

**THE TOWN OF EAGLE
COMPREHENSIVE PLAN: 2035**



**WAUKESHA COUNTY
WISCONSIN**

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Acknowledgement is also expressed to all former Town Plan Commission members, for their contribution to the preparation of The Town of Eagle Comprehensive Plan: 2035

**THE TOWN OF EAGLE
COMPREHENSIVE PLAN: 2035
WAUKESHA COUNTY, WISCONSIN**

Prepared by

I-COM

3254 S. 15th Place

Milwaukee, Wisconsin 53215

In cooperation with

Waukesha County Department of Parks and Land Use

&

Southeastern Wisconsin Regional Planning Commission

November 9, 2009

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Sandy Campbell	Karen Olsen
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Lee Greenberg	Greg Scheff
Jackie Lewis	Diane Zak
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Note: There were additional citizen members that participated during the 18-month process but were not regular attendees.

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REPORT SUMMARY

VISION STATEMENT

“The Town of Eagle seeks to retain its small Town character, preserving a vital Town Center surrounded by the rural beauty of the Kettle Moraine area. The Town desires to maintain a healthy balance between human activities and the natural environment that will provide a pleasant, livable community. In doing so, the Town intends to promote aesthetically pleasing developments that are sensitive to its unique natural and historic qualities while providing opportunities for earning a living, raising a family, and pursuing a variety of recreational activities.”

The Town of Eagle requested that the Town Planner assist the community in updating the *Town of Eagle Land Use Plan* adopted by the Town Plan Commission on July 28, 1983, by the Town Board in November 8, 1988 and last amended in December 1991. It was this plan, along with the Town of Mukwonago Plan, the Village of Eagle Plan, and the *Waukesha County Comprehensive Development Plan: 2035*, which were used to create an up-dated comprehensive plan for the Town of Eagle, which is in accordance with the Wisconsin Smart Growth law and the 9 elements required. This document titled ***The Town of Eagle Comprehensive Plan: 2035***, is intended to provide local officials with a tool to help guide and shape the physical development of the Town for the next 25 years, through the new design year 2035. This report sets forth the findings and recommendations of the planning effort undertaken in response to the Town’s request.

The main purpose of the Town comprehensive plan is to provide information and recommendations that public officials can use in making consistent decisions about future growth and development in the Town and environs. The plan also provides developers and other private interests with a clear indication of Town planning objectives, enabling them to take those objectives into account when preparing development and redevelopment proposals. Only those proposals that are consistent with the objectives of the plan should be approved.

The comprehensive plan, together with supporting implementation techniques, provides an important means for promoting the orderly development and redevelopment of the Town in the public interest. The plan identifies the planning objectives of the Town and sets forth means for achieving those objectives, and to the extent that the plan is implemented, a safer, more healthful and attractive environment will be created within the Town.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land development in the Town, including existing and alternative future population, household, and employment levels; inventories of natural resources such as soils, topography, flood hazards, wetlands, woodlands, and plant and wildlife habitats; and inventories of existing land uses and local land use regulatory devices. Upon completion of the analyses, a framework for plan development was established in which past planning efforts were considered; planning objectives were identified; a planned rural service area was established; and probable future population, household, and employment levels were selected. Finally, a comprehensive plan was prepared that is expected to accommodate the needs of residents in a manner consistent with the Town’s land use related objectives. The plan also includes specific design guidelines and a set of recommended measures to help carry out the plan over time.

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CHAPTER 1

INTRODUCTION

BACKGROUND In 1928, the U.S. Department of Commerce institutionalized comprehensive planning in the Standard City Planning Enabling Act. Since that time, communities across the country and state have engaged in planning processes. The comprehensive planning process allows the Town of Eagle to think strategically about the community and how they interact with other units of local government. Comprehensive planning is an orderly approach to help identify local needs and provide an official statement of land use policies, along with information needed to support and validate those policies. The plan serves as a framework for establishing and administering sound land use regulations and serves as a useful decision making tool for Town officials, citizens, and businesses.

On November 8, 1988, the Town Board adopted its Land Use Plan, and in 1991, the Town updated their land use plan components. The Town did not actively participate in the first Waukesha County development plan conducted from 1992 -1996, but had a representative present for the County-wide Smart Growth initiative. The Waukesha County Development Plan Advisory Committee, conducted extensive inventories and analyses of factors and conditions affecting the physical development of Waukesha County. These included inventories and analyses of demographics, economics, housing, natural resources, land uses, transportation and public utilities, and existing community plans and regulations. The planning program involved the formulation of development objectives, principles, and standards; the design of a land use plan and supporting housing, transportation, and park and open space plan elements; and the identification of measures to implement the plan effectively. The Development Plan for Waukesha County incorporated the Land Use components that were adopted by the Town of Eagle that were found to be consistent with the objectives established by the county advisory committee.

PLANNING BENEFITS

Comprehensive planning has many benefits. The formal planning process provides the Town with an opportunity to focus on the future and establish community goals, objectives, and policies regarding future use, physical development and conservation of land. With clear goals, local government officials can make decisions that are in the best interest of citizens and the future of the Town. Finally, comprehensive planning allows for continuity throughout the Town by determining where the community is at the present, how the Town got to this point, where the Town wants to go, and how will it get there.

Coordinated comprehensive planning among municipalities provides several benefits, including:

1. All units of government benefit from the updated demographic and growth information and how it relates to economic forecasting and development trends.
2. It is cost-effective to coordinate planning, and reduces the burden of the Town of Eagle to complete all of the elements of a comprehensive land use plan individually.
3. Participating entities all have active roles in the planning process.
4. A coordinated planning process offers greater opportunity for public input.

5. A coordinated planning process makes efficient use of professional planning resources currently available.
6. Coordinated planning allows for the creation of a plan amendment process that considers all possible impacts, including effect on the adjoining municipality.
7. Comprehensive planning provides an opportunity to evaluate all aspects of future use and development, thus providing local officials with the essential information to make informed decisions.
8. A coordinated effort provides an opportunity to continue building inter-municipal cooperation on land use issues.

Community	Plan	Prepared By	Adoption Date a, b	
			Plan Commission	Governing Body
Town of Eagle	Town of Eagle Land Use Plan, Dec. 1983; last revised 1991	Graef, Anhalt, Schloemer & Associates	7/28/83	11/8/88

- a) No record of adoption provided to SEWRPC if no date is listed.
- b) Under the master planning statute (Section 62.23 of the Wisconsin Statutes), which was the State law under which the Town plans were prepared, the Plan Commission had the authority to adopt by resolution a master plan or elements thereof.

COMPREHENSIVE PLANNING LAW

In 1999, the Wisconsin Legislature enacted a comprehensive planning law which is set forth in Section 66.1001 of the Wisconsin Statutes. The comprehensive planning law requires that comprehensive plans be completed and adopted by local governing bodies by January 1, 2010, in order for a town to enforce its zoning, subdivision, or official mapping ordinances. According to this law, a comprehensive plan shall be created by a town that exercises village powers under Wisconsin Statutes, Section 60.22 (3), or a master plan that is adopted or amended under Wisconsin Statutes, Section 62.23 (2) or (3). The law also requires that all comprehensive plans address the following nine elements:

- | | |
|--|----------------------------------|
| 1. Issues and Opportunities | 6. Transportation |
| 2. Agricultural, Natural, and Cultural Resources | 7. Land Use |
| 3. Utilities and Community Facilities | 8. Intergovernmental Cooperation |
| 4. Housing | 9. Implementation |
| 5. Economic Development | |

GOVERNMENTAL PARTNERSHIP

The Town of Eagle and the Village of Eagle signed a cooperative agreement to work together on a comprehensive plan update. They agreed to collaborate and develop a comprehensive plan that addresses both of their own local concerns and countywide issues. This collaborative effort will improve intergovernmental cooperation and utilize resources efficiently. Each community appointed representatives to serve on the Eagle Comprehensive Plan Advisory Committee (a.k.a. Advisory Committee) for the 9 major elements of the comprehensive plan process listed above. The Advisory Committee, in conjunction with the County, developed a set of implementation recommendations for each of the respective planning elements, which were later adopted by the Town Board.

ADVISORY COMMITTEE AND STAFF STRUCTURE

The preparation of the comprehensive plan was performed under the guidance of the Advisory Committee. The Advisory Committee was comprised of representatives from the Town of Eagle and Village of Eagle that signed the cooperative agreement to formally participate in this planning process, as well as input from Town and Village citizen members that represent business, industry, health care providers, school districts, media and religious facilities. Waukesha County staff and Southeastern Wisconsin Regional Planning Commission (SEWRPC) staff, as well as representatives from adjacent communities, were also invited to attend and comment. All staff work attendant to the preparation of the comprehensive plan was accomplished by Town Planner - Brian Pionke, and Town Engineers from Graef, Anhalt, and Schloemer & Associates.

PLAN ELEMENTS

The planning effort leading to the preparation of this comprehensive plan was designed to be a compilation of inventories and analyses for several planning elements conducted by the Advisory Committee. The following component elements were addressed in the planning process and are adopted by the Town of Eagle, Town Board as set forth in Chapters 1-10 of this document.

TRENDS, ISSUES AND OPPORTUNITIES ELEMENT

This element provides historic background data used to understand past trends, investigate issues, and provide for future opportunities. It was deemed crucial to the process to establish objectives, principles, and standards in the preparation of this plan. The following terms have the stated meanings for purposes of this comprehensive plan. "Objectives" are goals toward which the preparation of plans and plan implementation programs were directed. The formulation of objectives, thus, becomes an essential task that was undertaken prior to, or concurrent with, the preparation of plans. "Principles" are fundamental or generally accepted tenets used to support objectives and prepare standards and plans. "Standards" are criteria, which were established as a basis for determining the adequacy of plan proposals to attain agreed-upon development objectives.

The Advisory Committee identified issues and opportunities and established objectives, principles and standards necessary to guide the preparation of the comprehensive plan, which were later reviewed and adopted by the Town Board. Consideration was given to the objectives, principles, and standards set forth in the draft Waukesha County Comprehensive Plan. Based on the results of a random survey of Town citizens and public information meetings, the Advisory Committee identified a series of key issues facing the Town. Those items that have been addressed during the planning process included:

- Coordination of land use planning with school district planning
- Groundwater Supply
- Cost of Community Services
- Public Participation
- Transportation: analysis of highway corridors
- Use of Regional Storm-water Facilities
- Infrastructure for Commercial Locations
- Coordination of Public Interest (community service and utilities)
- Defining Rural Character and Development Design options to preserve Rural Character
- Needs of the Business Community-New Technology Businesses

- Business Retention, Expansion, and New Start-Ups
- Land Use Development Patterns and Transportation Impacts
- State Input and Legislation Effecting Land Use (DNR Stewardship program)
- Tax Structure
- Timely relationship between land use and transportation
- Government Role/Relationship between Communities and Land Use
- Future of Agriculture in the Township
- Impacts of Annexations
- Revenue Sharing Options
- Review of Urban Growth Areas
- Identification of Existing Housing and Affordable Housing Needs

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

A re-examination of the agricultural base in the Town was necessary to update the recommendations regarding the location and extent of farmland preservation areas in the County. This re-examination provided data on existing agricultural land use, agricultural soil capabilities, and the size of individual farm units in the Town. Information regarding soil capabilities for agricultural uses was collated from United States Department of Agriculture Soil Survey database files.

Recommendations regarding the preservation of prime farmlands were necessary to consider the extent to which such lands are already committed to urban development due to the proximity to existing and expanding concentrations of Village uses and the prior commitment of capital investments and utility extensions.

The natural resources of the Town provide the sustaining base for both rural and urban development and to which such development must be adjusted if an environment suitable for a high quality of life is to be maintained. For this reason, information concerning the natural resource base and elements closely related to the natural resource base was essential to the preparation of this comprehensive plan. Accordingly, the planning effort included a descriptive analysis of the natural resource base and environmental corridors, including consideration of woodlands, wetlands, wildlife habitat areas, prairies, areas of steep slopes, soils and soil characteristics, and lakes, streams, and rivers, along with their associated shore lands and flood lands. This information was obtained primarily through the collation of data contained in the SEWRPC Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, the Park and Open Space Plan for Waukesha County, and SEWRPC inventories.

This planning element also included a description of certain features, which, while not strictly a part of the natural resource base, are closely linked to the underlying resource base. Such natural resource base-related elements include existing State, County and municipal parks and recreation facilities, and sites of natural and scientific value. Information regarding these inventories was collated from input from municipal park boards, Waukesha County, SEWRPC, and the USDA Soil Conservation Service, now known as the Natural Resources Conservation Service (NRCS).

An inventory of the cultural and historic resources of the Town was completed as part of this planning element. Historic sites in the Town often have important recreational, educational, and cultural value. The information was obtained primarily from inventories and surveys conducted by the State of Wisconsin Historical Society and by the Town and historical societies.

COMMUNITY FACILITIES AND UTILITIES ELEMENT

Community facilities and utility systems form a functional supporting network for urban land uses. However, due to the rural character of the Town, major utility systems such as public sanitary sewerage and water supply systems are not included in this element of the comprehensive plan. Items such as storm-water management, erosion control, solid waste disposal systems, landfills, recycling, yard waste, gas and electric utilities, communication facilities, educational facilities, and other municipal services are covered in more detail in Chapter 5. Many of these items are currently addressed through common practices, local ordinances, Waukesha County ordinances and Wisconsin State law.

Storm-water Management:

The major storm-water drainage patterns including major watersheds, sub watersheds, and sub basins in the County were identified through the collation of data from SEWRPC, County, and local municipal files. In addition, the areas served by engineered storm-water drainage systems were identified by the Town Engineer.

Existing Community Facilities

Knowledge of existing community facilities is an important input to the preparation of a comprehensive physical development plan. Accordingly, the location of the following community facilities were plotted on suitable scale maps: public and private elementary and secondary schools and school district boundaries; technical school centers; public libraries; police and fire stations; and public and private hospitals.

HOUSING ELEMENT

Although residential housing is directly related to the land use element of a comprehensive plan, the issue of accommodating housing stock to meet the needs of the local workforce and business community continues to be unresolved. Through this cooperative comprehensive planning process, the Town was responsible for compiling data and recommendations to fulfill the housing element.

1. Existing housing stock:

The Town reviewed a descriptive analysis of the existing housing stock. This analysis includes data regarding the size, distribution, and characteristics of the housing stock. Housing unit characteristics include, at a minimum, information regarding the tenure status, structure type, value, and rent. Data regarding the existing housing stock was extracted from the 2000 Federal Census of Population and Housing and municipal appraisal information.

2. Existing housing needs:

The Town reviewed an analysis of the adequacy of the housing stock in terms of the extent to which it meets the needs of the resident population. Inadequacies were identified on the basis of currently accepted statistical measures of housing need, including: measures pertaining to sub-standard or non-conforming lots; availability of essential amenities such as water, gas, electric, and communication facilities; and the relationship between housing costs and household income. Information was collated from the 2000 Federal Census and from the comprehensive housing affordability strategies prepared by the City of Waukesha and Waukesha County as a condition for participation in the Federal Community Development Block Grant program and certain Federal housing programs.

3. Housing availability constraints:

The Town reviewed cost factors and other factors that may constrain the availability of housing within the community. While housing costs are largely determined by the operation of the real estate market, land use controls enacted by local units of government have a bearing on development costs, and in some cases, the availability of certain types of housing. In this respect, an analysis of existing zoning, land division regulations, and other land use controls was examined in order to identify whether changes may be warranted to affect housing availability or affordability.

4. Housing programs:

The Advisory Committee conducted an inventory and analysis of publicly assisted housing within the Town and of other government-sponsored housing efforts. In addition to the housing problems of the resident population, the Subcommittee analyzed the potential availability of housing for non-county residents who commute to places of work in Waukesha County. This aspect of the study included an assessment of the income levels of commuting workers relative to housing costs within the County. Pertinent income data was extracted from the Home Interview Survey conducted as part of SEWRPC's 2001 Household Travel, Regional Travel Survey.

ECONOMIC DEVELOPMENT ELEMENT

Knowledge of the past and present economy of the Town and Village is fundamental to preparing a comprehensive physical development plan. The future development of each community is directly related to the future of its economy. Economic growth leads to population growth and a demand for more conversion of rural land to urban uses. Therefore, a description of the economic base of the Town was provided. Included are a description of employment levels and the spatial distribution of employment within each community along with a description of the industrial base. Information from SEWRPC, local chambers of commerce, and the Waukesha County Economic Development Corporation were compiled and analyzed.

As the basis for the year 2035 regional land use plan, SEWRPC developed long-range forecasts indicating the anticipated levels of economic change, focusing on employment levels in the region. These forecasts, as they pertain to Waukesha County, were adopted for use in the preparation of the Town's Comprehensive Plan.

TRANSPORTATION ELEMENT

An efficient transportation system is essential to the sound social, as well as economic, development of the Town. A thorough understanding of the existing transportation system is fundamental to the revision of a comprehensive physical development plan.

1. Existing arterial street and highway system:

A description of the arterial street and highway system, including a description of the location and capacity of existing arterials, was included in the comprehensive plan. This information was collated from SEWRPC, Waukesha County, and local municipal files. The location of the railway was described and analyzed. Full use was made of SEWRPC, County, and community files for this purpose.

2. Existing Transit Facilities:
There are no existing public transit services within the Town. However, this facility analysis includes a discussion of existing and proposed pedestrian and bike trails, railways, taxis, bus services, and transportation systems for the elderly and disabled.
3. Existing Airport Facilities:
There are no existing or proposed airport facilities, aviation services, and aeronautical activity included in this report. This information was collated from the Town and Village as well as Waukesha County files.
4. Transportation Element:
The transportation element consists of a collation of completed transportation plans including: the regional transportation system plan for 2035, which includes the arterial street and highway element, transit element, and bicycle and pedestrian element; the Waukesha County Jurisdictional Highway System Plan; and the street and highway width map.

LAND USE ELEMENT

A detailed inventory of land use is required as an integral part of any comprehensive physical development planning program. Such an inventory must reveal the existing amount, type, intensity, and spatial distribution of land use, sufficient to: enable the identification of historic patterns and trends; and to provide a basis for the revision of the comprehensive plan. Much of the land use data needed for the revision of the development plan is available through inventories conducted by SEWRPC. In addition, significant land use planning work has been completed by the Town. The Land Use Inventory map of 2008, and data (current as of April 2005), was available for use in the revision of the development plan. Changes in land use were analyzed.

1. Community Plans:
The revision of a comprehensive plan consisted of attempts to incorporate local development goals, providing for the integration of local development objectives. Local plans and land use regulatory ordinances implicitly or explicitly contain locally conceived development objectives, which were considered.

An inventory was made of the Town's current community plan, and the formal adoption status of each plan. In recognition of the importance of conserving and renewing existing urban areas, this work element included an inventory of existing urban conservation plans, as part of locally designated urban conservation or reinvestment areas, and related redevelopment objectives that were identified and analyzed.
2. Land Use regulatory ordinances:
The existing subdivision regulatory ordinances, zoning ordinances and zoning district maps, and official maps were inventoried and analyzed for the Town and Village for their development implications.
3. Future urban land use pattern:
The adopted year 2020 Regional Land Use Plan and the year 2035 Regional Land Use Plan by SEWRPC sets forth a generalized pattern of recommended land uses, including: urban development areas; environmentally sensitive areas termed "primary environmental

corridors”, and rural areas. Within the areas designated for rural uses, the plan recommends that each community identify prime agricultural lands to be preserved for agricultural use, based on soils data, parcel sizes, and surrounding uses. The plan encourages continued agricultural use in rural areas not designated as prime farmland. Where residential development is to be accommodated in rural areas, the plan recommends an overall density of no more than one home per 3 acres, preferably using conservation design principles.

The land use element of the comprehensive plan refines and details the generalized recommendations of the land use plan as it applies to the Town. Specifically, the land use element indicates more precisely the future urban land use pattern which is recommended for the Village, and identifies more precisely the location of primary environmental corridors and other environmentally sensitive areas in the Town. The plan also identifies the location of those prime agricultural lands in the Town which are recommended for preservation. Moreover, in the revision of the land use element, consideration was given to adopted land use plans and zoning regulations, and development objectives contained therein. When possible, these were incorporated into the comprehensive plan.

The comprehensive plan refines and details the urban growth recommendations of the regional land use plan to indicate more precisely the types of land uses (for example, residential by major density category, commercial, industrial, and institutional) which are recommended within the Town by the year 2035.

INTERGOVERNMENTAL COOPERATION AND IMPLEMENTATION ELEMENT

The intergovernmental cooperation and implementation elements consist of a collation of opportunities and needs for cooperation between various levels and units of government in the County, including the school districts. Particular emphasis was placed upon coordinating activities relative to the siting and construction of public facilities and to the sharing of public services. In addition, opportunities were examined to consider pursuing formal and binding boundary agreements, political or service consolidations, common ordinances and uniform approaches to regulation, and the potential for the designation of forums for the resolution of intergovernmental disputes and problems. Drawing from the opportunities and needs analyses, and existing and future intergovernmental cooperation, recommendations were prepared.

Following review and adoption of the plan by the Town, the implementation of the plan would be the responsibility of the Town. This Plan contains a chapter specifically discussing and describing methods for plan implementation. The plan implementation element specifically addresses intergovernmental coordination needs, in particular: the extent to which the plans and programs of local governments having concurrent and overlapping jurisdictions; and recommendations for adjustment so that those plans and programs work together toward common ends. This portion of the plan implementation section also deals with the extent to which local government plans and programs in the County should be adjusted to be fully consistent with applicable Federal and State policies, the objective being to attain not only “horizontal” coordination, but also “vertical” coordination of all the planning efforts within and pertaining to Waukesha County.

PLAN AMENDMENT PROCESS

The implementation chapter of the development plan establishes an administrative procedure to provide for annual plan amendments to the Comprehensive Plan for the Town. The amendment process will provide an opportunity to reflect changing conditions and any changes in local development objectives. The plan amendment process will respect the statutory authorizations of the Town to amend their comprehensive plans, and have those changes reflected in the comprehensive development plan for the Village and County. These will be processed so formal amendments are not required every time an issue is raised which may or may not be appropriate for plan amendment. All applications requesting a plan amendment will be subject to a public hearing and advertised according to statutory requirements.

PUBLIC INVOLVEMENT

Wisconsin's Comprehensive Planning law requires public participation in every stage of the development of a plan. Specifically, Wisconsin Statutes, Section 66.1001(4) (a) requires that:

“The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of the Town will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property in which the allowable use or intensity of use of the property is changed by the comprehensive plan.”

As required by the statutes, a public participation plan was adopted by the Town Board on September 25, 2007, based on a recommended plan prepared by the Eagle Comprehensive Plan Advisory Committee. The Town understood that public participation is very important in the planning process. The biggest challenge in this process was making citizens understand that this process collectively benefits the Town and the Village, as well as Waukesha County, and sets the stage for the physical development of each community.

In the early stages of the planning process, it was important to enhance public awareness. The public participation function was the responsibility of the Comprehensive Plan Advisory Committee. As such, the Committee members designated their respective Clerks and their appointed designates as representatives to focus on public participation and to implement this public awareness campaign. Education is the central focus of any public participation effort, so that citizens get a better understanding of the current and past growth, and trend changes that occurred in the Town and Village. News releases, fact sheets, newsletters, websites, and display exhibits at the library or local government offices, are tools that were considered effective at creating public awareness.

Giving citizens the opportunity to help identify key community issues and develop a vision of what the local communities should look like in 25 years was an intensive effort. The most effective way to get this done was through a series of open meetings /visioning sessions, where various draft elements of the plan were discussed. Citizens also had the opportunity to send comments and questions to Town officials. The visions developed were shared through the use of news releases, displays, and fact sheets. The ability to use the information from the visioning sessions was crucial in making citizens of the Town feel like this is their plan. As the Town developed alternative strategies, it was important to provide information and education to the public. This again was done through news releases, the planning website, fact sheets, and open houses.

The final step that required extensive public input was the draft plan review and plan adoption process. In this step, the Town, adjacent towns, villages, the County, and citizens reviewed the plan. Public education provided information to help citizens understand the review process and describe plan specifics. Public input was solicited through open houses and other public events. The web site also allowed citizens the opportunity to comment. The draft plan was available for review at local government offices and public libraries.

In summary, the public participation steps for the comprehensive planning process included:

1. Education on current and past growth and changing trends in the Town, Village, and Waukesha County.
2. Visioning focus group sessions that included defining rural and urban character.
3. Utilizing visioning information in developing plan goals and objectives.
4. Citizen and local government review of the draft comprehensive plan.

COMPREHENSIVE PLAN OUTLINE

The general format and organization of the development plan is intended to follow a logical progression of information. Each chapter relates directly to the nine required elements of a comprehensive plan as defined in State statutes. The plan chapters are as follows:

Executive Summary

Chapter 1: Introduction

Chapter 2: Issues and Opportunities Element (Trends, Issues and Opportunities)

Chapter 3: Issues and Opportunities Element (Objectives, Principles, and Standards)

Chapter 4: Agricultural, Natural, and Cultural Resources Element

Chapter 5: Community Facilities and Utilities Element

Chapter 6: Housing Element

Chapter 7: Economic Development Element

Chapter 8: Transportation Element

Chapter 9: Land Use Element

Chapter 10: Intergovernmental Cooperation, and Implementation Elements

CHAPTER 2

ISSUES, AND OPPORTUNITIES ELEMENT

(TRENDS, ISSUES, AND OPPORTUNITIES)

Information regarding existing conditions and historic trends with respect to the demographic and economic base, the natural environment, and the man-made environment is essential to the comprehensive planning process. An extensive database has been developed by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) pertaining to these and other aspects of the Southeastern Wisconsin Region, updating that database periodically. A major inventory update effort was carried out by SEWRPC in the early 2000's in support of the preparation of new land use and transportation plans and other elements of the comprehensive plan for the Region, including Waukesha County and the Town of Eagle. This chapter presents a summary of the results of that inventory update pertaining to the population, land use, water supply, the natural resource base and the agricultural resource base.

Much of the demographic data in this chapter is from the U.S. Bureau of the Census. This data is collected every ten years and is derived from both short and long form questionnaires. The short form provides a complete count of all persons living in the United States along with over 300 tables with counts and cross tabulations of race, ethnicity, gender, and age data. The long form is sent to 1 out of every 6 households in the United States. It provides sample data for topics related to education, housing, income, and other social and economic issues.

DEMOGRAPHIC AND ECONOMIC BASE

Population Growth by County

In 1930, Waukesha County had approximately 52,000 residents. Waukesha County and the Town of Eagle began to experience significant population growth in the 1950s. From 1960 to 2005, the county population more than doubled. Between 1970 and 2005, the Town of Eagle population nearly tripled from 1,250 to 3,492 as population, business, and industry migrated from the City of Milwaukee and City of Waukesha to outlying areas.

Waukesha County Community Population Trends

Between 1970 and 1980, the majority of the county's growth in population occurred in cities and towns. In fact, 46 % took place in cities, 44 % in towns, and only 10 % in villages. Between 1990 and 2000, the growth in cities remained the same (46 %) with a more even distribution of growth between villages (31 %) and towns (23 %). In 2005, an estimated 20 % of the total county population lived in towns (75,626 people), 24 % resided in villages (91,157 people) and 56 % were residents of cities (210,565). The Town of Mukwonago experienced the largest population growth of any town in the County gaining 5,552 people from 1970 to 2005. The Town of Eagle had an increase in population of 2,242, which may have been partly spurred by the Mukwonago growth adjacent to its boundary. (Table 2-1)

Components of Population Change

Population change can be attributed to natural increase and net migration. Natural increase is the balance between births and deaths in an area over a given period of time; it can be measured directly from historical records on the number of births and deaths for an area. Net migration is the balance between migration to and from an area over a given period of time; as a practical matter, net migration is often determined as a derived number, obtained by subtracting natural increase from total population change for the time period concerned.

Table 2-1

**POPULATION GROWTH FOR COMMUNITIES
IN THE GREATER EAGLE AREA: 1970-2005**

Community	1970	1980	1990	2000	2005
Town of Eagle	1,250	1,758	2,028	3,117	3,492
Town of Mukwonago	1,930	4,979	5,967	6,868	7,482
Town of Ottawa	1,698	2,795	2,988	3,758	3,850
Village of Eagle	745	1,008	1,182	1,707	1,772
Village of Mukwonago	2,367	4,014	4,464	6,162	6,506
Village of North Prairie	669	938	1,322	1,571	1,855
Waukesha County	231,335	280,203	304,715	360,767	377,348

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

Racial Composition

Almost 98 % of residents in the Town of Eagle were White in 2000. According to census data, the Hispanic population is 18, the African American population is 16, and the Asian population is 12 in the Town of Eagle. However, the population of Waukesha County continues to grow more diverse, as the Hispanic population in the county nearly doubled from 5,448 to 9,503 between 1990 and 2000. Asians made up the third largest racial group within Waukesha County with nearly 5,400 people.

Household Trends

In addition to population, the number of households, or occupied housing units, is of importance in land use and public facility planning. Households directly influence the demand for urban land as well as the demand for transportation and other public facilities and services. A household includes all persons who occupy a housing unit-defined by the Census Bureau as a house, an apartment, a mobile home, a group of rooms, or a single-room that is occupied, or intended for occupancy, as separate living quarters. In 2000, slightly over 76 % (103,373) of the total housing units in Waukesha County were owner occupied. According to the 2000 census, the Town of Eagle's number of owner occupied residences was approximately 17% above the Waukesha County average, while the number for rental units was 17% below the County average. The number of households in the Town of Eagle increased by 366 households, or 53.5 %, from 683 households in 1990, to 1,049 households in 2000. In Waukesha County municipalities, owner occupied housing ranges from 56.5% to 99% of total housing stock, with the Town of Eagle in the upper 1/3 of the County.

Table 2-2

**OWNER VS. RENTER OCCUPIED UNITS FOR COMMUNITIES
IN THE GREATER EAGLE AREA: 2000**

Community	Owner Occupied	Percent	Renter Occupied	Percent
Town of Eagle	1,049	93.8	69	6.2
Town of Mukwonago	2,184	97.5	57	2.5
Town of Ottawa	1,232	89.6	143	10.4
Village of Eagle	529	89.4	63	10.6
Village of Mukwonago	1,516	63.4	876	36.6
Village of North Prairie	455	85.7	76	14.3
Waukesha County Total	103,373	76.4	31,856	23.6

Source: U.S. Bureau of the Census

Household Size

In 2000, the average Waukesha County household size ranged from 2.05 in the Village of Butler to 3.26 in the Village of Merton. The Town of Eagle's 2.97 household size tied for 6th highest in the County. The figures continue to decline slightly in Waukesha County communities. From 1990 to 2000, the average household size declined in Waukesha County from 2.83 to 2.63 persons. This trend is occurring on a regional, state, and national scale as families continue to become smaller. A growing population with a decreasing household size has implications for development of housing stock, demand for future water and sanitary sewer capacity, land use, and other utilities and community facilities. This trend is examined in more detail in the Housing and Utilities and Community Facilities chapters of this report.

Table 2 – 3

AVERAGE HOUSEHOLD SIZE FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000

Community	Average Household Size
Town of Eagle	2.97
Town of Mukwonago	3.14
Town of Ottawa	2.73
Village of Eagle	2.88
Village of Mukwonago	2.54
Village of North Prairie	2.96
Waukesha County	2.63

Source: U.S. Bureau of the Census

Median Age

Waukesha County's median age is increasing. The median age in 1970 was 27, and in 2000, reached 38.1. Amongst Towns, the Town of Eagle median age was second only to the Town of Mukwonago. The Town of Eagle median age was 36.9 years old, whereas the County average was 38.1 years old.

Age Composition

The 45 to 64 age, and 65 and over age groups, will continue to grow in number reflecting the aging of "baby boomers". The population aged 25 to 44 will begin to decrease as a smaller age cohort born in the 1970s moves into this age group. This changing age composition will have implications for school districts, labor, housing, and transportation. In 2000, 33.0% of the population in the Town of Eagle was between the age of 25 and 44 years, and 25.6% was between the ages of 45 to 64 years. These age trends are slightly higher than the rest of Waukesha County.

Table 2 - 4

**POPULATION BY AGE GROUP AND MEDIAN AGE FOR COMMUNITIES
IN THE GREATER EAGLE AREA: 2000**

Municipality	Under 5	5 - 14	15 - 24	25 - 44	45 - 64	65 & Over	Median Age
Town of Eagle	226	532	326	1,030	799	204	36.9
Town of Mukwonago	426	1,316	856	2,128	1,839	303	36.7
Town of Ottawa	206	596	409	999	1,118	430	41.1
Village of Eagle	164	306	175	649	301	112	32.8
Village of Mukwonago	434	864	882	1,980	1,328	674	33.9
Village of North Prairie	98	296	188	515	392	92	36.3
Waukesha County	23,096	54,805	41,587	107,439	90,406	43,434	38.1

Source: U.S. Bureau of the Census

Household Income

Waukesha County has a substantially higher median household income than adjacent counties. The median household income was \$62,839 in 2000, for Waukesha County. This figure was over 60 % higher than the median household income in Milwaukee County. The median household income in the Town of Eagle ranked 21st out of 37 communities, but was higher than the Waukesha County average by \$6,232. (Table 2-5)

Table 2-5

**MEDIAN HOUSEHOLD INCOME FOR COMMUNITIES
IN THE GREATER EAGLE AREA: 1999**

Community	Median Household Income
Town of Eagle	\$69,071
Town of Mukwonago	\$75,067
Town of Ottawa	\$69,493
Village of Eagle	\$62,300
Village of Mukwonago	\$56,250
Village of North Prairie	\$70,781
Waukesha County	\$62,839

Source: U.S. Bureau of the Census

Employment Trends

Waukesha County has continued to enhance its economy through new job creation. Waukesha County experienced a 43 % growth in employment from 1990 to 2000, resulting in a net addition of 81,100 jobs. Although, Milwaukee County has nearly three times as many jobs as Waukesha, it recorded only a 2 % increase in jobs during the 1990s. Waukesha County like the rest of Wisconsin has experienced a decline in manufacturing as a percent of total employment. Despite this fact, Waukesha County is still above the 12% national average for manufacturing employment, as approximately 21 % of all jobs in Waukesha County are in manufacturing. Service employment has increased significantly in Waukesha County over the last decade and now is the most important sector for jobs, accounting for 28 % of all jobs within the county. (See Table 2-6)

The US Census Bureau information does not designate the types of the jobs available in the Town of Eagle, only what types of jobs the residents of the Town are employed in. According to the 2000 US Census there are 1,692 Town residents over 16 years of age that are employed. The

Census information indicates that 573 or 33.9% are management, professional and related occupations, 203 or 12.0% are service occupations, 477 or 28.2% are sales and office occupations, 15 or 0.9% of the jobs are in farming, fishing, and forestry, 205 or 12.1% in construction or extraction and 219 or 12.9% in production, transportation and material moving occupation. The major types of industries that the residents of the Town are employed in are; manufacturing at 406 or 24.0%, construction at 217 or 12.8%, retail trade at 216 or 12.8%, or educational health and social services at 197 or 11.6%.

Table 2-6

WAUKESHA COUNTY EMPLOYMENT INDUSTRY TRENDS: 1990-2000

Waukesha County	1990	2000	1990-2000 Number Change in Employment	2000 Percent of Total Employment
Agriculture	1,191	1,011	-180	1%
Construction	12,679	18,462	5,783	7%
Manufacturing	44,871	56,754	11,883	21%
Transportation, Communication and Utilities	8,185	9,516	2,434	4%
Wholesale Trade	16,128	22,508	6,380	8%
Retail Trade	31,054	43,132	12,078	16%
Finance, Insurance and Real Estate	13,131	22,340	9,209	8%
Services	46,293	76,265	29,979	28%
Government and Government Enterprises	13,994	17,059	3,065	7%
Other	2,135	3,749	1,614	1%

Source: U.S Bureau of Economic Analysis and SEWRPC

Educational Attainment

Waukesha County has the third highest percentage of people with educational degrees in Wisconsin. Over 41.5 % of people 25 years of age and older have an associate, bachelors, graduate, or professional degrees within Waukesha County. Only Dane with 49.5 % and Ozaukee at 45.6 % have higher percentages in Wisconsin. Within Waukesha County municipalities, this figure ranges from 18 % in the Village of Butler, to 70 % in the Village of Chenequa. In the State of Wisconsin, 31 % of residents age 25 and over have earned an associate, bachelors, graduate, or professional degree. More than 1/3 of the Town of Eagle residents have an educational degree beyond high school, but the town was ranked only 28 out of 37 among Waukesha County communities evaluated. The Town is comparable to other area communities. (Table 2-7).

Table 2-7

**RESIDENTS OF AGE 25 AND OVER WITH ASSOCIATES,
BACHELOR'S, GRADUATE, OR PROFESSIONAL DEGREES
FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000**

Community	Number	Percent
Town of Eagle	673	34.2
Town of Mukwonago	1,757	42.3
Town of Ottawa	959	37.5
Village of Eagle	309	26.9
Village of Mukwonago	1,381	35.0
Village of North Prairie	370	36.6

Source: U.S. Bureau of the Census

Summary of the Population Characteristic of Town of Eagle

The median age of Town's residents at the time of the census was 36.9 years of age; with 49.3 % being males and 50.7 % being females. The 1990, census indicated that the Town of Eagle had a population of 2028. The 2000, census showed the population of the Town at 3,117 persons, which was a 53.6% jump in the population. The 2010, population projection by Wisconsin Department of Administration projects the population to be 3,817 persons, and the Town currently has a population of 3,579 in 2007. The average household size in 2000, was 2.97 persons per household. Assuming development densities in the Town will remain constant, Waukesha County anticipates by the year 2035, that the Town's population will be 5,554, which is an increase of 1,975 people or 665 households. These 665 households will add an average of 23.75 dwellings to the landscape per year. The Town has modified its population estimates as explained on page 2-8 and as shown in Table 2-8

URBAN GROWTH AND DEVELOPMENT

SEWRPC relies on two types of inventories and analyses in order to monitor urban growth and development in Southeastern Wisconsin - an urban growth ring analysis and a land use inventory. The urban growth ring analysis delineates the outer limits of concentrations of urban development and depicts the urbanization over the past 150 years. When related to urban population levels, the urban growth ring analysis provides a good basis for calculating urban population and household densities. By contrast, SEWRPC's land use inventory is a more detailed inventory that places all land and water areas into one of 66 discrete land use categories, providing a basis for analyzing specific urban and non-urban land uses. Both the urban growth ring analysis and the land use inventory have been updated to the year 2000, under the continuing regional planning program, and therefore serve as the basis for the land use trends present in this Plan.

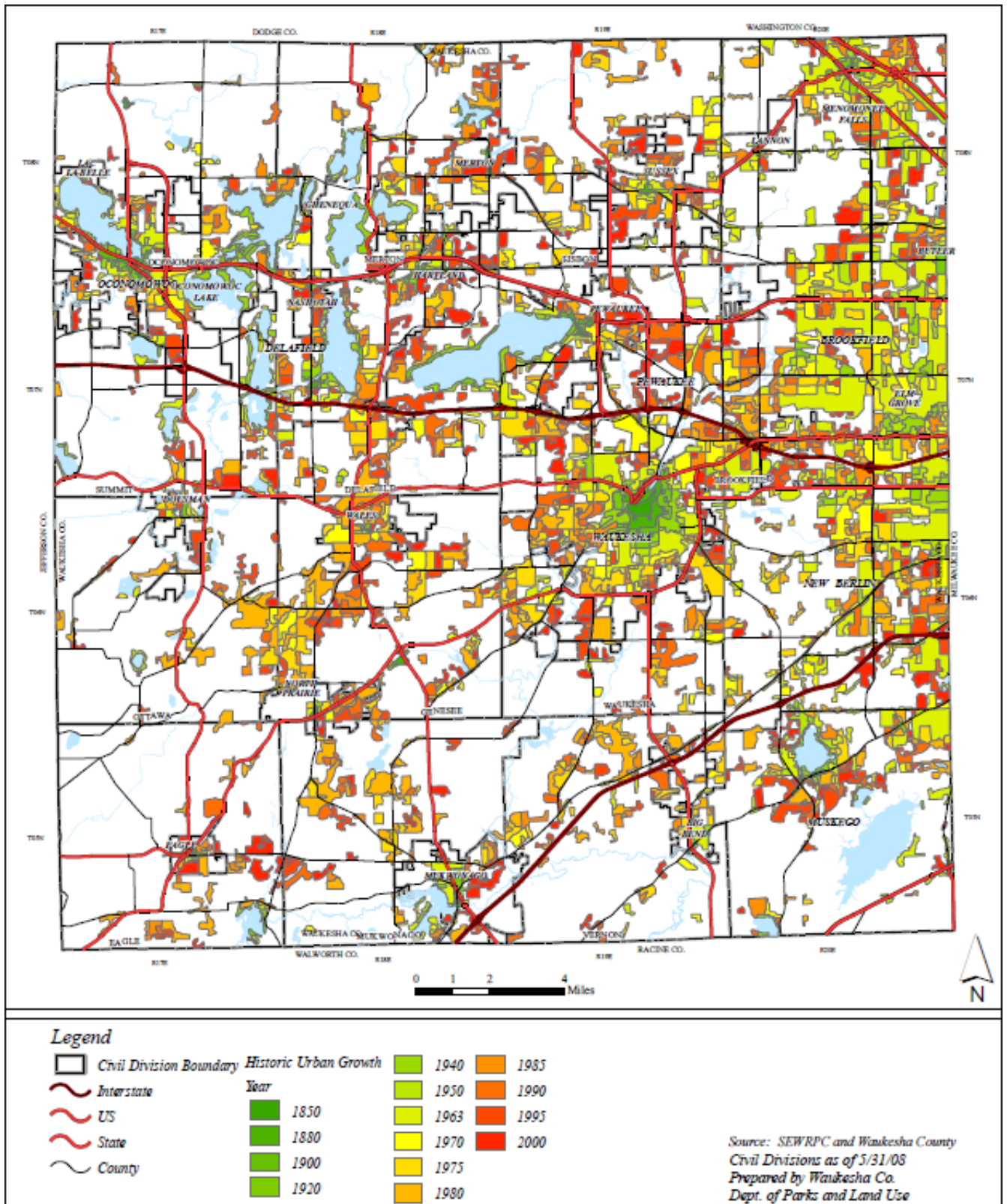
Urban Growth Ring Analysis

The urban growth ring analysis shows the historical pattern of urban settlement, growth, and development since 1850, for selected points in time. Areas identified as urban under this time series analysis include areas where residential structures or other buildings have been constructed in relatively compact groups, thereby indicating a concentration of residential, commercial, industrial, governmental, institutional, or other urban land uses. In addition, the identified urban areas encompass certain open space lands such as urban parks and small areas being preserved for resource conservation purposes within the urban areas.

As part of the urban growth ring analysis, urban growth for the years prior to 1940, was identified using a variety of sources, including the records of local historical societies, land subdivision plat records, farm plat maps, U. S Geological Survey maps, and Wisconsin Geological and Natural History Survey records. Urban growth for the years 1940, 1950, 1963, 1970, 1980, 1990, and 2000, was identified using aerial photographs. Because of limitations inherent in the source materials, information presented for the years prior to 1940, represents the extent of urban development at approximately those points in time, whereas the information presented for later years can be considered precisely representative of those respective points in time. The urban growth ring analysis, updated in 2000, is presented graphically on Map 2-1.

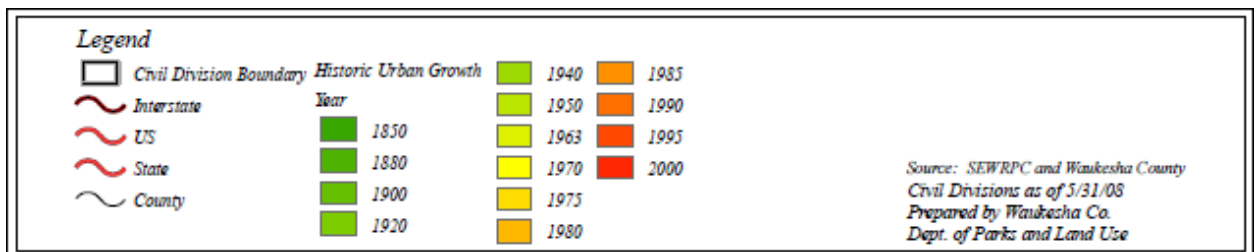
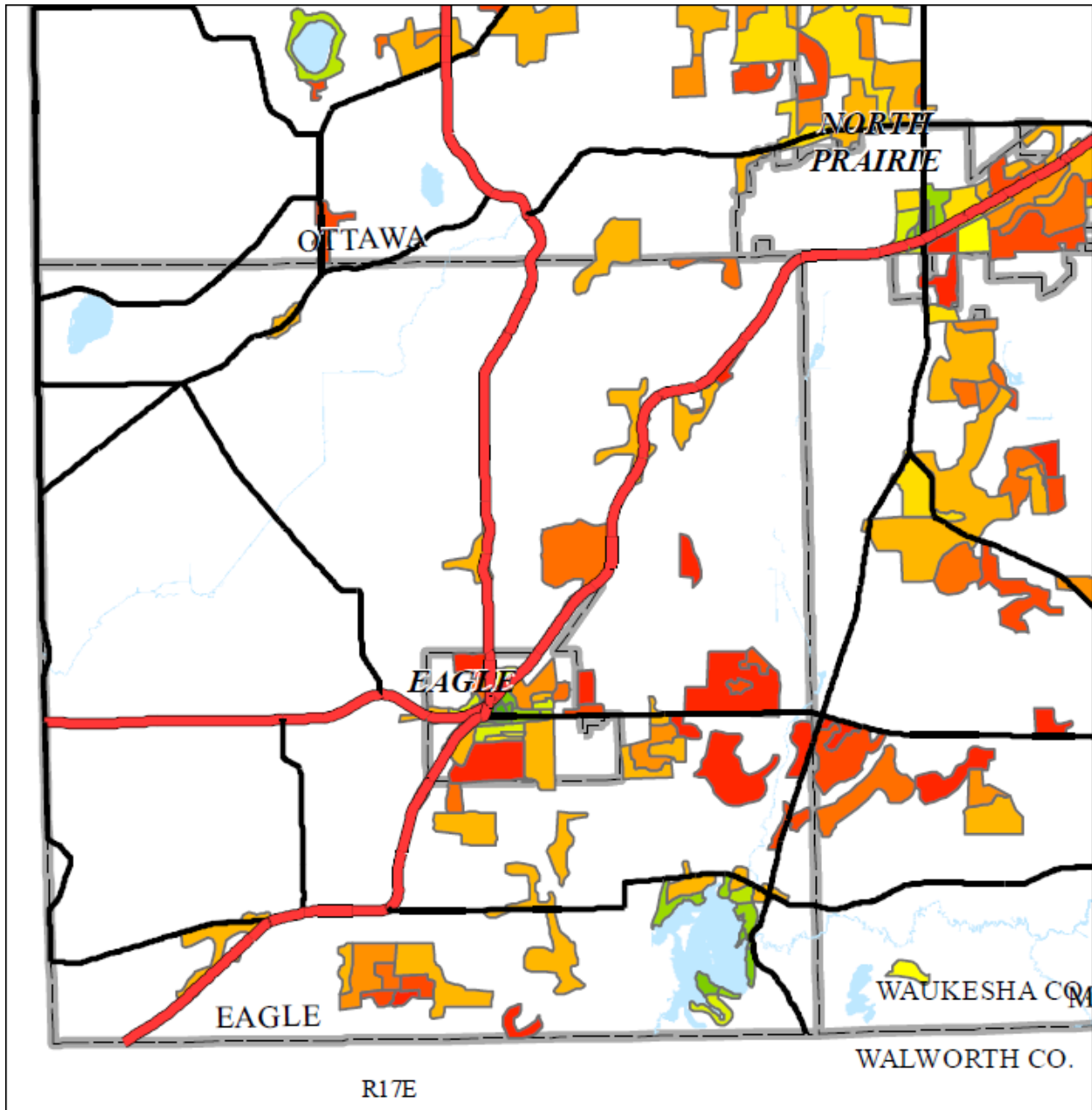
Map 2-1

HISTORIC GROWTH RING ANALYSIS IN WAUKESHA COUNTY: 1850-2000



Map 2-2

**HISTORIC GROWTH RING ANALYSIS FOR COMMUNITIES
IN THE GREATER EAGLE AREA: 1850-2000**



Population Projections

Projections are estimates of the population for future dates. They illustrate plausible courses of future population change based on assumptions about future births, deaths, international migration, and domestic migration.

While projections and estimates may appear similar, there are some distinct differences between the two measures. Estimates are for the past, while projections are based on assumptions about future demographic trends. Estimates generally use existing data collected from various sources, while projections must assume what demographic trends will be in the future.

In the report, *The Population of Southeastern Wisconsin*, SEWRPC projected a range of future population and household levels – using high, intermediate, and low growth scenarios for Waukesha County. The analysis uses the cohort-component projection model that projects population based on births, deaths, and migration rates. (Previously referenced fertility, survival, and migration rates). After analyzing the data, the intermediate growth projection was used for County land use planning purposes. The intermediate population projection predicts a modest increase in birth rates, a slight improvement in death rates, and a relatively stable migration pattern through 2035. The intermediate projection of growth for Waukesha County is slightly higher than projections developed by the Wisconsin Department of Administration. At the community level it is more difficult to project future population growth, demographic trends, or domestic migration or movement from one community to another. This last variable is influenced by age, marriage, income, housing availability, and percentage of renters vs. homeowners. As a result, the projections for communities are a best projection guess, but may end up being quite different at the community level 25 years into the future.

Population Projections for Waukesha County and the Greater Eagle Area

The projected population for the Waukesha County planning analysis areas in 2035, is 446,768 persons. This is a projected increase of 86,000 persons, or about 23.8 %, over the 2000 population level of 360,800. The County’s existing and projected population, households and job totals for planning analysis areas are set forth in Table 2-8 and Table 2-9 and presented on the planning area Map 2-2. However, the projected population growth in the Town of Eagle has been modified in Table 2-8, because roughly 45% of the available land area within the Town is designated as surface water, wetland, woodlands, or open lands to be preserved, (much of it laying within the State Forest). Therefore, the Town has elected to designate only enough land for approximately 330 future residential dwelling units, and an estimated increase in population of only 980 persons. More detailed discussion regarding employment and other economic trends are presented in Chapter 7.

**Table 2-8
POPULATION PROJECTIONS FOR COMMUNITIES
IN THE GREATER EAGLE AREA: 2010-2035**

Community	2010	2015	2020	2025	2030	2035
Town of Eagle	3,817	*3,998	*4,174	*4,367	*4,572	*4,797
Town of Mukwonago	7,631	7,989	8,346	8,765	9,153	9,571
Town of Ottawa	4,057	4,191	4,327	4,497	4,641	4,795
Village of Eagle	1,912	2,005	2,097	2,205	2,306	2,414
Village of Mukwonago	6,839	7,131	7,422	7,770	8,084	8,423
Village of North Prairie	1,900	2,048	2,193	2,353	2,520	2,702
Waukesha County - Total	386,460	397,922	409,570	424,472	436,986	446,768

Source: Wisconsin Department of Administration

Note: The projections for years 2030 and 2035 were made with simple trend extrapolation techniques by the University of Wisconsin Applied Population Laboratory. These projections are built upon the Wisconsin Department of Administration’s Demographic Services Center’s population projections for municipalities (through 2025) and for counties (through 2030).

* Projections for the Town vary proportionately with that of the Demographic Service Center after 2010, based on the lower population projections adopted by the Town.

Table 2-9

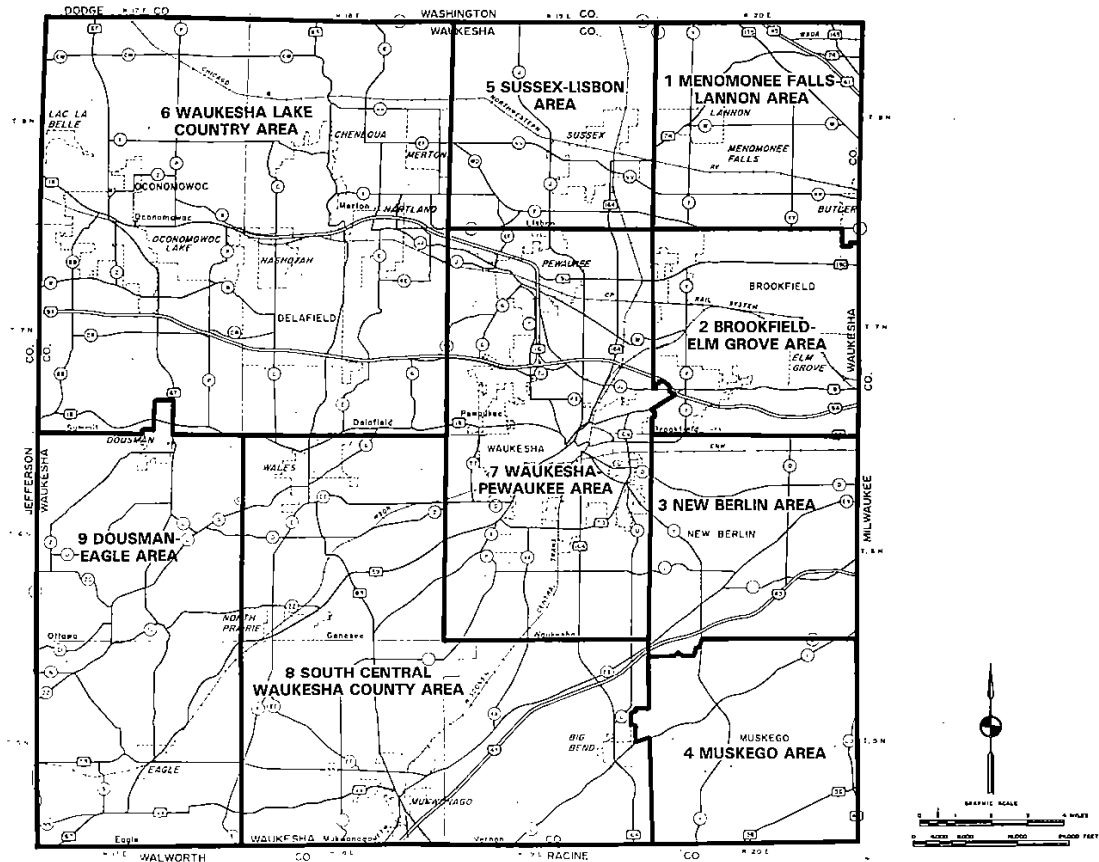
EXISTING 2000 AND PLANNED 2035 POPULATION, HOUSEHOLDS AND EMPLOYMENT BY WAUKESHA COUNTY PLANNING ANALYSIS AREA

County and Planning Analysis Area (See Map 2-2)	Population				Households				Jobs			
	Existing 2000	Planned Increment: 2000 - 2035		Total 2035	Existing 2000	Planned Increment: 2000 - 2035		Total 2035	Existing 2000	Planned Increment: 2000 - 2035		Total 2035
		Number	Percent			Number	Percent			Number	Percent	
Waukesha												
1	35,500	9,200	25.9	44,700	14,200	4,300	30.3	18,500	43,800	9,800	22.4	53,600
2	50,900	6,300	12.4	57,200	19,000	3,200	16.8	22,200	58,500	6,500	11.1	65,000
3	38,200	7,200	18.8	45,400	14,500	3,400	23.4	17,900	27,000	7,400	27.4	34,400
4	21,400	9,400	43.9	30,800	7,500	3,800	50.7	11,300	7,400	1,300	17.6	8,700
5	18,400	7,200	39.1	25,600	6,600	3,100	47.0	9,700	9,300	4,300	46.2	13,600
6	59,400	16,300	27.4	75,700	21,800	7,100	32.6	28,900	31,500	13,400	42.5	44,900
7	93,800	20,500	21.9	114,300	36,800	9,600	26.1	46,400	78,900	10,400	13.2	89,300
8	32,900	7,300	22.2	40,200	11,200	3,200	28.6	14,400	11,500	7,800	67.8	19,300
9	10,300	2,600	25.2	12,900	3,600	1,200	33.3	4,800	2,900	2,000	69.0	4,900
Total	360,800	86,000	23.8	446,800	135,200	38,900	28.8	174,100	270,800	62,900	23.2	333,700

Source: SEWRPC. All figures rounded to the nearest hundred

Map 2-3

WAUKESHA COUNTY PLANNING AREAS



Source: SEWRPC.

Land Use Inventory

SEWRPC land use inventory is intended to serve as a relatively precise record of land use at selected points in time. The land use classification system used in the inventory consists of nine major categories which are divisible into 66 sub-categories, making the inventory suitable for both land use and transportation planning, adaptable to storm water drainage, public utility, and community facility planning, and compatible with other land use classification systems. Aerial photographs serve as the primary basis for identifying existing land use, augmented by field surveys as appropriate.

The first regional land use inventory was prepared by SEWRPC in 1963, and has been updated periodically, with the most recent inventory prepared using aerial photographs taken in spring of 2000. As part of the year 2000 land use inventory, the delineation of existing land use was referenced to real property boundary information, increasing the precision of the land use inventory and making it more useable to public agencies and private interests. However, year 2000 land use inventory data are not strictly comparable with data from the 1990, and prior inventories. The data remains suitable for denoting general land use trends. The results of the land use inventory are presented in Table 2-10.

Table 2-10
LAND USE ACRES FOR THE TOWN OF EAGLE: 1963-2000

Land Use Category ^a	1963	1970	1980	1990	2000
Urban:					
Residential	311.9	329.0	799.8	1,020.4	1,756.6
Commercial	7.1	9.6	14.6	18.3	21.1
Industrial	7.8	9.2	11.0	12.0	19.2
Transportation, Communication, and Utilities*	482.8	484.1	551.1	558.0	776.5
Governmental and Institutional	9.3	9.3	9.7	9.4	7.8
Recreational*	89.7	137.4	198.1	199.8	250.4
Subtotal Urban	908.6	978.6	1,584.3	1,817.9	2,831.6
Non-urban:					
Agricultural	12,739.6	12,352.0	11,327.9	10,974.2	9,462.9
Unused Rural and Other Open Lands*	410.0	477.5	737.5	947.5	1,393.4
Natural Areas – Surface Water	289.1	304.8	320.0	321.6	313.5
Natural Areas – Wetlands*	4,394.0	4,296.0	4,275.9	4,240.3	4,194.4
Natural Areas – Woodlands*	3,642.6	3,973.5	4,120.4	4,065.0	4,173.2
Subtotal Non-Urban	21,475.3	21,403.8	20,781.7	20,548.6	19,537.4
Total	22,383.9	22,382.4	22,366.0	22,366.5	22,369.0

* These areas include the State-owned properties of the Department of Natural Resources and Department of Transportation which account for 7545.35 total acres.

Note: As part of the regional land use inventory for the year 2000, the delineation of existing land use was referenced to real property boundary information, which was not available for the 1990 and prior inventories. This change increases the precision of the land use inventory and makes it more useable to public agencies and private interests. As a result of the change, however, year 2000 land use inventory data are not strictly comparable with data from the 1990 and prior inventories. The most significant effect of the change is to increase the transportation, communication, and utilities

category—as a result of using actual street and highway rights-of-way as part of the 2000 land use inventory, as opposed to the use of narrower estimated rights-of-way in prior inventories.

Land Use Change: 1963-2000

Residential development was responsible for the most significant land use change within the Town since 1963. Over 1,444 acres of land was converted to residential use as the Town gained over 286 house-holds between 1970 and 2000. Agricultural lands experienced the greatest loss of any land use within the Town between 1963 and 2000. Nearly 3,276 acres of agricultural lands were converted to other land uses.

NATURAL RESOURCES

Groundwater Supply

The importance of groundwater as a source of water supply in Waukesha County and Southeastern Wisconsin can be shown by analyzing water-use data. In Waukesha County, nearly all of the water supply has historically been obtained from the groundwater system. Groundwater use and total water use in Waukesha County have risen steadily since 1985, increasing by about 36 % over the period 1985 to 2000.

Recharge to groundwater is derived almost entirely from precipitation and from private waste water systems. Much of the groundwater in shallow aquifers originates from precipitation that has fallen and infiltrated within a radius of about 20 or more miles from where it is found. On the average, precipitation annually brings about 32 inches of water to the surface area of the county. It is estimated that approximately 80% of that total is lost by evapo-transpiration. Of the remaining water, part runs off in streams and part becomes groundwater. It is likely that the average annual groundwater recharge to shallow aquifers is 10 to 15% of annual precipitation.

To document the utilization of the shallow aquifers in the county, it may be assumed, for example, that, on the average, 10 % of the annual precipitation reaches groundwater. Then, the average groundwater recharge in the County would be about 88 million gallons per day (mgd). The estimated daily use of groundwater for the County in 2000 was about 38 mgd, which is about 43 % of the total amount of groundwater assumed to be recharged in a given year.

This indicates that there is an adequate annual groundwater recharge to satisfy water demands on the shallow aquifer system in Waukesha County on a countywide basis. However, the availability on a localized area basis will vary depending upon usage, pumping system configuration, and groundwater flow patterns. However, the situation is different for the deep aquifers where withdrawals of groundwater cause supply/demand imbalance in areas of concentrated use of groundwater.

Surface Water Resources

The Town of Eagle has two lakes that comprise approximately 347 acres or 1.5 % of the total area of the Township. Eagle Spring Lake in the southeast corner of the township is 311 acres and includes 9 small islands. Beaver Dam Lake in the northwest corner of the township is 36 acres in area. Surface water within the northern section of the Town of Eagle drains into the first 7 miles of the Scuppernong River, which is a tributary to the Bark River in Jefferson County. The remaining surface water drains into Jericho creek which is a tributary for the Mukwonago and Fox Rivers. The Bark, Fox and Rock Watersheds are all west of the sub-continental divide and drain west into the Mississippi River basin.

SURVEY RESULTS

Transportation: Fifty-seven percent of the Eagle residents agree, or strongly agree, that the overall road network currently meets the needs of the county's residents. However, 42% either disagreed or strongly disagreed that roads will be adequate to meet future growth needs. Forty-four percent of Town residents desired more biking and walking trails.

Community Services and Facilities: When Town residents were asked about performance of services, solid waste management "garbage collection"(86%) and recycling program (78%) were rated "excellent" or "good". The park and recreation facilities (76%), library services (70%), and fire and police protection (61%) were also rated high. Satisfaction with current Planning and Zoning practices rated the lowest of 14 services with 36 % rating it as "excellent" or "good" while 22% rated it "poor" or "very poor".

Economic Development: Eagle residents emphasized the development of knowledge based types of businesses such as emerging technology and medical services as the most desirable for the County/Local future economic base. It appeared that 40% or more of the people in the Town were in favor of sharing ambulance, library, building inspection, and/or police services with neighboring governments.

Overall, the County's survey which was conducted in 2006, reinforced the Town's Smart Growth Listening Session meeting in 2007, as the residents continued to support the retention and protection of the rural atmosphere, preserving the natural resources such as water quality for lakes and streams, farm lands, open spaces and ground water. The Town's survey indicated that 81% agreed with purchase of development rights to permanently stop development on selected agricultural land and open space.

At the Town's Smart Growth Listening Session meeting which was conducted on September 26, 2007 issues that were discussed by the citizens were as follows;

1. Retain farms and agricultural land
2. Long term maintenance of open spaces
3. Consider future development primarily around village
4. Allow only 3-5 acre lots in the Town
5. Support residential Planned Unit Developments (PUD's), but don't promote subdivisions
6. Review the need for senior housing and required support services.
7. No multi-family development
8. Add more retail development especially a food store.
9. Stand by zoning laws and land use plan and don't buckle to development pressures.
10. Invest in the library, and carefully consider any building expansion
11. Police protection and fire protection is adequate and does not need to expand
12. Discuss combining some community services like library, police, fire and building inspection
13. Work with the DNR
14. Define "rural character"; in discussing the issue of rural character, there was a wide range of visions of what the members felt was rural character, ranging in size from 3 to 5 acre lots, lot density and open space, farm open space, private ownership and maximum lot sizes.

After analyzing the two surveys and the comments at the Town's Smart Growth Listening Session meeting, it is felt that many of the major directives of the current Land Use Plan will continue and be consistent with the objectives of the updated Waukesha County Development Plan and the 2035 Regional Land Use Plan which is discussed in Chapter 3.

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CHAPTER 3

ISSUES AND OPPORTUNITIES ELEMENT (OBJECTIVES, PRINCIPLES, AND STANDARDS)

FORMULATION OF OBJECTIVES

The Advisory Committee for the Town/Village of Eagle has reviewed the objectives and supporting principles and related standards used in the update of the County Plan to determine and analyze whether they concur with and support those objectives, standards, and principles as they apply to the Town of Eagle.

Planning may be described as a rational process for formulating and achieving objectives. The formulation of objectives is an essential task to be undertaken before plans can be prepared. The land use objectives along with supporting principles and related standards recommended by the Advisory Committee were the basis for the preparation of a Town of Eagle Comprehensive Plan. The objectives are derived from the objectives contained in the Regional Land Use Plan for Southeastern Wisconsin: 2035, and the Waukesha County Comprehensive Development Plan.

The key steps in the comprehensive planning process are:

1. formulation of objectives and standards,
2. inventory
3. analyses and forecasts
4. plan design
5. plan evaluation
6. plan refinement and plan adoption.
7. plan implementation (is considered throughout the process)

The terms “objective,” “principle,” “standard,” “plan,” “policy,” and “program” are subject to a range of interpretations. This chapter deals with Objective, Principles, and Standards, and the basic concepts which they represent, with an understanding that the interrelationship between these terms and the Trends, Issues, and Opportunities listed in the previous chapter is essential to any comprehensive plan. Under the regional planning program, these terms have been defined as follows:

1. Objective: a goal or end toward the attainment of which plans and policies are directed.
2. Principle: a fundamental, primary, or generally accepted tenet used to support objectives and prepare standards and plans.
3. Standard: a criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.
4. Plan: a design that seeks to achieve agreed-upon objectives.
5. Policy: a rule or course of action used to ensure plan implementation.
6. Program: a coordinated series of policies and actions to carry out a plan.

GENERAL DEVELOPMENT OBJECTIVES

The following general development objectives, presented as part of the year 2035 Regional Land Use Plan, and Waukesha County Comprehensive Development Plan, have been reaffirmed by the Advisory Committee for use in the preparation of the Town of Eagle Comprehensive Plan; no ranking is implied by the order in which these objectives are listed:

1. A broad range of choice among housing designs, sizes, types, and costs, recognizing changing trends in age group composition, income, and family living habits.
2. An adequate, flexible, and balanced level of community services and facilities.
3. An attractive and healthful physical and social environment with ample opportunities for high-quality education, cultural activities, and outdoor recreation.
4. Protection, sound use, and enhancement of the natural resource base.
5. Development of communities having distinctive individual character, based on physical conditions, historical factors, and local desires.
6. An efficient and equitable allocation of fiscal resources within the public sector of the economy.
7. Preservation and protection of desirable existing residential, commercial, industrial, and agricultural development in order to maintain desirable social and economic values and renewal of obsolete and deteriorating areas in both suburban and rural areas; and prevention of blight.
8. A wide range of employment opportunities through a broad diversified economic base.
9. Economic growth at a rate consistent with Town resources, including land, water, labor, and capital, and primary dependence on free enterprise in order to provide needed employment opportunities for the expanding labor force.

SPECIFIC DEVELOPMENT OBJECTIVES

Within the framework established by the general development objectives, a secondary set of more specific objectives, which are directly relatable to physical development plans, and which can be at least generally quantified has been developed. The specific development objectives are concerned primarily with spatial allocation to, and distribution of, the various land uses; land use compatibility; resource protection; and accessibility.

The following specific development objectives have been formulated by the Advisory Committee. No ranking is implied by the order in which these objectives are listed:

1. A spatial distribution of the various land uses which maintains biodiversity and which will result in the preservation and sustainable management of the natural resources of the Town.
2. The preservation of productive agricultural lands.
3. The preservation and provision of open space to enhance the total quality of the Town environment, maximize essential natural resource availability, give form and structure to suburban development, and provide opportunities for a full range of outdoor recreational activities.
4. A spatial distribution of land uses and specific site development designs which protect or enhance the surface and ground water resources of the Town.
5. A spatial distribution of the various land uses that maintains biodiversity and which will result in clean air and the protection and wise use of the natural resources including: soils, nonmetallic minerals, lakes and streams, wetland, woodlands, prairies, and wildlife.

6. A balanced allocation of space to the various land use categories, which meets the social, physical, and economic needs of the Town population.
7. A spatial distribution of the various land uses that will result in a convenient and compatible arrangement of land uses.
8. A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.
9. The development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.
10. The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and location.
11. A multi-modal transportation system which establishes appropriate types and choices of transportation modes that through its location, capacity, and design will effectively serve the existing Town land use patterns and promotes the implementation of proposed land uses.
12. To provide police, fire and other emergency service facilities necessary to maintain high-quality protection throughout the Town.
13. To support joint library services in a facility with accessibility for all citizens throughout the Town.
14. To cooperate with appropriate school districts so that educational services are focused on the education of all students throughout the Town.
15. An adequate stock of decent, safe, and sanitary housing, to meet the Town's total housing requirement.
16. Adequate locational choice of housing.

FORMULATION OF STANDARDS

Complementing each of the foregoing specific land use development objectives is a set of planning standards. Each set of standards is directly related to the objective. The standards facilitate application of the objectives in plan design and evaluation. The standards related to the sixteen specific development objectives were developed and reviewed by the Advisory Committee addressing the particular planning element.

BALANCING OF PLANNING STANDARDS

In applying the planning standards and preparing the Town of Eagle Comprehensive Plan, it should be recognized that it is unlikely that the Plan can meet all of the standards completely. It should also be recognized that some objectives are complementary, with the achievement of one objective supporting the achievement of others. Conversely, some objectives may be conflicting, requiring reconciliation through consensus building and/or compromise.

For example, as part of the planning process, the objectives of preserving agricultural and other open space lands, must be balanced with the need to convert certain lands to suburban use in support of the orderly growth and development of the Town.

Most of the land use development objectives, principles, and standards were incorporated by the Advisory Committee without significant change from those sets included in the adopted Regional Land Use Plan - 2035. The intent of this chapter is to analyze general objectives for the Town's plan. Subsequent chapters will detail standards and objectives as they relate to particular planning elements.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 1

The preservation of agricultural lands.

Principle

The preservation of agricultural land is important for meeting future needs for food. Agricultural areas, in addition to providing food and fiber, can provide wildlife habitat and contribute to the maintenance of an ecological balance between plants and animals. Moreover, the preservation of agricultural areas also contributes immeasurably to the maintenance of the scenic beauty and cultural heritage of the Town. Maintaining agricultural lands near suburban areas can facilitate desirable and efficient production-distribution relationships, including community-supported agriculture operations.

The preservation of agricultural lands can maximize return on investments in agricultural soil and water conservation practices; and minimizes conflicts between farming operations and suburban land uses.

Standard

1. Maintain the rural character of the community and preserve prime agricultural lands for the benefit of the Town, and the farmer desiring to farm the land. Prime agricultural lands in the Town include those lands in agricultural use, unused/open lands other than “Open Lands to Be Preserved”, primary/secondary environmental corridor or isolated natural areas, and are within a 5 square mile contiguous area (including adjacent counties). They possess important farmlands and the absence of significant steep slopes and prairie, and meet all of the following criteria: 1) is outside of any planned sewer service area boundary; 2) 75% is agricultural or open/unused land use; 3) 50% is Class I or Class II soils which meet Natural Resources Conservation Service standards; and 4) 75% consists of land ownership parcels of 35 acres or more.
2. Rural land uses will be protected through their designation in an Agricultural Land Use category. Lands in the Agricultural category which meet the above criteria may be eligible to participate in the Wisconsin Farmland Preservation Program. This program gives tax credits to farmers who maintain their land in agricultural use.
3. Development of agricultural lands should take place in an orderly and sequential fashion. In order to preserve farming as a viable economic pursuit, new development should not impinge on adjacent agricultural land use, or cause increased tax assessments for farmers.
4. Agricultural land use and operations will be encouraged by the Town as a resource for the use and benefit of present and future generations.
5. Agricultural lands are an integral part of the Town's heritage, and therefore, preservation of agricultural land will be promoted as a means to retain the Town's rural character and to provide open space.
6. Subdivision design may allow for the inclusion of both residential and agricultural uses and will encourage subdivision design that results in a minimum reduction of agricultural land.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 2

A distribution of the various land uses which will result in the preservation and sustainable use of the natural resources of the Town, including inland lakes and streams, groundwater, wetlands, woodlands, prairies, and wildlife.

- 2-1. Environmental Corridors and Isolated Natural Resource Areas
- 2-2. Other Environmentally Sensitive Areas
- 2-3. Restoration/Enhancement of Natural Conditions

Environmental Corridors and Isolated Natural Resource Areas Principle: 2-1

The preservation of environmental corridors and isolated natural resource areas in essentially natural, open use yields many benefits, including recharge and discharge of groundwater; maintenance of surface water and groundwater quality; attenuation of flood flows and flood stages; maintenance of base flows of streams and watercourses; reduction of soil erosion; abatement of air and noise pollution; protection of wildlife habitat; protection of plant and animal diversity; protection of rare and endangered species; maintenance of scenic beauty; and provision of opportunities for recreational, educational, and scientific pursuits. These environmental corridors once lost would be impossible to reclaim or replace. Since some environmental corridors and isolated natural resource areas are poorly suited for urban development, their preservation can help avoid serious and costly development problems while protecting the Town's most valuable natural resources.

Standards

1. Primary environmental corridors should be preserved in natural open uses.
2. Secondary environmental corridors and isolated natural resource areas should be preserved in essentially natural, open uses to the extent practicable, as determined in Town and local plans. Uses considered as being compatible with the preservation of environmental corridors and isolated natural resource areas are described in Table 4-3 in Chapter 4.
3. Require that development near environmentally sensitive areas be such that there is no degradation of natural resources.

Other Environmentally Sensitive Areas Principle: 2-2

Care in locating suburban and rural development in relation to other environmentally sensitive areas can help to maintain the overall environmental quality of the Town and to avoid developmental problems.

Standards

1. All natural areas and critical species habitat sites identified for preservation in the Regional Natural Areas and Critical Species Habitat Protection and Management Plan will be preserved.
2. Small wetlands, woodlands, and prairies even if not identified as part of an environmental corridor or isolated natural resource area may be preserved to the extent practicable, as determined in Town plans
3. Encourage protection of upland conservancy areas such as woods, fencerows, wildlife habitats, prairie, and unique glacial features.

4. One hundred year recurrence interval floodlands should not be allocated to any development, which would cause or be subject to flood damage; and no unauthorized structure should be allowed to encroach upon and obstruct the flow of water in perennial stream channels and floodways.
5. Suburban and rural development should be directed away from areas, with steep slope (12 degrees or greater) or with seasonally high groundwater one foot or less from the surface.
6. Land use patterns will be designed to discourage development of below grade structures on soils with seasonally high groundwater less than 3 feet from the surface. The intent is to allow development on these marginal soils, providing below grade structures (including basements) shall maintain a minimum of one foot separation from the seasonally high groundwater level.

Restoration/Enhancement of Natural Conditions Principle: 2-3

Restoration of unused farmland and other open space land to more natural conditions, resulting in the re-establishment or enhancement of wetlands, woodlands, prairies, grasslands, and forest interiors, can increase biodiversity and contribute to the overall environmental quality of the Town by providing additional functional values as set forth in Objective No. 1 above.

