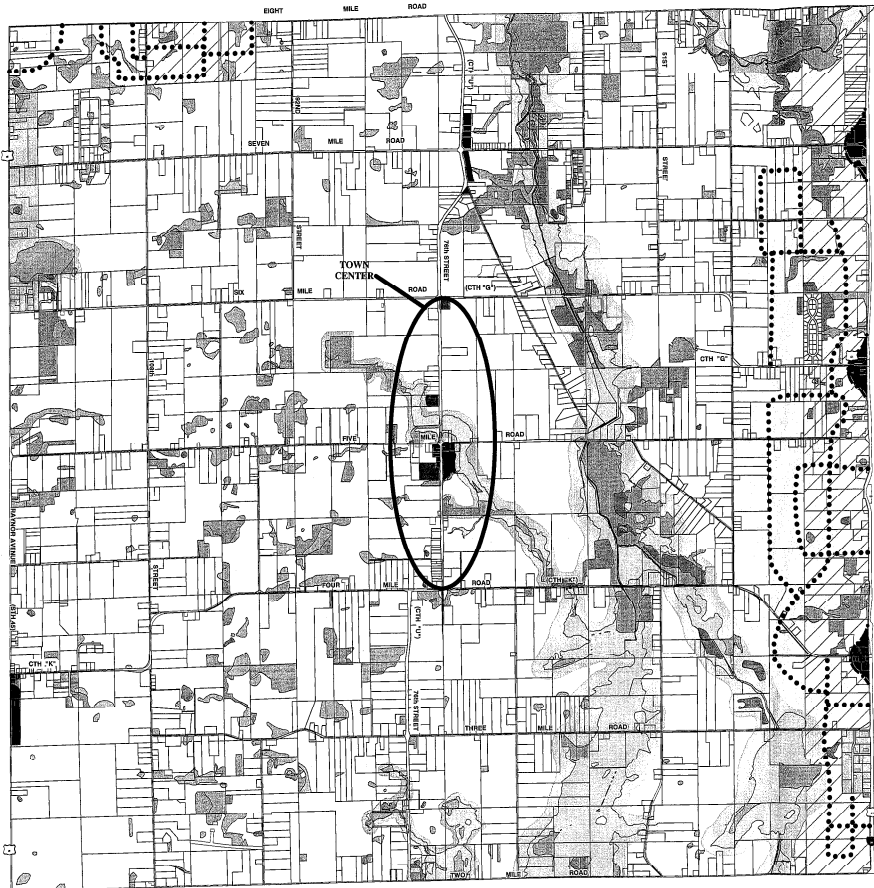
Residential

There was consensus by the Committee for a preference of currently limiting new residential development, by allowing growth both through the construction of individual single-family homes along the section line road grid, and allowing conservation/open space subdivision design where appropriate. Following the stated land use goals, policies and objectives, the Committee’s intent was to preserve as much land as possible for agricultural and other open space uses for as long as possible in the future, and to maintain the quality of life for Town residents by carefully

MAP 4

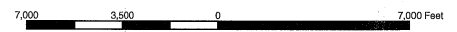
DRAFT LAND USE AND TRANSPORTATION PLAN MAP

**TOWN OF RAYMOND
RACINE COUNTY, WISCONSIN**



Legend

- SURFACE WATER
- KNOWN WETLANDS - TO BE PROTECTED (OTHER WETLANDS TO BE IDENTIFIED PRIOR TO PROPERTY CONSTRUCTION ALSO TO BE PROTECTED)
- KNOWN WOODLANDS - TO BE PRESERVED (OTHER WOODLANDS TO BE IDENTIFIED PRIOR TO PROPERTY CONSTRUCTION AND TO BE PRESERVED)
- FLOODPLAINS - TO BE PROTECTED
- PRIMARY ENVIRONMENTAL BUFFER
- SECONDARY ENVIRONMENTAL BUFFER A
- SECONDARY ENVIRONMENTAL BUFFER B
- PROPOSED I-94 FRONTAGE ROAD REALIGNMENT (ACTUAL ALIGNMENT TO BE FINALIZED BY THE WISCONSIN DEPARTMENT OF TRANSPORTATION)
- CONCEPTUAL FUTURE ROADS FOR BUSINESS AREAS (EXISTING APPROPRIATE DISTANCE & BETWEEN ACCESS TO EXISTING ROADS (THIS PLAN RECOMMENDS NO NEW PUBLIC ROADS THROUGHOUT REMAINDER OF TOWN))
- AGRICULTURAL/OPEN SPACE/RURAL RESIDENTIAL DENSITY OR CONSERVATION SUBDIVISION WHERE APPROPRIATE
- EXISTING FISCAL/LOCAL SUBDIVISIONS
- COMMERCIAL/RETAIL
- BUSINESS, 2003 TO 2015 TIME FRAME (PLAN RECOMMENDS THAT THIS AREA WILL BE REDEVELOPED INCREMENTALLY WITH LANDS FIRST DEVELOPED NEAREST THE HIGHWAY)
- BUSINESS (COMMERCIAL/INDUSTRIAL) 2015 TO 2030 TIME FRAME (EXCEPT FOR EXISTING BUSINESS PROPERTIES PLAN RECOMMENDS THAT THIS AREA WILL BE REDEVELOPED INCREMENTALLY WITH LANDS FIRST DEVELOPED NEAREST THE HIGHWAY)
- LANDFILL INDUSTRIAL BUFFER, 2004 TO 2015 TIME FRAME
- LANDFILL INDUSTRIAL BUFFER, 2015 TO 2030 TIME FRAME
- INDUSTRIAL
- PUBLIC/INSTITUTIONAL



NOTE: PLEASE REFER TO PLAN TEXT FOR SPECIFIC LAND USE POLICIES
 W/2010/DRAFT LAND USE MAP 2.17.10.DWG
 SOURCE: RM
 BASEMAP BY: TOWN OF RAYMOND

Ruekert-Mielke
 engineering solutions for a working world
 DATE: May 16, 2005
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evaluating any land use proposal against the Town's ability to provide services and existing infrastructure. Nonetheless, it is recognized that it is in the interest of the Town to allow individual property owners to create a lot split for building purposes that is consistent with the Land Use Planning Goals, Policies and Objectives stipulated in Chapter Four of this plan. The Committee members differentiated between desirable "growth" (these limited lot splits) and "development" (multi-lot subdivisions). Their preference was that this policy be maintained for all lands in the Town that may be subject to use for residential purposes in the future. This means that large-lot residential growth taking place along section line roads would be the recommended land use pattern throughout the Town, with the exception of any areas that remain in agricultural use and certain specified areas where mixed business use will be permitted.

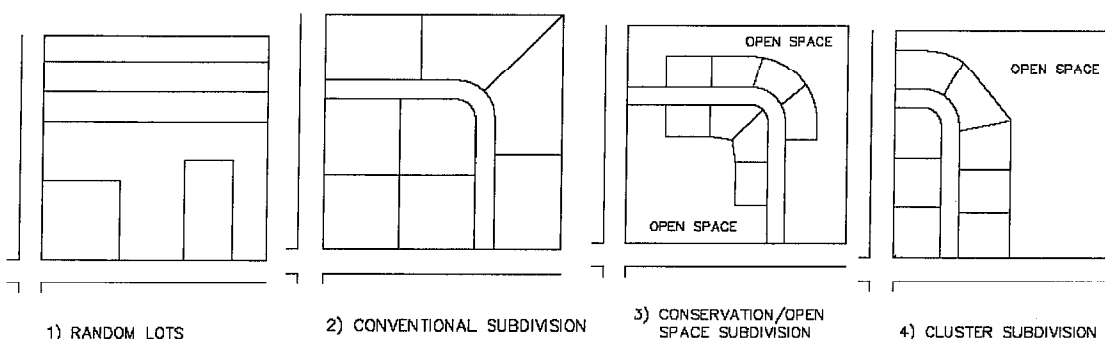
Another residential land division type, called Country Estates, allows use of back lots or acreage. The back lots have dividable acreage with minimal or no frontage along an existing town road. The back lots, normally behind other lots with road frontage, were created by prior land divisions or land splits not needing town approval. The Country Estates land division, per this plan, would be allowed at a minimum lot size of 5 acres.

The preference is that the "growth" scenario will continue and policies must be adopted to insure that the individual lot construction will not create undue hardships onto neighboring properties, such as excessive storm water run-off, plus minor lot divisions do not create unusable remnant parcels. At the same time, larger parcels and parcels with limited road frontage are candidates for a conservation/open space subdivision design. These subdivision designs, also known as conservation/open space or cluster subdivisions, are outlined in the Land Division Control Guide by the Southeastern Wisconsin Regional Planning Commission; July, 2001.

Below are the four basic options of residential lot divisions.

- 1) The random lots have been the historical residential lot divisions in the Town.
- 2) The conventional subdivision design has been utilized for a small amount of developments in the Town, but to a far lesser degree than random lots. For purposes of this plan,
- 3) The conservation and open space subdivision options are used interchangeably. Both options promote the preservation of open space that protects naturally sensitive lands, creates land for open space and recreation, or can continue in an agricultural use. Safeguards are added to approvals of a conservation/open space subdivision design that permanently prohibits any further development of the open space.
- 4) A Cluster Subdivision is a form of residential development that concentrates buildings or lots on a part of the site to allow the remaining land to be used for common open space, recreation and preservation of environmentally sensitive features. The concentration of lots is facilitated by a reduction in lot size.

Figure 4: Residential Lot Division Options



(For illustration only – conventional subdivisions would only be allowed by the Town Board if a waiver is granted.)

During preparation of this plan, the committee researched residential growth policies in neighboring and nearby towns. Table 10 lists a summary of the findings.

Table 10: Residential Growth Policies in Other Towns (as of August 2004)

<u>Town</u>	<u>Lot Size Policy</u>	<u>Status</u>
Calcdonia	4 to 5 acre density	Mandatory Conservation Subdivisions, with sewer 40% open space, without sewer 60% open space
Dover	3 acre minimum lot size	Current moratorium to consider conservation subdivision with 5-acre density.
Norway	4 to 5 acre lots negotiated	Beginning Land Use Plan
Yorkville	5 acre density in rural area subdivisions, with 1 acre minimum lot size	Mandatory conservation subdivisions
Waterford	Mix of 5 acre lot size, 3 acre lot size and 35 acre lot size	Latest development, 37 houses on 180 acres
Burlington	5 acre minimum lot size	Currently updating Land Use Plan

The Committee carefully considered various options in recommending densities for open space/conservation subdivisions in Raymond. The Town will require six acre average density, based on the high level of natural resources that should be protected; historical land division patterns of large lots greater than five acres; and the existence of hydric soils.

