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## Introduction

The Implementation Chapter is the “how to” portion of the plan. It prescribes those actions necessary to realize the visions presented in this plan. The actions include proposed changes to any applicable zoning codes, sign regulations, site plan regulations, design review codes and subdivision codes.

This chapter includes all of the goals and objectives of the plan, and serves as the master “to do” list for the plan.

## Relationship Between Chapters

Throughout the plan, coordination between the nine required chapters has been highlighted as a special section of each chapter. This section was included to highlight the strong connection between the different plan chapters. Here, the relationship between different chapters is highlighted in the tables as it pertains to each individual objective statement.

## Measuring Progress

To track planning progress and help to ensure that the plan is implemented, milestone dates (see definition in box) are provided for each objective. Special attention has been given to the milestone dates to ensure that individual objectives act in harmony with other stated goals and objectives. Town Board members and the Plan Commission have reviewed the milestone dates to ensure that they are feasible expectations for the Town.

To ensure that the plan chapters are understood in their totality over the life of the plan, the Empire Town Board will review the goals and objectives every two years. Part of this effort will also include addressing conflicts that may arise between the nine chapters.

<p><b>Milestone Date</b></p> <p>A specific date, after the adoption of the Comprehensive Plan, when the Town will review the plan implementation action to see if the objective has been met and consider additional implementation strategies to achieve the stated goal. It would be preferable to complete each implementation action sooner than the milestone date assigned to it.</p>
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## Responsibilities

Implementation of the Empire Comprehensive Plan will be the primary responsibility of the Town Planning Commission. The Town Board will make decisions and recommendations pertaining to development issues, in accordance with this Comprehensive Plan. At least one champion/partner is provided for each objective. This person/agency will work in conjunction with (or under the direction of) the Town of Empire.

## Updating the Comprehensive Plan

As stipulated in 1999 Wisconsin Act 9, a comprehensive plan must be updated at least once every 10 years. However, in order to ensure that the Town's plan is an effective management tool, the Plan Commission will review the plan goals and objectives annually to track those activities that have been completed, modify remaining goals & objectives, and add additional objectives as needed.

The Plan Commission should initiate its first complete update of this plan by 2016. At that time, information from the 2010 census will be available to update several tables. This update will also involve a comprehensive review of the inventory information presented in each chapter. Furthermore, the Town should coordinate with all partners identified in the Intergovernmental Chapter to understand any external changes that may impact the plan. Finally, the Town Board will complete a comprehensive review of all visions outlined in this plan to evaluate progress and consider additional opportunities.

## Housing Agenda

### Housing Goals, Objectives and Policies

Based on population projections and the predicted reduction in household size over that same period, it is estimated that there will be approximately 156 additional housing units needed in the Town in 20 years. To ensure that these units are of a high quality, goals and objectives are included in this plan based on the information gained during the Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis and input from the Town Plan Commission.

The goals and objectives were developed to ensure that Empire:

- *Remains a rural place to raise a family for the next 20 years;*
- *Limits new development to options that retain the Town's rural setting; and,*
- *Respects the opportunity for all property owners to receive fair value for their land.*

### Strategies/Policies from 1998 Plan

1. *Residential development should be encouraged in areas easily served by existing infrastructure.*
2. *In the short term, residential growth should be encouraged to in-fill existing developable lots.*
3. *New single-family residential development should be encouraged in areas where services can be extended in a cost-effective manner and where residential uses are compatible with adjoining land uses.*
4. *Development should be encouraged in areas with sanitary sewer service.*  
Sewered development tends to be more compact and orderly than development with on-site waste disposal systems. In addition, the sewered area of the Town has good access to the transportation network.
5. *New residential development should be encouraged in the Town Growth Areas.*  
The City of Fond du Lac and the Town of Empire have a cooperative intergovernmental boundary agreement, which identifies Town and City growth areas. The Town of Empire should be directing new residential development to the Town Growth Areas.
6. *Clustered residential development should be encouraged in the Town of Empire.*  
Cluster residential development is more compact and orderly than scattered single lot development. Services can be provided more efficiently and cost-effectively to development clusters. Additionally, single lot development has much broader peripheral land use impacts,

particularly if the lots are located adjacent to actively farmed areas where noise, odors, and other aspects of farm operations can conflict with residential uses.

7. *New residential development should be encouraged to share water and sewer services or utilize a centralized water system or cluster septic system.*

New residential subdivisions in the Town of Empire should be encouraged to utilize a central system for the provision of services, such as water and sewer. The use of a central system would be much more cost-effective than individual wells and septic systems.

