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Introduction

To understand the character of the Town of Empire one only needs to look at the landscape. From the Niagara Escarpment, rolling farm fields, woodlands, and streams to its quiet rural subdivisions, Empire is a beautiful community. Residents value the natural setting, rural character and agricultural traditions. These attributes and many, many more are echoed in the value statements presented in Chapter 1 and the strengths and opportunities listed in Chapter 2.

Land Use Vision

To preserve our rural character, protect our natural and historical resources, promote sustainable growth, and provide a legacy that will enrich the lives of future generations.

Background

To develop the *Future Land Use Maps* a great deal of time and effort was required over the course of an 18-month planning program. The planning process was initiated with an extensive vision development effort and review of population characteristics. This information is described in Chapters 2 and 3. From there, the Plan Commission studied current conditions and future needs related to housing (Chapter 4), transportation (Chapter 5), utilities and community facilities (Chapter 6), and economic development (Chapter 8). The Plan Commission also examined the environment and agricultural considerations in Chapter 7. Finally, current land use patterns and regulations were considered in the previous chapter.

Resident Opinions About the Future of Empire

Appreciating resident ideas about the future of the community was accomplished through a variety of means, each of which is profiled here.

COMMUNITY VALUES

To understand development and preservation desires, the planning process began with an assessment of community strengths, weaknesses, opportunities and threats (see Chapter 2). Immediately thereafter, residents were asked to consider community values. By answering the question, “*What makes the Town of Empire special?*” it was easy to identify local priorities. A complete list of values is provided at the end of Chapter 1.

COMMUNITY SURVEY RESULTS

Throughout this plan results from the community survey are highlighted. This information has served as a barometer for understanding resident concerns and expectations. For example, in the Housing Chapter, survey information related to residential development is provided. Likewise, in the Agricultural, Natural and Cultural Resources Chapter information from the survey related to farmland preservation and protection of natural resources is highlighted. The complete survey results are provided in the appendix.

VISUAL PREFERENCE SURVEY

On January 25, 2006 residents had the opportunity to complete a visual preference survey. In this activity, participants were shown a series of different images. The photos included areas from the Town and areas beyond. The images included natural areas, farmland, housing, and commercial uses. Participants were asked to rank (on a scale of -5 to +5) what they felt were the images most consistent with what they would like to see developed in the community. The results of this exercise were presented to the Town as an information item. The most desirable images are provided here.



This photo taken from Artesian Road received one of the highest ratings in the VPS Exercise



This photo of a home built along a golf course was the highest rated of the residential types shown in the VPS exercise. This development reflects resident sentiment toward green space as part of residential development.



The two photos above were among the highest rated commercial images shown. The photo at left is a restaurant built within a farm-inspired building. Support for this image suggests resident support for business uses that respect the agricultural history of the community and possibly include home occupations and other rural businesses. The photo at right is a farmers market.

COGNITIVE MAPPING

Another tool used to determine desired future development was cognitive mapping. Cognitive mapping is a process whereby individuals have the opportunity to develop their own, personal attitude and land use map of the Town. This activity was included as part of the Mid-Course Mapping Workshop held on January 25, 2006. More than 60 residents participated.

Cognitive mapping is a planning tool used to determine desired future development. It is two-part process. Participants first have the opportunity to create an *Attitude Map* to express their ideas about what areas of the Town are attractive and unattractive. These maps also indicate important local travel routes and places that have special meaning as well as areas of traffic concern. A *Composite Attitude Map* is provided to represent consistent patterns and ideas represented on the maps prepared by individual participants. It is not a direct translation of any single map created during the exercise, but rather an illustration of similarities found on the majority of maps.

The *Composite Attitude Map* reveals that:

- Residents consider the area along the Niagara Escarpment and the agricultural landscape south of CTH H, particularly scenic.
- Residents are concerned about the appearance of subdivision development in Section 29, development in the southwestern most corner of the Town near Lake De Neveu and the Colonial Gardens Mobile Home Park.
- Residents are also concerned about the intersections along the new USH 151 corridor, the intersection of STH 23 & CTH K, and the intersection of CTH H and STH 45. These particular intersections are included on the *Transportation Plan Map* in Chapter 5 as areas for improvements/upgrades.