Business

Areas of mixed business use, both commercial and industrial, are designated on the eastern side of the Town of Raymond along the I-94 corridor. In recognition of the fact that the corridor is now home to a good mix of both types of uses, this plan recommends a continuation of the current patterns of mixed business use, to maximize the economic development potential of the area, creating an opportunity for increased non-residential tax base. This mixed business use, would include retail and wholesale businesses, light industry and other small manufacturing, as well as office and service uses.

The I-94 identified business corridor covers 2,840 gross acres, that include existing business properties. This plan recognizes that the current market for business development will not generate interest for the entire acreage. Nonetheless, looking beyond the normal 20 year planning timeframe, designation of the extended area will serve the very long-term economic development needs of the Town, that will support the planned residential tax base with the majority of the Town.

The I-94 business corridor is split into a short-term area of about 1,600 gross acres and a long-term area of about 1,240 gross acres. The short-term area must be developed or redeveloped first, and outward from I-94 and planned to develop to 2015. The long-term area is planned from 2015 to 2030, and possibly beyond. This plan does not address any multiple family or senior based resident housing locations at this time, due to the lack of surrounding services and public sanitary sewer and water for these land uses. However, if the need arises, the long-term business area would be appropriate for such residential uses.

It is known that future interchange reconstruction in the I-94 corridor will result in changes to the frontage roads at several points in the Town. This will have implications for use of the land in the vicinity of the planned construction, and for available lots in that area post-construction. Those anticipated changes in road layout are shown on the Future Land Use Map, as are potential local street connections throughout the entire area that is designated for future mixed business use. An interconnected street grid, planned in advance, can help assist in promoting good order in any future development, helping to facilitate cost-effective provision of services by the Town. Land within the reconfigured interchanges is shown as commercial retail.

Considered secondary to the I-94 corridor, but still important to the town is business and industrial development along U.S. 45. Traffic patterns and nearby development at the intersection of STH 36 and 45, about one mile to the north of Raymond, has the potential of making this corridor attractive for business development. Therefore, along U.S. 45, about 270 gross acres is designated for business or industrial development. Industrial Development means that the area could contain "heavier" type industries, with the Business land use designation containing "light" industry.

The U.S. 45 business and industrial corridor is planned for additional industrial on the east side of U.S. 45 on the east to the 9600 block of 8 Mile Road. This area, with about 500 gross acres, serves as the Landfill Industrial Buffer, with the location of the landfill to the north in Franklin. Industrial is the compatible land use to the neighboring landfill. This 500 acre area is proposed for development in two phases. Phase I, projected to 2015, is shown on Map 4 as the lands west of 108th Street. Phase II is proposed east of 108th Street, to take place from 2015 to 2030.

Town Center

This plan highlights the Town's Center that extends from County G to County K on 76th Street (CTY TK U). This area covers about 450 acres. This plan designates the Town Center to identify the need for detailed planning in the future to form a cohesive neighborhood. The uses of the Town Center are not identified, but the Town Center concept is thought to be the cultural and historical center, with government, community parks and local commercial, professional and retail business uses as the focal points.

Within the Town Center are located the Town Hall, Town Park and Town Street Maintenance Garage. As Town population increases, necessary expansion of each use is anticipated. The Town Center must allow for expansion or relocation of those uses.

Other Uses

No additional new areas have been shown on the Future Land Use Map for institutional or park uses, since there is no additional need for such lands anticipated within the planning horizon covered by this document. As the need arises, the Committee anticipates that the Town will work with the school districts to determine the most appropriate location for any future school facility needs, and also determine public park needs as the Town grows.

SUMMARY OF LAND USE DESIGNATIONS ON MAP

The following lists a summary of the land use designations identified in this chapter and on Map 4. The summary begins to state potential implementation tools for the land uses.

- The majority of the Town will remain in an agricultural/open space/rural residential category. This category will contain four land use types:
 - a. Continued promotion of agricultural, including traditional farms, hobby farms and agri-business.
 - b. Random residential lot development of 4 lots or less along existing roads will have a minimum of 5 acres and 250 feet of frontage. Two-family or multi-family dwellings will require lots 10 acres or more with 500 feet minimum frontage.
 - c. Country Estates is a back lot division up to 3 lots at a minimum lot size of 5 acres. A public street would provide access. Town of Raymond recommends that Racine County adopt a zoning class that addresses “Country Estates.” Average density changes to both 5 acres for both east and west of Root River Canal.
 - d. Conservation/Open Space Subdivision, mandatory for all divisions over 4 lots. See Table 11 for recommendations for design.

Table 11: Conservation/Open Space Subdivision Design Guidelines

<i>Average Density*</i>	6.0 acres
<i>Minimum Lot Size</i>	1.0 acres
<i>Percent Open Space</i>	60%

**Derived from Net Buildable Acreage of the entire development site.*

- e. In a conservation/open space subdivision, the required open space must be protected from conversion to more intensive land uses. There are various tools to protect the open spaces, some of which are deed restrictions and covenants, conservation easements, use of stewardship plans, donation of the open space to a non-profit land trust, such as the Kenosha/Racine Land Trust, Inc., PDR programs, TDR programs, and lot averaging. Each developer must be required to work with a non-profit land

trust, should that be the Town's selected tool to protect open spaces, during the subdivision design, prior to submittal to the Town for approval.

- Residential development will follow the following standards:
 - a. All new roads serving new residential development will be public and follow the current 66 feet road/street standards of the Town of Raymond.
 - b. All new growth and development will occur with proper buffers from neighboring uses, and create standards for proper site grading and drainage, prevention of excess topsoil removal, and protection of natural resources. Prevention of excess topsoil removal means no scalping of topsoil on properties other than the area for building pad, drive or road.
 - c. All new growth and development will occur with protection of natural resources, with a proper grading and drainage plan and minimal disturbance of topsoil.
- U.S. 45 corridor business land use, with 270 acres and the Landfill Industrial Corridor of 500 acres shall be planned for future business.
- The Town Center shall be left for future detailed planning of a cultural and historical center of the Town.

DEFINITIONS

Throughout the comprehensive discussion of the committee toward the recommendations of this plan, definitions were accepted by the committee to guide the recommendations. For the purposes of this plan, and potential implementation of this plan, the following definitions clarify the recommendations.

Agriculture - Beekeeping, dairying; floriculture; forestry; grazing; greenhouses; hay; livestock raising; orchards; paddocks; pasturage; plant nurseries; poultry raising; raising of cash grain crops, mint, grass, seed crops, silage, tree fruits, nuts and berries, and vegetables; stables; truck farming; and viticulture.

Arterial - Road whose primary function is to provide for the expeditious movement of through traffic into, out of and within the community. Changed to definition in Chapter 12.

Back-lot - Any land not fronting on or abutting a public street.

Business - Development of either commercial or industrial uses commonly known as light industrial, or a mixture of these uses.

Commercial - A business use or activity at a scale greater than home industry involving retail, professional or wholesale marketing of goods and services.

Common Open Space – Undeveloped land within a Conservation Subdivision that has been designated, dedicated, reserved, or restricted in perpetuity from further development and is set aside for the use and enjoyment by residents of the development and for the preservation, restoration and management of historical, agricultural or environmentally sensitive features. Common Open Space shall not be part of individual residential lots. It shall be substantially free of structures, but may contain historical structures and archeological sites and/or such recreational facilities for residents as indicated on the approved development plan. It shall be

restored and managed in accordance with a Stewardship Plan that shall be prepared for the open space.

Conservation Subdivision - A Subdivision in which Dwelling units are concentrated and/or clustered in specific areas in order to allow other portions of the Subdivision to be preserved for Common Open Space, including restoration and management of historical, agricultural or environmentally sensitive features.

Critical Watershed - A watershed in which more than 75% of the soil types were classified by the Soil Conservation Service as having severe limitations to septic tank absorption fields (as depicted on the Critical on the Critical Watershed map).

Country Estates – A back lot division up to 3 lots at a minimum lot size of 5 acres that is served by a public street built to Town standards.

Density - The number of dwelling units permitted per acre of land. The density in Conservation Subdivisions shall be one unit per five (5) acres.

Environmental Corridors - Environmental corridor contain the highest value woodlands, wetlands and wildlife areas within Southeastern Wisconsin; all of the area's major bodies of surface water and undeveloped shorelands and floodplains; important recharge areas for groundwater aquifers; and existing and potential park sites as well as areas of scenic, historic and cultural value.

Floodplain - Land that has been or may be covered by floodwater during the regional flood. The floodplain includes the floodway and the floodfringe as defined in Wisconsin Administrative Code Ch. NR 116.

I-94 Business Corridor – That area bounded by I-94 to the East, 43rd Street to the West, 2-Mile Road to the South, and 8-Mile Road to the North.

Industrial - Development of industrial uses commonly known as heavy industrial.

Lot Averaging - A design technique for land divisions whereby the area of a lot may be reduced below the Town's minimum area requirement, provided that the area by which it is reduced is added to another lot being created by the land division, and where the lots subject to the lot averaging plan are restricted from further land division or Subdivisions.

Natural Landform - A feature of the earth's surface attributable to natural causes.

Net Density - The number of dwelling units permitted in a Conservation Subdivision. This number is obtained by performing the following calculation:

1. Divide the gross acreage for the Parent Parcel by six (6).

In the event that the net density calculation produces a fractional result, normal rounding rules shall apply (i.e., percentages of one-half and greater are rounded up to the next highest whole number, and percentages less than one-half are rounded down to the next lowest whole number).

Planned Conservation/Open Space Subdivision - A form of residential development that groups buildings or lots while maintaining permitted densities by providing common open space.

Primary Environmental Corridor - A concentration of significant natural resources at least 400 acres in area, at least two miles in length, and at least 200 feet in width, as delineated and mapped by the Southeastern Wisconsin Regional Planning Commission.

Raymond Center - The Town's Center that extends from County Highway G to County Highway K on 76th Street (County Highway U).

Rural Character - View of open space and vistas, a quiet setting with natural appearance with continued agricultural viability. Continued agricultural viability, and an environment to "see all the stars at night".

Secondary Environmental Corridor - a concentration of significant natural resources at least 100 acres in area and at least one mile in length. Where such corridors serve to link primary environmental corridors, no minimum area or length criteria apply. Secondary environmental corridors are delineated and mapped by the Southeastern Wisconsin Regional Planning Commission.