Standard

1. Carefully planned efforts to restore unused farmland and other open space land to more natural conditions should be encouraged.
2. Recognize the potential of disturbance to the inter-linked natural environment by any types of construction and development.
3. Promote use of all practical methods to maintain existing mature vegetative cover within potential development areas.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 3

A distribution of land uses and specific site development designs which protects or enhances the surface and ground water resources of the Town.

Surface and Groundwater Quality Principle

Information regarding existing and potential surface and ground water quality conditions is essential to any comprehensive land use and natural resource planning program. The existing quality condition of the surface and ground water resource provides important baseline data. The potential condition becomes the goal upon which planners and resource managers target their land use efforts.

Standards

1. Promote development of lands within the Town in a manner which will protect the quality of surface and ground waters, including lakes, rivers, streams, and wetlands
2. Encourage low impact storm water management practices, and impervious surface standards

3. Potentially contaminating land uses will not be located in areas where the potential for groundwater contamination is the highest.
4. Storm water management planning will seek to meet the potential biological use objectives of the streams in the Town (presented in Chapter 5 of this Plan).

Groundwater Quantity Principle

Information regarding existing ground water quantity conditions is essential to any comprehensive land use and natural resource planning program. The existing condition of ground water quantity provides important baseline data. Potential ground water quantity conditions provide important data upon which planners and resource managers can make comprehensive development planning decisions.

Standards

1. Land use development patterns and practices will be designed to preserve important groundwater recharge areas and should support maintaining the natural surface and groundwater hydrology to the extent practicable.
2. Storm water management planning will seek to encourage ground water recharge to maintain the natural groundwater hydrology.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 4

The preservation and provision of open space to enhance the total quality of the Town environment, maximize essential natural resource availability, give form and structure to suburban development, and provide opportunities for a full range of outdoor recreational activities.

Open Space Principle

Open space is the fundamental element required for the preservation and sustainable use of such natural resources as soil, water, woodlands, wetlands, native vegetation, and wildlife; it provides the opportunity to add to the physical, intellectual, and spiritual growth of the population; it enhances the economic and aesthetic value of certain types of development; and it is essential to outdoor recreational pursuits.

Standards

1. Major park and recreation sites providing opportunities for a variety of natural resource-oriented, self actualized outdoor recreational activities should be provided by the Town.
2. Typically local municipalities provide outdoor recreation facilities to afford the resident population of the opportunities to participate in intensive non-resource-oriented outdoor recreation activities. These types of facilities are activity specific such as tennis, baseball, basketball, soccer, skate parks and playgrounds.
3. Areas having unique scientific, cultural, or educational value should not be changed to any suburban or agricultural land uses; adjacent surrounding areas should be retained in open space use, such as agricultural or limited recreational uses.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 5

A distribution of the various land uses which maintains clean air and soil, and will result in the protection and wise use of the natural resources of the Town.

Soils Principle

The proper relation of suburban and rural land use development to soil types and distribution can serve to avoid many environmental problems, aid in the establishment of better regional settlement patterns, and promote the wise use of an irreplaceable resource.

Standards

1. Unsewered suburban residential development should not be located in areas covered by soils identified in the detailed operational soil survey as unsuitable for such development.
2. Rural development, including agricultural and rural residential development, should not be located in areas covered by soils identified in the detailed operational soil survey as unsuitable for such uses.
3. Suburban and rural development should be directed away from areas, with steep slopes (12 degrees or greater) or with seasonally high groundwater one foot or less from the surface.
4. Land use patterns should be designed to discourage development of below grade structures on soils with seasonally high groundwater less than 3 feet from the surface. The intent is to allow development on these marginal soils, providing below grade structures (including basements) maintain a minimum of one foot separation from the seasonally high groundwater level.

Nonmetallic Minerals Principle

Most high quality material for nonmetallic mining is concentrated in the western half of the County along the Kettle Moraine and on outwash plains, with many other small deposits scattered throughout the County. While the Town has an adequate local supply of sand, gravel, and stone, large scale quarrying has not been considered a profitable operation within the Town of Eagle.

Standard

Commercial non-metallic mineral extraction in the Town of Eagle is not encouraged, because of its impact on the local natural and cultural resources.

Clean Air Principle

Air is a particularly important determinant of the quality of the environment for life, providing the vital blend of oxygen and other gases needed to support healthy plant and animal life. Air, however, contains pollutants contributed by both natural and human sources which may be harmful to plant and animal life that may injure or destroy such life, and that may severely damage personal and real property.

Standards

Encourage a centralized land use development pattern to minimize automobile travel and related air pollutant emissions.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 6

A distribution of land uses and specific site development designs which protects or enhances the cultural and historic resources of the Town.

Historic Resources Principle

Encourage an appreciation and understanding of the importance of historic sites, which will result in the preservation, maintenance, and sustainable use of existing historical sites.

Standards

1. Carefully planned efforts to identify all existing historic sites and buildings should be investigated.
2. Recognize the potential historic and cultural value in preserving historic sites for educational purposes and potential for tourism value within the Town.

COMMUNITY FACILITIES - OBJECTIVE NO. 1

To provide police, fire and other emergency service facilities necessary to maintain high-quality protection throughout the Town.

Emergency Services Principle

The adequacy of police, fire and other emergency protection in the Town is dependent upon the relationship between the distribution of land uses and the location of facilities available to serve those uses.

Standard

The future placement and current use of emergency service facilities need to be coordinated to optimize emergency response times and to eliminate overlap of service areas and equipment.

COMMUNITY FACILITIES - OBJECTIVE NO. 2

To support joint library services in a facility with accessibility for all citizens throughout the Town.

Library Services Principle

The adequacy of joint library services in the Town is dependent upon the relationship between the distribution of residential land uses and the location of library facilities available to serve those uses.

Standard

The current use and possible future placement of joint library facilities need to be coordinated to optimize proximity to most users within the Town.

COMMUNITY FACILITIES - OBJECTIVE NO. 3

To cooperate with appropriate school districts so that educational services are focused on the education of all students throughout the Town.

Educational Services Principle

The adequacy of educational services in the Town is dependent upon the relationship between the distribution of land uses and the location of educational facilities available to serve those uses.

Standard

1. The current use and possible future placement of school facilities need to be coordinated to optimize proximity to most users within the Town.
2. All facilities need to be safe and secure places for learning to occur.

COMMUNITY FACILITIES - OBJECTIVE NO. 4

To coordinate the government and institutional lands used by the School Districts, Village of Eagle, Waukesha County, the State of Wisconsin and other public or non-profit bodies with the Town's land use needs.

Governmental Principle

That government and institutional services provided on Town-owned land be accessible to Town residents and benefit the community as a whole

Standards

1. Investigate possibilities for shared facilities with the State, the County, and area school districts and the Village of Eagle
2. Support maintenance of the existing facilities and uses of the Kettle Moraine State Forest, and discourage its development except for historic or outdoor recreational use
3. Discourage additions to the Kettle Moraine State Forest beyond the existing boundaries
4. Permit development of hiking trails as recommended by the Southeastern Wisconsin Regional Planning Commission's Report "*A Park and Open Space Plan for the Town of Eagle*"

HOUSING OBJECTIVE

The Town will encourage an adequate housing supply which balances the demand for housing with the rural character and resources of the Town, and will encourage a mix of housing suitable for people in various stages of life and various economic levels.

Principles

The data available for development of this Comprehensive Plan shows an adequate supply of affordable housing in the Town, based on several different measurements.

However, it is believed that there is a less than adequate supply of housing likely to appeal to older adults within the Town who are looking to down-size.

Note: This Comprehensive Plan was developed in the midst of a significant uncertainty in the national and local economies, during which it is difficult to anticipate future economic conditions.

Standards:

1. When evaluating housing development proposals, the Town will consider the impact on the Town's infrastructure, giving due consideration to the Town of Eagle Comprehensive Plan to Chapter 5 - Community Facilities & Utilities, and Chapter 8 - Transportation Facilities.
2. When evaluating housing development proposals, the Town will consider the impact on the Town's character and environment, giving due consideration to the Town of Eagle Comprehensive Plan to Chapter 4 – Agricultural, Natural and Cultural Resources.
3. When evaluating housing development proposals, the Town will respect the rights of property owners.
4. The Town will assess a subdivision plat or certified survey proposal for its location in the Town and in relation to other developments.
5. The Town will encourage a variety of housing types to achieve diversity within the community.
6. The Town will consider multi-family housing proposals suitable for seniors.
7. The Town will encourage the use of subdivision designs that protect the rural atmosphere and natural resources of surrounding areas throughout the Town.
8. In order to limit the risk of having an excess supply of empty residential lots in the Town, the Town will maintain a standard in the Land Division Ordinance that allows new subdivisions lots to be created only if a specified percentage of lots, previously created within a certain number of preceding years, have already been built upon.
9. The Town will encourage consolidation of lots in high-density residential areas that are substandard in area, or are otherwise non-conforming.
10. The Town will encourage variable lot sizes in residential subdivisions to enhance environmental or historic resources.
11. The Town will encourage energy efficient home designs.

ECONOMIC DEVELOPMENT - OBJECTIVE NO. 1

Commercial development should be accessible to residents, meet the needs and desires of Town residents, and fit the Town's rural character.

Existing Businesses Principle

The existing number and type of commercial business services already serving the Town's residents will be considered in making decisions, with regard to any new business enterprises.

New Businesses Principle

New commercial development benefits the Town through additions to the tax base, additional job opportunities, minimal impact on community services, and will cost less tax revenue to support than that of other types of development.

Standards

1. To the extent possible, new business development will locate next to existing business development, and along state or county trunk highways, so that noise, traffic, and lighting, will not negatively affect residents.
2. All new business uses will be separate from, yet conveniently located for, residential use.
3. The Town will consider the impact and benefit of any proposed development on the surrounding area.
4. Any new business development needs to provide the Town with anticipated costs for public improvements, environmental impacts, and impacts on agricultural lands.
5. When a new business development proposal is presented for approval, the Town will consider whether comparable resources are offered by nearby villages.
6. The Town has encouraged the development of a second business park.
7. Based on citizen input, the Town would like to draw customers from a large area, but still offer services which benefit local residents, and that would fit into the Town's character. Those services most encouraged to develop in the Town include a pharmacy, full-service food store, sit-down restaurant, medical/dental service, and farm implement shop.
8. The Town has established an ordinance to regulate individual business development including the need to provide buffering between business and adjacent residential uses, parking, signage, and lighting. Expansion of the ordinance needs to be considered for business parks, and the need for expanded landscape standards.

ECONOMIC DEVELOPMENT - OBJECTIVE NO. 2

Manufacturing development in the Town will be encouraged to the extent possible, so long as it does not significantly change the Town's rural character.

Manufacturing Principle

New light manufacturing benefits the Town through additions to the tax base, additional job opportunities, minimal impact on community services, and will cost less tax revenue to support than that of other types of development.

Standards

1. When manufacturing development occurs, it should be located near a village, on major highways, and/or with access to the Central Wisconsin Railroad line.
2. Because manufacturing development is intensive and potentially a source of negative effects on the community, all new manufacturing development will be concentrated in defined areas to avoid "creeping" expansion, and so that its impact on surrounding land uses, the environment, and on the entire Town is minimized.
3. Light manufacturing does not produce heavy sewage flow, need large amounts of water, and does not have the potential of significant negative spillovers into the community. Such uses as: automobile dealerships; companies involved in the manufacture, processing or assembling of food products; pharmaceuticals; products from natural or non-toxic substances like wood, textiles, and leather; appliances; television and radio stations; and warehouses will be encouraged to locate in the Town.

4. Heavy manufacturing would not be compatible with the Town's agricultural-suburban-recreational character, and may cause air, noise or water quality degradation which requires special efforts to control them.
5. The Town is not the appropriate location for waste disposal sites.

TRANSPORTATION OBJECTIVE

A multi-modal transportation system which, establishes appropriate types and choices of transportation modes, that through its location, capacity, and design, will effectively serve the existing Town and County land use pattern and promote the implementation of the regional land use plan and the County comprehensive development plan, meeting and managing the anticipated travel demand generated by the existing and proposed land uses.

Principle

A multi-modal regional transportation system is necessary to provide transportation service to all segments of the population and to support and enhance the economy and quality of life. The arterial street and highway system serving personal travel by automobile and freight travel by truck is, has been, and will likely continue to be the dominant element of the transportation system carrying over 90% of total daily travel, and serving the overwhelming majority of the population. However, there are substantial reasons for a multi-modal regional transportation system, including public transit and bicycle-pedestrian elements. Moreover, in the most heavily traveled corridors, public transit and bicycle and pedestrian facilities can alleviate peak travel loadings on highway facilities and the demand for land for parking facilities. Also, a multi-modal transportation system can support and enhance the quality of life and economy by providing a choice of modes.

Standards

1. The transportation system should be consistent with and serve to support, and promote the implementation of the land use plan.
 - a. Higher relative transportation accessibility should be provided to areas recommended for development than to areas not recommended for development;
 - b. Improvements in accessibility should be provided to areas recommended for development rather than to areas not recommended for development.
2. Arterial Street and Highway System
 - a. In rural areas, arterials should be provided at intervals of no less than two miles in each direction.
 - b. In suburban areas of the Town the arterial streets should be easily accessible.
 - c. Arterial street and highway facilities should be provided with adequate traffic-carrying capacity to minimize traffic congestion. Design capacity as provided in Table 8-4, and Congestion levels as provided in Table 8-5 should be taken into consideration before making any future improvements.

3. Bicycle and Pedestrian Facilities

- a. All arterial streets and highways (including their bridge and underpass facilities) may provide accommodation for bicyclists upon construction or reconstruction, or for arterial facilities having a rural cross-section if possible, when resurfaced.
- b. A regional system of off-street bicycle paths may be provided in accordance with the recommendations set forth in the adopted park and open space plans. These off-street bicycle paths should provide reasonably direct connections between the suburban areas and communities on safe and aesthetically attractive routes with separation from motor vehicle traffic.
- c. The detailed planning objectives and standards for bicycle and pedestrian facilities are documented in SEWRPC Planning Report No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin: 2035*, June 2006.

LAND USE DEVELOPMENT - OBJECTIVE NO. 1

Maintain the rural atmosphere of the Town for the future by maintaining a large quantity of agricultural land, environmental lands, open space, wetlands, and wildlife habitat.

Principle

The Town should maintain rural atmosphere and preserve natural resources, by controlling development and encouraging continued farming operations.

Standards

1. Rural residential development should be located in such a way as to minimize conflicts attendant to dust, odors, and noise associated with farming activity that may arise when residences are located in the vicinity of agricultural operations.
2. Unique residential subdivision design will be encouraged to maintain the rural atmosphere of the surrounding area.
3. The historic, environmental, and aesthetic resources of the Town will be maintained.
4. Existing land use resources and environmentally sensitive lands of the region will be carefully considered before making development decisions.
5. Development which will promote the fiscal well-being of the Town will be encouraged.

LAND USE DEVELOPMENT - OBJECTIVE NO. 2

Establish a distribution of the various land uses around the Town, which will result in a convenient and compatible arrangement of land uses. Before making a development decision, the Town will consider comparable development elsewhere within the Town.

Principle

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

Standards

1. Mixed-use development designs should be used, as appropriate, to accommodate land uses that are compatible, complementary, and in the vicinity of each other. Mixed-use development may include residential, recreational, and commercial uses, placed together, or commercial and industrial uses placed together.
2. Only development that is compatible with adjacent land uses and served by adequate public services will be allowed.
3. Rural residential development should also be located in such a way as to minimize impacts on the natural resource base including wildlife habitat.

LAND USE DEVELOPMENT - OBJECTIVE NO. 3

The development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.

Planned Unit Development Principle

Residential development in the form of planned unit developments, which locate the residences in clusters, can provide a desirable environment for families, as well as other household types; can provide efficiency in the provision of neighborhood services and facilities; and can foster safety and convenience.

Standards

1. Suburban residential uses should be located closer to the village and to main traffic routes.
2. Suburban residential neighborhoods should be designed as cohesive units properly related to the larger community of which they are a part.
3. Conservation subdivision designs will be encouraged, and will generally involve locating dwelling units in clusters surrounded by open space, thereby achieving the desired density for the site on an overall basis. The layout of individual lots and supporting streets is done in a manner that preserves the most significant existing natural resource features and open lands to the extent practicable. In a rural setting, conservation subdivisions can include agricultural lands or environmentally sensitive lands as part of the open space area that is planned to be preserved.
 - a. Suburban residential neighborhoods should accommodate a mix of housing sizes, structure types, and lot sizes, resulting in an overall density that is within the planned density range for each neighborhood.
 - b. Conservation subdivision design concepts should be incorporated into all neighborhoods, to the extent practical.
 - c. To the extent practicable, efforts directed at the conservation and renewal of existing residential areas should be undertaken, and should seek to preserve those cultural features which contribute to the promotion of neighborhood identity.

Open Space Design Principle

Residential development should provide a desirable environment for households seeking proximity to open space. Subdivision designs which retain natural features such as woodland, native prairie, hills, wetlands, water features, historic sites and agricultural land will be preferred.

Standards

1. The Town will seek to maintain the rural character of lands located within its municipal limits.
2. Continued agricultural and other open space uses are encouraged in such areas.
3. Where residential development is to be accommodated, an overall Town density of no more than one dwelling unit per five acres should be maintained. The overall density includes all publicly owned open space areas and any lands owned by conservation organizations or having conservation easements.
4. The use of residential cluster designs, with homes developed in clusters surrounded by agriculture or other open space sufficient to maintain the maximum recommended overall Town density of no more than one home per five acres, is encouraged.
5. A development density of no more than one home per three acres in the Town is recommended to help accomplish the following:
 - Minimize increased traffic volumes on rural highways.
 - Preserve natural drainage systems insofar as possible and minimize drainage problems and the need for storm water management facilities
 - Preserve open space and rural character, especially through the use of cluster design, to accommodate residential development while avoiding “wall to wall” residential subdivisions
 - Sustain development served by onsite sewage treatment systems and wells
 - Minimize the risks to the groundwater supply which the widespread use of onsite wells at higher densities may pose in the long term
 - Preserve, through careful design, the overall integrity of the rural landscape, including environmental corridors and wildlife habitat areas.
6. The Town will encourage larger lot development where the soils limit septic system usage, where natural features dictate larger lots, or where the Town believes it is necessary to maintain the feature in its natural state.
7. The Town will allow development of land splits by certified survey, but only when there is no potential for blocking future adjacent development.

LAND USE DEVELOPMENT - OBJECTIVE NO. 4

A balanced allocation of space to the various land use categories, which meets the social, physical, and economic needs of the Town population.

Housing Supply Principle

The planned supply of suburban land use should approximate the known and anticipated demand for that use, to the extent that it benefits the community as whole and maintains the Town’s rural character.

Standards

1. For dwelling units to be accommodated within the Town at each suburban residential density, the amounts of residential and related land should be allocated as shown in Chapter 9, Table 9-2.
2. For each 1,000 persons to be accommodated within the Town, at least 9 acres of land may be set aside in other public parks on a prorated basis.

Commercial and Industrial Supply Principle

Industrial and commercial businesses provide jobs and contribute to the economic vitality of the Town. The important activities related to these functions require areas and locations suitable to their purposes.

Standards

1. In order to enhance the viability of existing or proposed retail, office and industrial areas, the following objectives and standards shall guide the placement of new uses. (These facilities are not anticipated to be provided by the Town)
 - a. Commercial use should serve residents beyond the Town boundaries.
 - b. The site should have minimal slope limitations and have adequate facilities for storm-water drainage or retention.
 - c. The parcel should have adequate water supply and utilities, such as gas and electric
 - d. The designated area should have soils adequate for on-site sewerage disposal system
 - e. The site shall be serviced adequately with fire and emergency services
 - f. The site should be highly visible from arterial or collector streets.
 - g. There shall be ready access to the arterial street and highway systems.
 - h. The site shall have adequate on-street and off-street parking and loading areas.
 - i. The site shall make provisions for properly located points of ingress and egress, appropriately controlled to prevent congestion on adjacent arterial streets.
 - j. The site design should emphasize integration with nodes, rather than linear strips.
 - k. The site design shall appropriately integrate with adjacent land uses.
 - l. The site should have adequate depth to provide an area for landscape screening of adjacent residential properties
2. In the rural areas some limited commercial and industrial uses may be allowed by Conditional Use permits, where it is determined that the use is compatible with the adjacent residential and agricultural uses.

Existing Development Principle

Development, primarily commercial and industrial in nature, which is located adjacent to existing development, will result in lower public service costs and maintenance of the rural atmosphere in other areas of the Town.

Standard

New commercial and industrial development will be encouraged to concentrate in locations along existing arterial streets and highways, and adjacent to similar uses.

LAND USE DEVELOPMENT - OBJECTIVE NO. 5

A distribution within the Town of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of said services. New development will be assessed by its potential impact on the Town infrastructure. With new development comes the Town's responsibility to provide certain public services: ambulance care and emergency fire protection, maintenance of Town roads, general administrative duties, library services, and waste disposal. In the future, the potential ~~tax~~ impact of a new development will be evaluated per Exhibit 9-1 before the development is approved.

Principle

The transportation and public utility facilities, and the land use pattern which these facilities serve, are mutually interdependent in that the land use pattern determines the demand for, and loading upon, transportation and utility facilities. These facilities, in turn, are essential to, and form a basic framework for, land use development.

Standards

1. Suburban development should be located and designed so as to maximize the use of existing transportation and utility systems.
2. The transportation system should be located and designed to serve not only all land presently devoted to suburban development, but to land planned to be used for such suburban development.
3. The transportation system should be located and designed to minimize the impact of existing and planned residential neighborhood units by through traffic.
4. Transportation terminal facilities, such as off-street parking, off-street truck loading, and public transit stops, should be located in proximity to the principal land uses to which they are accessory.
5. Mixed use development should be encouraged to accommodate multi-purpose trips, including pedestrian trips, as a matter of convenience and efficiency.
6. In the absence of public sanitary sewer service, on-site soil absorption sewage disposal systems shall be sited and designed in accordance with Chapter Comm. 83 of the *Wisconsin Administrative Code*.

Note: Additional supporting documentation for each set of Objectives, Principles, and Standards listed in this chapter is contained within the respective chapters of this Plan.

CHAPTER 4

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

This chapter is a compilation of objectives, policies, goals, maps, and programs for the conservation, and promotion of the effective management of natural resources. This chapter presents an inventory and analysis of the agricultural, natural, and cultural resource base of the Town of Eagle. Included is descriptive information pertaining to climate, air quality, physiography, bedrock geology, topography, soils, groundwater resources, surface-water resources, wetlands, woodlands, natural areas and critical species habitat sites, park and open space sites, environmental corridors, historic and cultural resources, and agricultural lands.

The agricultural and natural resource base of the Town of Eagle is one of the most important factors influencing the development potential of the Town. The agricultural and natural resource base makes the Town an attractive location to live and work. The agricultural and natural resource base has great economic, as well as recreational and aesthetic value. In order to preserve and protect these important assets, future suburban development in the Town must be carefully adjusted to the ability of the agricultural and natural resource base to support various forms of suburban and rural development, without deterioration or destruction of that underlying and sustaining base.

The natural resource base is susceptible to irreversible damage through inappropriate land use, transportation, and public facility development, especially in the Town, where a considerable proportion of the population resides in proximity to environmentally sensitive woodlands, wetlands, environmental corridors, inland lakes, and waterways. Without sufficient understanding and recognition of the character and importance of the various elements of the natural resource base, human use and alteration of the natural environment proceeds at the risk of excessive costs in terms of both monetary expenditures and environmental degradation. A sound and meaningful Town planning effort must therefore acknowledge that natural resources are limited, and that suburban development should be properly adjusted to the natural resource base, so that serious and costly environmental problems can be avoided.

This element of the comprehensive plan was created by identifying the strengths, concerns, and weaknesses related to Natural and Cultural Resources in the Town of Eagle. The Advisory Committee identified the following strengths, weaknesses, and concerns of Natural and Cultural Resources within the community.

Agricultural, Natural, and Cultural Resource Strengths:

- There are large natural resource areas of significance to the State and Region within the Town including the Mukwonago River system (including Jericho Creek), and the Kettle Moraine State Forest.
- Existing organizations such as the DNR, The Nature Conservancy, Eagle Historical Society, Kettle Moraine Headquarters and Museum, and Old World Wisconsin promote education on cultural heritage, wellness, socialization, and recreation for all age groups
- Significant open spaces have been voluntarily preserved by private land owners, or are designated for preservation by the State, or conservation groups
- There is a community-wide desire to retain the “rural atmosphere”, as referenced in numerous community surveys
- The centralized location of the Municipal Building serves as a genuine Community Center
- On-going efforts to collaborate with community organizations and neighboring communities to provide cultural and recreational programming
- Access to abundant potable water supplies
- The Town is rich in historic cultural resources of State and National significance
- The Town adopted Ordinance 94-05 for the purpose of preserving historic sites, structures, and districts

Agricultural, Natural, and Cultural Resource Concerns and Weaknesses:

- Development groups and conservancy groups need to communicate and work together with regard to the proper use of land
- Incomplete public utilization of open spaces, in terms of pedestrian and bike paths
- There are noise concerns caused by DNR activities that adversely affect the tranquil nature of the area
- Declining value of agriculture as an industry is affecting the Town
- The shallow depth of Eagle Spring Lake and its future affect on this area as a recreational area

GEOLOGY AND PHYSIOGRAPHY

Surface Geology and Physiography

Four major stages of glaciation, the last of which was the Wisconsin stage, ending approximately 10,000 years ago in the State, have largely determined the physiography, topography, and soils of the Town. Map 4-1 presents the topographic and physiographic features of the Town. The dominant physiographic and topographic feature in the Town is the Kettle Moraine, an interlobate glacial deposit formed between the Green Bay and Lake Michigan lobes of the continental glacier that moved in a generally southerly direction from its origin in what is now Canada. The Kettle Moraine, which is oriented in a general northeast-southwest direction across western Washington, Waukesha, and Walworth Counties, is a complex system of kames, or crudely stratified conical hills; kettle holes formed by glacial ice blocks that became separated from the ice mass and melted to form depressions and small lakes as the meltwater deposited material around the ice blocks; and eskers, long, narrow ridges of drift deposited in abandoned drainageways. The Town is covered by a variety of glacial landforms and features, including various types of moraines, drumlins, kames, outwash plains, and lake basin deposits.

The combined thickness of unconsolidated glacial deposits, alluvium, and marsh deposits overlying bedrock exceeds 100 feet throughout most of the County. Thicknesses are greatest where glacial materials fill the bedrock valleys, and in areas of topographic highs formed by end moraines.

The most substantial glacial deposits, from 300 to 500 feet thick, are located in the northwestern part of the County in the lakes area and in portions of the Towns of Mukwonago and Vernon. The thinnest glacial deposits, 20 feet thick or less, are found along an approximately six-mile-wide band traversing the County in a northeasterly direction from the Village of Eagle to the Villages of Lannon.

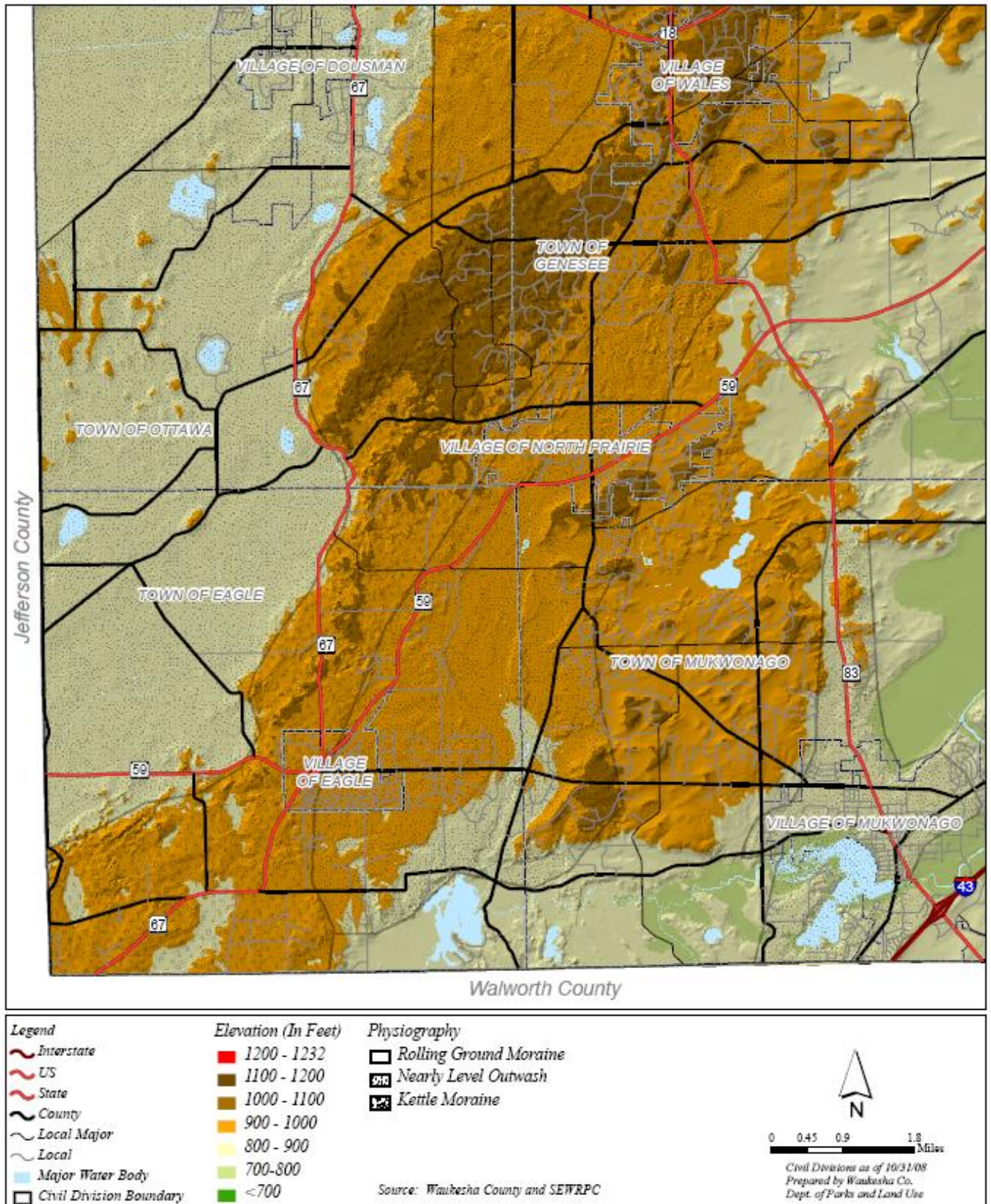
Geologic properties can influence the manner in which land is used, since geologic conditions, including the depth to bedrock, can affect the cost and feasibility of building site development and provision of public facilities and infrastructure. In the case of potential mineral extraction areas, the geologic attributes of the Town are a valuable and irreplaceable resource. A need, therefore, exists in any planning program to examine not only how land is developed, but how the geologic resources can best be protected and managed.

Topography

Most of the Town of Eagle contains elevations that range between 700 and 1,200 feet above sea level, or approximately 100 to 600 feet higher than the surface level of Lake Michigan. Elevations in the Kettle Moraine area, immediately west of the Village boundary, are between 1,000 and 1,100 feet above sea level. Elevations immediately north-northwest of the Village rise to between 1,100 and 1,200 feet along a ridge that is part of the Kettle Moraine geologic formation. Elevations around Eagle Spring Lake are between 700 and 900 feet above sea level.

Map 4-1

TOPOGRAPHIC AND PHYSIOGRAPHIC FEATURES
IN THE GREATER EAGLE AREA : 2008

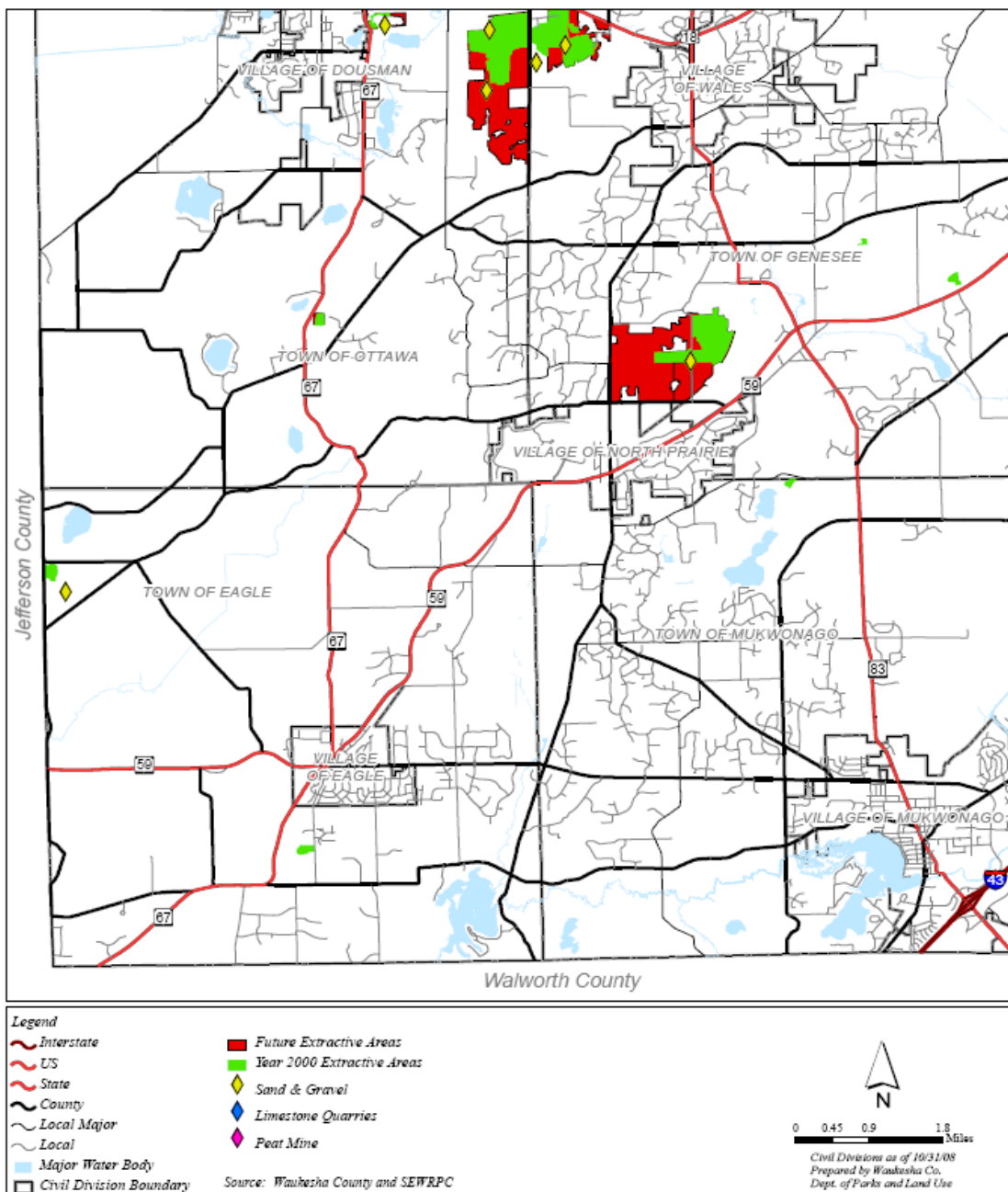


Suitability for Nonmetallic Mining

The Town has an abundant supply of sand, gravel, and stone. The geology in and around the Kettle Moraine includes many deposits of sand and gravel. In this area, the melting waters of the glacier were most active in sorting and depositing high-quality sand and gravel as kames, eskers, and outwash terraces. The most high quality material for nonmetallic mining is concentrated in the western half of the County along the Kettle Moraine and on outwash plains, although many other small deposits are also scattered throughout the County. Large scale quarrying has not been considered a profitable operation within the Town of Eagle, and is not encouraged because of its impact on the natural and cultural resources of the area.

Map 4-2

NONMETALLIC MINERAL EXTRACTION SITES IN THE GREATER EAGLE AREA: 2005



Bedrock Geology

Bedrock topography was shaped by preglacial and glacial erosion of the exposed bedrock. The consolidated bedrock underlying the County generally dips eastward at a rate of about 10 feet per mile. The bedrock surface ranges in elevation from about 900 feet above mean sea level, at Lapham Peak, to approximately 500 feet above mean sea level in the eastern portion of the County. The bedrock formations underlying the unconsolidated surficial deposits of the County consist of Precambrian crystalline rocks; Cambrian sandstone; Ordovician dolomite, sandstone, and shale; and Silurian dolomite. Figure 4-1 shows a cross-section of the bedrock geology of the County. The uppermost bedrock unit throughout most of the County is Silurian dolomite, primarily Niagara dolomite, underlain by a relatively impervious layer of Maquoketa shale. In some of the pre-Pleistocene valleys in the southwestern and central portions of the County, however, the Niagara dolomite is absent and the uppermost bedrock unit is the Maquoketa shale.

Significant Geological Sites

A survey of scientifically and historically important bedrock geological sites in Southeastern Wisconsin was conducted by Dr. Joanne Klussendorf of the University of Illinois-Champaign-Urbana and Dr. Donald G. Mikulic of the Illinois State Geological Survey. Based on published literature, library archives of manuscripts, letters and unpublished reports, field notes and maps of earlier geologists and new field examinations, a list of significant geological sites known to have existed over the last 150 years, was compiled. The report identifies 7 significant geological sites in the Town of Eagle. Of the sites, 3 are classified as sites of county-wide or regional significance, 4 sites are of local significance. Table 4-1 presents the significant geological areas in the Town.

Table 4-1

SIGNIFICANT GEOLOGICAL AREAS IN THE TOWN OF EAGLE: 2005

Site Name	Classification Code ^a	Location	Description and Comments
Scuppernong Pitted Outwash	GA-2	T5N, R17E Sections 7-9, 16-20, Town of Eagle	A large, pitted outwash plain
Eagle Esker	GA-2	T5N, R17E Sections 28, 29, Town of Eagle	Good example of an esker with a local relief of between 40 feet and 65 feet
Eagle Kettle Hole	GA-2	T5N, R17E Section 30, Town of Eagle	Deepest kettle hole in the Town (approximately 90 feet deep)
Stark Road Quarry	GA-3	T5N, R17E Section 10, Town of Eagle	Exposed wall of small, old quarry containing good exposure of Niagara Escarpment
Brady's Rock	GA-3	T5N, R17E Section 10, Town of Eagle	Natural rock bluff along west edge of Kettle Moraine representing some of the southernmost exposures of Niagara Escarpment in Wisconsin
Scuppernong Glacial Lake	GA-3	T5N, R17E Sections 3-5, 8, 9, 16-18, Town of Eagle	Eastern edge of extensive glacial lake
Jericho Creek Outcrop	GA-3	T5N, R17E Section 24, Town of Eagle	Natural outcrops of Mayville Dolomite along banks of Jericho Creek,

GA-1 identifies Geological Area sites of statewide or greater significance

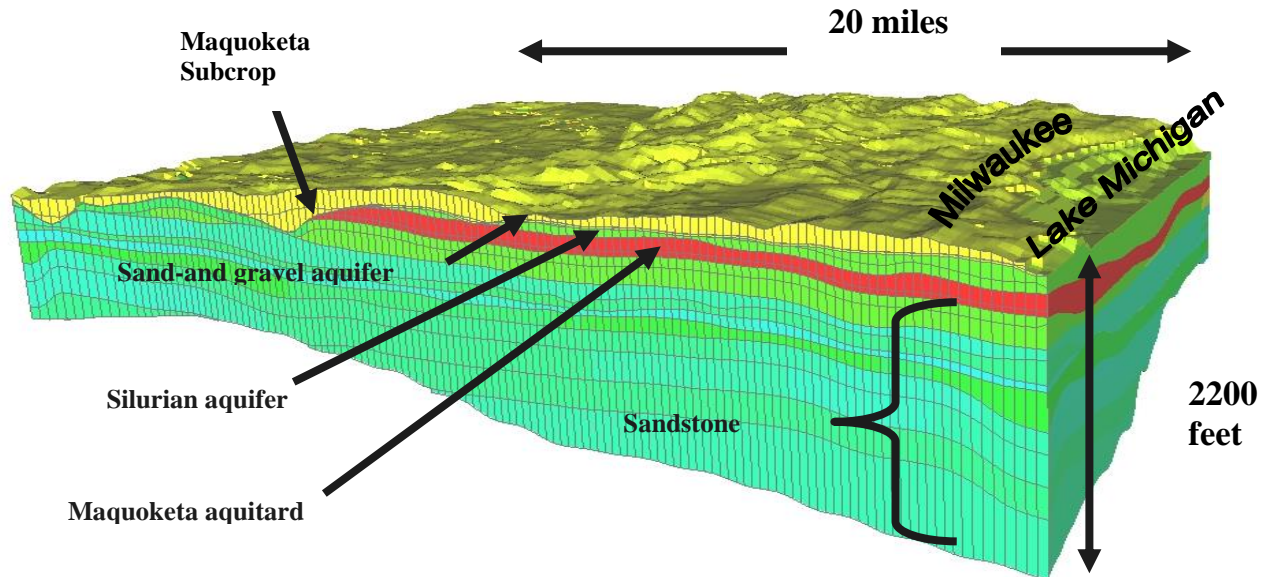
GA-2 identifies Geological Area sites of countywide or regional significance

GA-3 identifies Geological Area sites of local significance

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC.

Figure 4-1

GENERAL HYDROGEOLOGY OF SOUTHEAST WISCONSIN



SOILS

Soil properties exert a strong influence on the manner in which land is used, since they affect the costs and feasibility of building site development and provision of public facilities. In the case of productive agricultural lands and potential mineral extraction areas, soils are a valuable and irreplaceable resource. A need, therefore, exists in any planning program to examine not only how land and soils are currently used, but also how they can best be used and managed. Soil suitability interpretations for specific types of suburban and rural land uses are therefore important aids to physical development planning and for determining the best use of soils within an area.

In 1963, the U. S. Department of Agriculture, Soil Conservation Service (SCS), now known as the Natural Resources Conservation Service (NRCS), completed detailed operational soil surveys for the entire Region. The results of the soil surveys have been published in SEWRPC Planning Report No. 8, Soils of Southeastern Wisconsin and have provided definitive data on the physical, chemical, and biological properties of the soils. More importantly, they have provided interpretations of the soil properties for planning, engineering, agricultural, and resource conservation purposes.

Major Soil Association Groups

The soils in the County range from very poorly drained organic soils to excessively drained mineral soils. A soil association is defined as a landscape with a distinctive proportional pattern of soils, typically comprised of one or more major soil types and at least one minor soil type, as identified by the U. S. Department of Agriculture, Natural Resources Conservation Service, and named after the major soils. Nine soil associations are found in the County.

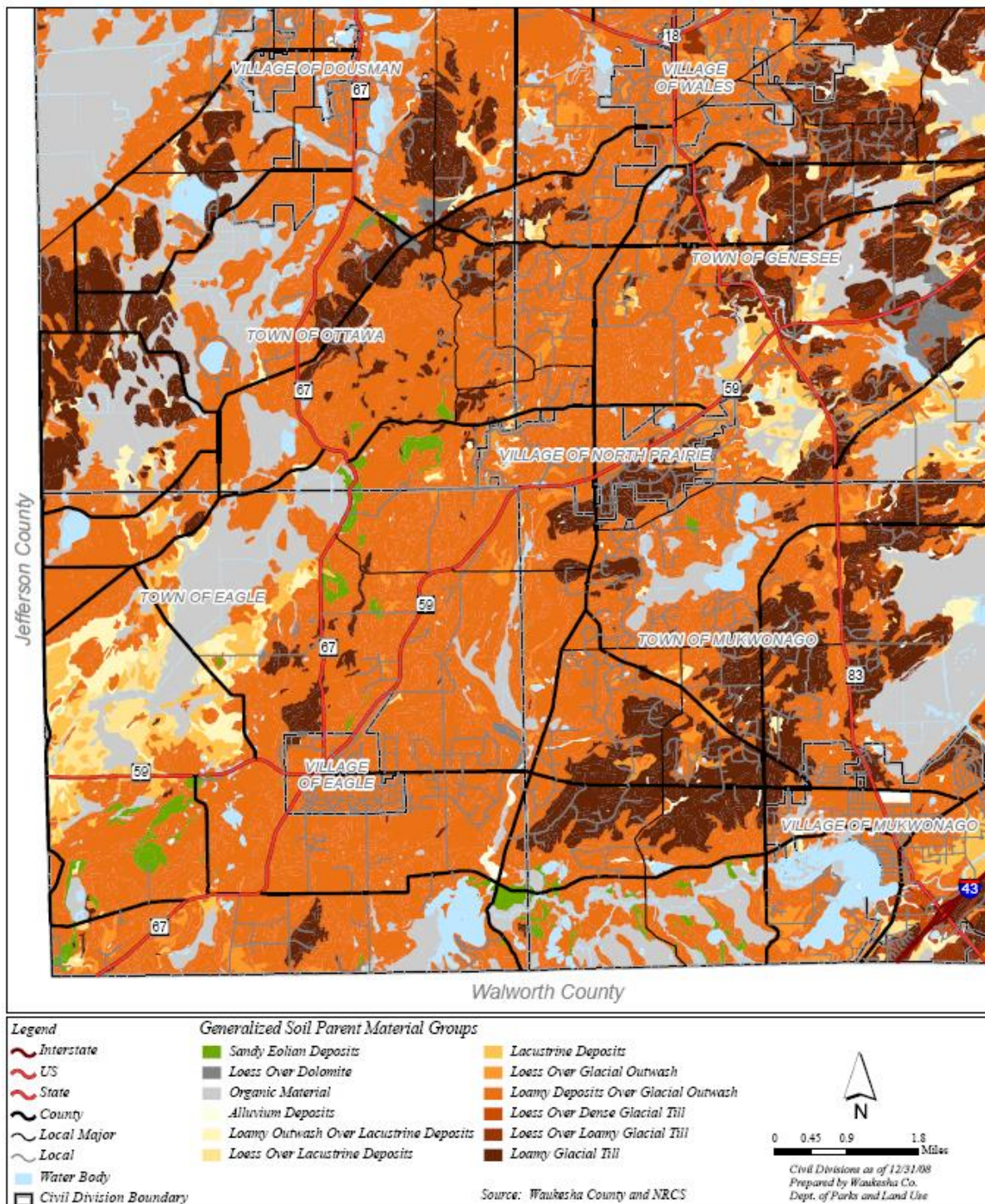
The major soil associations within the Town of Eagle planning area are loamy deposits over glacial outwash, and organic material, which are found in three-quarters of the Town. These soils are well-drained, have sub-soils of clay loam, and are moderately deep over sand and

gravel. The soils in the Kettle Moraine are excessively well-drained and have shallow sub-soils of gravelly sandy loam and clay loam. In the northwestern quarter of the Town, loamy outwash and loess over Lacustrine deposits can also be found (Map 4-3).

Most areas in the Town of Eagle present few problems for on-site and septic sewage disposal systems and mound systems.

MAP 4-3

GENERAL SOIL ASSOCIATIONS IN THE GREATER EAGLE AREA: 2008



AGRICULTURAL RESOURCES

Historically, agriculture has been a major element of land use and economic activities in the Town. The rural character of the Town is, characterized by the historic and continued use of considerable area for farm operations. However, more recently farm operations have declined due to economic pressures. To retain the rural character of the Town, which its citizens have considered of value, it is in the Town's interest to encourage farm operations, promote locally grown food sources, community supported agriculture, and the rural atmosphere of the Town.

Farmland and farming activities have been reduced as they compete with suburban growth. As residential development continues, community services expand, taxes increase to finance these services, and farms in these growth areas carry a disproportionate cost of the total services relative to their use. The general trend of food and crop production by today's agribusiness is increasingly dependent on economies of scale.

Farms, especially smaller farms, are increasingly being consolidated into larger tracts, and/or are sold and developed into subdivisions. When land is developed, subdivisions can be designed to preserve agricultural uses. A planned unit development design can cluster residential units and allow use of the remaining land in the subdivision for farming, if provided for in the deed restrictions or restrictive covenants. There are also other alternatives which will allow farmers to remain in operation and receive value from their land. These include, but are not limited to the Purchase of Development Rights, Transfer of Development Rights, and conservation easements. This will be addressed further in the Housing Chapter.

The recognition of agriculture lands is critical to the Town's Comprehensive Plan. However, while a comprehensive plan of smaller blocks of farmland may enable a larger number of farmers to qualify for tax credits, the maintenance of long-term agricultural use within such smaller blocks in an urbanizing region such as Southeastern Wisconsin has proven to be very difficult. Among those reasons frequently cited to explain the difficulty with the continuation of farming in the Town of Eagle are the following:

1. Relatively large blocks of farmland are necessary to support such agriculture-related businesses as distributors of farm machinery, parts, and farm supplies. Scattered, relatively smaller blocks of farmland do not provide the critical mass necessary for such agribusiness support enterprises. Consequently, farmers remaining in such smaller blocks must travel ever-increasing distances for support services.
2. In many cases, smaller blocks of farmland are merely remnants of formerly larger blocks which have been subject to intrusion by suburban residential development. This intrusion has resulted in significant suburban-rural conflicts, including problems associated with the objection by residents of suburban-type land subdivision developments to odors associated with farming operations; to the use of fertilizers, herbicides and pesticides, and other agriculturally related chemicals; to the noise associated with the operation of farm machinery during the early and late hours of the day; and to the movement of large farm machinery on rural roads being used increasingly for urban commuting.

3. For most farming enterprises, the economies of scale require relatively large tracts of land, frequently involving many hundreds of acres. The breakup of large blocks of farmland by suburban intrusion makes it more difficult for farmers to assemble such larger tracts either through ownership or rental arrangements. Tract assembly is thus complicated by scattered field locations, resulting in costly and inconvenient related travel distances and, therefore, in unproductive time and higher fuel consumption.
4. In agricultural communities on the fringe of suburban areas, there is often a declining interest among the next generation of farmers to continue farm operations. This is particularly true where alternative land uses are perceived to be available. This phenomenon is reinforced by the rigors of day-to-day farm life when compared with suburban lifestyles.

Suitability for Agriculture

In order to lend uniformity to the identification of productive farmlands, the U. S. Department of Agriculture, Soil Conservation Service established a soil classification system under which soils are categorized relative to their agricultural productivity. The two most highly productive soils are categorized as either National Prime Farmland or as Farmland of Statewide Importance. National Prime Farmland is well suited for the production of food, feed, forage, fiber, and oilseed crops, with the soil quality, growing season, and moisture supply needed to produce economically sustained high yields of crops when properly treated and managed. Farmland of Statewide Importance includes land which is of statewide importance for the production of food, feed, fiber, forage, and oilseed crops. (See Map 4-4)

In the County, approximately 211 square miles, or 38 percent of the total land area is covered by soils designated as national prime farmland, and 61 square miles, or 11 percent, is covered by soils designated as farmland of statewide importance. As indicated on Map 4-4, approximately half of the land in the Town, outside of the State Forest, is covered by soils that are well suited for agricultural use, classified as either National prime farmland, or farmland of statewide importance.

It should be noted that National prime farmland consists of agricultural lands covered by U. S. Natural Resources Conservation Service-designated Class I and Class II soils. Class I soils are deep, well drained, and moderately well drained, nearly level soils with no serious limitation that restrict their use for cultivated crops. Class II soils are generally deep and well drained but may have some limitations that reduce the choice of plants that can be economically produced or require some conservation practices.

Farmland of Statewide importance consists of agricultural lands covered by U. S. Natural Resources Conservation Service-designated Class III soils. Class III soils have moderate limitations due to wetness, steepness or drought conditions that restrict the choice of plants or require special conservation practices or both.

In addition, prime agricultural lands in the Town include those lands in agricultural use, unused/open lands other than “Open Lands to Be Preserved”, primary/secondary environmental corridor or isolated natural areas, and are within a 5 square mile contiguous area (including adjacent counties). They possess important farmlands and the absence of significant steep slopes and prairie, and meet all of the following criteria:

- 1) is outside of any planned sewer service area boundary
- 2) 75% is agricultural or open/unused land use
- 3) 50% is Class I or Class II soils which meet NRCS standards
- 4) 75% consists of land ownership parcels of 35 acres or more

NOTE: This standard is a modification of the standard used to prepare the Development Plan for Waukesha County in 1996. The definition used in 1997 became difficult to map using land information system technology. As a result, the County's Advisory Committee and Town Officials approved the modification of the standards used for the delineation of prime agricultural lands. The modified standards can be mapped using land information system technology. In general, the modified standards produced the same map results used in the 1997 Development Plan.

The standard utilized in the identification of prime agricultural lands as defined in "A Regional Land Use Plan for Southeastern Wisconsin: 2010" adopted in 1992, including the criterion indicating that the farm unit be located within a block of farmland at least 100 acres in size, and the criterion indicating that at least 50 % of the farm unit must be covered by Class I, Class II, or Class III soils was, to a large extent, based upon criteria utilized in the identification of farmland preservation areas in county farmland preservation plans completed within the Region in the early 1980s, including the Waukesha County Agricultural Land Preservation Plan. The 100 acre minimum combined farmland area was chosen for such plans because it was consistent with the State's minimum acreage planning criterion for farmland preservation areas under Wisconsin's Farmland Preservation Program. This relatively small area would enable the largest number of farmers to qualify for tax credits under the State Farmland Preservation Program.

The criterion specifying that prime agricultural lands include those areas where 50 % or more of the farm unit is covered by soils meeting U. S. Natural Resources Conservation Service standards for National prime farmland or farmland of Statewide importance was valid when the first county farmland preservation plans were prepared in the early 1980's. Increased specialization of farm operations, and loss of smaller "family" farms and dairy farms in Waukesha County raised questions concerning continued utilization of farmland of statewide importance, or Class III soils, as a criterion in the identification of prime agricultural lands within Waukesha County.

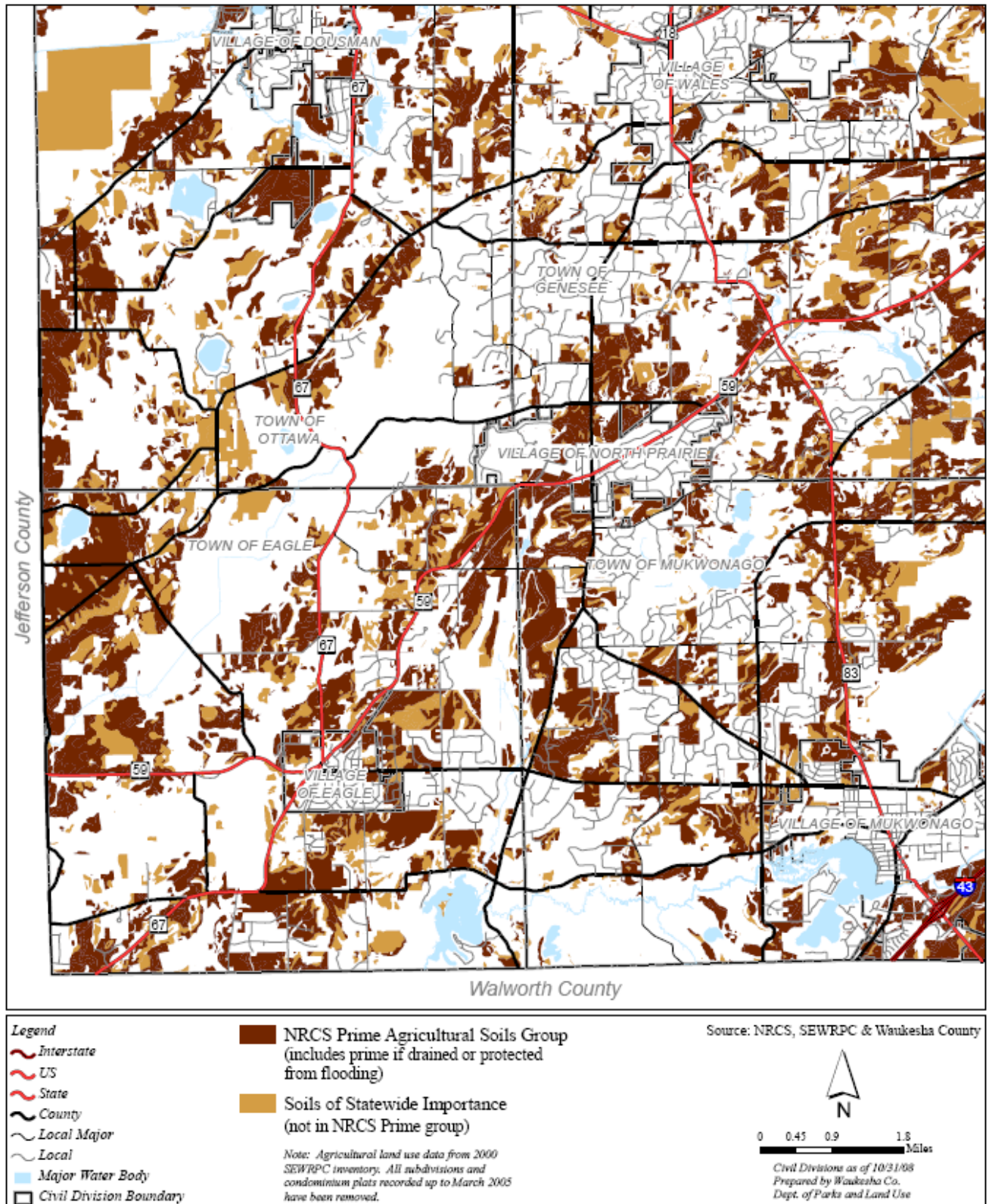
At meetings held to review the preliminary 1997 Development Plan for Waukesha County land use plan, it was determined by local public officials, farmers, landowners, and soil scientists that lands covered by Class III soils will not be considered as prime farmland. The criterion for the five square mile farmland block size, used by the Southeastern Wisconsin Regional Planning Commission in the identification of prime agricultural land under the first-generation, design year 1990, Regional Land Use Plan adopted by the Commission in 1966, would remain in affect.

Suitability for Development

Map 4-5 shows the primary soil features that present potential limitations for land development, including depth to water table and bedrock and steep slopes. The soil features are presented for planning purposes only. Detailed on-site soil analysis is necessary to validate site conditions. Hydric soils generally have seasonal depth to water table of 1 foot or less and are capable of supporting wetland vegetation. Poorly drained soils have seasonal depth to water table of 3 feet and are concentrated on the northwestern part of the Town, where many of the soils have high clay content, often causing a perched water table condition. Shallow water table conditions risk groundwater contamination from on-site septic systems and could cause wetness problems for dwellings with basements. Shallow bedrock conditions pose higher construction costs for basements and also risk groundwater contamination from on-site septic systems because of the lack of a filtering soil layer. Steep slopes represent possible increased grading costs and higher risks for soil erosion during land development activities. Note that steep slopes are concentrated near the Kettle Moraine area. Shallow bedrock is concentrated in a small area near the eastern part of the Town.

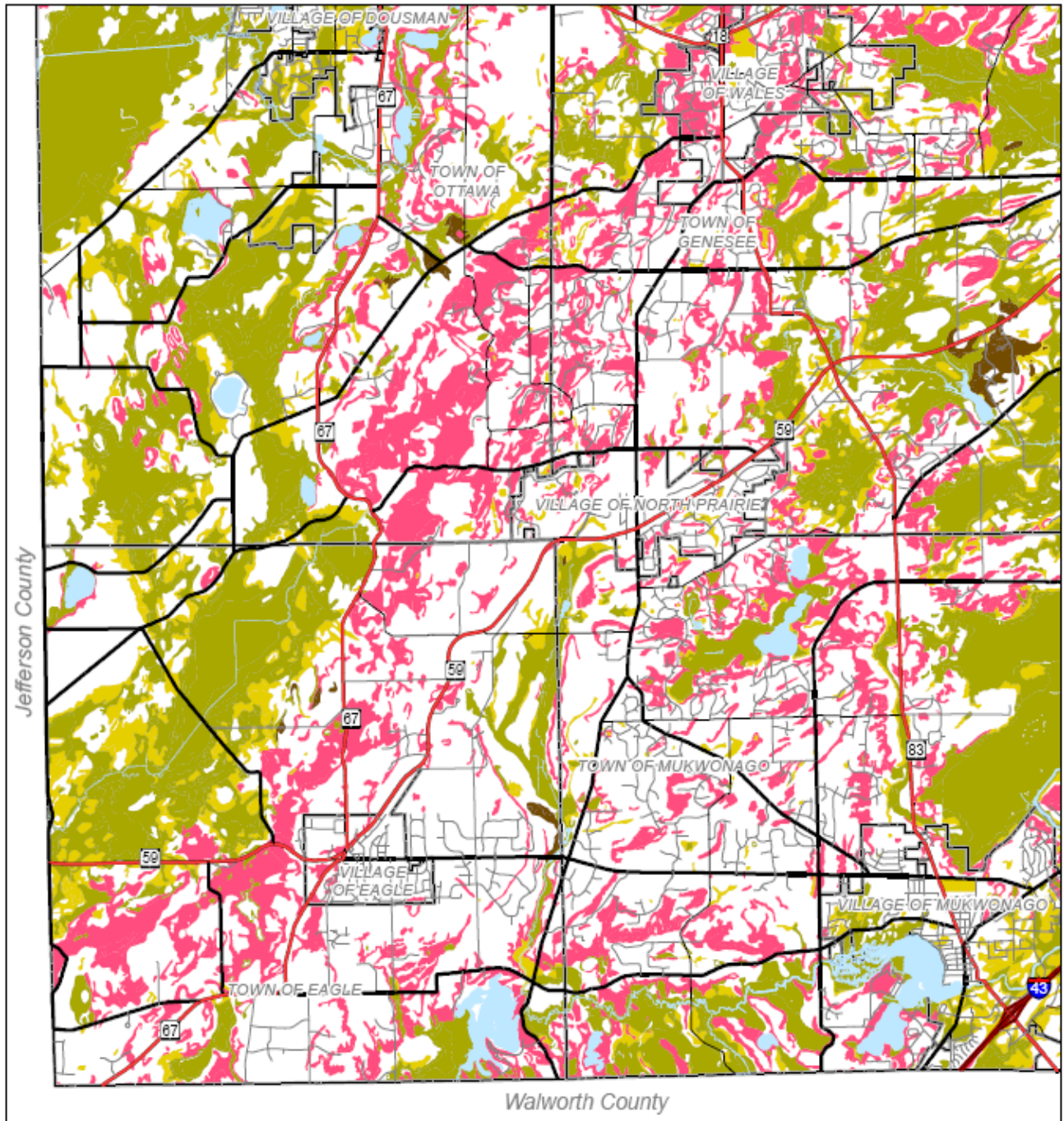
Map 4-4

AGRICULTURAL SOILS IN THE GREATER EAGLE AREA: 2000



Map 4-5

POTENTIAL SOIL LIMITATIONS FOR DEVELOPMENT IN THE GREATER EAGLE AREA: 2008



Legend			
Interstate	Slopes > 12%	Bedrock < 6'	 Civil Divisions as of 10/31/08 Prepared by Waukesha Co. Dept. of Parks and Land Use
US	Poorly Drained Soils	Hydric Soils	
State			
County			
Local Major			
Local			
Major Water Body			
Civil Division Boundary			
	Source: NRCS, SEWRPC & Waukesha County		

GROUND WATER RESOURCES

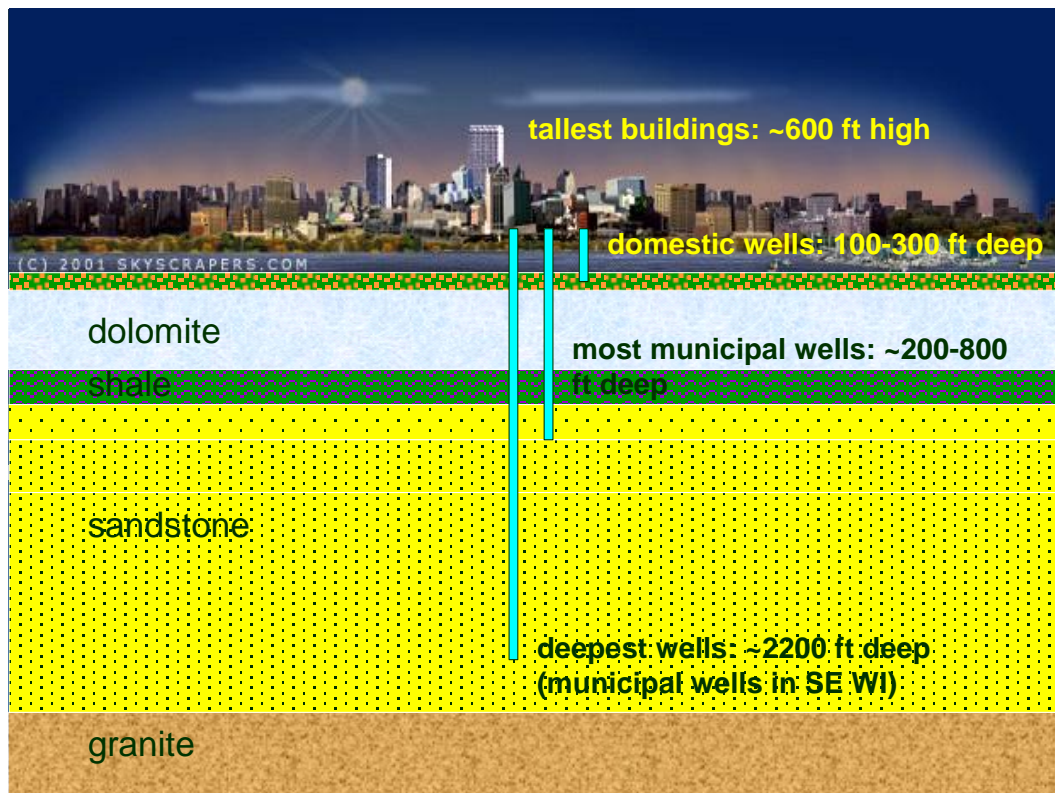
Groundwater is a vital natural resource of the Town, which not only sustains lake levels and wetlands and provides the perennial base flow of the streams, but also is a major source of water supplies. In general, the Town has an adequate supply of groundwater to support its population, agriculture, business and manufacturing. However, overproduction and water shortages may occur in areas of concentrated development within the County, especially in the sandstone aquifer and in selected areas served by the shallow aquifers. The amount, recharge, movement, and discharge of the groundwater is controlled by several factors, including precipitation, topography, drainage, land use, soil, and the lithology and water-bearing properties of rock units ranging in age from Quaternary to Precambrian.

Groundwater Aquifers

Groundwater occurs within three major aquifers that underlie the Town. From the land's surface downward, they are: 1) the sand and gravel deposits in the glacial drift; 2) the shallow dolomite strata in the underlying bedrock; and 3) the deeper sandstone, dolomite, siltstone, and shale strata. Because of their proximity to the land's surface and hydraulic interconnection, the first two aquifers are commonly referred to collectively as the "shallow aquifer," while the latter is referred to as the deep aquifer. Within most of the County, the shallow and deep aquifers are separated by the Maquoketa shale, which forms a relatively impermeable barrier between the two aquifers (see Figure 4-1). That shale layer is absent in the far western portion of the County, and more specifically in the Town of Eagle. Figure 4-2 depicts the typical well depths as they relate to the groundwater aquifers.

Figure 4-2

RELATIVE WELL DEPTHS



Source: SEWRPC

Groundwater Use

The importance of groundwater as a source of water supply in the Town and Southeastern Wisconsin can be shown by analyzing water-use data. All of the Town's water supply has historically been obtained from the shallow aquifer groundwater system.

Groundwater Availability

Recharge to groundwater is derived almost entirely from precipitation. Much of the groundwater in shallow aquifers originates from precipitation that has fallen and infiltrated within a radius of about 20 or more miles from where it is found. On the average, precipitation annually brings about 32 inches of water to the surface area of the Town. It is estimated that approximately 80 percent of that total is lost by evapo-transpiration. Of the remaining water, part runs off in streams and part becomes groundwater. It is likely that the average annual groundwater recharge to shallow aquifers is 10 to 15 percent of annual precipitation.

Vulnerability to Contamination

Groundwater quality conditions can, through improper construction or management, be impacted by such sources of pollution on the surface as infiltration of storm water runoff, landfills, agricultural fertilizer, pesticides, manure storage and application sites, chemical spills, leaking surface or underground storage tanks, and onsite sewage disposal systems. The potential for groundwater pollution in the shallow aquifer is dependent on the depth to groundwater, the depth and type of soils through which precipitation must percolate, the location of groundwater recharge areas, and the subsurface geology. As shown in Map 4-6 most of the Town exhibits moderate to high potential for contamination of groundwater in the shallow glacial drift and Niagara aquifers. Generally, the areas of the Town most vulnerable to groundwater contamination are where both Niagara dolomite and the water table are near the surface.

Compared to the deep aquifer, the shallow aquifers are more susceptible to pollution from the surface because they are nearer to the source in terms of both distance and time, thus minimizing the potential for dilution, filtration, and other natural processes that tend to reduce the potential detrimental effects of pollutants. Isolated cases of contamination have been identified in portions of the County. Such problems can often be traced to runoff pollution sources, septic system discharges, and chemical spills or leakage.

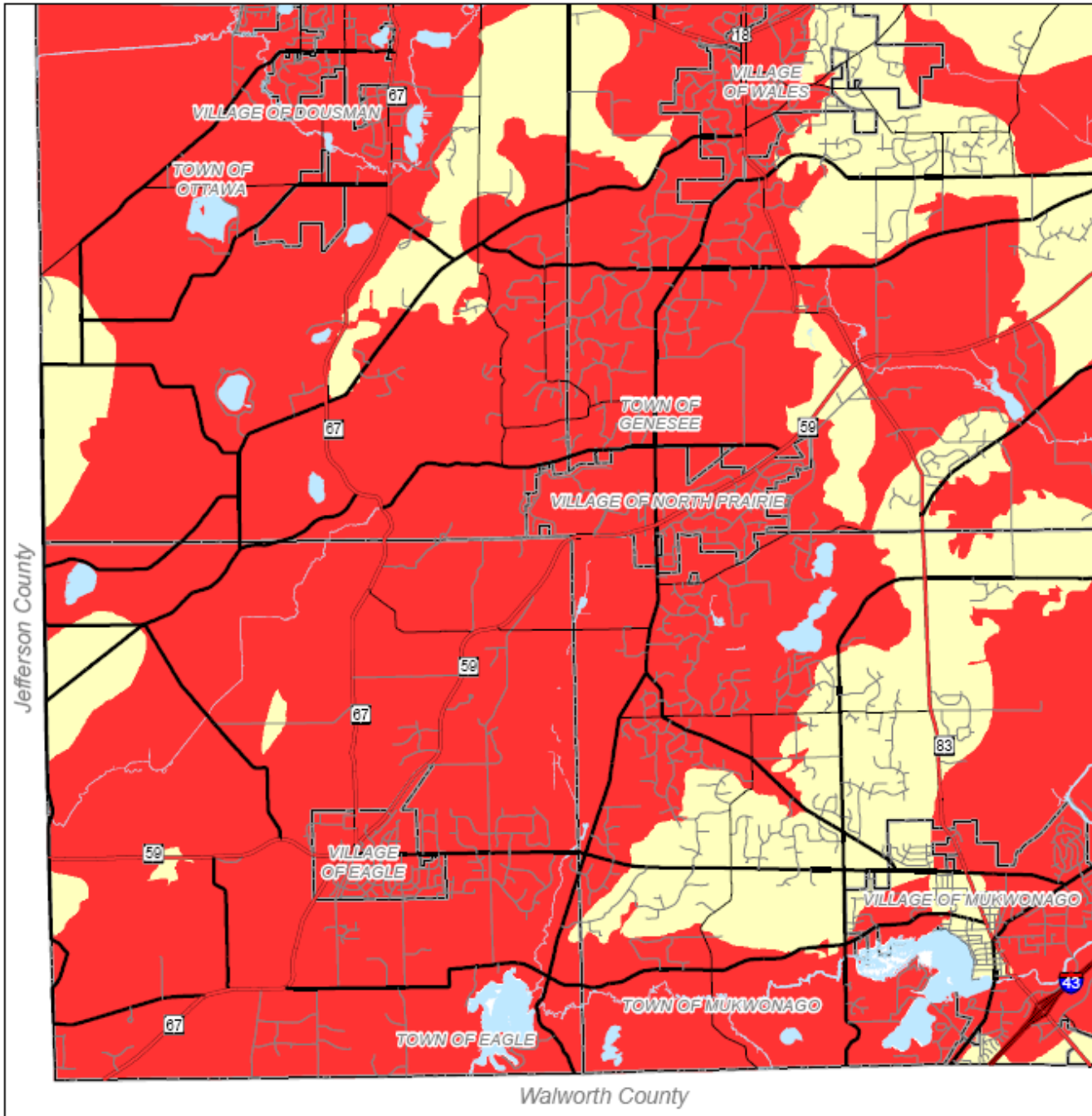
In the far western portion of the County, including most of the Town of Eagle, there is no confining impermeable layer of rock between the glacial drift and the sandstone aquifer. This is cause for concern in planning for the future development of that area. Suburban development adversely affects both the quantity and quality of recharge water, especially where the aquifer is overlaid by outwash, end moraine, or other highly permeable glacial material.

An increase in the area of impervious surfaces, such as pavement and rooftops, affects the recharge of the sandstone aquifer by diverting larger amounts of precipitation into surface drainage courses as runoff, rather than allowing it to percolate into the ground.

The Wisconsin Department of Natural Resources (DNR) has established Administrative Code NR 140 to establish groundwater quality standards for substances detected in or having a reasonable probability of entering the groundwater resources of the state; to specify scientifically valid procedures for determining if a numerical standard has been attained or exceeded; to specify procedures for establishing points of standards application, and for evaluating groundwater monitoring data; to establish ranges of responses the department may require if a groundwater standard is attained or exceeded; and to provide for exemptions for facilities, practices and activities regulated by the department.

Map 4-6

GROUNDWATER CONTAMINATION POTENTIAL IN THE GREATER EAGLE AREA: 2008



Legend			
Interstate	Low Contamination Potential		
US	Medium Contamination Potential		
State	High Contamination Potential		
County			
Local Major			
Local			
Major Water Body			
Civil Division Boundary			
	Source: SEWRPC, WGNHS & Waukesha County		

Civil Divisions as of 10/31/08
 Prepared by Waukesha Co.
 Dept. of Parks and Land Use

Water Supply Planning

In January 2005, the Southeastern Wisconsin Regional Planning Commission announced that it has initiated the conduct of a regional water supply study for the Southeastern Wisconsin Region. That study will lead to the preparation and adoption of a regional water supply system plan. The preparation of the regional water supply plan represents the third, and final, element of the SEWRPC regional water supply management program. The first two elements, comprising the development of basic groundwater inventories and the development of a groundwater simulation model for the Southeastern Wisconsin Region, were completed previously.

SURFACE WATER RESOURCES

Surface water resources constitute an extremely valuable part of the natural resource base of the Town. Surface waters are a focal point of water-related recreational activities and provide an attractive setting for properly planned residential development. Surface waters, particularly in a major lake, also provide substantial economic benefits. Expenditures by boaters and other recreational users of surface waters benefit the owners of restaurants, grocery and convenience stores, service stations, and sporting goods stores throughout the County and specifically within the Town. Lakeshore properties, which generally have high-assessed valuations, also serve to enhance the property tax base of the Town. In addition, when viewed in the context of open space areas, surface waters greatly enhance the aesthetic and scenic characteristics of the natural environment. Because surface water quality is highly susceptible to deterioration from pollutant runoff, both suburban and rural land uses must be carefully managed to maintain water quality. Surface water resources in the Town, consisting of lakes and streams as seen on Map 4-7 are described below.