8. *New residential subdivisions should be encouraged to incorporate the conservation subdivision design concept.*

The Town of Empire is a rural Town primarily consisting of farms, single-family residences and many environmental resources (wetlands, floodplains, Niagara Escarpment, drumlins, etc.). In order to preserve the ruralness of the Town, it is recommended that new residential subdivisions incorporate the conservation subdivision concept. This concept involves the designation of half or more of the buildable land area in the proposed subdivision as undivided, permanent open space and the allowance for smaller residential lots than is normally required under existing zoning.

9. *Residential subdivision and other cluster development should be required to incorporate open space into their proposed developments.*

The Town of Empire is a primarily rural community. In order to remain a rural community and yet accommodate residential development, it is recommended that all residential subdivisions and other clustered residential development be required to incorporate open spaces into the proposed development. The Town Board should require 20 percent of the total area of all new platted residential development to be open space.

10. *The Town should set standards for all new residential buildings to ensure that quality housing development is occurring in the Town.*

Currently, the Town of Empire is comprised of high quality residential development. The Town should attempt to maintain their quality community at its present level. Therefore, the Town of Empire should adopt standards for new residential construction, such as requiring all new structures to be on a permanent foundation and establish size requirements for all new residential buildings.

11. *Multiple family residential developments should be discouraged in the Town of Empire.*

The Town of Empire is a rural community comprised primarily of single-family residences and farmsteads. Multi-family residential is not an appropriate use in this type of community. However, if multi-family were to be located in the Town, it should be sited in the City's Growth Area as specified in the Town's Cooperative Boundary Agreement with the City of Fond du Lac.

## Recommendations

### Policies

- *Promote informed resident participation in the development process by revising the Empire Subdivision and Zoning Ordinances to provide additional meeting notification techniques and additional participation and comment opportunities.*

HOUSING GOAL #1				
Maintain the environmental assets and rural character of the community so that it continues to be an attractive place to live.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Ag., Nat. & Cult. Resources	Educate new Town residents moving into the area about what it means to live in the country. a. Provide information about available services and amenities on the Town web page.	Town Clerk	Town Budget	2008

Land Use Implementation	Develop revisions to the land division ordinance to require conservation subdivision developments or require a higher percentage of open space in all new developments (at least 35%).	Town Board	Town Budget	2007 Start
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<b>HOUSING GOAL #2</b>				
Preserve or improve the quality of existing housing and maintain housing values over time.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Implementation	Conduct an internal review of Town codes and ordinances every five years to consider amendments to address housing concerns.	Town Staff	Town Budget	Ongoing

<b>HOUSING GOAL #3</b>				
Provide housing choices for residents in all stages of life (i.e. starter homes, family homes, senior housing, etc.).				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Intergovernmental	Form a sub-committee to study the need for elderly and disabled resident housing opportunities. If sufficient need exists, identify preferred locations for these facilities. a. Solicit involvement by Town residents to form the sub-committee.	Fond du Lac County Town Board	WI Housing & Econ. Dev. Authority (WHEDA)  WHEDA Foundation Housing Grants	2010

<b>HOUSING GOAL #4</b>				
Promote resident participation in development decisions.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Land Use Implementation	Revise the Empire Subdivision and Zoning Ordinances to provide for additional opportunities for resident notification and participation in land use decisions (i.e. internet hearing announcements with basic data, signs posted on development sites, larger mailing notification area, etc.).	Town Plan Commission	Application Fees	2007
Implementation	Revise the Empire Land Division Ordinance to require additional points for public input (i.e. neighborhood meeting).	Developers	Application Fees	2007
Implementation	Make available Town development information: Provide copies of Town meeting agendas and minutes. Post application forms and information for residents/landowners to review prior to hearings.	Town Plan Commission	Application Fees  Town Budget	2007

# Transportation Agenda

## Transportation Goals, Objectives and Policies

It is Empire’s vision that residents will enjoy safe roads with minimal traffic congestion and safe bike/pedestrian routes and trails. Due to the fact that the Town has limited control over county roads and state highways, the goals, objectives and policies in this plan are related to actions that the Town can control. The Town of Empire will work, in accordance with the Intergovernmental Cooperation Chapter, with Fond du Lac County and WisDOT to ensure that adequate community transportation facilities are available to serve the area.

### Strategies/Policies from 1998 Plan

1. *The Town of Empire should maintain an inventory of the condition of Town roads so that timely improvement can be undertaken.*

The 1998 plan goes on to recommend use of PASER/PASERWARE.