Single Family Dwelling - A building designed and/or used exclusively for residential purposes for one family and containing not more than one dwelling unit.

Stewardship Plan - A comprehensive management plan for the long term enhancement and sustainability of natural ecosystems (uplands - including farmlands, woodlands, prairies, meadows, wetlands, shorelands, lakes, river systems and similar ecosystems). Such plans shall include but not be limited to management goals, implementation and monitoring schedules, identification and description of measures to be taken should degradation of the system(s) be noted, and programs for the removal and control of invasive vegetation species.

U.S. 45 Business Corridor - That area described as U.S. 45 East to the transmission lines and bounded by 8-Mile Road to the North and Hwy G to the South.

Wetlands - Those areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation, and which have soils indicative of wet conditions.

Woodlands - Upland areas of one acre or more, which are covered with deciduous or coniferous trees as delineated and mapped by the Southeastern Wisconsin Regional Planning Commission.

CHAPTER SIX: IMPLEMENTATION

IMPLEMENTATION TOOLS

Implementation tools are rational actions to be taken that are designed to ensure the recommendations of this plan will be acted upon. The Town has many implementation tools at its disposal.

One set of implementation tools are adopted ordinances of the Town. The Town already utilizes a Land Division and Development Ordinance, and local amendments to the building code. The Town utilizes the services of Racine County to administer zoning rules for properties. Zoning is an authority given to the Town by the state to implement land use policy. Although zoning is the most well-known implementation tool of the land use planning, there are other regulatory tools available. Other regulatory tools may include, but are not limited to, floodplain ordinances, ordinances requiring tree preservation and other natural resources, land maintenance codes, development agreements, and impact fees. The Town does not need to implement all regulatory tools; however, the Town should be aware of options available to implement the plan.

Another set of implementation tools are policy items. Policy items are on-going decisions made by the Town impacting land use. Annual operating budgets and Capital Improvement Plans are examples of policy implementation tools available to the Town. Allocation of funds to staff the regulatory tools to insure compliance is a big part of implementation. Another operating budget aspect is allocation of resources, such as road maintenance, that influence land use decisions.

If it is determined sanitary sewer and public water supply is needed to implement portions of the land use plan, then a Capital Improvement Plan increases in importance. The Capital Improvements Plan forecasts costs, at a minimum five-year timeframe, so that the Town can adequately plan for funding those costs. The Capital Improvements Plan also identifies funding sources through property tax, impact fees, special tax districts, special assessments or grants. This land use plan does not recommend any type of funding source but merely identifies where Capital Improvement Plans might be necessary to fund the resources necessary to implement this plan.

Finally, plan implementation involves consistent decision making on behalf of the Town Board, Planning Commission and any other advisory board or commission charged with plan implementation. Decisions will be made monthly regarding land divisions, rezoning, and conditional uses that will have long term ramifications. Copies of this plan must be readily available at meetings to assist decision makers in their judgment for the future of the Town.

Reevaluation of Plan

Just as potential exists for outside influences to control land use in the plan, so does the influence of changing conditions. Thoughts, comments and new trends not known at the time of preparation of this plan are always part of rapidly changing society. If implementation actions do not provide the intended purpose due to changing conditions or new situations that arise, Town Officials must rationally research alternative implementation tools and then effectively use

these tools. This Land Use Plan is only a guideline, and does not constitute a "comprehensive plan" within the meaning of the smart growth legislation. Yet, the Town may rely on provisions of this Land Use Plan when considering proposed developments.

Commitment

Implementation of this land use plan involves the ultimate commitment on behalf of the Town by Town elected officials, Board Members, Commissioners and all citizens. Democracy is a great freedom everyone enjoys in the United States. However, with democracy comes the knowledge that there will be differences of opinion, and many times numerous differences of opinions on all subject matters, especially regarding the future land use of the Town. With numerous opinions, consensus must be reached and once the consensus is reached, respect for the final decisions of Town officials is needed from all.

RELATIONSHIP OF IMPLEMENTATION TO OTHER AGENCIES

While the Town of Raymond uses its ability to implement its own plan, implementation will be made easier with the knowledge and understanding of other agencies that also have a part in land use planning within the Town. These other agencies can provide invaluable assistance to the Town to allow achievement to its goal.

State of Wisconsin

A key factor to remember is that the Town's ability to plan "Racine County Zoning," and use other implementation tools lies in the authority given to it by the State of Wisconsin. The United States gives certain authority to states, and in turn the states provide local units authority for local control. Therefore, local decisions should be rational. The State of Wisconsin lawmakers have been known to remove local authority on issues when it feels municipalities are overstepping their bounds and not in keeping with the best interest of the entire state.

Besides providing local authority, the state has several agencies that are major players in local land use. Those agencies are the Department of Natural Resources and the Department of Transportation. The Department of Natural Resources administers rules of state law to protect natural resources. Given that a basic premise of this land use plan is to protect the natural resources of the Town, utilization of administrative rules and the ability of the Department of Natural Resources to regulate land uses in those natural areas are a great benefit to the Town. Additionally, Wisconsin Department of Transportation has authority with its control over I-94 along Raymond's eastern boundary and U.S. 45 along the Town's western border. Plans by the state to improve the interchanges along I-94 at Seven Mile Road, CTH G and CTH K have numerous long-term implications upon the Town. The biggest implication is that with an improved interchange, accessibility to properties within the Town will be greatly enhanced. Historically, interchanges are great areas to improve the non-residential tax base through business growth. Opportunities exist for a good working relationship with the Department of Transportation and future land uses in the Town that can provide for a quality non-residential tax base.

Another state agency with relevance to the Town is the Department of Administration. The Department of Administration sets standards for Smart Growth Planning and reviews and recommends about annexation and incorporation.

Regional Planning

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) serves the southeastern region of Wisconsin providing land use, transportation, housing and economic development plans at the large scale for the region. SEWRPC is a valuable tool for the Town with a wealth of information available within their reports, and their regional land use planning. SEWRPC's 2020 Regional Land Use Plan closely matches Raymond's vision for the Town in remaining dominantly agricultural, open space and rural residential density. Therefore, this land use plan is further justified by the consistency with the Regional Land Use Plan. SEWRPC's Land Division Control Guide; July 2001; will form the basis for creating standards to allow conservation/open space subdivisions.

This land use plan and the Regional Land Use Plan recommend the control of sprawl. Sprawl is the continued development of land into subdivisions without having an identifiable urban core, or central place within the planning area. For example, within the Regional Land Use Plan, the development occurring within the Cities of Oak Creek and Franklin is not defined as sprawl since they are part of the City of Milwaukee urban center. At the same time, the Regional Land Use Plan shows that approximately the southern one-third of the south end of the City of Franklin, adjacent to the Town of Raymond, is planned for the same type of agriculture and open space land use as Raymond. Within Racine County, there is an identifiable difference of the land use pattern east of the I-94 corridor as opposed to west of the I-94 corridor. West of the corridor, the land use pattern of the towns within the county are consistent with the historical and recommended land use patterns of this plan, except around an identifiable community center such as Waterford, Burlington and Union Grove.

Racine County

The Racine County Planning Department provides planning services and zoning administration to the towns within Racine County. The Town of Raymond takes advantage of those services by utilizing the department to administer the county zoning ordinance for Raymond. In addition to zoning administration, by state law, the county administers shoreland/wetland zoning along every navigable waterway within the Town. The shoreland/wetland jurisdiction extends generally 300 feet each side of the normal high-water mark of a waterway. Within that 300-foot corridor on each side of the waterway, new structures must be built at least 75 feet away from any delineated floodplain or wetland. Again, this is a valuable tool to the Town in protecting its natural resources.

Another County agency having an impact upon the Town land use is the Racine County Highway Department. The highway department has the ability to control access point, along county trunk highways. Those county trunk highways include CTH U, CTH G and CTH K. Likewise, the Wisconsin Department of Transportation controls access points to state highways, including the I-94 frontage road and U.S. 45. All local land use decisions must incorporate

coordination of access approvals along the county and state highway, no matter the size of the access points.

Other Resources within the County

Two important local agencies are available to assist the Town with plan implementation. The first agency is University of Wisconsin-Extension. The local Extension office, located in the same building as the Racine County offices in the Town of Yorkville, provides technical advice with land use and implementation matters. Extension also provides technical assistance with best farming practices and natural resource protection, along with a variety of other technical advice.

The second agency available to the Town is the Racine County Economic Development Corporation (RCEDC), a non-for-profit organization representing public private sector interests. RCEDC has as its goals the economic growth of the county. RCEDC can assist the Town with the recommendation of this land use plan to encourage business growth along the I-94 corridor.

Surrounding Municipalities

The Town of Raymond shares a common northern border with the City of Franklin, in Milwaukee County. Also adjacent to the Town, to the northeast is the City of Oak Creek, in Milwaukee County, and to the northwest the City of Muskego in Waukesha County.

Raymond's eastern boundary is shared with the Town of Caledonia along the I-94 corridor. In the southeast is located the former Town of Mount Pleasant, recently incorporated as the Village of Mount Pleasant. South of Raymond is the Town of Yorkville, and to the west is the Town of Norway. To the southwest is the Town of Dover.

In the course of preparation of this plan, Town officials and citizens alike expressed concern about Raymond losing its autonomy through annexation of property currently within the Town to the neighboring incorporated municipalities. Recent statutory changes to the annexation law prohibit annexation across county lines in the absence of an agreement with the Town. To the east, the Town of Caledonia is currently undergoing a process to become an incorporated municipality, similar to the recent corporation of the Town of Mt. Pleasant into a Village. If the Town of Caledonia incorporates, potential exists for the Town of Caledonia to annex land on the west side of I-94, especially as Caledonia includes sanitary sewer and public water supply as their development tool. It would be beneficial to the Town to immediately enter into negotiations with the current Town of Caledonia regarding boundary agreements. In the case of the Town of Caledonia, under current State incorporation law, the Town of Raymond has the opportunity to object to the incorporation of Caledonia. The Town of Raymond must utilize the objection authority to negotiate a boundary agreement. The issue with Caledonia is paramount as over 80% of the non-residential tax base within the Town lies within the I-94 corridor.

Also, within recent years the State of Wisconsin legislature has been annually revising the laws regarding incorporation and annexation. Town officials must continually be aware of the laws and the amendments to those laws so that the Town understands their rights within the aforementioned negotiations.