Lakes

In 1997, the Wisconsin Legislature created a lake classification grant program. The program was intended to further the degree of protection of lakeshore habitat within the State. In 2000, the County received a Lake Protection Grant to initiate a program for the classification of the lakes within the County. The objective was to develop criteria for determining the sensitivity of lakes within the County to disturbance from land-based activities. Specifically, these criteria could be used to review and potentially refine the County's shoreland zoning code to provide an appropriate degree of protection for aquatic ecosystems. Previous County-wide inventories of lake classification were conducted by the Wisconsin Department of Natural Resources in 1963 (then the Wisconsin Conservation Department) and subsequently updated by the Southeastern Wisconsin Regional Planning Commission as part of regional water quality management plans.

Major inland lakes are defined as those with a surface area of 50 acres or larger, a size capable of supporting reasonable recreational use with minimal degradation of the resource. The Town contains only 1 major lake, Eagle Spring Lake, which has a maximum depth of 8 feet, and a surface area of approximately 280 acres, or about 1.39 percent of the total area of the Town. Eagle Spring Lake is classified as a DG (Drainage Lake) type lake, which is an impoundment or natural lake with the main water source from stream drainage.

In addition to Eagle Spring Lake, there is one other water body, Beaver Dam Lake, with lake characteristics referenced in the DNR publication, "Wisconsin Lakes", PUBL-FM-800 91.

Because lake water quality is significantly affected by surrounding land use and cover, residential development and agricultural activity on land that drains into lakes and streams any development that could negatively impact the water quality of Eagle Spring Lake should be carefully evaluated by the Town Engineer before being reviewed by the Plan Commission and Town Board.

Water quality often changes as a result of increasing levels of such nutrients as nitrogen and phosphorus entering a lake. Eutrophication is the condition reached by lakes when the accumulation of nutrients produces increasing amounts of aquatic plants. As the resulting lush aquatic plant growth dies each year, organic deposits fill in the lake. This is a natural process that is generally more prevalent in warm, shallow lakes, such as Eagle Spring Lake, than in colder, deep lakes, such as Oconomowoc Lake. However, the process can be greatly accelerated by additional nutrients from inadequate or failing onsite sewage disposal systems, lawn fertilizers, agricultural runoff containing fertilizer and animal wastes, construction site runoff, and street debris.

The trophic status of Eagle Spring Lake is presented along with 33 other County lakes in Table IV-5 of the Waukesha County Comprehensive Development Plan. The trophic state serves as an indicator of overall water quality, taking into consideration water clarity, phosphorus content, algae content and regional location in Wisconsin. In some cases, the current lake trophic state is a combination of two (i.e. meso-eutrophic).

An oligotrophic lake is one in which little of the eutrophication process can be measured. As a result of very little nutrient accumulation, there is little aquatic plant and algae growth and the water appears very clear. The lake is probably very deep and the bottom is sandy or marly. This type of lake will support cold-water fish.

A mesotrophic lake shows some signs of eutrophication. The presence of a greater amount of nutrients than in an oligotrophic lake results in lowered clarity, and the presence of aquatic plants. Swimming and boating can be enjoyed on this type of lake without limitations. Eagle Spring Lake is classified as a mesotrophic lake.

A eutrophic lake has relatively large amounts of aquatic plants because of higher nutrient levels. The water may be cloudy because of suspended algae cells, dying plants may produce unpleasant smells, and mats of plants may interfere with swimming and boating. These lakes are generally shallow, with mucky bottoms. Eutrophic lakes can be excellent warm-water fishing lakes for such fish as bass and bluegills.

Sediments and associated substances delivered to lakes and streams in the Town are a significant source of water pollution. Nutrients, in the form of fertilizers and animal wastes, are carried on eroded soil particles from agricultural and suburban lands. This may cause the excessive growth of aquatic plants and thereby affect water clarity and increase oxygen demand.

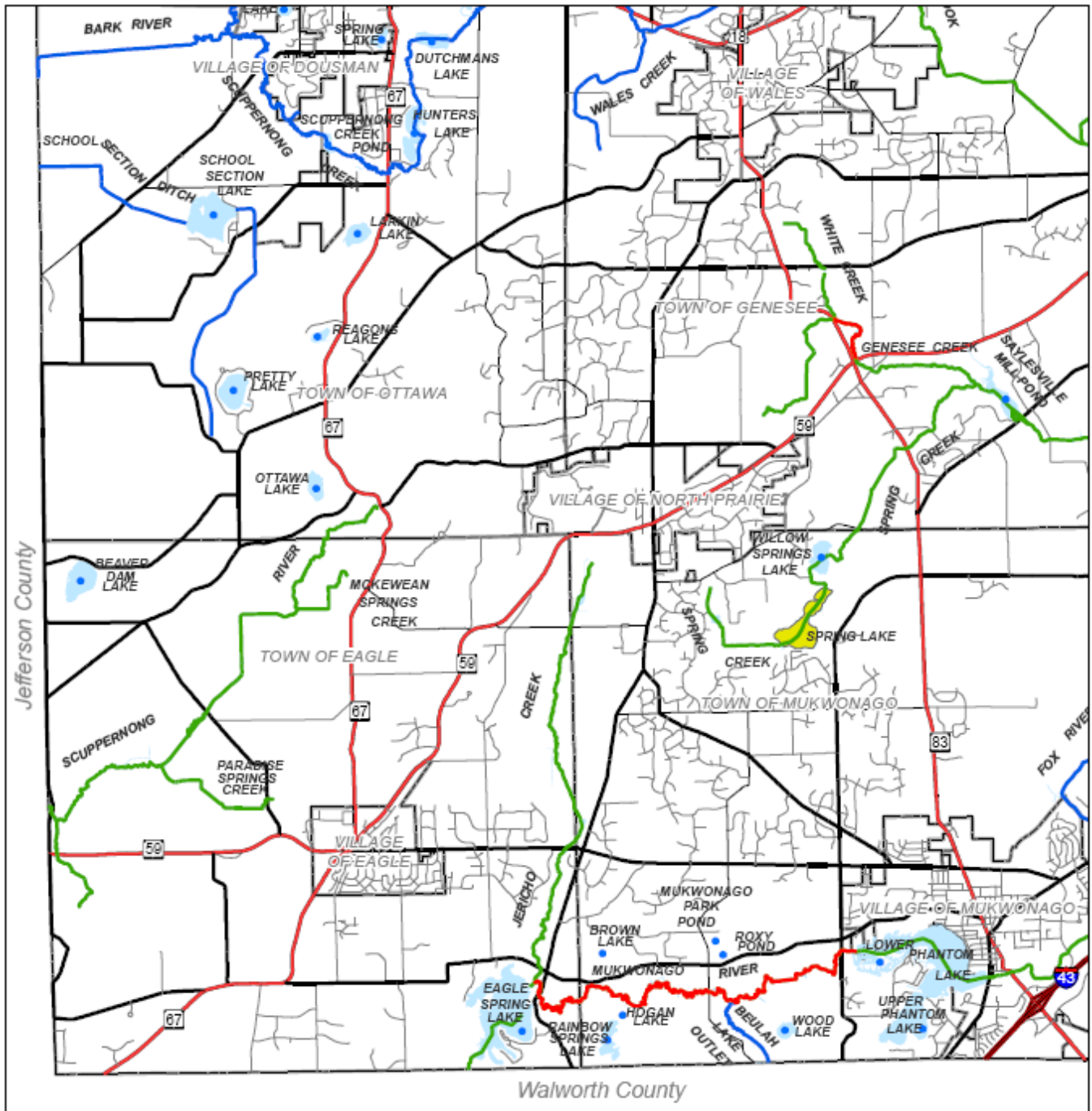
Streams may exhibit a net deposition, net erosion, or no net change in internal sediment transport, depending on the tributary land uses, hydrology, precipitation, and geology. Thus some streams are capable of removing sediments before they reach lakes.

Rivers and Streams

For flood control and water quality planning purposes, the Southeastern Wisconsin Regional Planning Commission has divided the Region into 11 major watersheds, two of which are located wholly or partially in the Town. The sub-continental divide traverses the County in a north-south direction in the eastern tier of communities, separating the County between the Mississippi River and the Great Lakes-St. Lawrence River drainage systems, as shown on Map 4-8 and Map 4-9. Two watersheds, the Fox (Illinois) and Rock River watersheds, lie west of the sub-continental divide and are part of the Mississippi River drainage area. The divide between the Rock River and Fox watersheds runs northeast to southwest thru the Town. The Scuppernon River drains into the Rock River. The Mukwonago River system, which includes Jericho Creek and Eagle Spring Lake, drains into the Fox River.

Map 4-7

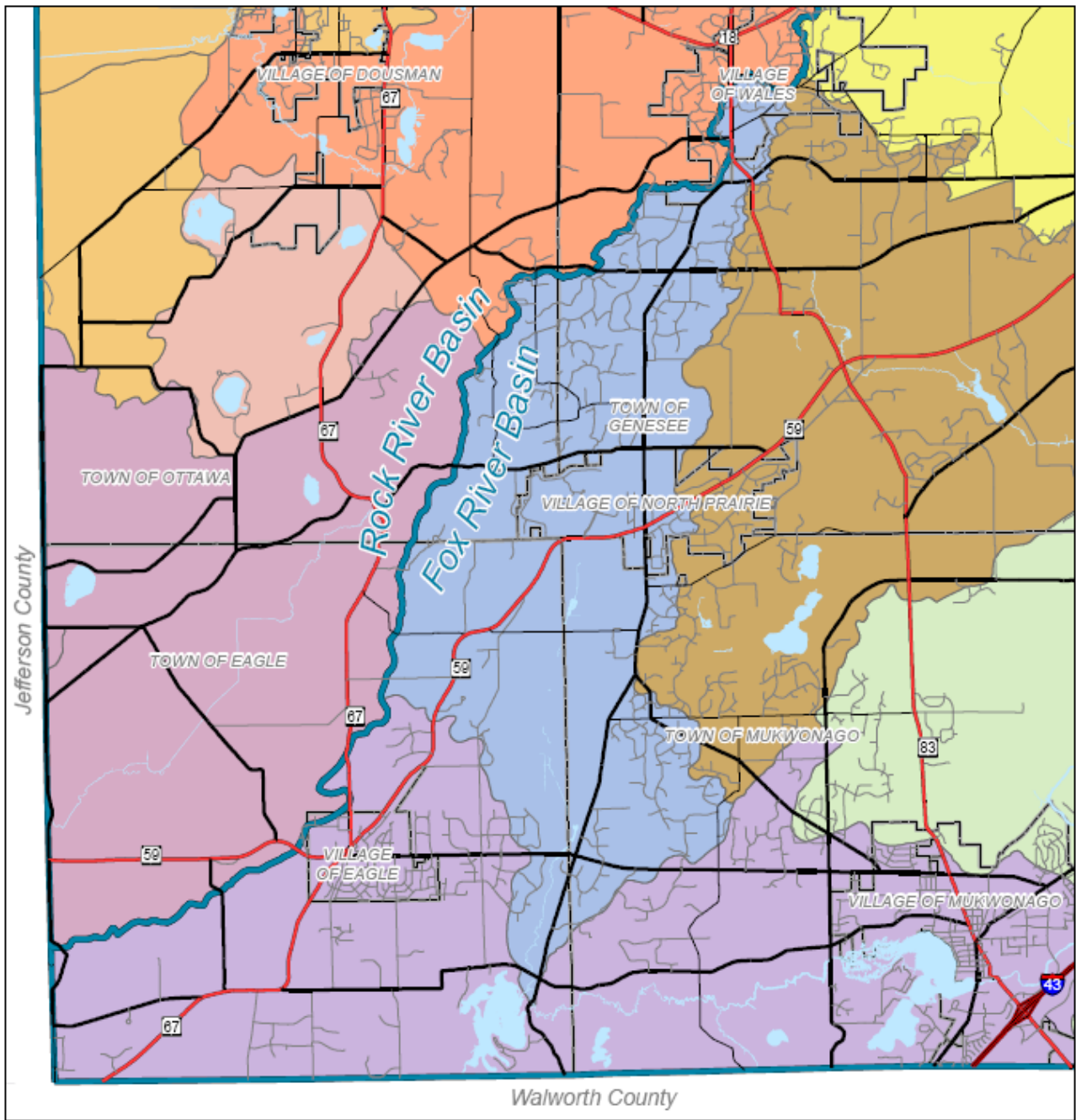
SURFACE WATER RESOURCES IN THE GREATER EAGLE AREA: 2008



Legend	<ul style="list-style-type: none"> ● Lake Supports Fish and Aquatic Life (FAL) ● Lake Supports Cold Water Species (Cold) ~ Exceptional Resource Water (ERW) ~ Cold Water Streams (Cold) ~ Special Variance Waters ~ Fish and Aquatic Life (FAL) ■ Outstanding Resource Water (ORW) 	<ul style="list-style-type: none"> ~ Limited Forage Fish (LFF) ~ Limited Aquatic Life (LAL)
<ul style="list-style-type: none"> ~ Interstate ~ US ~ State ~ County ~ Local Major ~ Local ■ Major Water Body □ Civil Division Boundary 	<p>Source: WDNR, SEWRPC & Waukesha County</p>	<div style="text-align: center;">  <p>0 0.45 0.9 1.8 Miles</p> <p>Civil Divisions as of 10/31/08 Prepared by Waukesha Co. Dept. of Parks and Land Use</p> </div>

Map 4-8

WATERSHEDS IN THE GREATER EAGLE AREA: 2008



Legend	
Interstate	Watershed Boundary
US	Subwatersheds
State	Bark River
County	Genesee Creek
Local Major	Jericho Creek
Local	Middle Fox River
Major Water Body	Mukwonago River
Civil Division Boundary	Pebble Creek
	School Section Lake
	Scuppernong Creek
	Scuppernong River

Source: SEWRPC & Waukesha County

Civil Divisions as of 10/31/08
Prepared by Waukesha Co.
Dept. of Parks and Land Use

Major streams are perennial streams, which maintain, at a minimum, a small contiguous flow throughout the year except under unusual drought conditions. The major streams in the Town are presented in Table 4-2. As indicated in that table, the Town contains a total of approximately 17.0 miles of perennial streams and rivers. The longest major stream is the Scuppernong River, with 7.4 stream miles in the Town.

Table 4-2

MAJOR STREAMS IN THE TOWN OF EAGLE

Stream Name	Watershed	Township	Length (miles)	Classification Code(s)
Mukwonago River	Mukwonago	Eagle & Mukwonago	1.8*	ERW, COLD, AQ-1 (RSH)
Jericho Creek	Mukwonago	Eagle	5.8	COLD, AQ-2 (RSH)
Paradise Springs Creek	Scuppernong	Eagle	1.6	COLD
Scuppernong River	Scuppernong	Eagle	7.4	COLD, AQ-2 (RSH)

Classification Codes

COLD = Includes surface waters capable of supporting a community of cold water fish and other aquatic life

FAL = Fish & Aquatic Life. Default classification equivalent to Warm Water Sport Fish Community.

LFF = Limited Forage Fishery. Surface waters capable of supporting only a limited community of forage fish.

LAL = Limited Aquatic Life. Marginal surface waters that support only a limited aquatic life community

303(d) = Water body appears on the Wisconsin Impaired Waters list.

ERW = An Exceptional Resource Water as defined by Chapter NR102 of the WI Administrative Code.

AQ-1 = Identifies Aquatic Areas of statewide or greater significance.

AQ-2 = Identifies Aquatic Areas of countywide or regional significance

AQ-3 = Identifies Aquatic Areas of local significance

RSH = Rare Species Habitat. Aquatic areas which support endangered, threatened, or "special concern species" officially designated by the DNR.

* Indicates and estimated length of the Mukwonago River located in the Town of Eagle measured from Eagle Spring Lake to Phantom Lake
Source: SEWRPC, DNR

The Mukwonago River system is considered a resource of State and Regional importance due to its excellent preservation and diversity of species. Numerous Critical Fish Species and Mussels live in the Mukwonago River System, which also includes, in the Town of Eagle, Jericho Creek, Eagle Spring Lake, and the headwaters in the southwestern part of the Town. These fish species include the Lake Chubsucker, Least Darter, Longear Sunfish, Pugnose Minnow, Pugnose Shiner, and Starhead Topminnow.

Notes: The Wisconsin Department of Natural Resources (DNR) is required, under Wisconsin Statutes and the State Water Resources Act of 1965, to establish a set of water use objectives and supporting water quality standards applicable to all surface waters of the state. The type of aquatic community a particular surface water resource is capable of supporting is represented by the biological use objectives. The potential biological use of streams indicates the biological use or trout stream class a stream could achieve if it was well managed and pollution sources were controlled.

Floodlands

The floodlands of a stream are the wide, gently sloping areas contiguous with and usually lying on both sides of a stream channel. Streams occupy their channels most of the time. However, during even minor flood events, stream discharges increase beyond the capacity of the channel to accommodate the entire flow, especially where suburban development increases runoff or alters the stream channel. As a result, stages increase and the river or stream spreads laterally over the floodlands. The periodic flow of a river onto its floodlands is a recurring phenomenon and, in the absence of costly flood control measures, will occur regardless of the extent of suburban development in floodlands.

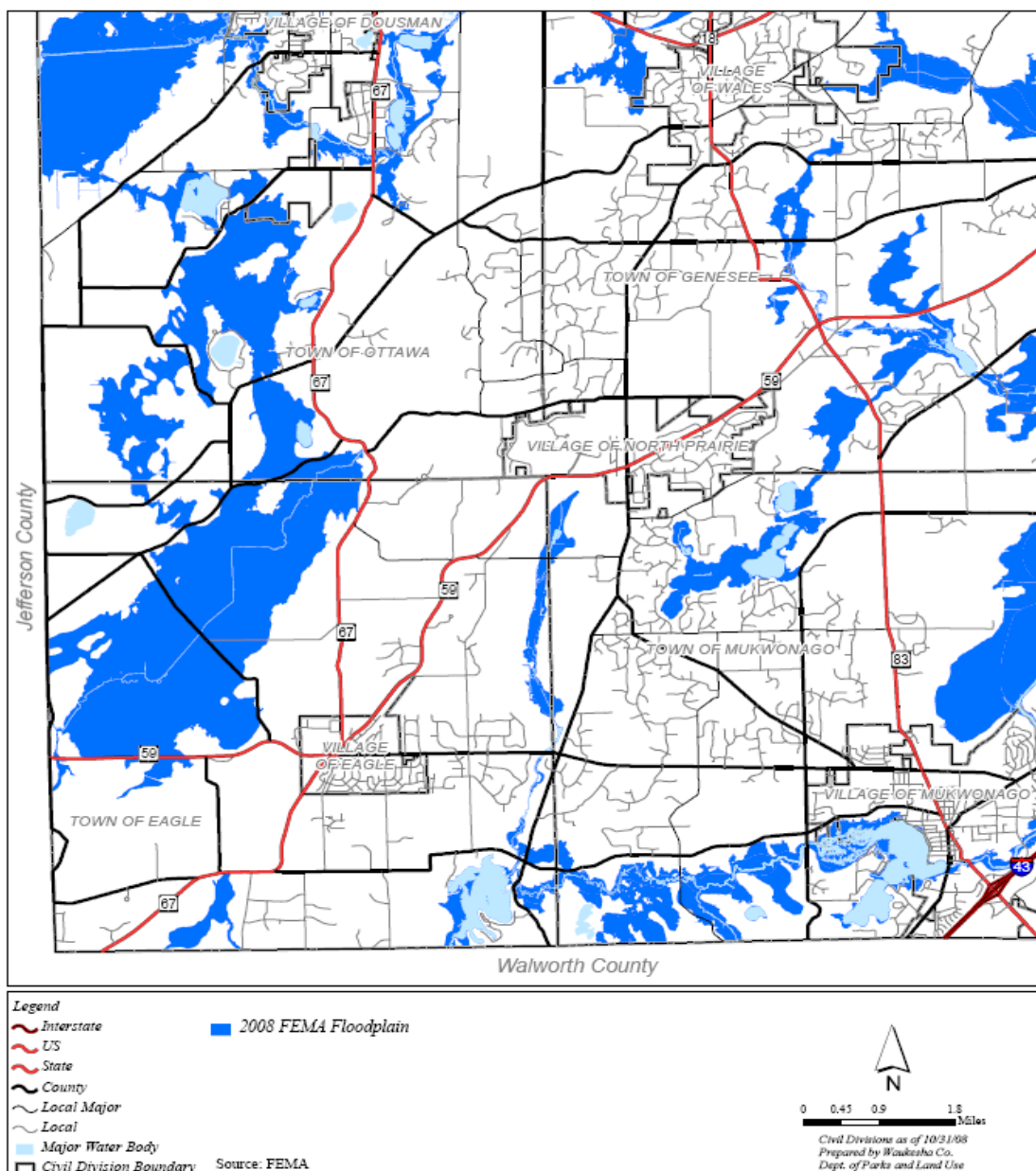
For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event. This is the event that would be reached or exceeded in severity on the average of once every 100 years.

Floodlands are not suited to suburban development because of flood hazards, high water tables, and inadequate soils. These areas are, however, generally suitable locations for Valuable Park and open space areas. Floodlands also provide storage for floodwaters and thereby decrease downstream flood discharges and stages.

General floodlands in the Town, delineated by the Southeastern Wisconsin Regional Planning Commission, the Federal Emergency Management Agency, and the Wisconsin Department of Natural Resources, are shown on Map 4-9. The 100-year flood recurrence interval flood hazard area within the County encompasses about 72 square miles, not including nearly 24 square miles of surface water in lakes and streams, or about 13 percent of the County's total land area. In 1990, a total of about 13.7 square miles, or about 19 percent, of these floodlands were located within state, county, or local public park and open space land.

Map 4-9

GENERAL FLOODLANDS IN THE GREATER EAGLE AREA: 2008



Impaired Waters List (303d)

The Department of Natural Resources (DNR) is required every two years to submit a list to the Environmental Protection Agency (EPA) which identifies waters which are not meeting water quality standards, including both water quality criteria for specific substances or the designated biological and recreational uses. This list is known as the “impaired waters list” or simply the “303(d) list” in reference to the particular section of the Clean Water Act.

Several factors can cause waters to become impaired and therefore be identified on the “impaired waters list”. These factors include:

- 1) Point source dominated
- 2) nonpoint source dominated
- 3) Point source and nonpoint source combined
- 4) Contaminated sediment waters
- 5) Atmospheric deposition dominated
- 6) Habitat/physical impaired, or
- 7) Other factors

More stringent site design and storm water management requirements are typically necessary to address thermal and other runoff impacts to cold-water communities, outstanding water resources and exceptional water resources. Map 4-7 depicts the current water resource classifications in the Town.

ENVIRONMENTAL RESOURCES

An abundance of environmental resources is one of the Town's most outstanding characteristics. The dominant resource is the Kettle Moraine State Forest. Other resources, some within the Forest, include: Eagle Spring Lake (280 acres), Beaver Dam Lake (36 acres), woodlands (4,170 acres), wetlands (4,193 acres), prairies (335 acres) and 17 linear miles of Jericho Creek, Paradise Spring, Scuppernong River, Mukwonago River, and its headwaters in Section 32 of the Town of Eagle.

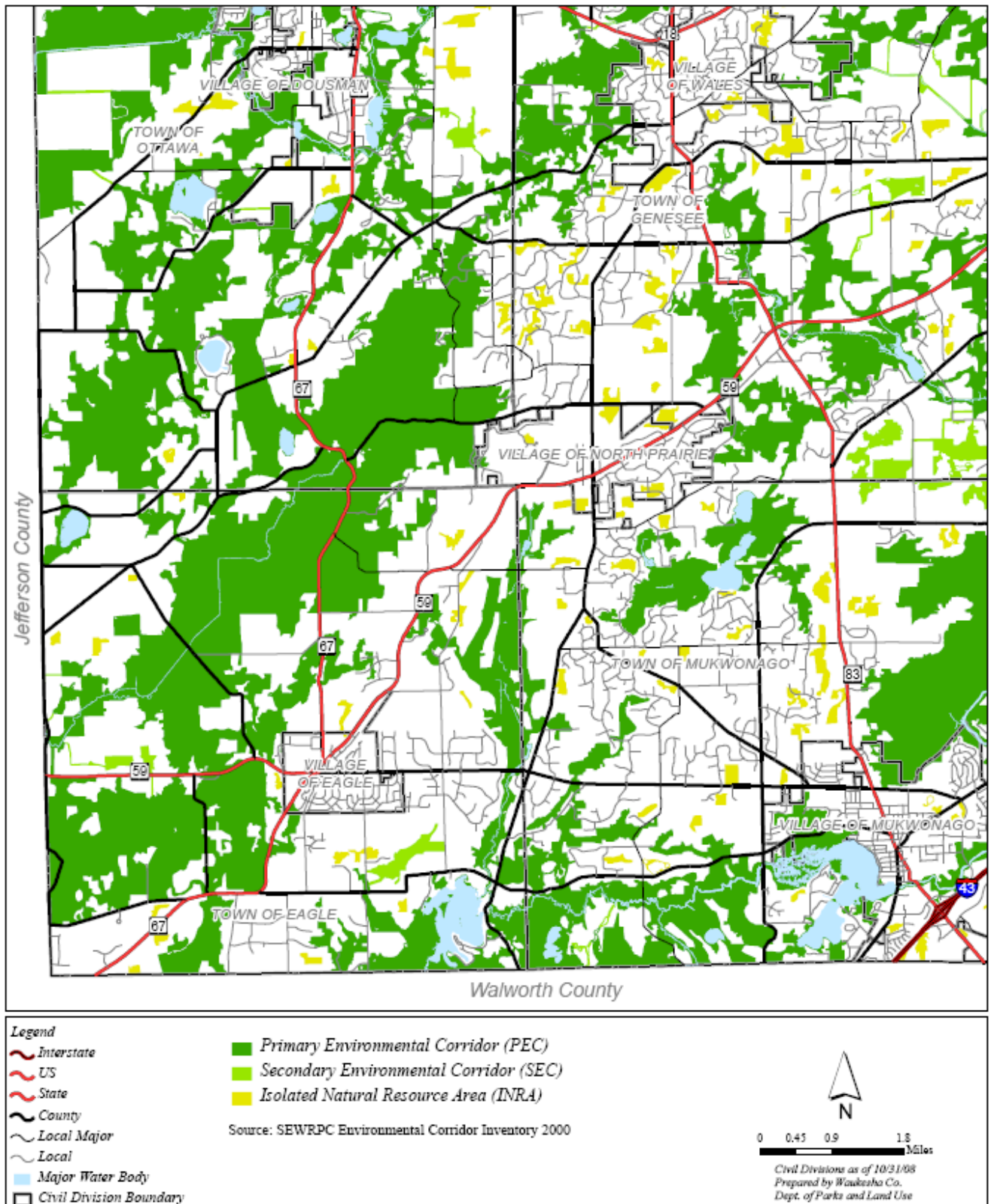
The Town is committed to preserving its environmental resources. In some cases, a planned unit development or larger lot residential development will be required if hills, wetlands, woodlands, prairie or other features are located within the proposed subdivision plat. Before any suburban development occurs, the Town will assess its potential for degradation to the environment. This will be covered in more detail in the Housing Chapter.

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

The most important elements of the natural resource base of the Town, including the remaining woodlands, wetlands, prairies, wildlife habitat, surface water and associated shorelands and floodlands, and related features, including existing park and open space sites, scenic views, and natural areas and critical species habitat sites, occur in linear patterns in the landscape, termed “environmental corridors.” The most important of these have been identified as “primary environmental corridors,” which are by definition at least two miles long, 200 feet wide, and 400 acres in area. As shown on Map 4-10 primary environmental corridors are generally located along river and major stream valleys, around major inland lakes, and in the Kettle Moraine. This Town comprehensive plan recommends the preservation of primary environmental corridors in essentially natural, open use. The preservation of these corridors is considered essential to the overall environmental quality of the Town and the maintenance of its unique cultural and natural heritage and natural beauty. Because these corridors are generally poorly suited for suburban development owing to soil limitations, steep slopes, or flooding potential, their preservation will also help to avoid the creation of new environmental and developmental problems.

Map 4-10

PLANNED ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE GREATER EAGLE AREA: 2000



In addition to primary environmental corridors, other concentrations of natural resources-referred to as “secondary environmental corridors” and “isolated natural resource areas” - have been identified as warranting strong consideration for preservation. Secondary environmental corridors contain a variety of resource features and are by definition at least one mile long and 100 acres in area. Isolated natural resource areas are concentrations of natural resources of at least five acres in size and 200 feet in width that have been separated from the environmental corridor network by suburban or agricultural uses. Planned secondary environmental corridors and isolated natural resources are also shown on Map 4-10

While this plan recommends the protection of environmental corridors and isolated natural resource areas, it recognizes that certain development may be accommodated in such areas without jeopardizing their overall integrity. The plan recognizes that certain transportation and utility uses may of necessity have to be located within such areas and that limited residential and recreational uses may be accommodated in such areas. Guidelines pertaining to such development within environmental corridors are presented in Table 4-3, contained in the planning standards section at the end of this chapter. Under these guidelines, residential development in environmental corridors would be limited to upland environmental corridors at an overall density of no more than one dwelling unit per five acres. Conservation subdivision designs are strongly encouraged where such rural density residential development is accommodated.

Under the comprehensive plan, primary environmental corridors would encompass about 148.5 square miles, or about 31 percent of the County, in 2035. This represents a net increase of 5.7 square miles, or 4 percent, over the existing 2000 area. Secondary environmental corridors would encompass 11 square miles in 2035, a decrease of about 2 percent, from 2000. Isolated natural resource areas would encompass about 12.5 square miles in 2035, a decrease of about 4 percent from 2000. The primary environmental corridors within the Town are well established and should not vary greatly from those indicated in the 2000 land use inventory.

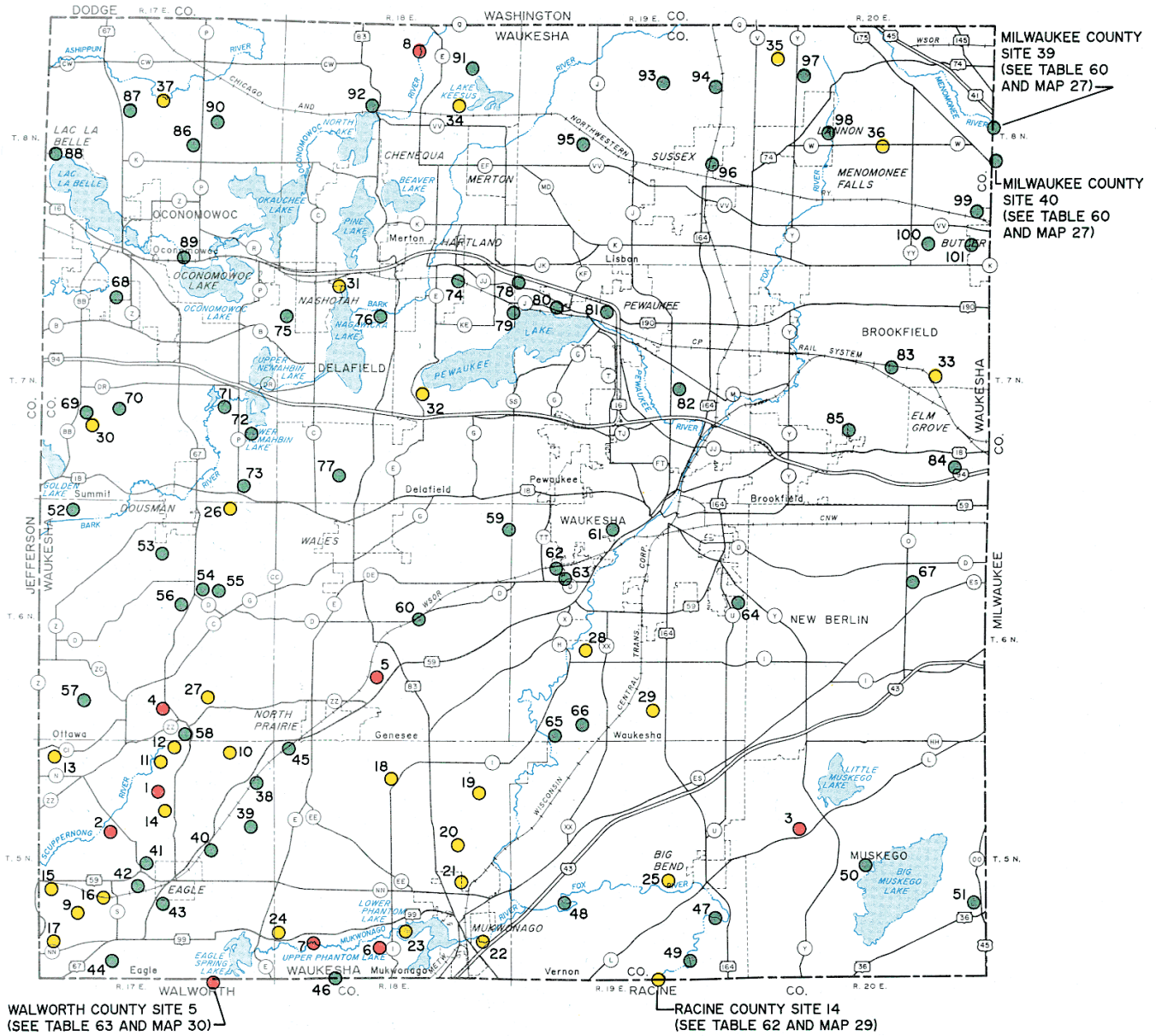
NATURAL AREAS AND CRITICAL SPECIES HABITAT

The most comprehensive inventory available of natural areas within the County was conducted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in 1994 as part of the Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin prepared by SEWRPC. Hereafter in Chapter 4, this plan will be referred to as the “1994 SEWRPC Inventory”. The inventory systematically identified all remaining high-quality natural areas and critical species habitat then existing within the Region. Map 4-11 indicates in greater detail those areas of significance in the Greater Eagle Area. (Note the numbers listed are further explained in Table 65 on pages 235-245 of the 1994 SEWRPC Inventory.) An update by SEWRPC is under review, but has not yet been approved as this Comprehensive Plan is being written.

In the 1994 SEWRPC Inventory, natural areas were classified based upon the natural area classification system developed by the Wisconsin Department of Natural Resources. Three classification categories are used: NA-1, natural areas of Statewide or greater significance, which contain nearly complete and relatively undisturbed plant and animal communities which are believed to resemble closely those of pre-settlement times; NA-2, natural areas of County-wide or regional significance, which contain native biotic communities judged to be of lower than NA-1 significance, either because of evidence of a limited amount of human disturbance or because of limited size; and NA-3, natural areas of local significance, which have been substantially altered by human activities, but which provide refuge for native plant and animal species that no longer exist in the surrounding area because of land uses and associated activities.

MAP 4-11

KNOWN NATURAL AREAS IN WAUKESHA COUNTY: 1994



This map identifies the known Natural Areas in Waukesha County. Natural Areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the pre-European-settlement landscape. Natural Area classification is based upon consideration of the structure and integrity of the native plant or animal communities; the extent of artificial disturbance; the commonness of the plant and animal communities present; the presence of critical plant or animal species; the diversity of plant and animal species; and the size of the area.

Source: Wisconsin Department of Natural Resources and SEWRPC.

In the 1994 SEWRPC Inventory, the Town of Eagle had perhaps the greatest concentration of known natural areas in Waukesha County, and perhaps in southeastern Wisconsin, as shown on Map 4-11. A total of 105 natural areas were located in Waukesha County and 20 natural areas were in the Town of Eagle, as identified in Tables 65 and 67 by the Regional Planning Commission. This accounted for 13,721 acres, or 3.7 percent of the County lands, and about 2,356 acres or roughly 10.5 percent of the lands in the Town of Eagle. Of the 105 identified sites, nine were classified as NA-1 sites and encompassed about 1,775 acres, 30 were classified as NA-2 sites and encompassed about 4,890 acres, and 66 were classified as NA-3 sites and encompassed about 7,045 acres.

Many of the Natural Areas identified in the Town of Eagle are located in the Kettle Moraine State Forest and associated areas owned and controlled by the Department of Natural Resources. The natural areas on DNR lands are not enumerated here; the reader is referred to the 1994 SEWRPC Inventory and/or the DNR for the complete listings.

Outside of the DNR lands, there are many Known Natural Areas in Eagle, identified in 1994 as being of local importance. They include:

- Road X Railroad Prairie, 4 acres in Section 1 and 12, a mesic prairie remnant extending approximately one mile along the railroad right-of-way.
- Jericho Creek Fen, 8 acres in Section 12 and 13.
- Mailman Road Railroad Prairie, 6 acres in Section 14, a prairie remnant extending approximately ½ mile along railroad right-of-way, which contains yellowish gentian, a State-designated threatened species.
- Eagle Centre Oak Opening, 20 acres in Section 27, a moraine area with open oaks and kittentails, restored to oak savanna.
- Malek Wetland, 94 acres in Sections 32 and 33, a large wetland complex of sedge meadow, low prairie, marsh, shrub carr, and fen.

In addition, there are a number of other areas of natural interest in the Town, which are owned by private landowners and conservancy organizations. Many of these areas are being protected and restored, but have not been formally evaluated in recent years.

Wetlands

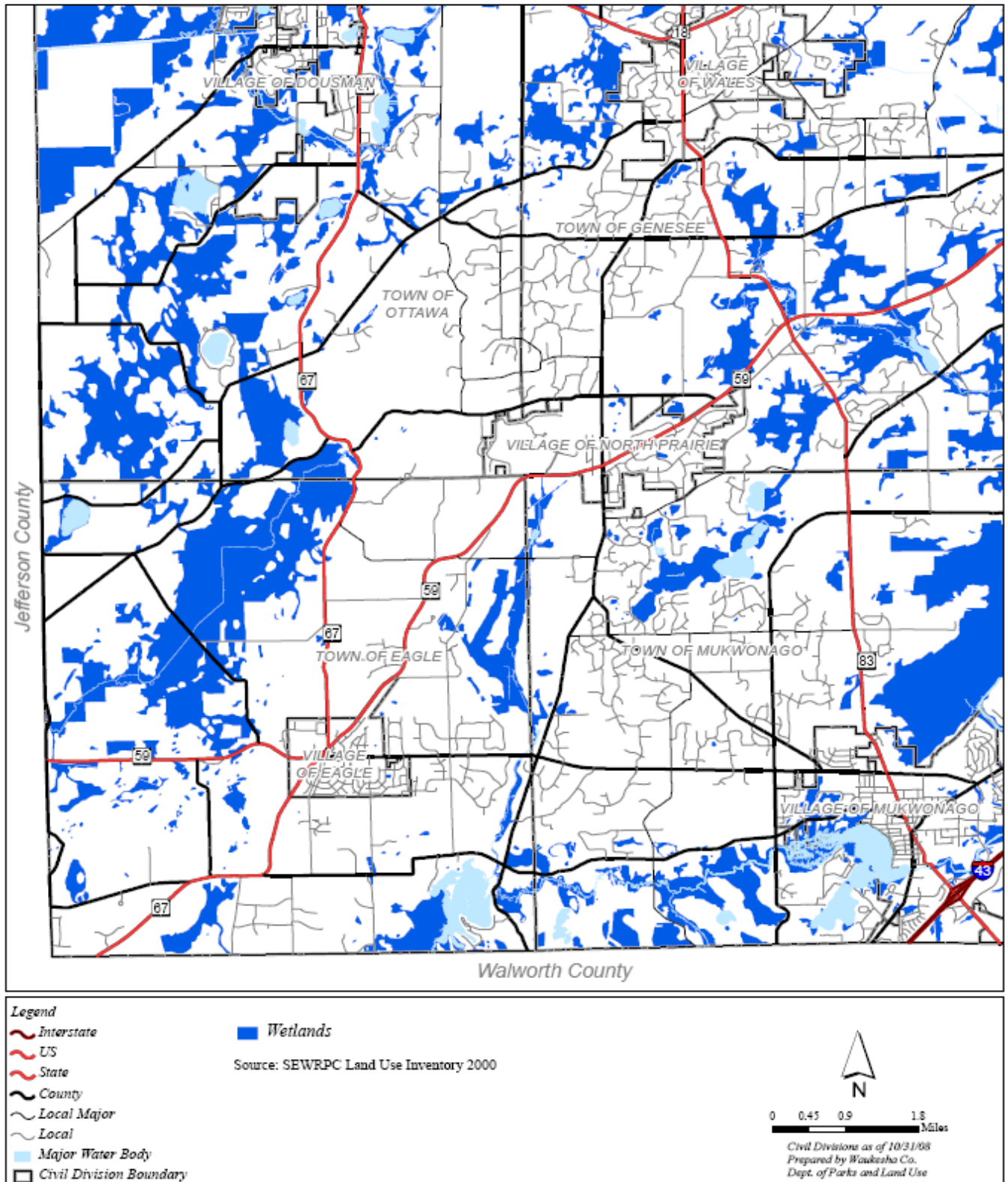
Wetlands perform an important set of natural functions, which make them particularly valuable resources lending to overall environmental health and diversity. Some wetlands provide seasonal groundwater recharge or discharge. Those wetlands that provide groundwater discharge often provide base flow to surface waters. Wetlands contribute to the maintenance of good water quality, except during unusual periods of high runoff following prolonged drought, by serving as traps, which retain nutrients and sediments, thereby preventing them from reaching streams and lakes. They act to retain water during dry periods and hold it during flooding events, thus keeping the water table high and relatively stable. They provide essential breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of fish and wildlife. These attributes have the net effect of improving general environmental health; providing recreational, research, and educational opportunities; maintaining opportunities for hunting and fishing; and adding to the aesthetics of an area.

Wetlands pose severe limitations for suburban development. In general, these limitations are related to the high water table, and the high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils. These limitations may result in flooding, wet basements, unstable foundations, failing pavements, and failing sewer and water lines.

Moreover, there are significant and costly onsite preparation and maintenance costs associated with the development of wetland soils, particularly in connection with roads, foundations, and public utilities. Wetlands existing in 2000 are shown on Map 4-12, covering 4,194 acres scattered throughout the Township.

Map 4-12

GENERAL WETLANDS IN THE GREATER EAGLE AREA: 2000



Prairies

Prairies are open, treeless or generally treeless areas dominated by native grasses. Such areas have important ecological and scientific value and consist of four basic types: low prairies, mesic or moderately moist prairies, dry prairies, and oak openings. The low prairies typically occupy ancient glacial lake beds; mesic prairies tend to occur on glacial outwash plains, the glacial till of recessional moraines, and the loessial, windblown depositional soils which cover the dolomitic bedrock; dry prairies occur on well-drained soils, usually on steep hillsides; oak openings are savannahs dominated by dry prairie grasses, with between one and 17 oak trees, usually bur oaks, per acre.

Prairies existing in 1990 consist of 34 sites covering a combined total of approximately 280 acres, a very small portion of the total land area of the County, located mostly in the southwestern quarter of the County - some within the Town of Eagle. Very few native prairies are left in the County, although they once covered large portions of the County. The loss of native prairie and oak openings was primarily a result of agricultural practices, suburbanization, and the suppression of the wildfires, which had served to restrain the advancing shrubs and trees that shade out prairie plants.

A number of prairie remnants and restoration sites exist in the Town; many are in the Kettle Moraine State Forest and lands held by conservancy organizations, but some are also held by private land owners.

Prior to settlement by Europeans, much of the Town of Eagle was covered by open prairie and oak savanna. Remnants remain in a few places, including occasional patches of the original vegetation. Remaining prairie segments in Eagle, outside of DNR lands, include the Mailman Road Railroad prairie and the Road X Railroad Prairie. Oak Openings of note include those at Eagle Centre, the former Eagle Dump and along Jericho Creek.

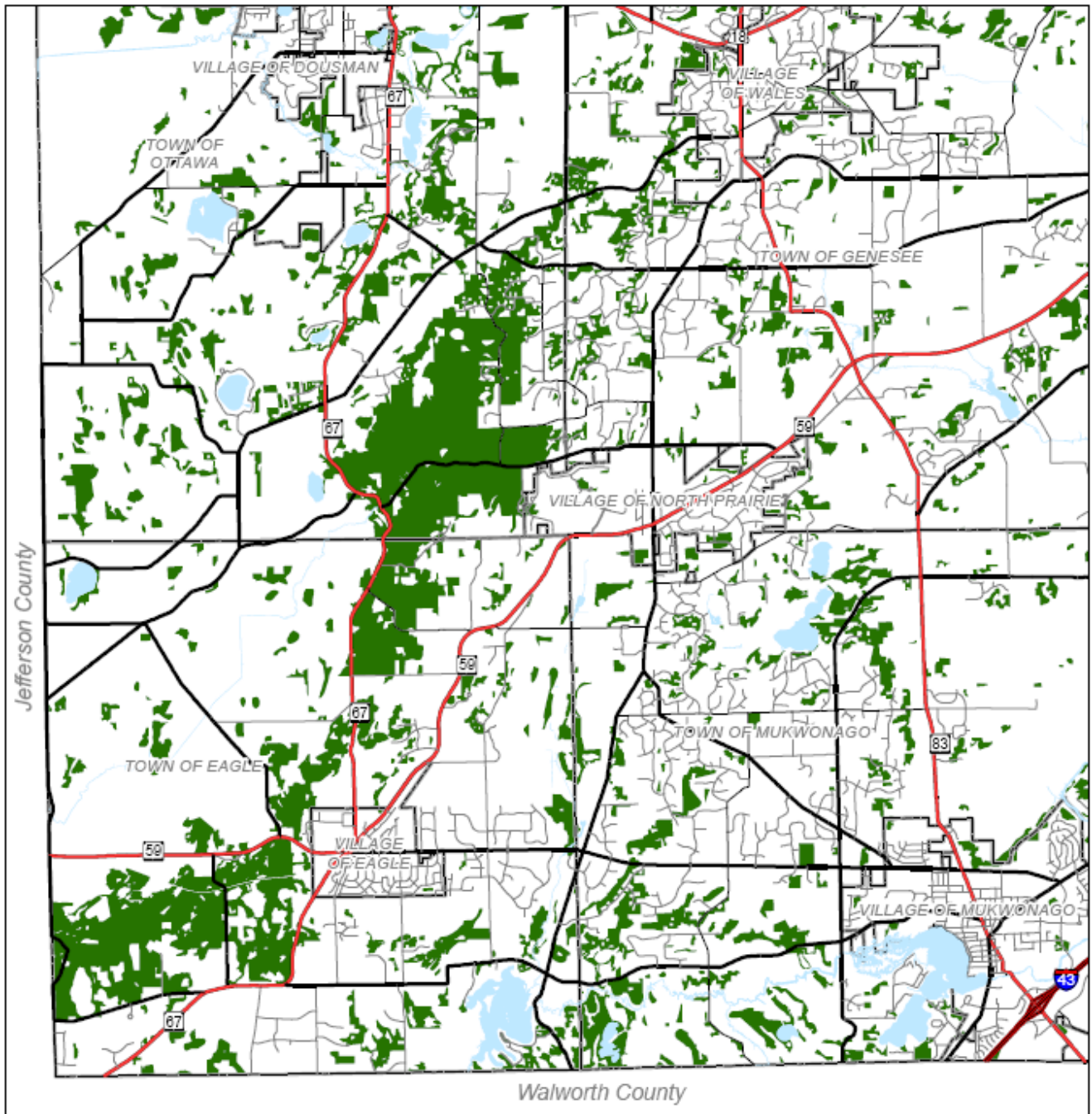
Woodlands

Woodlands have both economic and ecological value and can serve a variety of uses providing multiple benefits. Located primarily on ridges and slopes and along streams and lakeshores, woodlands provide an attractive natural resource, accentuating the beauty of the lakes, streams, and the topography of the Town. In addition to contributing to clean air and water, woodlands contribute to the maintenance of a diversity of plant and animal life and provide for important recreational opportunities.

Under balanced use and sustained yield management, woodlands can, in many cases, serve scenic, wildlife, educational, recreational, environmental protection, and forest production benefits simultaneously. In 2000, woodlands covered 4,173 acres of the Township as shown on Map 4-13. These woodlands exist in large contiguous areas along the Kettle Moraine in the western half of the Town and in scattered small areas throughout the remainder of the Town.

Map 4-13

MAJOR WOODLANDS IN THE GREATER EAGLE AREA: 2000



<p>Legend</p> <ul style="list-style-type: none"> Interstate US State County Local Major Local Major Water Body Civil Division Boundary 	<ul style="list-style-type: none"> Woodlands <p>Source: SEWRPC Land Use Inventory 2000</p>	<p>0 0.45 0.9 1.8 Miles</p> <p><i>Civil Divisions as of 10/31/08 Prepared by Waukesha Co. Dept. of Parks and Land Use</i></p>
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Wildlife

Inventories of wildlife habitat in the Southeastern Wisconsin Region were conducted jointly by the Wisconsin Department of Natural Resources and the Southeastern Wisconsin Regional Planning Commission in 1985. As a part of the 1985 inventory, three classes of wildlife habitat were identified: Class I (high-value) wildlife habitat, Class II (medium-value) wildlife habitat, and Class III (other significant) wildlife habitat. Class I habitat areas contain a good diversity of wildlife, are adequate in size to meet all of the habitat requirements for the species concerned, and are generally located in proximity to other wildlife habitat areas. Class II wildlife habitat areas generally lack one of the three criteria for Class I wildlife habitat. However, they do retain a good plant and animal diversity. Class III wildlife habitat areas are remnant in nature in that they generally lack two of the three criteria for a Class I wildlife habitat, but may, nevertheless, be important if located in proximity to high- or medium-value wildlife habitat areas, if they provide corridors linking higher-value wildlife habitat areas, or if they provide the only available range in the area. (See Map 4-14)

Wildlife habitat areas encompassed a combined area of 182 square miles, or 31 percent of the total area of the County in 1985. These areas are concentrated on the Kettle Moraine, in the Vernon Marsh, along Scuppernong Creek and the Scuppernong River, and around the major lakes in the County. Class I wildlife habitat encompassed 88 square miles, or 49 percent of total wildlife habitat; Class II wildlife habitat encompassed 61 square miles, or 33 percent of total wildlife habitat; and Class III wildlife habitat encompassed 33 square miles, or 18 percent of total wildlife habitat.

The Town of Eagle includes species habitat for the critical herptile species of Blanchard's Cricket Frog, Blanding Turtle, Pickerel Frog, Queen Snake, Western Ribbon Snake, and, as well as the special concern mammal species of Bobcat. Critical Bird Habitat sites include, Eagle Spring Lake, the Malek Wetland, and the Old World Wisconsin Marsh.

Critical Plant Species habitat Sites include the Domon Prairie remnant, Eagle Dump Oak Opening, and the Holtz Oak Openings.

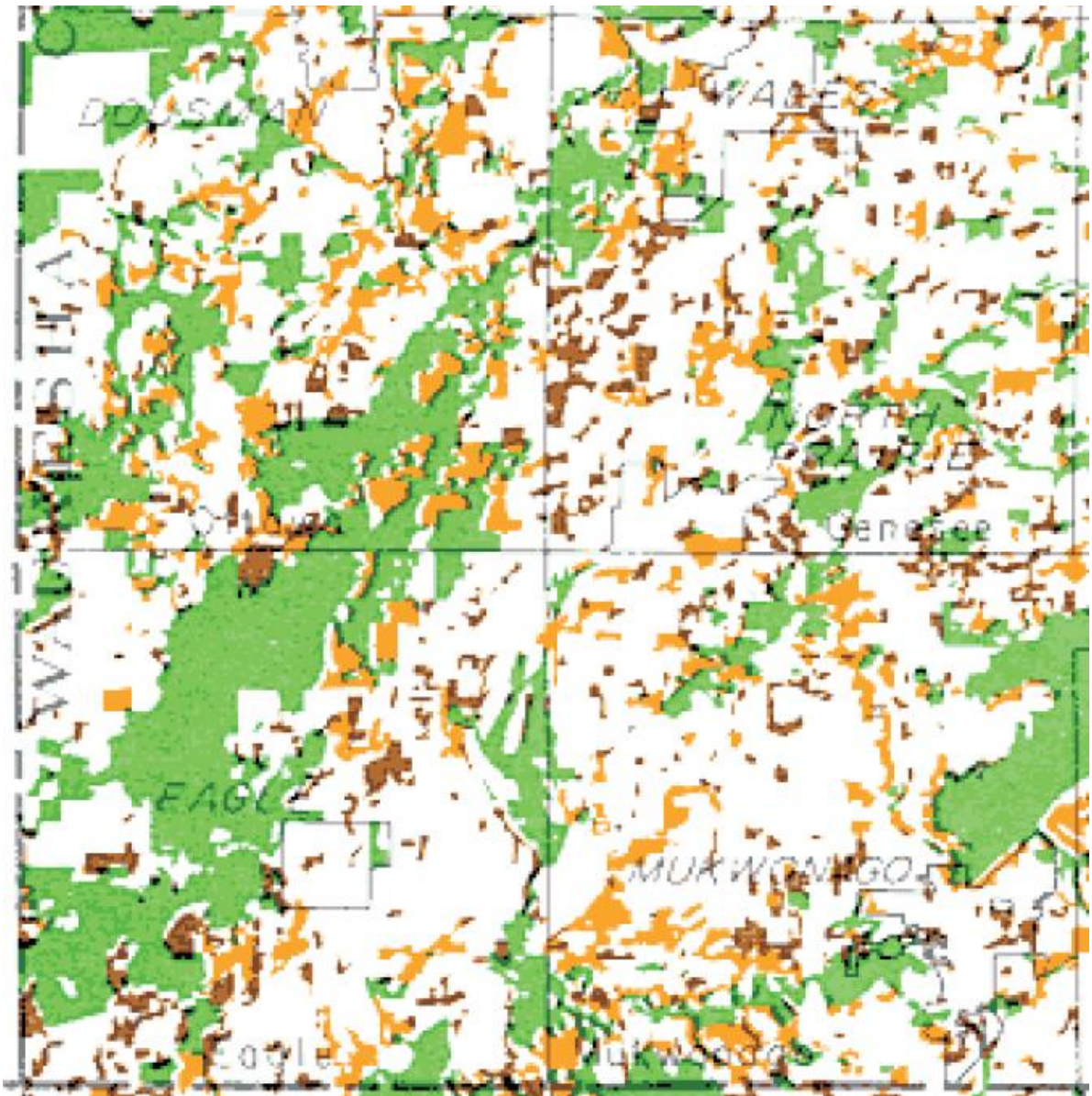
CLIMATE

Its mid-continental location gives the Town a continental climate that spans four seasons, one season succeeding the other through varying time periods of unsteady transition. Summers, generally the months of June, July, and August, are relatively warm, with occasional periods of hot, humid weather and sporadic periods of cool weather. The cold winter, accentuated by prevailing frigid northwesterly winds, generally spans the months of December, January, and February, but may in some years include parts of November and March. Autumn and spring in the Town are transitional times of the year between the dominant seasons and usually periods of widely varying weather conditions. Temperatures are extremely varied, and long periods of precipitation are common in autumn and spring. Some of the more pronounced weather events include tornadoes and major snowmelt occurrences.




Air temperatures within the Town are subject to extreme seasonal variation. Data on temperature observations indicate variations in temperature from a low in January with a mean daily temperature of 18.7 degrees, to a high in July with a mean daily temperature of 71.8 degrees. The growing season, which is defined as the number of days between the last freeze in the spring and the first freeze in the fall, averages about 155 days in the Town. The last freeze in the spring normally occurs during the first two weeks in May and the first freeze in the fall normally occurs in mid-October.

MAP 4 - 14

WILDLIFE HABITAT AREAS IN THE GREATER EAGLE AREA: 1985



LEGEND

-  CLASS I WILDLIFE HABITAT AREA
-  CLASS II WILDLIFE HABITAT AREA
-  CLASS III WILDLIFE HABITAT AREA



Source: SEWRPC Report No. 42

Precipitation in the Town, in the form of rain, sleet, hail, and snow, ranges from gentle showers to destructive thunderstorms. The more pronounced weather events can cause major property and crop damage, inundation of poorly drained areas, and lake and stream flooding. Daily precipitation data for observations recorded at the City of Waukesha record that the total average annual precipitation observed is slightly more than 32 inches, expressed as water equivalent. Monthly averages range from a low of 1.2 inches in February to a high of 3.70 inches in June. Snowfall and sleet averages approximately 41 inches annually, with January receiving the most snow and sleet, at about 11 inches.

The Town is positioned astride cyclonic storm tracks along which low-pressure centers move from the west and southwest. The County also lies in the path of high-pressure centers moving in a generally southeasterly direction. This location at the confluence of major migratory air masses results in the Town being influenced by a continuously changing pattern of air masses associated with alternately high- and low-pressure centers and results in frequent weather changes superimposed on the aforementioned annual range in weather characteristics, especially in winter and spring.

Prevailing winds in the Town are northwesterly in the late fall and winter, northeasterly in the spring, and southwesterly in the summer and early fall. Wind velocities are less than five miles per hour (mph) for about 15 percent of the year, between five and 15 mph for about 60 percent of the year, and more than 15 mph for about 25 percent of the year.

AIR QUALITY

The Clean Air Act requires the U.S. Environmental Protection Agency (EPA) to set national ambient air quality standards (NAAQS) for six criteria pollutants (carbon monoxide, lead, nitrogen dioxide, particulate matter, ozone, and sulfur oxides) which are considered harmful to public health and the environment. Areas not meeting the NAAQS for one or all of the criteria pollutants are designated as nonattainment areas by the EPA. In areas where observed pollutant levels exceed the established NAAQS and which are designated as “nonattainment” areas by the EPA, growth and development patterns may be constrained. For example, major sources of pollutants seeking to locate or expand in a designated nonattainment area, or close enough to impact upon it, must apply emission control technologies. In addition, new or expanding industries may be required to obtain a greater than one-for-one reduction in emissions from other sources in the nonattainment area so as to provide a net improvement in ambient air quality. Nonattainment area designation may therefore create an economic disincentive for industry with significant emission levels to locating or expanding within or near the boundaries of such an area. In order to eliminate this disincentive and relieve the potential constraint on development, it is necessary to demonstrate compliance with the NAAQS and petition EPA for redesignation of the nonattainment areas.

Ozone is formed when precursor pollutants, such as volatile organic compounds and nitrogen oxides, react in the presence of sunlight. The ozone air quality problem within the Region is a complex problem because ozone is meteorologically dependant. In addition, the ozone problem in the Region is believed to be attributable in large part to precursor emissions which are generated in the large suburban areas located to the south and southeast and carried by prevailing winds into the Region. The ozone problem can be effectively addressed only through a multi-state abatement effort.

In March of 2008, the EPA revised the eight-hour ozone standard which is expected to take effect in 2010, and in December 2008, the EPA designated six counties in Wisconsin as nonattainment areas for the 24-hour fine particulate matter air quality standard. The nonattainment counties are Milwaukee, Racine, Waukesha, Brown, Dane and a portion of Columbia County. Additional information can be found by visiting the SEWRPC website.

Over the past decade, the combination of local controls and offsets implemented within and external to the Region, along with national vehicle emissions control requirements have resulted in a significant improvement in ambient air quality within the Region as well as nationally, and projections of future emissions indicate a continued decline in precursor emissions and a continued improvement in air quality.

CULTURAL RESOURCES

Historic sites in the Town often have important recreational, educational, and cultural value. A variety of inventories and surveys of sites that possess architectural, cultural, and archaeological value have been conducted by the Wisconsin Historical Society and by various units and agencies of government in the Town. Certain sites of known historic significance in the Town are listed on the National Register of Historic Places. In 2005, there were 652 sites listed on the National Register. Historic sites in the Town listed on the National Register of Historic Places in 2005 are presented in Appendix B, of the Waukesha County Comprehensive Development Plan.

It is important to note that the potential exists for the identification of additional sites of historical significance which either are eligible for listing on the National Register or which are potentially eligible for listing but would require additional evaluation. In 2005, there were 44 eligible historic sites in the Town that have not been listed on the National Register. Eligible historic sites in the Town that have not been listed on the National Register in 2005 are presented in Appendix B of the Waukesha County Comprehensive Development Plan. In addition, there were 102 sites in the Town that are potentially eligible but would require additional evaluation. Historic sites in the Town that are potentially eligible but would require additional evaluation are presented in Appendix B, of the Waukesha County Comprehensive Development Plan.

Archeological Sites

Data provided by the Wisconsin Historical Society (www.wisconsinhistory.org) indicate that over 500 historic and prehistoric archaeological sites have been identified in the County. Of these sites, 5 have been listed on the National Register of Historic Places, but none of them is located in the Town of Eagle. The complete list of sites can be found in the Waukesha County Comprehensive Development plan in Chapter 3, Table III-7.

Cultural Based Facilities

Adding to the quality of life in the County is the presence of cultural based facilities such as the Forest headquarters museum and community theaters. There are 12 cultural based facilities throughout Waukesha County, but only Old World Wisconsin, which provides a history of Wisconsin's immigrants and pioneers, is located in the Town of Eagle.

Old World Wisconsin is operated by the Wisconsin State Historical Society. Old World Wisconsin's historic farm and village buildings comprise the world's largest (576 acre) museum dedicated to the history of rural life. The museum's more than 60 historic structures range from ethnic farmsteads with furnished houses and rural outbuildings, to a crossroads village with its traditional small-town institutions. To create this museum, researchers traveled throughout Wisconsin in search of authentic historic buildings hewn by generations of Wisconsin settlers.

Each of these structures was dismantled, carefully identified, and moved to the current site where they were reconstructed precisely as they had once been built. The efforts of countless historians have preserved an amazing slice of true Americana - one that will be enjoyed for generations to come. For a complete list of sites Waukesha County see Chapter 3 (Table III-8) of the Waukesha County Comprehensive Development Plan.

Eagle Historical Society

The Eagle Historical Society is a non-profit organization whose purpose is to collect and preserve printed material and material objects illustrative of life, conditions, events and activities of the past and present, especially in the history of Eagle Village and Township, Waukesha County and the surrounding areas. The Society maintains a museum and a historical library which is open to the public. Print materials in the Society's research center are available to the public. The society also maintains a web site to communicate events, photographs and historical information to the community,

Future goals include an addition with appropriate artifact storage areas, conference and meeting rooms large enough to accommodate adults and school groups for historic programs. Rooms would be available for use by civic organizations and area residents.

Historic Sites

The Town is mindful of its historic and architecturally significant structures. The following five National Register Historical Sites or Structures have been identified as requiring preservation: the Ahira R. Hinkley House at W354S7910 STH 59, the Koepsel House, the Christian Turck House, and the Ward District #3 Schoolhouse in Old World Wisconsin, and Residence at site #7244 at W77S10766 Betts Road. The following sites have been locally designated: the A.C. Clark/A.O. Smith House at W345 S10503 CTH "E", the Edward Hinkley House at W364S7310 STH 67, the Stute/Welch Farm east of CTH "Z", and the Palestine Grade School at W351S7510 STH 59. No significant exterior alterations of these resources will be considered acceptable by the Town. The Town and County also recognize the significance of the Jonathan Parsons House and the Frederick Von Rueden House, which warrant more study.

PARK AND OPEN SPACE

Through the planning process for updating this Comprehensive Plan, County Department of Parks and Land Use staff met with the park staff of the Town and Village to discuss resource related and self-actualized recreational opportunities for County, Village, and Town residents. The County Parks System is a natural resource based system, which demonstrates stewardship while providing recreational and educational opportunities. The Town and Village also embrace this stewardship approach and are involved in programs such as the joint Park and Recreation Program and Lake Patrol to provide additional opportunities to its residents.

The intent of the County plan was to prepare a Park and Open Space Plan that conveys a shared vision for park and open space lands and facilities to serve the entire County population anticipated under the full build-out scenario, and to meet planning requirements for use of State and Federal parkland and recreational grants. The Town of Eagle is aware of this plan and intends to consider it in any future park land acquisition or improvements.

Inventory data needed for the preparation of the County Park and Open Space Plan includes historic and planned population, household levels, planned land uses, and the location of environmental corridors, natural areas, floodlands and other natural resource related information. This data was carefully considered in the preparation of the Park and Open Space Plan which is presented in Appendix A, of the Waukesha County Comprehensive Development Plan.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

AGRICULTURAL LANDS - OBJECTIVE NO. 1

The preservation of agricultural lands.

Principle

The preservation of agricultural land is important for meeting future needs for food. Agricultural areas, in addition to providing food and fiber, can provide wildlife habitat and contribute to the maintenance of an ecological balance between plants and animals. Moreover, the preservation of agricultural areas also contributes immeasurably to the maintenance of the scenic beauty and cultural heritage of the Town. Maintaining agricultural lands near suburban areas can facilitate desirable and efficient production-distribution relationships, including community-supported agriculture operations.

The preservation of agricultural lands can maximize return on investments in agricultural soil and water conservation practices; and minimizes conflicts between farming operations and suburban land uses.

Standard

1. Maintain the rural character of the community and preserve prime agricultural lands for the benefit of the Town, and the farmer desiring to farm the land. Prime agricultural lands in the Town include those lands in agricultural use, unused/open lands other than “Open Lands to Be Preserved”, primary/secondary environmental corridor or isolated natural areas, and are within a 5 square mile contiguous area (including adjacent counties). They possess important farmlands and the absence of significant steep slopes and prairie, and meet all of the following criteria: 1) is outside of any planned sewer service area boundary; 2) 75% is agricultural or open/unused land use; 3) 50% is Class I or Class II soils which meet Natural Resources Conservation Service standards; and 4) 75% consists of land ownership parcels of 35 acres or more.
2. Rural land uses will be protected through their designation in an Agricultural Land Use category. Lands in the Agricultural category which meet the above criteria may be eligible to participate in the Wisconsin Farmland Preservation Program. This program gives tax credits to farmers who maintain their land in agricultural use.
3. Development of agricultural lands should take place in an orderly and sequential fashion. In order to preserve farming as a viable economic pursuit, new development should not impinge on adjacent agricultural land use, or cause increased tax assessments for farmers.
4. Agricultural land use and operations will be encouraged by the Town as a resource for the use and benefit of present and future generations.
5. Agricultural lands are an integral part of the Town's heritage, and therefore, preservation of agricultural land will be promoted as a means to retain the Town's rural character and to provide open space.
6. Subdivision design may allow for the inclusion of both residential and agricultural uses and will encourage subdivision design that results in a minimum reduction of agricultural land.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 2

A distribution of the various land uses which will result in the preservation and sustainable use of the natural resources of the Town, including inland lakes and streams, groundwater, wetlands, woodlands, prairies, and wildlife.

- 2-1. Environmental Corridors and Isolated Natural Resource Areas
- 2-2. Other Environmentally Sensitive Areas
- 2-3. Restoration/Enhancement of Natural Conditions

Environmental Corridors and Isolated Natural Resource Areas Principle: 2-1

The preservation of environmental corridors and isolated natural resource areas in essentially natural, open use yields many benefits, including recharge and discharge of groundwater; maintenance of surface water and groundwater quality; attenuation of flood flows and flood stages; maintenance of base flows of streams and watercourses; reduction of soil erosion; abatement of air and noise pollution; protection of wildlife habitat; protection of plant and animal diversity; protection of rare and endangered species; maintenance of scenic beauty; and provision of opportunities for recreational, educational, and scientific pursuits. These environmental corridors once lost would be impossible to reclaim or replace. Since some environmental corridors and isolated natural resource areas are poorly suited for urban development, their preservation can help avoid serious and costly development problems while protecting the Town's most valuable natural resources.

Standards

- 1. Primary environmental corridors should be preserved in natural open uses.
- 2. Secondary environmental corridors and isolated natural resource areas should be preserved in essentially natural, open uses to the extent practicable, as determined in Town and local plans. Uses considered as being compatible with the preservation of environmental corridors and isolated natural resource areas are described in Table 4-3 in Chapter 4.
- 3. Require that development near environmentally sensitive areas be such that there is no degradation of natural resources.

Other Environmentally Sensitive Areas Principle: 2-2

Care in locating suburban and rural development in relation to other environmentally sensitive areas can help to maintain the overall environmental quality of the Town and to avoid developmental problems.

Standards

- 1. All natural areas and critical species habitat sites identified for preservation in the Regional Natural Areas and Critical Species Habitat Protection and Management Plan will be preserved.
- 2. Small wetlands, woodlands, and prairies even if not identified as part of an environmental corridor or isolated natural resource area may be preserved to the extent practicable, as determined in Town plans
- 3. Encourage protection of upland conservancy areas such as woods, fencerows, wildlife habitats, prairie, and unique glacial features.

4. One hundred year recurrence interval floodlands should not be allocated to any development, which would cause or be subject to flood damage; and no unauthorized structure should be allowed to encroach upon and obstruct the flow of water in perennial stream channels and floodways.
5. Suburban and rural development should be directed away from areas, with steep slope (12 degrees or greater) or with seasonally high groundwater one foot or less from the surface.
6. Land use patterns will be designed to discourage development of below grade structures on soils with seasonally high groundwater less than 3 feet from the surface. The intent is to allow development on these marginal soils, providing below grade structures (including basements) shall maintain a minimum of one foot separation from the seasonally high groundwater level.

Restoration/Enhancement of Natural Conditions Principle: 2-3

Restoration of unused farmland and other open space land to more natural conditions, resulting in the re-establishment or enhancement of wetlands, woodlands, prairies, grasslands, and forest interiors, can increase biodiversity and contribute to the overall environmental quality of the Town by providing additional functional values as set forth in Objective No. 1 above.

Standard

1. Carefully planned efforts to restore unused farmland and other open space land to more natural conditions should be encouraged.
2. Recognize the potential of disturbance to the inter-linked natural environment by any types of construction and development.
3. Promote use of all practical methods to maintain existing mature vegetative cover within potential development areas.

GENERAL DEVELOPMENT GUIDELINES

- Transportation and Utility Facilities: All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions.
- Table 4-3 presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.
- Recreational Facilities: In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings.
- Table 4-3 presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.
- Residential Development: Limited residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multi-family structures. When rural residential development is accommodated, conservation subdivision designs are strongly encouraged to locate development outside the corridor while maintaining an overall development density of no more than one dwelling per five acres.
- Other Development: In lieu of recreational or rural density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis.

Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodating scattered homesites and attendant access roads at an overall density of one dwelling per five acres throughout the upland corridor areas.

- Pre-Existing Lots: Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the land use plan or on lands with the Primary Environmental Corridor amended through adopted sewer service plans.

All permitted development presumes that sound land and water management practices are utilized.

Table 4-3

GUIDELINES FOR DEVELOPMENT CONSIDERED COMPATIBLE WITH ENVIRONMENTAL CORRIDORS

Component Natural Resource and Related Features within Environmental Corridors ^a	Permitted Development														
	Transportation and Utility Facilities (see General Development Guidelines below)				Recreational Facilities (see General Development Guidelines below)										Rural Density Residential Development (see General Development Guidelines below)
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities ^b	Trails ^c	Picnic Areas	Family Camping ^d	Swimming Beach	Boat Access	Golf	Play fields	Hard-Surface Courts	Parking	Buildings	
Lakes, Rivers, and Streams	-- ^e	-- ^f	--	-- ^g	-- ^h	--	--	X	X	--	--	--	--	--	--
Shoreland	X	X	X	X	X	X	--	X	X	X	--	--	X	Xi	--
Floodplain	-- ^j	X		X	X	X	--	X	X	X	X	--	X	Xk	--
Wetland I	-- ^j	X	--	--	Xm	--	--	--	X	-- ⁿ	--	--	--	--	--
Wet Soils	X	X	X	X	X	--	--	X	X	X	--	--	X	--	--
Woodland	X	X	Xo	--	X	X	X	--	X	Xo	Xo	Xo	Xo	Xo	X
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X
Steep Slope	X	X	--	--	-- ^p	--	--	--	--	X	--	--	--	--	--
Prairie	--	-- ^f	--	--	-- ^p	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--
Historic Site	--	-- ^f	--	--	-- ^p	--	--	--	--	--	--	--	X	--	--
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	--	--	X	X	X
Natural Area or Critical Species Habitat Site	--	--	--	--	-- ^p	--	--	--	--	--	--	--	--	--	--

NOTE: An "X" indicates that facility development is permitted within the specified natural resource feature, and a "--" indicates the development is not permitted, unless followed by a subscript letter. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

Footnotes to Table 3-1:

^aThe natural resource and related features are defined as follows:

Historic Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archeological features such as American Indian settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 100-year recurrence interval flood event.

Lakes, Rivers, and Streams: Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U. S. Geological Survey quadrangle maps.

Natural Area and Critical Species Habitat Sites: Includes natural areas and critical species habitat sites as identified in the regional natural areas and critical species habitat protection and management plan.

Park: Includes public and nonpublic park and open space sites.

Prairies: Includes open, generally treeless areas which are dominated by native grasses; also includes savannas.

Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

Shoreland: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes.

Steep Slope: Includes areas with land that slants at 12 degrees or greater.

Wetlands: Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.

Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

Woodlands: Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 % canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

^bIncludes such improvements as stream channel modifications and such facilities as dams.

^cIncludes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It is to be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings will be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings will be designed to ensure minimum disturbance of the natural resources.

^dIncludes areas intended to accommodate camping in tents, trailers, or RV's, which remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.

^eCertain transportation facilities such as bridges may be constructed over such resources.

^fElectric power transmission lines and similar lines may be suspended over such resources.

^gCertain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

^hBridges for trail facilities may be constructed over such resources.

ⁱConsistent with Chapter NR 115 of the Wisconsin Administrative Code.

^jStreets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on Wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

^kConsistent with Chapter NR 116 of the Wisconsin Administrative Code.

^lAny development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

^mOnly an appropriately designed boardwalk/trail will be permitted

ⁿWetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

^oOnly if no alternative is available.

^pOnly appropriately designed and located hiking and cross-country ski trails may be permitted.

Source: SEWRPC

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 3

A distribution of land uses and specific site development designs which protects or enhances the surface and ground water resources of the Town.

Surface and Groundwater Quality Principle

Information regarding existing and potential surface and ground water quality conditions is essential to any comprehensive land use and natural resource planning program. The existing quality condition of the surface and ground water resource provides important baseline data. The potential condition becomes the goal upon which planners and resource managers target their land use efforts.

Standards

1. Promote development of lands within the Town in a manner which will protect the quality of surface and ground waters, including lakes, rivers, streams, and wetlands
2. Encourage low impact storm water management practices, and impervious surface standards
3. Potentially contaminating land uses will not be located in areas where the potential for groundwater contamination is the highest.
4. Storm water management planning will seek to meet the potential biological use objectives of the streams in the Town (presented in Chapter 5 of this Plan).

Groundwater Quantity Principle

Information regarding existing ground water quantity conditions is essential to any comprehensive land use and natural resource planning program. The existing condition of ground water quantity provides important baseline data. Potential ground water quantity conditions provide important data upon which planners and resource managers can make comprehensive development planning decisions.

Standards

1. Land use development patterns and practices will be designed to preserve important groundwater recharge areas and should support maintaining the natural surface and groundwater hydrology to the extent practicable.
2. Storm water management planning will seek to encourage ground water recharge to maintain the natural groundwater hydrology.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 4

The preservation and provision of open space to enhance the total quality of the Town environment, maximize essential natural resource availability, give form and structure to suburban development, and provide opportunities for a full range of outdoor recreational activities.