### Recommendations

TRANSPORTATION GOAL #1				
Maintain and improve Town Roads in a timely and well-planned manner.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Implementation	In accordance with state law, using PASER, continue to update road ratings, as required. Seek to increase local funds for road maintenance to support PASER recommendations.	ECWRPC	Town Budget	Continuous
Utilities & Community Facilities	Use a <i>Capital Improvements Plan</i> , PASER results, traffic counts, and accident rates to coordinate and plan for annual roadway improvements and maintenance as well as other capital projects (i.e., municipal building upgrades, equipment purchases, etc.).	Town Board	ECWRPC Grants	2008
Implementation	Pursue recommended improvements in accordance with Table 20 of the Transportation Chapter (Ch. 5 page 15).	Town Board	Town Budget	Begin in 2010

TRANSPORTATION GOAL #2				
Promote a multi-modal transportation system for efficient, safe, and convenient movement of people, goods, and services.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Land Use	Develop a <i>Pedestrian Plan</i> , with particular emphasis on connections between subdivisions and proposed regional trail routes. The <i>Pedestrian Plan</i> should use the <i>Transportation Network Map and Plan</i> as a guide for more specifically delineating the location, dimensions, and quality of walkways and trails through the Town.	ECWRPC	Town Budget	2010
Housing	To implement any adopted <i>Pedestrian Plan</i> , consider adopting trail and path requirements for <b>new</b> residential subdivisions to provide safe and convenient opportunities for walking and connections to adjacent trail and path systems.	Town Attorney	Town Budget	2012
Implementation	Using the <i>Pedestrian Plan</i> , devise a construction and maintenance schedule to be incorporated into a <i>Capital Improvement Plan</i> and <i>Official Map</i> .	Town Board	Town Budget	2013
Intergovernmental	Pursue grant funds to develop the recommended trail and bicycle routes through the Town and County.	Fond du Lac County	WisDOT	2009
Implementation	Periodically update the <i>Pedestrian Plan</i> as new areas are developed.	ECWRPC	Town Budget	2012, 2017
Ag., Cult. & Nat. Resources	<p>Seek to minimize the potential for farm vehicle conflicts on local roads.</p> <ol style="list-style-type: none"> <li>Encourage farmers to provide adequate warning signage and lighting on their vehicles. Include information about these practices in a Town Newsletter and on the Town Web Site.</li> <li>Provide additional signs notifying motorists that the Town is a farming community and to beware of farm vehicles on the roads.</li> <li>Consider opportunities to provide gravel pull-offs on particularly congested roads as a means for farm equipment to pull off and allow faster moving vehicles to safely pass. This opportunity could be considering during a future update of the Town's PASER results and CIP.</li> </ol>	Local Farmers	Town Budget and Federal Transportation Aids	2007

<b>TRANSPORTATION GOAL #3</b>				
Support the long-term viability of area roads.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Intergovernmental	Support the efforts of law enforcement officials to enforce required stops and speed limits along area roads by posting speed limits and maintaining town roadways.	Fond du Lac County	County Budget	Continuous
Housing	Consider adding language in <i>Empire Land Division Ordinance</i> requiring that residential developers complete a traffic impact analysis for new subdivisions to ensure that the road network can accommodate the additional traffic volumes resulting from the proposed development.	Town Attorney	Town Budget	2009

<b>TRANSPORTATION GOAL #4</b>				
Continue to keep residents informed of pending transportation improvements.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Issues & Opportunities	Provide information about road improvements at public meetings.	WisDOT & County	WisDOT & County	Continuous
Issues & Opportunities	Provide information about transportation improvements on the Town web site, via newsletters, and other media sources as needed.	Town Clerk	Town Budget	Continuous

<b>TRANSPORTATION GOAL #5</b>				
Partner with the County, ECWRPC, WisDOT and the WDNR to plan and coordinate transportation improvements.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Intergovernmental	Communicate and coordinate transportation improvements and plans with WisDOT, WDNR, ECWRPC and the Fond du Lac County Highway Department.	Town Clerk	Town Budget	Continuous
Intergovernmental	Provide copies of this plan and subsequent updates to WisDOT, ECWRPC, and Fond du Lac County.	Town Clerk	Town Budget	Continuous
Intergovernmental	Provide assistance such as links to the Town website, as requested by WisDOT, WDNR, Fond du Lac County and ECWRPC, to enable them to directly notify residents and businesses of anticipated transportation projects, as well as provide regular work schedule updates.	See Objective	Town Budget	Continuous
Intergovernmental	Form a sub-committee of Town residents to work with WisDOT, Fond du Lac County, and ECWRPC to identify and designate Town roads as Wisconsin Rustic Roads.	See Objective	Town Budget	2015

# Utilities & Community Facilities Agenda

## UTILITIES & COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

It is the goal of the Town that future utility and community facilities needs be met by coordinating with neighboring communities, the school districts, Fond du Lac County, and private companies, all of which provide community facilities and utilities to Empire residents.