Notwithstanding the above, the Town would greatly benefit from cooperation with its neighbors. Shared services is one area the Town could benefit. If decided that providing public sewers to the I-94 corridor is in the best interest of the Town, then using an already existing sewer utility maintenance crew in a neighboring municipality has the potential of being far less costly than if the Town were to start its own utility staffing.

The Towns of Yorkville, Dover and Norway have similar issues with growth and development pressures as Raymond. Sharing ideas, thoughts and implementation tools would be very beneficial to the Town, especially in working with Racine County in amending recommended changes to the County Zoning Ordinance.

Potential Sewer and Water Extension

The Racine Area Sewer Study, hailed as a landmark in intergovernmental cooperation within the State of Wisconsin, provides the opportunity for Raymond to utilize sanitary sewer and public water supply from the City of Racine. The results of the study in the agreement allows the extension of sanitary sewer and public water main to extend along the I-94 corridor. The availability of sanitary sewer and a public water supply has potential to enhance the quality of business that could be attracted to the Raymond's side of the corridor, and thus increase the potential non-residential tax base within the Town.

Most recently, preliminary indications have surfaced in regards to the extension of sanitary sewer from the north via the Milwaukee Metropolitan Sewerage District (MMSD) and a public water supply from the City of Oak Creek. Regardless of the provider, availability of sanitary sewer and a public water supply may be the most important decision to be made by Town officials in implementation of this plan.

In general terms, the cost to extend the utilities to the Town would be capital improvement costs. Those capital improvement costs would offset the existing cost of the community providing the services, for their physical plant that is in place to provide the service. In addition to the capital improvement costs, costs would remain for extension of the sewer lines or the water lines to the properties that would benefit from the utilities.

Funding options are available that would not place the burden of the costs of the sanitary sewer and public water extensions upon the entire tax base of the community. Impact fees collected with development construction are an option. Impact fees are imposed on developers by political subdivisions to pay for the capital costs necessary to accommodate land development. Capital costs are the costs of construction, expanding or improving public facilities, including the cost of land. See section 66.0617, Wis. Stats.

User fees are another tool utilized by municipalities to impose some of the financial burden created by public facilities on those persons who directly benefit from the public facility in question. For example, many municipalities charge a boat-launching fee to help offset some of the cost of maintaining public boat-launching facilities.

A special taxing district could be the solution where only those properties that would benefit from the utilities would be part of the special district and those properties would in turn pay an annual fee above and beyond their normal property tax bill. Another alternative would be special

assessments, where benefiting properties would pay for capital improvement costs and extension of the lines to their properties via assessment that would be calculated by either front foot cost, or over the total size of the area to be benefited, or combination of front footage or acreage.

The decision to go forward with a study should not bind the Town to proceed with actual extension of the utilities until a thorough analysis is completed with all the pros and cons regarding costs and potential increase of property values. The other option available to the Town is to negotiate costs with the Town of Caledonia in conjunction with negotiation of a boundary agreement.

It is recommended that a decision to participate in a sanitary sewer or public water supply be made within one year of adoption of this plan. At this time, it seems unlikely the remainder of the Town would be a candidate for availability of sanitary sewer and public water. With the V-shaped topography of the Town sloping toward the Root River Canal, it would be most likely cost-prohibitive to extend and pump the sewerage and water between the I-94 corridor and west of the Root River Canal. Plus, planned low residential density in the central part of the Town would not create a fiscally prosperous proposition for the utilities.

There could be a remote possibility of utilities being provided to the far northwest corner of the Town via utilities that are currently within a reasonable distance in the City of Muskego and could potentially be extended to a reasonable distance within the City of Franklin. About one-mile north of the Town along U.S. 45, the Champion Village Subdivision within Muskego is provided sewer through a force main by MMSD. An existing force main connected into the MMSD system from the metro landfill within the City of Franklin is not available for any other use other than the landfill. At the same time, within the last year both City of Franklin and City of Muskego officials have commenced discussions with MMSD regarding plans for extension of an interceptor sewer along Ryan Creek in Franklin south of Ryan Road (STH 100) that would provide additional opportunity for providing sanitary sewer in southwest Franklin and southeast Muskego.

CURRENT LAND USE REGULATIONS

The Town of Raymond has the ability to regulate the use of land through the utilization of the Racine County Zoning Ordinance, its own Land Division and Development Control Ordinance, and local amendments to the building code. This section summarizes the regulations currently in place, and the relationship of those regulations to this land use plan.

Racine County Zoning

Through the Racine County Planning Department, Racine County administers a countywide Zoning Ordinance for the Town. The regulations in place within the county ordinance apply to all of Raymond and the other towns within the county. Therefore, conflicts occur where the county must equally apply district regulations and standards to all the towns, whereas Raymond may desire a particular land use regulation to fit its needs while it does not fit the needs of the other towns. While the Town Planning Commission and Town Board has the ability to forward recommendations in regard to district regulations, the ultimate approval of amendments to the Zoning Ordinance lies with the County Board.

Specific District Regulations within Raymond

The predominant zoning district is A-2 General Farming and Residential District II. The A-2 District regulates land uses in over 80% of the Town's 36 square miles. The remaining land areas are zoned with other agricultural and single-family residential, commercial and industrial zoning districts.

A-2 General Farming and Residential District II

The A-2 district permits a variety of agriculture uses along with one and two family dwellings. The minimum lot area as set forth in the Racine County Zoning Code is 40,000 square feet per family with a minimum lot width of 150 feet. The maximum height for a dwelling is 28 feet.

This A-2 Zoning district regulations are in conflict with the direction of this land use plan for a minimum area requirement of five acres and current standards of the Town's Land Use Development and Control Ordinance and building code. Throughout the Town there are previously divided parcels that remain vacant, that are available for building construction that are less than five acres in size but conform to the minimum standards of the A-2 zoning district.

A-1 General Farming District I

There are several scattered locations of A-1 General Farming District I, all within one mile of I-94. The minimum lot size of A-1 is 35 acres, except that farm residences, such as for parents and children, plus any existing dwellings not accessory to a farm operation must comply with the A-2 district standards. The maximum structure height in A-1 is 50 feet.

A-3 General Farming District III

The A-3 General Farming District III is considered a holding district for urbanizing areas. As such, there is an area of A-3 zoning property in the far northwest corner of the municipality along Eight Mile Road south of the metro landfill that is within the City of Franklin, and two larger areas of A-3 zoning property, one along the east branch of the Root River Canal and the other at the confluence between the east and west branches of the Root River Canal. The lot requirements in A-3 are the same as in A-1.

R-2 Suburban Residential District (Unsewered)

The R-2 Residential District allows one family dwellings on lots not served by public sanitary sewer. The minimum lot requirement is 40,000 square feet with a minimum lot width of 150 feet. A maximum building height of 35 feet is allowed. Within the Town, the R-2 district are scattered throughout the Town for older single-family homes and the Raymond Heights Subdivision in the eastern part of the Town.

B-1 Neighborhood District

The B-1 Neighborhood District allows commercial businesses that cater only to the immediate vicinity of the use. There are several small parcels zoned B-1.

B-2 Community Business District

The B-2 Community Business District allows commercial establishments to serve the local needs of residences. B-2 zoning requires a minimum lot size of 15,000 square feet, minimum lot frontage of 75 feet and allows a maximum building height of 35 feet. The only B-2 location of the Town is at the intersection of 43rd Street and Four Mile Road (CTH K).

B-3 Commercial District

Within the Town, B-3 Commercial District is scattered along variously sized areas along the main transportation routes of the I-94 corridor, south 76th Street (CTH U) and U.S. 45. The B-3 district allows uses that provide needs to both local residents and outside the Town, especially those businesses that provide services to others, such as welding. The B-3 district has the same lot area, frontage and building height requirements as the B-2 district.

B-5 Highway Business District

As its name implies the B-5 Highway Business District is designed for businesses that desire high traffic volumes along the major transportation corridors. Likewise, the B-5 district within the Town covers the largest land area of all the business districts.

In the B-5 district all uses are conditional uses, which means special scrutiny is applied before allowing the use after a public hearing. Restaurants, gift shops and places of entertainment are several of the uses allowed as a conditional use in B-5. In B-5, the minimum lot area is four acres with a minimum frontage of 400 feet. Maximum lot height is 35 feet.

M-1 Light Industrial and Office District

Similar to the business zoning district, there are a smattering of manufacturing districts, both individual small parcels and a grouping of parcels within the Town. The M-1 Light Industrial and Office District is designed to have a low impact on surrounding areas. The minimum lot area within the district regulations is left open for lot compliance with other district regulations. The minimum lot width is 150 feet and the maximum building height is 35 feet.

M-2 General Industrial District

The M-2 General Industrial District allows a variety of industrial applications. Within the Town, M-2 is the control land use within the Blackhawk Industrial Park and properties near U.S. 45. The M-2 is the predominant industrial district within the Town. There is not any minimum lot area requirement in the M-2 District, while the maximum building height is 45 feet.

M-3 Heavy Industrial District

The M-3 Heavy Industrial District allows uses that could have a potential negative impact upon the adjoining neighboring property; therefore it is designed to be away from residential properties. There are several of M-3 zoned properties along I-94 and one M-3 zoned property along Waukesha Road. The maximum allowable height in M-3 is 60 feet.

M-4 Quarry District

The M-4 Quarry District has one location (borrow pit) within the Town along the west side of 108th Street just south of Eight Mile Road. That area is not currently utilized as a quarry. This district allows minimal operations and concrete projects manufacturing. The maximum building height in M-4 is 45 feet.

Other Zoning Districts and Use in the Town

Other county zoning districts in the Town include the P-1 Institutional District, the P-2 Recreational Park District and the C-1 Conservation District. The P-1 district involves zoning of town or land and cemeteries. P-2 provides zoning for park and open space. C-1 zoning district involves the preservation of environmental sensitive lands, such as a wetland. C-1 is not extensively used within the Town to protect the wetlands, and the Town may consider greater utilization of the C-1 district to protect its natural resources.

In addition to C-1, the County administers several floodplain overlay zoning districts that have regulations placed on properties above and beyond the base zoning districts of the site due to the potential of flooding on those properties. The floodplain overlay districts also implement the State of Wisconsin requirements for Shoreland/Wetland zoning regulations.