Open Space Principle

Open space is the fundamental element required for the preservation and sustainable use of such natural resources as soil, water, woodlands, wetlands, native vegetation, and wildlife; it provides the opportunity to add to the physical, intellectual, and spiritual growth of the population; it enhances the economic and aesthetic value of certain types of development; and it is essential to outdoor recreational pursuits.

Standards

1. Major park and recreation sites providing opportunities for a variety of natural resource-oriented, self actualized outdoor recreational activities should be provided by the Town.
2. Typically local municipalities provide outdoor recreation facilities to afford the resident population of the opportunities to participate in intensive non-resource-oriented outdoor recreation activities. These types of facilities are activity specific such as tennis, baseball, basketball, soccer, skate parks and playgrounds.
3. Areas having unique scientific, cultural, or educational value should not be changed to any suburban or agricultural land uses; adjacent surrounding areas should be retained in open space use, such as agricultural or limited recreational uses.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 5

A distribution of the various land uses which maintains clean air and soil, and will result in the protection and wise use of the natural resources of the Town.

Soils Principle

The proper relation of suburban and rural land use development to soil types and distribution can serve to avoid many environmental problems, aid in the establishment of better regional settlement patterns, and promote the wise use of an irreplaceable resource.

Standards

1. Unsewered suburban residential development should not be located in areas covered by soils identified in the detailed operational soil survey as unsuitable for such development.
2. Rural development, including agricultural and rural residential development, should not be located in areas covered by soils identified in the detailed operational soil survey as unsuitable for such uses.
3. Suburban and rural development should be directed away from areas, with steep slopes (12 degrees or greater) or with seasonally high groundwater one foot or less from the surface.
4. Land use patterns should be designed to discourage development of below grade structures on soils with seasonally high groundwater less than 3 feet from the surface. The intent is to allow development on these marginal soils, providing below grade structures (including basements) maintain a minimum of one foot separation from the seasonally high groundwater level.

Nonmetallic Minerals Principle

Most high quality material for nonmetallic mining is concentrated in the western half of the County along the Kettle Moraine and on outwash plains, with many other small deposits scattered throughout the County. While the Town has an adequate local supply of sand, gravel, and stone, large scale quarrying has not been considered a profitable operation within the Town of Eagle.

Standard

Commercial non-metallic mineral extraction in the Town of Eagle is not encouraged, because of its impact on the local natural and cultural resources.

Clean Air Principle

Air is a particularly important determinant of the quality of the environment for life, providing the vital blend of oxygen and other gases needed to support healthy plant and animal life. Air, however, contains pollutants contributed by both natural and human sources which may be harmful to plant and animal life that may injure or destroy such life, and that may severely damage personal and real property.

Standards

Encourage a centralized land use development pattern to minimize automobile travel and related air pollutant emissions.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES - OBJECTIVE NO. 6

A distribution of land uses and specific site development designs which protects or enhances the cultural and historic resources of the Town.

Historic Resources Principle

Encourage an appreciation and understanding of the importance of historic sites, which will result in the preservation, maintenance, and sustainable use of existing historical sites.

Standards

1. Carefully planned efforts to identify all existing historic sites and buildings should be investigated.
2. Recognize the potential historic and cultural value in preserving historic sites for educational purposes and potential for tourism value within the Town.

IMPLEMENTATION RECOMMENDATIONS

1. Following completion of the Regional Water Supply Plan, or availability of sufficient data, the planning objectives and standards used to prepare this plan may need to be refined to address groundwater supply and recharge issues.
2. Following completion of the Mukwonago River Watershed Protection Plan, or availability of sufficient data, the planning objectives and standards used to prepare this plan should be reviewed and refined to reflect the river and watershed update as appropriate.
3. Assure that land use categories direct development away from areas with seasonally high groundwater one-foot or less from the surface and steep slopes (12% or greater) and to discourage development of below grade structures on soils with groundwater limitations less than 3 feet from the surface.
4. Assure that applicable zoning codes, land division ordinances, and storm water management ordinances apply more stringent site design and enforce storm water management requirements necessary to address impervious surfaces, low impact storm-water impacts, thermal and other runoff impacts to cold-water communities, outstanding water resources and exceptional water resources.
5. Provide lists of historical sites that are eligible for historic designation (but have not been listed), and the list of potentially eligible sites (that need additional evaluation for inclusion as eligible sites) to the Eagle Historical Society.
6. Assure that the planned land use map and appropriate zoning codes and maps reflect lands identified as prime agricultural areas using the planning standards contained in this chapter.
7. The Town should encourage the preservation of high quality agricultural and environmental lands, maintain the rural character of the Town, and discourage residential development on agriculturally productive and environmentally sensitive areas. In order to provide economically viable alternatives to the landowners, it is recommended that the Town explore and encourage alternatives to full development, such as the following:
 - a. Encourage Planned Unit Developments and Conservation Developments, as the preferred design for subdivision development, in order to preserve common lands for agricultural use, open space and preservation of natural areas.
 - b. Allow the lot size reduction technique to permit variable lot sizes in the utilization of the most desirable terrain for housing sites, while encouraging preservation of high quality agricultural lands and natural areas worthy of such preservation.
 - c. In order to preserve the rural character, as well as the efficiency and safety of existing road systems, the inappropriate development of lots strung out along roads with individual driveway accesses from each lot would be minimized. The goal of this objective is to encourage grouping of lots on an interior street, which will then access the existing road system, rather than create flag lots.

- d. Any land in a development to be preserved for agricultural, open space, or natural areas, should be guaranteed by dedication to the public, or by appropriate covenants running with the lands such as agricultural or conservation easements. Such covenants and easements should be recorded in the office of the Register of Deeds, and should restrict the property against any development or use, except as is consistent with its preservation as high quality agricultural tillable land, natural areas, or as a form of common open space. If the zoning of the property is changed in accordance with an update to the Comprehensive Plan for the Town, then the preserved land status of any parcel should be indicated on the official zoning map.
- e. The Town should explore and consider other alternatives to development, such as density transfers, transfer of development rights, purchase of development rights, outright land purchases etc., which can help provide economically viable alternatives to development.
- f. The Town will promote stewardship and educational awareness of its sensitive areas and environmental corridors. This will include working cooperatively with the Village of Eagle, Village of North Prairie, Waukesha County, and the Wisconsin Department of Natural Resources. Stewardship principles will guide actions of both the public and private sectors that affect sensitive areas and environmental corridors. Stewardship principles will also guide preparation of land use and zoning regulations.

CHAPTER 5

COMMUNITY FACILITIES & UTILITIES ELEMENT

Within the Town of Eagle and the County, Community Facilities and Utilities are important in providing high quality services to enhance the safety and welfare of its citizens. The major Community Facilities & Utilities within the county include: telecommunications infrastructure, public and private utilities, school districts, libraries, cemeteries, healthcare facilities, childcare facilities, senior housing, and public safety.

The Advisory Committee for the Town of Eagle reviewed the update of the County Community Facilities & Utilities Element, and the community survey results found in Appendix A, and expressed the following strengths, concerns, and weaknesses.

Community Facilities and Utilities Strengths

- The Town of Eagle is a part of the County's Central Communication Center for dispatching emergency calls to police, fire, and emergency response teams.
- The Town of Eagle has law enforcement services provided by the County Sheriff's Department and Wisconsin State Patrol.
- The Town of Eagle has a shared volunteer Fire and Emergency Services Department with the Village of Eagle which consists of full-time firefighters, part-time firefighters, volunteers, and office staff.
- The Town of Eagle has modern governmental facilities that provide cost efficient shared space, shared with the Village of Eagle, for Municipal Offices, Fire Department, Recreation Department, and Library services.
- The Town of Eagle has access to a source of high quality groundwater.
- The Town of Eagle has an abundance of rich, stable soils with adequate hydrology to allow installation of private septic systems.
- The Town of Eagle has significant recreational opportunities available for all citizens, including the Kettle Moraine State Forest, Eagle Spring Lake, and the Town Park.
- The Town of Eagle has a good road system established to meet the needs of its citizens.
- The Town has established a good working relationship with other local governmental agencies and the Village of Eagle.
- All Town of Eagle development is currently on private sewerage systems. The use of private sewerage systems provides infill of development of vacant lots; returns groundwater to the aquifer; prevents most replacement systems from using sewerage holding tanks; and is a cost effective means of providing safe onsite sewerage disposal.
- The Town of Eagle currently contracts for its recycling program and qualifies for grant money due to the high rate of effective recycling.
- The Town of Eagle is served by four public school systems, and several districts are nationally recognized for their excellent performance. These exceptional educational institutions are a major reason why families are attracted to the Town of Eagle.
- Private electric, gas, phone, and cable systems are in place to meet the projected Town growth.

Community Facilities and Utilities Concerns and Weaknesses

- Lack of sewer service around Eagle Spring Lake.
- It is very important that all new business parks are built with the necessary infrastructure.
- The Town's inability to protect its shallow groundwater aquifer.
- The response time from the Waukesha County Sheriff's Department has been an occasional concern.
- The need to have cellular phone service, but to minimize the impact of obtrusive towers on the landscape.
- The need to provide adequate coverage of, and response time for, emergency services.

PUBLIC UTILITIES

Sewerage Disposal & Water Supplies

The extent and location of areas served by existing sanitary sewerage and water supply are an important consideration in any land use planning effort. However, the Town of Eagle is outside of any established or proposed sewer service area.

Private Onsite Wastewater Treatment Systems (POWTS)

The County is the governing body for the administration of private sewage systems. This responsibility is assigned to the Department of Parks and Land Use, Environmental Health Division to assure compliance with State Statutes, Administrative Codes, and County Ordinance. This is accomplished by verification of soil and site conditions, plan review, permit issuance, on-site inspection at time of installation, and an enforceable maintenance tracking program. Currently all of the Town of Eagle private sewerage systems are regulated by Waukesha County. All levels of government need to work together in evaluating new technologies in waste water treatment.

Water Supply Facilities

In 2005, municipal water supply utility systems provided water to about 16 percent of the area of Waukesha County. These systems served a 2005 population of about 62 percent of the residential population in the County. None of the Town of Eagle is served by a public water supply system; all uses within the Town are currently serviced by private shallow wells. However, according to SEWRPC Planning Report No. 52, "A Regional Water Supply Plan for Southeastern Wisconsin" one planned municipal well, storage facility, and elevated tank could be proposed for the Village of Eagle, (ie. a third system as a backup if capacity is needed or if one of the two existing systems fail), but located in the Town, and a second planned municipal well and storage facilities (shallow aquifer) could be placed in the Eagle Spring Lake Management District if a need should occur, such as contaminated private wells and/or a request by a local municipality. Should this occur, all levels of government would need to work together in evaluating the possibility and locations of community wells.

Radium in the Water Supply

Radium is a rare, brilliant white, luminescent, highly radioactive metallic element found in very small amounts in uranium ores, which can leach into deep well groundwater supplies. Because all residents, businesses, and industries are on shallow wells there are no radium concerns in the Town of Eagle.

Solid Waste Management

Solid waste management has become an increasingly important issue of concern to the Town. This concern stems from the growing per capita generation of solid wastes and the heightened public awareness of the need to process and dispose of those wastes in an environmentally sound and cost-effective manner. In 2005, the Town of Eagle generated 2,083 total tons of residential solid waste, of which 510 tons or 24 percent was recycled. The Town of Eagle currently contracts with a private disposal company, which is recycling some of the Town's waste.

Landfills

Landfilling is still the primary method of disposal of solid wastes generated in Waukesha County. As of 2006, there were two active, licensed, privately owned and operated sanitary landfills accepting municipal wastes within the County; the Parkview/Orchard Ridge Landfill in Menomonee Falls, and the Emerald Park Landfill in Muskego. There are no active landfills, or proposed landfills in the Village or Town of Eagle.

Recycling

Wisconsin statutes provide for designation of "responsible units" for implementing recycling programs throughout the State. The duties of responsible units include:

- 1) To develop and implement a recycling or other program to manage the solid waste generated within its region,
- 2) To submit to the Wisconsin Department of Natural Resources a report setting forth the manner in which the responsible unit intends to implement its program, and
- 3) To provide information to the DNR on the status of implementation of the program. The County became a Responsible Unit for recycling for 25 municipalities, and receives State grant funding. The only community in the southwestern portion of Waukesha that works with Waukesha County is the Village of Eagle. The remaining 12 municipalities, including the Town of Eagle, maintain their own Responsible Unit status and receive state funds directly.

A consultant was hired in 2007 by the County to conduct a study of long term recycling needs, including recycling processing capacity and system design in order to increase landfill diversion and position municipalities for increasing landfill costs and reduced capacity in the future. The study will investigate the feasibility of, and identify opportunities and barriers to a new regional recycling processing facility in the County.

Table 5-1
GREATER EAGLE AREA SOLID WASTE
GENERATED AND RECYCLED IN TONS: 2005

COMMUNITY	TOTAL RECYCLED	TOTAL WASTE	PERCENT RECYCLED
Town of Eagle	510	2,083	24%
Town of Mukwonago	1,077	4,003	27%
Town of Ottawa	412	1,588	26%
Village of Eagle	220	955	23%
Village of Mukwonago	909	3,116	29%
Village of North Prairie	288	1,018	28%
Waukesha County Tons	341.6	12,763	26.7%

Source Wisconsin Department of Natural Resources and Waukesha County.

Yard Waste

The Town of Eagle currently does not provide a yard waste pick-up of leaves or grass clippings for Town residents.

Stormwater Management

Municipal stormwater management systems are comprised of facilities that function to provide stormwater drainage, control runoff pollution and downstream flooding, and more recently, to increase infiltration of stormwater.

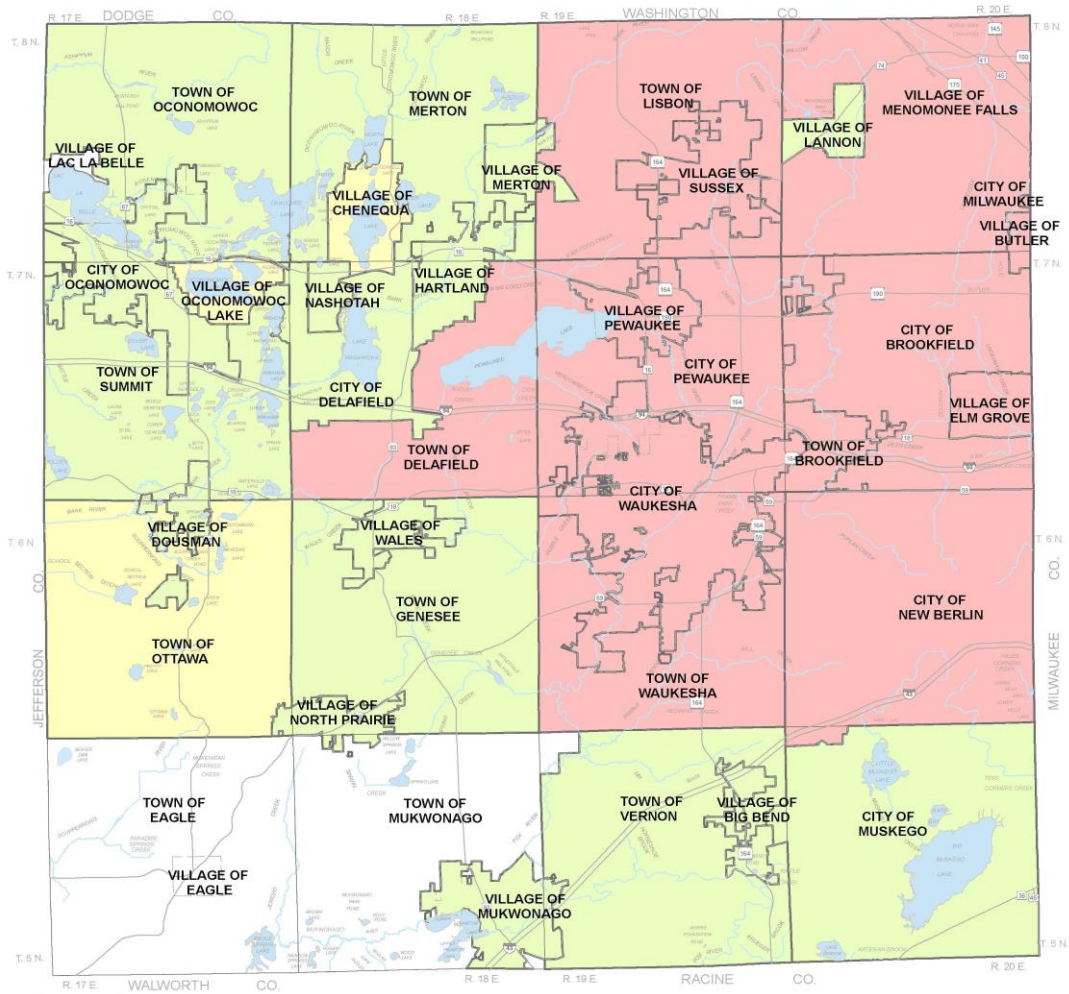
Long-term maintenance of Stormwater Best Management Practices (BMP's) is important to ensure that systems continue to function as designed. Under the provisions of Waukesha County all of these drainage facilities now have to be placed on outlots, whereby they are owned as an indivisible interest of all owners of the lots in the subdivision plat. These property owners are responsible for the maintenance of said facility and if the Homeowners Association does not maintain them appropriately, the Town may maintain the facility and charge the cost back to property owners on their tax bill for maintenance of the Storm-water facility.

The U.S. Environmental Protection Agency has designated the Wisconsin Department of Natural Resources as the administering authority for the program, to regulate stormwater discharges as required under the 1972 Federal Clean Water Act. Under Chapter NR 216 Wisconsin Administrative Code, the Department administers Wisconsin Pollutant Discharge Elimination System (WPDES) permits for discharges from municipal ("MS4 permits").

Currently, the Town of Eagle is not subject to the MS4 permit process, and is therefore not included in this program. Planning Storm-water systems by watershed area has proven to be the most cost-effective way to address Storm-water management issues. Land use planning plays a large role in this process because different types of land use generate widely varying quantities and quality of storm water runoff. Therefore, the Town of Eagle combines land use and Storm-water planning together with a review of related local regulatory and educational efforts for the purpose of protecting a particular water resource.

Map 5 - 1

MUNICIPAL SEPARATE STORM SEWER SYSTEM (MS4) DISCHARGE PERMITS IN WAUKESHA COUNTY: 2006

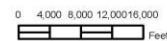


Legend

- Phase I Community
- Phase II Community
- Exempted Communities
- Communities Not Subject to MS4 Permit

*Townships - Only portions meeting the Urbanized Area designation by the EPA

Source: WDNR & Waukesha County



Public Inland Lake Protection and Rehabilitation Districts

SEWRPC defines major inland lakes as those with a surface area of 50 acres or larger, a size capable of supporting reasonable recreational use with minimal degradation of the resource. The Town of Eagle contains only two named lakes, and only one of which is classified as a major lake of 50 or more acres in size. The area of Eagle Spring Lake is 280 acres and Beaver Dam Lake is approximately 36 acres. Under Wisconsin State Statute 33, public inland lake protection and rehabilitation districts may be created for the purpose of undertaking a program of lake protection and rehabilitation. In 1990 the Eagle Spring Lake Management District was created.

Any district organized under Wisconsin State Statute 33 may have the powers of a town sanitary district. Management of the affairs of the district is designated to a board of commissioners, which consists of one (1) person appointed by the County Board, one (1) appointed by the Town Board, and five (5) property owners within the district.

Lake and Other Associations

Organizations of volunteers and concerned parties, including those established under 501(c)3 are important for the purpose of creating awareness and protecting river systems and watersheds. The Mukwonago River is significant as an exceptionally clean, diverse, and well preserved water system, supporting over 60 rare and endangered species. Most of the south and east portions of the Town of Eagle lie in the Mukwonago River watershed, and portions of the Mukwonago River system lying within the Town of Eagle include: Eagle Spring Lake, Jericho Creek, the headwaters, and a portion of the Mukwonago River itself.

GAS AND ELECTRIC UTILITIES

WE Energies

WE Energies provides natural gas to most areas and electric service to all of the Town of Eagle. On average, electricity consumption in the County increases by a rate of 2.5 to 3 percent per year due to population growth, business expansion, and higher usage among all customer segments. WE Energies will increase total energy generation in the County from 6,000 megawatts to 8,300 megawatts by 2010, but projections show that their current plan will not keep pace with increasing demand. Because other areas of the country are facing the same supply situation, purchasing power is not a future option, due to limited supplies and the need for an improved transmission line grid.

In 2006, American Transmission Company completed a ten year assessment of the transmission system which carries electricity from generating plants to load centers or areas where electricity is needed. They identified low voltages, transmission facility overloads, and transmission service limitations, specifically west of Milwaukee. The low-voltage situation west of Milwaukee is an indication that load growth will exceed the load-serving capabilities of the transmission network of that area, and the existing network will be insufficient without significant reinforcements. Currently, the City of Waukesha is most vulnerable to facility overloads, and this vulnerability could expand to the Town of Eagle in the future, if not properly addressed.

COMMUNICATION UTILITIES

Telecommunication Services;

In September 2006, Southeastern Wisconsin adopted “*A Wireless Antenna Sighting and Related Infrastructures Plan for Southeastern Wisconsin*”. This plan serves as the regional wireless plan for the Southeastern Wisconsin Region. The intent of the plan is to develop a high level of communication services within the region to maintain the economic competitiveness and to help meet growing needs in such areas as public safety, emergency response, and home healthcare.

Although there are many telecommunication service providers, there are only a few basic types of communication services. These are: 1) Voice Transmission Services, including “Plain Old Telephone Service” (POTS), cellular wireless, satellite wireless, packet-based telephone networks, and internet voice services; 2) Data Transmission Services, including the internet, ATM-Frame Relay, and third generation (3G) cellular wireless networks; 3) Multimedia Services, including video, imaging, streaming video, data, and voice; and 4) Broadcast Services, including AM/FM terrestrial radio, satellite radio and television, terrestrial television, and cable television. Currently, there are 276 cellular tower antenna sites located in Waukesha County, one of which is located in the Town of Eagle on Wilton Road, and one in the Village of Eagle on a stand-alone tower in their industrial park. (See map 5-2)

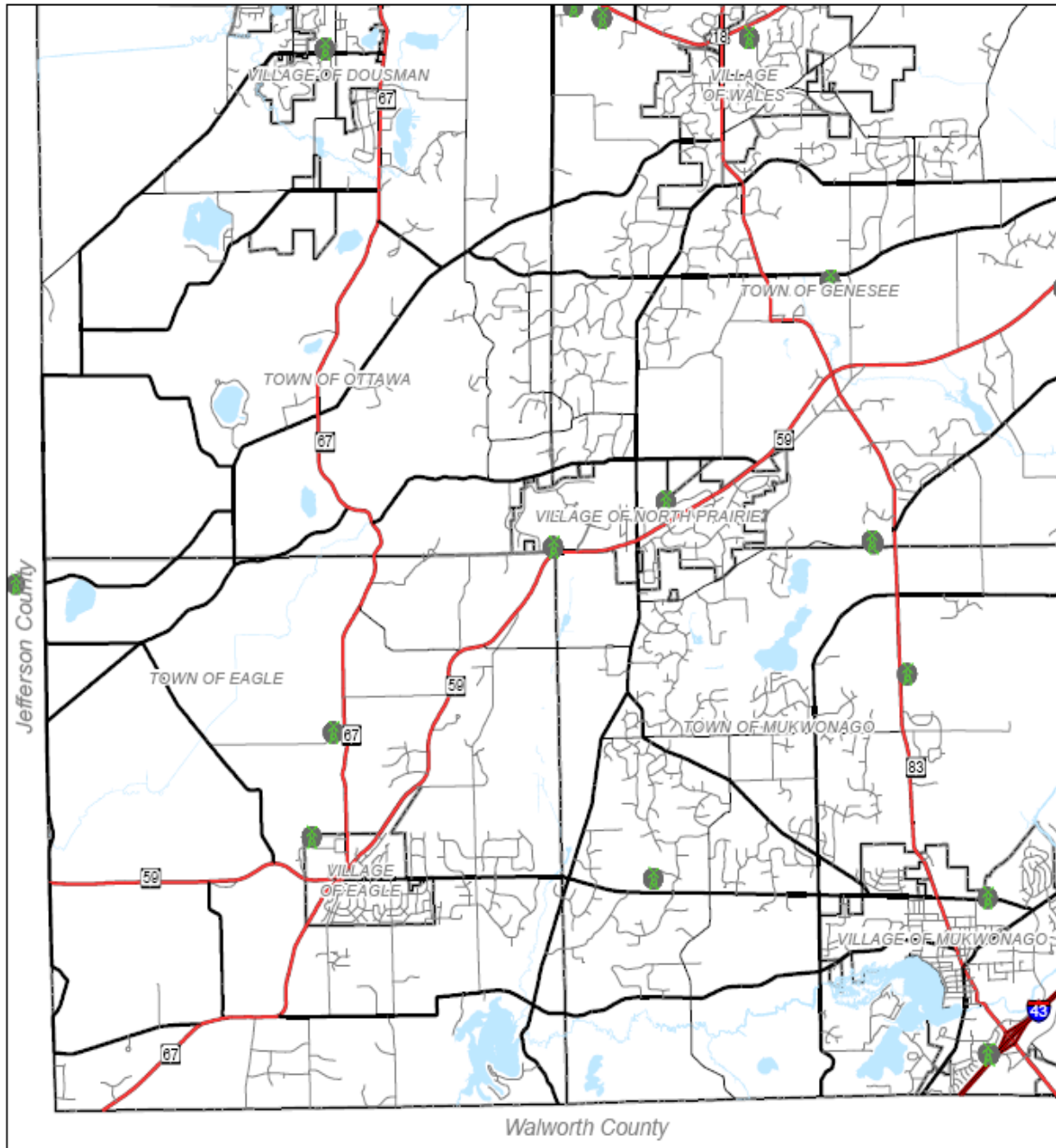
Wireless (Wi-Fi/Wi-Max)

The first broadband wireless standard that served as an alternative to a wired local area network was Wireless Fidelity Wi-Fi introduced in 1997. The Wi-Fi standard became popular for coffee shops, airports, schools, hotels and other locations where people are on the move. Wi-Fi is also available to the public in most of the County’s public libraries, including the Alice Baker Library in the Village of Eagle. These locations are known as hotspots. In the Southeastern Wisconsin region these hotspots have grown rapidly over the last few years. The newest Wi-Fi-like standard, called Wi-Max extends the range of Wi-Fi from 300 feet up to 30 miles. Wi-Fi will continue to serve as a low cost high speed access network for direct interconnection with end users. The higher speed access and wireless service will provide enhanced services for both business developments and local government public safety services. Wi-Max is well positioned to serve as a backhaul network for local Wi-Fi access network.

The proposed communication plan of SEWRPC recommends two levels of wireless networks for the region: a Wi-Max backhaul network, and a pilot community level wireless Wi-Fi access network plan. The backhaul network would service a multitude of community level access points; that would forward data to the backhaul network for cost effective internet connection.

Map 5 – 2

**WIRELESS TELECOMMUNICATION FACILITIES
IN THE GREATER EAGLE AREA: 2006**



Legend

- Interstate
- US
- State
- County
- Local Major
- Local
- Major Water Body
- Civil Division Boundary
- Wireless Tower

Civil Divisions as of 10/31/08
 Prepared by Waukesha Co.
 Dept. of Parks and Land Use

Source: Waukesha County Communications Center and SEWRPC

EDUCATION

Public School Districts

Students living in the Town of Eagle are served by the Palmyra-Eagle School District, Mukwonago Area School District, Kettle Moraine School District, and East Troy School District. The districts cover 180 square miles in Waukesha, Jefferson and Walworth counties. Based on the 2000 U.S. Census data there were 532 children age 5-14 years old in the Town that could be attending elementary or middle school, and 229 young adults age 15-19 years old that could be attending high school. Because the school district boundaries do not follow clear municipal boundaries it was not possible to determine exactly how many children in the Town of Eagle were attending school in each specific school district listed below.

The Palmyra Eagle District has four schools. There are two elementary schools in the district, one in the Village of Eagle with 330 students from kindergarten through 6th grade, and one in Palmyra with 243 students from kindergarten through 5th grade. Both Eagle and Palmyra elementary students move on to the district middle school located in the Village of Palmyra, though those from Palmyra begin middle school in 6th grade while those from the Eagle area still attend elementary school for that grade level. The middle school serves approximately 240 students in grades six through eight. The district high school is also located in the Village of Palmyra, and has about 360 students in grades nine through 12.

The Mukwonago Area School District (MASD) currently serves much of the eastern portion of the Town of Eagle. Those elementary school students in Kindergarten through 6 grade from the Town of Eagle primarily attend Rolling Hills Elementary School, Prairie View Elementary School, and Eagleville Charter School. Rolling Hills and Prairie View are located in the Town of Mukwonago. The 7th and 8th grade students from the Town of Eagle attend Park View Middle School, and 9th through 12th grades attend Mukwonago High School. Both schools are located in the Village of Mukwonago.

Eagleville Charter School in the Mukwonago School District is an elementary school serving approximately 100 students in grades 1 thru 6. The school is located on Hwy "LO" in the Town of Eagle. The focus of the Eagleville Charter is on environmental studies and innovative teaching / learning techniques, often utilizing Jericho Creek, which flows along the school property, and nearby Eagle Spring Lake. Eagleville Charter School is a "choice" school, and students are not assigned to the school, but rather parents must make the choice to have their children attend the school.

The Kettle Moraine School District serves only a small area in the northern part of the Town of Eagle.

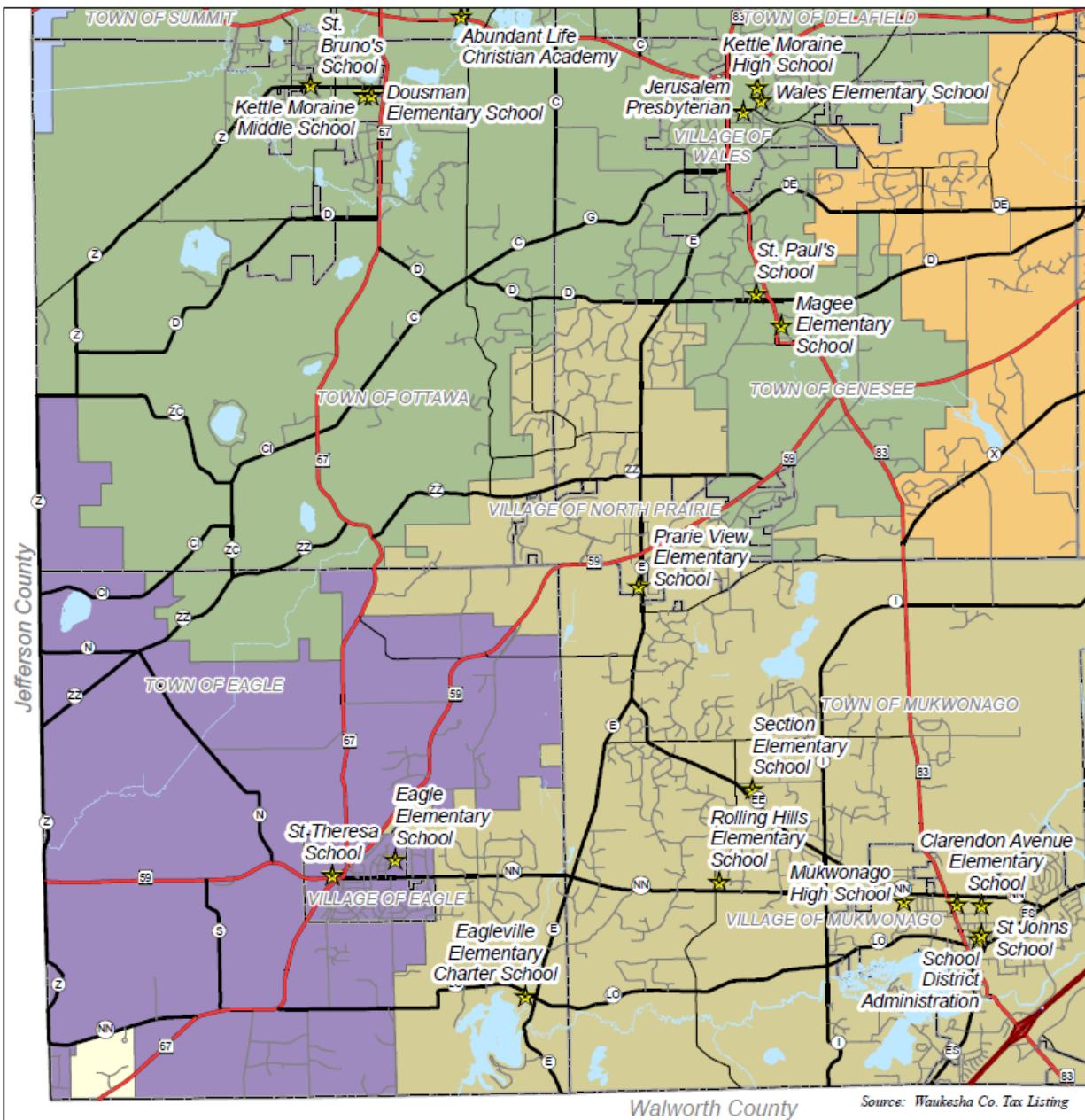
The East Troy School District serves only a small area in the southwestern portion of the Town of Eagle.

Colleges and Universities

No college or university classes are offered in the Town of Eagle. However, students in the Town of Eagle have many opportunities to take classes within reasonable commuting distances.

Map 5-3

PUBLIC AND PRIVATE SCHOOLS IN THE GREATER EAGLE AREA: 2006



Interstate	Civil Division Boundary
US	Public or Private School Building
State	K-12 School Districts
County	East Troy
Local Major	Kettle Moraine
Local	Palmyra Eagle
Major Water Body	Mukwonago
	Oconomowoc School District
	Waukesha School District

Civil Divisions as of 10/31/08
 Prepared by Waukesha Co.
 Dept. of Parks and Land Use

LOCAL GOVERNMENT DEPARTMENTS

Eagle Municipal Building

The offices of the Town Chairman, Town Clerk, Town Treasurer, and those of Town support staff, are located in the Municipal Building. Also jointly located in the Municipal Building are the Alice Baker Public Library, and the offices of the Eagle Park and Recreation Department and the Village of Eagle. The space demands on the existing Municipal Complex will grow over the course of the next twenty-five years, and it is reasonable to assume that the Town and Village will need to provide additional room to house municipal functions in the foreseeable future as population increases.

Eagle Fire and Emergency Services Department

The Eagle Fire Department is a joint operation of the Town and Village of Eagle. The Fire Department facility is located at 126 E Main Street. As of 2008, one full-time Fire Chief manages the day-to-day operations of the department, and part-time personnel staff the fire station between 8 and 12 hours a day, seven days a week. Trained volunteers serve an area that includes both the Village of Eagle and the Town of Eagle. The department has well-trained fire, Emergency Medical Technicians (EMT's), and rescue workers. The department's equipment includes two ambulances, two engines, one equipment truck, one water tender, and one brush truck. Annually, the department has responded to approximately 75-100 fire calls, and about 200 calls for emergency medical services. Waukesha County contracts with the City of Waukesha to provide HAZMAT (Hazardous Materials) services to all communities within Waukesha County. Any HAZMAT or technical services provided in the Town are the responsibility of the Town to pay, and then bill back to the responsible party.

Law Enforcement Departments

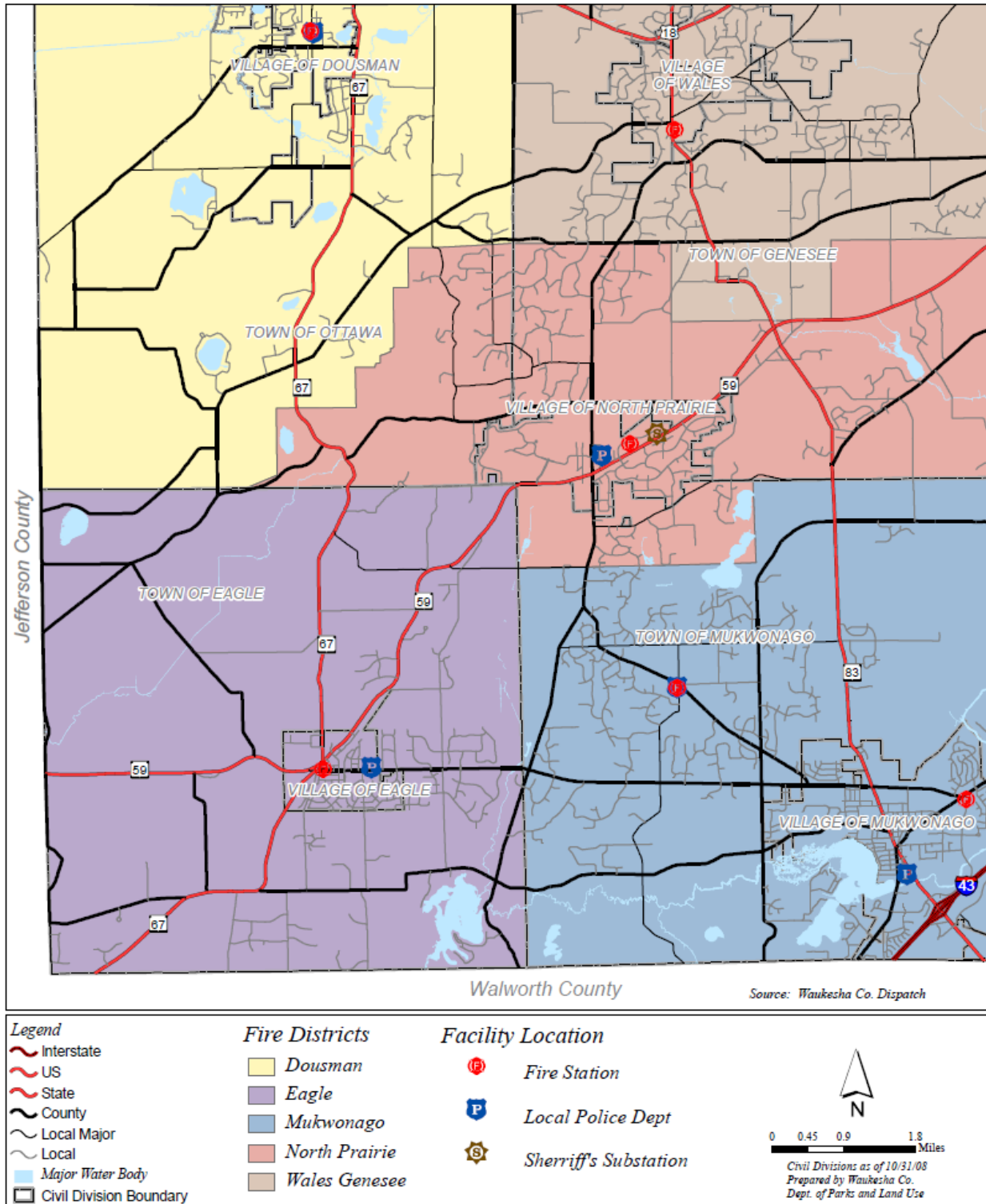
The Town of Eagle is served by the Waukesha County Sheriff's Department, which has a substation located in North Prairie.

Shared Dispatch

In 2005, Waukesha County began shared dispatch where 911 police, fire, and emergency management calls for service are routed to the County's central communication center in Waukesha. In addition, all 911 calls made from cell phones in Waukesha County are routed directly to the Waukesha County Central Communication Center. Currently 24 of 37 communities, including the Village of Eagle Police Department and Eagle Fire Department, participate in shared dispatch.

Map 5-4

FIRE STATIONS, LOCAL POLICE DEPARTMENTS AND SHERIFF SUBSTATIONS IN THE GREATER EAGLE AREA: 2006



Alice Baker Library

The Alice Baker Library is operated jointly by the Town and Village of Eagle, and is known as the “Little Library with Big Ideas”. The Library is governed by a separate Board of Trustees, of which 4 members are residents of the Town and 3 members are residents of the Village. There is also an active “Friends” group, whose members participate in fundraising, and provide other assistance to supplement the work of paid staff.

In addition to providing high quality book service for adults, children and those with special needs, the Alice Baker Library also furnishes access to electronic reference materials, desktop publishing facilities, photocopy machines, fax service, internet access, public computer access and wireless access.

The Alice Baker Library and fifteen other libraries in Waukesha County are all members of the Waukesha County Federated Library System. They serve the needs of all library and non-library communities within the county, and adjacent counties, as well as the State and the Nation.

The following statistics are from the 2007 Alice Baker Library annual report.

- There were 56,391 circulation transactions during the year
- There were 50,200 visits to the library
- There were 171 library programs offered during the year, with a collective attendance of 3,343 persons
- The public computers at the library were used 3,180 time during the year
- There were 3,009 registered resident borrowers during the year
- There were 765 registered non-resident borrowers at the library during the year

Park and Recreation

The Eagle Park and Recreation Department has a full-time director, and is operated jointly by the Town and the Village out of the Municipal Building. Additional information on parks within the Town of Eagle is covered under cultural resources and is presented in the previous chapter.

HEALTHCARE FACILITIES

Waukesha County has five operating hospitals that provide care to county residents. Over 600 physicians practicing in Waukesha County provide a variety of healthcare services for residents. Aurora Healthcare is in the process of developing a new 110-bed hospital in the Town of Summit near Interstate I-94. In addition, two (2) doctors and two (2) dentists practice in Eagle. Other medical, dental, and optometric care is available in nearby Mukwonago, East Troy, and elsewhere in the County. There is also a major clinic and outpatient facility located approximately 7 miles from Eagle, in Mukwonago, with upgrade to hospital capability proposed.

Table 5-2

HOSPITALS IN WAUKESHA COUNTY: 2006

Name of Hospital	Community	No. of beds
Waukesha Memorial Hospital	Waukesha	400
Community Memorial Hospital	Menomonee Falls	208
Elmbrook Memorial Hospital	Brookfield	166
Oconomowoc Memorial Hospital	Oconomowoc	130
Rogers Memorial Hospital	Oconomowoc	90
Total		994

Source: Waukesha County Comprehensive Development Plan

CHILDCARE FACILITIES

Adequate childcare facilities are necessary in order to provide maximum participation in the county labor force. There are currently five licensed family group child care facilities located in the Town of Eagle. In order to become a child care provider in Wisconsin, you must obtain a certificate, unless you are a relative of the child.

The Bureau of Regulation and Licensing (BRL) in the Division of Children and Family Services is responsible for licensing and regulating child care centers, residential care facilities for children and private child welfare agencies in Wisconsin. More information on licensed childcare facilities is at http://www.dhfs.state.wi.us/rl_dcfs/index.htm

CEMETERIES

Four cemeteries are located in the Town of Eagle, none of which are larger than 1.66 acres. In addition, the State Historical Society of Wisconsin lists four historic burial mound sites within the County, of which one is located in the Town of Eagle. Additional information on the cultural resources within the Town of Eagle is presented in Chapter 4.

COMMUNITY FACILITIES - OBJECTIVE NO. 1

To provide police, fire and other emergency service facilities necessary to maintain high-quality protection throughout the Town.

Principle

The adequacy of police, fire and other emergency protection in the Town is dependent upon the relationship between the distribution of land uses and the location of facilities available to serve those uses.

Standard

The future placement and current use of emergency service facilities need to be coordinated to optimize emergency response times and to eliminate overlap of service areas and equipment.

COMMUNITY FACILITIES - OBJECTIVE NO. 2

To support joint library services in a facility with accessibility for all citizens throughout the Town.

Principle

The adequacy of joint library services in the Town is dependent upon the relationship between the distribution of residential land uses and the location of library facilities available to serve those uses.

Standard

The current use and possible future placement of joint library facilities need to be coordinated to optimize proximity to most users within the Town.

COMMUNITY FACILITIES - OBJECTIVE NO. 3

To cooperate with appropriate school districts so that educational services are focused on the education of all students throughout the Town.

Principle

The adequacy of educational services in the Town is dependent upon the relationship between the distribution of land uses and the location of educational facilities available to serve those uses.

Standard

1. The current use and possible future placement of school facilities need to be coordinated to optimize proximity to most users within the Town.
2. All facilities need to be safe and secure places for learning to occur.

COMMUNITY FACILITIES - OBJECTIVE NO. 4

To coordinate the government and institutional lands used by the School Districts, Village of Eagle, Waukesha County, the State of Wisconsin and other public or non-profit bodies with the Town's land use needs.

Principle

That government and institutional services provided on Town-owned land be accessible to Town residents and benefit the community as a whole

Standards

1. Investigate possibilities for shared facilities with the State, the County, and area school districts and the Village of Eagle
2. Support maintenance of the existing facilities and uses of the Kettle Moraine State Forest, and discourage its development except for historic or outdoor recreational use
3. Discourage additions to the Kettle Moraine State Forest beyond the existing boundaries
4. Permit development of hiking trails as recommended by the Southeastern Wisconsin Regional Planning Commission's Report "A Park and Open Space Plan for the Town of Eagle"

The Town will honor the property owner's right for their land to remain in private ownership, rather than becoming part of the County park system, Kettle Moraine State Forest, or similar type of public uses. At the same time, the Town welcomes any land use which contributes to the open space character of the Town. If the Town faces a need for public facilities, it will first approach the State, County, School Districts, or the Village of Eagle about sharing existing facilities. If facilities can be shared economically, the Town will not have to spend tax dollars for construction. Finally, any new public use proposed by any body will be carefully reviewed for its accessibility to all residents of the Town.

IMPLEMENTATION RECOMMENDATIONS

The Advisory Committee for the Town of Eagle has reviewed the implementation recommendations of the update of the Waukesha County Development Plan and supports the following:

1. The Town should work with the County and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as part of the regional water supply planning process to identify and protect groundwater aquifers that can sustain planned development.
2. The Town should cooperate with development of any County-wide plan for the future placement and current use of emergency service facilities, to optimize emergency response times, and to eliminate overlap of service areas and equipment.
3. Since watershed boundaries rarely follow municipal boundaries, the Town should work with the County and nearby municipalities to develop storm water system plans to protect watershed areas. Where unique surface water resources exist in the Town, local and County Planning efforts should combine land use and storm water planning together with a review of related local regulatory and educational efforts to prepare watershed protection plans.
4. The Town, in cooperation with Waukesha County and SEWRPC, should develop a long-range wireless facilities plan to enhance business competitiveness, public safety, and government communications.
5. The Town should make available demographic data and any land use changes contained in this plan for facility and school district planning. The Town should also communicate with the school districts about new developments, and cooperate with any long-range school district planning, so that excellence in education is encouraged.
6. The Town should work with municipalities within each School District to develop some type of growth control mechanisms for development.
7. The Town should work with the Village of Eagle and the Village of North Prairie to address transportation and infrastructure issues.
8. The Town of Eagle and the Waukesha County Towns Association should work with the State Legislature on legislation to protect the groundwater and the installation of any adjacent community wells within their boundaries.
9. The Town should maintain the existing level of services, and should monitor future population increases in order to plan for future service level requirements.
10. The Town should continue to work together with the Village of Eagle to provide joint operations of the Library, Eagle Fire and Emergency Services Department, Park and Recreation Department, and Historical Society Museum.

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CHAPTER 6

HOUSING ELEMENT

Wisconsin's planning law requires that a local plan include a housing element. The planning process necessitates the Town of Eagle analyze the impact of its policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs of the Town and should result in policies which provide opportunities for housing development. The housing element will establish and discuss the objectives, policies, goals, maps, and programs the Town has available to provide an adequate housing supply which meets the existing and forecasted housing demand over a twenty-five year planning period. The Town shall assess the age, structural type, value, and occupancy characteristics of the existing housing stock, and should provide a range of housing choices which meet the needs of all income levels, age groups and persons with special needs. Policies and programs should be analyzed, which promote the availability of land for development of a range of housing, and maintenance or rehabilitation the Town's existing housing stock.

Comprehensive Plan Requirements

Section 66.1001(2)(b) of the Wisconsin State Statutes states that the housing element of the Comprehensive Plan must identify specific policies and programs that do three things:

1. Promote the development of housing for residents of the local government unit and provide a range of housing choices that meet the needs of all income levels, all age groups and persons with special needs.
2. Promote the availability of land for the development or redevelopment of affordable housing.
3. Maintain or rehabilitate the Town's existing housing stock.

In addition, the following comprehensive planning goals related to the housing element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:

- Promotion of maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout the community.
- Providing adequate infrastructure, public services, and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

This chapter provides an inventory of existing housing stock, including age, structural condition, value, and occupancy characteristics. Some of this information, along with housing demand inventory data such as household income and demographic information presented in Chapter 2 of this report, is used to analyze future housing needs for residents of the Town.

This chapter sets forth housing goals, and objectives through the plan design year of 2035, and recommends policies, defined as steps or actions, to achieve housing goals and objectives.

Census Data

Census 2000 Summary File 1 and Census 2000 Summary File 3 were used in the collection of the existing housing stock data presented in this chapter. Summary File 1 data was used when possible. Data from Summary File 1 is generally more accurate because it is based on 100 percent of the responses to the 2000 Census. In most cases, data from Summary File 3 were used because the data were not available from Summary File 1. Summary File 3 is generally less accurate because the data is based on a sampling of one in six households; however, Summary File 3 covers a greater range of topics. Because the sample sizes are different, the data reported by the Census may differ for each data source. Unfortunately, the Census does not make adjustments to reconcile the discrepancies. In addition, some of the data to follow in this chapter are based on total housing units and some are based on occupied units only, depending on how the Census data were reported. This distinction is footnoted on all applicable tables.

A Town representative working with the County staff on the Waukesha County Development Plan has identified a number of strengths, weaknesses and concerns about the current status of housing types and availability in Waukesha County. The Eagle Advisory Committee has reviewed these issues and generally agrees with them, although they feel that a number of them do not apply to the Town of Eagle particularly those pertaining to increased densities because of the lack of public services such as municipal water and sewer and public transit.

Housing Strengths

- Sufficient housing supply for mid to high market single-family residential
- High housing quality
- Diverse housing age and style
- Safe neighborhoods
- Strong neighborhood associations
- Approximately 53% of the existing Town's residences qualify as affordable housing at a value of less than \$200,000.
- Public willingness to have cluster design subdivisions
- Preservation policies exist for Historic Sites

Housing Concerns and Weaknesses

- High cost of land
- Pressure to increase density
- Densities driven more toward single-family (suburban) densities
- A need for more energy efficient construction/green building
- Lack of senior housing (condo and side by sides)
- Community septic system ownership and responsibility
- Ongoing management of Common Open Spaces

PART 1: INVENTORY

HOUSING SUPPLY

The characteristics of the existing housing stock in the Town have been inventoried to help determine the number and type of housing units that will best suit the needs of the Town's residents through 2035. The existing housing stock inventory includes:

- Total housing units
- Vacancy rate
- Value of owner-occupied housing units
- Monthly cost of housing units by type
- Number of bedrooms
- Structure type and year built
- Condition of existing housing stock

Total Housing Units

The quantity and type (owner- or renter-occupied) of existing housing units in the Town is one of the key inventory items needed to forecast the number of additional housing units the Town will plan to accommodate in 2035. Of the 1,118 total living units in the Town, 984 were owner occupied or 88.01% and 65 units or 5.81% were renter occupied according to the 2000 census. The number of vacancies in 2000 was 69 units, or 6.17%. The Town has a larger percentage of owner-occupied units than 28 of 37 other communities in Waukesha County, and ranks lower than only the Town of Mukwonago within the area. The percentage of owner occupied housing units in the County ranged from 48.51 percent in the Village of Butler to 95.09 percent in the Town of Vernon. The percentage of renter occupied units ranged from 2.36 percent in the Village of Lac La Belle to 49.15 percent in the Village of Butler. Over 35 percent of the entire renter occupied housing units within the County were located within the City of Waukesha in 2000.

Table 6-1

TOTAL HOUSING UNITS BY TYPE FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000

Community	Owner Occupied Units		Renter Occupied Units		Vacant Units		Total Housing Number
	Number	%	Number	%	Number	%	
Town of Eagle	984	88.01%	65	5.81%	69	6.17%	1,118
Town of Mukwonago	2,075	92.59%	109	4.86%	57	2.54%	2,241
Town of Ottawa	1,232	85.79%	143	9.96%	61	4.25%	1,436
Village of Eagle	529	87.44%	63	10.41%	13	2.15%	605
Village of Mukwonago	1,516	60.59%	876	35.01%	110	4.40%	2,502
Village of North Prairie	455	83.64%	76	13.97%	13	2.39%	544
Waukesha County	103,373	79.32%	31,856	16.13%	5,080	4.56%	140,309

^aTotals are based on 100 percent of the responses to the 2000 Census (Summary File 1)

Source: U.S. Census and SEWRPC

Vacancy

Another key housing supply inventory item is the vacancy rate of various housing types. The vacancy rate is the number of vacant and available housing units divided by the total number of housing units within the Town. The overall vacancy rates for owner-occupied units and rental units are shown on Table 6-2. Some vacancies are necessary for a healthy housing market. The Federal Department of Housing and Urban Development (HUD) states that an area needs a minimum overall vacancy rate of 3.0 percent to ensure adequate housing choices, which should include a minimum 1.5 percent vacancy rate for owner-occupied housing units and a minimum 5

percent vacancy rate for rental units to ensure adequate housing choices. Vacant units can fall into several categories including for rent; for sale only; for seasonal, recreational, or occasional use; for migrant workers; and other vacant units.

The overall vacancy rate in the County was 3.62 percent in 2000. The vacancy rate for the Town of Eagle was 6.17%, which is above the HUD guidelines.

The vacancy rate in the Town of Eagle consisted of 2 units for rent, 11 units for sale, 5 units rented or sold but not occupied, 48 seasonal or recreational and 3 for migrant workers according to the 2000 census. To compare the vacancy rates in the area see Table 6-2.

Table 6-2
HOUSING VACANCIES FOR COMMUNITIES
IN THE GREATER EAGLE AREA: 2000

Community	For Rent	For Sale Only	Rented/Sold Not Occupied	Seasonal Recreational or Occasional Use	For Migrant workers	Other Vacancy	Total Vacancy	Total Units	Vacancy Rate %
Town of Eagle	2	11	5	48	3	0	69	1118	6.17
Town of Mukwonago	5	13	9	20	10	0	57	2241	2.54
Town of Ottawa	6	4	1	43	7	0	61	1436	4.25
Village of Eagle	5	2	3	1	2	0	13	605	2.15
Village of Mukwonago	58	19	8	11	14	0	110	2502	4.40
Village of North Prairie	4	4	3	2	0	0	13	544	2.39
Waukesha County	1645	842	603	1311	661	18	5080	140,309	3.62

^aTotals are based on 100 percent of the responses to the 2000 Census (Summary File 1)

^bThe unit is classified "rented or sold, not occupied" if any money towards rent has been paid or the unit has recently been sold but the occupant has not yet moved in.

^cIf a vacant unit does not fall into any of the other categories it is classified as an "other vacant unit." An example would be a unit held for occupancy by a caretaker.

Source: U.S. Census and SEWRPC

Value

The value of specified owner-occupied housing units in the Greater Eagle Area in 2000 is set forth in Table 6-3. These values can be used to determine if there are adequate home ownership opportunities for residents of all income levels in the Town. In the Town of Eagle homes that had values between \$100,000 and \$149,999 comprised 15.76 percent of all owner-occupied housing units and 30.21 percent had values between \$150,000 and \$199,999. Owner-occupied homes that had values between \$200,000 and \$249,999 comprised 21.33 percent of housing units and 15.40 percent of the owner occupied units had values of \$250,000 and \$299,999. Of all housing units, 9.95 percent were valued at \$300,000 or more. The median value for owner-occupied housing units in the Town in 2000 was \$195,400 which was higher than 2/3 of the communities in Waukesha County. The median value of \$170,400 in the County was second highest among counties in the region. The median value of owner-occupied housing units was \$124,441 in the region, \$112,200 in the State, and \$119,600 in the Nation.

More recent data regarding the value of owner-occupied housing units, available from the Wisconsin Realtors Association and Multiple Listing Service, is presented in Table 6-4. The selling price data generally pertains to single-family homes, but also includes housing units in two-, three-, and four-unit residential structures. The data shows there was a significant increase in median selling prices in the County (31.34 percent) and for the Region (34.27 percent) between 2001 and 2006. (See Table 6-4)

Table 6-3

**STRUCTURAL VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS IN THE GREATER EAGLE AREA:
2000^a**

Community	Less than \$50,000		\$50,000-\$99,999		\$100,000-\$149,999		\$150,000-\$199,999		\$200,000-\$249,000		\$250,000-\$299,999		\$300,000-\$399,999		\$400,000 or more		Total	Median
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%		
Town of Eagle	15	1.78%	47	5.57%	133	15.76%	255	30.21%	180	21.33%	130	15.40%	41	4.86%	43	5.09%	844	\$195,400
(T) Mukwonago	20	1.06%	38	2.01%	375	19.87%	669	35.45%	436	23.11%	210	11.13%	112	5.94%	27	1.43%	1,887	\$186,800
(T) Ottawa	0	0.00%	24	2.22%	200	18.52%	337	31.20%	292	27.04%	138	12.78%	73	6.76%	16	1.48%	1,080	\$197,400
(V) Eagle	0	0.00%	37	6.88%	321	59.67%	171	31.78%	9	1.67%	0	0.00%	0	0.00%	0	0.00%	538	\$139,400
(V) Mukwonago	9	0.62%	136	9.37%	722	49.72%	462	31.82%	54	3.72%	54	3.72%	15	1.03%	0	0.00%	1,452	\$143,000
(V) North Prairie	0	0.00%	41	9.36%	179	40.87%	144	32.88%	56	12.79%	6	1.37%	0	0.00%	12	2.74%	438	\$149,700
Waukesha County	398	0.42%	4,660	4.95%	27,424	29.15%	30,703	32.63%	13,039	13.86%	8,050	8.56%	5,747	6.11%	4,066	4.32%	9,4087	\$170,400

NOTE: Values are based on structural value of housing, and exclude land costs.

^aThe data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multiunit buildings. Totals are based on a sample of one in six respondents to the 2000 Census (Summary File 3).

Source: U.S. Bureau of the Census and SEWRPC.

Table 6-4

**THIRD QUARTER (Q3) MEDIAN SELLING PRICE OF HOUSING IN WAUKESHA COUNTY AND
THE SOUTHEASTERN WISCONSIN REGION: 2001-2006**

Year	Waukesha County Q3 Median Selling Price	% Change since 2001	Southeastern Wisconsin Region Q3 Median Selling Price	% Change since 2001
2001	\$192,700		\$135,700	
2002	\$205,300	6.54	\$143,570	5.80
2003	\$222,500	15.46	\$154,500	13.85
2004	\$245,200	27.24	\$168,000	23.80
2005	\$258,800	34.30	\$182,200	34.27
2006	\$253,100	31.34	\$182,200	34.27

NOTE: The residential selling price data presented in this table were released in third quarter Wisconsin Realtors Association (WRA) press releases for the corresponding year. The data was prepared by David E. Clark, Economist C3 Statistical Solutions Inc. for the WRA. The median price is an estimate of prices sold within the MLS. The data is a summary of sales prices of existing homes including condominiums received from MLS.

County figures are provided by the MLS (s) in that county and include only MLS sales of existing homes and condominiums and thus are not reflective of all sales (such as FSBO) within a county. MLS data may also not include sales submitted to the MLS after their report is submitted to the WRA. Contact the local MLS for specific sales total data.

Source: Wisconsin Realtors Association

Monthly Housing Costs

Monthly housing costs for owner-occupied housing units and rental housing units have been inventoried to determine if there is an adequate supply of affordable housing units for each household income level in the Town. HUD defines affordability as access to decent and safe housing that costs no more than 30 percent of a household's gross monthly income. Over 75 percent of all owner occupied housing units in Waukesha County had a mortgage loan in 2000, and 27 percent had a second mortgage or home equity loan. These were the highest percentages within the Region and bordering counties. The lowest percentages of owner occupied housing units with a mortgage were in Dodge and Milwaukee counties.

Table 6-5 sets forth monthly housing costs for specified owner-occupied housing units with a mortgage in the County and in communities comparable to the Town of Eagle in 2000.

The median monthly housing cost for homeowners with a mortgage in the County was \$1,366 in 2000, and the median monthly housing cost for homeowners with a mortgage in the Town of Eagle was \$1,285 in 2000.

- 5.69 percent of homeowners in the County, and 6.37 percent in the Town spent under \$700
- 15.15 percent of homeowners in the County, and 21.67 percent in the Town spent between \$700 and \$999
- 39.77 percent of homeowners in the County, and 33.43 percent of homeowners in the Town with a mortgage spent between \$1,000 and \$1,499 on monthly housing costs
- 24.46 percent of homeowners in the County, and 23.51 percent in the Town spent between \$1,500 and \$2,000
- 14.93 percent of homeowners in the County, and 15.01 percent in the Town spent over \$2,000

The median monthly cost of \$1,366 in the County was the second highest among counties in the Region. The median monthly cost for homeowners with a mortgage was \$1,123 in the Region, \$1,024 in the State, and \$1,088 in the Nation.

Table 6-5

MONTHLY OWNER COSTS FOR SPECIFIED HOUSING UNITS WITH A MORTGAGE FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000^a

Community	Less than \$700		\$700 - \$999		\$1000 - \$1499		\$1500-\$1999		\$2000- \$2499		\$2500 or more		Median Cost
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	
Town of Eagle	45	6.37	153	21.67	236	33.43	166	23.51	82	11.61	24	3.40	\$1,285
Town of Mukwonago	92	5.69	237	14.66	717	44.34	464	28.70	79	4.89	28	1.72	\$1,345
Town of Ottawa	55	6.48	139	16.37	347	40.87	203	23.91	78	9.19	27	3.18	\$1,308
Village of Eagle	39	8.55	120	26.32	235	51.54	59	12.94	3	0.65	0	0.0	\$1,150
Village of Mukwonago	86	7.45	181	15.67	727	62.94	145	12.55	16	1.39	0	0.0	\$1,201
Village of North Prairie	28	7.93	95	26.91	138	39.09	68	19.26	16	4.53	8	2.28	\$1,188
Waukesha County	4,048	5.69%	10,774	15.15%	28,279	39.77%	17,394	24.46%	6,388	8.98%	4,230	5.95%	\$1,366

^aData for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multiunit buildings. Totals are based on a sample of one in six respondents to the 2000 Census (Summary File 3). Selected monthly owner costs are the sum of mortgage payments, or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; and utilities. Source: U.S. Bureau of the Census and SEWRPC

Table 6-6 shows monthly housing costs for specified owner-occupied housing units with a mortgage for each county in the Region and the State in 2000. The median monthly cost of \$1,366 in Waukesha County was the second highest among Counties in the Region (\$54 behind Ozaukee County). The median monthly housing cost for homeowners without a mortgage was \$1,123 in the Region, \$1,024 in the State, and \$1,088 in the Nation.

Table 6-6

MONTHLY OWNER COSTS FOR SPECIFIED HOUSING UNITS WITH A MORTGAGE IN THE SOUTHEASTERN WISCONSIN REGION: 2000^a

County	Less than \$700		\$700 - \$999		\$1000 - \$1499		\$1500-\$1999		Over \$2000		Total		Median Cost
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	
Kenosha	2,519	10.5	6,902	28.6	9,650	40.0	3,525	14.6	1,509	6.3	24,105	100.0	1,113
Milwaukee	19,943	17.8	34,771	31.1	38,320	34.2	12,594	11.3	6,281	5.6	111,909	100.0	1,013
Ozaukee	784	5.2	2,245	14.8	5,391	35.6	3,513	23.2	3,196	21.2	15,129	100.0	1,420
Racine	4,752	15.3	9,272	29.9	11,611	37.4	3,822	12.3	1,594	5.1	31,051	100.0	1,054
Walworth	1,643	11.8	3,586	25.8	5,754	41.4	1,865	13.5	1,035	7.5	13,883	100.0	1,125
Washington	1,353	6.6	3,910	19.1	9,448	46.2	4,178	20.4	1,586	7.7	20,470	100.0	1,248
Waukesha	4,048	5.7	10,774	15.2	28,279	39.8	17,394	24.5	10,618	14.8	71,113	100.0	1,366
Region	35,031	12.2	71,433	25.0	108,381	37.6	46,854	16.2	25,819	9.0	287,518	100.0	1,123
Wisconsin	144,525	18.7	225,805	29.3	260,821	33.8	92,913	12.1	46,932	6.1	770,996	100.0	1,024

^aData for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multiunit buildings. Totals are based on a sample of one in six respondents to the 2000 Census (Summary File 3). Selected monthly owner costs are the sum of mortgage payments, or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; and utilities.
Source: U.S. Bureau of the Census and SEWRPC

Table 6-7 sets forth monthly housing costs for specified owner-occupied housing units without a mortgage in Comparable Communities to the Town of Eagle in 2000.

The median monthly housing cost for homeowners without a mortgage in the County was \$442 in 2000, and in the Town was \$385 in 2000.

- 7.23 percent of homeowners without a mortgage in the County, and 17.39 percent of homeowners in the Town spent under \$300
- 29.68 percent of homeowners without a mortgage in the County, and 37.68 percent of homeowners in the Town spent between \$300 and \$399 on monthly housing costs
- 31.30 percent of homeowners without a mortgage in the County, and 27.54 percent of homeowners in the Town spent between \$400 and \$499 on monthly housing costs
- 21.79 percent of homeowners without a mortgage in the County, and 15.94 percent of homeowners in the Town spent between \$500 and \$699 on monthly housing costs
- 10.00 percent of homeowners without a mortgage in the County, and 1.45 percent of homeowners in the Town spent over \$700

Table 6-7

MONTHLY OWNER COSTS FOR SPECIFIED HOUSING UNITS WITHOUT A MORTGAGE FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000

Community	Less than \$300		\$300 - \$399		\$400 - \$499		\$500-\$699		Over \$700		Total		Median Cost
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	
Town of Eagle	24	17.39	52	37.68	38	27.54	22	15.94	2	1.45	138	100.00	\$385
Town of Mukwonago	47	17.41	117	43.33	79	29.26	22	8.15	5	1.85	270	100.00	\$373
Town of Ottawa	50	21.65	91	39.39	75	32.47	6	2.60	9	3.90	231	100.00	\$373
Village of Eagle	26	31.71	54	65.85	2	2.44	0	0.00	0	0.00	82	100.00	\$328
Village of Mukwonago	61	20.54	111	37.37	51	17.17	66	22.22	8	2.69	297	100.00	\$384
Village of North Prairie	28	32.94	31	36.47	23	27.06	3	3.53	0	0.00	85	100.00	\$366
Waukesha County	1,661	7.23	3,819	29.68	7,191	31.30	5,006	21.79	2,297	10.00	22,974	100.00	\$442

*Data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multiunit buildings. Totals are based on a sample of one in six respondents to the 2000 Census (Summary File 3). Selected monthly owner costs are the sum of mortgage payments, or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; and utilities.

Source: U.S. Bureau of the Census and SEWRPC

Table 6-8 sets forth monthly housing costs for rental units for each County in the Region and the State in 2000. The median gross rent of \$726 in the County was the highest among Counties in the Region. Ozaukee County comes in second at \$642. The median monthly gross rent was \$596 in the Region, \$540 in the State, and \$602 in the Nation.

Over 44 percent of renters in Waukesha County paid more than \$750 per month in gross rent and 27 percent of renters paid more than 30 percent of their household income on gross rent payments in 2000. In addition, over 14 percent of renters paid more than 50 percent of their household income on gross rent in Waukesha County in 2000. This figure was lower in Dodge, Jefferson, Ozaukee, Washington, and Walworth counties and higher in Racine, Kenosha, and Milwaukee counties (See Table 6-8).

Table 6-9 on the following page sets forth monthly housing costs for rental units, or gross rent, in all municipalities in Waukesha County in 2000. Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations of monthly gross rent. These costs are included in the monthly cost calculation if the renter pays them or they are paid for the renter by another party, such as the property owner. Rental units that are occupied without payment of rent are included in the no cash rent category of Table 6-9.

The median monthly cost for rental housing in the County was \$726, and in the Town was \$672 in 2000.

- 38.51 percent of renters in the County, and 49.06 percent in the Town spent between \$500 and \$749 on monthly housing costs
- 29.52 percent of renters in the County, and 18.87 percent in the Town spent between \$750 and \$999 9.5 percent of renters in the County, and 22.64 percent in the Town spent between \$300 and \$499
- 11.96 percent of renters in the County, and 9.43 percent in the Town spent between \$1,000 and \$1,499
- 4.88 percent of renters in the County, and no renters in the Town spent less than \$300
- 3.05 percent of renters in the County, and no renters in the Town made no cash payments for rental housing costs
- 2.58 percent of renters in the County, and no renters in the Town spent more than \$1,500

Table 6-8
MONTHLY GROSS RENT FOR RENTER-OCCUPIED HOUSING UNITS
IN THE SOUTHEASTERN WISCONSIN REGION: 2000^a

County	Less than \$300		\$300 to \$499		\$500 to \$749		\$750 to \$999		\$1,000 to \$1,499		\$1,500 or More		No Cash Rent ^b		Total		Median Rent
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Kenosha	1,511	8.8	3,487	20.3	7,811	45.6	3,022	17.6	676	3.9	40	0.2	594	3.5	17,141	100.0	589
Milwaukee	16,438	9.2	49,943	28.0	77,580	43.4	22,434	12.6	6,947	3.9	1,705	1.0	3,607	2.0	178,654	100.0	555
Ozaukee	381	5.2	837	11.5	3,780	51.8	1,514	20.8	485	6.6	56	0.8	241	3.3	7,294	100.0	642
Racine	1,735	8.4	5,480	26.6	9,724	47.3	2,228	10.8	540	2.6	41	0.2	824	4.0	20,572	100.0	548
Walworth	1,021	9.9	2,158	20.9	4,568	44.3	1,803	17.5	296	2.9	47	0.5	428	4.1	10,321	100.0	588
Washington	576	5.6	1,706	16.5	5,321	51.5	1,943	18.8	400	3.9	16	0.2	361	3.5	10,323	100.0	620
Waukesha	1,534	4.9	2,989	9.5	12,112	38.5	9,283	29.5	3,761	12.0	810	2.6	959	3.0	31,448	100.0	726
Region	23,192	8.4	66,577	24.2	120,856	43.8	42,200	15.3	13,097	4.8	2,715	1.0	7,012	2.5	275,649	100.0	596
Wisconsin	67,538	10.5	189,366	29.5	254,439	39.7	78,955	12.3	22,527	3.5	4,881	0.8	23,966	3.7	641,672	100.0	540

^aContract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations for monthly gross rent.

Totals are based on a sample of one in six respondents to the 2000 Census (Summary File 3).

^bIncludes rental units that are occupied without payment of rent. These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation. Source: U.S. Bureau of the Census and SEWRPC.

Table 6-9
MONTHLY GROSS RENT FOR RENTER-OCCUPIED HOUSING UNITS
FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000^a

County	Less than \$300		\$300 to \$499		\$500 to \$749		\$750 to \$999		\$1,000 to \$1,499		\$1,500 or More		No Cash Rent ^b		Total	Median Rent
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent		
Town of Eagle	0	0.00	12	22.64	26	49.06	10	18.87	5	9.43	0	0.00	0	0.00	53	\$672
Town of Mukwonago	0	0.00	2	4.08	24	48.98	21	42.86	0	0.00	0	0.00	2	4.08	49	\$732
Town of Ottawa	0	0.00	0	0.00	17	15.74	40	37.04	33	30.56	4	3.79	14	12.96	108	\$944
Village of Eagle	4	6.78	17	28.81	33	55.93	2	3.39	1	1.69	0	0.00	2	3.39	59	\$575
Village of Mukwonago	0	0.00	50	5.44	681	74.10	158	17.19	20	2.18	0	0.00	10	1.09	919	\$669
Village of North Prairie	0	0.00	12	16.44	31	42.47	25	34.25	2	2.74	0	0.00	3	4.11	73	\$717
Waukesha County	1,534	4.88	2,989	9.5	12,112	38.51	9,283	29.52	3,761	11.96	810	2.58	959	3.05	31,448	\$726

^aContract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations for monthly gross rent.

Totals are based on a sample of one in six respondents to the 2000 Census (Summary File 3).

^bIncludes rental units that are occupied without payment of rent. These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation. Source: U.S. Bureau of the Census and SEWRPC.

Number of Bedrooms

Table 6-10 and 6-11 set forth the number of housing units by type and number of bedrooms in the communities in Waukesha County in 2000. This information, when compared with household size information inventoried in a previous chapter, will provide a greater understanding of what type of housing units will best suit the future needs of Town of Eagle residents.

Owner-occupied dwellings with one or no bedrooms comprised 1.29 percent of the units in the County, and 2.25 percent of the owner-occupied units in the Town of Eagle. Owner-occupied dwellings with two bedroom dwellings comprised 12.60 percent of the units in the County, and 9.11 percent of the units in the Town. Owner-occupied dwellings with three bedroom dwellings comprised 57.97 percent of the units in the County, and 63.36 percent in the Town. Owner-occupied dwellings with four bedroom dwellings comprised 24.93 percent of the units in the County, and 22.82 percent in the Town of Eagle. Owner-occupied dwellings with five or more bedrooms comprised 3.22 percent of the units in the County, and 2.46 percent of the owner-occupied units in the Town.

Rental units with one or no bedrooms comprised 32.67 percent of all units in the County, and only 3.17 percent in the Town of Eagle. Rental units with two bedroom comprised 52.00 percent of the units in the County, and 46.03 percent in the Town. Rental units with three bedroom comprised 16.47 percent of the units in the County, and 34.92 percent in the Town. Rental units with four bedrooms comprised 2.44 percent of the units in the County, and 7.94 percent in the Town. Rental units with five or more bedrooms comprised 0.63 percent of the units in the County, and 7.94 percent in the Town.

Table 6-10

OWNER-OCCUPIED HOUSING UNITS BY NUMBER OF BEDROOMS FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000^a

Community	1 or no Bedroom		2 Bedroom		3 Bedroom		4 Bedroom		5 or more Bedroom		Total
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Town of Eagle	22	2.25	89	9.11	619	63.36	223	22.82	24	2.46	977
Town of Mukwonago	26	1.27	36	1.76	1,291	63.25	620	30.38	68	3.33	2,041
Town of Ottawa	38	3.06	106	8.53	794	63.93	259	20.85	45	3.62	1,242
Village of Eagle	6	1.08	60	10.81	403	72.61	82	14.77	4	0.72	555
Village of Mukwonago	34	2.21	282	18.32	957	62.18	248	16.11	18	1.17	1,539
Village of North Prairie	0	0.00	37	8.06	335	72.98	75	16.34	12	2.61	459
Waukesha County	1,333	1.29	13,039	12.60	59,971	57.97	25,787	24.93	3,328	3.22	103,458

^aTotals are based on a sample of one in six responses to the 2000 Census (Summary File 3)

^bTotals include occupied housing units only. Source: U.S. Bureau of the Census and SEWRPC.