The goals and objectives for this chapter are related to actions that the Town can control. Other agencies, communities, the school districts, private companies and Fond du Lac County will establish their own objectives and priorities for the future. The Town will work, in accordance with the Intergovernmental Cooperation Chapter of the Wisconsin “Smart Growth” Law, with neighboring communities and the school districts to ensure that adequate community and utilities facilities are available to serve the area.

### STRATEGIES/POLICIES FROM 1998 PLAN

The 1998 *Town of Empire Comprehensive Plan* did not include a section specifically related to utilities and community facilities, but the plan did include a recommendation specific to parks and open space:

1. *An open space and recreation plan should be prepared to identify needed park and open space improvements and suggestions and expenses included in these improvements.*

The 1998 plan goes on to discuss the resident survey results collected at that time. In the survey, 54 percent of respondents indicated they would use a Town park if one were developed. Additionally, the 1998 plan discusses preparation of a parks and outdoor recreation plan as the first step to addressing local park needs. Such a plan would need to be updated every five years to remain a useful tool as well as to maintain eligibility to participate in WDNR administered funding programs.

## Recommendations

### POLICIES:

- *It is the policy of the Town of Empire to ensure that all Town residents are provided with necessary utilities and community facilities.*
- *It is the policy of the Town of Empire to ensure that all Town residents are aware of available community facilities and services.*
- *Pursue shared service opportunities when mutually beneficial (i.e. cost savings) to improve the efficiency and quality of utilities and community facilities.*
- *Require developers to pay their “fair share” for improvements needed to support new development requests.*

UTILITIES AND COMMUNITY FACILITIES GOAL #1				
Provide efficient facilities to serve the needs of the Empire community.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE

Implementation	Complete a facilities assessment of the Town Hall to consider space needs/reallocation for office and storage as well as desirable communication technology upgrades. Complete desired improvements.	Architect	Rural Development Community Facilities Grant	2012
Land Use Implementation	Update the <i>Empire Zoning Ordinance</i> to include Child Care Facilities in the Business (BD) Zoning District with a conditional use permit and site plan approval.	Town Clerk	Town Budget	2007

<b>UTILITIES AND COMMUNITY FACILITIES GOAL #2</b>				
Ensure that all Town development is served by efficient, cost-effective services and infrastructure within the Town's capacity to provide services and facilities.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Implementation	Develop a Capital Improvements Program as a central tool to implement this Comprehensive Plan. The CIP should help the Town plan for needed utilities and community facilities improvements, as well as transportation, and other improvements.	Town Board	Town Budget	2008
Implementation	Explore the potential for adopting local impact fees (Compliant with Act 477) to help pay for new construction and improvements to local facilities.	Local Developers	Town Budget	2009
Intergovernmental	Continue attending Outlying Sewer Group (OSG) meetings (the group meets as needed with representatives from each sanitary district and Town served by the City of Fond du Lac sewage treatment plant. This coordinates the orderly provision of service by sharing information related to growth and development).	Town Clerk	Town Budget	As Needed

<b>UTILITIES AND COMMUNITY FACILITIES GOAL #3</b>				
Continue to ensure that Empire is a safe community by meeting or exceeding recognized standards for public safety.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Issues & Opportunities	Coordinate with neighboring communities to maintain adequate fire department staff coverage.	Mount Calvary & Eden Fire Departments	Fire Administration Grants	As Needed
Land Use	When new subdivision, commercial, or industrial development requests are submitted to the Town, submit the requests to the applicable fire department for review and recommendation.	Town Clerk	Town Budget	Continuous
Land Use Implementation	Consider revisions to the <i>Empire Zoning Ordinance</i> related to wind turbine siting requirements.	Town Attorney	Town Budget	2007

# Agricultural, Natural & Cultural Resources Agenda

## AGRICULTURAL, NATURAL & CULTURAL RESOURCES GOALS, OBJECTIVES AND POLICIES

The residents of Empire value the community's rural character, scenic landscape, and natural environment. These values were also expressed in the development of the 1998 Town of Empire Plan. To respect these values, it is important that the community protect its woodland, farmland, surface waters and the Niagara Escarpment so that they may continue to provide a high quality of life for residents and viable habitat for flora and fauna. Residential and commercial development should occur in harmony with the Town's natural environment. The Town should also continue to coordinate with neighboring communities, the school districts, Fond du Lac County, and the State of Wisconsin to ensure that natural resources are adequately protected for future generations.