Next, participants had the opportunity to develop *Individual Future Land Use Maps* based on their ideas, perceptions, experiences and beliefs. A *Majority Opinion Map*, based on the individual maps created by participants, is provided in this chapter to indicate consistent trends and patterns for future land use revealed on the *Individual Future Land Use Maps*. It is important to understand that the *Majority Opinion Map* is not a reproduction of a single map, but rather a composite image created after examining all the individual maps.

The *Majority Opinion Map* reveals that:

- Commercial and office uses are desired along USH 151 and STH 23.
- Preservation areas correspond to woodlands, wetlands, and areas along the Niagara Escarpment.
- Alternative housing development (i.e. senior housing) is possible along USH 151, near the City of Fond du Lac. Apartments are generally not desired in the community.
- Residents want to continue to see agricultural uses dominate the landscape east of CTH UU.
- Residential development is limited to areas west of CTH UU.

Community Design Considerations

Community design and appearance is an important aspect of planning. To that end, Empire enforces zoning regulations, including sign, landscape and buffering requirements. Likewise, the Town uses a detailed site plan review process to ensure that new development is compatible with surrounding land uses and the visions, goals, objectives and policies expressed in this plan. This is particularly important for non-residential uses (i.e. commercial, industrial, etc.). These tools help to ensure that development is attractive and natural areas are protected. What follows is a discussion of particular issues with respect to local design considerations in the Town of Empire.

PRESERVING RURAL CHARACTER

What is “*rural character*”? For every community the answer is somewhat different. In the Town of Empire, rural character means a blend of:

- Single Family Residential Development at a low density
- Farm operations
- Wooded areas
- Streams and creeks
- Open, scenic, distant views
- Abundant natural resources and wildlife

To maintain these features, the *Future Land Use Maps* provide a desired pattern for development and the zoning and subdivision ordinance provide minimum standards for density and layout. This plan also identifies other tools landowners can use to maintain farmland and open areas (i.e. land trusts, easements).

MAINTAINING DARK SKIES

In recent years a movement has spread across the country related to outdoor lighting. At the forefront of these efforts is the Society for Dark Sky Preservation. This organization’s mission is to ensure that the night sky is visible by eliminating intrusive lighting. Empire believes that its rural character includes the dark skies overhead that make it possible to enjoy the stars at night. To that end, Empire will seek to promote lighting choices that:

- Keep glare to a minimum;
- Discourage the use of direct uplighting in any application;
- Put outdoor lighting only where it is needed and when it is needed (i.e. use motion detectors);
- Use alternatives to constant “dusk-to-dawn” lighting whenever possible; and,
- Eliminate light trespassing on neighboring properties and roadways.

For additional information about the Society for Dark Sky Preservation, visit their web site at: www.amesastronomers.org/links/darksky.htm



Beautiful sunsets and views of the stars at night contribute to the rural country atmosphere in Empire.

These restrictions can be enforced through local ordinance adoption, zoning and site plan review.

MINIMIZING OUTDOOR ADVERTISING (BILLBOARDS)

STH 23 and USH 151 offer opportunities for billboard advertising in Empire. The Town believes that preservation of natural beauty, including open views of woodlands, wetlands and farmlands from roadways, is important to protect the quality of life and rural community identity. To regulate outdoor advertising, the *Empire Zoning Ordinance* defines billboards as off-premise advertising signs and restricts their height, size, location, and spacing. The maximum size permitted for such signs is 24 square feet – much less than a typical billboard that will range between 150 and 300 square feet in area. By enforcing its zoning code, the Town will be able to protect the scenic integrity of its rural landscape as seen from its highway corridors.

WIND TURBINE SITING

Residents are very concerned about the siting of wind turbines. Nearby, in the Town of Taycheedah, WE Energy is working to locate several wind turbines. In 2005, a wind turbine project was approved near the Horicon Marsh. These applications are in response to rising energy demand, rising oil prices, and state and federal initiatives aimed at finding alternative, sustainable, cost-effective energy sources.

Empire residents are concerned about the siting of wind turbines in the Town. Specifically, they are concerned about noise from turbines, visual impacts (day and night), and impacts on migrating birds. Any applications for wind turbines will be subject to the *Empire Zoning Ordinance* requirements (including site plan review) and State Law, with the State possessing the “last word” in the placement of wind turbines. If any wind turbines are to be located in Empire, they should be situated as far as possible from existing residential subdivisions, in areas of the Town with the lowest population density (i.e. fewest homes in close proximity) to help mitigate potential impacts. In addition, turbines should not be located on prime agricultural lands, but rather, marginal farmlands. Moreover, consistent with local ordinances pertaining to home siting, turbines should not be located on the crest of hills. Wind turbines should only be considered in areas that are classified as Rural Character District on the *Future Land Use Maps* presented at the end of this chapter.