Table 6-11

**RENTER-OCCUPIED HOUSING UNITS BY NUMBER OF BEDROOMS
FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000^a**

Community	1 or no Bedroom		2 Bedroom		3 Bedroom		4 Bedroom		5 or more Bedroom		Total
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Town of Eagle	2	3.17	29	46.03	22	34.92	5	7.94	5	7.94	63
Town of Mukwonago	0	0.00	28	47.46	13	22.03	18	30.51	0	0.00	59
Town of Ottawa	39	34.82	61	54.46	8	7.14	0	0.00	4	3.57	112
Village of Eagle	23	37.10	26	41.94	11	17.74	2	3.23	0	0.00	62
Village of Mukwonago	280	30.47	502	54.62	126	13.71	11	1.20	0	0.00	919
Village of North Prairie	20	26.67	39	52.00	9	12.00	7	9.33	0	0.00	75
Waukesha County	10,378	32.67	15,187	47.80	5,233	16.47	774	2.44	199	0.63	31,771

^aTotals are based on a sample of one in six responses to the 2000 Census (Summary File 3)

^bTotals include occupied housing units only. Source: U.S. Bureau of the Census and SEWRPC.

Structure Type and Year Built

An inventory of housing units by structure type in the County provides an insight into the number of existing single family, two-family, and multi-family units. The number of units in these types of structures can be compared to resident characteristics to determine the future need for units in each type of structure. An inventory of housing units by structure type also provides insight into the character of the existing housing stock in the Town of Eagle. Table 6-12 sets forth the number of housing units by structure type in the all communities in the County in 2000.

Table 6-12

**CUMULATIVE HOUSING UNITS BY STRUCTURE TYPE
FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000^a**

Community	Single-Family		Two -Family		Multi-Family		Other		Total
	Units	Percent	Units	Percent	Units	Percent	Units	Percent	
Town of Eagle	1,088	98.30	19	1.70	0	0.00	0	0.00	1,107
Town of Mukwonago	2,122	98.50	17	0.80	7	0.30	9	0.40	2,155
Town of Ottawa	1,322	93.00	3	0.20	96	6.8	0	0.00	1,421
Village of Eagle	579	91.50	16	2.5	36	5.7	2	0.30	633
Village of Mukwonago	1,619	63.00	129	5.00	821	32.00	0	0.00	2,569
Village of North Prairie	491	89.4	13	2.40	45	8.20	0	0.00	549
Waukesha County	106,865	76.16	5,136	3.66	27,473	19.58	835	0.60	140,309

^c ^a2000 data are from the U.S. Census

^bMulti-family residential housing units include high-rise, garden, townhouse apartments, and condominiums where each unit is not separated from its neighbors by a ground-to-roof wall and has more than two units.

Table 6-13 includes the number of buildings constructed for each structure type in comparable communities to the Town of Eagle in 2000.

Since 1999, Waukesha County has experienced a 10.66 percent increase in single-family homes, a 3.30 percent increase in two-family structures, and a 12.20 percent increase in multi-family developments (which includes 3 or more units per structure). Relative to one another, single-family, two-family and multi-family structures proportionally remain similar. The Town of Eagle since 1999 has experienced an increase of 272 new single family homes which is a

24.57 percent increase. No two family or multi-family units have been constructed in that time, however some in-law units have been constructed by the conditional use process.

The age of the existing housing stock in the County also provides insight into the character and condition of existing homes. It can be assumed that as housing stock ages, more housing units will need to be rehabilitated or replaced. Table 6-14 sets forth the age of the existing housing stock by municipality in the County. The median year built was 1974 for the entire County and 1984 for the Town of Eagle.

Table 6-13

**HOUSING UNITS BY STRUCTURE TYPE
FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000-2006**

Communities	Single-Family		% Increase since 1999	Two-Family		% Increase since 1999	Multi-Family ^b		% Increase since 1999	Total Units 2000-2006 ^c	% Increase since 1999
	Units	Percent		Units	Percent		Units	Percent			
Town of Eagle	272	100.0	25.0	0	0.0	0.0	0	0.0	0.0	272	24.57
Town of Mukwonago	360	100.0	16.97	0	0.0	0.0	0	0.0	0.0	360	16.71
Town of Ottawa	84	100.0	6.35	0	0.0	0.0	0	0.0	0.0	84	5.91
Village of Eagle	72	100.0	12.44	0	0.0	0.0	0	0.0	0.0	72	11.37
Village of Mukwonago	319	67.02	19.70	30	6.30	23.25	127	26.68	15.47	476	18.53
Village of North Prairie	148	85.55	30.14	21	12.14	161.54	4	2.31	8.89	173	31.51
Waukesha County	11393	74.69	10.66	504	3.30	9.81	33.51	21.97	12.20	15,253	10.87

^aData combines 2000-2006 from the U.S. Bureau of the Census, Construction--Building Permits.

^bMultifamily residential housing units include high-rise, garden, townhouse apartments, and condominiums where each unit is not separated from its neighbors by a ground-to-roof wall and has more than two units.

^cTotals are based on all housing units, including occupied and vacant units and excluding mobile homes and living quarters that do not fit into the other categories, separated from its neighbors by a ground-to-roof wall and has more than two units.

^dTotals are based on all housing units, including occupied and vacant units and excluding mobile homes and living quarters that do not fit into the other categories.

Existing Housing Stock Condition

The condition of individual housing units must be examined to gain a more precise understanding of the number of existing housing units that need to be removed from existing housing stock totals. Generally, this provides a more accurate projection of the number of new housing units that will be needed to serve the projected population of the planning area through 2035.

Municipal assessor's offices and private assessors under contract to provide assessment services generally assign each housing unit within their jurisdiction a condition score. The scores range from excellent to unsound on a six- point scale and measure the present physical condition of each housing unit. Excellent/very good or good indicates the dwelling exhibits above average maintenance and upkeep in relation to its age. Average or fair indicates the dwelling shows minor signs of deterioration caused by normal wear and an ordinary standard of upkeep and maintenance in relation to its age. Poor/very poor indicates the dwelling shows signs of deferred maintenance and exhibits a below average standard of maintenance and upkeep in relation to its age. An unsound rating indicates the dwelling is unfit for use and should be removed from the existing housing stock totals. In the Town of Eagle the assessor indicates 16 living units or .62% of the housing stock is unsound. As of 2006, 16 dwellings were in poor condition, 1034 dwellings were in average condition, and 313 dwellings were in good condition. It is felt that the majority of these units in poor condition are probably old converted summer cottages which need updating in the area of Eagle Spring Lake.

Table 6-14

YEAR BUILT FOR HOUSING UNITS IN WAUKESHA COUNTY COMMUNITIES: 2000^a

Community	1995 to March 2000		1990 through 1994		1980 through 1989		1970 through 1979		1960 through 1969		1940 through 1959		Before 1940		Total ^b	Median Year Built
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent		
Town of Brookfield	428	15.13	907	32.06	321	11.35	245	8.66	592	20.93	294	10.39	42	1.48	2,829	1988
Town of Delafield	489	18.64	530	20.21	344	13.11	498	18.99	118	4.50	290	11.06	354	13.50	2,623	1981
Town of Eagle	226	20.42	182	16.44	122	11.02	193	17.43	36	3.25	152	13.73	196	17.71	1,107	1979
Town of Genesee	291	12.06	373	15.46	295	12.23	730	30.25	185	7.67	244	10.11	295	12.23	2,413	1977
Town of Lisbon	405	12.39	238	7.28	349	10.68	1,312	40.15	412	12.61	403	12.33	149	4.56	3,268	1975
Town of Merton	472	16.16	302	10.34	326	11.16	628	21.51	275	9.42	418	14.32	499	17.09	2,920	1974
Town of Mukwonago	315	14.62	430	19.95	352	16.33	722	33.50	77	3.57	114	5.29	145	6.73	2,155	1981
Town of Oconomowoc	260	8.68	250	8.35	215	7.18	683	22.80	425	14.19	605	20.20	557	18.60	2,995	1968
Town of Ottawa	219	15.41	236	16.61	115	8.09	306	21.53	134	9.43	265	18.65	146	10.27	1,421	1975
Town of Summit	245	12.99	152	8.06	138	7.32	310	16.44	220	11.66	455	24.13	366	19.41	1,886	1966
Town of Vernon	190	7.91	188	7.83	384	15.99	989	41.17	185	7.70	191	7.95	275	11.45	2,402	1976
Town of Waukesha	506	17.28	350	11.95	425	14.51	793	27.07	389	13.28	318	10.86	148	5.05	2,929	1978
Village of Big Bend	7	1.50	14	3.00	21	4.50	116	24.84	69	14.78	146	31.26	94	20.13	467	1959
Village of Butler	32	3.41	13	1.39	95	10.13	189	20.15	101	10.77	340	36.25	168	17.91	938	1959
Village of Chenequa	20	7.07	20	7.07	29	10.25	31	10.95	34	12.01	41	14.49	108	38.16	283	1957
Village of Dousman	120	19.97	79	13.14	47	7.82	128	21.30	35	5.82	56	9.32	136	22.63	601	1976
Village of Eagle	148	23.38	74	11.69	89	14.06	106	16.75	37	5.85	68	10.74	111	17.54	633	1979
Village of Elm Grove	153	5.98	48	1.88	154	6.02	509	19.91	530	20.73	913	35.71	250	9.78	2,557	1962
Village of Hartland	356	11.21	322	10.14	455	14.33	1,044	32.88	277	8.72	374	11.78	347	10.93	3,175	1976
Village of Lac La Belle	24	18.32	26	19.85	3	2.29	6	4.58	23	17.56	18	13.74	31	23.66	131	1967
Village of Lannon	21	4.94	91	21.41	22	5.18	58	13.65	33	7.76	82	19.29	118	27.76	425	1964
Village of Menomonee Falls	1,786	13.58	1,455	11.06	1,050	7.98	1,285	9.77	3,369	25.62	3,520	26.77	685	5.21	13,150	1967
Village of Merton	134	21.65	137	22.13	49	7.92	147	23.75	32	5.17	40	6.46	80	12.92	619	1982
Village of Mukwonago	483	18.80	461	17.94	250	9.73	569	22.15	203	7.90	257	10.00	346	13.47	2,569	1978
Village of Nashotah	189	41.18	94	20.48	20	4.36	49	10.68	16	3.49	40	8.71	51	11.11	459	1993
Village of North Prairie	52	9.47	74	13.48	118	21.49	99	18.03	39	7.10	75	13.66	92	16.76	549	1977
Village of Oconomowoc Lake	25	10.33	15	6.20	19	7.85	20	8.26	29	11.98	40	16.53	94	38.84	242	1954
Village of Pewaukee	1,168	30.46	531	13.85	317	8.27	762	19.87	283	7.38	351	9.15	422	11.01	3,834	1983
Village of Sussex	848	24.57	772	22.37	676	19.59	476	13.79	391	11.33	185	5.36	103	2.98	3,451	1988
Village of Wales	57	6.34	89	9.90	163	18.13	384	42.71	92	10.23	48	5.34	66	7.34	899	1976
City of Brookfield	1,115	7.83	1,143	8.02	1,772	12.44	2,299	16.14	3,219	22.60	4,332	30.41	366	2.57	14,246	1968
City of Delafield	321	12.01	392	14.67	517	19.34	398	14.89	256	9.58	454	16.98	335	12.53	2,673	1977
City of Muskego	1,110	14.43	1,423	18.49	823	10.70	1,526	19.83	838	10.89	1,539	20.00	435	5.65	7,694	1977
City of New Berlin	2,168	14.51	1,529	10.23	1,997	13.37	2,874	19.24	2,620	17.54	3,050	20.42	701	4.69	14,939	1974
City of Oconomowoc	440	8.36	347	6.59	728	13.83	943	17.92	629	11.95	871	16.55	1,305	24.80	5,263	1967
City of Pewaukee	982	20.87	834	17.72	598	12.71	697	14.81	607	12.90	622	13.22	366	7.78	4,706	1981
City of Waukesha	3,124	11.63	2,075	7.73	3,787	14.10	6,351	23.65	3,214	11.97	4,114	15.32	4,193	15.61	26,858	1973
County	18,929	13.49	16,196	11.54	17,185	12.25	28,475	20.29	20,024	14.27	25,325	18.05	14,175	10.10	140,309	1974

^a Totals are based on a sample of one in six respondents to the 2000 Census.

Totals are based on all housing units, including occupied and vacant housing units. Source: U.S. Bureau of the Census.

HOUSING DEMAND

Household, income, and demographic characteristics of the County and local units of government have been inventoried and will be analyzed with housing supply inventory items to help determine the number and type of housing units that will best suit the needs of Waukesha County residents through 2035. Housing demand inventory items include:

- Affordable housing need assessment
- Household projection: 2035
- Household income
- Age distribution
- Household size

As with the above housing supply inventory data, Census 2000 Summary File 1 and Summary File 3 were used in the collection of the housing demand inventory data presented in this chapter. Again, Summary File 1 data were used when possible; however, in most cases only Summary File 3 data were available.

Affordable Housing Need Assessment

As previously stated, HUD defines housing affordability as households "paying no more than 30 percent of their income for housing." Households that pay more than 30 percent of their monthly income for housing are considered to have a high housing cost burden. The measure is based on gross pre-tax income. Another measure of affordability is implicit in the long-standing mortgage lending practice of limiting borrower's monthly housing costs to 28 or 29 percent of their gross monthly income as a condition of loan approval. Thus, 28 to 30 percent can be considered a cutoff beyond which housing is not affordable. Data show that most households opt for less than that percentage, while others, particularly those with low incomes, are generally unable to find housing that costs less than 30 percent of their monthly income.

Waukesha County Housing Affordability Facts

The following information is based on the HUD recommended affordability standard of paying no more than 30 percent of gross monthly income for housing costs.

About 19 percent of owner occupied households in Waukesha County spent over 30 percent of their monthly income on housing costs in 2000. This ranked 18th out of 72 counties in the State of Wisconsin. About 27 percent of all renters' occupied households spent more than 30 percent of their monthly income on housing costs in 2000. Although Waukesha County had the highest median rent per month (\$726.00) it ranked 16th out of 72 counties within the state in percent paying 30% or more of income for rent.

- 17,810 households in the County were extremely low income (below 30 percent of the County median annual household income) or very low income (between 30 and 50 percent of the County median annual household income) households in 2000
- An extremely low income household (earning 30 percent of the 2000 County median annual household income of \$62,839) could afford monthly housing costs of no more than \$471 in 2000
- In 2000, 4,523 households paid less than \$499 a month on gross rent.
- In 2000, 4,639 households paid less than \$700 a month on housing expenses for owner-occupied housing units with a mortgage.

The fair market rent in Waukesha County for a one bedroom apartment was \$725 in 2006

- A worker earning the average hourly wage for the retail trade sector in Waukesha County (\$10.58/hour) would have had to work 53 hours a week to afford the fair market rent for a one bedroom apartment in 2006 or work at one job for 49 hours a week with overtime pay.

The fair market rent in Waukesha County for a two bedroom apartment was \$830 in 2006

- A worker earning the average Waukesha County retail trade sector hourly wage would have had to work 63 hours a week to afford the fair market rent for a two bedroom apartment in 2006 or work at one job for 54 hours with overtime pay

The cost of a typical starter home in Waukesha County was about \$200,000 in 2006

- The minimum annual household income needed to purchase a \$200,000 home in Waukesha County was \$73,200, or \$6,100.00 a month, in 2006 (assumption based on a 30 year mortgage at 6.9% with a maximum principal, interest, taxes, and insurance payment of \$1,830.00 per month. Property taxes calculated at \$3,000 per year and home insurance at \$500 per year.)
- A household with two workers earning the average Waukesha County retail trade sector hourly wage(\$10.58 per hour) would each have to work 67 hours a week to afford the monthly payments for a \$200,000 home or 58 hours each a week if they each worked one job and earned overtime pay after 40 hours.
- A police officer earning a typical entry level wage in Waukesha County (\$20.50/hour) would have to work 59 hours a week if they worked one job and earned an average of 19 hours of overtime pay per week to afford the monthly payments for a \$200,000 home

The housing wage in Waukesha County

- A full-time worker (40 hours per week) had to earn \$14.02 per hour (\$29,158 per year) to afford a one-bedroom rental unit at the fair market rent in Waukesha County in 2006
- A full-time worker (40 hours per week) had to earn \$16.13 per hour (\$33,545 per year) to afford a two-bedroom rental unit at the fair market rent in Waukesha County in 2006
- A full-time worker (40 hours per week) had to earn \$35.20 per hour (\$73,216 per year) to afford a \$200,000 home in Waukesha County in 2006
- The average weekly wage for jobs located in Waukesha County was \$790 in 2006 or (\$19.75 per hour for a 40 hour week)

Affordable Housing Supply

In order to determine if there is an adequate supply of housing affordable to households of various income categories, the incomes in various categories must be converted to an affordable monthly housing payment.

For example, knowing that the annual median income for a household in the Town of Eagle is \$69,071, the first step is to divide the annual income of \$69,071 into a monthly income by dividing by 12, this yields \$5,755.91. The next step is to multiply the monthly income by 0.3 or 30%, to determine the monthly amount the household can afford for housing. This yields \$1,726.77. The next step is to determine how many units are affordable in the community at monthly costs of \$1,726 or less. To determine if the supply is adequate, compare the number of units available with the number of households with incomes in that category. This a very rough measure since most of the households in the category will have a range of incomes.

In 1999, the median percentage of monthly income spent on housing in the Town of Eagle was 21.1 percent for owner occupied with a mortgage, 9.9 percent without a mortgage, and 15.6 percent in renter occupied units. (See table V-18 in the Waukesha County Comprehensive Development Plan.) As calculated above, a household making the median income could spend \$1,726 on housing per month. In 1999, 54.5 percent of the households in the Town earned less than \$75,000 per year, which at the 30 percent figure allowed \$1875 per month for housing costs. While this amount is only slightly above the \$74,314 necessary to afford a \$200,000 house, it appears to be more than enough for a housing unit in the Town of Eagle, based on median housing costs of \$1,285 per month spent in households with a mortgage, \$385 spent without mortgage, and \$672 spent by renters.

In a 2000 inventory of housing units in the Town of Eagle, based upon current housing values and not fair market value, approximately 53.4 percent of the housing units in the Town of Eagle are under \$200,000. This figure does not include single properties containing multiple residential units, converted farmstead duplexes, or properties around Eagle Spring Lake which may contain multiple living units.

Table 6-15 sets forth the number of owner-occupied and renter-occupied households in the Region by County with a high housing cost burden in 2000 based on general Census data. A total of 19.1 percent of owner-occupied households in the Region experienced a high housing cost burden, and 30.5 percent of the renter-occupied households in the Region experienced a high housing cost burden.

Table 6-15

**HOUSEHOLDS WITH HIGH HOUSING COST BURDEN
IN THE SOUTHEASTERN WISCONSIN REGION: 2000^a**

County	Owner-Occupied Households		Renter-Occupied Households		Total Households	
	Number	Percent	Number	Percent	Number	Percent
Kenosha	7,855	20.3	5,359	30.9	13,214	23.6
Milwaukee	38,655	19.4	57,025	31.9	95,680	25.3
Ozaukee	4,570	19.4	1,730	23.7	6,300	20.4
Racine	8,615	17.2	6,265	30.1	14,880	21.0
Walworth	5,285	22.2	3,179	29.8	8,464	24.5
Washington	6,075	18.2	2,380	22.6	8,455	19.3
Waukesha	19,100	18.5	8,750	27.5	27,850	20.6
Region	90,155	19.1	84,688	30.5	174,843	23.3

^aHigh housing cost burden is defined by HUD as a household spending more than 30 percent of its gross monthly income on housing costs.

Source: U.S. Census Bureau and SEWRPC.

Table 6-16 sets forth the median percentage of monthly income spent on housing costs by owner-occupied and renter-occupied households in the communities in Waukesha County in 2000 based on general Census data. The median percentage of monthly income spent on housing costs in the County by owner-occupied households with a mortgage was 21.4 percent. The median percentage spent by owner-occupied households without a mortgage was 11.3 percent and the percentage spent by renter-occupied households was 22.8 percent. This shows that most households in the County opt to pay substantially less than the 30 percent affordability standard as defined by HUD.

Table 6-16

**MEDIAN PERCENTAGE OF MONTHLY INCOME SPENT ON HOUSING IN
WAUKESHA COUNTY COMMUNITIES: 2000**

Communities	Owner-Occupied With a Mortgage ^a	Owner-Occupied Without a Mortgage ^b	Renter-Occupied ^c
Town of Eagle	21.1	9.9	15.6
Town of Mukwonago	21.7	9.9	23.1
Town of Ottawa	19.8	9.9	41.6
Village of Eagle	22.4	11.7	21.1
Village of Mukwonago	22.1	9.9	21.7
Village of North Prairie	21.1	9.9	22.0
Waukesha County	21.4	11.3	22.8

^aSpecified owner-occupied housing units: Median selected monthly owner costs as a percentage of household income in 1999 ; Housing units with a mortgage

^bSpecified owner-occupied housing units: Median selected monthly owner costs as a percentage of household income in 1999 ; Housing units without a mortgage

^cSpecified renter-occupied housing units paying cash rent: Median gross rent as a percentage of household income in 1999

Table 6-17 sets forth the number of households with more than 1.01 occupants per room in the County. Within the County 0.71 percent of households had more than 1.01 occupants per room, and in the Town of Eagle 0.92 percent had more than 1.01 occupants per room in 2000.

Table 6-17

**OWNER-OCCUPIED^a HOUSING OCCUPANCY
BY NUMBER OF OCCUPANTS PER ROOM
FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000^b**

Community	Occupants per room								Total
	0.50 or less		0.51 to 1.00		1.01 to 1.50		1.51 or more		
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Town of Eagle	682	69.81	286	29.27	9	0.92	0	0.00	977
Town of Mukwonago	1,457	71.39	584	28.61	0	0.00	0	0.00	2,041
Town of Ottawa	940	75.68	296	23.83	6	0.48	0	0.00	1,242
Village of Eagle	342	61.62	199	35.86	12	2.16	2	0.36	555
Village of Mukwonago	1,106	71.86	420	27.29	13	0.84	0	0.00	1,539
Village of North Prairie	292	63.62	167	36.38	0	0.00	0	0.00	459
Waukesha County	78,295	75.68	24,434	23.62	588	0.57	141	0.14	103,458

Footnotes:

^aA housing unit is considered overcrowded if there is more than one occupant per room. Rooms considered in the calculation include: living room, dining room, kitchen, bedrooms, finished recreation rooms, and enclosed porches suitable for year-round use.

^bTotals are based on a sample of one in six responses to the 2000 Census. Source: U.S. Census Bureau and SEWRPC.

Table 6-18

**RENTER-OCCUPIED^a HOUSING OCCUPANCY
BY NUMBER OF OCCUPANTS PER ROOM
FOR COMMUNITIES IN THE GREATER EAGLE AREA: 2000^b**

Community	Occupants per room								Total
	0.50 or less		0.51 to 1.00		1.01 to 1.50		1.51 or more		
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
Town of Eagle	36	57.14	25	39.68	0	0.00	2	3.17	63
Town of Mukwonago	31	52.54	21	35.59	7	11.86	0	0.00	59
Town of Ottawa	100	89.29	12	10.71	0	0.00	0	0.00	112
Village of Eagle	47	75.81	13	20.97	2	3.23	0	0.00	62
Village of Mukwonago	521	56.69	343	37.32	32	3.48	23	2.50	919
Village of North Prairie	47	62.67	25	33.33	3	4.00	0	0.00	75
Waukesha County	21,612	68.02	9,012	28.37	711	2.24	436	1.37	31,771

^aA housing unit is considered overcrowded if there is more than one occupant per room. Rooms considered in the calculation include: living room, dining room, kitchen, bedrooms, finished recreation rooms, and enclosed porches suitable for year-round use.

^bTotals are based on a sample of one in six responses to the 2000 Census. Source: U.S. Census Bureau and SEWRPC.

Household Projections: 2035

Waukesha County projected the number of additional housing units needed by 2035 by first selecting a population projection. The number of residents expected to reside in "group quarters" was then subtracted from the projected total population, and the result was divided by the projected household size (number of persons per household in 2035). This number was then multiplied by the desired vacancy rate of 3 percent to determine the total number of housing units needed in a municipality in 2035. The number of housing units projected for the Town of Eagle by Waukesha County to accommodate a projected population increase of 1,737 people, was an increase of 585 dwelling units.

The County projection to determine the overall number of dwelling units for the Town of Eagle did include land uses such as the State Forest, numerous wetland areas, or other lands to be preserved. The Town subtracted out such land uses, and further based projections on public sentiment to maintain the rural character. The Town established a planned housing increase of 330 dwelling units over the 1,314 dwelling units existing in the Town in 2009, accommodating a planned population increase of 980 persons. The resulting number of total housing units for the Town considered appropriate for 2035 is 1,644 housing units.

The type of housing units that ultimately produce this total should be determined based on household income, age distribution, and household size to best meet the needs of Town residents.

Household Income

Household income should be considered when developing policies intended to help provide housing units within a cost range affordable to all income groups. Chapter 2 sets forth the number of households in various income ranges and the median household income in the Town in 1999. The median household income was \$69,071 in the Town. However, lower-income households exist in the Town and should be provided with affordable housing options.

Households in the Town earning less than \$20,721 in 1999, which is less than 30 percent of the Town median household income, were considered extremely low income households. Very low income households earned between \$20,790 and \$34,535 in 1999 (30.1 to 50 percent of the median income). Low income earnings for the Town were between \$34,604 and \$55,256 (50.1 to 80 percent of the Town median) putting them in the low-income group. Moderate income earnings for the Town were between \$55,325 and \$65,617, or 80.1 and 95 percent of the median income.

The 2000 census information breakdown of household income is not necessarily consistent with the percentages needed to determine the exact percentage of Town of Eagle households in the different ranges, therefore the Town will use the County averages in calculating the number of projected households through the year 2035. The Waukesha County percentages for each household category should be considered when developing policies intended to help provide housing units within a cost range affordable to all income groups. The median household income was \$62,839 in the County and \$69,071 in the Town.

The following is the projected number of total households in Town of Eagle that will fall within the income categories in 2035, based on a projected household size of 2.97 persons, a total number of units of 1437, and a direct correlation to Waukesha County in each income category through 2035. These projections assume the percentage in each income category reported in 2000 will be the same in 2035.

- 106 households, or about 7.4 percent, are projected to be extremely low income (less than \$20,721 in 1999 dollars)
- 46 households, or about 3.2 percent, are projected to be very low income (between \$20,790 and \$34,535 in 1999 dollars)
- 284 households, or about 19.8 percent, are projected to be low income (between \$34,604 and \$55,256 in 1999 dollars)
- 276 households, or about 19.2 percent, are projected to be moderate income (between \$55,325 and \$65,617 in 1999 dollars)

This means that 725 households or 50.4% will be above the moderate income level within the Town of Eagle.

Housing Need for Non-Resident Workers

The characteristics of resident and non-resident workers in Waukesha County were analyzed to determine whether non-resident workers could afford to live in communities in Waukesha County if they wanted to do so.

Data Sources

The Public Use Micro data Samples (PUMS), released in 2003 by the U.S. Census Bureau, provide information based on a 5 percent sample of the population from "long-form" questionnaires completed for the 2000 Census of Population and Housing. The PUMS data are intended to permit the cross-tabulation of variables not possible using other Census products and not available in Census publications, while conforming to requirements to protect the confidentiality of Census respondents. The geography used for the PUMS data is a relatively large scale, being based on groups of counties or single counties with 100,000 or greater population. PUMS data were derived from a 5 percent sample of the total population--less than that used in other tabulations of the Census. Consequently, the data does not precisely match that published in other Census products.

Place of Residence and Place of Work

Table 6-19 provides information on the place of residence for people who work in Waukesha County. Workers who both live and work in the County were at 58.59 percent in 2000, or 120,484 workers. The largest numbers of commuters, about 57, 412 workers, or 27.44 percent of all workers in the Waukesha County, live in Milwaukee County.

Note: In reviewing the Census 2000 MCD/County-to-MCD/County Worker Flow Files before release, some errors were discovered in a number of the MCD/county-to-MCD/county flows. These errors have been corrected. However, as a result of the corrections the data in these files may not agree with data previously released in Summary File 3 (SF3) and related products. In particular, there may be differences in the number of people working in the state and/or MCD/county of residence between SF3 and similar estimates derived from these files. Additionally, tract 1010 that includes the City of Milwaukee but falls within the Waukesha County datasets has been omitted.

Earnings and Household Incomes of Resident and Non-Resident Workers

Non-resident workers earned more in terms of median earnings than did resident workers. The median earnings for non-resident workers was about \$31,130, while the median earnings for resident workers was about \$24,820--a difference of about \$6,310, or 20 percent. The median earnings of workers vary significantly by occupation. Both resident and non-resident workers in service and farming, forestry, and fishing occupations had the lowest median earnings, while workers employed in management, business, and financial operations had the highest median earnings. The median wages of non-resident workers exceeded those of resident workers in all occupation categories except construction, extraction, and maintenance.

Table 6-19

PERSONS WORKING IN WAUKESHA COUNTY BY PLACE OF WORK AND PLACE OF RESIDENCE: 2000^a

Place of Work	County of Residence								All Other WI Counties	Illinois Counties	All Other Areas	Total
	Waukesha	Dodge	Jefferson	Milwaukee	Ozaukee	Racine	Walworth	Washington				
Town of Brookfield	5,131	70	138	3,302	114	128	82	179	180	15	46	9,385
Town of Delafield	800	12	16	173	0	8	45	16	7	9	0	1,086
Town of Eagle	243	4	34	20	7	0	49	0	19	0	0	357
Town of Geneseo	964	2	60	149	0	42	80	0	24	0	0	1,297
Town of Lisbon	1,111	31	17	353	20	14	30	197	28	8	0	1,809
Town of Merton	1,143	31	31	159	14	4	8	107	5	0	0	1,502
Town of Mukwonago	473	1	18	71	0	8	19	2	4	0	0	596
Town of Oconomowoc	1,083	81	159	88	0	11	8	16	19	0	0	1,465
Town of Ottawa	220	10	14	0	0	0	30	7	16	0	0	297
Town of Summit	938	107	225	136	0	0	12	7	14	37	0	1,425
Town of Vernon	593	2	11	182	0	34	36	0	7	0	0	858
Town of Waukesha	1,638	18	18	236	6	26	44	15	2	0	10	2,013
Village of Big Bend	538	9	7	134	4	87	13	19	0	18	0	829
Village of Butler	1,268	34	39	1,477	41	55	11	319	85	12	3	3,244
Village of Chenequa	99	0	0	7	0	0	0	5	0	0	3	114
Village of Dousman	547	8	139	47	0	7	9	5	28	0	0	762
Village of Eagle	273	5	57	27	1	9	51	7	16	0	0	446
Village of Elm Grove	1,778	10	24	1,654	10	70	15	101	36	21	4	3,662
Village of Hartland	3,754	178	229	821	38	59	40	166	61	41	18	5,405
Village of Lac La Belle	35	4	5	0	0	0	0	5	1	4	0	54
Village of Lannon	400	10	0	213	22	0	0	92	7	0	9	753
Village of Menomonee Falls	10,095	327	156	8,468	747	283	97	4,569	404	97	59	25,302
Village of Merton	1,638	18	18	236	6	26	44	15	0	0	0	2,001
Village of Mukwonago	2,219	6	53	513	8	212	577	26	17	0	2	3,633
Village of Nashotah	394	49	47	81	0	12	6	4	5	0	0	598
Village of North Prairie	433	0	54	57	0	22	39	2	2	0	5	614
Village of Oconomowoc Lake	218	12	10	19	0	0	10	0	0	0	0	269
Village of Pewaukee	3,237	64	75	782	32	119	36	163	79	12	9	4,608
Village of Sussex	3,529	97	140	2,050	74	90	59	646	85	37	42	6,685
Village of Wales	616	26	57	118	0	8	19	24	27	0	0	895
City of Brookfield	17,514	233	359	13,374	548	500	246	1,319	545	75	92	34,805
City of Delafield	2,832	64	179	345	32	12	31	89	44	35	7	3,670
City of Muskego	2,909	17	26	1,413	8	625	106	31	42	6	3	5,186
City of New Berlin	10,027	121	174	8,532	207	728	357	415	260	50	96	20,967
City of Oconomowoc	5,607	887	1,486	811	33	44	42	167	76	71	31	9,077
City of Pewaukee	8,848	219	313	4,095	165	305	170	472	377	71	23	14,587
City of Waukesha	27,339	299	1,019	7,269	220	632	711	742	532	94	102	38,959
Total	45,408	1,226	1,851	21,573	1,144	1,334	1,469	6,714	1,178	311	210	81,964

With respect to the number of hours worked per week, a greater proportion of resident workers worked on a part-time basis--less than 40 hours per week--than did non-resident workers. About 28 percent of resident workers worked less than 40 hours per week, while only about 19 percent of non-resident workers worked less than 40 hours per week.

Matching Housing Supply and Demand

As part of this housing element, the Town should analyze the various types of data to determine how the housing supply matches the demand. This analysis is important because it identifies the issues that the housing elements will need to address. This analysis can help set priorities for the element such as rehabilitating existing housing stock, adding rental housing for older persons and persons with special needs. The plan should focus not only on the present situation, but also on future trends and issues, which will guide the community housing policy and action over the next 20 years.

The first part of the analysis should be future housing production needs. The 2000 census indicated there was a 6.17% vacancy rate in the Town, with a high percentage of vacancy rate being attributed to "Seasonal Recreational or Occasional Use", as shown in Table 6-2. The vacancy rate is determined according to HUD by the number of housing units vacant and available, divided by the total number of housing units. This is important in determining whether the housing supply is adequate to meet the demand. Some vacancies are necessary for a healthy housing market. According to HUD, an overall vacancy rate of roughly 3% is considered best. This rate allows consumers adequate choices for owner occupied housing at an acceptable rate of 1.5%, while for rental housing it is 5%.

As part of the Smart Growth law, communities are to do an analysis for housing affordability to determine if the supply of housing and its pricing match the ability of households to pay. For the Town of Eagle this answer is currently, yes. This was addressed earlier on pages 6-15 and 6-16.

While there are a number of different approaches to analyzing housing affordability, the approach approved by the U.S. Department of Housing and Urban Development for consolidated plans is to look at the median income for a community, and determine how many units are available to various low and moderate income households. Extremely low income households are those with incomes below 30% of the area median household income, very low is defined as an income between 30% and 50% of the area median household income and low income households are those with incomes between 50% and 80% of the affordable median household income. Moderate income households have incomes between 80% and 95% of the area median household income. HUD defines affordability as paying no more than 30% of the household's income for housing. To get a more information on affordability standards and determinations go to www.huduser.org/datasets/cp.html.

Housing Summary

According to HUD, and based upon the 80% criteria for Metropolitan Milwaukee, the median annual income for a family of four is \$53,750.00. For a family of two it is \$43,300.00. In using the housing affordability analysis, with the household income for the Town of Eagle according to the 2000 census median income of \$69,071 and using the 30% rule, the median income household can afford to spend \$1,726.77 per month on housing. According to the 2000 census data, the monthly housing costs for the Town were a median of \$1,345 per month for owned housing with a mortgage, \$373 per month for owned housing without a mortgage, and \$672 per

month for rentals, which are well below the monthly payment affordability standards. The affordability standards of the Town of Eagle are also above Waukesha County, which has a median household income of \$62,839.00, of which 30% would be \$1,571.00 per month.

In reviewing the Town of Eagle 2000 equalized values of residential properties, approximately 481 residential properties or 57.03% of the Town's residential properties qualify as affordable housing, by being less than \$208,700.00, which was the Waukesha County standard for affordable housing in 2000. This determination was based on properties having improvement values of more than \$40,000 and lot sizes of less than 10 acres. The analysis of Table 6-3 showed 47 properties of less than \$100,000, 133 properties of \$100,000-\$149,999, 255 sites between \$150,000 and \$199,999, and approximately 31 sites between \$200,000 and \$208,700. The median property value, according to the 2000 census was \$195,400, which exceeds the Waukesha County median value of \$170,400.

GOVERNMENT ACTIVITY IN HOUSING

An inventory of government sponsored housing and housing related programs is necessary in order to understand and assess the potential role of government in helping the private sector to meet the housing needs in Waukesha County and the Town of Eagle in particular. There is an array of local, state and federal housing programs, which are diverse and deal with a full range of housing and housing related issues. The types of housing programs described herein generally fit into the following categories:

1. Programs of local housing agencies and organizations, which are designed to expand opportunities for more affordable housing and provide one-time rental or home buyers assistance and encourage housing rehabilitation.
2. Programs, which provide subsidies or incentives for developers to construct or rehabilitate housing affordable to, lower income households.
3. Programs, which provide direct subsidies to income to qualified households.

In Waukesha County, there are a number of local housing programs receiving funding from state and federal sources. Local organizations have been formed in Waukesha County to address housing issues since the late 1980's. Government sponsored housing programs have been inventoried to assess government's potential to help the private sector meet housing needs in the Waukesha County communities. The full array of government sponsored programs and funding availability is almost continually changing, therefore, this section focuses on those programs that have the potential for increasing the availability of lower-cost housing and rehabilitation in Waukesha County. Many of the programs available in Waukesha County are administered through local and statewide nonprofit organizations that receive funding from the Federal government. Several entities are involved in administering and funding the following programs, including the HOME Consortium, the Wisconsin Housing and Economic Development Authority (WHEDA), and the U.S. Department of Housing and Urban Development (HUD).

Additionally, the Wisconsin Department of Commerce Division of Housing and Community Development released a Household Housing Guide in February 2007 that provides contacts and a brief description of housing programs available for low- and moderate-income households throughout the state. As of September 2007, the guide could be found at the Department of Commerce website at the following address: <http://commerce.wi.gov/CDdocs/BOH-Fact-Sheets/cd-boh-housing.pdf>.

HOUSING PROGRAM ADMINISTRATORS

The HOME Consortium

The HOME Consortium is a four-county governmental body, which includes Ozaukee, Washington, Waukesha, and Jefferson Counties, whose purpose is to advance homeownership opportunities and programs for households that earn 80 percent or less of the area's median income. Median incomes based on family size are developed annually by HUD (see Table IX-38). The area served by the Consortium receives an annual funding allocation from HUD. The Consortium's programs are administered by C-CAP LLC and the Community Housing Initiative, Inc., which are nonprofit organizations located in the City of Waukesha.

Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA was created by the Wisconsin Legislature in 1972 as a nonprofit "public benefit corporation" to help meet the housing needs of lower-income households in the State. This purpose has expanded to include providing housing facilities to meet the needs of disabled and elderly households. The programs are financed through the sale of tax-exempt bonds and receive no State tax support. These programs involve the administration of several federally funded grants and housing tax credits.

U.S. Department of Housing and Urban Development (HUD)

HUD provides funding for a number of housing programs, including the Section 8 Low-Income Rental Assistance Program and the Home Investment Partnership Act (HOME). In order for units or agencies of government to apply for and receive HUD housing grants or public housing funds, they must prepare a CHAS (Comprehensive Housing Affordability Strategy) and submit that strategy to HUD for approval. The purpose of the CHAS is to ensure that communities receiving funding from HUD have planned for the housing-related needs of low- and moderate-income households in a way that improves the availability and affordability of adequate housing. The CHAS must also include consideration of persons needing supportive services, identify the manner in which private resources will be incorporated in addressing identified housing needs, and provide for both rental and homeownership options.

The Federal Housing Administration (FHA)

The FHA was established by Congress in 1934 and became part of HUD's Office of Housing in 1965. The FHA insures mortgage loans for single family and multi-family homes from FHA-approved lenders throughout the Nation, including Waukesha County, and is the largest insurer of mortgages in the world. FHA mortgage insurance provides approved lenders with protection against losses as the result of default on a loan. The lender bears less risk because the FHA will pay a claim to the lender in the event of a homeowner default. This allows FHA insured loans to be made with less cash investment than other loans, which increases accessibly to lower-income households.

U.S. Department of Agriculture (USDA) Rural Development

The USDA administers the Federal Government's primary program addressing America's need for affordable rural housing. USDA Rural Development provides loans and grants to develop rural community facilities in cities, villages, and towns with populations less than 20,000 that are not part of an urban area. The USDA provides several programs for affordable housing opportunities for low- to moderate- income families; however the only program available for Waukesha County residents is the Guaranteed Rural Housing (GRH) loan program.

GREEN BUILDING PROGRAMS, INCENTIVES, ASSOCIATIONS, MATERIAL RE-USE, AND PROJECT EXAMPLES

Energy Star Qualified Homes

Homes that earn the ENERGY STAR must meet guidelines for energy efficiency set by the U.S. Environmental Protection Agency. ENERGY STAR qualified homes are at least 15 percent more

energy efficient than homes built to the 2004 International Residential Code (IRC), and includes additional energy-saving features that typically make them 20–30% more efficient than standard homes.

ENERGY STAR qualified homes can include a variety of energy-efficient features, such as effective insulation, high performance windows, tight construction and ducts, efficient heating and cooling equipment, and ENERGY STAR qualified lighting and appliances.

Through ENERGY STAR, builders and other home industry professionals can differentiate themselves in the market. New homes that qualify as ENERGY STAR provide greater comfort and durability for home buyers. For more information on ENERGY STAR homes, products, and incentives, visit: www.energystar.gov.

Focus on Energy - Energy Star Mortgages

Through the Focus on Energy program and participating lenders, Energy Star Mortgages are available to those who purchase a Wisconsin Energy Star home. Benefits include reduced closing costs and qualifying for a slightly higher mortgage due to increased energy savings.

For more information on ENERGY STAR Mortgages, the Wisconsin ENERGY STAR Homes program, or other more specific ENERGY STAR programs, call toll-free: 1.800.762.7077 or e-mail: WESHinfo@focusonenergy.com.

Habitat ReStore

- Donated left-over building material to be purchased at discounted prices with profits benefiting Habitat for Humanity projects.

Green Built Home

Green Built Home is a national award winning green building initiative that reviews and certifies new homes and remodeling projects that meet sustainable building and energy standards. The program is implemented in partnership with the Madison Area Builders Association in cooperation with other participating builders associations, leading utilities, and organizations that promote green building.

There are currently nearly forty regional green building programs in existence nationwide Green Built Home is the only such program in the upper Midwest and was founded in 1999 by Wisconsin Environmental Initiative (WEI) in partnership with the Madison Area Builders Association. The program is implemented by participating builders associations in cooperation with leading utilities and other organizations that promote green building and energy efficiency. Green Built Home provides neutral third party certification of green building practices that meet meaningful environmental, health, and energy standards.

Green Built Home is administered throughout the state of Wisconsin and reaches thousands of homebuyers and builders through collaborations with builders associations and other affiliated organizations. Support for Green Built Home comes from builder enrollment and home registration fees and agencies that promote green building and energy efficiency for Wisconsin.

LEED Construction

- The Leadership in Energy and Environmental Design (LEED) Green Building Rating System™ is the nationally accepted benchmark for the design, construction, and operation of high performance green buildings. LEED gives building owners and operators the tools they need to have an immediate and measurable impact on their buildings' performance. LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health. LEED provides a roadmap for measuring and documenting success for every building type and phase of a building lifecycle that can be found at: www.usgbc.org.

HOUSING OBJECTIVE

The Town will encourage an adequate housing supply which balances the demand for housing with the rural character and resources of the Town, and will encourage a mix of housing suitable for people in various stages of life and various economic levels.

Principles

The data available for development of this Comprehensive Plan shows an adequate supply of affordable housing in the Town, based on several different measurements.

It is believed that there is a less than adequate supply of housing likely to appeal to older adults within the Town who are looking to down-size.

This Comprehensive Plan was developed in the midst of a significant uncertainty in the national and local economies, during which it is difficult to anticipate future economic conditions.

Standards:

1. When evaluating housing development proposals, the Town will consider the impact on the Town's infrastructure, giving due consideration to the Town of Eagle Comprehensive Plan to Chapter 5 - Community Facilities & Utilities, and Chapter 8 - Transportation Facilities.
2. When evaluating housing development proposals, the Town will consider the impact on the Town's character and environment, giving due consideration to the Town of Eagle Comprehensive Plan to Chapter 4 – Agricultural, Natural and Cultural Resources.
3. When evaluating housing development proposals, the Town will respect the rights of property owners.
4. The Town will assess a subdivision plat or certified survey proposal for its location in the Town and in relation to other developments.
5. The Town will encourage a variety of housing types to achieve diversity within the community.
6. The Town will consider multi-family housing proposals suitable for seniors.
7. The Town will encourage the use of subdivision designs that protect the rural atmosphere and natural resources of surrounding areas throughout the Town.
8. In order to limit the risk of having an excess supply of empty residential lots in the Town, the Town will maintain a standard in the Land Division Ordinance that allows new subdivisions lots to be created only if a specified percentage of lots, previously created within a certain number of preceding years, have already been built upon.
9. The Town will encourage consolidation of lots in high-density residential areas that are substandard in area, or are otherwise non-conforming.
10. The Town will encourage variable lot sizes in residential subdivisions to enhance environmental or historic resources.
11. The Town will encourage energy efficient home designs.

IMPLEMENTATION RECOMMENDATIONS

1. The Town should, after receipt of the 2010 census data and the SEWRPC “2035 Regional Housing Plan for Southeastern Wisconsin”, re-evaluate the need for affordable housing based upon updated income, housing values, information on the disabled and aging population, and whether it is necessary to revisit the need for a broader range of housing for citizens.
2. The Town of Eagle should identify the number of additional housing units anticipated to fulfill future planned housing development. Land that can accommodate additional housing units will be identified on the planned land use map (included in Chapter 9 – Land Use).
3. The Town should consider an allocation system to provide for incremental growth in a fashion that supports this Comprehensive Plan.
4. The Town should try to maintain a reasonable overall level of its housing stock in the affordable range.
5. Based upon the anticipated population, the Town of Eagle Plan Commission and Town Board should review the number of residential development permits it allots each year to new developments under the provisions of the Land Division Ordinance.
6. It is recommended that in the area around Eagle Spring Lake, or any area where a concentration of older housing stock exists, any of the non-conforming and substandard housing units be upgraded or reconstructed when the opportunity arises.

CHAPTER 7

ECONOMIC DEVELOPMENT ELEMENT

Economic development is vital for communities in Waukesha County and the Town of Eagle. With optimum paying jobs and growing businesses, the Town, the County, and the Region will be able to maintain and expand their quality of life. In order to maintain the highest quality of life for its residents, the Town of Eagle needs to work with other communities to foster job growth and new business development. This is especially true because the Town of Eagle has recently designated lands for new development of commercial and industrial use, and needs to work with the Village of Eagle and Village of North Prairie to address area needs.

The Town is working with the Village of Eagle and adjacent communities in Waukesha County to determine the future demand for land, which both the Town and the County Plan must consider relative to future population, household and employment levels. Future population, household, and employment levels must therefore, be forecasted with land use and supporting facility plans taking forecast conditions into consideration.

This chapter will provide an overview of the methodology and assumptions that underlie the economic and employment projections of southeastern Wisconsin, Waukesha County and the Town of Eagle. Included is descriptive information pertaining to measures of economic activity and employment projections.

As part of the creation of the Town of Eagle Comprehensive Plan, the Eagle Advisory Committee has analyzed the strengths, concerns and weaknesses of Waukesha County's economic development and related it specifically to the Town's future development.

The Eagle Advisory Committee and Listening Session participants identified strengths, weaknesses, and concerns about the Economic Development environment in the Town.

Economic Development Strengths

- Local spirit of entrepreneurship fostering business growth
- Businesses want to establish equity in commercial or industrial land rather than renting
- Superior work ethic of local employees
- Waukesha County's growing tax base creates potential economic expansion in the township
- Employers and employees are attracted by the general quality of life in Eagle as well as recreational areas and activities provided by local, county, and state parks; lakes; and natural areas.
- An increasing County population supports local economic development opportunities
- Innovative business leaders that promote local investment
- Quality education
- Current roadways are in good condition

Economic Development Concerns and Weaknesses

- The median price of a home is increasing faster than the median income
- The need to generate enough revenue to maintain municipal services
- Rising health care costs
- The need for cooperation in the delivery of governmental services
- Inconsistent development plans
- Rising population and its impact on local school districts and municipal services
- The lack of a grocery store and other basic general retailers
- The need for additional technology development
- The need to maintain adequate transportation infrastructure
- An aging workforce
- Potential infrastructure limitations of future parks, library and fire protection
- Attracting new business, entrepreneurs, young workers and visitors

ECONOMIC DEVELOPMENT HISTORY

In order to plan for future economic growth and development it is essential to understand the history of economic development in the Town, and the reasons for this development.

Town of Eagle Economic Development Plan.

In the original 1983 Town of Eagle Land Use Plan, the Town officials felt that there was a need for commercial establishments, even though most of the Town residents drove to the Villages of Eagle, North Prairie, or Mukwonago, or to the City of Waukesha for retail needs. Further, they knew that for items such as clothing, furniture, lawn and gardening equipment, most of the residents traveled to the Village of Eagle, City of Waukesha, Milwaukee, Brookfield Square or Southridge Mall shopping centers. While the residents were willing to travel for commercial uses, there was a need for commercial development in the Town. The only commercial uses which existed in the Town at the time of the original plan in 1983, was a farm implement dealer, a greenhouse, garages, restaurants/taverns, and a boat rental business.

Town officials understood that commercial growth could impact public services such as snowplowing, drainage, and fire protection. The Town's basic goals for commercial uses was to encourage additional commercial development within the existing business areas of the Village of Eagle, and within the Township if compatible with existing land uses, recreational in nature, and accessible to the citizens of the community. The original directives, established by the 1983 plan, promoted commercial development which was separate from the residential uses by a transition area. The Town promoted commercial development which would employ area residents, provide business services not currently available in the area, and encourage the majority of the commercial growth to be located in proximity to the Village of Eagle where it would be centrally located for all Town residents.

Since the adoption of the 1983 plan, there has only been one significant development for a new commercial/industrial use in the Town of Eagle. A second business park on STH 59, in the northeastern part of the Town in Section 1, is proposed, but not yet platted for development.

In a 1990 update, the Town Board had adopted amendments to the land use category provisions of the Land Use Plan of the Master Plan. The basic goal of the update was to encourage additional commercial development within the existing business areas of the Town, and within the Village if compatible with existing land uses. During that update, and subsequent updates, the Town reinforced many of the original directives, and they established standards to designate business use areas.

WORKFORCE ANALYSIS

In order to plan for future economic growth and development it is essential to understand the current workforce demographics. Workforce data that is often analyzed includes income, educational attainment, labor availability, and employer information. NOTE: The following data was gathered, and projections made, in 2008 and earlier; this plan is being drafted in the midst of significant shifts in the nation’s economy, in late 2008, and early 2009.

Median Household and Family Income

In the Town of Eagle, the median income for males was \$51,607, and for females the median income was \$32,500. The median household income in the Town was \$69,071, according to the 2000 census. This was considerably higher than the Waukesha County median household income of \$62,839 in 2000. In Waukesha County a total of 84,720 county residents, making up over 21% of the population, were considered low to moderate income households according to by the U.S. Department of Housing and Urban Development (HUD). In the Town of Eagle approximately 269 of 1048 households or 25.7%, earn less than 80% of the County median household income, and are therefore considered low to moderate income households. Only 25 of 904 families (2.8%), and only 95 individuals (3.1%) in the Town of Eagle were considered to be at, or below, poverty level.

Average Adjusted Gross Income Per Return

In 2004, Waukesha County ranked third in Wisconsin in average adjusted gross income behind Milwaukee and Dane counties. In 2004, Waukesha County residents generated 12 billion dollars in individual adjusted gross income. The average adjusted gross income per return filed individually or jointly ranged from \$32,824.00 to \$592,030.00 in Waukesha County (see Table VI -1 of the Waukesha County Development Plan).

Table 7-1

PERSONAL INCOME RETURNS FOR COMMUNITY IN THE GREATER EAGLE AREA: 2004

Name	Number of Income Tax Returns Filed	Total Adjusted Gross Income	Average Adjusted Gross Income
Town of Eagle	1,275	78,148,342	61,293
Town of Mukwonago	3,037	186,874,610	61,533
Town of Ottawa	1,466	102,246,841	69,745
Village of Eagle	1,075	56,688,201	52,733
Village of Mukwonago	4,512	232,562,133	51,543
Village of North Prairie	1,002	56,621,364	56,508
Waukesha County	188,027	12,038,261,266	64,024

Source: Wisconsin Department of Revenue.

Per Capita Personal Income

Per capita personal income is defined as a location's total personal income divided by its total resident population. This measure is one of the most widely used measures of a location's economic health. According to the 2000 Census, the per capita personal income for residents in the Town of Eagle was \$26,354 based on a population of 3,117 persons and a total township gross adjusted income of \$82,145,418. By comparison, per capita personal income in Waukesha County was \$41,033.00 in 2000, according to the U.S. Bureau of Economic Analysis.

Table 7-2

PER CAPITA PERSONAL INCOME: BY SELECTED WISCONSIN COUNTIES: 1980-2004

County	1980	1990	2000	2004
Jefferson	9,417	16,870	27,927	31,000
Walworth	9,827	16,973	27,292	29,089
Washington	10,408	20,207	33,604	36,324
Waukesha	12,335	23,984	41,033	43,455

Source: U.S. Bureau of Economic Analysis.

Educational Attainment

Waukesha County has a highly educated population and has the third highest percentage of people with associate, bachelors, graduate, and professional degrees in Wisconsin. In analyzing the educational attainment of the residents 25 years or older in the Town of Eagle, 34.6% graduated from high school, 25.9% have some college (but no degree) 27.3% obtained associate or bachelor's degrees and 6.9% have graduate or professional degrees.

It is important for higher education institutions and businesses to continue to develop and maintain relationships that integrate constant changing concepts, innovation and technology into core business functions so the Town can continue to grow in a rapidly changing global economy.

WORKFORCE DEMOGRAPHICS AND LABOR AVAILABILITY

The Department of Commerce does not keep statistics at the municipal level for Towns or Villages. While a direct correlation can be made between the number and type of employment at the County and Region level, this correlation is less accurate when projected down to the Town level. Nonetheless, it is important to understand the overall economic condition of the County when reviewing employment opportunities at the local level. In 2005, Waukesha County had 205,012 people employed in its work force, with an average unemployment rate of 3.9 percent. Waukesha County has a highly educated workforce with an outstanding work ethic that produces high quality goods and services. Countywide, one of the biggest concerns is that the workforce is growing older. The Town of Eagle is no exception as 1003 persons or 32.3% of the population is over 45 years of age in 2000. The median age in the Town of Eagle is 36.9 years, whereas the median age countywide is 38.1 years. This changing age composition will have major implications for the future labor market. Communities in Waukesha County will need to retain and recruit a younger workforce to fill positions left vacant by retiring baby boomers. This is why it is important that the communities in Waukesha County work together and at a regional level in southeastern Wisconsin to market the economic strengths and quality of life rather than the individual communities

EMPLOYER AND EMPLOYEE TRENDS

Large Employers

The largest employers in Waukesha County are doing business in the health services, medical product innovation, retail, wholesale, government, education and communication sectors. Collectively these types of businesses employ approximately 30,030 workers making up 11 percent of the total workforce in Waukesha County. (Table 7-3) In 2002, the County had 12,579 businesses, and 93 percent of those businesses had less than 50 employees. This is similar to the businesses that currently exist in the Town of Eagle, as many of them also have less than 20 employees. (Table 7-4 and Table 7-5)

Table 7-3

LARGEST EMPLOYERS IN WAUKESHA COUNTY, 2005

Name of Employer	Type of Business	Approximate Employment (Full-time equivalents)
Pro Health Care	Health Services	4,964
Kohl's Department Stores	Retail/Company Headquarters	4,045
GE Healthcare	Medical Products/Headquarters	3,976
Roundy's	Food Wholesale/Retail	3,593
Quad Graphics Inc.	Printing/Company Headquarters	3,146
Target Corporation	Retail/Distribution Center	1,623
School District of Waukesha	Education	1,508
AT&T	Communications	1,478
Community Memorial Hospital	Health Services	1,474
Wal-mart Corporation	Retail	1,425
Waukesha County	Government	1,402
Waukesha County Technical College	Education	1,396

Source: Wisconsin Department of Workforce Development, Labor Market Information Bureau and Waukesha County, 2006 employer inquiry updates.

Table 7-4

LARGEST BUSINESS ESTABLISHMENT GROUPS IN WAUKESHA COUNTY, 2002

Type of Business	Number of Businesses
Wholesale /Retail Trade	2,630
Professional & Administrative Services	1,700
Construction	1,589
Education & Health Care Services	1,172
Manufacturing	1,096
Finance, Insurance and Real Estate	1,031

Source: U.S. Bureau of Census, County Business Patterns, 2003

In the Town of Eagle there are 55 businesses based on the Assessor's Personal Property Tax Roll for 2008. The businesses listed include 29 in the Service Sector, 10 in Retail Trades, 8 in Construction, 6 in Manufacturing, and 2 in Agriculture. The list does not include business types that only lease or sell service in the town such as copiers, cable, propane, home security systems, or do not have a physical office in the Town. The list also did not include small home businesses and/or Home Occupations.

Employment and Wages

In 2000, the average annual wage paid to workers employed in Waukesha County was \$41,041 per year. Table 7-6 shows average annual wages for 2004, which averages \$37,817 per year in Waukesha County among all industries. It is vital to the future economic growth of the County to continue to focus on creating jobs in the higher paying sectors.

Table 7-5

AVERAGE ANNUAL WAGE BY INDUSTRY DIVISION IN WISCONSIN AND WAUKESHA COUNTY: 2004

Type of Industry	Average Annual Wage for Wisconsin	Average Annual Wage for Waukesha	Waukesha County's Average Annual Wage as a Percent of Wisconsin
All Industry	34,749	39,671	114.2
Natural Resources and Mining	27,399	37,255	136.0
Construction	41,258	47,420	114.9
Manufacturing	44,145	48,775	110.5
Trade, Transportation, Utilities	30,088	24,494	114.6
Information	41,759	49,520	118.6
Financial Services	45,103	51,502	122.3
Professional & Business Services	39,580	48,398	122.3
Education & Health Services	36,408	36,261	99.6
Leisure & Hospitality	12,295	11,881	96.6
Other	20,207	23,781	117.7
Public Administration	36,347	34,854	95.9

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information, Quarterly Census of Employment & Wages

Table 7-6

EMPLOYMENT INDUSTRY TRENDS IN WAUKESHA COUNTY: 1990-2000

Type of Industry	1990	2000	2000 Percent of Total Employment	1990-2000 Number Change in Employment	1990-2000 Percent Change in Employment
Agriculture	1,191	1,011	1.0	-180	-15.0
Construction	12,679	18,462	7.0	5,783	31.0
Manufacturing	44,871	56,754	21.0	11,883	21.0
Transportation, Communication and Utilities	8,185	9,516	4.0	1,331	14.0
Wholesale Trade	16,128	22,508	8.0	6,380	28.0
Retail Trade	31,054	43,132	16.0	12,078	28.0
Finance, Insurance and Real Estate	13,131	22,340	8.0	9,209	41.0
Services*	46,293	76,265	28.0	29,972	39.0
Government and Government Enterprises**	13,994	17,059	7.0	3,065	18.0
Other***	2,135	3,749	1.0	1,614	43.0

* Services include business, repair, personal, entertainment, recreation, health, education, accommodation and food, social, and professional services. ** Government and Government Enterprises include all non-military government agencies and enterprises, regardless of Standard Industrial Classification Code. *** Other includes agricultural services, forestry, commercial fishing, mining, and unclassified jobs.

Source: U.S Bureau of Economic Analysis and SEWRPC

INDUSTRY ANALYSIS

Waukesha County has experienced significant employment growth between 1990 and 2000 in finance, insurance, and real estate, services, construction, wholesale trade and retail trade. For planning and economic development purposes, it is important to analyze and understand what industry sectors have the greatest potential for future job growth. Generally, in Waukesha County the services type industries which include business, repair, personal, entertainment, recreation, health, education, accommodation, food and social and professional services made up 28% of the total employment opportunities in Waukesha County, which was a 39% change increase from 1990 to 2000. The only type of industry which decreased between 1990 and 2000 was the agricultural industry, which is 1% of the total employment and had a 15% decrease in the 10 year period. Other industry trends included manufacturing which is 21% of the total employment in Waukesha County and increased 21% in the 10 year period, retail trade which is 16% of the total employment and increased 28% and construction which is 7%, but increased 31% between 1990 and 2000.

Agriculture

Although agriculture is still a viable economic sector in Waukesha County, the type of agricultural opportunities has shifted from dairy farming to specialty crop production, orchards, greenhouses, and plant and tree nurseries. According to the 2000 Census, only seventeen persons in the Town of Eagle were involved in the agricultural industry, accounting for 1.0 percent of all employment.

Commercial and Industrial Uses

The Town of Eagle contains a thriving and well-diversified business sector, with a total of 55 businesses (Table 7-5), which are mainly located in the Business Park off of CTH NN and near the intersection of CTH's LO and E. A second business park area has been designated for future mixed-use businesses along Highway 59, in Section 1, but has not yet been platted for development.

Construction

Construction type jobs include all forms of building construction jobs as well as jobs in heavy construction, roads, bridges, sewer and water lines, and sewage treatment facilities. Construction jobs include employment in new development, additions, reconstructions, installations, and repair and maintenance. Construction jobs will continue to provide job growth in Waukesha County. In 2000, Waukesha County had 18,462 jobs in construction for an increase of 5,783 jobs since 1990 and an overall 31 percent change in employment (Table VI-8 of the County Plan). Many of these jobs were in residential construction. In 2000, the Town of Eagle had 217 individuals employed in this sector, accounting for 12.8 percent of all employment

Manufacturing

It is worth noting that Waukesha County grew from 44,870 manufacturing jobs in 1990 to 56,754 manufacturing jobs in 2000 for a 21 percent increase in the number of jobs over the decade. Since 2000, the number of manufacturing jobs in Wisconsin has declined. While Wisconsin continues to maintain more skilled manufacturing positions than other states, many of these manufacturers have a niche product that is not directly subject to the pressure of lowering costs. For communities in the Greater Eagle Area, manufacturers will continue to experience intense pressure to lower costs resulting in outsourcing to foreign countries. This is significant since manufacturing jobs provide the third highest average wage for workers in Waukesha County. In 2000, the Town of Eagle had a total of 406 individuals employed in the combined manufacturing and service sector, accounting for 24.0 percent of all employment.

Transportation, Communication, and Utilities

This sector includes jobs in passenger and freight transport, shipping, communication services, gas, electric, water, and sanitary services. Businesses in this sector experienced some growth in the 1990s, but new jobs slowed significantly beginning in 2000 due to recession. In 1990, Waukesha County had 8,185 people employed in this sector. This figure increased to 9,516 in 2000 for an increase of 1,331 jobs resulting in a total percent increase of 14 percent for this sector. In 2000, the Town of Eagle had 83 individuals employed in this sector, accounting for 4.9 percent of all employment.

Wholesale Trade

This sector includes businesses that employ people who primarily sell products and goods to retailers. Wholesale trade in Waukesha County is linked to manufacturing. In 1990, 16,128 jobs in Waukesha County were in wholesale trade. Jobs increased to 22,508 in 2000 for a gain of 6,380 jobs over the decade and a 28 percent increase. In 2000, the Town of Eagle had 42 individuals employed in this sector, accounting for 2.5 percent of all employment.

Retail Trade

This industry includes businesses engaged in selling merchandise primarily for personal or household consumption. Employment in retail trade grew steadily in Waukesha County throughout the 1990s. Jobs in retail trade grew from 31,054 in 1990 to 43,132 in 2000 showing a 12,078 gain in the number of jobs and a 28 percent increase. In 2000, the Town of Eagle had ~~216~~ 309 individuals employed in this sector, accounting for 12.8 percent of all employment.

Finance, Insurance and Real Estate

This sector includes banks, credit unions, security brokerages, insurance carriers, real estate agencies, and land development firms. This sector experienced significant growth in the 1990s and grew from 13,131 jobs in 1990 to 22,340 jobs in Waukesha County in 2000 for a total gain of 9,209 jobs and a 41 percent increase. In 2000, the Town of Eagle had 96 individuals employed in this sector, accounting for 5.7 percent of all employment.

Services

Categories in this sector include business, repair, personal, recreation, accommodations, food services, art and entertainment, social and professional services, which are not counted as retail trade. This sector has experienced significant growth in jobs in Waukesha County. The number of people employed in services increased from 46,293 in 1990 to 76,265 in 2000. Continuing population growth, the county's aging population, and business growth have all contributed to this growth of 29,972 jobs and an overall 39 percent increase. In 2000, the Town of Eagle had 500 persons employed in this sector, accounting for 29.5 percent of all employment.

Government and Government Enterprises

These jobs include all nonmilitary government positions at the federal, state, county, city, village, town, and school district levels of government. Between 1990 and 2000 Waukesha County governmental positions grew from 13,994 jobs to 17,059 jobs for a gain of 3,065 jobs resulting in an 18 percent increase in this sector. In 2000, the Town of Eagle had 130 individuals employed in this sector, accounting for 6.8 percent of all employment.

OVERALL EMPLOYMENT PROJECTIONS

Employment projections are important to analyze when planning for future economic development. Planners, businesses, and local governments should understand the amount of projected employment growth as well as in what occupations this growth will occur.

Total Employment Projections

The State of Wisconsin Comprehensive Planning Law requires that plans project employment growth for a twenty-year planning period. The projections in this document are from SEWRPC Technical Report No. 10 (4th Edition), *The Economy of Southeastern Wisconsin, July 2004*. The data shows employment sector projections based on a regional scale, not a county scale, and are also based upon past industry trends and future regional, state, and national trends as well as projections from the WDWD and the Wisconsin Department of Revenue. The employment projections were developed together with population projections for the Southeastern Wisconsin Region. The aging of the population may result in moderate employment growth of the Region. Another significant statistic for the Southeastern Wisconsin Region is the fact that projections show a continuing decline in manufacturing jobs over the next 30 years. This is a concern since manufacturing jobs provided the third highest average wage for workers in Waukesha County in 2004.

Location Quotient Analysis of Strength of Employment Sector

A location quotient is a ratio that compares the concentration of a resource or activity, such as employment, in a defined area to that of a larger area or base. In this case, Waukesha County employment is compared to the State of Wisconsin and the United States.

A location quotient greater than 1 indicates an industry with a greater share of the local area employment than the reference area, and a location quotient less than 1 indicates an industry with a lesser share of the local area employment than the reference area. Location quotients are calculated by dividing local industry employment by the total type of employment, and then the area industry employment is divided by the all industry total for the reference area. Lastly, the local ratio is divided by the reference area ratio.

Based on the above information, Waukesha County has a higher employment quotient than the state in construction; manufacturing; trade, transportation, and utilities; information; financial activities; and professional business services employment. Waukesha County also ranks higher than the U.S. in construction, manufacturing, and trade, transportation, and utilities employment.

The only three categories that Waukesha County ranks lower in than the rest of Wisconsin is natural resources and mining, professional and business services, and leisure and hospitality employment. When compared to the nation, Waukesha County ranks lower in natural resources and mining, information, financial activities, professional and business services, education and health services, and leisure and hospitality employment. (Table 7-7)

Table 7-7

WAUKESHA COUNTY LOCATION QUOTIENT COMPARISONS, 2004

Industry	Comparison With State	Comparison With U.S.
Natural Resources & Mining	.31	.18
Construction	1.41	1.20
Manufacturing	1.07	1.75
Trade, Transportation & Utilities	1.04	1.02
Information Technology	1.18	.89
Financial Activities	1.06	.97
Business Services	1.18	.85
Education & Health Services	.74	.73
Leisure & Hospitality	.80	.86

Source: U.S. Bureau of Economic Analysis

The total employment for the seven county Southeastern Wisconsin Region is projected at a low, intermediate, and high projection to 2035. The low projection indicates that the Region will gain 44,700 jobs by 2035. The intermediate projection estimates that the gain in jobs will reach 145,500. The high projection calculates a job increase of 286,800. (Table 7-8 and Figure 7-1) For the purposes of this plan, the intermediate projection was chosen as the best estimate of regional job growth. Using the intermediate projection, Waukesha County will gain 76,400 new jobs by 2035, which is 52 percent of total regional gain. Due to this projected growth, Waukesha County is expected to increase to 28.2 percent of the seven county regional employment share in 2035, and although it can not be individually measured on a community basis, it is assumed that the Town will contribute to increases in County employment (Table 7-9 and Figure 7-2)

The intermediate projection for “Civilian Labor Force” for civilian labor force in the Region will increase rapidly until 2015 and then experience slower growth. Between 2010 and 2015 the labor force is projected to show a robust increase of 44,300 jobs over this 5 year period. The labor force would experience a smaller increase between 2015 and 2035 gaining 83,900 jobs over this 20 year period. The intermediate projection for the civilian labor force results in a gain of 145,500 jobs or a 11.9 percent increase between 2000 and 2035.

Table 7-8

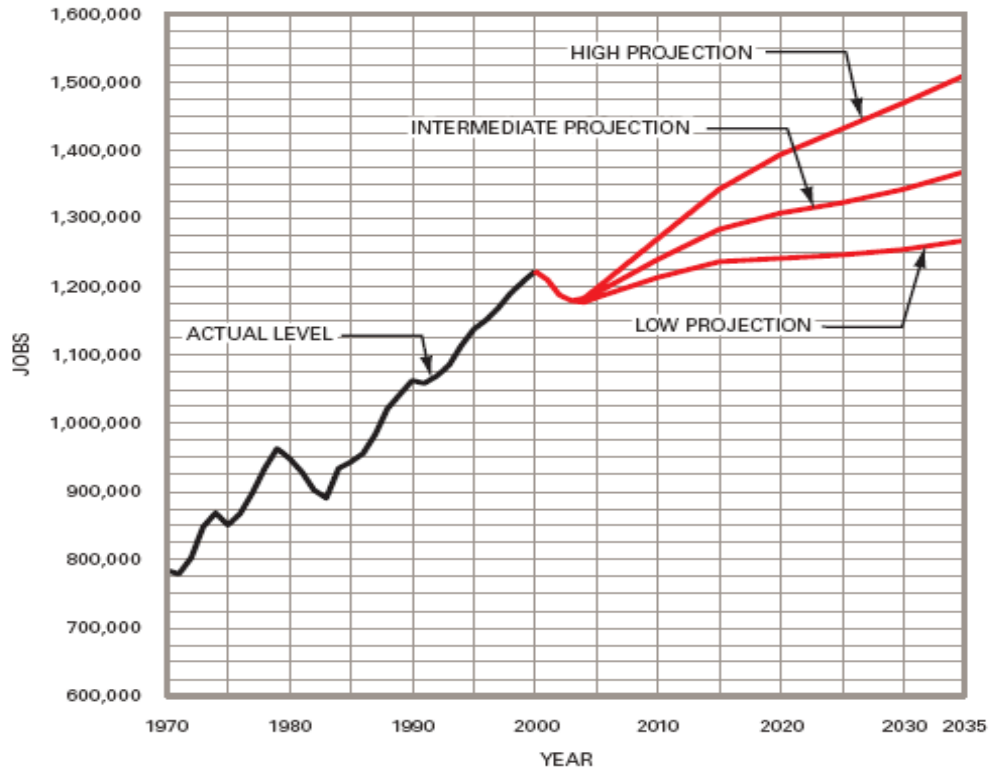
ACTUAL AND PROJECTED REGIONAL TOTAL EMPLOYMENT SCENARIOS: 2000-2035

Year	High Projection			Intermediate Projection			Low Projection		
	Jobs	Change from Preceding Year		Jobs	Change from Preceding Year		Jobs	Change from Preceding Year	
		Absolute	Percent		Absolute	Percent		Absolute	Percent
Actual Employment: 2000	1,222,800			1,222,800			1,222,800		
Projected Employment:									
2005	1,197,300	-25,500	-21.0	1,190,600	-32,200	-2.6	1,184,000	-38,800	-3.2
2010	1,270,600	73,300	6.1	1,240,100	49,500	4.2	1,213,300	29,300	2.5
2015	1,343,200	72,600	5.7	1,284,400	44,300	3.6	1,236,600	23,300	1.9
2020	1,393,900	50,700	3.8	1,308,200	23,800	1.9	1,244,200	7,600	0.6
2025	1,431,200	37,300	2.7	1,323,100	14,900	1.1	1,246,700	2,500	0.2
2030	1,469,800	38,600	2.7	1,343,100	20,000	1.5	1,254,500	7,800	0.6
2035	1,509,600	39,800	2.7	1,368,300	25,200	1.9	1,267,500	13,000	1.0
Change: 2000-2035		286,800	23.5		145,500	11.9		44,700	3.7

Source: U.S. Bureau of Economic Analysis

Figure 7-1

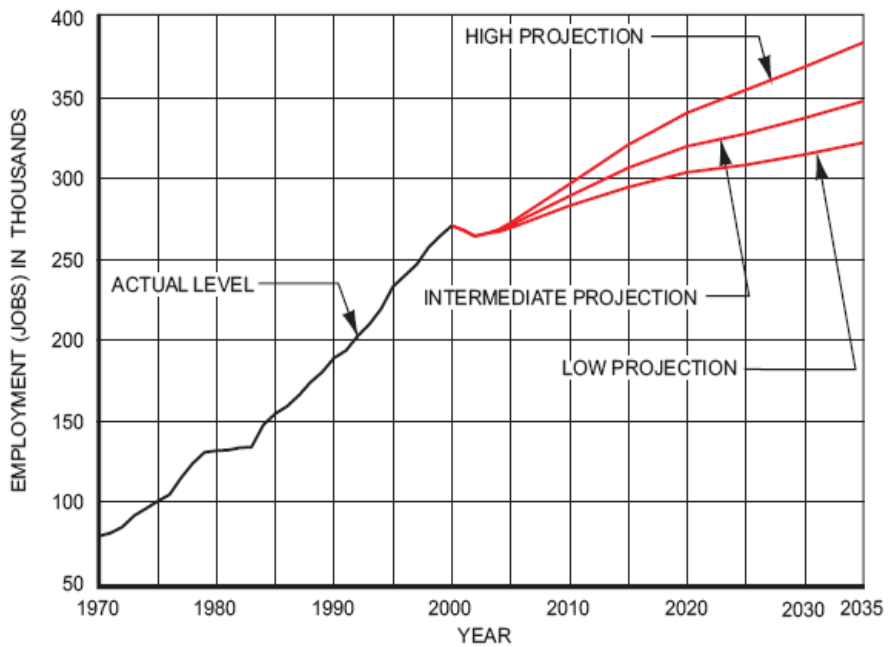
**TOTAL EMPLOYEMENT PROJECTIONS
FOR THE REGION: 2000-2005**



Source: U.S. Bureau of Economic Analysis and SEWRPC

Figure 7-2

**TOTAL EMPLOYEMENT PROJECTIONS
FOR WAUKESHA COUNTY: 2000-2005**



Source: U.S. Bureau of Economic Analysis and SEWRPC

EMPLOYMENT PROJECTIONS BY SECTOR

The following employment projections by sector are based on the selected intermediate projections for the 7 county Southeastern Wisconsin Region. Projections show that the greatest growth in employment is likely to occur in services especially business, health, and social services.

Printing and Publishing

Printing and publishing is a strong employment sector within Waukesha County and regional projections predict that it will remain a stable industry. The outlook for this sector is promising due to the continued expansion of periodical publications and bookbinding, which are expected to offset the reduced growth in newspaper publishing. In addition, this sector requires investment in the latest of technologies to control costs and enhance product quality. The intermediate projection for Regional jobs in 2035 is 24,700, which is nearly the same as 2000 (24,500 jobs).