Zoning Pattern

The zoning pattern of land within the Town, with the predominant A-2 district and scattered business and manufacturing zoning districts, is typical for a municipality with a long history. Land use patterns within the Town were created prior to the institution of zoning. With the administration of zoning districts the uses must be categorized into a zoning districts and therefore the question should be if the uses are compatible with location, regardless of the zoning.

Even with the strictest implementation of the land use plan, the variety of zoning districts will continue for existing uses. New development conforming to this land use plan must have the appropriate zoning. With the land use recommendation for business along the I-94, U.S. 45 corridors, and Raymond Center, if zoning districts within the categories of business and manufacturing are chosen for properties that are appropriate for the use and location, even with a variety of business and manufacturing districts in those areas, the mixed districts would be fully compatible with the land use plan.

Resolving Conflicts Between the Land Use Plan and Zoning

The Town Board resolve differences between the county zoning ordinance and this land use plan for a minimum residential lot size of 5 acres for individual lots and six acre density requirement for conservation/open space subdivisions.

In the 1990's, county planning staff proposed a new A-5 agricultural district to create a larger lot size, such as five to 10 acres for individual residential homes. The recommendation of staff did not proceed due to lack of interest with the Towns at the time. It would be beneficial for Raymond to commence discussion with the neighboring towns of Yorkville, Dover and Norway and beyond to ascertain if interest is now at a level that could form a voting block to convince the County board to institute a new A-5 zoning district. Although the Town has their own 5-acre lot size minimum in place, if the new district is implemented, it could match Raymond's land use policy for random lot residential construction.

The potential A-5 district would relate to random lots along existing roads. To implement the Conservation/Open Space Subdivision Design, another zoning district is needed. Currently, the conservation/Open Space Subdivision could fit with the County's C-2 Upland Resource Conservation District, but the district lacks detailed standards to sufficiently control design. County staff is drafting a Planned Rural District (PRD) for unsewered areas. The PRD would incorporate a density range and could allow this plan's recommendation of private streets within such subdivision via a PRD overlay.

Issues facing the Town of Raymond do not stop at the Town's borders. The Towns of Yorkville, Dover and Norway are facing the same issues as Raymond. It is anticipated the other Towns would welcome the initiative to commence discussions about the new district. Any new district, such as the A-5 or PRD, would not take away control from the Town. To implement this plan, cooperation with neighboring towns and the County is encouraged.

Land Division and Development Control Ordinance

Through the authority vested by the state, the Town has adopted its own Land Division Ordinance via Chapter 12 of the Municipal Code. The comprehensive ordinance regulates the use of land for all major and minor land divisions, that are viewed by the Planning Commission and either approved or denied by the Town Board. The ordinance standards for design of land divisions, including necessary dedications for public improvements, lot size, critical areas for protections and required landscaping. The ordinance also provides a procedure for review and approval of land divisions.

The ordinance restricts any land division to a minimum of five acres with a minimum road frontage of 250 feet. The road frontage must have the ability to have access to the road or the highway. Through this minimum of five acres, in conjunction with local regulations within the building code, the Town is regulating the land use in accordance with its 1996 land use plan and the direction of this land use plan.

At the end of Chapter 6 of this plan, please see the "Recommended Amendments to the Town of Raymond Municipal Code Pursuant to Policies of the Land Use Plan". Amendments to Chapter 12 of the Municipal Code are strongly recommended.

Major and Minor Divisions

Within the Land Division Ordinance, major divisions are defined as five or more lot divisions within a five-year period. Typically, major land divisions are called subdivisions where new roads are either extended or constructed intersecting with the existing roads to serve the newly divided lots.

Minor divisions are those four or less lots within a five-year period. Typically, these land divisions are along existing roads where no new road improvements are needed for the divisions. In Wisconsin, pursuant to the state plat act, these minor divisions are created using Certified Survey Maps ("CSM").

Any parcel over 40 acres in size originally part of the main property being divided, does not need to be a part of the CSM. At present, land divisions over 10 acres in size can be simply divided by the owner submitting a legal description of the land division to County Register of Deeds, and then after recording, the land division becomes a separate parcel with an unique tax key number. The Town Board has authorized changes to its CSM ordinance provisions to require a CSM for four or fewer land divisions, any one of which is 40 acres or less in size.

The policy of land control over large parcel land divisions continues a long-standing tradition in Wisconsin towns of allowing property owners to divide their large land holdings without local government approval.

There are about 1,300 acres of parcels 10 acres or more in size that are land-locked, or in other words, do not have any access to a public road, other than private ingress/egress that might be provided through private agreements through neighboring property owners. Additionally, there are numerous parcels where the only access to the road is through a narrow strip of land between properties and other ownerships. This situation is called flag lots where access appears on a map like the stick or pole on a flag and the wide portion of the lot is far from the road. The land-locked and flag lot situations make development of such parcels more difficult.

Another reason for oversight of all land divisions is that there are at least a 20 year supply of buildable lots for single-family within the Town along existing roads that were divided by legal description prior to the Town adopting the Land Division and Development Control Ordinance. The Town's ability to efficiently provide services to its property owners, along with the local school districts having adequate facilities to handle school age children could be severely hampered if those previously divided lots are built upon, combined with an influx of newly divided lots. With new land divisions, there are plenty of checks and balances in place in the land division and control ordinance to insure that new land divisions conform to all town regulations and policies.

In minor land divisions, where the developer owns or controls land that is contiguous to the land being divided, a conceptual development plan showing proposed future development of the parcels, may be required by the Town Board.

Land Division Design

Throughout the preparation of this land use plan, members of the Land Use Committee and citizens engaged in thoughtful discussion about the design and intensity of land divisions. The land design alternatives debated were random lots along existing roads, conventional subdivision or a conservation/open space subdivision, and Country Estates style land division on back lots. Random lots along existing roads was the preferred choice of residential land development along with mandatory conservation/open space subdivisions for any land division over four lots. Where frontage is limited on existing parcels, a Country Estates division could be allowed.

Building and Mechanical Code of the Town of Raymond

The Building Code of the Town of Raymond, also known as the building code, sets forth local amendments that enhances the regulations of uniform building codes required by the State of Wisconsin. The current building code, in Section 5.13, requires that "No building permit to construct any building from which sewage waste will be produced shall be issued" on properties less than five acres in size for agricultural and single family homes. Where a municipal sewage system is available, the building code requires three-fourths of an acre property size. Since the entire Town does not have access to a sanitary sewer system, private on-site sewer systems then require a minimum of five acres. The building code also requires that any two family or multi family dwellings shall not be less than 10 acres in size with a minimum frontage of 500 feet.

Recommendations within this land use plan for random residential development correlate to the building code regulations. Through this plan five-acre minimum lot sizes for residential growth is the preferred form of land use throughout the Town.

The building code and regulations must be coordinated with the zoning and land division standards. As stated earlier, the coordination between the regulations must be a very high priority toward implementing this land use plan.

Other Municipal Ordinance Regulations

The Town's Land Division and Development Control Ordinance and the local amendments to the building code are part of the entire municipal code. There are numerous regulations in other parts of the municipal code that are related to land use, and the entire municipal code must be reviewed to ensure that conflicts do not occur between regulations when implementing this land use plan. For example, the municipal code addresses the installation requirements for culverts and driveways accessing town roads and requirements for private roads. Those requirements within the municipal codes and many other opportunities exist for ordinance review to assist implementation. At the end of Chapter 6, a chart has been presented called "Recommended Amendments to the Town of Raymond Municipal Code Pursuant to Policies of the Land Use Plan". Please see the chart for recommendations to amend the Municipal Code to implement this plan.

Throughout the preparation of this plan, a topic that arose during public meetings was drainage issues that have arisen with the random home construction along existing roads, both above and below ground. Throughout the agricultural history of the Town, farmers have installed underground drain tile to increase the tillable acreage of their holdings. As these lands

redevelop, often the drain tiles are cut, potentially causing extreme damage to the home and creating water backup onto properties that were previously drained by the tile.

There are several potential solutions to this matter. The first solution would be to utilize the assistance of property owners knowledgeable with the drain tile system to map the system, and keep the map on file at the Town Hall for the building inspector and builders to utilize in designing and planning new home sites. The second solution is to create an ordinance, regulating that any cut drain tile must be diverted around the new home.

With the random lot development along existing roads, generally that style of redevelopment does not necessitate a need for an overall master grading plan to divert above ground water away from the home. However, as more and more redevelopment occurs, the potential exists for the redevelopment to alter drainage patterns that could create hardships for neighboring properties, such as the continued agricultural use of tillable acreage. Adopting requirements that mandate each building permit to be accompanied with a grading plan of both existing and proposed topography, and setting a minimum standard for building setbacks and permanent grading outside of the floodplain/wetland areas would greatly reduce drainage issues within the Town.

SPECIFIC IMPLEMENTATION POLICIES PER LAND USE DESIGNATIONS

The primary land use designation within the Town will remain agricultural, open space and rural residential density. Actions can be now taken by the Town to allow future town land use plans the option of allowing alternative residential patterns. Also, opportunities exist to promote and protect for future generations business land use opportunities. The implementation policies outlined on the following pages support the overall goal, objectives and policies as stated in its land use plan. As conditions change and the goal of the Town may change as time progresses, future-planning efforts will have the opportunity to address alternative land use policies.

Agriculture

The Town should continue to promote its agricultural base. Town promotion of agriculture would help reduce potential conflicts between non-agricultural uses and agricultural lands.

Hobby Farms

Another alternative is the promotion of hobby farms where a family purchases a sizable track of land and farms the land as a hobby. In many instances this is already occurring in the Town as the five-acre minimum lot size for a new single family home encourages agrarian use of the entire building site. Another trend of hobby farms has been an equestrian farm, where families own several horses for their personal enjoyment. With implementation of this land use plan, town officials must review all ordinances to ensure that the regulations promote and do not prohibit the animals.

Land Conservation

Many tools are available for consideration to promote preservation of open spaces within the Town. One tool is the use of land trusts, such as the Kenosha/Racine Land Trust, Inc. The land trust acquires properties either through direct purchase or donation for long-term preservation, mostly environmentally sensitive areas. The trust also accepts ownership or holds conservation easements and oversees maintenance of open space within conservation/open space subdivisions in accordance with a Stewardship Plan. The use of a land trust must become an integral part of plan implementation. Another tool is a program called Transfer of Development Rights. With Transfer of Development Rights, a developer is given an opportunity to intensify the use of property in exchange for preserving another property. For example, a greater intensity business development along the I-94 corridor could be exchanged for the acquisition of environmentally sensitive land elsewhere in the Town, potentially owned and maintained by the land trust.