AVOIDING SPRAWL

The Town of Empire is located immediately adjacent to the City of Fond du Lac. Its rolling hills, scenic vistas, woodlands, and natural features contrast with the urban neighborhoods of the City. While Town residents enjoy the rural, country atmosphere Empire provides, its desirability as a peaceful, relaxing place to live puts the Town at some risk. If too many people “discover” the community and seek to move to Empire, the peaceful, relaxing atmosphere may be lost. The potential for additional development has increased with area highway improvements that make Empire more easily accessible today than it was five years ago.

The Town has done a good job of using its ordinances and the 1998 plan to limit the majority of new development to areas near Fond du Lac within sanitary districts. As a result, the eastern areas of the Town have remained largely undeveloped. Homes in the eastern portion of Empire are generally on larger parcels situated along rural roadsides. This pattern is evident on the *Current Land Use Map* and consistent with the agricultural zoning that dominates this portion of the community.

The potential for “*sprawl*” (see box) is of some concern in Empire. Agricultural zoning (on 35-acre and 10-acre parcels) is in effect in much of the eastern portion of the Town. The larger lot sizes required in the agricultural zoning districts help to maintain the low density, agrarian character. Rezoning these areas to allow for smaller lot development has the potential to change the rural character of the community. Residential development will replace farm fields, barns, silos, open views, wildlife corridors, etc. Complicating matters, conflicts with remaining farmers (i.e. odor, dust, noise) are more likely to occur if residential development is allowed to spread into and adjacent to farming areas.

Given that Empire’s population is projected to increase over the planning period, new housing development is imminent. To accommodate new development, but at the same time prevent sprawling development patterns in areas that have retained their rural, agrarian character, the *Future Land Use Maps* identify primary areas for future residential development. These areas are adjacent to existing development, within (or immediately adjacent to) sanitary district planning areas, and are located to avoid prime agricultural lands. By concentrating development in these locations, the Town can accommodate some new growth, while still preserving its overall rural integrity.

WHAT IS RURAL SPRAWL?

“Sprawl” usually refers to development with negative effects such as loss of agricultural land, open space, and wildlife habitat. Sprawl is often equated directly with growth. That is, as population increases in an area or as City limits [i.e. Fond du Lac] expand to accommodate growth, an area is considered to be sprawling (*National Geographic*, November 1999 Issue).

One of the strongest indicators of sprawl is increased traffic. As a result, auto-dependent development is considered to be sprawl.

Sprawling development is usually located on the urban fringe, at the edge of an urban area. Sprawl is often considered to be “low-density” development, though how low is generally not defined. Because “low” is a relative term, even when low-density is defined, it is not standardized and ranges significantly (i.e. 3 units per acre to 1 unit per 40 acres).

Other Plans for Empire

1998 TOWN OF EMPIRE COMPREHENSIVE PLAN

Throughout this document reference has been made the comprehensive plan adopted by the Town of Empire in 1998. The 1998 plan concluded with a *Land Use Plan Map* designed to serve as a guide for use by the Plan Commission and Town Board when considering development requests in the community. The 1998 *Land Use Plan Map* identified blocks of future residential development, commercial uses and natural resources. The map also indicated the proposed USH 151 corridor (which has since been developed), the brow of the Niagara Escarpment, and a preservation area on either side of the ledge.

The 1998 *Land Use Plan Map* was used as a beginning reference in preparing the *Future Land Use Maps* presented at the end of this chapter. This was important to provide consistency in planning for the future of Empire.