Fabricated Metal Products

This sector is projected to continue to decline. It includes establishments engaged in producing metal products, such as metal cans, tin ware, hand tools, cutlery, general hardware, fabricated structural metal products, and metal stampings. Much of this sector could move overseas where it is possible to reduce labor costs and remain competitive. Within the Region, fabricated metals may be reduced from 25,600 jobs in 2000 to 11,600 by 2035, a decrease of 55 percent.

Industrial Machinery and Equipment

The industrial machinery and equipment industry includes the manufacture of engines, turbines, farm and garden machinery, construction machinery, metalworking machinery, and computer and office equipment. The intermediate projection shows a loss of jobs in this sector. In 2000, 48,000 people worked in this sector in the Region, but by 2035 the intermediate projection shows that only 24,900 may be employed in this industry resulting in a 48 percent decrease.

Electronic and Other Electrical Equipment

The electronic and electrical equipment sector will likely experience decline in the Region and Waukesha County. This sector includes businesses engaged in manufacturing of electricity distribution equipment, electrical industrial apparatus, household appliances, electrical wiring and lighting, and electronic components. The intermediate projection for the number of jobs in this sector for the Region in 2035 is 15,300. This would result in a 43 percent decrease from the 27,000 such jobs in 2000.

Other Manufacturing

These are jobs in a wide range of manufacturing businesses that, taken individually, are not large enough to be considered as a separate category. Using the intermediate projection, jobs in other types of manufacturing would decline in the Region by 10 percent from 99,200 jobs in 2000 to a projected 89,400 jobs in 2035.

Construction

Construction is expected to continue to create new jobs in the region and Waukesha County, but at a much slower rate than what was experienced in the 1990s. Under the intermediate projection, Regional construction employment would increase from 53,800 jobs in 2000 to 57,100 in 2035, a 6 percent increase.

Retail Trade

Retail trade employment is likely to grow in the Region and Waukesha County through 2035, however not at the pace it experienced in the 1980s and 1990s. A focus on reducing costs, more emphasis on e-commerce, and the lower wages associated with the retail sector creating labor shortages are all issues that will slow job growth. The rate of growth will also depend on the health of the economy and how much personal income continues to increase. The intermediate projection predicts that jobs in retail trade will grow by 6 percent between 2000 and 2035 resulting in an increase from 193,700 to 205,400 such jobs in the Region.

Wholesale Trade

Wholesalers for the most part are engaged in selling merchandise to professional business customers, retail establishments, industrial, commercial, institutional, farm, or construction contractors, and other wholesalers. Wholesale trade is highly dependent on providing merchandise to manufacturers. The projected slow growth of manufacturing will have a significant impact on wholesale trade employment. The intermediate projection predicts that jobs in wholesale trade will remain the same at 64,400 jobs in the Region between 2000 and 2035.

Transportation, Communication, and Utilities

This industry sector is not expected to be a significant provider of new jobs for Waukesha County. The best potential for future job growth projected to occur in the transportation sector is in shipping especially in the motor freight and warehousing segments. Increasing demand for air travel will continue to contribute new jobs as well. Projections show that the communication and utility segments will continue to lose jobs. New technology and competition in these sectors will continue to reduce the number of jobs in these sectors. The intermediate projection shows an overall loss of jobs in the Region from 2000 to 2035 in the transportation, communication, and utilities sectors. Under the intermediate projection, 51,100 people will be employed in transportation, communication, and utilities by 2035 in the Region. This would be a 7 percent decrease from the 2000 level of 54,800 jobs.

Business Services

These establishments provide services such as advertising, computer programming, data processing, security systems services, and building cleaning and maintenance services. Businesses that provide engineering, accounting, research, management, and other related services are not included in this sector. They are grouped in the “other services” category. Business services also include workers with temporary employment firms and people that provide services on a contract or fee basis to others. This sector is likely to continue to grow rapidly. Under the intermediate projection for the Region, business services employment will increase to 164,600 jobs in 2035, a 60 percent increase over the 2000 level of 102,800 jobs.

Health Services

The health services industry includes establishments engaged in furnishing medical, surgical, and other health services including hospitals, offices and clinics of physicians and health care practitioners, nursing and rest homes, medical and dental laboratories and home health care services. This sector is poised for growth as Waukesha County’s median age continues to increase, as the baby-boomer generation continues to grow older, and the overall population continues to increase. Under the intermediate projection, employment in health services in the Region will exceed 132,000 jobs in 2035, an increase of 35% over the 2000 level of 97,700 jobs.

Social Services

These establishments provide help and rehabilitation services to individuals with needs requiring special care and to the disabled and disadvantaged. The industry group also includes child day-care facilities and certain residential care facilities for children, the elderly, and others who need help with self-care. This sector will continue to see significant growth as the aging of baby-boomers continues along with the movement to outpatient care and more home-based assistance living. Under the intermediate projection, social services employment will increase in the Region from 34,300 jobs in 2000 to 62,100 jobs in 2035, for an increase of 81 percent.

Other Services

This category includes a diverse range of services including lodging places, laundry and dry-cleaning, funeral homes, automotive repair and miscellaneous repair shops, motion picture theaters, recreational services, and engineering, accounting, research, management and other consulting services. The intermediate projection reveals Regional employment for other services will increase from 171,200 jobs in 2000 to 231,300 jobs in 2035 for an increase of 35 percent.

Finance, Insurance, and Real Estate

This sector includes banks, credit unions, security brokerages, insurance carriers, real estate agencies, and land development firms. This sector is projected to grow from 93,700 jobs in 2000 to 103,600 jobs in year 2035, resulting in an 11 percent increase for the Region.

Government and Government Enterprises

This area includes all city, village, town, county, State, and Federal units and agencies of government, public schools, publicly owned enterprises, and the U.S. Postal Service. Government employment is projected to increase slightly over the next 30 years. In 2000, 114,400 people were engaged in employment regionally in this sector, and this figure will slightly increase to 115,300 by 2035, for an increase of 1 percent. This slight increase over the next 30 years is due to the fact that government is projected to create more efficiency, and more opportunities for collaboration and intergovernmental cooperation.

Agriculture

Agricultural enterprises include farms, orchards, greenhouses and nurseries engaged in the production of crops, plants, trees, or livestock. The Southeast Wisconsin Region will continue to hold a comparative advantage in dairy, grain, and vegetable production especially in Walworth, western Racine, and western Kenosha Counties. However, due to increasing technology and mechanization, modern management practices, and global competition, the employment levels in agriculture will continue to decline. Using the intermediate projection, agricultural employment in the Region will decrease from 6,000 jobs in 2000 to 4,800 jobs in 2035, resulting in a 20 percent decrease. Economic pressure on the aging farm population, is one of the factors that have contributed to the decline of agriculture in the Town of Eagle. Other factors that have combined to contribute to the significant decline of traditional agriculture include: higher education levels cause fewer children to stay to work the farm, the limited number of available workers has increased the average wage, smaller parcels require a larger number of scattered lots to address the economy of scale, and increases in the cost of seed, feed, and fuel for production have effected profitability.

Other Employment

This category includes jobs in forestry, commercial fishing, mining, and agricultural services such as crop services, veterinary services, landscaping services, and lawn and garden services. As urbanization continues, employment will continue to grow in landscaping and lawn and garden services. The intermediate projection for the Region shows a 39 percent increase for such jobs from 11,700 in 2000 to 16,200 in 2035.

SELECT LOCAL, COUNTY, REGIONAL, AND STATE PROGRAMS AND INITIATIVES AND ORGANIZATIONS

The State of Wisconsin Comprehensive Planning Law encourages cooperation among state government, local government units, and economic development organizations and initiatives. The following organizations, initiatives, and programs, support economic development activities in Waukesha County, and can be found in greater detail in Chapter VI of the Waukesha County Comprehensive Development Plan.

Waukesha County Economic Development Corporation (WCEDC)

The Waukesha County Economic Development Corporation, a public-private partnership, (WCEDC) works to recruit and retain top business talent, strengthens Waukesha County's business marketplace presence, reduces the cost of conducting business, focuses on local business retention, supports regional initiatives, and manages a business revolving loan fund. WCEDC's CONVERSATIONS initiative is a mechanism used to grow businesses. These are business-led small groups of thought leaders that lead to action.

Waukesha County Action Network (WCAN)

The Waukesha County Action Network is a business coalition that recommends strategies for community issues important to maintaining Waukesha County's success in the Region. The Coalition addresses unique issues of public interest related to the conditions and improvements of the infrastructure, educational systems, cultural and social economic welfare of the broader community of Waukesha County by providing a forum to exchange information, research and alignment of resources for business and community leaders who will spur action through recommendations toward solving matters of concern.

Waukesha County receives funds from the U.S. Department of Housing and Economic Development for community and economic development projects. These projects must benefit areas of the County with at least 51 percent low to moderate income.

Southeastern Wisconsin Regional Planning Commission (SEWRPC)

The Southeastern Wisconsin Regional Planning Commission was established in 1960 as the official area-wide planning agency for the highly urbanized southeastern region of the state. The Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. The Commission was created to provide the basic information and planning services necessary to solve problems, which transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the southeastern Wisconsin region.

The Commission is organized into eight divisions. Five of these divisions, Transportation Planning, Environmental Planning, Land Use Planning, Community Assistance Planning, and Economic Development Assistance, have direct responsibility for the conduct of the Commission's major planning programs. The remaining three divisions, Administrative Services, Cartographic and Graphic Arts, and Geographic Information Systems, provide day-to-day support of the five planning divisions. Basic financial support for the Commission's work program is provided by a regional tax levy apportioned to each of the seven counties on the basis of equalized valuation. These basic funds are supplemented by State and Federal aids.

Milwaukee 7

The Milwaukee 7 is a Council of representatives from seven counties - Milwaukee, Waukesha, Racine, Kenosha, Walworth, Washington and Ozaukee. The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is the key to fostering economic growth. Milwaukee 7 is engaged in efforts focusing on regional strategic planning for economic development. Among the Council's goals are to pull together comprehensive information about the region, creating a way for businesses to tap easily into data that can help them plan expansion or location decisions.

State and Federal Programs and Initiatives

Wisconsin Department of Commerce (WDOC)

The Wisconsin Department of Commerce has a broad range of financial assistance programs to help businesses undertake economic development. A quick reference guide available at <http://commerce.wi.gov/BD/BD-COM-2900.html> identifies these programs and selected programs from other agencies. The Department maintains a network of area development managers to offer customized services to each region of Wisconsin. Additional information about the Department of Commerce is available at <http://www.commerce.state.wi.us/>.

Wisconsin Department of Workforce Development (DWD)

The Wisconsin Department of Workforce Development is the state agency charged with building and strengthening Wisconsin's workforce. DWD offers a wide variety of employment programs and services, accessible at the state's 78 Job Centers, including: securing jobs for the disabled, assisting former welfare recipients to transition to work, linking youth with jobs of tomorrow, protecting and enforcing worker's rights, processing unemployment claims, and ensuring worker's compensation claims are paid in accordance with the law. Further information is available at <http://www.dwd.state.wi.us/>.

Wisconsin Housing and Economic Development Authority (WHEDA)

Wisconsin Housing and Economic Development Authority offers innovative products and services to provide in partnership with others to link Wisconsin residents and communities with affordable housing and economic development opportunities. WHEDA helps borrowers obtain financing on favorable terms to start-up, acquire, or expand small businesses. WHEDA also offers assistance to experienced developers or existing business owners in obtaining financing to stimulate economic development in urban neighborhoods. More information is available at <http://www.wheda.com/>.

Forward Wisconsin

Forward Wisconsin's role in the [economic development](#) arena is to help businesses establish profitable Wisconsin operations. They provide state cost comparisons, Wisconsin financial information and a variety of other relocation consulting services to prospective expanding businesses. In Wisconsin, business assistance is very important to us. Therefore, in order to enhance the site selection process Forward Wisconsin also offers a database of available buildings and sites, complemented by community profile information. Further explanation about services offered by Forward Wisconsin can be found at <http://forwardwi.com/>.

Wisconsin Main Street Program

The Wisconsin Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program was established in 1987 to encourage and support the revitalization of downtowns in Wisconsin communities. Each year, the Department of Commerce selects communities to join the program. These selected communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. The Village of Pewaukee <http://www.positivelypewaukee.com/> is the only community in Waukesha County that is a designated Wisconsin Street Program. Information about the Wisconsin Main Street Program is available at <http://www.commerce.state.wi.us/CD/CD-bdd.html>.

Wisconsin Economic Development Association (WEDA)

The Wisconsin Economic Development Association is a statewide non-profit organization dedicated to expanding the economy of the State of Wisconsin. Since 1975 WEDA has successfully represented the collective economic development interests of both the private and public sectors by providing leadership in defining and promoting statewide economic development initiatives, and WEDA maintains Executive and Legislative Directors to administer and direct WEDA's ambitious activities and programs. WEDA provides a variety of membership benefits, including but not limited to; Professional Development / Continuing Education Opportunities, Legislative Affairs, and Resources & Networking. More information about WEDA's services are available at <http://www.weda.org/>.

U.S Small Business Administration (SBA)

The mission of the U.S Small Business Administration's mission is to maintain and strengthen the nation's economy by aiding, counseling, assisting, and protecting the interests of small business and by helping families and businesses recover from national disasters. Additional information about SBA programs is available at www.sba.gov.

U.S. Department of Housing and Urban Development (HUD)

The U.S. Department of Housing and Urban Development's mission is to increase home ownership, support community development, and expand access to affordable housing free from discrimination. For many families, the American dream means owning their own home. One of HUD's highest priorities is to help more families realize this dream for themselves. Through its programs and initiatives (www.hud.gov), HUD is breaking down the barriers that lock families out of homeownership.

ECONOMIC DEVELOPMENT OBJECTIVE NO. 1

Commercial development should be accessible to residents, meet the needs and desires of Town residents, and fit the Town's rural character.

Principle A

The existing number and type of business services already serving the Town's residents will be considered in making decisions, with regard to any new business enterprises.

Principle B

New commercial development benefits the Town through additions to the tax base, additional job opportunities, minimal impact on community services, and will cost less tax revenue to support than that of other types of development.

Standards

1. To the extent possible, new business development will locate next to existing business development, and along state or county trunk highways, so that noise, traffic, and lighting, will not negatively affect residents.
2. All new business uses will be separate from, yet conveniently located for, residential use.
3. The Town will consider the impact and benefit of any proposed development on the surrounding area.
4. Any new business development needs to provide the Town with anticipated costs for public improvements, environmental impacts, and impacts on agricultural lands.
5. When a new business development proposal is presented for approval, the Town will consider whether comparable resources are offered by nearby villages.
6. The Town has encouraged the development of a second business park.
7. Based on citizen input, the Town would like to draw customers from a large area, but still offer services which benefit local residents, and that would fit into the Town's character. Those services most encouraged to develop in the Town include a pharmacy, full-service food store, sit-down restaurant, medical/dental service, and farm implement shop.
8. The Town has established an ordinance to regulate individual business development including the need to provide buffering between business and adjacent residential uses, parking, signage, and lighting. Expansion of the ordinance needs to be considered for business parks, and the need for expanded landscape standards.

ECONOMIC DEVELOPMENT OBJECTIVE NO. 2

Manufacturing development in the Town will be encouraged to the extent possible, so long as it does not significantly change the Town's rural character.

Principle

New light manufacturing benefits the Town through additions to the tax base, additional job opportunities, minimal impact on community services, and will cost less tax revenue to support than that of other types of development.

Standards

1. When manufacturing development occurs, it should be located near a village, on major highways, and/or with access to the Central Wisconsin Railroad line.
2. Because manufacturing development is intensive and potentially a source of negative effects on the community, all new manufacturing development will be concentrated in defined areas to avoid "creeping" expansion, and so that its impact on surrounding land uses, the environment, and on the entire Town is minimized.
3. Light manufacturing does not produce heavy sewage flow, need large amounts of water, and does not have the potential of significant negative spillovers into the community. Such uses as: automobile dealerships; companies involved in the manufacture, processing or assembling of food products; pharmaceuticals; products from natural or non-toxic substances like wood, textiles, and leather; appliances; television and radio stations; and warehouses will be encouraged to locate in the Town.
4. Heavy manufacturing would not be compatible with the Town's agricultural-suburban-recreational character, and may cause air, noise or water quality degradation which requires special efforts to control them.
5. The Town is not the appropriate location for waste disposal sites.

IMPLEMENTATION RECOMMENDATIONS

The basic goal of Economic Development is to encourage additional commercial development within the existing business areas of the Town, and within the Village if compatible with existing land uses. This implementation strategy reinforces many of the original Town directives, and supports the established standards. These standards include:

Business and Industrial

1. In order to enhance the viability of existing or proposed retail, office and industrial areas, objectives and standards shall be included in the Land Use Chapter of this Plan, to guide the placement of new uses.
2. To address cyclical overdevelopment of commercial space or buildings, particularly office space, the Town should avoid pre-zoning lands. The Town will zone for present use, and designate land use for potential future uses.
3. The Town should periodically review and consider the use of other comprehensive land development tools and techniques in advising developers, regarding planning and zoning actions and decisions.
4. Officials in the Town should annually review capital improvement plans or programs in an effort to coordinate transportation and other improvements that aid in the delivery of goods, services, and employment.
5. The Town should review and revise the zoning ordinance to regulate future manufacturing development standards.

Housing Development

In anticipation of projected employment sector growth, the Town should promote and facilitate an adequate supply of new housing of sufficient quantity and density within reasonable proximity to new and existing employment centers (Refer to Chapter 6).

Education, Jobs and Business Growth

1. The Town should embrace higher paying jobs, and the Town would support local and County initiatives to increase development of a diverse business sector.
2. The Town should encourage the creation of partnerships between local economic development organizations, colleges, and universities to promote entrepreneurial programs, industry collaborations, technology transfer, and opportunities to generate in seed capital.

Government Services and Taxes

The Town should, in an effort to reduce the future property tax burden in the Town, consider consolidations, mergers, shared services, or legislative measures to reduce waste and provide for more efficient services.

CHAPTER 8

TRANSPORTATION FACILITIES ELEMENT

The transportation system of Waukesha County benefits all County and Town of Eagle residents by providing for the movement of goods and people into, out of, through, and within the Town. An efficient, durable, cost-effective transportation system is essential to the sound social, community, and economic development of the Town, County and of the Region. An understanding of the existing transportation system and future improvements is fundamental to the preparation of a comprehensive plan for Waukesha County.

The term transportation system describes several different aspects including:

- Transportation options used to move people and products
- Levels of jurisdictional authority
- Facilities that a user might access to begin, change, or end a trip.

When people hear the term transportation system, they often think only of roads. While roads account for the majority of the transportation system, they are not the only component. A transportation system includes: roads, transit services, rail services, bicycle lanes, paths, trails, airports, pedestrian ways, ports, and harbors.

The Eagle Advisory Committee has identified a number of strengths, weaknesses and concerns about the current status of transportation facilities.

Transportation Strengths

- The established County Trunk Highway System is effective
- Other modes of transportation exist within the county and region
- Official mapping is being completed by the Town, Village, and County for improved inter-connectivity to roadway systems
- There is a reasonable network of roads in good condition within the Town
- The Town maintains all local roads and has a 5 year maintenance plan in place, based on usage and road condition
- Opportunities exist for future railroad access and spurs within the Town along the existing railroad corridor

Transportation Concerns and Weaknesses

- Access to the Interstate Highway System from the Town is approximately 9 miles from I-43, and 14 miles from I-94
- There is a lack of travel lanes or safe routes for pedestrian and bicycle use
- There is a lack of transportation opportunities available for senior, disabled persons, or other non-drivers

- There is a tendency for the County to upgrade highways only after volume or impact is realized instead of doing a more effective analysis of projecting these changes.
- Inconsistency exists with mapped right-of-way widths between the County and Town maps that impact existing and future land uses in the Town, especially adjacent to County jurisdictional boundaries
- There are a number of existing local private roads that are of substandard design

TRANSPORTATION FACILITIES AND SERVICES

This section presents inventories of the existing transportation system in Waukesha County. Much of this inventory is derived from the regional transportation system plan developed by SEWRPC.

Streets and Highways

Waukesha County has over 2,915 miles of federal, state, county, and local roads within the County and over 373,000 registered automobiles, trucks, semi-trailers, and motorcycles (Table 8-1 and Table 8-2). Four freeways, Interstate Highway 43, Interstate Highway 94, State Highway 16, and U.S. Highway 41/45 serve Waukesha County. In addition, the County is served by state highways 36, 59, 67, 74, 83, 100, 145, 164, 175, and 190. The County Trunk System includes over 391 miles of roads. Over 78 percent of road miles in Waukesha County are local village, town, or city roads. This street and highway system within the County serves several important functions; including providing movement of vehicular traffic; providing access for vehicular traffic to abutting land uses; providing for the movement of pedestrians and bicycles; and serving as a location for utilities and storm water drainage facilities. Streets and highways fall into a three-category hierarchy that, includes arterial, collector, and land access streets. This hierarchy of streets and highways provides for the safe, efficient, and convenient movement of goods and people by auto transport throughout the Town, Waukesha County and the Region.

Table 8-1

ROAD MILEAGE IN WAUKESHA COUNTY: 2005

	State Trunk System (freeways, U.S., STH)	County Trunk System	Local Roads (City, Village, Town)	Total
Waukesha County	232.18	391.78	2,291.90	2,915.86

Source: Wisconsin Department of Transportation

Table 8-2

REGISTERED VEHICLES IN WAUKESHA COUNTY: JULY 2007

	Automobiles	Trucks	Semi- Trailers	Motorcycles	Total
Waukesha County	175,209	156,026	20,268	21,742	373,245

Source: Wisconsin Department of Transportation

State Trunk Highways

The State trunk highway system, which includes Interstate Highways, U.S. – numbered highways, and State highways, generally carry the highest traffic volumes, provide the highest traffic speeds, have the highest degree of access control, and serve land uses of statewide or regional significance. State trunk highways serve the longest trips, principally carrying traffic traveling through Waukesha County and between Waukesha County and surrounding counties. County trunk highways should form an integrated system together with the state trunk highways and principally serve traffic between communities in the County and land uses of countywide importance. Local arterial streets and highways would serve the shortest trips, serve locally-oriented land uses, carry the lightest traffic volumes on the arterial system, carry traffic at lower speeds, have the least access control, and predominately serve traffic within a community.

Arterial Streets

An arterial is a high-volume street that functions to conduct traffic between communities and activity centers and to connect communities to interstate highways. Arterial streets are defined by SEWRPC as streets and highways which are principally intended to provide a high degree of travel mobility, serving the through movement of traffic, and providing transportation service between major sub-areas of an urban area or through an area. In a rural area, an arterial is a high-volume street that functions to conduct traffic between communities and activity centers and to connect communities to interstate highways. Together, arterial streets should form an integrated, area wide system. The most heavily traveled arterial streets and highways in the Town are State Highway 67, State Highway 59, and County Trunk Highway NN.

In addition to their functional classification, arterial streets and highways are also classified by the unit of government that has the responsibility, or jurisdiction, over the facility. The Wisconsin Department of Transportation (WisDOT) has jurisdiction over the State trunk highway system, Waukesha County has jurisdiction over the County trunk highway system, and each local government unit has jurisdiction over local arterial streets within their community.

Collector Streets

Collector streets are defined as streets which are intended to serve primarily as connections between the arterial system and the land access street system. They may include frontage roads that parallel freeways within the County. In addition to collecting traffic from, and distributing traffic to, the land access streets, the collector streets provide a secondary function of providing access to abutting properties. As a result, collector and land access streets are sometimes referred to as nonarterial, or local streets.

Local Access Streets

The function of local access streets is to provide access to abutting property. As the lowest-order street in the hierarchy the access street is designed to conduct traffic between dwelling units and higher order streets. Local access streets are sometimes referred to as minor streets and may include frontage roads that parallel freeways.

County and Local Street Inventory

The Wisconsin Department of Transportation (WisDOT) maintains a detailed database of county and local street information in the “Wisconsin Information System for Local Roads” (WISLR). Physical attributes such as right-of-way and pavement width, number of traffic lanes, type of surface and pavement rating, the presence and type of shoulders or curbs, and the presence of sidewalks are available through a database that can be accessed through the WisDOT website by

registered users. Administrative information, including the functional classification and owner of street, can also be obtained. The information in the database is provided by county and local governments, and is intended to assist in the reporting of roadway pavement conditions. Under Section 86.302 of the Wisconsin Statutes, pavement ratings must be submitted to WisDOT by each county and local government every other year. The PAZER method (pavement surface evaluation and rating) is the most commonly used method in Wisconsin.

Town of Eagle Street Inventory

As mentioned above the Wisconsin Department of Transportation (WisDOT) maintains a detailed database of Township street information in the "Wisconsin Information System for Local Roads" (WISLR). The information in the database is provided by the Township, and is intended to assist in the reporting of roadway pavement conditions. The Town of Eagle has 40.98 miles of public highways and streets, and an additional 2.51 miles of mill tax roads.

County Traffic Counts

WisDOT conducts average daily traffic counts for county trunk highways, state trunk highways, and U.S. Highways in Waukesha County every three years, with the most recent traffic count for the Town of Eagle being done in 2006 as shown in Map 8-1. Traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year. These values are called the "annual average daily traffic" or AADT and are represented on traffic count or traffic volume maps. The AADT is based on a short-term traffic count, usually 48 hours, taken at the location. This count is then adjusted for the variation in traffic volume throughout the year and the average number of axles per vehicle. The short-term counts are collected over a three-year cycle at nearly 26,000 rural and urban locations throughout the state. County data from 2000, 2003, and 2006 can be found at <http://www.dot.wisconsin.gov/travel/counts/waukesha.htm>.

PUBLIC TRANSPORTATION SYSTEM MANAGEMENT

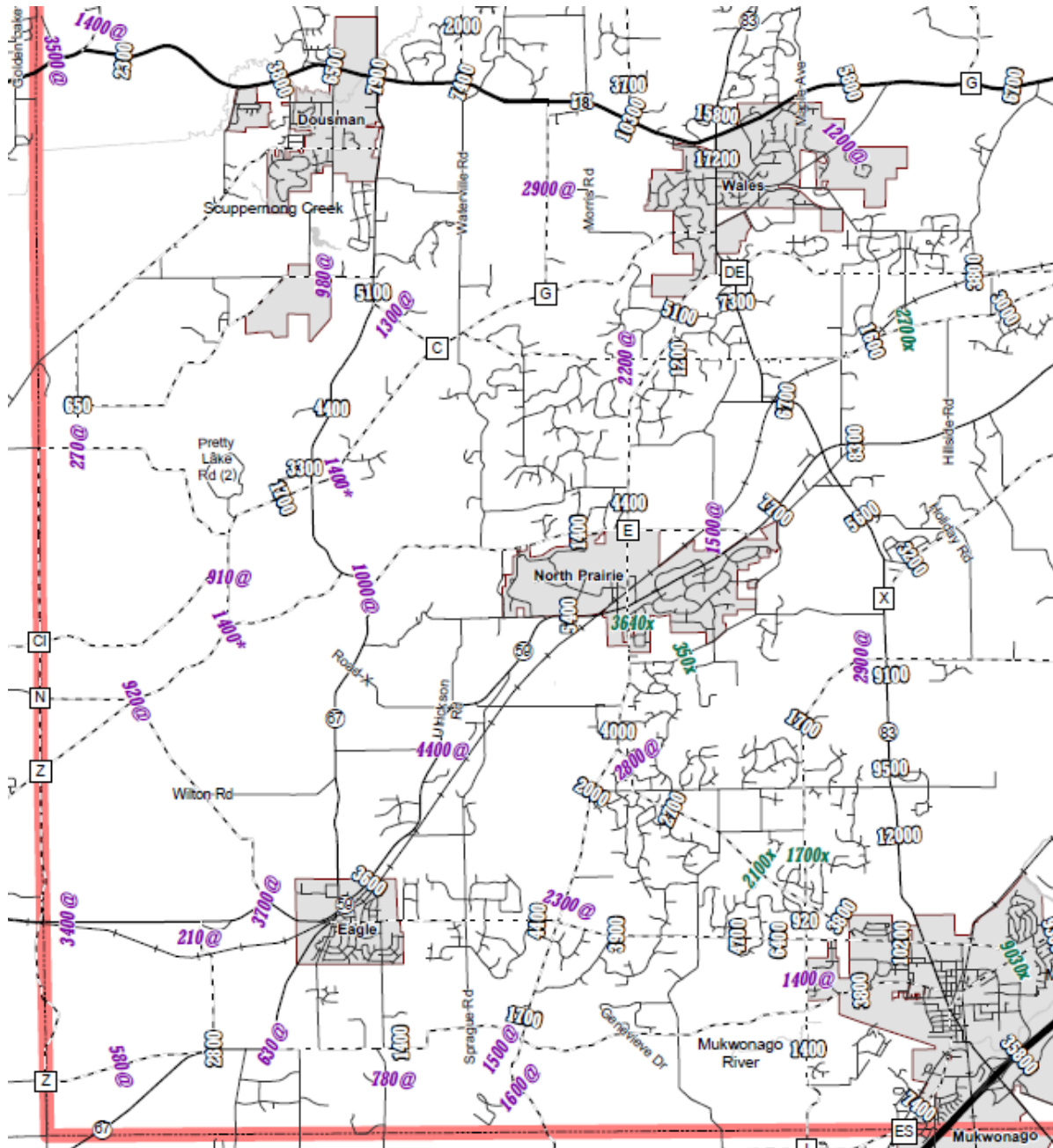
Public transportation is the transportation of people by publicly operated vehicles between trip origins and destinations, and may be divided into service provided for the general public and service provided to special population groups. Examples of special group public transportation include yellow school bus service funded by local school districts, and fixed route bus service provided by counties or municipalities. Public transportation service provided to the general public in Waukesha County may further be divided into the following three categories:

- Intercity or interregional public transportation, which provides service across regional boundaries and includes Amtrak railway passenger service, interregional bus service, and commercial air travel.
- Urban public transportation, commonly referred to as public transit, which is open to the general public and provides service within and between large urban areas. The fixed-route bus transit system provided by Waukesha Metro falls into this category.
- Rural and small urban community public transportation, which is open to the general public and provides service in and between small urban communities and rural areas, and may provide connections to urban areas.

Public transit is essential in any metropolitan area to meet the travel needs of persons unable to use personal automobile transportation and to provide an alternative mode of travel, particularly in densely developed urban communities and activity centers. However, their use in suburban or rural settings is not cost effective.

Map 8-1

ANNUAL AVERAGE DAILY TRAFFIC COUNTS IN THE GREATER EAGLE AREA: 2006



9999 - AADT - 2006

9999#- AADT - 2005

9999^ - AADT - 2002

9999* - AADT - 2004

9999~ - AADT - 2001

9999@ - AADT - 2003

9999x- AADT - 2000 or older

Character following AADT on map designates year

Source: Wisconsin Department of Transportation

Inter-regional Public Transportation

Air, bus, ferry, and rail carriers provide Waukesha County residents with public transportation service between the Southeastern Wisconsin Region and a number of cities and regions across the Country. Since none of these types of interregional public transportation are provided in the Town, only a brief explanation of each type of service will be provided.

Air Service

Air services provide people, businesses, and goods with direct access to regional, national and international markets. The primary commercial airport serving Waukesha County with scheduled air carrier service is General Mitchell International Airport, owned and operated by Milwaukee County. Most residents of the Town of Eagle are within 45 miles of this regional airport for personal service needs.

Two principal airport facilities in Waukesha County provide general aviation services, those being Waukesha County-Crites Field and Capitol Airport. Crites Field, owned and operated by Waukesha County, is the larger of the two and can accommodate all types of general aviation aircraft up to and including business and corporate jets. Capitol Airport is a private airport open to public use and provides an important facility for smaller business, personal, and recreational aircraft. The Town of Eagle is also served, for private and recreational aviation, by nearby Palmyra and East Troy municipal airports.

Bus Service

Badger Coaches, Greyhound, Coach USA, and Lamers Bus Lines provide intercity bus service within the Region. Badger Coaches provides daily round trips between Madison, downtown Milwaukee, and Mitchell International Airport. Greyhound has a regional hub in Milwaukee that provides passengers with the opportunity to transfer between buses. Coach USA provides service between Goerke's Corners in Waukesha County and Chicago O'Hare International Airport, as well as Chicago's Midway Airport, with stops in downtown Milwaukee and at General Mitchell International Airport.

Waukesha County Bus Transit

Waukesha Metro Transit oversees the operation of eighteen bus routes that travel throughout Waukesha County and parts of Milwaukee County. Waukesha Metro Transit directly operates ten routes to provide bus service within the City of Waukesha and environs. None of the routes in operation serve the Town of Eagle.

Specialized Transportation

Rideline is a program subsidized by the Waukesha County Department of Senior Services. It provides lift-equipped vans for disabled and older persons. Non-driving Waukesha County residents age 65 and older and individuals under age 65 who use a cane, walker, crutches, wheelchair or scooter, or are legally blind are eligible for this program. Rideline "Seniors on the Go" does provide transportation between communities for an additional fee per ride for seniors and an unsubsidized rate for all others within the Town of Eagle.

Ferry Service

High speed ferry service across Lake Michigan is provided between Milwaukee and Muskegon, Michigan by Lake Express. This ferry service operates from April to October each year and handles automobiles, small trucks, and passengers. The ferry is approximately 45 miles away from most Town of Eagle residents.

Rail Passenger Service

Intercity passenger rail service in the Region is provided by Amtrak with stops at the downtown Milwaukee Amtrak depot, Mitchell International Airport, and Sturtevant, but provides no stops in Waukesha County at this time.

PEDESTRIAN AND BICYCLE FACILITIES

Pedestrian Facilities

A comprehensive inventory of pedestrian facilities, such as sidewalks, has not been completed for communities in Waukesha County. However, SEWRPC developed a pedestrian facilities policy, which applies to Waukesha County, as documented in the bicycle and pedestrian systems element of the 2035 Regional Transportation System Plan. These policies and guidelines are designed in areas of existing or planned urban development to facilitate safe and efficient pedestrian travel within the Region and are documented in Appendix B of the Regional Transportation System Plan.

Bikeways

A “bikeway” is a general term that includes any road, path, or way that may legally be used for bicycle travel. Types of bikeways include “bike paths” which are physically separated from motor vehicle travel, “bike lanes” which are portions of roadways that are designated by striping, signing, and pavement markings for the exclusive use of bicycles; and “shared roadways” which are roadways that do not have designated bicycle lanes, but may be legally used for bicycle travel. A “bike route” is a bikeway designated with directional and information markers, and may consist of a combination of bike paths, bike lanes, and shared roadways. Bikeways are also classified as either “on-street” or “off-street” bikeways. On-street bikeways include bikeways located in a street right-of-way, which include bike lanes, shared roadways signed as bike routes, and bike paths separated from motor vehicle lanes but within the street right-of-way. “Off-street” bikeways are bike paths not located in a street right-of-way. Off-street bikeways are typically located in utility rights-of-way or along rivers or streams, or may serve as short connectors between residential areas and commercial or public facilities.

The bicycle and pedestrian facilities element in the 2035 Regional Transportation System Plan for Southeastern Wisconsin is intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to personal vehicle travel. The regional plan recommends that as the surface arterial street system of about 3,300 miles in the Region is resurfaced and reconstructed, the provision of accommodation for bicycle travel should be implemented, if feasible, through bicycle lanes, widened outside travel lanes, widened and paved shoulders, or separate bicycle paths. This recommendation would result in an additional 161 miles of off-street bicycle mileage on state, county, and local roads within Waukesha County.

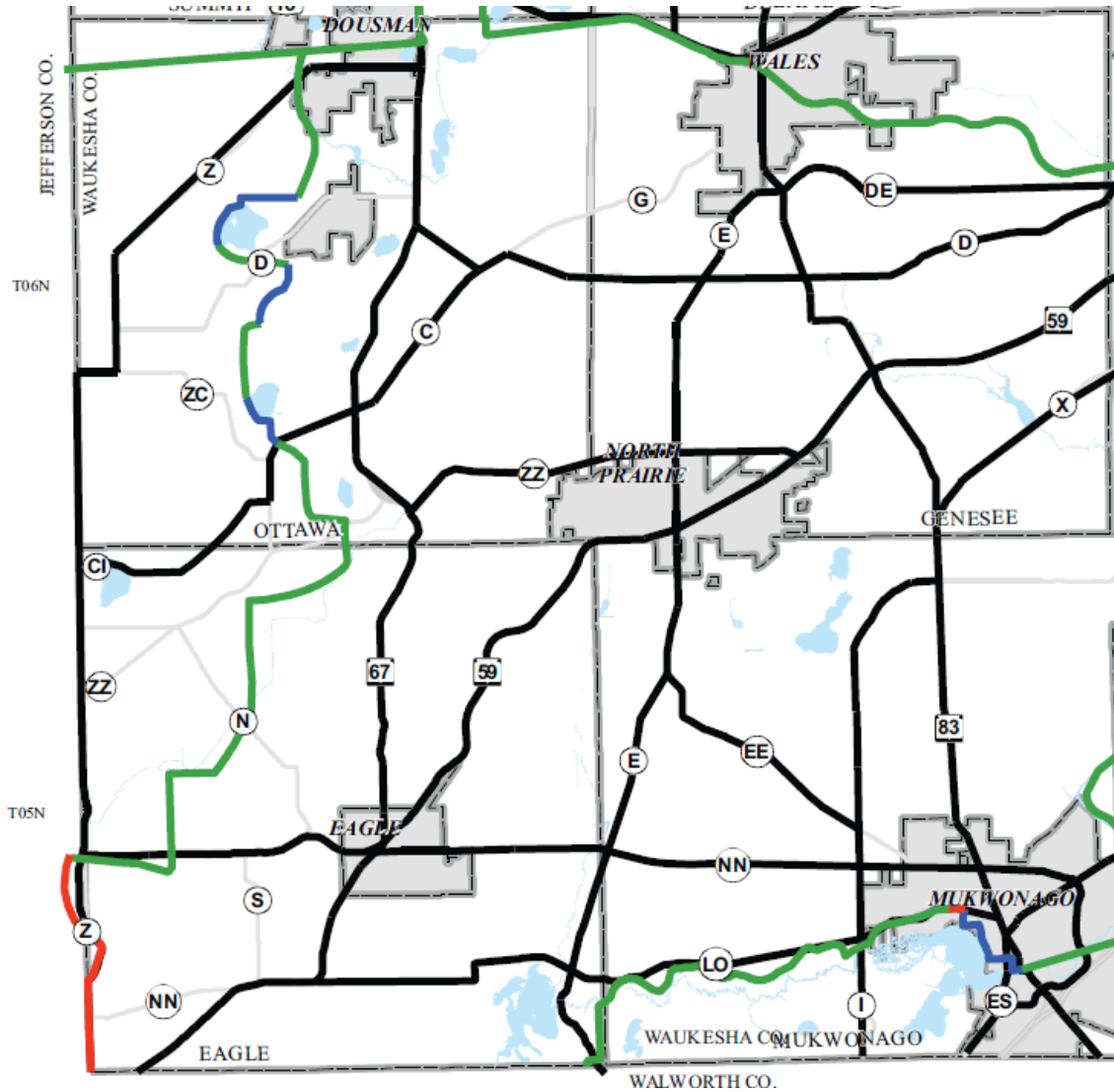
Recommended bikeways in Waukesha County are shown on Map 8-2. The longest current bikeway is the Glacial Drumlin Trail that is owned and managed by the Wisconsin Department of Natural Resources. Developed on a former railroad bed, it extends 51 miles from Waukesha to Cottage Grove in Dane County. The Wisconsin Department of Transportation published a map of bicycling conditions for Waukesha County. This map shows bicycle touring trails, urban escape routes, best roads for biking, and mountain bike trails (See Map 8-3).










Waukesha County currently owns and manages three bikeways within the County. The Bugline Recreation Trail is a 12.2-mile trail located on the former Chicago, Milwaukee, St. Paul, and Pacific Railroad right-of-way. The Lake Country Recreation Trail is located on the former Milwaukee - Watertown Interurban Railway. This 8-mile recreation trail now utilizes the Wisconsin Electric Power Company right-of-way. The New Berlin Recreation Trail is a 7-mile lineal recreation trail located on the Wisconsin Electric Power Company right-of-way in the City of New Berlin.

Local municipalities within Waukesha County have incorporated bicycle and pedestrian components into recreational facility and park and open space plans. These are discussed further in Chapter 3 of the Waukesha County Comprehensive Development Plan.

Map 8-2

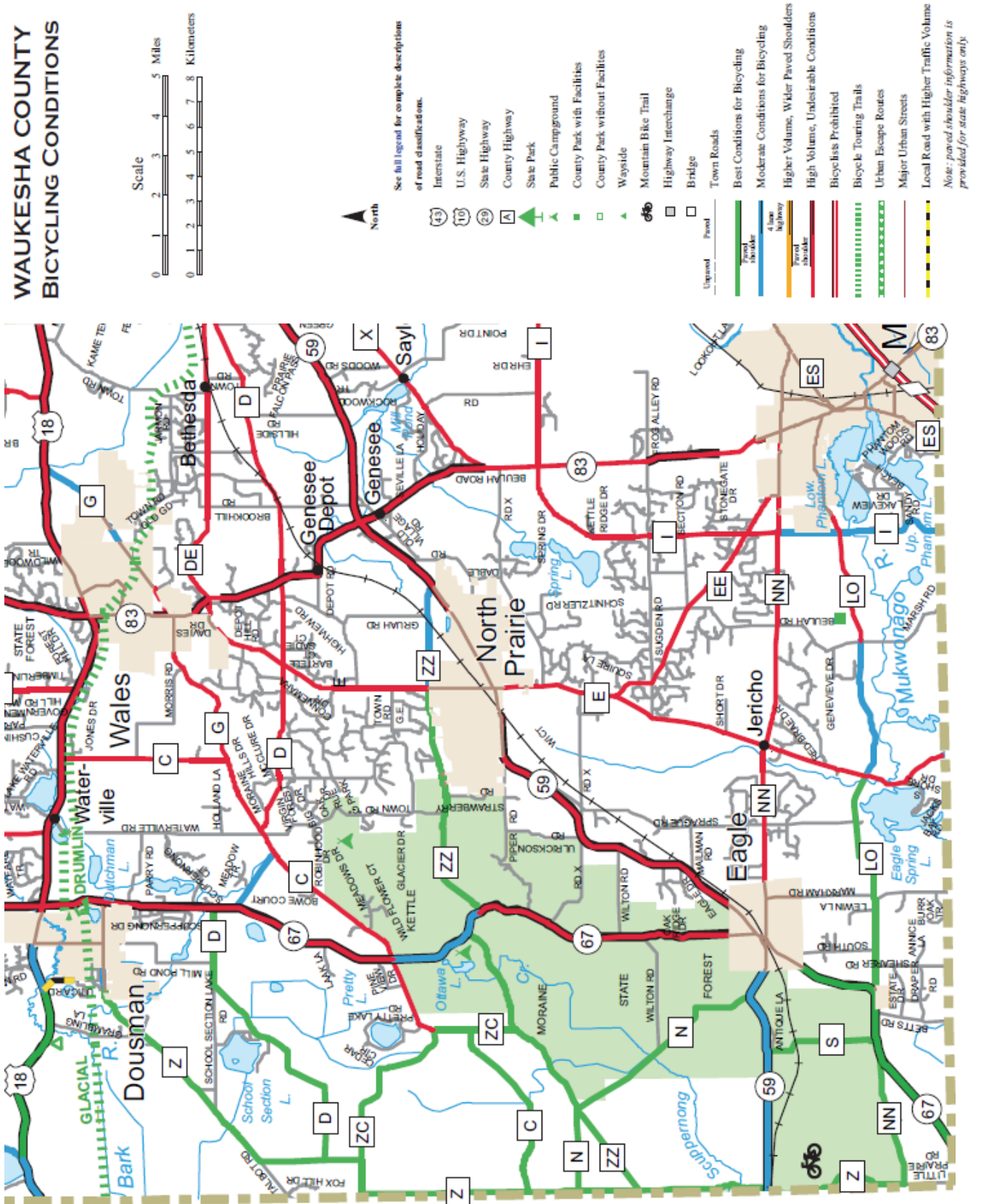
WAUKESHA COUNTY PROPOSED SYSTEM OF OFF STREET BICYCLE PATHS AND SURFACE ARTERIAL STREETS AND HIGHWAY SYSTEM BICYCLE ACCOMMODATIONS FOR THE GREATER EAGLE AREA UNDER THE REGIONAL TRANSPORTATION SYSTEM PLAN: 2035



<i>Legend</i>		  Source: SEWRPC Civil Divisions as of 07/30/07 Prepared by Waukesha Co. Dept. of Parks and Land Use
 Off-street bicycle way in utility or natural resource corridor  Non-arterial street connection to off-street bicycle way system  Surface arterial street connection to off-street bicycle way system	 Surface arterial streets and highways where bicycle accommodations should be considered when facilities are resurfaced or reconstructed  Major Water Body  Town  City or Village	

Map 8-3

BICYCLING CONDITIONS IN THE GREATER EAGLE AREA: 2000



OTHER TRANSPORTATION FACILITIES AND SERVICES

Rail Freight Services

Railway freight service is provided by four railroad companies in Waukesha County (Map 8-4). These include the Union Pacific Railroad, Canadian National Railroad, Canadian Pacific Railway, and Wisconsin & Southern Railroad Company. All four railroads provide rail freight transportation to Metropolitan Chicago. The Wisconsin and Southern Railroad travels through the Town, and has expressed a willingness to provide future railroad spurs to service the Town of Eagle.

Wisconsin & Southern Railroad Co. (WSOR) a regional railroad with headquarters in Milwaukee, operates 700 miles of track (600 owned or leased and 100 in trackage rights) throughout south central Wisconsin and northeastern Illinois. It serves Waukesha, Genesee Depot, North Prairie, and Eagle in Waukesha County. The mission of WSOR is to provide rail freight service to rural communities in southern Wisconsin. In Waukesha County, WSOR operates over publicly owned railroad lines owned by the Wisconsin Department of Transportation and the Wisconsin River Rail Transit Commission.

Between 1990 and 2004, rail freight traffic nearly doubled in Wisconsin exceeding 27.4 billion ton-miles and resulting in over 713 million in revenue. This increase in traffic has resulted in a need to consider additional grade crossing separations at busy intersections and quiet zones where railroad locomotives are prohibited from sounding horns.

Rail Intermodal Facilities

Intermodal facilities are locations where bulk or containerized commodities are transferred from one mode of transportation to another. Intermodal transportation seeks to take advantage of the most cost-effective elements of each individual mode and maximize overall transportation efficiency. In 2004, The Port of Milwaukee is the only truck-rail intermodal facility operating in Southeastern Wisconsin. The 2020 Wisconsin Department of Transportation forecast indicates that six Wisconsin counties have concentrations of the types of commodities that generally indicate the potential for truck-rail intermodal movement (Brown, Dane, Outagamie, Milwaukee, Waukesha, and Winnebago). Nearly two-thirds of this estimate was identified as coming from, or to, Milwaukee and Waukesha counties.

Ports and Harbors

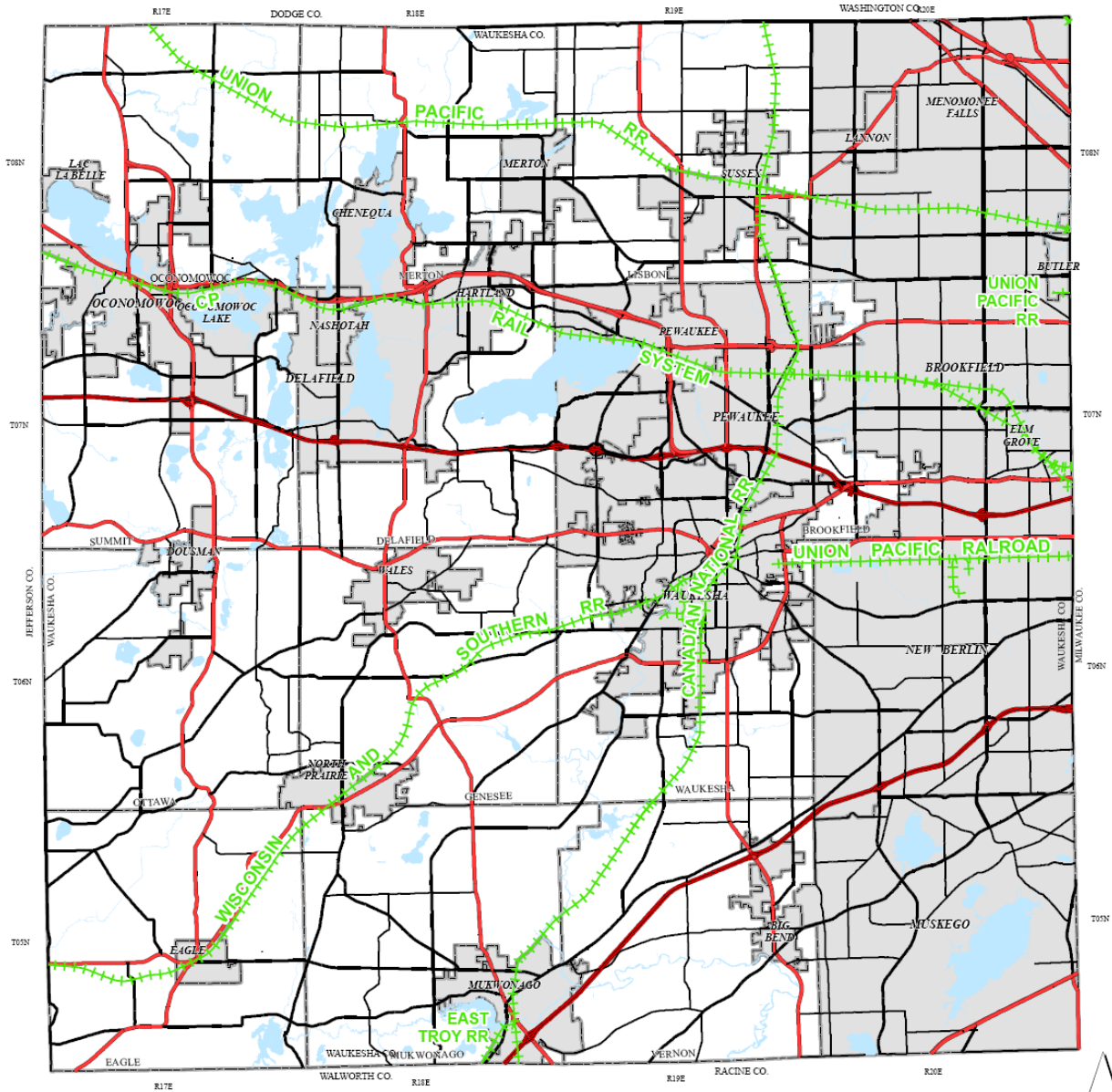
There are no harbors within the County. Water freight and transportation facilities are provided to the Town of Eagle by the Port of Milwaukee, in the City of Milwaukee, which is located approximately 35 miles east of the Town of Eagle planning area. In 2006, the Port of Milwaukee handled over 3.5 million tons of Wisconsin commodities.

Airports

As described earlier in this chapter, Waukesha County is served by two public-use airports; Waukesha County-Crites Field, and Capitol Airport. Waukesha County-Crites Field, located in Waukesha, provides chartered air service, airplane rentals, and air freight services. Capitol Airport, along with nearby Palmyra Airport, and East Troy Airport, provides airline facilities for general aviation aircraft. Commercial airline service is provided by General Mitchell International Airport, located in Milwaukee County.

Map 8-4

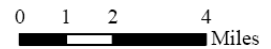
EXISTING RAILROAD ROUTES IN WAUKESHA COUNTY, 2007



Legend

- Interstate
- US
- State
- County
- Local Major
- Major Water Body
- Town
- City or Village
- Railroads

Source: Waukesha Co. Parks and Land Use



Civil Divisions as of 04/30/07
 Prepared by Waukesha Co.
 Dept. of Parks and Land Use

STATE TRANSPORTATION PROGRAMS

WisDOT maintains 11,753 miles out of 112,262 miles of the public roads in the State. The State highway system includes 750 miles of interstate freeways and 11,010 miles of state and US-marked highways. Although the state highway system represents only 10.5% of all of the public road mileage in Wisconsin, the State highways carry about 60% of the highway travel or about 35 billion vehicle miles of travel a year. The following programs provide state and federal funds to assist local governments, and are more thoroughly explained in the Waukesha County Comprehensive Development Plan.

Corridors 2020

Corridors 2020 is a part of WisDOT's long-range highway improvement plan designed to provide essential links to key employment and population centers throughout the State. As part of the planning process, Wisconsin's highways were classified based on operational and economic factors. Gaps in the system were identified and improvements scheduled. Since the plan was created in the late 1980's, about 900 miles of new highways have been built to accommodate network needs. Note: The plan's goal is to complete all backbone improvements, which will connect all communities with a population of 5,000 or more to the State highway system.

Airport Improvement Program

The Airport Improvement Program, administered by WisDOT's Bureau of Aeronautics, combines federal, state and local resources to help fund improvements for nearly 100 public-use airports throughout the state.

Freight Rail Infrastructure Improvement Program

Freight Rail Infrastructure Improvement Program (FRIIP) loans are awarded to private industries, railroads, and local governments to improve rail infrastructure and to construct new rail-service facilities. The overall goal is to boost economic development and jobs, and increase the use of rail service.

Freight Rail Preservation Program

The Freight Rail Preservation Program (FRPP) provides grants to local units of government, industries and railroads for the purpose of preserving essential rail lines and rehabilitating them following purchase.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative (MWRRI) is a joint venture between nine state transportation departments (Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Wisconsin, and Ohio), the Amtrak rail system and the Federal Railroad Administration. This 3,000 mile rail system with Chicago as its hub would connect the cities of Cleveland, Cincinnati, Detroit, Milwaukee, Minneapolis, St. Louis and Omaha at speeds of up to 110 miles per hour.

Transportation Economic Assistance Program

The Transportation Economic Assistance (TEA) Program is a rapid response grant program designed to create new employment and to retain existing employment and to encourage private investment in Wisconsin.

Congestion Mitigation and Air Quality Improvement Program

The Congestion Mitigation and Air Quality Improvement program (CMAQ) is a federally funded initiative to encourage transportation alternatives that improve air quality. It includes efforts to enhance public transit, bicycle/pedestrian facilities, ridesharing programs and facilities, and technologies that improve traffic flow and vehicle emissions.

Disadvantaged Business Enterprise Program

The Disadvantaged Business Enterprise (DBE) Program's goal is to increase participation of firms owned by disadvantaged individuals in all federal aid and state transportation facility contracts. The DBE program strives to ensure a level playing field and foster equal opportunity for firms owned and operated by disadvantaged individuals on USDOT-assisted contracts and procurements.

Wisconsin Highway Improvement Program

The Wisconsin Highway Improvement Program currently invests over \$750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually. The program addresses deficiencies in the highway and bridge system and incorporates needed new improvements to increase the safety and mobility of the system.

In This Together Program

“In This Together” is a WisDOT program that targets statewide businesses facing road construction in their community. The program’s goal is to help businesses maintain business during construction.

Local Transportation Enhancements Program

The U.S. Congress created the Transportation Enhancements (TE) Program in 1991 to address growing concerns about air quality, open space, and traffic congestion. This program is the first Federal initiative to focus on enhancing the travel experience and fostering the quality of life in American communities.

Rustic Roads Program

The Rustic Roads Program was created in 1973 by the State Legislature to preserve what remains of Wisconsin’s scenic, lightly traveled back roads for the enjoyment of motorists, hikers and bicyclists. Wisconsin is unique in its efforts to preserve these low volume, low function, rural roads. Waukesha County has two designated roads in the Wisconsin Rustic Roads Program. The first road is a paved 2.5 mile curving trail on the narrow isthmus between Upper and Lower Nashotah Lakes and runs south past Upper Nemahbin Lake. It includes portions of County Trunk Highway B and Mill Road. The second rustic road within the County includes portions of Waterville Road and Piper Road, from US Highway 18 to Wisconsin State Trunk Highway 59, in the Town of Eagle. It is a 7 mile paved road that provides scenic views of the Southern Unit of the Kettle Moraine State Forest and access to the Ice Age Trail. In addition, several local municipalities within the County maintain roads as rustic within their communities.

Scenic Byways Program

The purpose of the national scenic byways program is to recognize and promote some of America's memorable roads for the enjoyment of the traveling public. The goal of the Wisconsin Scenic Byways program is to identify, designate, promote and preserve a system of State Trunk Highways recognized for their outstanding scenic views and ability to offer travelers an exceptional travel experience. These byway corridors highlight the best scenic resources along with the natural, historic, archeological, cultural and recreational opportunities available in Wisconsin. It is anticipated that this program will promote tourism and economic development by encouraging people to visit the route and spend money at local motels, restaurants and tourist attractions.

Tourist Oriented Directional Sign Program

The Tourist Oriented Directional Sign (TODS) Program provides signs with directional information for qualifying tourist-related businesses, services or activities. TODS supports the tourism industry’s effort to promote businesses and economic development in Wisconsin.

Transit Assistance Programs

The purpose of the State's public transit programs is to financially support the 26 urban bus and 43 shared-ride taxi operating systems located throughout Wisconsin.

TRANSPORTATION OBJECTIVE

A multi-modal transportation system which, establishes appropriate types and choices of transportation modes, that through its location, capacity, and design, will effectively serve the existing Town and County land use pattern and promote the implementation of the regional land use plan and the County comprehensive development plan, meeting and managing the anticipated travel demand generated by the existing and proposed land uses.

Principle

A multi-modal regional transportation system is necessary to provide transportation service to all segments of the population and to support and enhance the economy and quality of life. The arterial street and highway system serving personal travel by automobile and freight travel by truck is, has been, and will likely continue to be the dominant element of the transportation system carrying over 90% of total daily travel, and serving the overwhelming majority of the population. However, there are substantial reasons for a multi-modal regional transportation system, including public transit and bicycle-pedestrian elements. Moreover, in the most heavily traveled corridors, public transit and bicycle and pedestrian facilities can alleviate peak travel loadings on highway facilities and the demand for land for parking facilities. Also, a multi-modal transportation system can support and enhance the quality of life and economy by providing a choice of modes.

Standards

1. The transportation system should be consistent with and serve to support, and promote the implementation of the land use plan.
 - a. Higher relative transportation accessibility should be provided to areas recommended for development than to areas not recommended for development;
 - b. Improvements in accessibility should be provided to areas recommended for development rather than to areas not recommended for development.
2. Arterial Street and Highway System
 - a. In rural areas, arterials should be provided at intervals of no less than two miles in each direction.
 - b. In suburban areas of the Town the arterial streets should be easily accessible.
 - c. Arterial street and highway facilities should be provided with adequate traffic-carrying capacity to minimize traffic congestion. Design capacity is the maximum level of traffic volume a facility can carry before beginning to experience morning and afternoon peak traffic hour traffic congestion, and is expressed in terms of number of vehicles per average weekday.
3. Bicycle and Pedestrian Facilities
 - a. All arterial streets and highways (including their bridge and underpass facilities) may provide accommodation for bicyclists upon construction or reconstruction, or for arterial facilities having a rural cross-section if possible, when resurfaced.
 - b. A regional system of off-street bicycle paths may be provided in accordance with the recommendations set forth in the adopted park and open space plans. These off-street bicycle paths should provide reasonably direct connections between the suburban areas and communities on safe and aesthetically attractive routes with separation from motor vehicle traffic.
 - c. The detailed planning objectives and standards for bicycle and pedestrian facilities are documented in SEWRPC Planning Report No. 43, A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010.

IMPLEMENTATION RECOMMENDATIONS

1. The Town of Eagle should support Waukesha County's work with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the year 2035 Regional Transportation System Plan.
2. The Town should implement, as applicable, the transportation system development planning objectives, principles, and standards contained in Chapter 2 of the Waukesha County Comprehensive Development Plan.
3. The Town of Eagle should participate in any of Waukesha County's work to refine the proposed system of off street bicycle paths and surface arterial streets and highway system accommodation of bicycles contained in the 2035 Regional Transportation System Plan. In addition, the Town should consider integrating bikeway accommodations into planning for upgrades and modifications to the Town roadway system consistent with the refined County Plan, and facilitate communication with local municipalities to address bikeway linkages and connectivity.
4. The Town should support County evaluation of dedicated funding sources for county wide shared taxi service to meet the needs of a growing elderly population in all 37 municipalities.
5. As a consequence of increasing rail freight traffic, the Town should support County establishment of additional rail quiet zones and their investment in railroad grade separations as a safety priority at county trunk highway crossings.
6. The Town should continue to evaluate for implementation any public transit recommendations contained in the 2035 Regional Transportation System Plan for Southeastern Wisconsin that are possible at the local level. Those specifically dealing with public transit, bicycle and pedestrian, travel demand management, transportation systems management, and arterial streets and highways (as highlighted on the following pages) should be included by reference in the Town's comprehensive plan.
7. The Town should continue to update the Official Transportation Map using the PASER Program.
8. The Town should continue to work to upgrade the Town's street system with the necessary improvements.
9. The Town should look for possible State and Federal funding sources or grants for road improvements.

ADDITIONAL IMPLEMENTATION RECOMMENDATIONS OF THE 2035 REGIONAL TRANSPORTATION PLAN

The 2035 Regional Transportation System Plan for Southeastern Wisconsin is multi-modal in nature, dealing with public transit, bicycle and pedestrian, travel demand management, transportation systems management, and arterial streets and highways. The plan is designed to serve, and be consistent with, the Year 2035 Regional Land Use Plan.

The recommendations set forth below are based upon inventory data, adopted recommendations, a regional public participation survey, and transportation development objectives, principles, and standards in Chapter 2 of the Waukesha County Comprehensive Development Plan.

Arterial Street and Highway System Functional Improvements

The 2035 Regional Transportation System Plan for Southeastern Wisconsin identifies recommended functional improvements to the arterial street and highway system in Waukesha County (Map 8-3). These recommendations are divided into three categories: system preservation - the proposed resurfacing, reconstruction, and modernization as needed of arterials to largely the same capacity as exists today; system improvement - the proposed widening of existing arterials to carry additional traffic lanes; and system expansion - the proposed construction of new arterial facilities (Table 8-3).

Table 8-3

ARTERIAL STREET AND HIGHWAY PRESERVATION, IMPROVEMENT, AND EXPANSION BY ARTERIAL FACILITY TYPE IN WAUKESHA COUNTY: YEAR 2035 REGIONAL TRANSPORTATION SYSTEM PLAN

	System Preservation (Miles)	System Improvement (Miles)	System Expansion (Miles)	Total Miles
Freeway	32.2	26.5	0.0	58.7
Standard Arterial	617.9	100.1	10.6	728.6
Total	650.1	126.6	10.6	787.3

Source: SEWRPC

Design Capacity Considerations

Design capacity is the maximum level of traffic volume a facility can carry before beginning to experience morning and afternoon peak traffic hour traffic congestion, and is expressed in terms of number of vehicles per average weekday. The design capacity and level of congestion thresholds are set forth in the following table, and improvements should be considered before traffic reaches or exceeds these levels on a weekly basis.

Table 8-4

AVERAGE WEEKDAY TRAFFIC VOLUME

Facility Type	Average Weekday Traffic Volumes (vehicles per 24 hours)			
	Design Capacity and Upper Limit of Level of Service C	Upper Limit of Moderate Congestion and Level of Service D	Upper Limit of Severe Congestion and Level of Service E	Extreme Congestion and Level of Service F
Standard Arterial				
Two-lane	14,000	18,000	19,000	> 19,000
Four-lane Undivided	18,000	23,000	24,000	> 24,000
Four-lane w/Two-way Left Turn Lane	21,000	29,000	31,000	> 31,000

Source: SEWRPC

Congestion Levels

The level of congestion on arterial streets and highways may be summarized by the operating conditions in the following table. When congestion is anticipated to exceed these level improvements should be planned for.

Table 8-5

TRAFFIC OPERATING CONDITIONS

Surface Arterial			
Level of Traffic Congestion	Level of Service	Average Speed	Operating Conditions
None	A and B	70 to 100% of free-flow speed	Ability to maneuver within traffic stream is unimpeded. Control delay at signalized intersections is minimal.
	C	50 to 70% of free-flow speed	None
Moderate	D	40 to 50% of free-flow speed	Restricted ability to maneuver and change lanes. Small increases in flow lead to substantial increases in delay and decreases in travel speed.
Severe	E	33 to 40 percent of free-flow speed	Significant restrictions on lane changes. Traffic flow approaches instability.
Extreme	F	25 to 33 percent of free-flow speed	Flow at extremely low speeds. Intersection congestion with high delays, high volumes, and extensive queuing.

Source: SEWRPC

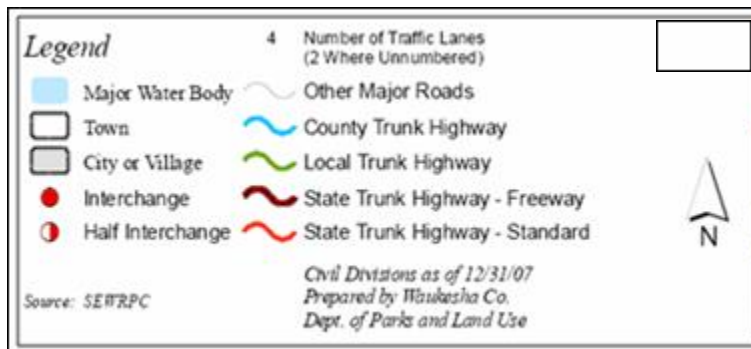
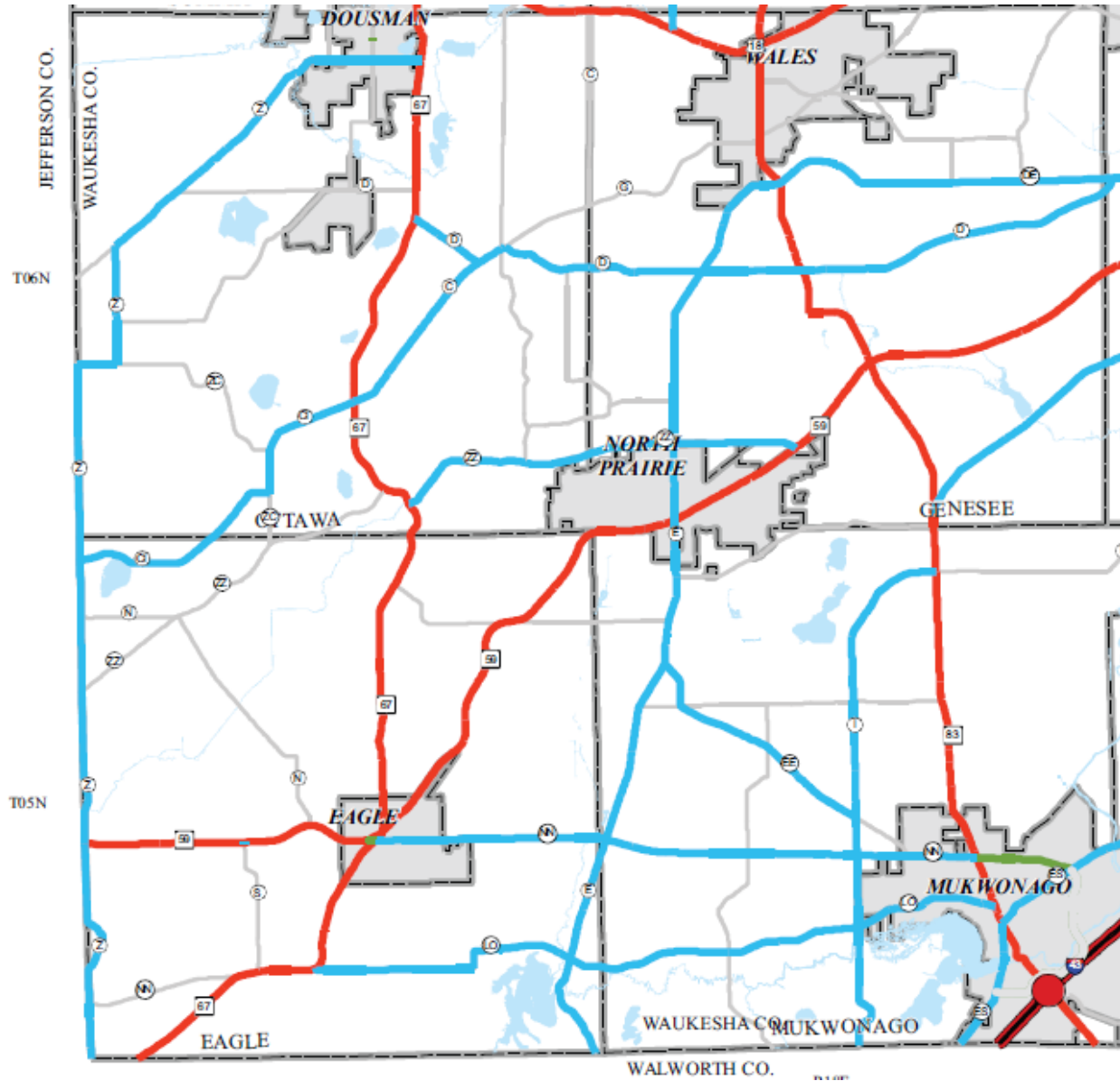
Jurisdictional Recommendations

Jurisdictional classification establishes which level of government – state, county, or local – has or should have, responsibility for the design, construction, maintenance, and operation of each segment of the total street and highway system. Jurisdictional classification is intended to group all streets and highways logically into subsystems under the jurisdiction of given level of government.

Upon completion of the initial regional transportation system plan in 1966, detailed county jurisdictional highway system plans were prepared. These plans were extended in design year and updated as part of the year 2000 Regional Transportation System Plan completed in 1978, the year 2010 plan completed in 1994, and adopted in 1995 by the Waukesha County Board of Supervisors. The recommended Waukesha County jurisdictional arterial street and highway system for the year 2035, based upon the extension of the year 2020 plan to the year 2035 with refinements by the Waukesha County Department of Public Works in 2007, is shown on Map 8-5.

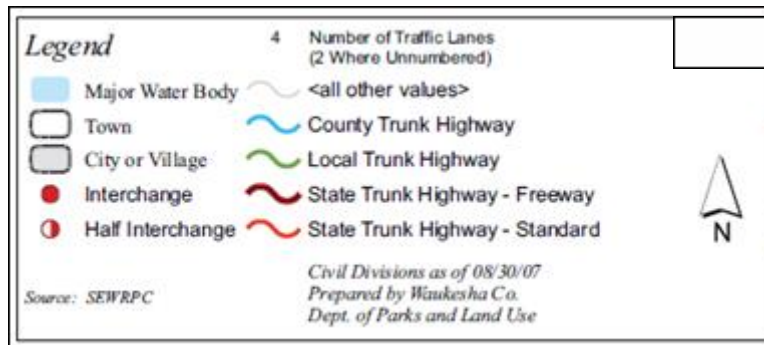
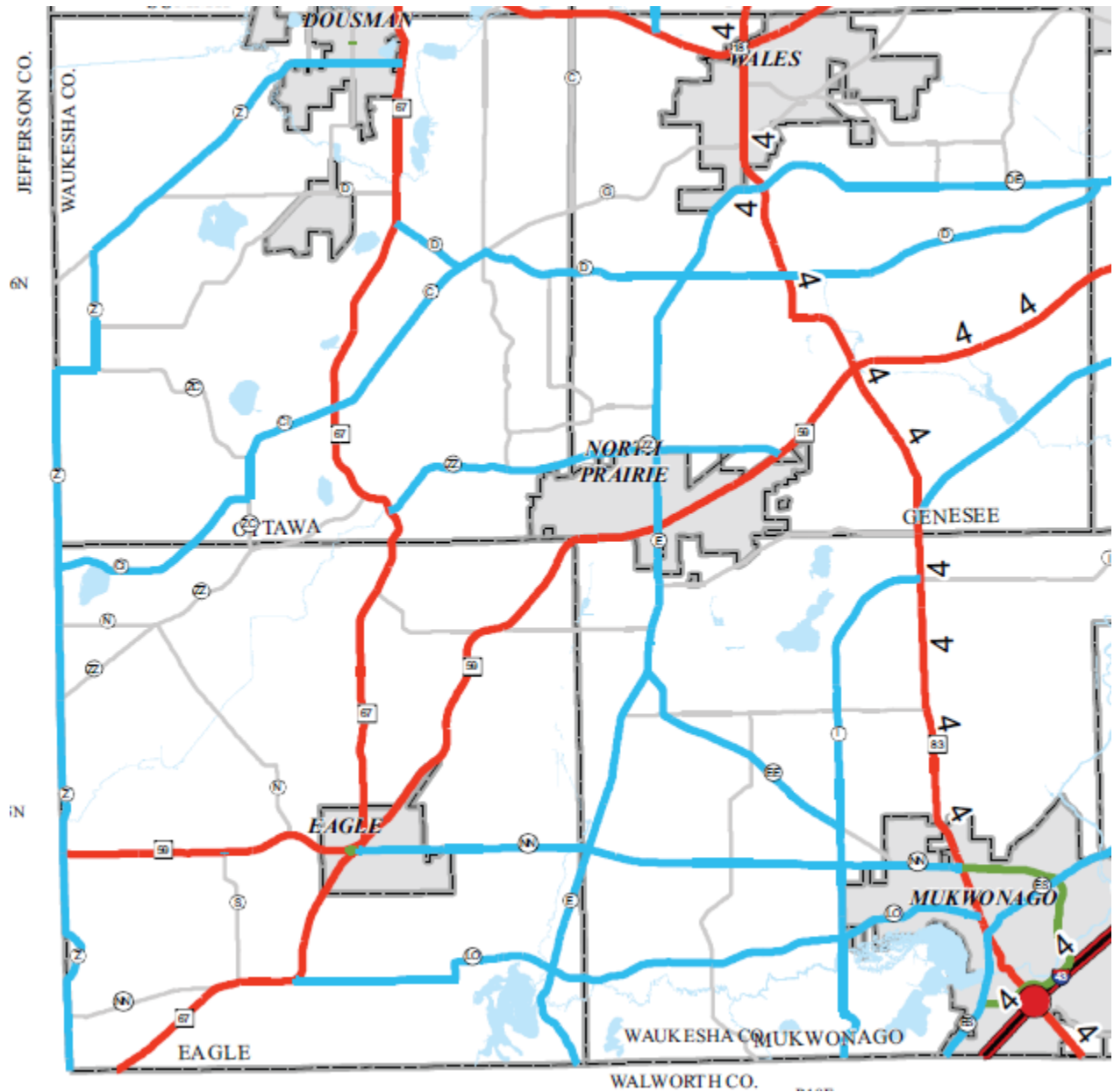
Map 8-5

RECOMMENDED FUNCTIONAL IMPROVEMENTS TO THE ARTERIAL STREET AND HIGHWAY SYSTEM IN THE GREATER EAGLE AREA UNDER THE REGIONAL TRANSPORTATION SYSTEM PLAN: 2035



Map 8-6

RECOMMENDED JURISDICTIONAL HIGHWAY SYSTEM PLAN IN THE GREATER EAGLE AREA: 2035

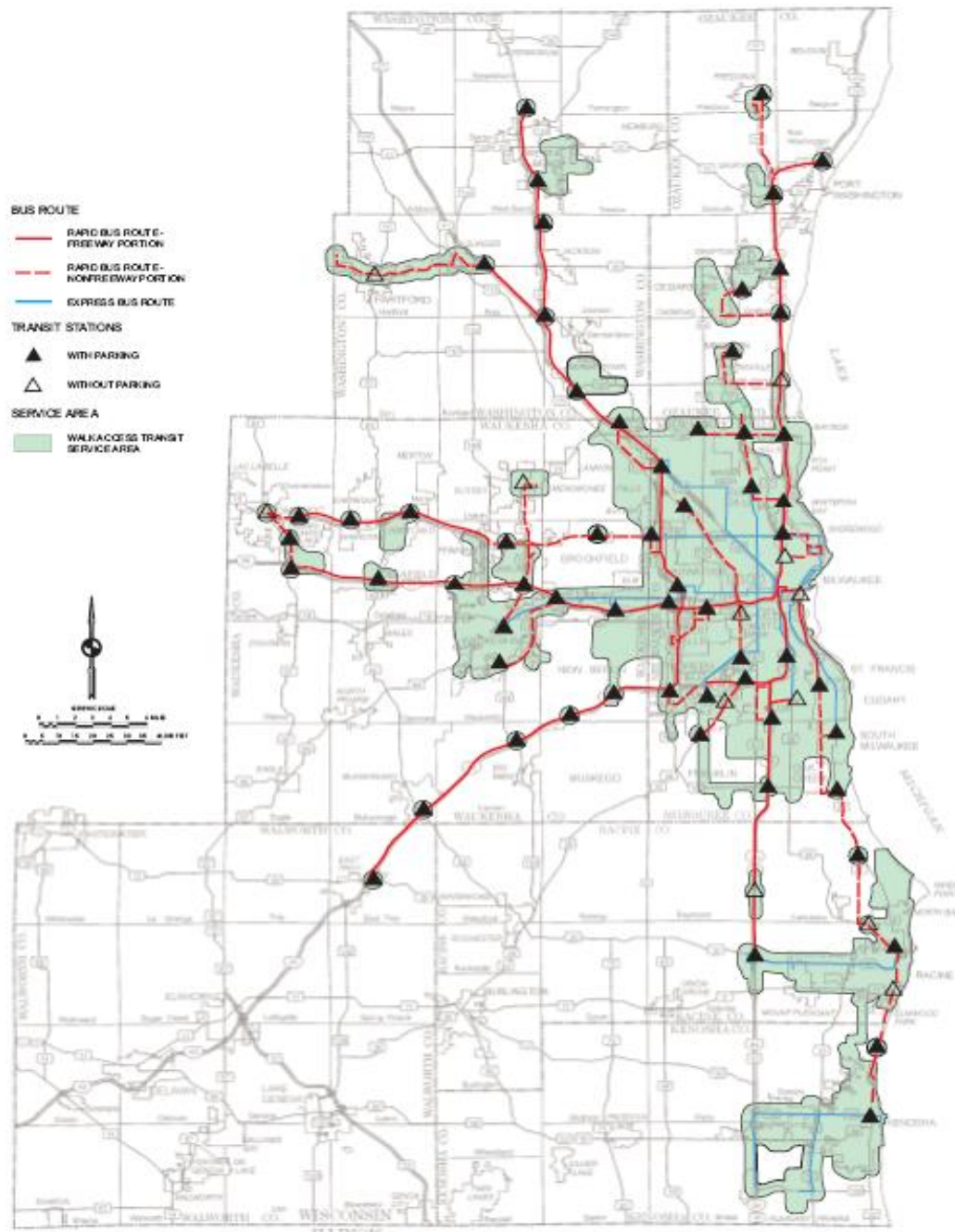


Public Transit

The public transit element of the final recommended regional plan envisions significant improvement and expansion of public transit in southeastern Wisconsin, including development within the Region of a rapid transit and express transit system, improvement of existing local bus service, and the integration of local bus service with the proposed rapid and express transit services. Map 8-7 displays the transit system proposals for each of the three transit system components.