A related program is called Purchase of Development Rights ("PDR"). Under a PDR program, a landowner voluntarily sells his or her rights to develop a parcel of land to a public agency or a charitable organization interested in natural resource conservation. The landowner retains all other ownership rights attached to the land, and a conservation easement is placed on the land and recorded on the title. The buyer (often a local unit of government) essentially purchases the right to develop the land and retires that right permanently, thereby assuring that development will not occur on that particular property.

A wealth of information and potential actions exist regarding deed restrictions, land trusts and Purchase of Development Rights. The Town should continue researching these subjects to find the best fit for preserving the agriculture and open space within the Town in support of the recommendations of this plan.

Residential

Throughout the preparation of this land use plan, Land Use Committee members, elected officials and citizens took a considerable amount of time to debate the residential land use patterns to be recommended by this plan. In conservation/open space subdivisions, the minimum residential lot size is reduced through open spaces that may be deed restricted for perpetual protection and non-development. Within the conservation/open space discussion of this plan, there are two forms of subdivision design. The first design is the cluster concept, where the homes within a subdivision are placed in a grouping, maybe four to eight homes. Each one of the groupings, or clusters has access to open space. The newer concept of a pure conservation/open space subdivision has all the home sites clustered into a corner of the parcel with a remaining contiguous open space. In both design scenarios the open space can continue to be farmed, be utilized for any combination of active or passive recreation, or could remain fallow. For a conservation subdivision design, zoning could allow an average density of 5 acres per parcel. (Please see Table 11 in Chapter 5 and other residential development recommendations.)

In a conservation/open space subdivision, the required open space must be protected from future conversion to more intensive land uses. There are various tools to protect the open spaces, some of which are deed restrictions and covenants, conservation easements, use of stewardship plans

and donation of the open space to a non-profit land trust, such as the Kenosha/Racine Land Trust, Inc., PDR programs, TDR programs, and lot averaging. Each developer must be required to work with a non-profit land trust during the subdivision design, prior to it being submitted to the Town for approval, should that be the Town's selected tool to protect open spaces.

Random lots along the existing streets will remain an option for residential development within the land use designation on Map 4. The recommendation of this plan is that random lots would remain at minimum lot sizes of five acres, with 250 feet of frontage, for single-family and 10 acres, with 500 feet of frontage, for two-family and multi-family structures. With anticipated changes in property owner and citizen preferences in the future, the type of residential subdivision design must be part of the discussion for future land use plans.

Recognizing there are many existing parcels with limited road frontage which are referred to as "Country Estates", this plan recommends allowing back lot divisions up to three lots at a minimum lot size of 5 acres. A public street would provide access. No other future access or lot frontage from the private drive or road designed for Country Estates lots would be allowed.

It is anticipated the Town will be approached for applications to approve conservation/open space subdivisions. As indicated in the policies and objectives of this plan, careful consideration must be given to review the plans not only in the context of this land use plan, but in context of all local government functions, especially in regards to the cost of providing services. Given the approximately 550 parcels of land that are already available for new home construction, and the additional land available for subdivision development, the Town will have to monitor demand for Town services. All proposals must be evaluated on their own merits in context of the land use plan, current regulations and the ability of Town and school systems to serve the subdivisions to the standards expected of the residents.

Regardless of the design of land division for residential development, implementation of this plan must be established in regards to highway access buffering from nonresidential uses. Additionally, with each development, the proximity of those land divisions to non-residential uses must be considered to require buffers such as berming and landscape corridors to insure that new residential land use does not prohibit existing or future continuation of non-residential land uses. In most cases, regulations already exist within the Town to implement such requirements as part of land divisions.

Alternative Housing Styles

The land use committee discussed and understood the need to provide for lifecycle housing within the Town. Lifecycle housing provides alternative housing styles as citizens progress in age, from traditional single-family homes, to multi-family housing, to independent living, to a nursing home. This plan recommends, that at this time, it has been determined there is not a need for alternative housing styles due to the lack of a sufficiently sized population to warrant the alternative housing, and alternative housing necessitates a close proximity to shopping and medical services currently not available within the Town. Should conditions change, the business corridor along I-94, with proper individual site design of buffering from neighboring, uses could provide locations for alternative housing developments.

Existing Commercial Industrial

The Blackhawk Industrial Park, in the southeast part of Town along the I-94 and U.S. 45 corridors, is a provider of valuable tax base and employment opportunities. Town officials must work with property owners and the Racine County Economic Development Commission to assure that all properties and buildings are utilized to their fullest potential and retention is promoted by listening and responding to the concerns of the existing business owners.

Likewise, there are other important commercial and industrial land uses along the I-94 corridor. The same concern for those land uses must be considered similar to the aforementioned recommended policies for the Blackhawk Industrial Park.

The Land Use and Transportation Plan Map (Map 4) shows continuation of other existing commercial and industrial areas within the community. As the population grows there might be a need and a demand to expand those areas beyond those areas shown on the plan map. In those situations, individual consideration of each proposal must take into account minimizing potential impacts on neighboring properties and minimizing traffic volumes internally in the Town. Expansion of those localized commercial areas would assist with continuing viable commerce in the Town.

Business

As part of the Racine Area Sewer Study it was calculated that in 2000, the equalized value of all commercial and industrial properties in the I-94 corridor represented 82% of all non-residential value within the Town. Additionally, 41% of all equalized value, across all land uses, was within the corridor. Therefore, it is very important to the entire town that the Raymond side of the I-94 corridor be continued as a business corridor. A first step should be implementation of a boundary agreement with the Town of Caledonia to protect its borders from potential annexation should Caledonia incorporate as a municipality.

The proposed business land use designation on the plan map along the I-94 corridor represents approximately 3,000 gross acres. The business designation was utilized in-lieu of the traditional designations of commercial and industrial since the current mix of uses within the corridor are a combination of commercial and industrial establishments. Using either a commercial or industrial designation would "shoehorn" a future land use category and development without providing flexibility to seek appropriate business opportunities.

The first one-half mile of the corridor is shown on the plan to be developed within the 2004 to 2015 time frame. The remainder of the business corridor is anticipated to occur within the 2015 to 2030 timeframe, and possibly beyond. By creating these timeframes designations within the business land use category, the land use plan recognizes that this land must be preserved for future generations of non-residential tax base opportunities while realistically the development and/or redevelopment of these business properties would not occur in the near future.

As previously indicated, the potential exists for realignment of the I-94 interchanges at Seven Mile Road, CTH G and CTH K. Several potential alternatives for realignment exist. Nonetheless, the Town is aware that the realignments will cause the need to acquire additional right-of-way for the realignment of the frontage road. The frontage road realignment could

create opportunity for intense commercial development between the frontage road and the I-94 on/off ramps. As WisDOT proceeds toward final design of the interchange improvements, it is imperative the Town is in constant communication with WisDOT to ensure that there availability of land to redevelop along with the common goal of properly planned access points.

A major consideration to gain full value of the growth of the business corridor is the availability of sanitary sewer and the public water supply. Through the Racine Area Sewer agreement, the Town of Raymond has the opportunity to be part of the agreement and gain access to the sewer and water from the City of Racine. The Town would be responsible for its portion of debt service for the utilities provision of capacity to serve the Town. The Racine Area Sewer Plan has determined that the capacity available to Raymond for sewer service is 150,000, which corresponds to 500 houses or approximately 140 acres of commercial. Having the opportunity to connect to sewer or water would greatly enhance the ability to develop the corridor to its full potential. Town officials must seriously consider entering into agreements with the City of Racine to provide sewer service which would also include an agreement and boundary review with the Town of Caledonia.

Opportunities also exist to utilize sanitary sewer and public water capabilities through municipalities in Milwaukee County. All alternatives should be thoroughly studied to the benefit of the Town.

Besides the utility matters, prior to implementation of business land uses within the I-94 corridor, design standards, buffers and distances from nearby residential uses should be established. Similar design standards should also be established for the smaller corridor of business and industrial opportunities as shown on the plan map along U.S. 45.

Parks and Open Space

At this time, this land use plan does not recommend the public acquisition of any park or open space. In addition, this recommendation does not eliminate the potential of private or not-for-profit acquisitions of park and open space.

Public Schools and Institutions

Pursuant to the projected growth rate of this plan with random lot development, this land use plan recommends that at this time no additional land is needed for school purposes or Town facilities. However, the Town and local school districts must continually work together to ensure that decisions regarding land use policies do not impair the ability of the school districts to provide adequate educational opportunities for the school age children of the Town. In other words, there must be constant communication and monitoring of the school needs regarding land use decisions.

Lastly, the most difficult land use to anticipate in the plan is the amount of area needed for religious institutions, such as churches and synagogues. Due to the difficulty, the plan map does not identify any areas for institutions. When approached with a land use decision for a religious institution, the Town officials must consider if location is appropriate, with minimal impact on neighboring uses with the ability of the local road system to handle additional traffic.

Environmental Considerations

The objectives, policies and recommendations of this land use plan relate directly to the overall goal of protecting the rural environment of the Town. Of all aspects that are necessary to implement this land use plan, the number one priority must be protection of the natural resources. Drainage concerns have already been discussed in this implementation chapter which also relates to proper storm water management. As more and more development occurs within the Town, an overall storm water management plan must be considered, especially as the Town is dependent upon drainage patterns beyond their boundaries.

Internally, the Town can protect its drainage patterns by implementing regulatory building and land development, setbacks from wetlands and floodplains. This plan recommends a 300-foot buffer from the Root River Canal Floodplain and a 100-foot buffer from secondary streams. Within Shoreland/Wetland regulations required by the State of Wisconsin and administered by Racine County, the minimum requirement is 75 feet. Likewise, those same setbacks must be considered in all parts of the Town outside the boundaries of the Shoreland/Wetland Overlay Districts.

The Town enjoys several natural areas which are predominantly woodlands. There are many other woodland clusters that also deserve protection. The Town should consider the regulation of protection of large trees on all development sites, including the individual home development sites. A typical land preservation standard is 70% of all trees over ten inches in caliper, or 70% preservation of the entire woodland eco-system, including all vegetation within the woodland corridor.

Many parts of the Town enjoy tremendous vistas due to steep slopes. To protect the vistas and ensure that natural drainage patterns are not radically changed, steep slopes must be protected. The Town should consider regulations to prevent development on steep slopes, typically defined as anything greater than a 20% grade.