FOND DU LAC METROPOLITAN PLANNING ORGANIZATION (MPO) LONG RANGE TRANSPORTATION AND LAND USE PLAN

The Fond du Lac Urbanized Area MPO Policy Board adopted the Long Range Transportation and Land Use Plan at their September 15, 2005 meeting. All the jurisdictions that comprise the urbanized area worked together to compile and prepare this collective future land use plan. The planning process includes participation from the MPO Technical Advisory Committee (TAC), the Long Range Plan Committee, and the Policy Board for the MPO. The Policy Board membership includes the City of Fond du Lac, Fond du Lac County, the Village of North Fond du Lac, the Towns, the Federal Highway

Administration, the Wisconsin Department of Transportation, public and private transportation providers and the Regional Planning Commission. The public was invited to participate in all facets of the process and were solicited to review and comment at key points including the analysis and draft recommendations. The TAC and Policy Board reviewed and discussed the alternative analysis used to identify future transportation needs. The plan represents a collective long-term vision for the Fond du Lac area based on local land use plans and policies. The plan recommends urban development primarily west of CTH K in the Town of Empire adjacent to the City of Fond du Lac. More information about this plan is available on-line at www.eastcentralrpc.org.

EAST CENTRAL WISCONSIN REGIONAL PLAN COMMISSION FOND DU LAC SEWER SERVICE AREA PLAN

The Fond du Lac Sewer Service Area Plan was adopted by the East Central Wisconsin Regional Planning Commission on June 5, 2001. The planning process allocated growth areas within local jurisdictions to meet projected needs for sewered development over the next 25 years. The growth area needs were based on county population projections developed by Wisconsin Department of Administration (DOA). East Central disaggregates the county population to the town, village, and city level and then prepares employment projections based upon labor force participation and commuting patterns. Like the Transportation and Land Use Plan, the sewer service area plans are updated every five years. Information about this plan is available on-line at www.eastcentralrpc.org.

How Were the Future Land Use Maps Developed?

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

1. Natural resource areas were identified to understand development limitations, including wetlands, floodplains, surface water and quarry sites (see the *Natural Features Map* in the Agricultural, Natural and Cultural Resources Chapter).
2. Prime agricultural soils were identified to appreciate the most productive farm areas in the community (see maps in the Agricultural, Natural and Cultural Resources Chapter for more information).
3. Future population and household projections, in conjunction with zoning requirements, were examined to understand the extent of future residential development needed in the Town.
4. Utility and community facility capacities were reviewed to ensure new development would be adequately serviced either within existing sanitary district planning boundaries or immediately adjacent to a sanitary district planning area.
5. The results of the community survey and cognitive mapping exercises were reviewed to emphasize resident desires and expectations.

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

How Are the Future Land Use Maps to be Used?

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

- Local Subdivision Regulation
- Official Mapping
- Zoning

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

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

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

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

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

Future Land Use Map Legend

Provided at the conclusion of this chapter are a *10-Year and 20-Year Future Land Use Map*. Two maps are provided in accordance with the requirements of 1999 Wisconsin Act 9. The *20-Year Future Land Use Map* is the primary planning tool for the community. The *10-Year Future Land Use Map* is a reference tool to provide an indication of the timing of anticipated long-term development. However, the Plan Commission and Town Board should rely on the *20-Year Future Land Use Map* when making development decisions.

The *Future Land Use Maps* illustrate the anticipated amount, location, and intensity of new development. The areas outlined for future residential development exceed the areas needed, based solely on the population projections. Additional areas were added to provide choices for residential development so as to prevent the inflation of land values. Likewise, by outlining additional areas, the longevity of the plan is further ensured.

The *Future Land Use Maps* include the following categories of land use:

- **Single Family Residential Development.** These areas reflect residential subdivision development in the Town of Empire in existence at the time this plan was completed.
- **Primary Future Residential Development Area.** 550 Acres are designated on the *20-Year Future Land Use Map* to accommodate projected population gains. Areas shown west of CTH K, correlate to planned residential growth areas included on the *1998 Empire Comprehensive Plan*. Additional areas, adjacent to CTH UU are also shown.

These 550 acres are more than is “required” to ensure that there is adequate space for future residential use. Additional acreage is provided to accommodate for:

- Unbuildable areas that exist in the designated Primary Future Residential Development Areas.
- Necessary reductions in acreage to accommodate infrastructure and roadway improvements.
- The fact that some landowners may not want to sell their land, so all of the designated lands are not available for development.
- To provide for choices in the marketplace to avoid unfair pricing.

By providing more land the Town is demonstrating that it wants to accommodate its growing population, but the Town wants to guide where that development will take place to avoid sprawling patterns that will have an adverse impact on the rural character of the community.