Map 8-7

RECOMMENDED PUBLIC TRANSIT ELEMENT OF THE 2035 REGIONAL TRANSPORTATION SYSTEM PLAN

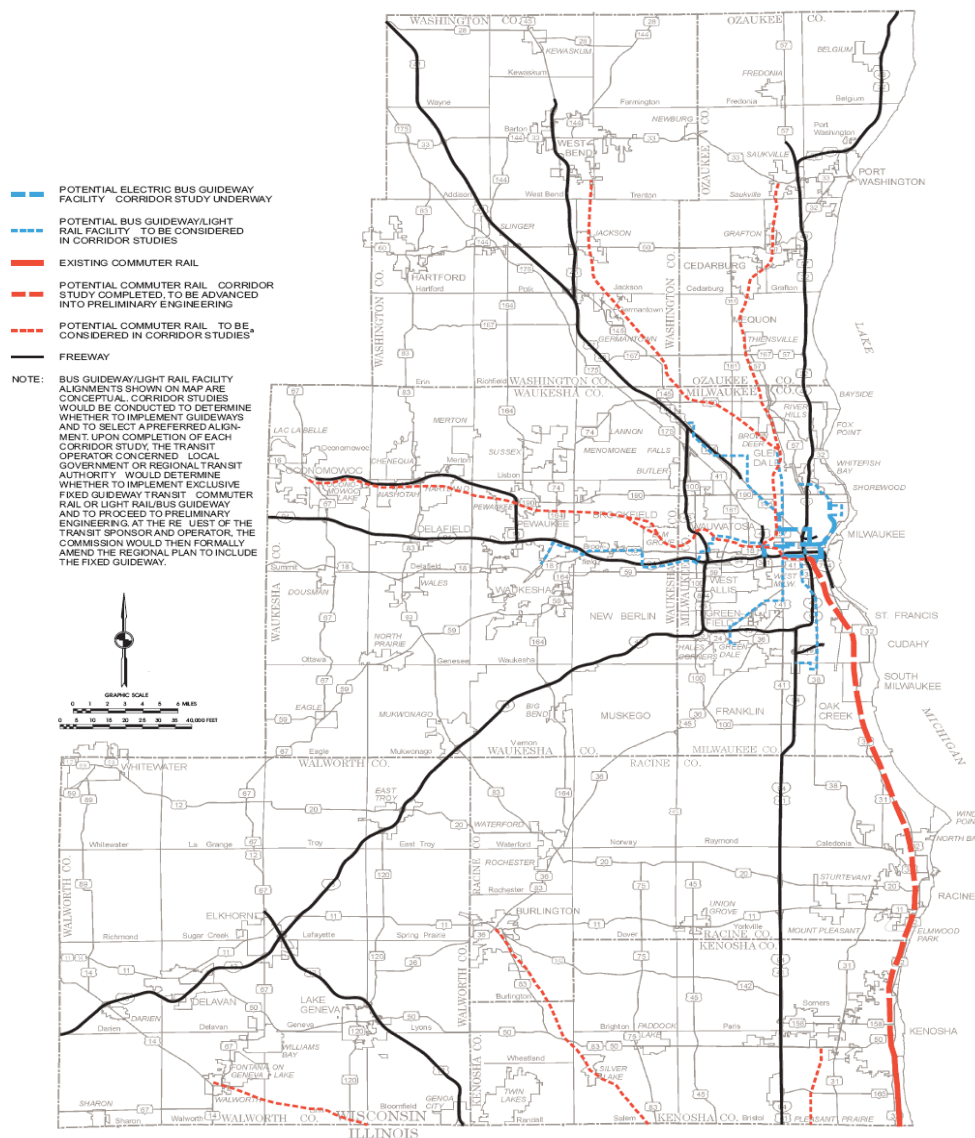


Upgrading to Rail Transit or Bus Guideways

The regional transportation plan also proposes that consideration be given to upgrading the recommended rapid and express bus transit services to commuter rail for rapid transit service and light rail or bus guideways for express transit service. The regional transportation plan suggests four future commuter lines and six light rail lines within the Region as shown on Map 8-8. In Waukesha County, the plan identifies a potential commuter rail corridor and a potential light rail corridor that would connect Waukesha County communities with Central Milwaukee County and UW-Milwaukee. Special corridor studies would be conducted to determine whether to implement fixed guideway transit in these corridors and to refine the alignments shown in the Regional plan.

Map 8-8

POTENTIAL RAPID TRANSIT COMMUTER RAIL AND EXPRESS TRANSIT BUS GUIDEWAY/LIGHT RAIL LINES UNDER THE REGIONAL TRANSPORTATION SYSTEM PLAN: 2035



*Corridor feasibility studies have been completed for the Chicago-based commuter rail extensions to the Village of Walworth in Walworth County and the City of Burlington in Racine County. The conclusion of the Walworth extension study was that it was potentially feasible and cost-effective, but should be deferred and considered again when a Metra extension from its current terminus in Fox Lake, Illinois is considered to Richmond, Illinois near the Wisconsin-Illinois Stalene. The conclusion of the Burlington extension study was that it was not feasible or cost-effective at that time, but could be considered again in the future.

Source: SEWRPC.

Bicycle and Pedestrian Facilities

The bicycle and pedestrian facilities element in the 2035 Regional Transportation System Plan for Southeastern Wisconsin is intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to personal vehicle travel. The regional plan recommends that as the surface arterial street system of about 3,300 miles in the Region is resurfaced and reconstructed, the provision of accommodation for bicycle travel should be implemented, if feasible, through bicycle lanes, widened outside travel lanes, widened and paved shoulders, or separate bicycle paths. This recommendation would result in an additional 161 miles of off-street bicycle mileage on state, county, and local roads in Waukesha County as shown on Maps 8-2 and 8-9.

Community Bicycle and Pedestrian Plans

SEWRPC proposes that local units of government prepare community bicycle and pedestrian plans to supplement the regional plan. The local plans should provide for facilities to accommodate bicycle and pedestrian travel within neighborhoods, providing for convenient travel between residential areas and shopping centers, schools, parks, and transit stops within or adjacent to the neighborhood. The standards, guidelines, and system plans set forth in the regional plan should be the basis for the preparation of community and neighborhood plans. It is also recommended that local units of government consider the preparation and implementation of land use plans that encourage more compact and dense development patterns, in order to facilitate pedestrian and bicycle travel. Local municipalities within Waukesha County as well as adjacent counties may also have numerous parks and recreation plans that incorporate bicycle and pedestrian pathways, and several have already developed bicycle and pedestrian plans. These plans should also recognize what jurisdiction is responsible for said trails. These are discussed further in Chapter 3. Since many trails cross municipal boundaries, Waukesha County should work with municipalities and adjoining counties to coordinate trail planning.

Transportation Systems Management

The transportation systems management element of the final recommended year 2035 regional transportation plan includes measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency, including: freeway traffic management, surface arterial street and highway traffic management, and major activity center parking management and guidance. In addition, improving the overall operation of the regional transportation system requires regional cooperation and coordination between government agencies, and operators.

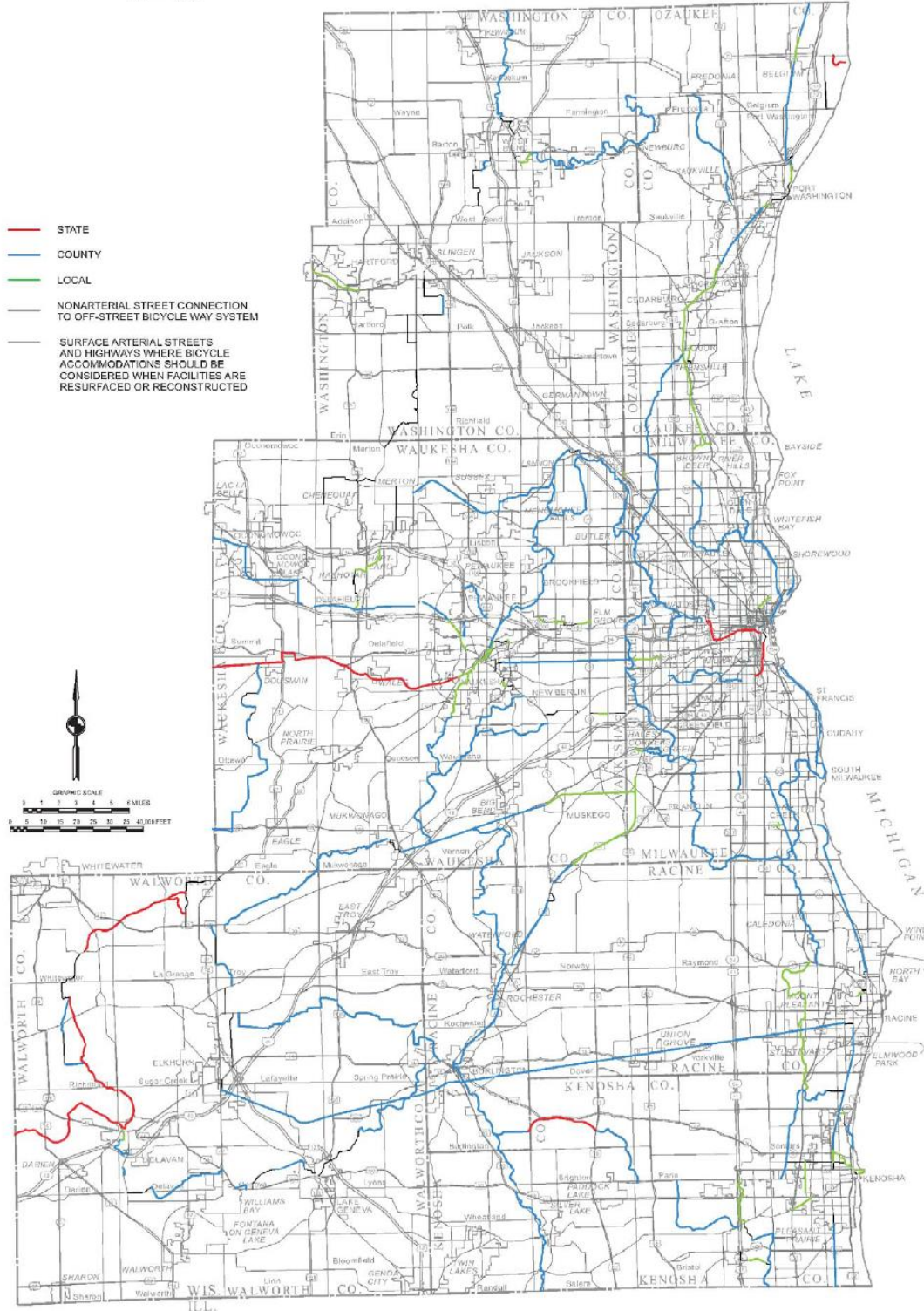
Travel Demand Management

The travel demand management measures included in the final recommended year 2035 regional transportation plan include measures intended to reduce personal and vehicular travel or to shift such travel to alternative times and routes, allowing for more efficient use of the existing capacity of the transportation system. These measures are in addition to the public transit, and pedestrian and bicycle plan elements previously discussed.

Seven categories of travel demand management measures are recommended in the year 2035 Regional Transportation Plan: high-occupancy vehicle preferential treatment, park-ride lots, transit pricing, personal vehicle pricing, travel demand management promotion, transit information and marketing, and detailed site specific neighborhood and activity center land use plans. For more information on these categories see pages 384 to 387 in the SEWRPC Planning Report No. 49, A Regional Transportation System Plan For Southeastern Wisconsin: 2035.

Map 8-9

RECOMMENDED OFF-STREET BICYCLE FACILITY JURISDICTION UNDER THE REGIONAL TRANSPORTATION SYSTEM PLAN: 2035



Source: SEWRPC.

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CHAPTER 9

LAND USE ELEMENT

A Land Use Plan is a document for guiding and accomplishing a coordinated and harmonious development for a community. Information regarding adopted land use plans and regulations, historic and existing land use, and land use development patterns are essential to any sound comprehensive planning effort. Through a Land Use Plan, a community can preserve and enhance existing advantages, encourage the most appropriate use of land, water, and other resources consistent with the public interest, overcome problems and deficiencies, and deal effectively with the future requirements related to the use and development of the land within the community's jurisdictions. During the plan preparation process, data, planning standards, and objectives from previous chapters were used to prepare the land use element. This chapter presents the findings of the land use inventories and analyses conducted in support of the preparation of the Comprehensive Plan for the Town of Eagle. This information was reviewed, along with the following list of strengths, weaknesses, and concerns, by the Advisory Committee as well as appointed and elected officials.

Land Use Strengths

- A long history of land use planning in the Town
- A strong commitment to preserving environmentally sensitive lands
- An awareness of, and increased use of, Planned Unit Development techniques to conserve environmentally sensitive lands
- The Town has a strong sense of identity because of the State Forest and lakes
- An existing land use pattern that has given consideration to compatible uses
- A centralized concentration of industrial and commercial uses adjacent to a major traffic arterial and within proximity to all Town residents.

Land Use Concerns and Weaknesses

- Continued pressure for development resulting in less rural land
- A lack of stable community boundaries due to an absence of Boundary Agreements
- A lack of consideration of how regulatory expectations impact the cost of development projects and housing
- A need to increase intergovernmental discussions on land use issues
- A lack of adherence to the previous Land Use Plans
- The County imposes too much review authority in the evaluation of Town land use and zoning decisions
- Long term viability and quality of water supply

LEGAL BASIS FOR PLANNING

In 1926, the United States Supreme Court recognized regulation of separate land use districts as a procedure to be used by communities for the protection of the public health, safety, and welfare. Most states authorize adoption of both local comprehensive plans and zoning ordinances to carry out that land use regulation. In Wisconsin, the State Statutes specifically define the powers of the Town Planning Board (or Commission) to develop, maintain and implement a Comprehensive Plan for the control of land development¹. The Town Planning Commission and Town Board chose to establish a Joint Advisory Committee as a legal body to prepare the draft Comprehensive Plan, because its members included both Town officials and citizens. This membership attempts to provide representation for all interests in the Town, and to isolate the planning process from day to day political pressures.

The Plan Commission may review the Comprehensive Plan as a whole, or in parts, as each element is developed. In the Town of Eagle, the Plan Commission will consider each element of the Comprehensive Plan including the Land Use Plan.

A copy of the Land Use Plan must be recommended by the Planning Commission and sent to the Town Board. The Plan may be amended by vote of a majority of the Planning Commission. Said amendments are also recommended to the Town Board. Adoption of the Land Use Plan, as a component of the Comprehensive Plan, is done by an Ordinance approved by the Town Board, and is intended to aid the Planning Commission and Town Board in the decision making for future Town Development.

LAND USE PLAN DESIGN PROCESS

The process used in preparing the Town of Eagle Comprehensive Plan was heavily influenced by statutory requirements, with respect to the treatment of locally adopted land use plans. Wisconsin Statutes require Waukesha County to incorporate into the county development plan all comprehensive plans that have been duly adopted by incorporated cities and villages. However, the Statutes do not explicitly prescribe the treatment of plans adopted by towns acting under village powers, nor do the Statutes provide direction in the case of conflicts between any county-adopted land use objectives and a local comprehensive plan.

The designation of each parcel of land, into one of the Land Use categories, involved responding to many questions. The types of questions considered included:

- How do the Town Questionnaire respondents feel about this type of land use?
- Are the Goals and Policies being implemented according to this input?
- Can the soil and topography support this proposed development or use?
- What will the impact on public service costs be?
- Will this decision cause population growth greater than is desirable?

These questions and others were asked and answered before each parcel of land was placed into a Land Use designation. Surveys, data, and maps were used, along with the experience of the Planning Commission, Town Board, and the Town residents - information which cannot be found in any book. It is felt that the basis for the Land Use decisions portrayed in the Land Use Map, are soundly grounded in both theory and reality.

¹ Wisconsin State Statutes 60.18(12), 62.23(6).

In an effort to adhere to both the requirements of the Wisconsin Statutes, governing the preparation of county development plans, and sound planning practice, the Waukesha County Board of Supervisors has adopted the following approach concerning the preparation of the Waukesha County Development Plan:

1. All duly adopted local land use plans, whether prepared by incorporated cities and villages, or by towns, such as the Town of Eagle, will be reviewed by the County staff for consistency with the County development objectives and standards as approved by the Waukesha County Board of Supervisors, and as presented in the Waukesha County Comprehensive Plan. All inconsistencies will be identified and described.
2. Although State law is ambiguous in terms of incorporating city and village plans for extraterritorial areas into a county comprehensive plan, the consistency requirement in Section 66.1001(3) of the comprehensive planning law clearly states that any local government that engages in official mapping, general or shoreland zoning, or subdivision regulation must carry out those actions in a way that is consistent with “that local governmental unit’s comprehensive plan.” This requirement applies most directly to the land use element, and the land use map, of the Town of Eagle Comprehensive Plan. Because the Statutes require the regulatory decisions of a local government to be consistent with the local government’s comprehensive plan, the Waukesha County Advisory Committee at its October 25, 2007 meeting, recommended that the County would not accept extraterritorial plans without extraterritorial zoning or inter-municipal agreements being in place unless the municipalities involved have accepted the designated land use through formal action or resolution. Subdivision and official mapping ordinances can regulate the use of land. However, zoning ordinances are the primary regulatory tool used by county and local governments to determine and control land use.

LOCAL PLANNING HISTORY

The Town of Eagle was settled in 1836 and was an agricultural community. Most of the residential growth occurred in the Village of Eagle. In the 1880’s the Eagle Spring Lake area began developing primarily as a second-home community, though soon after year-round homes were developed around the lake. The Town is also the home of much of the Southern unit of the Kettle Moraine State Forest and, as such, possesses great beauty and recreational resources. The outstanding quality of the Town, coupled with its proximity to urban centers such as Waukesha, Milwaukee, Madison, and Chicago, has resulted in an attraction to people wishing to leave the cities and settle in a rural area. The resulting development had brought to this rural area many problems associated with rapid growth and conversion to a semi-suburban community.

In the 1970’s, the Zoning and Subdivision Ordinance permitted growth in the Town at a rate greater than the Waukesha County average. This growth was due to the availability of land, accessibility to major metropolitan centers, and the attractiveness of recreational opportunities in the Town’s rural setting. To slow the increase in development it was decided that a Land Use Plan should be created to guide development, but several efforts were unsuccessful in the 1970’s. In the 1980’s, the working body for the first successfully adopted Land Use Plan was the Planning Commission and Town Board, working with a planning professional. In August of 1990, the Town of Eagle adopted village powers and subsequently utilized the village zoning authority conferred in Section 62.23 of the State Statutes, to establish its first Zoning Ordinance and Land Division Ordinance. The current 2009 Land Use Plan being prepared, is the culmination of efforts by the Advisory Committee (which is a citizens group along with elected representatives) to provide a direction for the future development of the Town of Eagle.

EXISTING LAND USES

In 2000, the area of the Town of Eagle was 22,402 acres. This included 313 acres of water according to the 2000 land use inventory. Land in the Town of Eagle is a mixture of agricultural, residential and conservancy/recreational uses. There is a small percentage of commercial and industrial development mainly concentrated adjacent to the eastern boundary of the Village of Eagle. Around Eagle Spring Lake, a concentration of mostly small lot, residential and local commercial development exists. Since the 1970's, several farmsteads were developed into subdivisions, and other residential uses were developed predominantly in the east and south sections of the Town.

To identify the existing land uses, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) studies from 1963 through 2000 were utilized. This data was charted and analyzed to establish a basis for the determination of the pattern of future land use development in the Town of Eagle. The SEWRPC land use inventories which were prepared between 1963 and 2000 classified urban type uses as; residential, commercial, manufacturing, transportation, communication and utilities, public uses, and recreational. The rural type land uses included: farm lands, wet lands, woodlands, surface waters, extractives (quarries), land fills, and unused rural lands.

Urban/ Suburban Land Uses

Urban Land Uses, as defined by SEWRPC, includes those areas where houses or other buildings have been constructed in relative proximity, or where a closely spaced network of minor streets have been constructed, thereby indicating a concentration of residential, commercial and industrial, governmental, or institutional uses. In the Town, the term "Urban" has been replaced in this document by the term "Suburban", because of the lower densities that have occurred, and are desired by the community.

In the SEWRPC 1963 land use inventory, urban type uses accounted for approximately 909 acres or 4.2 percent of the area of the Town of Eagle. Rural type uses accounted for approximately 95.8 percent or 21,475 acres. In the 2000 SEWRPC study, 2,832 acres or 12.6 percent of the Town were classified as urban land uses and 19,570 acres or 87.4 percent were rural uses in the Township. In the 2000 updated inventory, the amount of land developed for residential uses in the Town increased by 736 acres or 72.1 percent over the 1990 inventory. (See Table 9-1) It should be noted, that the total acreage of the Town has decreased because of annexations to the Village of Eagle.

In 2008, the land use plan update was drafted with assistance from Waukesha County, which conducted a review of all subdivision plats, Certified Survey Maps, and the 2007 County Aerial photographs. These sources indicated that there were 4,868.6 acres of land available for urban uses, or roughly 22.7 percent of the total Town. While the Town has experienced a significant increase in residential development in the last 25 years, the most dominate land uses in the Town are still natural areas, and agricultural related uses. The residential element of the plan will attempt to provide a safe, attractive, and rural setting for residential type uses. It is appropriate that residential designated areas be given careful consideration in the development of the comprehensive plan, because of the desire to preserve the rural character of the Town.

The exact areas of conversion are shown on Table 9-1 and Map 9-1. The Waukesha County Comprehensive Development Plan also provides the Land Use Maps from 1990, 1995 and 2000, which show the areas of change in the Town of Eagle in the last decade. According to the Town of Eagle records there were 379 new lots created in 12 new subdivisions, through the subdivision platting process from 1990 to 2008. There were 99 building permits issued for new residences from 2003 to 2008. Between 2003 and 2008, 80 new lots were created in 5 subdivisions, and 80 new lots were created in 35 recorded Certified Survey Maps.

Table 9-1

CHANGE IN LAND USE ACRES IN TOWN OF EAGLE: 1963-2000

Land Use Category ^a	1963	Percent of Total	1970	Percent of total	1980	Percent of total	1990	Percent of total	2000	Percent of Total
Suburban:										
Residential	312	1.4	329	1.5	800	3.6	1,021	4.5	1,757	7.8
Commercial	7	0.0	10	0.0	15	0.1	18	0.1	21	0.1
Industrial	8	0.0	9	0.0	11	0.0	12	0.1	19	0.1
Transport. Comm. & Utilities	483	2.1	484	2.1	551	2.4	569	2.5	776	3.5
Governmental and Institutional	9	0.0	9	0.0	10	0.0	9	0.0	8	0.0
Public & Recreational	90	0.4	137	0.6	198	0.9	200	0.9	250	1.1
Suburban Subtotal	909	4.2	978	4.3	1,585	7.0	1,829	8.1	2,832	12.6
Rural:										
Agricultural	12,740	56.9	12,352	55.2	11,328	50.7	11,053	49.1	9,463	42.2
Unused Rural & Open Lands	410	1.8	478	2.1	737	3.3	982	4.4	1,426	6.4
Natural Areas - Surface Water	289	1.3	305	1.3	320	1.4	322	1.4	313	1.4
Natural Areas - Wetlands	4,394	19.5	4,296	19.2	4,276	19.2	4,243	18.9	4,194	18.7
Natural Areas - Woodlands	3,642	16.3	3,973	17.7	4,120	18.4	4,073	18.1	4,173	18.6
Rural Subtotal	21,475	95.8	21,404	95.7	20,781	93.0	20,673	91.9	19,570	87.4
Total	22,384	100.0	22,382	100.0	22,366	100.0	22,502	100.0	22,402	100.0

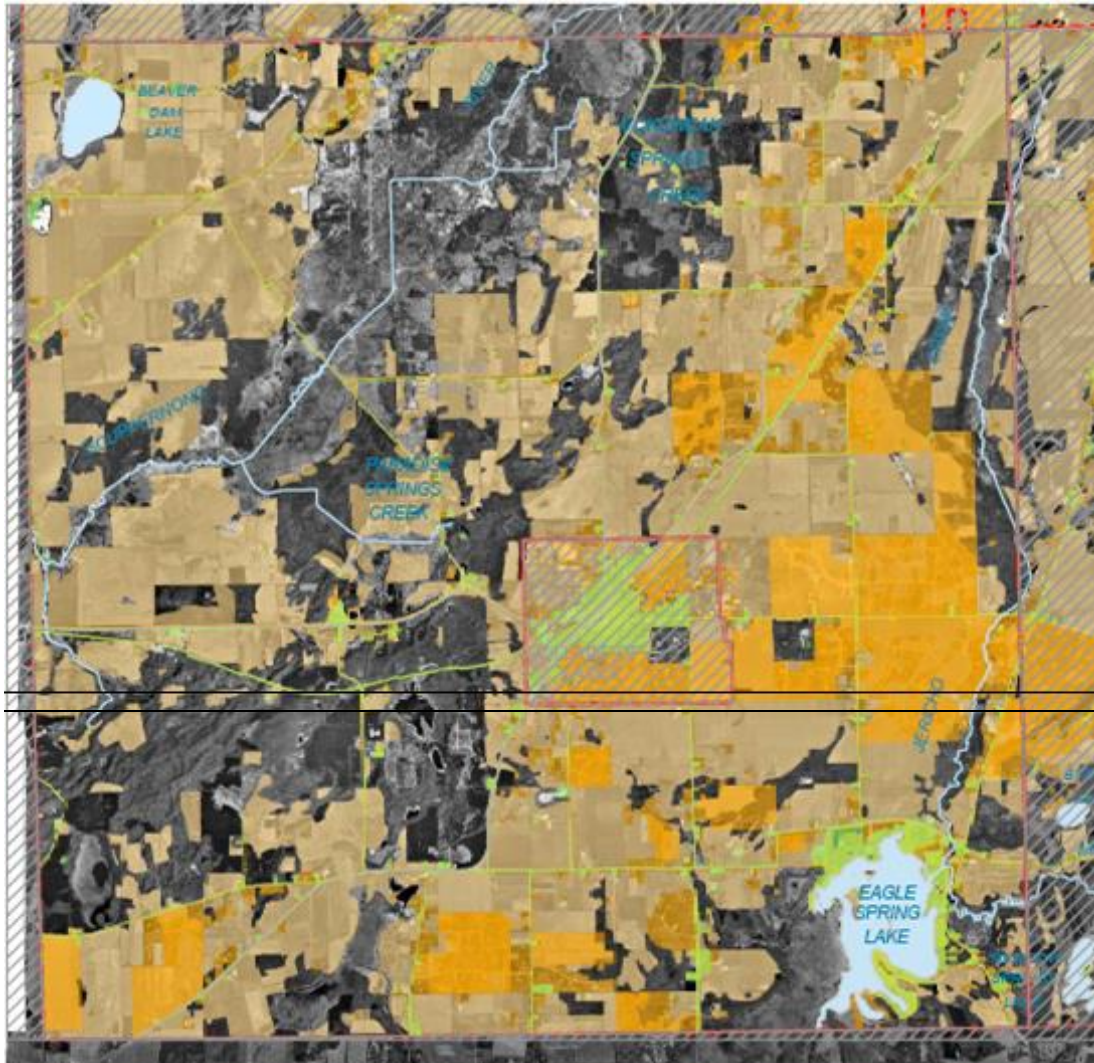
Source: SEWRPC

As part of the regional land use inventory for the year 2000, the delineation of the existing land use was referenced to real property boundary information not available for prior inventories. This change increases the precision of the land use inventory and makes it more useable to public agencies and private interests throughout the region. As a result of the change, however, the year 2000 land use inventory data are not strictly comparable with data from the prior inventories. At the county level, the most significant increase in the changes is to the increase in the transportation, communication and utility category due to the use of actual street and highway rights-of-way as part of the 2000 land use inventory as opposed to the use of the narrower estimated rights-of-way in prior inventories. This treatment of streets and highways generally diminishes the area of adjacent land use traversed by these streets and highways in the 2000 land use inventory relative to prior inventories.

Those lands which have the possibility for potential development are indicated on Map 9-8, Town of Eagle Proposed Land Use Plan 2035 (Draft). In comparing other inventory maps in Chapter 9, many of these areas are also areas which have class I & II soils. (See Map 9-2)

MAP 9-1

TOWN OF EAGLE AGRICULTURAL LAND CONVERSION 1963-2005



TOWN OF EAGLE

Legend

- 1963 Urban Land Uses
- Land Converted from Agriculture to Urban Uses 1963-2005
- 2005 Agricultural Land Uses
- Area outside municipality

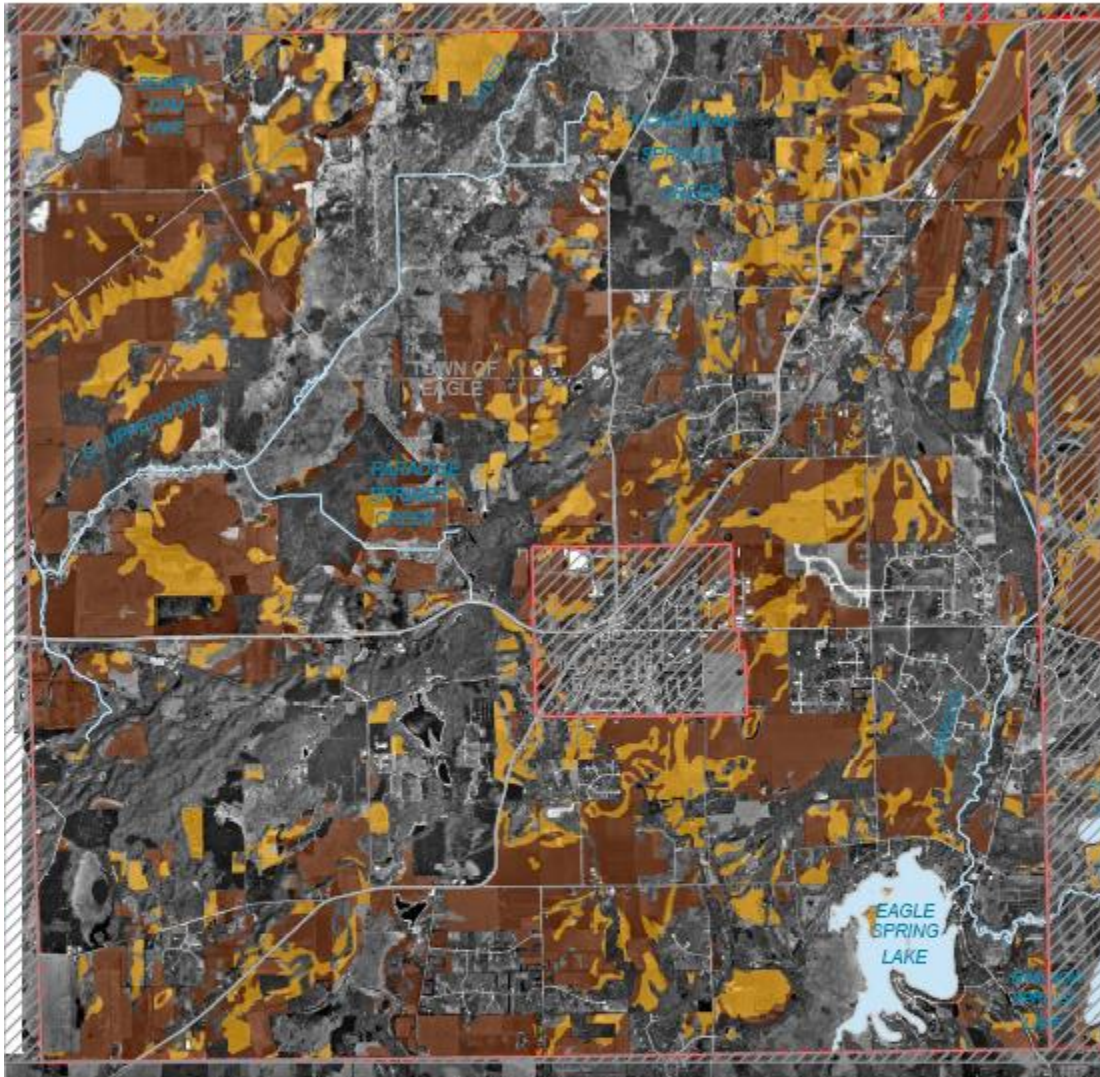
Note: Agricultural land use data from 2000 SEWRPC inventory. All Subdivisions and condominium plats recorded up to March 2005 have been removed.

Source: NRCS, SEWRPC & Waukesha County






MAP 9-2

TOWN OF EAGLE AGRICULTURAL SOILS: 2000



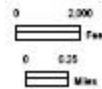
TOWN OF EAGLE

Legend

-  Class I & II Soils
-  Class III Soils
-  Area outside municipality

Note: Agricultural land use data from 2000 SEWRPC inventory. All subdivisions and condominium plats recorded up to March 2005 have been removed.

Source: NRCS, SEWRPC & Waukesha County



Residential Land Use: In the 2000 Land Use inventory the most predominant Urban Land Use was residential, which accounted for 1,757 acres or 62.1 percent of the urban use acres, and 7.8 percent of the total area of the civil division. (See Map 9-3)

Uses Other Than Residential: According to the Southeastern Wisconsin Regional Planning Commission's 2000 land use inventory, other urban land uses consisted of Commercial, Industrial, Transportation, Communication & Utilities, Governmental & Institutional, and Public & Recreational uses. They accounted for 37.9 percent of the urban use acres, but only 4.8 percent of the total area of the Town. The only areas of the Town of Eagle which have commercial type development are near the Village of Eagle or near Eagle Spring Lake. According to the 2000 SEWRPC Land Use inventory commercial type uses accounted for .1 percent or 21 acres of urban area, which represents a minimal use of acreage in the Town. A number of shopping centers, and commercial and industrial parks are available to Town residents in the surrounding area. Industrial uses account for about 19 acres of the urban area of the Town according to the 2000 inventory. The governmental and institutional land use category accounts for 9 acres in 1990 and only 8.0 acres in 2000, and consist of schools, and governmental buildings. The public and recreational type uses represent 250 acres in 2000, or approximately 8.8 percent of the urban uses of the Town. It should be noted that the recreational category does not include the Kettle Moraine State Forest which is owned by the Department of Natural Resources, or similar lands owned by other non-profit organizations.

Rural Land Uses

Rural Land Uses: According to the SEWRPC 2000 land use study, 42.2 percent or 9,463 acres of the rural type uses are designated in the agricultural category. These figures do not include 4,194 acres of wetland or 4,173 acres of woodlands. The farm land category includes crop lands, pasture lands, orchards, nurseries, and special use farms. When SEWRPC delineated these areas, they did not include the dwellings which are classified as rural farmsteads, and are confined to an area of 1 acre which are included in the urban use category. All other buildings are included in the agricultural land category. The Town has a large concentration of Class I & II soils in the northwest portion of the Town.

There are many areas in the Town which have natural resource limitations for development. Those areas are shown on Map 9-4 which designates the wetlands, environmental corridors, hydric soils, poorly drained soils and areas with slopes exceeding 12%.

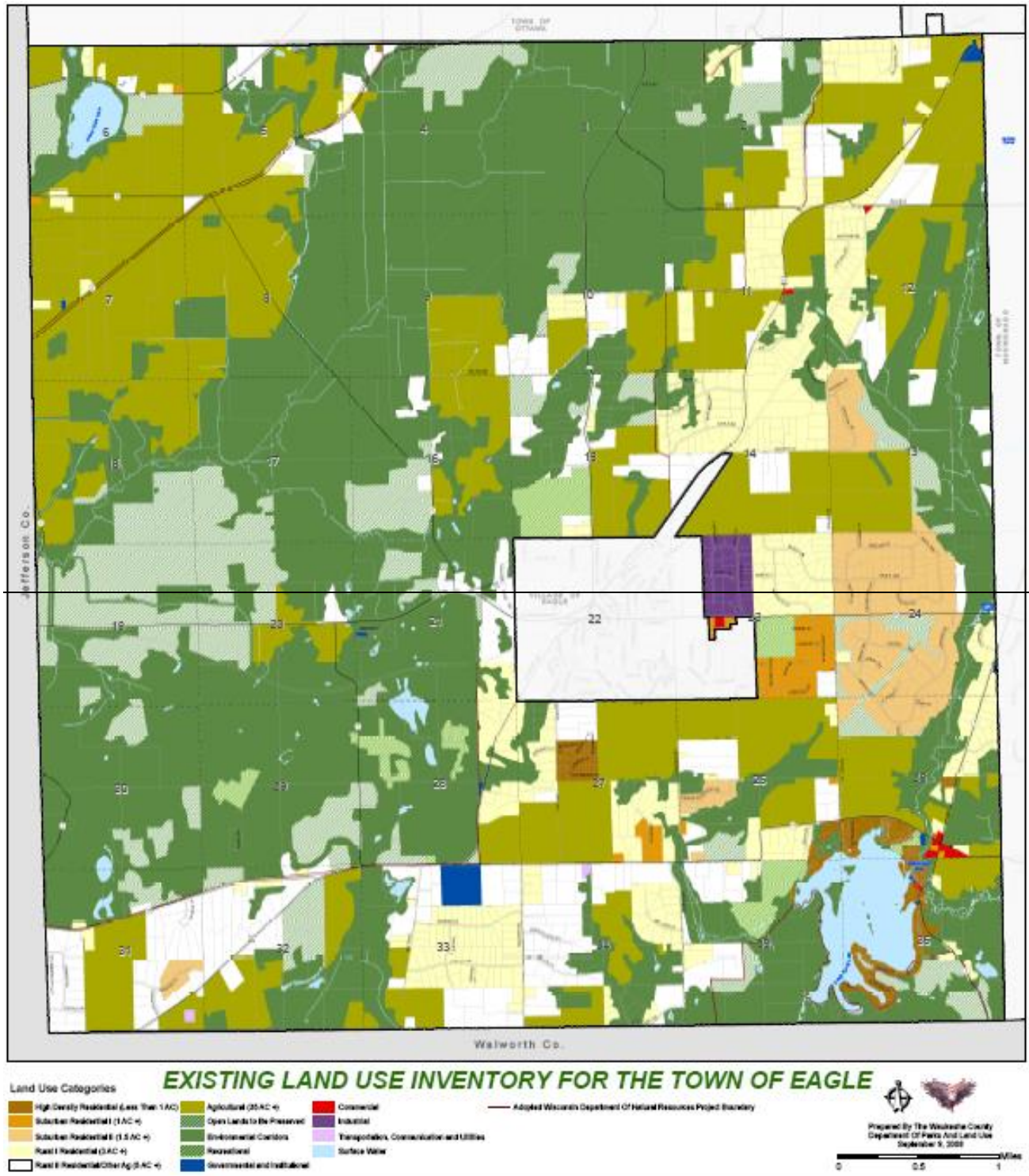
Other areas within the Town which have limitations for development are the areas within the 100 year floodplain (See Map 9-5), wetlands and woodlands (See Map 9-6) and areas with the environmental corridors and isolated natural areas (See Map 9-7).

Limitations of Utilities and Services

As discussed in Chapter 5 of this document, the entire Town is currently served by WE Energies, and there currently is no public water or sewer available to Town residents.

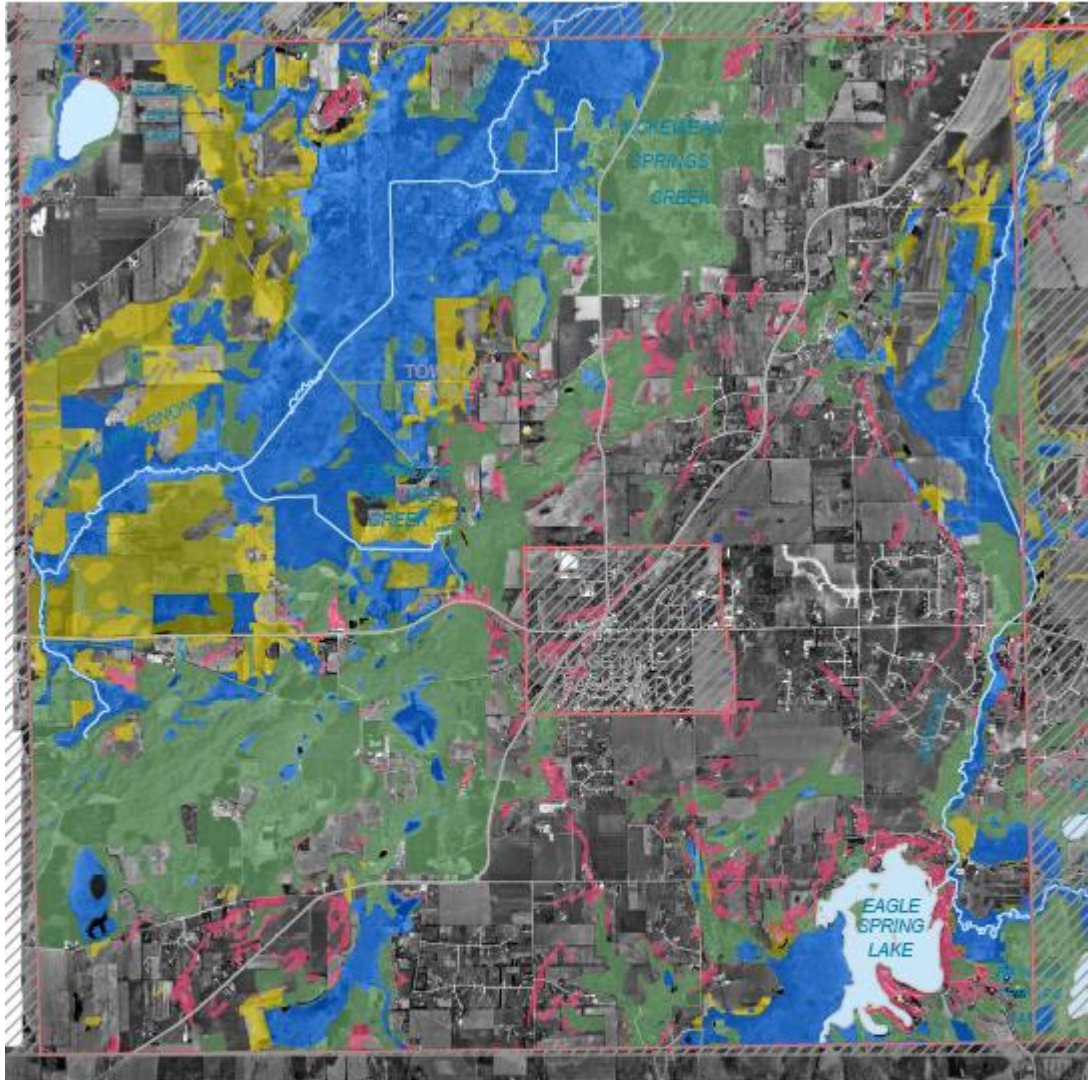
MAP 9-3

TOWN OF EAGLE EXISTING LAND USE INVENTORY: 2008



MAP 9-4

NATURAL RESOURCE LIMITATIONS FOR DEVELOPMENT

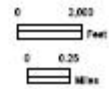


Legend

- Wetlands
- Environmental Corridor
- Hydric Soils
- Poorly Drained Soils
- Slopes > 12%
- Area outside municipality

Source: NRCS, SEWRPC & Waukesha County

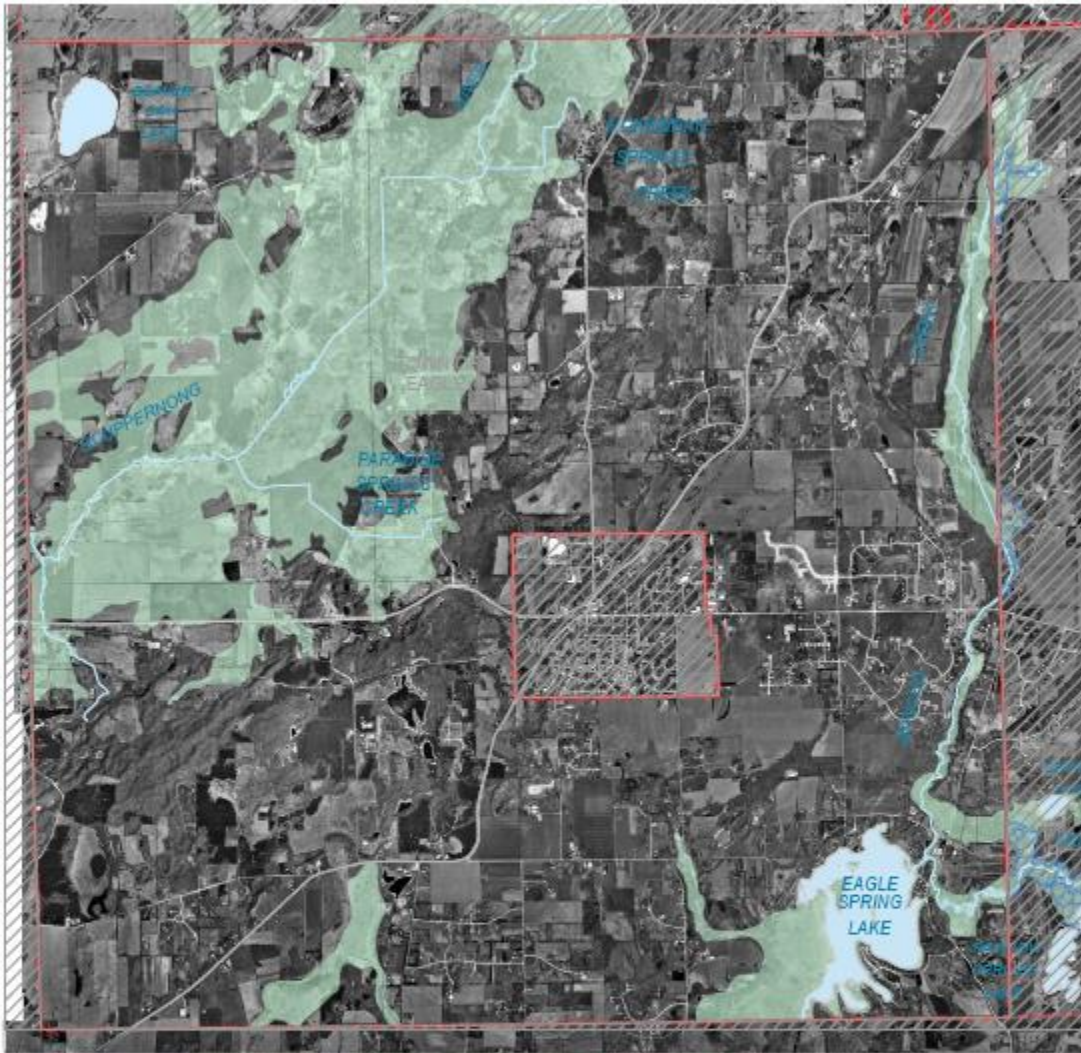
TOWN OF EAGLE



There is a total of 5277 acres of floodplain in the Town, this acreage includes 725 acres of studied floodway, and some of these areas are among the 9,737 acres of Primary Environmental Corridors.




MAP 9-5

GENERAL FLOODPLAIN AREAS IN THE TOWN OF EAGLE



TOWN OF EAGLE

Legend

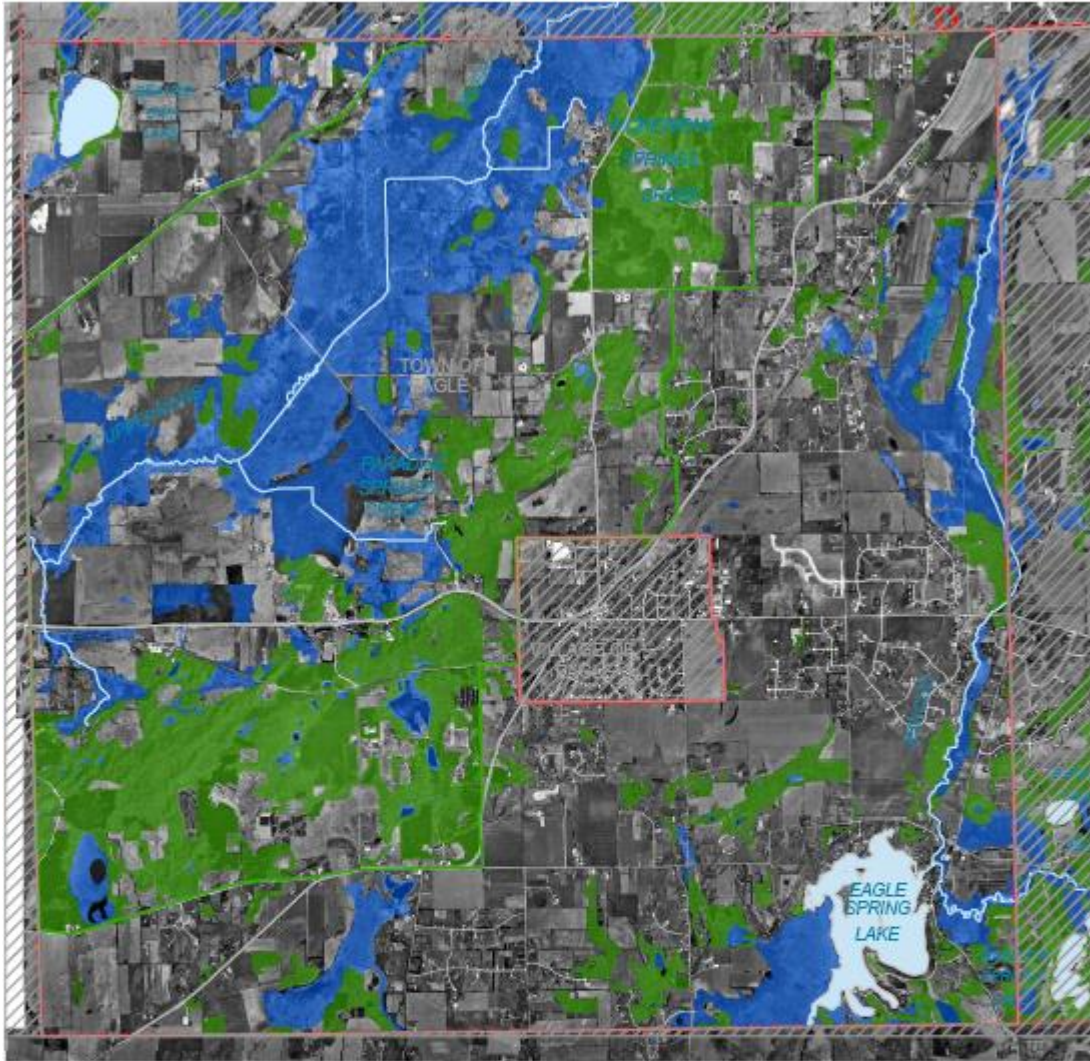
-  SEWRPC Floodplain
-  FEMA Special Flood Hazard Areas
-  Area outside municipality

Source: FEMA, SEWRPC & Waukesha County



MAP 9-6

WETLANDS AND WOODLANDS IN THE TOWN OF EAGLE

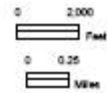


TOWN OF EAGLE

Legend

- Wetlands
- Woodlands
- Area outside municipality

Source: SEWRPC & Waukesha County



Other areas with environmental importance include 236 acres of isolated natural areas and 194 acres of secondary environmental corridors. Many of these areas are designated for public acquisition by the Wisconsin Department of Natural Resources on the adopted County Park and Open Space Plans and the Town's Official Map. Those areas are along the Kettle Moraine State Forest, Mukwonago River, Scuppernong Creek and Eagle Spring Lake.

MAP 9-7

PLANNED ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS: 2000



TOWN OF EAGLE

Legend

Environmental Corridors

-  Primary Environmental Corridor
-  Secondary Environmental Corridor
-  Isolated Natural Resource Area
-  Area outside municipality



Source: SEWRPC and Waukesha County

GENERAL LAND USE REGULATIONS

Regulatory Measures

Land use regulatory ordinances are an important means available to the Town to shape growth and development in accordance with adopted land use objectives. Under the State comprehensive planning law (s.66.1001 Wisconsin Statutes), “beginning on January 1, 2010, official mapping, subdivision regulation, zoning ordinance enacted or amended, and zoning of shorelands or wetlands in shorelands, shall be consistent with” the Town of Eagle’s Comprehensive Plan. Accordingly, even prior to adoption of its comprehensive plan, the Town has undertaken extensive review of the text of their ordinances and is adjusting them as necessary to carry out the various implementation recommendations contained in this Plan. Such changes include rezoning to districts consistent with present uses so as not to pre-zone; consideration of an allotment system to evaluate proposed developments which carry out the recommendations in this Plan; and review of proposed developments for consistency with the recommendation of this Plan.

Town Ordinances Regulating Land Use

Land uses are regulated by the Zoning Ordinance, in Chapter 3 of the Municipal Code of the Town of Eagle, Wisconsin. Land Development activities are regulated by the Land Division Ordinance, which is also in Chapter 3 of the Municipal Code of the Town of Eagle, Wisconsin. The Town adopted, by reference, the Waukesha County Shoreland & Floodland Protection Ordinance in 1996. Additionally, all land disturbing activities, other than those related to 1 and 2 family construction, are regulated by the Town Erosion Control and Stormwater Ordinances. Health regulations in regards to onsite sewage disposal system, restaurants and food service facilities, and animal welfare issues, are regulated by the Waukesha County Code under the direction of the Waukesha County Department Parks & Land Use - Environmental Health Division. Construction of single-family and two-family dwellings is regulated by the Building Code, which references the uniform dwelling code under ILHR, Chapter 20 through 25.

GENERAL ZONING REGULATIONS

The Town of Eagle has adopted village powers and subsequently utilizes the village zoning authority conferred in Section 62.23 of the State Statutes.

Zoning Ordinance

A zoning ordinance is a public law, which regulates and restricts the use of property in order to advance the public health, safety, and welfare. A zoning ordinance divides a community into districts for the purpose of regulating the use of land and structures. The height, size, shape, and placement of structures, and the density of population are regulated. Zoning seeks to confine certain land uses to areas of the community, which are particularly well suited to those uses, thereby encouraging the most appropriate use of land throughout the community. Zoning seeks to assure adequate light, air, and open space for each building; to reduce fire hazard; and to prevent the overcrowding of land, traffic congestion, and the overloading of the utility systems. Zoning also provides an important means for protecting and preserving the natural resource base.

Local zoning regulations include general or comprehensive zoning regulations, and special-purpose regulations, governing floodland and shoreland areas. General zoning and special-purpose zoning regulations may be adopted as a single ordinance, or as separate ordinances; they may or may not be contained in the same document. Any analysis of locally proposed land use must take into consideration the provisions of both general and special-purpose zoning.

The Town of Eagle Zoning Ordinance in effect was originally adopted on August 28, 1990. It has had a number of amendments, and is being updated in 2009 as part of the Comprehensive Plan process. The Town of Eagle Zoning Code is administered by the Town of Eagle, and has jurisdiction in all of the Town of Eagle.

As of 2008, the Town of Eagle Zoning Ordinance had twenty-one (21) different zoning districts. After adoption of the new Zoning Code there will be only thirteen (13) different zoning districts in the following categories: Conservancy, Agricultural, Residential, Business, Manufacturing, and Public. These zoning district's regulations are considered the minimum requirements adopted to promote the health, safety, morals, comfort, prosperity, and general welfare of the residents of the Town of Eagle. Among other purposes, such provisions are intended to provide for: adequate light, air, sanitation and drainage; convenience of access; conservation of wetlands and floodplains; safety from fire and other dangers; promotion of the safety and efficiency of the public streets and highways; aiding in conservation and stabilization of the economic values of the community; preserving and promoting the general attractiveness and character of the community environs; guiding the proper distribution and location of the population in the various land uses; and otherwise providing for the healthy and prosperous growth of the community.

As of 2008, the Town of Eagle Zoning Ordinance has seven agricultural zoning districts: A-C, A-E, A-P, A-T, A-O, A-1, and A-1a. The A-C, A-E, A-P, A-T, and A-1 Districts all require 35 acre minimum lot sizes. The A-1a District permits residential development on three-acre lots created by Certified Survey Maps, or by Planned Unit Development. The proposed 2009 Zoning Ordinance will have two agricultural zoning districts. The A-P District, which combines the uses found in all previous districts requiring 35 acre minimum lot area, and the A-3 District, which allows lots as small as 3 acres in area for agricultural/residential use.

As of 2008, the Town of Eagle Zoning Ordinance has four residential zoning categories, which have lots ranging from a minimum of 20,000 s.f. to five acres in size. Within the Town, much of the vacant lands are zoned RRE-1, Residential Rural Estate District, allowing development by Certified Survey Maps at three acre lot sizes, or by Planned Unit Development. The proposed 2009 Zoning Ordinance will have two residential zoning districts. The R-1 District, which allows lots as small as 1 acre in area, and the R-L District for parcels as small as 20,000 s.f. in area adjacent to Eagle Spring Lake.

As of 2008, the Town of Eagle Zoning Ordinance has three categories of business districts, and two categories of manufacturing districts. These uses are primary located within the Industrial Park on Godfrey Lane, and in a few scattered areas of neighborhood-type businesses. The proposed 2009 Zoning Ordinance will not make any modifications to business or manufacturing districts.

All the environmentally sensitive areas in the Town are preserved in a number of districts. These districts include the U-C Upland Conservancy District, A-C Agricultural Conservancy District, and A-P Agricultural Preservation District. A-P is located mostly in the northwest portion of the Town. The proposed 2009 Zoning Ordinance will consolidate the uses of the A-C District into the A-P District.

The environmentally sensitive areas in both the Town and County Ordinances are also regulated through the use of the C-1 Conservancy District, and A-E Exclusive Agricultural/Conservancy District. Those areas zoned A-E Exclusive Agricultural Conservancy District are presently in

agricultural uses by virtue of either cultivation, or pasturing. If they were not being used for such purposes, they would be classified as conservancy lands, due to inherent wet soil conditions, or the presence of natural vegetation indicative of wet soils. The intent of the A-E District was to identify and regulate existing agricultural uses on those lands. The C-1 Conservancy zoned areas are lands which are considered wetlands, marsh lands, swamps, or 100 year floodplains, and are also under the jurisdiction of the Waukesha County Shoreland and Floodland Protection Ordinance. The proposed 2009 Zoning Ordinance will consolidate the uses of the A-E District into the A-P District.

Specific Zoning Intentions

It is the intention of the Plan Commission and Town Board that planning and zoning should be carried out in such a manner as to preserve rural character.

First, new residential development will be limited to an overall Town density of no more than one dwelling unit per five acres of open land within the Town.

Second, to the extent practicable, dwelling units should be developed by using residential cluster designs, in which dwelling units are grouped together on a relatively small portion of the site. The residential clusters should be limited in size, surrounded by open space, and, as may be necessary, contain open space. The clustered lots should be no larger than necessary to accommodate the residential structures, driveways, and desired yards, including, as necessary, space for an onsite soil-absorption sewage-disposal system and replacement system area.

Third, to the extent practicable, residential clusters should be located in areas which are visually screened from public roadways, so that existing rural vistas are maintained; should be carefully adjusted to topographic and other natural features, taking full advantage of the settings provided by those features without causing undue disturbance; and should be buffered from nearby agricultural and mineral extraction lands, as appropriate, so as to minimize conflicts between farming or mining and residential uses.

Fourth, to the extent practicable, clustering may be accommodated in rural areas through a variety of zoning approaches. Subdivision regulations regarding street improvement standards, storm water management, landscaping, and open space preservation may need revision to adequately promote and regulate cluster development. Residential cluster zoning provisions should require the use of legal restrictions to ensure the preservation of lands which are to be permanently preserved in agricultural or other open space use.

Fifth, other intensive land uses should be limited to uses which are consistent with the rural character of the area or otherwise essential to the area, including, among others, animal hospitals and veterinary clinics, riding stables, and plant nurseries. In general, office, commercial, industrial, and storage uses and the types of retail and service uses that are provided as a matter of convenience and necessity in suburban residential neighborhoods should not be considered appropriate within rural development areas.

Sixth, lands which are not designated for residential or other compatible use, should be retained in general agricultural, natural, and other open space use. Potential agricultural uses include traditional farming, hobby farms, and community supported agriculture. Land not used for farming should be kept free of development, except for recreational trail facilities and access facilities for the benefit of those who own an interest in the land.

Zoning in Suburban Areas

The application of suburban zoning districts that accommodate residential, commercial, industrial, and other suburban development will be done in a manner that is consistent with any recommendations in the comprehensive plan. Lands are generally placed in zoning districts consistent with their existing use. This approach allows the Town to determine whether the proposed development is consistent with the comprehensive plan and its objectives, standards, and principles at the time a project is proposed. Specifically, the Town's Comprehensive Plan will need to be periodically amended to adjust to changing conditions and updated data such as population and economic projections. Pre-zoning lands to match a particular land use plan, can limit the Town's ability to respond to changing conditions. Generally, the Town will zone land for present use, and designate Land Use based on preferred future uses. However, evaluation of new project developments should be reviewed and recommended on the basis of the recommendations contained in this plan, and development should be allowed to occur where it is consistent with the recommendation contained herein.

Zoning in Rural Areas

Zoning in rural areas will be administered in accordance with the Town's Comprehensive Plan, and the rural-area recommendations that follow:

Prime agricultural lands identified in the Town's comprehensive plan will generally be placed into an agricultural zoning district, which essentially permits only agricultural and agriculture-related uses. Such a district provides for a residential density of no more than one dwelling unit per 35 acres, and prohibits incompatible suburban development.

Other areas identified for continued agricultural use in the Town's comprehensive plan are placed into agricultural districts as defined above, or into general agricultural districts with smaller minimum parcel sizes as may be appropriate for smaller agricultural operations, such as hobby farms or other specialty farms.

Areas recommended in the Town's comprehensive plan for rural residential development are placed into a rural residential zoning district that limits development to a density of no more than one dwelling unit per three acres, and that encourages the use of Planned Unit Developments or Conservation subdivision designs to accommodate the permitted development.

Zoning in Environmentally Significant Areas:

Zoning of environmentally significant lands, including primary environmental corridors, secondary environmental corridors, and isolated natural resource areas, will be administered in accordance with the Town's comprehensive plan.

Areas identified as primary environmental corridors, secondary environmental corridors, and isolated natural resource areas occur within both suburban and rural development areas and within prime agricultural areas. Environmental corridors and isolated natural resource areas are placed in a conservancy-related zoning district, depending upon the type and character of the natural resource features to be preserved and protected. All lakes, rivers, streams, wetlands, and associated undeveloped floodlands and shorelands are also placed in conservancy or floodplain protection districts. Upland woodlands and areas of steep slopes are placed in appropriate Upland Conservancy, or Public Districts. Through proper zoning, residential development is generally confined to upland portions of environmental corridors, excluding areas of steep slopes, and is limited to a density of no more than one dwelling unit per five acres, with provision made as may be appropriate for clustering. Zoning applied to the environmental corridors does however, accommodate necessary public facilities, such as crossings by streets and highways, utility lines, and engineered flood control facilities, and requires that the location, design, and development of

the facilities concerned be sensitive to the protection of the existing resource features, and requires that, to the extent possible following construction, disturbed areas be restored to preconstruction conditions.

Official Street Mapping

Official mapping powers, granted to local units of government under Section 62.23(6) of the Wisconsin Statutes, are an important but historically under-utilized plan implementation tool. An official map prepared under Section 62.23(6) can be used to identify precisely, the location and width of existing and proposed streets, highways, historic districts, parkways, railroad rights-of-way, waterways, public transit facilities, airports, and the location and extent of parks and playgrounds. The official map prohibits the construction of buildings and associated improvements on lands that are for future public use identified on the map.

Under Section 80.64 of the Statutes, counties may adopt highway-width maps showing the location and width of proposed new highways and the widths of any highways proposed to be expanded. Such maps serve in a capacity, similar to local official maps, but with jurisdiction limited to streets and highways. By statute, a county highway-width map is in effect in only those municipalities, which act to approve it. The Town of Eagle adopted the Waukesha County Street and Highway Map for all State and County highways by Resolution, on October 15, 2003.

GENERAL STATE LAND DIVISION REGULATIONS

Chapter 236 of the Wisconsin Statutes requires the preparation of a subdivision plat whenever five or more lots of 1.5 acres or less in area are created, either at one time or by successive divisions within a period of five years. The Statutes set forth requirements for surveying lots and streets, for plat review, and approval by State and local agencies, and for recording approved plats. Section 236.45 of the Statutes allows any city, village, town, or county that has established a planning agency to adopt a land division ordinance, provided the local ordinance is at least as restrictive as the State platting requirements. Local land division ordinances may include the review of other land divisions not defined as “subdivisions” under Chapter 236, such as when fewer than five lots are created or when lots larger than 1.5 acres are created.

The subdivision regulatory powers of towns are confined to unincorporated areas. City and village subdivision control ordinances may be applied to extraterritorial areas as well as to the incorporated areas. In accordance with Chapter 236 Wisconsin Statutes, counties have subdivision regulatory authority in towns, cities and villages. The County has approval authority in towns, and is limited to objection authority in cities and villages. It is possible for both a county and a town to have concurrent jurisdiction over land divisions in unincorporated areas, or for a city or village to have concurrent jurisdiction with a town or county in the city or village extraterritorial plat approval area. In the case of overlapping jurisdiction, Chapter 66.0105 Wisconsin Statutes states the jurisdiction over the overlapping area shall be divided on a line all points of which are equidistant from the boundaries of each municipality concerned so that not more than one municipality shall exercise power over any area. Furthermore, a municipality may waive their extraterritorial review authority.

Town Land Division Ordinance

The division of land within the Town of Eagle is regulated by its Land Division Ordinance, which is found in Chapter 3 of the Municipal Code, and was originally adopted on February 9, 1988. The code has undergone numerous changes and up-dates over the years. The Land Division Ordinance has been adopted by the Town for the review and approval of subdivision plats and certified survey maps. The Town's Land Division Ordinance requires formal platting of lands when five or more lots of any size are created within five years.

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

Land division ordinances outline pre-application and preliminary filing procedures for both Certified Survey Maps (CSMs) and Subdivision Plats, and detail who the documents are to be reviewed by. They set forth specific information as to what items are to be contained on plats and CSMs, the construction plans for all streets, public improvements, and the submittal of stormwater, drainage and erosion control plans. Additionally, specific design standards based on street classification, street arrangements, types of streets, street widths, street grades, intersection details, and lot and block designs are contained within the ordinance. To ensure consistent review between the Town and the County the Town has created definitions, and adopted a checklist that matches that of Waukesha County for subdivision plats and Certified Survey Maps.

It should be noted that the existing Waukesha County subdivision control ordinance applies only to the statutory shorelands/floodlands within the Town of Eagle.

In September of 2008, as part of the Land Division and development process, the Town of Eagle officials agreed upon a Development Plan Evaluation method to establish a system to evaluate proposed subdivision developments, and/or multi-family units in the Town of Eagle. This Development Plan Evaluation process will encourage a variety of lot sizes, and encourage the location of development of residential dwellings, which will promote the protection of the natural resource base, such as, soils, lakes, streams, floodplains, wetlands, woodlands, wildlife, and other environmentally sensitive areas. The process will preserve prime agricultural areas in order to maintain the agricultural economy, and insure the preservation of the rural atmosphere of the Town. The process permits the development of property related to the available facilities, such as proposed police protection, emergency services, fire protection, and roads and highways. The Development Plan Evaluation process will also assist in the implementation of the goals and objectives of the Town's Comprehensive Plan, and Zoning Ordinance.

In 2009, the Town of Eagle initiated a process to assure that future development is done incrementally, consistent with the future population planned within this comprehensive plan. This process includes review of items in the Development Plan Evaluation Exhibit 9-1.

EXHIBIT 9-1
DEVELOPMENT PLAN EVALUATION
(For all new developments in the Town of Eagle)

1. How does the development impact the rural character of the Town?
2. Is the development compatible with adjacent existing or planned land uses?
 - a. If not, will it be buffered by berms
 - b. If not, will it be buffered by natural vegetation
 - c. If not, will it be buffered by site-proof fencing
3. Will the development link to adjacent developments with connecting roads?
4. Will the development impede the successful operation of adjacent farms?
5. Does the development remove prime agricultural lands from farming?
6. Does the development remove, alter, or negatively impact environmentally sensitive lands?
7. Does the development design take advantage of the existing topography and natural vegetation, for lot placement, roads, and drainage?
8. Does the development protect or enhance historic resources?
9. Do the lot sizes meet the zoning requirements?
 - a. If not, will the development be done as a cluster development?
10. Will development overburden roadways or cause undue traffic congestion?
11. Is the development served by existing:
 - a. Town roads
 - b. Private wells
 - c. Sewer or private septic system
 - d. On-site storm-water drainage
12. Will development require the addition of:
 - a. New schools
 - b. New roads
 - c. Police protection
 - d. Fire protection
 - e. Garbage collection

OTHER REGULATIONS APPLICABLE TO THE TOWN

Construction Site Erosion Control and Stormwater Management Ordinance

The Town's Erosion Control and Stormwater Management Ordinance became effective on December 19, 2007, and regulates all earth-moving activities in the Town other than those associated with single-family and two-family home construction. The Ordinance requires submittal of an Erosion Control Plan and a Stormwater Management Plan, and the issuance of a permit prior to commencement of land disturbing activities. The type of details required on the plan may vary depending on the amount of land to be disturbed. This Ordinance does allow Waukesha County to have an agreement to enforce the Ordinance within the Town unless the Town elects to enforce the provisions on their own. As of December 31, 1992, Erosion Control Plans were required on all single-family and two-family construction which is to be reviewed and enforced by the Town of Eagle Building Inspector, and the Waukesha County Department of Parks and Land Use - Land Conservation Division, as required.

Building Code

The Town of Eagle administers the "Uniform Dwelling Code" which defines construction standards and inspection procedures as outlined in the "Wisconsin Administration Code, Department of Industry, Labor and Human Relations", Chapters 20 through 25.

Health Code

The Waukesha County Department of Parks and Land Use, Environmental Health Division, is in charge of administering all portions of the "Waukesha County Code", pertaining to public and community health issues in the Town of Eagle, insofar as possible to prevent the creation of nuisances, sources of filth and conditions menacing the public health, and to promote the safety, health, comfort, and general welfare of the people of the Town.

Floodland Zoning

Section 87.30 of the Wisconsin Statutes requires that counties, with respect to their unincorporated areas, adopt floodland zoning to preserve the floodwater conveyance and storage capacity of floodplain areas, and to prevent the location of new flood damage-prone development in flood hazard areas. The minimum standards, which such ordinances must meet, are set forth in Chapter NR 116 of the Wisconsin Administrative Code. The required regulations govern filling and development within a regulatory floodplain, which is defined as the area subject to inundation by the 100-year recurrence interval flood event, an event which has a one percent probability of occurring in any given year. Under Chapter NR 116, local floodland zoning regulations must prohibit nearly all forms of development within the floodway. It should be noted that towns in Waukesha County may enact floodland zoning regulations which may be more restrictive than those in the Waukesha County Shoreland and Floodland Protection Zoning Ordinance. Note: The Town does not have its own Shoreland/Floodland Ordinance and defers to the County to regulate such areas.

Waukesha County Shoreland /Floodland Zoning

The Waukesha County Shoreland & Floodland Protection Ordinance (SFPO), which became effective on July 16, 1970, has jurisdiction within 1000 feet of any lake, pond, or flowage, 300 feet of any stream or river, or the landward side of the floodplain if it is a greater distance. Areas under the jurisdiction of the Waukesha County SFPO, are indicated as Department of Natural Resources wetlands on the final Wisconsin Wetland Inventory maps, dated September 6, 1984. All shoreland/floodland areas within the Town of Eagle are regulated in accordance with the Waukesha County SFPO, which under Wisconsin law is administered by the Waukesha

County Department Parks & Land Use - Planning and Zoning Division staff. The 2009 Waukesha County Comprehensive Development Plan also incorporates Shoreland and Wetland Zoning requirements of Wisconsin Statutes Section 59.971, and those requirements found in Wisconsin Administration Code, Chapter NR 115 into the existing Shoreland/Floodland Ordinance. Any development within the Town that occurs within designated Shoreland/Floodland or Wetland areas falls under the jurisdiction of the County's review. For more information contact the Waukesha County Planning and Zoning Division staff.