Table 12: Recommended Amendments to Town of Raymond
Municipal Code Pursuant to Policies of Land Use Plan

Chapter Number	Chapter Title	Section Title	Recommendation
<u>Chapter I</u> 1.06(5)	<u>Village Board of Powers Adopted</u> Emergency Powers		Snow emergencies; apply parking requirements to private drives, and no placement of snow in private drives.
<u>Chapter II</u> 2.01	<u>Public Health</u> Dumping of garbage, rubbish, etc. on public highways in the Town		Include private drives in subdivisions since they will serve as quasi-public.
2.07	Regulation of holding tanks		No recommendation to change, but monitor to limit or add to allow 16 per year, for economic purposes or as sewer becomes available.
2.10	Air-Dry Sludge Facilities		Review as needs/conflicts might occur between land uses.
2.11	Adult-Oriented Activity and Adult Establishments		Monitor as needed to coordinate with County zoning.
<u>Chapter III</u> 3.01	<u>Licenses; Permits</u> Licensing of junk dealers; junk storage and other vehicle salvage business		Monitor as needed as conflicts might occur between land uses.
3.05	Trailers and trail camps licensed and regulated		Consider review for compliance with development standards.
3.07	Licensing and regulation of the Operation of Public Fairs		Consider review to promote sale of locally grown farm products and promote agricultural heritage.
3.10	Licensing and regulation of Non-metallic mining		Review for protection of topsoil removal; need to upgrade regulations to set standards and protect neighboring land uses; add requirement for reclamation plan.

Chapter Number	Chapter Title	Recommendation
Section Number	Section Title	
3.12	Soil disturbing activity	Protect natural site features by controlling topsoil removal and retain existing topography; control removal of drain tile; encourage infiltration as storm water management tool; review fees charged for permits to insure the fees cover cost of enforcement and administration.
<u>Chapter IV</u>		
4.16	<u>Peace</u> Relating to the trespass to land	Review as it pertains to access to open space in Open Space/Conservation Subdivisions; must create a consistent standard.
<u>Chapter V</u>		
5.01	<u>Building Code</u> Administration	Delete reference to "Town Zoning Ordinance".
5.08	Submission of Plans	Add requirement for grading plan, drain tile plan and topsoil removal protection.
5.09	Issuance of Permit	Add a process to approve permits by Town Board.
5.13	Buildings	Review and amend all standards to coordinate with zoning standards and the recommendations of this plan; for both new land divisions and stand alone buildings.
5.15	Razing and Demolition	Review and consider adding preserving historically significant structures important to the heritage of the Town.
5.16	Moving Buildings	Add requirement for grading plan, drain tile plan and topsoil removal protection.
5.18	Maintenance of Yards	Expand requirements to prevent soil erosion and drainage onto neighboring properties during construction.
5.19	Fees	Review fees charged for permits to insure the fees cover cost of enforcement and administration.
5.22	Variance	Create standards to follow in granting or denying a variance so a consistent and rational basis is followed with each variance application; Create a variance application and checklist for submittal of consistent information with each variance application.
<u>Chapter VI</u>		
6.1	<u>Traffic Codes</u> Parking Prohibited	With new policy of allowing private drives in new subdivisions, for emergency access purposes towns must reserve the right to enforce "no parking" on private drives if parking becomes an issue. This section can address the right to enforce, if needed, along with the Developer's Agreement for each subdivision.

Chapter Number Section Number	Chapter Title Section Title	Recommendation
<u>Chapter VII</u> 7.01	<u>Highways</u> Acceptance of Roads and Highways Regulated	Currently requires all subdivisions to have dedicated 65-foot right-of-ways. With new policy of requiring private drives for all new residential land divisions, except for random lots, this requirement must be amended. Dedication requirement must remain for non-residential new streets. Design standards for private drives must be established.
7.02	Installation of Culverts Required	Must be amended to address Racine County or Wisconsin Department of Transportation approval for new driveways along county or state highways.
7.05	Subdivision Control	This section adopts Chapter 236 of Wisconsin Statutes by reference, which may conflict with Chapter 12. This section must be deleted and a thorough analysis of Chapter 12 completed to include any pertinent provisions of Chapter 236. Having all subdivision regulations in place will improve use of Chapter 12 by subdividers and Town Officials.
7.06	Subdivision Control	This section adopts the Racine County Subdivision Control Ordinances by reference. This section must be deleted and a thorough analysis of Chapter 12 completed to include applicable regulations of the County.
7.07	Private Roads	Review design standards for safety and drainage, and create standards for provision of easements, deed restrictions and covenants.
<u>Chapter X</u> 10.02	<u>Miscellaneous</u> Racine County Zoning	The Racine County Zoning Ordinance is adopted by reference. No change is recommended to the reference, while Town must work with County and neighboring Towns to create zoning that implements this plan.
10.03	Town Planning Commission	Amend to update references to State Statutes. Review and amend as needed to make sure all terms are updated, such as "Land Use Plan" and not "Master Plan." Review duties to make sure Planning Commission becomes integral to the implementation of this plan.
<u>Chapter XI</u>	<u>Penalties: Effect of Passage of Code</u>	Throughout the Municipal Code Chapter, there are listed fines, forfeitures and fees for applications pertaining to land use and development. Town must consider creating a unified fee schedule. Having all fees in one place within the code improves use and creates a simpler way to update fees annually so that the fees remain at a level that best reflects the services rendered.

Chapter Number Section Number	Chapter Title Section Title	Recommendation
<u>Chapter XII</u>	<u>Land Division Ordinance</u>	
	Overall	Chapter 12 is a very comprehensive ordinance addressing most land development matters, and allows the opportunity for cluster subdivisions. Refinement is needed to implant this plan. To fully implement the plan, the Town Board must commit to enforce the regulations and standards of this Chapter, and create a consistent review process for each applicant that includes a thorough review.
12-1-10	Definitions	Review as needed.
12-1-12	Jurisdiction	Review and amend with proper references to State Statutes and Administrative Codes.
12-1-13	Compliance	Review and amend with proper references.
12-1-14	Land Suitability	The standards of this section are generally consistent with implementation of this plan. Provisions must be added to protect wetlands, driveway buffers, woodlands and archaeological sites.
12-1-15	Private Recreation and Open Space Lands	This section set standards for the ownership of subdivision open space by Homeowner Association. Must be amended to allow not-for-profit organizations to own and maintain the open space, plus implementation of restrictions on use. Use of the open space must be addressed; plus wording must be added to insure that the Developer's Agreement is clear about use, ownership and maintenance of the open space.
12-1-20	Preliminary Consultation	Make sure this step is utilized to give constructive comments to applicant; review number of required copies of concept plan so that sufficient copies are available for review by Planning Commission, Town Board and support staff.
12-1-21	Submission of Preliminary Plat	Review number of copies to be submitted. Add to the requirements the submittal of wetland delineation verified by WDNR, drain tile locations and other drainage aspects of plan, Primary or Secondary Environmental Corridors verified by SEWRPC, woodlands and significant ecosystems, shown on plan and archaeological survey, if needed.
12-1-22	Preliminary Plat Review and Approval	Make sure the process is followed, amend as needed to comply with Chapter 236 of State Statutes, such as time needed to submit Final Plat. Include a time frame of submittal of revised plans to allow adequate review prior to scheduled meetings.
12-1-23	Final Plat Submittal	Review number of copies to be submitted, including number of sets of engineering plans.

Chapter Number	Chapter Title	Recommendation
Section Number	Section Title	
12-1-24	Final Plat General Requirements	Expand requirements to make sure it is fully understood that the Town intends to preserve critical areas.
12-1-25	Final Plat Review and Approval	Make sure the process is followed, amend as needed to comply with Chapter 236 of State Statutes, such as time needed to submit Final Plat. Include a time frame of submittal of revised plans to allow adequate review prior to scheduled meetings.
12-1-27	Minor Land Division by Certified Survey Map	Amend to require all land divisions to gain approval, regardless of size, so that any land division can be adequately utilized, to protect the current and future owners. Add review and standards of critical areas, drainage, similar to Preliminary and Final Plat Standards.
12-1-28	Condominium, Cluster Plats	Change name to Open Space/Conservation Subdivisions; amend to include standards of average density and minimum lot sizes. Add a detailed review and approval process.
12-1-29	Minor Condominium, Cluster Plats	Change name to Open Space/Conservation Subdivisions; amend to include standards of average density and minimum lot sizes. Add a detailed review and approval process.
12-1-30	Major Condominium, Cluster Plat	Change name to Open Space Conservation Subdivisions. Amend to expand submittals for adequate review of grading, drainage and critical areas protection.
12-1-40	Critical Areas Protection Plan	Amend to include protection standards; 70% of woodland ecosystems and 70% of individual trees over 10 inches in caliper, 100% of all wetlands, floodplains and steep slopes, 100% of all Primary and Secondary Environmental Corridors, and 100% of all drainage way buffers.
12-1-50	Landscape Plan	Review and amend as needed to make sure standards conform with the policies of this plan; change name of cluster division.
12-1-60	Street Arrangement	Amend as needed to address the requirement of private drives.
12-1-61	Street Design Standards	Amend as needed to address the requirement of private drives.
12-1-63	Open Space	Update as needed for ownership and continued maintenance.
12-1-65	Blocks	Amend as needed to address the requirement of private drives.

Chapter Number	Chapter Title	Recommendation
Section Number	Section Title	
12-1-67	Lots	Allow for deviation in structures where previous land divisions do not allow further divisions to conform to traditional land division standards, and update as needed to address lot sizes and lot widths within Open Space/Conservation Subdivisions with private drives. Also review for adequate size of random lot divisions.
12-1-68	Building Setback Lines	This section refers to setbacks required by zoning. Consider adding setbacks from private drives when not addressed in zoning. Add that front building setback lines be shown on the final plat or Certified Survey Map.
12-1-69	Surface Water Drainage	A thorough review of this section is needed to require specific standards of grading, runoff and drain tile usage for each land division to insure that land development does not negatively impact neighboring property.
12-1-90	Surface Water Drainage Restrictions	A thorough review of this section is needed to require specific standards of grading, runoff and drain tile usage for each land division to insure that land development does not negatively impact neighboring property. Plus, create standards that permit topsoil removal only within the building pad area, road and driveway.
New Section	Developer's Agreement	A Developer's Agreement can include conditions to implement this plan; such as construction on the land to follow strict engineering standards for drainage and run-off, maintenance agreement for private road, maintenance and ownership or open space, town share of any tax benefit for providing open space, etc.
New Section	Impact Fees	Add a new section to require payment of fees to offset the costs of the town serving the new development.