## STRATEGIES/POLICIES FROM 1998 PLAN

- 1. The Town of Empire should preserve the capacity of the most productive agricultural areas.*
- 2. The Town Board should regulate nonmetallic mining or other similar excavation operations within the Town of Empire.*
- 3. The Town of Empire should restrict development of unsuitable areas.*
- 4. All streams, creeks and drainageways should be buffered from any development or land use change 75 feet on either side of the water body.*
- 5. The Town of Empire should regulate any new development within the preservation district, the area surrounding the Niagara escarpment.*
- 6. The Town of Empire should protect designated environmental and significant glacial features from any type of new development.*
- 7. The Town of Empire should identify wildlife corridors and prohibit development within these corridors.*

## Recommendations

### POLICIES:

- Preserve the natural resource base, primary environmental corridors, and surrounding agricultural lands, which contribute to the maintenance of the ecological balance, natural beauty, and economic well-being of the Town.*
- Protect groundwater and develop programs to ensure the long-term viability of the aquifer as a source of potable water.*
- Provide zoning that supports local family farm operations and small specialty farms to maintain agriculture as a productive part of the rural landscape.*
- Maintain the Town's rural character by:*
  - Communicating with local farmers who want to sell their property about options available through land trusts and conservation development design techniques.*
  - Limiting residential development to areas with soils to support foundations and septic systems.*
- Consider the additional costs both for actual construction and needed services associated with developing in areas with engineering limitations (soil, slope, groundwater, bedrock) before approval for such development is given.*

- Continue to work with the City of Fond du Lac to ensure consistent development occurs within the City and the Town

<b>AG, NATURAL &amp; CULTURAL RESOURCES GOAL #1</b>				
Protect the Niagara Escarpment in the Town of Empire				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Land Use	Develop local land trusts to protect the escarpment. Provide information (on the Town web site) encouraging local landowners to pursue opportunities to protect their land by working with land trusts.	Land Trusts, WDNR	Fond du Lac County, WDNR, Land Trusts	Continuous
Land Use	Consider revisions the <i>Town of Empire Zoning Ordinance</i> to better protect and preserve the Niagara Escarpment by clarifying what will be allowed within those areas.	ECWRPC	Town Board	2007
Implementation	Create a plan to develop a funding source to purchase PDR (Property Development Rights) and for TDR (Transfer of Development Rights) from property owners who own land in the “Critical Overlay District” to prevent the land from being developed.	Town Board, Land Trusts	Town Budget, WDNR, Land Trusts	2012

<b>AG, NATURAL &amp; CULTURAL RESOURCES GOAL #2</b>				
Preserve the rural character and support country living by maintaining open space, natural areas and farmland.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Land Use	Using the <i>Future Land Use Map</i> as a guide, seek to direct residential and commercial development to areas least suited for farming with soils that support foundations and septic systems.	Town Board	N/A	Continuous
Land Use	Direct individual lot development on farmland to the edges of farm fields to preserve contiguous blocks of productive farmland.	Developers, Town Board	N/A	Continuous
Land Use Implementation	Establish an Agriculture Committee to: <ol style="list-style-type: none"> <li>Provide education to local landowners regarding conservation subdivisions, land trusts, development right options, alternative farming practices and markets, etc.</li> <li>Coordinate with local farmers to consider consolidated strategies for efficient farming (i.e. local farmers market, specialty farming, equipment sharing, education seminars, insurance/benefit consolidation programs, value added businesses, etc.).</li> </ol>	UW-Extension	Agricultural Development and Diversification Grant Program, Town Budget	2008

Implementation	Initiate a local education and marketing campaign on the Town web site and media releases to generate local interest for new agricultural endeavors (i.e. organic foods, stables, orchards, etc.).	UW-Extension	Agricultural Development and Diversification Grant Program	2010
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<b>AG, NATURAL &amp; CULTURAL RESOURCES GOAL #3</b>				
Preserve and enhance wildlife habitat.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Land Use	Develop local land trusts to protect wildlife habitat area in Empire. Educate local landowners to pursue opportunities to protect their land by working with land trusts.	Land Trusts, WDNR	Stewardship Grants	Continuous
Land Use Intergovernmental	Coordinate with local WDNR staff to obtain better identification data about local wildlife habitats, particularly those unique to the community.	WDNR	Stewardship Grants	2013
Land Use	Discourage habitat fragmentation through the use of conservation subdivision techniques and by limiting any new traditional residential subdivision developments to officially designated Town Growth Areas (as opposed to outlying areas).	WDNR	N/A	Continuous
Land Use	Establish a network of green corridors throughout the community to act as wildlife corridors. This effort should begin with areas protected through shoreland and wetland zoning, as well as open areas preserved in conservation-based subdivisions.	Fond du Lac County, WDNR	Recreational Trails Program	2015