TABLE 22 PROJECTIONS FOR FUTURE HOUSING		
	Formula or Source	Calculated Figures
Population Increase	ECWRPC (See Table 2 in Chapter 3)	393 Persons
Projected Household Size in 2025	Wisconsin Dept. of Admin.	2.68 Persons
Number of Additional Housing Units Required	393 People / 2.68 persons per household	147 Additional housing units
Average Lot Size	R-1 Minimum Lot Size 1 Acre	1 Acre Per Lot
Total Additional Land Needed for Residential Use	147 Units x 1-acre lots	147 Acres are needed for residential use

- **Mobile Homes.** Empire restricts mobile homes through section 13-1-40 of the *Empire Zoning Ordinance*. The *Future Land Use Maps* indicate the location of existing mobile home sites. No additional lands are shown for future mobile home park development.
- **Rural Commercial.** There are some small, local business uses scattered around the Town of Empire. This category recognizes those land uses and also provides an additional area at the intersection of CTH UU and Artesian Road to accommodate some future rural commercial development (i.e. more permanent farmers market location (if relocation away from the Town Hall is desired), veterinary clinic or other small farm-related business, senior housing, etc.).

- **Highway Business.** The 1998 *Land Use Plan Map* did not include any areas for future commercial development. This plan, recognizes the opportunity highway frontage presents for business development. However, commercial development is not encouraged along the entire length of area highways. Such a pattern would have a negative impact on the Town's rural character and access limitations imposed along highway corridors make such a pattern unlikely. Specific locations for future commercial development are identified along STH 23 near the intersections of CTH UU and CTH K. By following this concentrated business development pattern, access can be more carefully controlled, and the open, rural areas to the east can be preserved.
- **Industrial.** No new areas for industrial development are shown on the *Future Land Use Maps*. Rather, industrial development is encouraged to locate on lots within industrial parks in the City of Fond du Lac where infrastructure is available to support industrial development in a safe and efficient manner. Industrial development is generally considered to be inconsistent with the rural character of the Town of Empire. Industrial areas shown on the *Future Land Use Maps* are limited to those in existence at the time this plan was developed.
- **Public / Institutional / Cemeteries.** This category includes the Empire Town Hall, local churches, cemeteries, and potential park sites.
- **Non-Metallic Mining** is limited to an operation off Willow Road and one approved site at Pine and Cedar Roads. No additional quarry sites are planned in the Town of Empire. Any future application for non-metallic mining will be subject to the provisions of NR 135 (refer to the Agricultural, Natural and Cultural Resources Chapter for more information).
- **Environmental Corridor.** Wetlands, floodplains, woodlands, and areas adjacent to creeks and streams (i.e. shoreline protection areas) fall within this category. The areas shown encompass the Woodland and Resource Protection areas included on the *1998 Land Use Plan Map*, as well as, all areas shown on the *Natural Features Map* within this document. In addition, a 600' buffer is provided on either side of the brow (or ridgeline) of the Niagara Escarpment. Future development within this area should be prohibited to protect the integrity of this natural feature consistent with the provisions of the Critical Overlay in the *Empire Zoning Ordinance*.
- **Preservation Area.** These same areas were also shown on the *1998 Land Use Plan Map*. As a preservation area, future development in this area should be restricted to preserve scenic views, open spaces, and the environment immediately adjacent to the Niagara Escarpment. Any application for development within this area will be subject to the provisions of the Critical Area Overlay contained in the *Empire Zoning Ordinance* and conservation-based subdivision development principals.
- **Rural Character District.** Areas in this category are meant to remain as farmland or otherwise undeveloped areas as long as feasible and desirable by local landowners. If residential development is proposed, consideration should be given to maintaining a balance of open areas, farmland, wildlife habitat and open, scenic views in order to maintain the Town's rural character. This can be achieved through application of minimum lot size requirements for land division required by the A-1 and AT Zoning Districts.

New subdivision development should not occur in the Rural Character District unless immediately adjacent to an existing subdivision.