CHAPTER SEVEN:
CONCLUSIONS AND DETAILED IMPLEMENTATION STEPS

This land use plan is not a means to an end, it is simply the beginning to many decisions that must occur so that the Town can pursue its stated goals, objectives and policies. To achieve the many major and incremental decisions referenced in Chapter Six, the utmost in cooperation between elected officials, citizens and property owners is necessary. Citizens and property owners must understand the elected officials have chosen to give of their time to represent the majority. Elected officials face huge tasks in balancing the many opinions they receive on a daily basis that will grow as this land use plan is implemented. On the other hand, the elected officials must understand the needs of the local citizens by careful consideration and listening to their concerns, and then balancing all opinions with the general overall health of the Town of today and tomorrow.

The Town will face more and more challenges to maintain its goals, objectives and policies while being pressured by outside forces and influences. Many of those same outside forces and influences can be used to the Town's betterment as resources. It would be beneficial to Town officials and all citizens and property owners that assist Town officials to utilize the following resources as the tough decisions to implement this plan continue.

- Southeastern Wisconsin Planning Commission; which provides valuable resources and information within their plan documents to support the Town's implementation policies, plus expertise in land use and natural resource preservation in addition to design standards for residential and other land uses.
- UW-Extension, both agricultural and resource agents; can provide information assistance for promotion of agriculture, protection of natural resources, and land use and zoning decisions.
- Racine County Planning Department; which oversees land use and zoning, and has expertise with other land use controls.
- Racine County Economic Development Corporation; can provide assistance and promotion of economic development within the Town.
- State elected officials representing Raymond; should be invited to Town Board meetings to hear concerns of the Town and update the Town on pending legislation impacting Raymond.
- Local Raymond representatives on the County Board; should be invited to Town Board meetings to hear concerns and inform the Town about changes in county policies impacting Raymond.
- Surrounding towns within Racine County; should share ideas regarding issues of mutual concern and to form alliances to lobby county and state officials.

The plan implementation discussed within Chapter Six provides numerous recommendations. This plan does not eliminate the opportunity on behalf of the Town to consider changing this plan as conditions and community thoughts reflect differing values. The Smart Growth Comprehensive Planning law in its current format requires that for the Town to continue its land use controls and regulations, a Smart Growth Plan must be in place by January 1, 2010. Chapter One of this plan states that in proceeding with this plan, Town officials determine it would not be appropriate to proceed with a Smart Growth Plan at this time while certain component of this plan forms the basis for an eventual Smart Growth Plan. If the Smart Growth law continues in its current format, it would be appropriate for the Town to cooperate with the neighboring towns within Racine County to develop a full Smart Growth Plan, suggested in the 2007-2009 timeframe.

DETAILED STEPS OF IMPLEMENTATION

After formal adoption of the Plan, implementation will require long-term dedication to the underlying objectives, by the citizenry and appointed and elected officials of the Town of Raymond.

Plan Adoption

The first step toward implementation is the formal adoption of the Plan by the Town Board after a public hearing, pursuant to State planning enabling legislation. Upon adoption, the Plan becomes the official guide to be used by Town officials in making land use decisions.

Goals and Objectives

The overall goals and objectives of this Land Use Plan are to be used to:

1. Amend the zoning and subdivision ordinances, now and in the future.
2. Provide a basis for setting conditions for all conditional uses.
3. Provide a basis for creating related ordinances.

Planning Commission

Planning Commission members should be town residents with knowledge and interest in land development as well as land preservation. The Planning Commission should meet to review submittals and forward their recommendations to the Town Board.

The Planning Commission is generally an advisory group with the following responsibilities:

1. To develop, review, and make recommendations to the Town Board concerning a Land Use Plan.
2. Make timely reports and recommendations relative to the planning and development of the Town.
3. Receive reports and referrals on the following:
 - a. Location, architectural design and use of land for any road (public or private) or other public way, structure, or park areas.

- b. Locations, extension, abandonment or authorization for any public utility
 - c. Plats of land or certified plans/surveys
 - d. Locations and character of any amendment of any zoning or official land use plan and the effect of any amendment to the text of any land use ordinance or regulations.
 - e. Environmental impact statement and/or a market analysis whenever in the discretion of the Planning Commission or Town Board such statements or reports are deemed appropriate as necessary.
4. Develop procedure to "obtain a building permit"
 5. Maintain maps; land use, soil types, etc.
 6. Review the Town's Land Division and Development Control Ordinances and Code of Ordinances to identify areas needing amendment to implement this plan.
 7. The Planning Commission and Town Board shall review any proposed development for consistency with the goal, objectives and policies of this plan.

Subdivision Ordinance

The subdivision ordinance must offer clear guidelines, specifications and form for when and how land may be divided. Whenever land is divided there should be solid assurances that the division will not only take place but also that it will be done in accordance with the requirements of this plan, zoning and subdivision ordinance.

Zoning Ordinance

The Town will need to work with the County to amend the Racine County Zoning Code in order to fully realize the goals and standards established in this Plan.

Planners, Engineers, Attorneys and Southeastern Wisconsin Regional Planning Commission

In order to insure quality and accuracy in planning and land use decision-making, the employment of a professional planner, engineer, or land use attorney may be necessary. Such individuals offer professional, third party impartial points of view and can help with consistency from one town board and planning commission to the next. SEWRPC is also available to comment and advise the Town on land use matters.

Site Plan Review

Preserving the Town's character and natural resources is a priority of the Town residents and elected officials. Utilizing a Site Plan Review process in which the Town evaluates land development proposals can minimize the negative impacts of development.

General Regulations, Structures and Drainage

General land use regulations must be developed for all corridors and should address such common problems as, but not limited to signage, fencing, special structures, fire protection, drainage, outdoor storage, and accessory buildings.

Principal and Accessory Structures

Principal or Permitted Uses and Accessory Uses must be listed with specificity. For those uses not listed, a person should be able to, in certain circumstances, obtain a decision of the Planning Commission as to the compatibility with the listed use or in the alternative, be able to petition for an amendment to the Zoning Ordinance.

Conditional Uses

Conditional Use Provisions are intended to allow for adjustment of uses to fit the unique circumstances of each piece of property. Those uses that are listed as conditional are not permitted as a matter of right by may be considered and allowed if conditions can be imposed and met with respect to those characteristics of the use which are hazardous, a nuisance or otherwise objectionable.

Non-Conforming Parcels and Structures

In keeping with the rural development pattern called for in the land Use Plan, an effort will be made to eliminate as many non-conforming parcels and structures as possible by classifying non-conformities as being legally permitted. Classifying these parcels and structures as being legally permitted allow for the preservation of the historic and aesthetic rural character of the Town.

Enforcement and Mediation

The Town Board must enforce all ordinances that implement this Land Use Plan.

Land Use Plan and Zoning Amendments

The Land Use Plan should be reviewed periodically to ensure that the land use planning, maps, policies and implementation methods reflect current conditions, and that the plan is achieving its intended goals. If change is required to reflect the desires of the Town, a plan or zoning amendments may be needed. No amendment to the Zoning Ordinance will be allowed unless the proposed amendment is first shown to be in compliance with the Land Use Plan.

Map Amendments

The Town must use the Land Use plan goals and objectives as a basis for any proposed changes to the Land use Map.

Master Road Plan

Standards must be established for allowing emergency accessibility to private roads. A suggested standard is that private roads would have 24 foot wide pavement with eight feet on each side for drainage and sloping away from the pavement. The Rural Cluster Development Guide can be a useful tool in setting the standards.

When properties are divided, the detailed Town critique of the land division must include how neighboring properties will be accessed by private roads. Therefore, from time to time the Town may require a subdivision to submit an overall neighborhood plan showing a master road plan.

Sewer and Water

Business, Commercial and Industrial growth opportunities may need public sanitary sewer and a public water supply. The town may pursue the extension of the utilities to expand the non-residential tax base for the land uses shown on Map 4. However, the financing of utility extensions must not be borne by residential taxpayers.

CONCLUSION OF MAJOR POINTS

Chapter 6 outlined numerous tools for implementation. The major points are summarized here into categories of Land Use, Subdivision Design and Administration. During implementation, constructive recognition of the major points will create long-term benefits to the town. All major points and other implementation tools in this plan are designed to allow controlled growth while preserving the historical rural character of the town. The major points are:

Land Use

- Maintain the present five (5) acre area requirement, with 250 feet of road frontage, for random lots.
- Require a six (6) acre net density and one (1) acre minimum lot size for conservation subdivisions. Require a depth to width ratio of 2:1, as appropriate within conservation subdivisions.
- Maintain the present ten (10) acre area requirement, with 500 feet of road frontage, for two-family or multi-family dwellings.
- For backlots with limited frontage, allow Country Estates land divisions, at a maximum of 3 lots with a minimum lot size of 5 acres, with a public street.
- Create buffer (landscaping and berming) guidelines for areas between different land uses.
- Develop and redevelop business nearest to I-94, U.S. 45 and Raymond Center in the short-term.
- Require all permits to be reviewed and recommended by the Planning Commission for Town Board approval.
- Create standards for Natural Resource Protection as recommended in this plan and a 300 foot buffer from the Root River Floodplain and a 100 foot buffer for secondary streams and drainage channels.
- Protect the I-94 long-term business corridor, U.S. 45 business corridor and Landfill Industrial Buffer for long-term development.
- In the future, create a detailed plan for the Town Center.

Conservation/Open Space Subdivision Design

- Mandatory for all residential land divisions of more than four lots.
- Average density of six acres.
- Minimum lot size of one acre.
- Determine the ownership and use of open space.
- Open space of 60% (non-sewered) or 40% (sewered).

Administration

- Research the feasibility of providing public sanitary sewer and/or water to the I-94 corridor.
- If provided, only those benefiting from sewer and water should bear the cost of sewer and/or water.
- Create standards for review and control of drainage for all new construction, including but not limited to infiltration, control of topsoil removal and protection of existing drain tile.
- Extensive use of a Developer's Agreement for any land division or any site development where any public improvements are added. Conditions of the agreement may include phasing of lots, standards above typical and maintenance of open space, Letters of Credit to cover cost of public improvements, reference to approved plans, etc.
- Map the existing drain tile grid.
- Allow public streets only in business and industrial areas.

The amount of tasks is tremendous. To handle all the tasks in the confines of implementing the plan with part-time elected officials, the Town Board must consider delegation of responsibilities.