AG, NATURAL & CULTURAL RESOURCES GOAL #4				
Preserve and protect Empire's groundwater to ensure a long-term, viable source of potable water for residents of the Town.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Land Use Implementation	Evaluate the establishment of a requirement in the Empire Land Division Ordinance for the installation of passive monitoring wells, or piezometers <sup>1</sup> , within future subdivision development projects. Identify other potential methods to monitor the water supply and quality.	Fond du Lac County	Private Investment	2007
Land Use	Identify those areas within the Town where susceptibility to groundwater contamination is highest and develop plans to ensure that land use within these areas occurs in a manner consistent with protecting groundwater.	UW-Extension	Town Budget	2010
Utility & Community Facilities Implementation	Develop an information & education strategy aimed at providing Town residents with the tools to protect and conserve their potable water supply.	Fond du Lac County, UW-Extension	Wisconsin Environmental Education Board Grant	2012

AG, NATURAL & CULTURAL RESOURCES GOAL #5				
Preserve and protect the historic resources of the Town to promote the educational, cultural, and general welfare of residents of Empire and provide for a more interesting, attractive and vital community.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Land Use	Encourage residents and other groups to inventory historic properties and locations in the Town of Empire. Share this information with the State of Wisconsin Architecture and History Inventory.	County Historical Society	State Historical Society	2011
Implementation	Maintain the historic resources of the community by encouraging landowners to apply for grants and official historic site designation through the State of Wisconsin.	County Historical Society	State Historical Society	Continuous

## Economic Development Agenda

### ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

In the 1998 *Town of Empire Comprehensive Plan* prepared by the East Central Wisconsin Regional Planning Commission, only one goal was included with respect to commercial and industrial development:

1. *The Town of Empire should regulate the amount and location of future commercial and industrial development.*

This goal was included in response to results from the 1995 community survey in which approximately 80 percent of Empire residents felt that the Town currently had the appropriate amount of commercial

<sup>1</sup> Piezometers monitor to depth and flow rate of groundwater passing under a certain point. They are used to monitor the impact of groundwater consumption from nearby wells.

development and about 73 percent indicated that there was no need for industrial development in Empire. Therefore, the 1998 plan recommended that Empire control the amount and location of future commercial and industrial development.

## Recommendations

### POLICIES:

- *Follow the pattern on the Future Land Use Maps when evaluating locations for new residential business development and to preserve suitable land for agricultural uses (i.e. giving development priority to lands where there is no history of farming and land that is inaccessible or too small to farm).*
- *Support agriculture and tourism as preferred industries to provide local economic revenue at a minimal cost of service (i.e. infrastructure).*
- *Facilitate the establishment of agri-business and home-based businesses with concise ordinances that address consistency and compatibility with the character of the surrounding area, maintain the rural appearance of the landscape and minimize potential negative impacts (traffic, noise, odor, glare, signage, parking, truck deliveries, etc.).*

ECONOMIC DEVELOPMENT GOAL #1				
Preserve productive agricultural land for long-term farm uses.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Land Use	Restrict non-farm residential development to a low density in accordance with local zoning requirements.	Town Board	Not Applicable	Continuous
Land Use	Protect farming operations from nuisance issues (odor, noise etc.) created by the development of incompatible adjacent land uses. Revise the <i>Empire Subdivision Ordinance</i> to require residential and other potentially sensitive developments to consider prevailing winds, buffering requirements and access issues when permitting development adjacent to farm areas.	Agricultural Committee <sup>2</sup>	Town Budget	2012

<sup>2</sup> The establishment of a Town of Empire Agricultural Committee is recommended in the Agricultural, Natural and Cultural Resources Chapter. This could be a sub-committee of the Plan Commission.