Individual lot development (Certified Survey Maps¹ (CSM's), not subdivisions) in the Rural Character District should have a minimum impact on Empire's rural character. The following principals should be followed as closely as possible when developing properties in the Rural Character District of the Town:

- When individual lots (CSM's, not subdivisions) are proposed, new homes should not be placed in the middle of open farm fields.
 - Individual residences (not part of subdivisions) should be located adjacent to tree lines and wooded field edges, if available. If not, homes should be clustered on the edges of farm fields and undeveloped areas to retain farmland and open views.
 - Where clustering of homes will yield open space that can remain actively farmed or protect vital wildlife habitat/corridors, its use should be explored and possibly required.
 - Tree lines must be preserved.
 - Roads should be constructed to follow contours.
 - Disturbance for the construction of roads, basins and other improvements should be kept at a minimum by clustering homes together to prevent disturbance to an entire property.
 - Disturbance on individual lots should be limited by restricting development to occupy only a portion of a lot.
- **Prime Agricultural Lands.** These properties include the most productive soils in the community. As such, these areas should adhere to the A-1, Exclusive Agricultural District requirements contained in the *Empire Zoning Ordinance*. 41% of all farmland falls into this category.
 - **Senior Housing.** Two potential locations for senior housing are identified on the *20-Year Future Land Use Map*. These sites were selected given their proximity to planned future development and accessibility to medical facilities in the City of Fond du Lac. Development of such facilities will require private investment and sufficient market demand.

¹ A certified survey map (CSM), also known as a minor land division, allows for the creation of 4 or fewer lots from a parcel of land.

How Much Land is Provided for Development?

Table 25 provides a breakdown of projected future development, in five-year increments. As with any long-term planning document, as proposals are presented, amendments may be necessary to reflect market forces that shift land use patterns. To implement this plan, the Town of Empire Plan Commission will direct development to the areas identified on the *Future Land Use Maps*.

TABLE 23				
20-YEAR PROJECTIONS FOR FUTURE LAND USE ACREAGE				
Land Use Type	2010 (acres)	2015(acres)	2020 (acres)	2025 (acres)
Single Family Residential	1,650	1,790	1,925	2,061
Mobile Homes	20	20	20	20
Rural Commercial	10	18	30	38
Highway Business	30	80	120	140
Industrial	25	25	25	25
Public / Institutional/Cemeteries	112	115	120	125
Utilities	8	10	12	14
Non-Metallic Mining*	16	16	16	16
Natural Features	3,890	3,890	3,890	3,890
Rural Character District	7,107	7,090	6,990	6,720
Prime Agricultural Lands	4,925	4,800	4,765	4,765
Percent of Land**				
Land Use Type	2010	2015	2020	2025
Single Family Residential	8.72%	9.46%	10.17%	10.89%
Mobile Homes	0.12%	0.12%	0.12%	0.12%
Rural Commercial	0.05%	0.09%	0.16%	0.20%
Highway Business	0.16%	0.42%	0.63%	0.73%
Industrial	0.13%	0.13%	0.13%	0.13%
Public / Institutional/Cemeteries	0.59%	0.61%	0.63%	0.66%
Utilities	0.04%	0.05%	0.06%	0.07%
Non-Metallic Mining*	0.08%	0.08%	0.08%	0.08%
Natural Features	20.55%	20.55%	20.55%	20.55%
Rural Character District	37.54%	37.45%	36.92%	35.50%
Prime Agricultural Lands	26.02%	25.36%	25.17%	25.17%

* Based on ownership.

** Percentages do not equal 100% because road right-of-way and surface water are not included. Percentages do not account for future land losses from annexation.

Relationship to Other Required Plan Chapters

Throughout this plan, important ways each of the required chapters relate to the Land Use Chapters have been discussed. The *Future Land Use Chapter* will have a significant role in the two remaining chapters of this plan, as described below.

INTERGOVERNMENTAL COOPERATION CHAPTER

Intergovernmental activities have the potential to impact Empire in many ways. For example, transportation projects (i.e. USH 151 completion and planned improvements to STH 23) implemented by the Wisconsin Department of Transportation can impact accessibility of the Town to residents living and visiting the community. Empire's relationship with the City of Fond du Lac also has the potential to impact the successful implementation of this plan. More specifically boundary agreements and annexation pressures are of great concern to the Town. These issues are discussed more in the Intergovernmental Chapter of this plan.

IMPLEMENTATION CHAPTER

It takes much more than simply adopting a plan to see the community's visions become reality. The Implementation Chapter outlines the goals and objectives from all required chapters with milestone dates for achieving each item. In addition, the Implementation Chapter discusses potential zoning changes to achieve the visions expressed in this plan.