<b>ECONOMIC DEVELOPMENT GOAL #2</b>				
Maintain farming as the economic base of the community.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Implementation	Direct farmers seeking to innovate or modernize their operations to information and resources available through the UW-Extension by providing a link on the Town's web page.	Agricultural Committee	UW-Extension	2007
Land Use	Adopt minor amendments to the local zoning ordinance to more clearly permit accessory uses and structures in agricultural areas to support value-added opportunities for local farmers (i.e. roadside stands, home occupations, corn mazes, bed and breakfasts, petting zoos, farmer-for-a-day camps, etc.).	Agricultural Committee	Town Budget	2013

<b>ECONOMIC DEVELOPMENT GOAL #3</b>				
Encourage local economic development opportunities that exist in harmony with Empire's rural atmosphere and support the local tax base.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Issues & Opportunities	<p>Update the Empire web page to function as a targeted economic marketing tool for desired local business endeavors.</p> <ul style="list-style-type: none"> <li>a. Provide demographic, market, site locations, cost, and other information about the community for prospective entrepreneurs.</li> <li>b. Include information from this plan with respect to visions, strengths and the survey results.</li> <li>c. Maintain a list of current businesses.</li> </ul>	Town Web Administrator	Town Budget & Development Application Fees	2007
Land Use	Amend the <i>Zoning Ordinance</i> to require a Property Tax Impact Statement to be submitted with new development proposals.	ECWRPC	Town Budget	2008
Implementation	Update the sign ordinance and lighting requirements in the zoning ordinance to reflect the residential character of the community when permitting business uses.	Town Attorney and Planning Consultant	Town Budget	2009
Ag., Cult. & Nat. Resources	Continue to coordinate with local farmers by hosting a Farmer's Market to showcase local agricultural products in Empire and surrounding communities.	Agricultural Committee	TIF	Ongoing

# Land Use Agenda

## LAND USE GOALS, OBJECTIVES AND POLICIES

The goals in this plan pertain to residential, commercial, industrial, transportation, and agricultural and natural features. Collectively, they represent Empire’s goals for land use. Below are policies and objectives that aim to achieve these goals.

### Recommendations

#### POLICIES:

- *It is the policy of the Town of Empire to use its comprehensive plan to guide future development within the community to ensure that the rural character of Empire is preserved for future generations.*

LAND USE GOAL #1				
Maintain the rural character of the Town of Empire.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Implementation	Direct residential and commercial development to those areas identified on the <i>Future Land Use Maps</i> .	Landowners Town Board	NA	Continuous
Implementation	Restrict development within the Rural Character District to areas that are not classified as prime agricultural soils.	Landowners Town Board	NA	Continuous
Implementation	Reduce fragmentation of environmental features and corridors that affect the migration patterns of animals and the overall rural and natural attributes of the community through use of the Critical Areas Overlay in the <i>Empire Zoning Ordinance</i> .	WDNR	NA	Continuous
Implementation	Amend the <i>Empire Zoning Ordinance</i> to establish provisions related to exterior lighting (i.e. establish restrictions on outdoor lighting for homes and businesses to preserve dark skies and minimize impact on neighbors).	Business Owners Town Board	NA	2010

## Intergovernmental Cooperation Agenda

### INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES

The goal of intergovernmental cooperation efforts for Empire is to establish partnerships with neighboring communities, school districts, state agencies, and Fond du Lac County to provide coordinated, cost-effective services. By inventorying equipment, facilities, and services offered by Empire and these other entities, Empire can reach agreements that will maximize benefits to residents while maintaining a low tax rate.

## Recommendations

### POLICIES:

- *The Town of Empire will seek to cooperate with all neighboring municipalities, Fond du Lac County, ECWRPC, state agencies, and school districts for mutual benefit.*

<b>INTERGOVERNMENTAL GOAL #1</b>				
Empire will maintain and seek additional opportunities to improve communication with neighboring communities, the school districts, the WDNR, WisDot, Fond du Lac County, ECRPC and other intergovernmental partners.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Land Use Economic Development Utilities & Community Facilities	Continue attending the Fond du Lac County unit of the Wisconsin Town's Association quarterly meetings. The meetings will maintain open lines of communication (attendees include local State Legislators, Fond du Lac County Executive, County Planner, County Highway Commissioner, County Sheriff etc.) and keep Board members apprised of pertinent issues.	Town Board	Town Budget	Quarterly
Utilities & Community Facilities	Participate in the planning activities of the school districts, particularly with respect to expansion and building of new facilities.	Town Board	Town Budget	Continuous
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Goal 1 cont... Land Use	Recommend consideration of an intergovernmental review for proposed large commercial, industrial and residential developments (especially those near Town borders). Meetings should be scheduled as needed. The purpose of such meetings is to allow the school districts, WisDOT, Fond du Lac County, ECWRPC and other intergovernmental partners to participate early enough in the process to have meaningful input. This will ensure that everyone is aware of development requests and concerns can be expressed before the Town approves a development. Copies of development proposals would be forwarded in advance of the meeting to allow for adequate review time. This additional procedure may create a slight delay in development approvals, but it will result in better site designs, offer a one-stop shop approach to handling development and improve intergovernmental communication.	Town Board	Town Budget	2007

<b>INTERGOVERNMENTAL GOAL #2</b>				
Resolve annexation and boundary disputes in a mutually beneficial manner.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Land Use	Maintain boundary agreements with the City of Fond du Lac to establish expansion areas in the future.	Town Board	Town Budget	Continuous
Utilities & Community Facilities	Consider additional opportunities for shared service agreements between the City of Fond du Lac and Town of Empire such as potentially extending water service to portions of the Town.	Town Board	Town Budget	Continuous

<b>INTERGOVERNMENTAL GOAL #3</b>				
Seek new ways to coordinate and share community facilities and services with neighboring communities, the school districts and Fond du Lac County.				
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Utilities & Community Facilities	Consider additional opportunities (similar to the joint negotiations for waste collection) when signing contracts with private companies to coordinate with neighboring communities and the school districts that need similar services (i.e. plowing, resurfacing, etc.) and then negotiate with the private company for a reduced cost based on the larger project volume.	Town Board	N/A	Continuous
Transportation	Pursue opportunities to purchase expensive road maintenance equipment jointly with neighboring communities that can share the equipment in exchange for paying a portion of the purchase and maintenance costs	Town Board	N/A	Continuous
Transportation	Consider opportunities to lease existing Town equipment to generate revenue for the Town and avoid situations where neighboring communities and the school district own similar equipment that is underutilized.	Town Board	N/A	Continuous
<b>RELATED CHAPTER(S)</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Goal 3 cont.... Transportation	Consider snowplowing schedules that efficiently meet the needs of area residents. This may involve using Town equipment to plow portions of City streets (and vice versa) to maximize efficiencies.	Town Board	N/A	Continuous
Utilities & Community Facilities	Investigate opportunities to provide garbage collection and recycling more efficiently by cooperating with neighboring communities and the school districts to coordinate collection times and contract negotiations with private providers to secure costs savings	See Objective	N/A	Continuous

Utilities & Community Facilities	Encourage the school districts to collaborate in ways that will allow them to provide additional services to Town residents (i.e. expanded library hours, youth summer reading programs, opportunities for community use of classrooms as meeting spaces for seniors and community classes).	Local School Districts	School District Budgets	Continuous
Utilities & Community Facilities	The Town, school districts and other public and private entities should explore joint use agreements concerning the use of recreational facilities in order that the advantages of such an agreement can result in avoidance of facility duplication and a greater diversity of recreational opportunities	See Objective	N/A	2009

## Implementation Agenda

### IMPLEMENTATION GOALS, OBJECTIVES AND POLICIES

This chapter has listed the policies, goals and objectives associated with the entire comprehensive plan. These policies, goals and objectives come from chapters 4-11 (Housing through Intergovernmental), and make recommendations to the Town to help guide various commissions, committees and boards that will perform the work necessary to achieve the goals and objectives. By successfully implementing the plan, the Town will be able to hand down their vision Empire.

### Recommendations

#### POLICIES:

- *It is the policy of the Town of Empire to use its comprehensive plan as a central tool in local decision-making.*

IMPLEMENTATION GOAL #1				
To ensure that the Town of Empire Comprehensive Plan is an effective tool for making local land use decisions.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Issues & Opportunities	Annually review the goals and objectives presented throughout this chapter to assess implementation success and consider additional objectives.	Town Planning Commission	Town Budget	Annually
All Chapters	As available, provide updated information to supplement the plan information (i.e. updated <i>Current Land Use Map</i> , updated <i>Zoning Map</i> , updated <i>Transportation Network Map</i> , updated Fond du Lac Metropolitan Planning Organization (MPO) goals, groundwater study information, etc.)	Town Planning Commission	Town Budget	Continuous

IMPLEMENTATION GOAL #2				
To ensure that the Town of Empire Ordinances are effective tools for making land use decisions.				
RELATED CHAPTER(S)	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Land Use	Create an <i>Official Zoning Map</i> based on a complete review of Town zoning approvals.	Town Planning Commission	Town Budget	2007
Land Use	Review the time a building permit is valid in order to prevent a situation whereby development is initiated, but not completed.	Building Inspector	Town Budget	2010
Land Use	Complete a comprehensive update of the sign ordinance to address signs permitted in each zoning district and planned use area outlined on the <i>Future Land Use Maps</i> , consider applications of new sign technology (i.e. changeable message boards), more clearly address requirements for institutional signage, and provide expanded definitions.	Town Planning Commission	Town Budget	2010
Land Use	Request a market feasibility analysis be submitted for new non-residential development in the Town.	Town Board Fond du Lac County	Town Budget	2007