In 2007, the Federal Emergency Management Agency (FEMA) and the Wisconsin Department of Natural Resources (DNR) released preliminary drafts of new Flood Insurance Rate Maps (FIRMs) for Waukesha County. These maps serve to identify properties eligible for FEMA's Flood Insurance program, and serve as the basis for the County floodplain zoning ordinances.

Proposed Land Use Plan by Classification

The Southeastern Wisconsin Regional Planning Commission and Waukesha County have set a goal that in the rural areas of the County (those areas outside of proposed sewer service areas) the overall density of the development on the individual community land use plan shall not exceed one unit per five acres overall. As part of overall density calculation, communities are allowed to obtain credit for all publicly owned lands, those lands currently owned by the state of Wisconsin, Waukesha County, and the local municipality.

Additionally, if Conservation Organizations within the Town own parcels which are prohibited from being developed, or there are permanent conservation easements on properties, those areas would also be allowed to be used toward the overall one unit per five acre density. The intent of the long range plan is that land is designated, or allowed to be developed, as is necessary in order to meet the Town's planned population through 2035, and provide for the necessary amount of living units to accommodate that population. However, Town officials have agreed that ~~ø~~ some type of growth control mechanism should be in place, which limits the amount and rate of growth to that which is planned for the year 2035.

According to the Town's planned population and the projected living units there will be approximately 330 new living units in the Town through the year 2035. Furthermore, the Zoning Code and Land Division Ordinance regulate both single family and multi-family developments.

PROJECTED LAND USES 2035

Based on current trends and an assumption of approval of most development proposals, the Wisconsin Department of Administration has projected 5,554 persons in the Town of Eagle by the year 2035, which is an increase of 1,975 people, or 665 households. These 665 households would add an average of 23.75 dwellings to the landscape per year. However, roughly 45% of the available land area within the Town is designated as surface water, wetland, woodlands, or open lands to be preserved, and much of this land is within the State Forest, thus is not eligible for development. Therefore, the projected population growth in the Town of Eagle has been modified to account for this fact. The Eagle Advisory Committee has recommended designating enough land for approximately 330 future residential dwelling units, and an estimated increase in population of only 980 persons through the year 2035. (Map 9-8) More discussion regarding population estimates can be found in Chapter 2, on page 2-8 and in Table 2-8.

As discussed in the Economic Element in Chapter 7, the Town does not foresee large additional areas for commercial uses, but has provided for a second industrial/business park in the Town near the Village of North Prairie. Other projected land uses in the Town and among adjacent communities are provided in Table 9-2.

Table 9-2
PROJECTED LAND USES IN THE GREATER EAGLE AREA BY COMMUNITY: 2035

Community	Urban Land Uses																			
	Commercial and Office Park		Governmental and Institutional		Highway Rights of Way		Industrial		Landfill		Mixed Use		Recreational		Residential		Transportation, Communication and Utilities		Subtotal	
	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total
Town of Eagle	11	0.0	52	0.2	0	0.0	124	0.6	0	0.0	196	0.9	1,792	8.0	*2,747	*12.4	471	2.1	*5,393	*24.2
Town of Mukwonago	63	0.3	40	0.2	0	0.0	2	0.0	0	0.0	21	0.1	804	4.0	5,389	27.1	314	1.6	6,633	33.3
Town of Ottawa	11	0.1	193	0.9	0	0.0	6	0.0	0	0.0	0	0.0	862	4.0	3,129	14.4	290	1.3	4,491	20.6
Village of Eagle	41	4.6	71	8.0	0	0.0	65	7.3	0	0.0	0	0.0	33	3.7	624	70.1	45	5.1	879	98.8
Village of Mukwonago	515	12.9	146	3.7	0	0.0	285	7.1	0	0.0	0	0.0	179	4.5	1,782	44.6	262	6.6	3,169	79.4
Village of North Prairie	44	2.5	22	1.2	0	0.0	176	10.0	0	0.0	105	6.0	263	14.9	984	55.8	49	2.8	1,643	93.2
Waukesha County	8,897	2.4	8,354	2.2	0	0.0	13,038	3.5	1,091	0.3	1,967	0.5	15,434	4.2	129,346	34.8	12,850	3.5	190,978	51.4

Community	Non-Urban Land Uses																	
	Extractive		Other Open Lands to be Preserved		Primary and Secondary Environmental Corridor and Isolated Natural Resources Area		Prime Agricultural		Rural Density and Other Agricultural Land		Surface Water		Subtotal		Total Area			
	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total	Acres	% of Total		
Town of Eagle	0	0.0	788	3.5	9,475	42.5	1,445	6.5	*4,871	*21.9	315	1.4	*16,894	*75.8	22,287	100.0		
Town of Mukwonago	0	0.0	1,215	6.1	6,470	32.5	0	0.0	4,904	24.6	690	3.5	13,279	66.7	19,912	100.0		
Town of Ottawa	720	3.3	1,836	8.4	9,939	45.6	1,118	5.1	3,211	14.7	482	2.2	17,306	79.4	21,797	100.0		
Village of Eagle	0	0.0	0	0.0	9	1.0	0	0.0	0	0.0	2	0.2	11	1.2	890	100.0		
Village of Mukwonago	0	0.0	156	3.9	582	14.6	0	0.0	0	0.0	86	2.2	824	20.6	3,993	100.0		
Village of North Prairie	0	0.0	0	0.0	103	5.8	0	0.0	0	0.0	17	1.0	120	6.8	1,763	100.0		
Waukesha County	4,930	1.3	16,018	4.3	87,469	23.5	10,341	2.8	44,273	11.9	17,536	4.7	180,567	48.6	371,545	100.0		

SOURCE: Waukesha County Comprehensive development Plan Chapter VII

* Indicates adjusted acreage based on the Town of Eagle's revised residential housing growth projections

LAND USE MAP

The Land Use Map is the graphic expression of growth patterns determined through the planning process. It is intended that the Land Use Map will be used in tandem with the Goals and Policies to produce sound land management for the Town of Eagle.

The Land Use Map indicates only future uses of the land. When the Land Use Map was being prepared, the major concern was not what zoning categories or provisions would be tied to the Land Use categories. The establishment of zoning categories to accomplish the uses of land was not part of this comprehensive planning process. The Land Use Plan makes no zoning assumptions regarding restrictions on the number of animals allowed per acre, height of buildings, floor area of houses, or setbacks.

For mapping, two initial general designations were established. First, the majority of lands west of the Forest were categorized in Agricultural Land Use because of distance from transportation modes and absence of development. Second, all existing residential uses were categorized as Residential Land Use.

The Agricultural Land Use category applies to lands intended for continued farming operations, regardless of location. Farmers whose lands fall into this category are encouraged to join in the pursuit of certification for participation in the Wisconsin Farmland Preservation Program.

This plan also establishes the “Other Agricultural Lands” and “Rural Residential II” categories to encourage continued farming operations, while allowing residential use when the need for additional development arises. Lands designated as “Other Agricultural Lands” or “Rural Residential II” on the Land Use Map, and zoned in an Agricultural Zoning District, may be rezoned into a Residential Zoning District as the need for such rezoning is identified by the property owner, and approved by the Town. It is further recognized that any lands designated on the Land Use Map as “Other Agricultural Lands” or “Rural Residential II” may eventually be zoned into a Residential Zoning District.

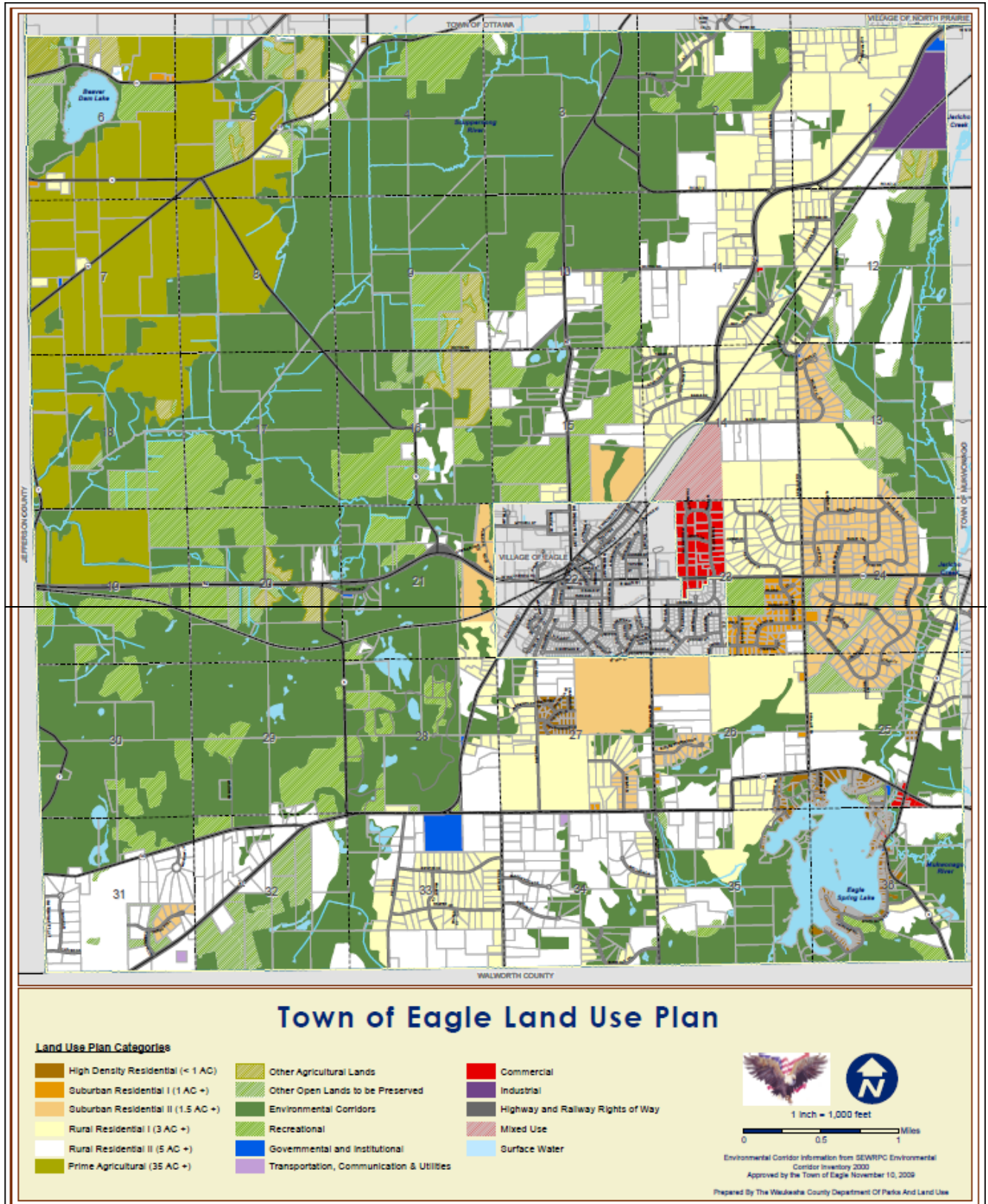
It is recognized that several development corridors or areas already exist because of existing development, and proximity to transportation. These areas are along CTH “LO”, CTH “NN”, STH 59 and STH 67, and around Eagle Spring Lake. The Town has also identified natural areas and historic sites to be preserved, often within these developed or developing areas.

Commercial and/or industrial growth will be encouraged to locate on lands designated Commercial, Industrial, or Mixed Use on the Land Use Map.

Sites for other governmental uses will be considered based on the findings of a future independent study. They are likely to be located with respect to future residential growth.

MAP 9-8

TOWN OF EAGLE LAND USE MAP: 2035



GENERAL DEFINITIONS

“Commercial and Office Park” development is land devoted to retail, office, service activities, general business activities, and/or research and development and related off-street parking.

“Extractive” land use is an area devoted primarily to the extraction of sand, gravel and stone and related activities. Mineral extraction is recognized as an interim land use. Future land use following the extraction activity will be subject to future plan amendments consistent with the planning standards and objectives contained in Chapter 3, and adjoining land uses.

“Governmental and Institutional” development is an area for government and public and private institutional buildings, facilities and grounds such as schools, churches, libraries, cultural facilities, nonprofit charitable organizations, hospitals, and police and fire stations, that have a direct bearing on the quality of life and on public safety.

“Highway and Railway Rights of Way” are federal, state, and county highways, railroad rights-of-way, and parking associated with transportation systems.

“Industrial” development is land devoted to manufacturing, wholesaling, storage activities and related off-street parking and may include office uses or take the form of a business park.

“Isolated Natural Resource Areas” are smaller pockets of natural resource elements that are isolated from primary and secondary environmental corridors, and have environmental value in the areas in which they are located and more specifically defined in SEWRPC Technical Record Vol. 4, No. 2, March 1981.

“Landfill” development is area devoted to licensed waste disposal operations.

“Mixed Use” development is development that may contain certain combinations of residential, recreational, public, institutional, office, retail, service, light industrial, research and development, and/or other commercial uses. Such combinations may take the form of a business park, or a residential area with small retail uses.

“Other Open Lands to be Preserved” are lands usually adjacent to, but outside, identified primary and secondary environmental corridors and isolated natural resource areas, including lands within the 100-year recurrence interval floodplain, open lands within existing County or State park and open space sites, and lands covered by soils with a high water table, poorly drained soils, or organic soils.

“Primary Environmental Corridor” is an area of woodlands, wetlands, prairies, surface water, and wildlife habitat that represent a composite of the best remaining elements of the natural resource base and more specifically defined in SEWRPC Technical Record Vol. 4, No. 2, March 1981.

“Prime Agricultural” is lands in agricultural use, unused/open lands, primary/secondary environmental corridor or isolated natural areas and within a 5 square mile contiguous area (including adjacent counties) that meet all of the following criteria: 1) is outside of any planned sewer service area boundary; 2) 75% is agricultural or open/unused land use; 3) 50% is Class I or Class II soils which meet Natural Resources Conservation Service standards; and 4) 75% consists of land ownership parcels of 35 acres or more. A description of the origin of this definition is presented in Chapter 2 of the Waukesha County Comprehensive Development Plan, and the county recommends that residential development should occur at a density of no more than one dwelling unit per 35 acres.

“Recreational” land use is an area devoted to public and private general use recreation including golf, baseball, swimming, tennis, ice skating. In addition, recreational lands include natural resource-based education and self-actualized recreational activities such as hiking, camping, picnicking, skiing and horseback riding.

“Rural Density and Other Agricultural Land” consists primarily of farm and related open lands which do not meet the criteria for classification as prime agricultural lands, but which are nonetheless proposed to be retained in rural land uses. Rural land uses include continuation of existing farming activity; creation of smaller farms, including hobby farms, horse farms, or other specialty farms; and rural density residential development. Rural density residential development occurs at a density of no more than one dwelling unit per three or more acres. When accommodated through conservation subdivision designs, only a fraction of the total site area is intensively developed as home sites, the balance being retained in permanent open space use, achieving the overall rural density.

“Rural Land” or “rural development” is sparsely developed areas where land is used primarily for farming, very low density residential uses (no more than one dwelling unit per three acres), or other open spaces uses, and includes environmental corridors and isolated natural resource areas.

“Secondary Environmental Corridors” are areas containing a variety of natural resource elements, often remnant resources from primary environmental corridors, which have been developed for intensive urban or agricultural purposes, creating these smaller, yet significant corridors and more specifically defined in SEWRPC Technical Record Vol. 4, No. 2, March 1981.

“Suburban Density” residential development is residential development at a density of less than 3.0 acres of area per dwelling unit. Such development in the Town is neither truly urban nor rural in character.

“Transportation, Communication and Utilities” land uses include areas used for highway right-of-way, railroad rights-of-way, airports, utility and communication facilities, electrical substations, water towers, and communication (cell) towers. Uses in this category have a direct bearing on the quality of life and on public safety.

“Urban Density Residential Development” according to Waukesha County includes the following density ranges: “high density” (less than 6,000 square feet of area per dwelling unit); “medium-density” (6,000 – 19,999 square feet of area per dwelling unit); and “low-density” (20,000 square feet to 1.4 acres of area per dwelling unit). The term “urban service area” refers to areas that are intended to accommodate urban development insofar as they are served by basic urban services and facilities, including public sanitary sewer service, public water supply service and a local park, school, and shopping area.

“Urban Land” or “Urban Development” is intensively developed areas devoted to urban-density residential, commercial, industrial, governmental and institutional, recreational, mixed use, transportation and utility and communication uses that are serviced by public infrastructure such as sewer, water and public transit.

The Specific Land Use Categories that follow are consistent with the above General Definitions.

LAND USE CATEGORIES

To provide a diversity of land uses within the Town of Eagle, seventeen land use categories were developed. Each category allows for specific land uses, and provides for a minimum desired land area.

High Density Residential

This category includes existing residential lots and existing residential subdivisions consisting of lots primarily less than 1 acre in area. These areas, which are found predominantly adjacent to Eagle Spring Lake, are recommended for continued use, but no additional high density development will be permitted.

Suburban Residential I

This category includes existing or proposed residential lots and existing or proposed residential subdivisions consisting of lots a minimum of one (1) acre in area. These areas are recommended for continued use as medium density residential development, but no additional development is encouraged unless it is adjacent to the Village.

Suburban Residential II

This category includes existing residential lots and existing residential subdivisions consisting of lots a minimum of one and one half (1.5) acres in area. These areas are recommended for continued use as medium density residential development, but no additional development is encouraged.

Rural Residential I

This category includes existing or proposed individual residential lots and existing or proposed residential subdivisions consisting of lots a minimum of three (3) acres in area. These areas will be considered for residential development because of private sanitary systems suitability and absence of abundant prime agricultural soils, steep slopes, and significant natural resources. This category will permit limited agricultural use.

Rural Residential II

This category includes existing or proposed large individual residential lots. The parcels include significant amounts of open space, natural areas, and/or agricultural lands. These areas consist of lots a minimum of five (5) acres in area.

Other Agricultural Lands

This category includes large individual lots that are currently being farmed, or that are generally favorable for agricultural use. These areas consist of lots a minimum of thirty-five (35) acres in area, that may possess limited steep slopes and prairie, and that do not qualify as Prime Agricultural land. These areas may be considered potentially developable lands.

Prime Agricultural

This category includes large individual lots with areas currently in agricultural use. These areas consist of lots a minimum of thirty-five (35) acres in area. They possess important farmlands and the absence of significant steep slopes and prairie. These areas are recommended for Agricultural Land Preservation zoning in order that farmers may participate in programs such as the Wisconsin Farmland Preservation Program, or other agricultural land preservation programs. In addition, Prime Agricultural Lands meet specific criteria listed in the "Prime Agriculture" definition above.

Other Open Lands to be Preserved

This category includes lands not suited or intended for development. They may include lands within the 100-year recurrence interval floodplain, open lands within existing Town, County, or State park and open space sites, and lands covered by soils with a high water table, poorly drained soils, or organic soils. These lands have no minimum land area requirement.

Environmental Corridors

This category includes primary and secondary environmental corridors, and isolated natural resources, and contains both Lowland and Upland Conservancy areas. An environmental corridor designated within a residential or agricultural area shall require a zoning density of no more than 1 dwelling per 5 acres in order to control for erosion and sedimentation, promote and maintain the beauty of the Town, and minimize the impact of development in that particular portion of a parcel.

Recreational

This category includes lands devoted to public and private general use recreation including: golf, baseball, swimming, and tennis. In addition, recreational lands include natural resource-based education and self-actualized recreational activities such as hiking, camping, picnicking, skiing, and horseback riding.

Governmental and Institutional

This category includes lands for government, public and private institutional buildings, facilities, and related activities, as well as related off-street parking.

Transportation, Communication, and Utility

This category includes areas devoted to public and private infrastructure.

Highway and Railways

This category includes highway rights-of-way under Federal, State or County jurisdiction, as well as railroad rights-of-way, and any parking associated with these transportation systems.

Commercial

This category includes retail, office, general business, research and development, and service activities, as well as related off-street parking. These areas should abut State or County highways, and be adjacent to other related uses. These areas should be in the vicinity of existing and proposed residential development, and may be allowed to develop for commercial use, if suitable for septic tanks or other acceptable sanitary systems, and if in the absence of prime soils, steep slopes or natural resources. (except in the case when the commercial development uses a natural resource).

Industrial

This category includes land devoted to manufacturing, wholesaling, and storage activities as well as related off-street parking, and may include office uses or take the form of a business park. These areas may be developed if suitable for septic tanks or other acceptable sanitary systems, and in the absence of prime soils, steep slopes or natural resources. They should be located such that they are buffered from commercial or residential development and will not require spot zoning or significant public service expenditures.

Mixed Use

This category includes development that could contain a combination of public, recreational, institutional, office, retail, service, light industrial, research and development, and/or other similar uses, and may take the form of a business park. New mixed-use development under this category may contain a residential component.

Surface Water

This category includes areas designated as lakes, ponds, rivers, streams, and creeks, and includes both natural and man made sources of surface water that are considered navigable water.

DEVELOPMENT DESIGN CONSIDERATION

Design considerations pertaining to the residential development areas, environmentally sensitive areas, and other land use areas are discussed below.

Residential Development Areas

One consideration as it pertains to the proposed residential development areas, is the preparation of detailed development plans for the residential neighborhoods where significant growth is expected. While such plans may vary in format and level of detail, they should generally address the following:

Developer Considerations:

- Designate future collector and land access street locations and alignments, pedestrian paths and bicycle ways, and, as appropriate, the configuration of individual blocks and lots.
- Identify environmentally significant areas to be preserved consistent with the Town plan.
- Indicate areas to be reserved for storm-water management and utility easements.
- The neighborhood planning process should make full use of the many design concepts that can enhance the living environment and increase efficiency in the provision of residential services and facilities and in travel patterns. Among the design concepts available for consideration are:
 1. *Mixed-Used Development*: Residential development in mixed-use settings can provide a desirable environment for a variety of household types seeking the benefits of proximity to places of employment as well as civic, cultural, commercial, and other urban amenities. Examples of mixed-use settings include dwellings above the ground floor of commercial uses and residential structures intermixed with, or located adjacent to, compatible commercial, institutional, or other civic uses.
 2. *Traditional Neighborhood Development*: The term “traditional neighborhood development” refers to pedestrian-oriented, mixed-use neighborhoods characterized by a street system and street-oriented setbacks and building designs. The overall design, including the layout of streets, encourages walking and bicycling as alternatives to automobile transportation within the neighborhood.
 3. *Residential Cluster Development or Conservation Design Development*: A residential development pattern characterized by a unified site design for a number of housing units, clustering buildings and providing common open space, potential density increases, and a mix of building types. It permits the planning of a project and the calculation of densities over the entire development, rather than on an individual lot-by-lot basis. Additionally, these types of residential development can create more open space within developments, protect the rural atmosphere, and cause less need for infrastructure, such as roads, and storm-water management facilities, and utility easements.

Town Considerations:

- Manage availability of residential lots using regulations and guidance in the Land Division ordinance, in order to determine if new residential development is appropriate
- Further classify residential areas as to structure type and density, with the mix of housing structure types and lot sizes resulting in an overall density for the neighborhood consistent with that recommended in the Town plan.
- Identify specific sites for neighborhood parks, schools, and retail and service centers which are recommended on a general-site-location basis in the Town plan.
- The Town should consider revising its RLO Residential Lake District, to accommodate existing substandard lots of record, using the special exception process. Approval of the Zoning Board of Appeals would be based on specific maximum coverage, and requiring vegetative buffers, so reconstruction can occur.

In Planned Unit Developments the Town supports the idea of smaller lots, as long as the overall density is maintained. Because of the natural resources of the area, the Town does not see the need to provide an increase in density as a trade-off in order to achieve more sustainable development design that conserves natural features. In order for a development to qualify for a decrease in allowed lot size, the following criteria must be met.

1. The development plan for a given site must incorporate an absolute minimum of 20 percent of the site in common open space to be owned by the property owners, and placed in recreational use or public open space. In calculating open space, not more than 20% of the areas in floodplain or wetland, which would be preserved anyway, may be counted toward the 20 percent of total open space area.
2. All Environmental Corridors, including primary and secondary environmental corridors, and isolated natural resource areas, will allow for development at a density not greater than one unit per five acres.
3. Primary environmental corridors, secondary environmental corridors, isolated natural resource areas, wetlands and floodplains must be protected to the greatest extent practicable and shall be incorporated into protected open space. If any portion of the above resources will be located on a private lot, said resource must be protected with a protective covenant or restriction. Sites that do not contain significant natural features may be conducive to prairie or wetland restorations or may be enhanced with the establishment of landscaped open spaces.

OTHER LAND USE AND DEVELOPMENT CONSIDERATIONS

Official Land Use Mapping

Adoption of a Town official map can contribute significantly to the implementation of the recommended land use plan. The Town should prepare and adopt its official map pursuant to Section 62.23(6) of the Wisconsin Statutes, showing thereon lands needed for future public use such as streets and parks and playgrounds. The official map should be amended from time to time to incorporate the additional street and other public land requirements identified in any detailed development plans, or rural area development plans.

Park and Open Space Implementation

Achievement of the outdoor recreation and open space preservation objectives of the land use plan requires continued public interest acquisition of land for outdoor recreation and open space uses. The County Park and Open Space Plan recommends public interest acquisition (that is, acquisition by local, county, state and federal government and by private conservancy interests) of land for recreation and resource protection purposes. The Regional Natural Areas and Critical Species Habitat Protection and Management Plan also includes recommendations for public interest acquisition for most of the natural areas and critical species habitat sites identified in that plan. Moreover, cities, villages, and towns may acquire other lands for park and open space purposes as recommended in local comprehensive or park and open space plans. Each of the concerned units and agencies of government should continue or begin land acquisition programs in accordance with such plans. Private conservancy organizations are encouraged to supplement public open space acquisition efforts, as appropriate, to ensure the preservation of important natural areas. This will be detailed in Chapter 4 – Agricultural, Natural, and Cultural Resources.

The Need For A Comprehensive Trail Facility System Plan

The Town of Eagle supports the regional bicycle way system plan prepared by the Southeastern Wisconsin Regional Planning Commission as shown in Maps 8-18 and 8-19 of their plan.

Some of the facilities indicated in their detailed system plan would likely be a shared-use asphalt path, that serves a multi-purpose function as a pedestrian pathway, a bikeway, and a recreation trail. These types of facilities should ultimately assist in connecting, and providing safe and convenient access to, significant built and natural features of the study area for both recreational and transportation purposes. Such facilities will further help reduce air pollution, reduce energy consumption, encourage outdoor recreational pursuits, improve public health, reduce transportation costs, and provide for convenient travel between residential areas and support facilities of neighborhood and community-wide importance, such as schools, parks, the library and Town Hall, shopping areas, and employment areas.

Support for the existing SEWRPC overall plan reduces needless duplication and improves overall efficiency and helps in the decision-making process in determining the necessary easement or right-of-way widths needed to accommodate such facilities adequately. Support for the plan could help the Town channel local funds efficiently, and could also enable the Town to qualify for potential government assistance programs and funding.

The Town should work with surrounding communities, Waukesha County, and the Wisconsin Department of Transportation to insure that, as the trail facilities are planned and developed throughout the County and specifically in the Town of Eagle, that adequate connections with surrounding facilities are established.

Transfer of Development Rights

Under transfer-of-development-rights programs, or “TDR” programs, the right to develop a specified number of dwelling units under existing zoning may be transferred from one parcel, which would be maintained in open space use, to a different parcel, where the number of dwelling units permitted would be correspondingly increased. When the parcels are held by the same owner, the development rights are, in effect, simply transferred from one parcel to the other by the owner; when the parcels are held by different landowners, the transfer of development rights involves a sale of rights from one owner to another, at fair market value. In either case, the result is a shift in density away from areas proposed to be maintained in farming or other open use toward areas recommended for development. The transfer of development rights may be permanent or may be for a specific period of time or set of conditions.

The transfer of development rights may be implemented only if authorized under County or Town zoning. To enable the transfer of development rights, the zoning ordinance must establish procedures by which the TDR technique will be administered, including the formula for calculating the number of residential dwelling units which may be transferred from the “sending” area to the “receiving” area. The zoning district map must identify the sending and receiving areas, or at least identify the districts within which development rights can be transferred from one parcel to another. As of 2007, the Waukesha County Zoning Code contains provisions for the transfer of development rights, but the Town has yet to adopt such language. As part of the Town’s annual review process, it is hoped that this development option will be further evaluated in the future.

Municipal Boundary and Utility Extension Agreements

The recommendations of the land use plan concerning the location and density of new suburban development are formulated without regard to the location of village, and town boundaries. Rather, those plan recommendations are based upon a consideration of such factors as the location of existing utility infrastructure, including public water supply systems; the location of environmentally sensitive lands; and the availability of lands considered to be suitable for suburban development. Where villages own and operate essential public utilities, not provided by adjacent towns, the plan assumes that villages will either annex unincorporated territory recommended in the plan for suburban development and provide extensions of essential utility services to serve such development, or that the villages will reach agreement with adjacent unincorporated towns on the extension of those essential services without the need for annexation and municipal boundary change.

The Wisconsin Statutes establish a number of arrangements for cooperation among communities with regard to sharing of municipal services and cooperatively determining community boundaries, as indicated below:

- Section 66.0301: This section of the Statutes provides broad authority for intergovernmental cooperation among local units of government with respect to the provision and receipt of services and the joint exercise of their powers and duties.

- Section 66.0307: This section of the Statutes allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan, subject to oversight by the Wisconsin Department of Administration. Section 66.0307 envisions the cooperative preparation of a comprehensive plan for the affected area by the concerned local units of government and prescribes in detail the contents of the cooperative plan. Importantly, the cooperative plan must identify any boundary change and any existing boundary that may not be changed during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change shall or may occur; and specify arrangements for the provision of sub-urban services to the territory covered by the plan.
- Section 66.0225: This section of the Statutes allows two abutting communities that are parties to a court action regarding an annexation, incorporation, consolidation, or detachment, to enter into a written stipulation compromising and settling the litigation and determining a common boundary between the communities.

Cooperative approaches with both the Village of Eagle and the Village of North Prairie to identify future corporate limits, and the extension of suburban services, can contribute to attainment of the suburban growth recommended in the Waukesha County Land Use Plan. Conversely, failure of neighboring civil divisions to reach agreement on boundary and service extension matters may result in development contrary to the plan - for example, by causing new development to leap past logical suburban growth areas where corporate limits are contested, to outlying areas where water supply services are not available. Accordingly, it is recommended that the Town of Eagle cooperatively plan for future land use, civil division boundaries, and the provision of potential future suburban services, as provided for under the Wisconsin Statutes, within the framework of its land use plan.

Municipal Revenue Sharing

Additional opportunity for intergovernmental cooperation is provided under Section 66.0305 of the *Wisconsin Statutes*, entitled “Municipal Revenue Sharing.” Under this statute, two or more cities, villages, and towns may enter into revenue sharing agreements, providing for the sharing of revenues derived from taxes and special charges. The agreements may address matters other than revenue sharing, including municipal services and municipal boundaries. Municipal revenue sharing can provide for a more equitable distribution of the property tax revenue generated from new commercial and industrial development within metropolitan areas and help reduce tax-base competition among communities, competition that can work against the best interests of the metropolitan area as a whole.

A good example of municipal revenue sharing under this statute is the revenue sharing agreement included in the Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement entered into by the City of Racine and neighboring communities in 2002. Under this agreement, the City of Racine receives shared revenue payments from neighboring communities for use in renovating older residential areas, redeveloping brownfield sites, and supporting regional facilities like the City zoo, fine arts museum, and library. In return, the City of Racine agreed to support the incorporation of the two adjacent Towns of Caledonia and Mt. Pleasant; refrain from annexations without the consent of the Towns; refrain from using extraterritorial zoning and plat review powers; and move ahead with sewerage system improvements that will accommodate growth in the Towns. It should be noted that the Towns of Mt. Pleasant and Caledonia were incorporated as villages in 2003 and 2005, respectively.

Brownfield Redevelopment

Factors contributing to the abandonment or underutilization of older commercial and industrial sites vary from site to site, but often include structures which are obsolete in terms of accommodating current manufacturing, warehousing, and office needs; inadequate site access to the freeway system; and insufficient site area for horizontally-oriented structures, contemporary parking and loading requirements, and possible future plant expansion needs.

Once abandoned, the re-use of former commercial and industrial sites is frequently constrained by contamination problems created by past industrial and commercial activities, giving rise to the term “brownfields”—sites which are underutilized or abandoned due to known or suspected environmental contamination. While brownfields tend to be concentrated in older areas, they also occur in outlying areas. Redevelopment of brownfields is often hindered by high cleanup costs, and, even where contamination is only suspected, the potential for high cleanup costs tends to dampen private-sector interest in redevelopment.

Maintaining the viability of existing areas, special efforts to promote the reuse of brownfields are required. The Town of Eagle should include the cleanup and re-use of brownfields as a key element in their plan, if such a site should exist, and take advantage of limited State and Federal financial assistance made available in support of the cleanup and re-use of contaminated sites. When possible the Town should make full use of, and assist private developers in securing, available State and Federal financial assistance.

The re-use of brownfield sites need not be limited to industrial use, but may include a mix of residential, commercial, recreational, and other development, in accordance with local development objectives. Properly carried out, the cleanup and re-use of brownfields has many potential benefits in addition to the underlying environmental benefits: elimination of blight, increase in the property-tax base, expansion of the housing stock, provision of jobs in close proximity to concentrations of the labor force, and increased use of existing public infrastructure.

At this time there are no known or suspected brownfield sites in the Town of Eagle.

Storm-water System Planning

Storm-water runoff pollution performance standards for new development, existing suburban areas, and transportation facilities are set forth in Chapters NR 151 and NR 216 of the Wisconsin Administrative Code. Storm-water management practices appropriate for each proposed suburban development area will be developed through the preparation of a system management plan. These practices will be developed in a manner that integrates development needs and environmental protection, including integrated water resources protection. Such practices will reflect both storm-water runoff quantity and quality considerations, as well as groundwater quantity and quality protection.

PLANNING GOALS

Through the planning process three overall goals emerged as the overriding concerns for the future of the Town of Eagle.

- that the rural nature of the Town be maintained,
- that all development proposals be judged as beneficial to the Town as a whole and,
- that the amount and type of development be dictated by the objectives and standards of this plan.

LAND USE DEVELOPMENT - OBJECTIVE NO. 1

Maintain the rural atmosphere of the Town for the future by maintaining a large quantity of agricultural land, environmental lands, open space, wetlands, and wildlife habitat.

Principle

The Town should maintain rural atmosphere and preserve natural resources, by controlling development and encouraging continued farming operations.

Standards

1. Rural residential development should be located in such a way as to minimize conflicts attendant to dust, odors, and noise associated with farming activity that may arise when residences are located in the vicinity of agricultural operations.
2. Unique residential subdivision design will be encouraged to maintain the rural atmosphere of the surrounding area.
3. The historic, environmental, and aesthetic resources of the Town will be maintained.
4. Existing land use resources and environmentally sensitive lands of the region will be carefully considered before making development decisions.
5. Development which will promote the fiscal well-being of the Town will be encouraged.

LAND USE DEVELOPMENT - OBJECTIVE NO. 2

Establish a distribution of the various land uses within the Town, which will result in a convenient and compatible arrangement of land uses. Before making a development decision, the Town will consider comparable development elsewhere within the Town.

Principle

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

Standards

1. Mixed-use development designs should be used, as appropriate, to accommodate land uses that are compatible, complementary, and in the vicinity of each other. Mixed-use development may include residential, recreational, and commercial uses, placed together, or commercial and industrial uses placed together.
2. Only development that is compatible with adjacent land uses and served by adequate public services will be allowed.
3. Rural residential development should also be located in such a way as to minimize impacts on the natural resource base including wildlife habitat.

LAND USE DEVELOPMENT - OBJECTIVE NO. 3

The development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.

Planned Unit Development Principle

Residential development in the form of planned unit developments, which locate the residences in clusters, can provide a desirable environment for families, as well as other household types; can provide efficiency in the provision of neighborhood services and facilities; and can foster safety and convenience.

Standards

1. Suburban residential uses should be located closer to the village and to main traffic routes.
2. Suburban residential neighborhoods should be designed as cohesive units properly related to the larger community of which they are a part.
3. Conservation subdivision designs will be encouraged, and will generally involve locating dwelling units in clusters surrounded by open space, thereby achieving the desired density for the site on an overall basis. The layout of individual lots and supporting streets is done in a manner that preserves the most significant existing natural resource features and open lands to the extent practicable. In a rural setting, conservation subdivisions can include agricultural lands or environmentally sensitive lands as part of the open space area that is planned to be preserved.
 - a. Suburban residential neighborhoods should accommodate a mix of housing sizes, structure types, and lot sizes, resulting in an overall density that is within the planned density range for each neighborhood.
 - b. Conservation subdivision design concepts should be incorporated into all neighborhoods, to the extent practical.
 - c. To the extent practicable, efforts directed at the conservation and renewal of existing residential areas should be undertaken, and should seek to preserve those cultural features which contribute to the promotion of neighborhood identity.

Open Space Design Principle

Residential development should provide a desirable environment for households seeking proximity to open space. Subdivision designs which retain natural features such as woodland, native prairie, hills, wetlands, water features, historic sites and agricultural land will be preferred.

Standards

1. The Town will seek to maintain the rural character of lands located within its municipal limits.
2. Continued agricultural and other open space uses are encouraged in such areas.
3. Where residential development is to be accommodated, an overall Town density of no more than one dwelling unit per five acres should be maintained. The overall density includes all publicly owned open space areas and any lands owned by conservation organizations or having conservation easements.
4. The use of residential cluster designs, with homes developed in clusters surrounded by agriculture or other open space sufficient to maintain the maximum recommended overall Town density of no more than one home per five acres, is encouraged.
5. A development density of no more than one home per three acres in the Town is recommended to help accomplish the following:
 - Minimize increased traffic volumes on rural highways.
 - Preserve natural drainage systems insofar as possible and minimize drainage problems and the need for storm water management facilities
 - Preserve open space and rural character, especially through the use of cluster design, to accommodate residential development while avoiding “wall to wall” residential subdivisions
 - Sustain development served by onsite sewage treatment systems and wells
 - Minimize the risks to the groundwater supply which the widespread use of onsite wells at higher densities may pose in the long term
 - Preserve, through careful design, the overall integrity of the rural landscape, including environmental corridors and wildlife habitat areas.
6. The Town will encourage larger lot development where the soils limit septic system usage, where natural features dictate larger lots, or where the Town believes it is necessary to maintain the feature in its natural state.
7. The Town will allow development of land splits by certified survey, but only when there is no potential for blocking future adjacent development.

LAND USE DEVELOPMENT - OBJECTIVE NO. 4

A balanced allocation of space to the various land use categories, which meets the social, physical, and economic needs of the Town population.

Housing Supply Principle

The planned supply of suburban land use should approximate the known and anticipated demand for that use, to the extent that it benefits the community as whole and maintains the Town’s rural character.

Standards

1. For dwelling units to be accommodated within the Town at each residential density, the following amounts of residential and related land should be allocated as shown in Table 9-3.

Table 9-3

LAND ALLOCATION FOR RESIDENTIAL DEVELOPMENT

Residential Density	Residential Area (Net Area)	
	Acres Per Dwelling Unit	Dwelling Units Per Acre
High Density Residential.....	0.5	2.00
Suburban Residential-I Density.....	1.0	1.00
Suburban Residential-II Density.....	1.5	0.66
Rural Residential-I Density.....	3.0	0.33
Rural Residential-II Density.....	5.0	0.20

2. For each 1,000 persons to be accommodated within the Town, at least 9 acres of land may be set aside in other public parks on a prorated basis.

Commercial and Industrial Supply Principle

Industrial and commercial businesses provide jobs and contribute to the economic vitality of the Town. The important activities related to these functions require areas and locations suitable to their purposes.

Standards

1. In order to enhance the viability of existing or proposed retail, office and industrial areas, the following standards shall guide the placement of new uses. (These facilities are not anticipated to be provided by the Town)
 - a. Commercial use should serve residents beyond the Town boundaries.
 - b. The site should have minimal slope limitations and have adequate facilities for storm-water drainage or retention.
 - c. The parcel should have adequate water supply and utilities, such as gas and electric
 - d. The designated area should have soils adequate for on-site sewerage disposal system
 - e. The site shall be serviced adequately with fire and emergency services
 - f. The site should be highly visible from arterial or collector streets.
 - g. There shall be ready access to the arterial street and highway systems.
 - h. The site shall have adequate on-street and off-street parking and loading areas.
 - i. The site shall make provisions for properly located points of ingress and egress, appropriately controlled to prevent congestion on adjacent arterial streets.
 - j. The site design should emphasize integration with nodes, rather than linear strips.
 - k. The site design shall appropriately integrate with adjacent land uses.
 - l. The site should have adequate depth to provide an area for landscape screening of adjacent residential properties
2. In the rural areas some limited commercial and industrial uses may be allowed by Conditional Use permits, where it is determined that the use is compatible with the adjacent residential and agricultural uses.

Existing Development Principle

Development, primarily commercial and industrial in nature, which is located adjacent to existing development, will result in lower public service costs and maintenance of the rural atmosphere in other areas of the Town.

Standard

1. New commercial and industrial development will be encouraged to concentrate in locations along existing arterial streets and highways, and adjacent to similar uses.

LAND USE DEVELOPMENT - OBJECTIVE NO. 5

A distribution within the Town of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of said services. New development will be assessed by its potential impact on the Town infrastructure. With new development comes the Town's responsibility to provide certain public services: ambulance care and emergency fire protection, maintenance of Town roads, general administrative duties, library services, and waste disposal. In the future, the potential ~~tax~~ impact of a new development will be evaluated per Exhibit 9-1 before the development is approved.

Principle

The transportation and public utility facilities, and the land use pattern which these facilities serve, are mutually interdependent in that the land use pattern determines the demand for, and loading upon, transportation and utility facilities. These facilities, in turn, are essential to, and form a basic framework for, land use development.

Standards

1. Suburban development should be located and designed so as to maximize the use of existing transportation and utility systems.
2. The transportation system should be located and designed to serve not only all land presently devoted to suburban development, but to land planned to be used for such suburban development.
3. The transportation system should be located and designed to minimize the impact of existing and planned residential neighborhood units by through traffic.
4. Transportation terminal facilities, such as off-street parking, off-street truck loading, and public transit stops, should be located in proximity to the principal land uses to which they are accessory.
5. Mixed use development should be encouraged to accommodate multi-purpose trips, including pedestrian trips, as a matter of convenience and efficiency.
6. In the absence of public sanitary sewer service, on-site soil absorption sewage disposal systems shall be sited and designed in accordance with Chapter Comm. 83 of the *Wisconsin Administrative Code*.

IMPLEMENTATION RECOMMENDATIONS

The recommended land use plan presented in this chapter provides a design for the attainment of the suburban and rural development, and open space preservation objectives contained in the plan. The implementation recommendations pertaining to the suburban development areas, rural development areas, environmentally sensitive areas, and other land use plan implementation measures, are summarized below.

Suburban Development Areas

1. Zoning in suburban areas should be administered in accordance with the Town's comprehensive plan
2. Pre-zoning lands to match a particular land use plan, can limit the Town's ability to respond to changing conditions. Therefore, the Town will generally Zone land for present use, and designate Land Use based on preferred future uses. This approach allows the Town to determine whether the proposed development is consistent with the comprehensive plan and its objectives, standards, and principles at the time a project is considered for rezoning.
3. Development of suburban density residential, commercial and industrial uses requires the preparation of detailed development plans.
4. The creation or development of zoning districts that accommodate the planned suburban uses should be done incrementally in accordance with the comprehensive plan, and based on market demand.
5. The Town should manage availability of residential lots using regulations and guidance in the Land Division ordinance, in order to determine if new suburban residential development is appropriate.
6. The Town should identify specific sites for neighborhood parks, schools, and retail and service centers which are recommended on a general-site-location basis in the Town plan.
7. The Town should identify environmentally significant areas to be preserved consistent with the Town plan.
8. The Town should consider revising its RLO Residential Lake District, to accommodate existing substandard lots of record, using the special exception process. Approval of the Zoning Board of Appeals would be based on specific maximum coverage, and requiring vegetative buffers, so reconstruction can occur.
9. The Town should encourage developers to make full use of design concepts such as Mixed-use Development, Planned Unit Development, including both Residential Cluster Development, and Conservation Design Development. These design concepts preserve natural resources that can enhance the living environment, and allow smaller lot areas thereby providing efficiency in the provision of suburban services and facilities and in travel patterns.

Rural Development Areas

1. Zoning in rural areas should be administered in accordance with the Town's Comprehensive Plan.
2. Prime agricultural lands identified essentially for agricultural and agriculture-related uses should provide for a residential density of no more than one dwelling unit per 35 acres and should prohibit incompatible suburban development.
3. Other agricultural lands identified for continued agricultural use should be placed into agricultural zoning districts as may be appropriate to allow smaller agricultural operations, such as hobby farms or other specialty farms.
4. Rural residential lands should be placed into a rural residential zoning district that limits development to no more than one dwelling unit per three acres and that encourages the use of conservation subdivision designs to accommodate the permitted development.

Environmentally Sensitive Areas

1. Primary environmental corridors, secondary environmental corridors, isolated natural resource areas, lakes, rivers, streams, wetlands, floodplains and shorelands must be protected to the greatest extent practicable from future development, and shall be incorporated into protected open space whenever possible. If any portion of the above resources will be located on a private lot, said resource must be protected with a protective covenant or restriction.
2. Any environmental corridors, including primary and secondary environmental corridors, and isolated natural resource areas, allowed for development must be at a density not greater than one unit per five acres.
3. Zoning applied to the environmental corridors should, however, accommodate necessary public facilities, such as crossings by streets and highways, utility lines, and engineered flood control facilities, but should require that the location, design, and development of the facilities concerned be sensitive to the protection of the existing resource features, and require that, to the extent possible following construction, disturbed areas be restored to preconstruction conditions.
4. Sites that do not contain significant natural features may be conducive to prairie or wetland restorations or may be enhanced with the establishment of landscaped open spaces.

Zoning Regulations

1. Zoning regulations should be reviewed and be adjusted, as necessary, to ensure the proper staging of development over time, and in this respect, the creation of suburban zoning districts should proceed incrementally.
2. The future pre-zoning of lands for suburban use should be avoided. Accordingly, the areas concerned should be placed in zoning districts consistent with their existing use, and should be rezoned into appropriate suburban districts only when development has been proposed and approved, and essential facilities and services can be efficiently provided.

3. Zoning of environmentally significant lands should be applied to protect primary environmental corridors. Zoning should also be applied to protect secondary environmental corridors and isolated natural resource areas in a manner consistent with the Town's comprehensive plans.

Official Mapping

The Town should prepare and adopt its official map pursuant to Section 62.23(6) of the Wisconsin Statutes, showing thereon lands needed for future public use such as streets and parks and playgrounds. The official map should be amended from time to time to incorporate the additional street and other public land requirements identified in any detailed development plans.

Land Division Ordinance

The Land Division Ordinance adopted by the Town as a basis for the review and approval of subdivision plats and certified survey maps, should be reviewed periodically to address changes in the comprehensive plan. As part of the land division development process the Town of Eagle agreed upon a Development Plan Evaluation method to evaluate proposed subdivision developments. The Town is also evaluating a procedure to assure that future development is done incrementally, consistent with the future population planned within the Town planning area.

Park and Open Space Implementation

The Town should adopt by reference the County Park and Open Space Plan and/or the Regional Natural Areas and Critical Species Habitat Protection and Management Plan. Each plan provides recommendations for public interest acquisition for most of the natural areas and critical species habitat sites identified in that plan.

A Comprehensive Trail Facility System Plan

The Town of Eagle should adopt by reference the Regional Bicycle Way System Plan prepared by the Southeastern Wisconsin Regional Planning Commission.

Transfer of Development Rights

The Town should investigate the potential local advantage to the transfer-of-development-rights programs, or "TDR" programs. The transfer of development rights involves a sale of rights from one owner to another, at fair market value which results in a shift in density away from areas proposed to be maintained in farming or other open use toward areas recommended for development. The transfer of development rights may be permanent or may be for a specific period of time or set of conditions.

Municipal Boundary and Utility Extension Agreements

Where adjacent villages own and operate essential public utilities, not provided by the Town, the plan assumes that villages will either annex unincorporated territory recommended in the plan for suburban development and provide extensions of essential utility services to serve such development, or that the villages will reach agreement with the Town on the extension of those essential services without the need for annexation and municipal boundary change.

It is recommended that the Town of Eagle cooperatively plan for future land use, civil division boundaries, and the provision of potential future suburban services, as provided for under the Wisconsin Statutes, within the framework of its land use plan. And that the Town investigates the advantages of establishing such an agreement with both the Village of Eagle and the Village of North Prairie.

Municipal Revenue Sharing

Opportunity for intergovernmental cooperation is provided under Section 66.0305 of the *Wisconsin Statutes*, which allows the Town to enter into revenue sharing agreements with the adjacent Villages, providing for the sharing of revenues derived from taxes and special charges. The Town should investigate the possibility of shared revenue with both the Village of Eagle and the Village of North Prairie.

Brownfield Redevelopment

The re-use of former commercial and industrial sites is frequently constrained by contamination problems created by past industrial and commercial activities. While brownfields tend to be concentrated in older areas, but they also occur in outlying areas.

If brownfields are identified in the future within the Town of Eagle, then the Town should discuss the inclusion of provisions for cleanup and re-use of brownfields as an element in their plan. However, at this time there are no known or suspected brownfield sites in the Town of Eagle.

Storm-water System Planning

In cooperation with Waukesha County, the Town has established a storm-water management plan in order to coordinate the management of storm-water within defined watersheds. Storm-water management practices appropriate for each proposed suburban development area will be developed through the preparation of a system management plan reviewed by the Town Engineer. Practices that are designed to maintain the natural hydrology should be encouraged.

CHAPTER 10

INTERGOVERNMENTAL COOPERATION AND IMPLEMENTATION ELEMENTS

INTERGOVERNMENTAL COOPERATION AND BOUNDARY AGREEMENTS

The comprehensive plan presented in this report included, was aware of, and took into consideration certain areas beyond the present limits of the Town of Eagle. The Town abuts portions of the Villages of Eagle and North Prairie in Waukesha County, the Towns of Ottawa and Mukwonago in Waukesha County, the Town of Palmyra in Jefferson County, and the Town of Troy in Walworth County. Under Wisconsin law, villages have a considerable measure of influence over development in adjacent town areas.

For this reason it is recommended that the Town of Eagle and the neighboring communities, school districts, and drainage districts, continue to take a cooperative approach to planning and decision-making regarding future land use in areas of mutual concern. Activities in this respect could range from periodic meetings of Town officials with those of neighboring municipalities, school districts, and drainage districts for the purpose of discussing land use matters, to preparing and executing formal agreements regarding future boundaries and arrangements for the provision of public services, as provided for under Sections 66.0301 and 66.0307 of the *Wisconsin Statutes*, and as indicated below:

- Section 66.0301: This section of the Statutes provides broad authority for intergovernmental cooperation among local units of government with respect to the provision and receipt of services and the joint exercise of their powers and duties.
- Section 66.0307: This section of the Statutes allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan, subject to oversight by the Wisconsin Department of Administration. Section 66.0307 envisions the cooperative preparation of a comprehensive plan for the affected area by the concerned local units of government and prescribes in detail the contents of the cooperative plan. Importantly, the cooperative plan must identify any boundary change and any existing boundary that may not be changed during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change shall or may occur; and specify arrangements for the provision of sub-urban services to the territory covered by the plan.
- Section 66.0225: This section of the Statutes allows two abutting communities that are parties to a court action regarding an annexation, incorporation, consolidation, or detachment, to enter into a written stipulation compromising and settling the litigation and determining a common boundary between the communities.

Such cooperative efforts increase the likelihood for coordinated development within the boundary areas, achieving, insofar as practicable, planning objectives for neighboring communities, school districts, and drainage districts involved.

The Town of Eagle has a long standing agreement with the Village of Eagle regarding library and fire protection services. The Village of Eagle Advisory Committee has recommended that the Village abide by the density requirements and zoning regulations in areas of the Town adjacent to the Village, so that development can occur at the same overall density within either community. The Village of North Prairie adjusted their Land Use Plan map within their Comprehensive plan to reflect land uses mutually beneficial to both the Village and the Town, and have approached Town officials with an invitation to give establishment of a Boundary Agreement further consideration. These early and ongoing discussions provide for cooperative planning regarding certain areas of mutual interest. Any future agreement is intended to provide for adequate and logical growth between the municipalities, so that each can properly and logically plan for the future needs of their respective community, and to avoid future potential lawsuits related to annexations.

Under any future agreement, certain areas of the Town of Eagle could be incorporated into the Village of Eagle or the Village of North Prairie, and certain areas of the Town would be served with public water by the respective Village while remaining in the Town. While it has not been stated in writing, the Village of Eagle has and wishes to continue to prepare development plans with input from the Town of Eagle for certain defined neighborhoods.

The Town of Eagle and the Village of Eagle have demonstrated a spirit of cooperation by jointly sharing recreation programs to serve both communities. The Town of Eagle and the Village of Eagle have a jointly funded Library, Park and Recreation Department, and Eagle Fire and Emergency Services Department which provides fire protection and EMT services. The Town and Village of Eagle conduct joint Town/Village Board meetings on a quarterly basis to discuss matters of intergovernmental concern. Both communities are jointly involved with creation of their respective comprehensive plans under a grant applied for through the Wisconsin Department of Administration, and meet on a monthly or semi-monthly basis to review the various elements of each plan.

In addition, the Town is open to exploring the potential to jointly own and operate a new fire station with other communities that are located adjacent to the township. The Town intends to continue to explore other cooperative arrangements in the future to share public services and facilities with adjacent communities, and information regarding any land use discussions with the school districts or adjacent drainage districts.

There are no conflicts that currently exist between the Town of Eagle, and the Village of Eagle. The only area of concern that may exist between the Town of Eagle, and the Village of North Prairie concerns the possibility of future public services for an industrial development on the southwest boundary of the Village of North Prairie, and possible impact of future Village development on the Jericho Creek waterway. However, there are no outstanding conflicts between the Town of Eagle and the Village of North Prairie. There are also no conflicts between the Town of Eagle, and the four school districts, Waukesha County, the Southeastern Wisconsin Regional Plan Commission, or the State of Wisconsin.

Municipal Boundary and Utility Extension Agreements

Those plan recommendations are based upon a consideration of such factors as the location of existing utility infrastructure, including public water supply systems; the location of environmentally sensitive lands; and the availability of lands considered to be suitable for suburban development. Where villages own and operate essential public utilities, not provided by adjacent towns, the plan assumes that villages will either annex unincorporated territory recommended in the plan for suburban development and provide extensions of essential utility services to serve such development, or that the villages will reach agreement with adjacent unincorporated towns on the extension of those essential services without the need for annexation and municipal boundary change.

The Town understands the need to take a cooperative approach in the identification of future corporate limits and the extension of suburban services that can contribute to attainment of suburban growth recommended in the land use plan. Conversely, failure of neighboring civil divisions to reach agreement on boundary and service extension matters may result in development contrary to the plan - for example, by causing new development to leap past logical suburban growth areas where corporate limits are contested, to outlying areas where water supply service is not available. Accordingly, it is recommended that neighboring incorporated and unincorporated communities cooperatively plan for future land use, civil division boundaries, and the provision of suburban services, as provided for under the Wisconsin Statutes, within the framework of the land use plan.

PLAN IMPLEMENTATION

The recommended comprehensive plan for the Town of Eagle provides a design for the attainment of the specific development objectives set forth in Chapter 3, and at the end of each chapter. The plan is not complete, however, until the steps necessary to implement the plan are completed as specified under section 66.1001(4) of the Wisconsin Statutes, and as summarized below.

Section 66.1001(4)(b) requires the recommendation of the Planning and Zoning Commission to adopt the proposed comprehensive plan. Such recommendation must be in the form of a resolution adopted by a majority of the entire Planning and Zoning Commission and the vote must be recorded in the meeting minutes. A copy of the comprehensive plan as approved by resolution of the Planning and Zoning Commission must be sent to each entity identified in Section 66.1001(4)(b) of the Wisconsin Statutes.

A Class I notice of a public hearing concerning the recommended comprehensive plan must be published at least 30 days in advance of the public hearing before the Town Board. The contents of the hearing notice are specified in Section 66.1001(4)(d). Additional written notices may also be needed to comply with the provisions of Section 66.1001(4)(e) and (f).

Section 66.1001(4)(c) requires that the Town Board adopt an ordinance for the comprehensive plan to take effect. Such adoption must be accomplished by a favorable vote of a majority of the members-elect of the Town Board and cannot be accomplished unless the proposed comprehensive plan contains all of the required elements. Section 66.1001(4)(c) of the Wisconsin Statutes requires that a copy of the ordinance adopted by the Town Board be filed with at least all the entities identified in Section 66.1001(4)(b).

After formal adoption of the comprehensive plan, realization of the plan will require faithful, long-term dedication to the underlying objectives by Town officials concerned with its implementation. Adoption of the plan is only the beginning of a series of actions necessary to achieve the planning objectives expressed in this report. More specifically, this chapter outlines the actions that should be taken by various agencies and units of government in efforts to implement a comprehensive development plan.

CONSISTENCY AMONG PLAN ELEMENTS

The comprehensive planning law requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the plan." All elements of this comprehensive plan were prepared by the same staff members with great care given to ensure internal consistency among the various elements. All element chapters were reviewed by the Plan Commission. In addition, the Town staff worked with Waukesha County to prepare planning objectives and standards, which were modified by the joint Eagle Town/Village Advisory Committee to reflect the interests of the Town, and are described in Chapter 3. It should be recognized that it is unlikely that the Plan can meet all of the standards completely. It should also be recognized that some objectives are complementary, with the achievement of one objective supporting the achievement of others. Conversely, some objectives may be conflicting, requiring reconciliation through consensus building and/or compromise.

IMPLEMENTATION RECOMMENDATIONS OVERVIEW

Throughout the planning process, the elected officials, plan commissioners, Town staff, and citizens participated in discussions to identify the strengths, concerns and weaknesses associated with the various elements of the comprehensive plan, specifically, cultural and natural resources, community facilities and utilities, housing, economics, transportation, and land use. The comments provided by the various participants were taken into consideration in the applicable chapters.

In addition, a series of implementation recommendations were developed based upon the results of the public opinion survey, an analysis of the issues, and consideration of the data presented in the chapters. Following is a list of the implementation recommendations contained in the various chapters of this Plan.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES – IMPLEMENTATION RECOMMENDATIONS

1. Following completion of the Regional Water Supply Plan, or availability of sufficient data, the planning objectives and standards used to prepare this plan may need to be refined to address groundwater supply and recharge issues.
2. Following completion of the Mukwonago River Watershed Protection Plan or availability of sufficient data, the planning objectives and standards used to prepare this plan should be reviewed and refined to reflect the river and watershed update as appropriate.

3. Assure that land use categories direct development away from areas with seasonally high groundwater one-foot or less from the surface and steep slopes (12% or greater) and to discourage development of below grade structures on soils with groundwater limitations less than 3 feet from the surface.
4. Assure that applicable zoning codes, land division ordinances, and storm water management ordinances apply more stringent site design and enforce storm water management requirements necessary to address impervious surfaces, low impact storm-water impacts, thermal and other runoff impacts to cold-water communities, outstanding water resources and exceptional water resources.
5. Provide lists of historical sites that are eligible for historic designation (but have not been listed), and the list of potentially eligible sites (that need additional evaluation for inclusion as eligible sites) to the Eagle Historical Society.
6. Assure that the planned land use map and appropriate zoning codes and maps reflect lands identified as prime agricultural areas using the planning standards contained in this chapter.
7. The Town should encourage the preservation of high quality agricultural and environmental lands, maintain the rural character of the Town, and discourage residential development on agriculturally productive and environmentally sensitive areas. In order to provide economically viable alternatives to the landowners, it is recommended that the Town explore and encourage alternatives to full development, such as the following:
 - a. Encourage Planned Unit Developments and Conservation Developments, as the preferred design for subdivision development, in order to preserve common lands for agricultural use, open space and preservation of natural areas.
 - b. Allow the lot size reduction technique to permit variable lot sizes in the utilization of the most desirable terrain for housing sites, while encouraging preservation of high quality agricultural lands and natural areas worthy of such preservation.
 - c. In order to preserve the rural character, as well as the efficiency and safety of existing road systems, the inappropriate development of lots strung out along roads with individual driveway accesses from each lot would be minimized. The goal of this objective is to encourage grouping of lots on an interior street, which will then access the existing road system, rather than create flag lots.
 - d. Any land in a development to be preserved for agricultural, open space, or natural areas, should be guaranteed by dedication to the public, or by appropriate covenants running with the lands such as agricultural or conservation easements. Such covenants and easements should be recorded in the office of the Register of Deeds, and should restrict the property against any development or use, except as is consistent with its preservation as high quality agricultural tillable land, natural areas, or as a form of common open space. If the zoning of the property is changed in accordance with an update to the Comprehensive plan for the Town, then the preserved land status of any parcel should be indicated on the official zoning map.
 - e. The Town should explore and consider other alternatives to development, such as density transfers, transfer of development rights, purchase of development rights, outright land purchases etc., which can help provide economically viable alternatives to development.

- f. The Town will promote stewardship and educational awareness of its sensitive areas and environmental corridors. This will include working cooperatively with the Village of Eagle, Village of North Prairie, Waukesha County, and the Wisconsin Department of Natural Resources. Stewardship principles will guide actions of both the public and private sectors that affect sensitive areas and environmental corridors. Stewardship principles will also guide preparation of land use and zoning regulations.

COMMUNITY FACILITIES AND UTILITIES - IMPLEMENTATION RECOMMENDATIONS

1. The Town should work with the County and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as part of the regional water supply planning process to identify and protect groundwater aquifers that can sustain planned development.
2. The Town should cooperate with development of any County-wide plan for the future placement and current use of emergency service facilities, to optimize emergency response times, and to eliminate overlap of service areas and equipment.
3. Since watershed boundaries rarely follow municipal boundaries, the Town should work with the County and nearby municipalities to develop storm water system plans to protect watershed areas. Where unique surface water resources exist in the Town, local and County Planning efforts should combine land use and storm water planning together with a review of related local regulatory and educational efforts to prepare watershed protection plans.
4. The Town, in cooperation with Waukesha County and SEWRPC, should develop a long-range wireless facilities plan to enhance business competitiveness, public safety, and government communications.
5. The Town should make available demographic data and any land use changes contained in this plan for facility and school district planning. The Town should also communicate with the school districts about new developments, and cooperate with any long-range school district planning, so that excellence in education is encouraged.
6. The Town should work with municipalities within each School District to develop some type of growth control mechanisms for development.
7. The Town should work with the Village of Eagle and the Village of North Prairie to address transportation and infrastructure issues.
8. The Town of Eagle and the Waukesha County Towns Association should work with the State Legislature on legislation to protect the groundwater and the installation of any adjacent community wells within their boundaries.
9. The Town should maintain the existing level of services, and should monitor future population increases in order to plan for future service level requirements.
10. The Town should continue to work together with the Village of Eagle to provide joint operations of the Library, Eagle Fire and Emergency Services Department, Park and Recreation Department, and Historical Society Museum.

HOUSING - IMPLEMENTATION RECOMMENDATIONS

1. The Town should, after receipt of the 2010 census data and the SEWRPC “2035 Regional Housing Plan for Southeastern Wisconsin”, re-evaluate the need for low to moderate cost housing based upon updated income, housing values, information on the disabled and aging population, and whether it is necessary to revisit the need for a broader range of housing for citizens.
2. The Town of Eagle should identify the number of additional housing units anticipated to fulfill future planned housing development. Land that can accommodate additional housing units will be identified on the planned land use map (included in Chapter 9 – Land Use).
3. The Town should consider an allocation system to provide for incremental growth in a fashion that supports this Comprehensive Plan.
4. The Town should try to maintain a reasonable overall level of its housing stock in the affordable range.
5. Based upon the anticipated population, the Town of Eagle Plan Commission and Town Board should review the number of residential development permits it allots each year to new developments under the provisions of the Land Division Ordinance.
6. It is recommended that in the area around Eagle Spring Lake, or any area where a concentration of older housing stock exists, any of the non-conforming and substandard housing units be upgraded or reconstructed when the opportunity arises.

ECONOMIC DEVELOPMENT - IMPLEMENTATION RECOMMENDATIONS

The basic goal of Economic Development is to encourage additional commercial development within the existing business areas of the Town, and within the Village if compatible with existing land uses. This implementation strategy reinforces many of the original Town directives, and supports the established standards. These standards include:

Business and Industrial

1. In order to enhance the viability of existing or proposed retail, office and industrial areas, objectives and standards shall be included in the Land Use Chapter of this Plan, to guide the placement of new uses.
2. To address cyclical overdevelopment of commercial space or buildings, particularly office space, the Town should avoid pre-zoning lands. The Town will zone for present use, and designate land use for potential future uses.
3. The Town should periodically review and consider the use of other comprehensive land development tools and techniques in advising developers, regarding planning and zoning actions and decisions.
4. Officials in the Town should annually review capital improvement plans or programs in an effort to coordinate transportation and other improvements that aid in the delivery of goods, services, and employment.

5. The Town should review and revise the zoning ordinance to regulate future manufacturing development standards.

Housing Development

In anticipation of projected employment sector growth, the Town should promote and facilitate an adequate supply of new housing of sufficient quantity and density within reasonable proximity to new and existing employment centers (Refer to Chapter 6).

Education, Jobs and Business Growth

1. The Town should embrace higher paying jobs, and the Town would support local and County initiatives to increase development of a diverse business sector.
2. The Town should encourage the creation of partnerships between local economic development organizations, colleges, and universities to promote entrepreneurial programs, industry collaborations, technology transfer, and opportunities to generate in seed capital.

Government Services and Taxes

The Town should, in an effort to reduce the future property tax burden in the Town, consider consolidations, mergers, shared services, or legislative measures to reduce waste and provide for more efficient services.

TRANSPORTATION - IMPLEMENTATION RECOMMENDATIONS

1. The Town of Eagle should support Waukesha County's work with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the year 2035 Regional Transportation System Plan.
2. The Town of Eagle should participate in any of Waukesha County's work to refine the proposed system of off street bicycle paths and surface arterial streets and highway system accommodation of bicycles contained in the 2035 Regional Transportation System Plan. In addition, the Town should consider integrating bikeway accommodations into planning for upgrades and modifications to the Town roadway system consistent with the refined County Plan, and facilitate communication with local municipalities to address bikeway linkages and connectivity.
3. The Town should implement the transportation system development planning objectives, principles, and standards contained in Chapter 2 of the Waukesha County Comprehensive Development Plan.
4. The Town should support County evaluation of dedicated funding sources for county wide shared taxi service to meet the needs of a growing elderly population in all 37 municipalities.
5. As a consequence of increasing rail freight traffic, the Town should support County establishment of additional rail quiet zones and their investment in railroad grade separations as a safety priority at county trunk highway crossings.

6. The Town should continue to evaluate for implementation any public transit recommendations contained in the 2035 Regional Transportation System Plan for Southeastern Wisconsin that are possible at the local level. Those specifically dealing with public transit, bicycle and pedestrian, travel demand management, transportation systems management, and arterial streets and highways should be included by reference in the Town's comprehensive plan.
7. The Town should continue to update the Official Transportation Map using the PASER Program.
8. The Town should continue to work to upgrade the Town's street system with the necessary improvements.
9. The Town should look for possible State and Federal funding sources or grants for road improvements.

LAND USE - IMPLEMENTATION RECOMMENDATIONS

The recommended land use plan presented in this chapter provides a design for the attainment of the suburban and rural development, and open space preservation objectives contained in the plan. The implementation recommendations pertaining to the suburban development areas, rural development areas, environmentally sensitive areas, and other land use plan implementation measures, are summarized below.

Suburban Development Areas

1. Zoning in suburban areas should be administered in accordance with the Town's comprehensive plan
2. Pre-zoning lands to match a particular land use plan, can limit the Town's ability to respond to changing conditions. Therefore, the Town will generally Zone land for present use, and designate Land Use based on preferred future uses. This approach allows the Town to determine whether the proposed development is consistent with the comprehensive plan and its objectives, standards, and principles at the time a project is considered for rezoning.
3. Development of suburban density residential, commercial and industrial uses requires the preparation of detailed development plans.
4. The creation or development of zoning districts that accommodate the planned suburban uses should be done incrementally in accordance with the comprehensive plan, based on market demand.
5. The Town should manage availability of residential lots using the 75% infill rule of existing undeveloped lots created within a 5 year period, in order to determine if new suburban residential development is appropriate.
6. The Town should identify specific sites for neighborhood parks, schools, and retail and service centers which are recommended on a general-site-location basis in the Town plan.
7. The Town should identify environmentally significant areas to be preserved consistent with the Town plan.

8. The Town should consider revising its RLO Residential Lake District, to accommodate existing substandard lots of record, using the special exception process. Approval of the Board of Appeals would be based on specific maximum coverage, and requiring vegetative buffers, so reconstruction can occur.
9. The Town should encourage developers to make full use of design concepts such as Mixed-use Development, Planned Unit Development, including both Residential Cluster Development, and Conservation Design Development. These design concepts preserve natural resources that can enhance the living environment, and increase density thereby providing efficiency in the provision of suburban services and facilities and in travel patterns.

Rural Development Areas

1. Zoning in rural areas should be administered in accordance with the Town's Comprehensive Plan.
2. Prime agricultural lands identified essentially for agricultural and agriculture-related uses should provide for a residential density of no more than one dwelling unit per 35 acres and should prohibit incompatible suburban development.
3. Other agricultural lands identified for continued agricultural use should be placed into agricultural zoning districts as may be appropriate to allow smaller agricultural operations, such as hobby farms or other specialty farms.
4. Rural residential lands should be placed into a rural residential zoning district that limits development to no more than one dwelling unit per three acres and that encourages the use of conservation subdivision designs to accommodate the permitted development.

Environmentally Sensitive Areas

1. Primary environmental corridors, secondary environmental corridors, isolated natural resource areas, lakes, rivers, streams, wetlands, floodplains and shorelands must be protected to the greatest extent practicable from future development, and shall be incorporated into protected open space whenever possible. If any portion of the above resources will be located on a private lot, said resource must be protected with a protective covenant or restriction.
2. Any environmental corridors, including primary and secondary environmental corridors, and isolated natural resource areas, allowed for development must be at a density not greater than one unit per five acres.
3. Zoning applied to the environmental corridors should, however, accommodate necessary public facilities, such as crossings by streets and highways, utility lines, and engineered flood control facilities, but should require that the location, design, and development of the facilities concerned be sensitive to the protection of the existing resource features, and require that, to the extent possible following construction, disturbed areas be restored to preconstruction conditions.
4. Sites that do not contain significant natural features may be conducive to prairie or wetland restorations or may be enhanced with the establishment of landscaped open spaces.

Zoning Regulations

1. Zoning regulations should be reviewed and be adjusted, as necessary, to ensure the proper staging of development over time, and in this respect, the creation of suburban zoning districts should proceed incrementally.
2. The future pre-zoning of lands for suburban use should be avoided. Accordingly, the areas concerned should be placed in zoning districts consistent with their existing use, and should be rezoned into appropriate suburban districts only when development has been proposed and approved, and essential facilities and services can be efficiently provided.
3. Zoning of environmentally significant lands should be applied to protect primary environmental corridors. Zoning should also be applied to protect secondary environmental corridors and isolated natural resource areas in a manner consistent with the Town's comprehensive plans.

Official Mapping

The Town should prepare and adopt its official map pursuant to Section 62.23(6) of the Wisconsin Statutes, showing thereon lands needed for future public use such as streets and parks and playgrounds. The official map should be amended from time to time to incorporate the additional street and other public land requirements identified in any detailed development plans.

Land Division Ordinance

The Land Division Ordinance adopted by the Town as a basis for the review and approval of subdivision plats and certified survey maps, should be reviewed periodically to address changes in the comprehensive plan. As part of the land division development process Town of Eagle agreed upon a Development Plan Evaluation method to evaluate proposed subdivision developments. The Town is also evaluating a procedure to assure that future development is done incrementally, consistent with the future population planned within the Town planning area.

Park and Open Space Implementation

The Town should adopt by reference the County Park and Open Space Plan and/or the Regional Natural Areas and Critical Species Habitat Protection and Management Plan. Each plan provides recommendations for public interest acquisition for most of the natural areas and critical species habitat sites identified in that plan.

A Comprehensive Trail Facility System Plan

The Town of Eagle should adopt by reference the Regional Bicycle Way System Plan prepared by the Southeastern Wisconsin Regional Planning Commission.

Transfer of Development Rights

The Town should investigate the potential local advantage to the transfer-of-development-rights programs, or "TDR" programs. The transfer of development rights involves a sale of rights from one owner to another at fair market value which results is a shift in density away from areas proposed to be maintained in farming or other open use toward areas recommended for development. The transfer of development rights may be permanent or may be for a specific period of time or set of conditions.

Municipal Boundary and Utility Extension Agreements

Where adjacent villages own and operate essential public utilities, not provided by the Town, the plan assumes that villages will either annex unincorporated territory recommended in the plan for suburban development and provide extensions of essential utility services to serve such development, or that the villages will reach agreement with the Town on the extension of those essential services without the need for annexation and municipal boundary change.

It is recommended that the Town of Eagle cooperatively plan for future land use, civil division boundaries, and the provision of potential future suburban services, as provided for under the Wisconsin Statutes, within the framework of its land use plan, and that the Town investigates establishing such an agreement with both the Village of Eagle and the Village of North Prairie.

Municipal Revenue Sharing

Opportunity for intergovernmental cooperation is provided under Section 66.0305 of the *Wisconsin Statutes*, which allows the Town to enter into revenue sharing agreements with the adjacent Villages, providing for the sharing of revenues derived from taxes and special charges. The Town should investigate the possibility of shared revenue with both the Village of Eagle and the Village of North Prairie.

Brownfield Redevelopment

The re-use of former commercial and industrial sites is frequently constrained by contamination problems created by past industrial and commercial activities. While brownfields tend to be concentrated in older areas, but they also occur in outlying areas.

If brownfields exist in the Town of Eagle, then the Town should discuss the inclusion of provisions for cleanup and re-use of brownfields as an element in their plan. However, at this time there are no known or suspected brownfield sites in the Town of Eagle.

Storm-water System Planning

In cooperation with Waukesha County, the Town has established a storm-water management plan in order to coordinate the management of storm-water within defined watersheds. Storm-water management practices appropriate for each proposed suburban development area will be developed through the preparation of a system management plan reviewed by the Town Engineer. Practices that are designed to maintain the natural hydrology should be encouraged.

THE NEED FOR CONTINUED REVITALIZATION PLANNING

The concentration of historic places in and near the Town, as shown on Map 4-4 in Chapter 4, indicates that the area is rich in historic resources, thereby contributing to the unique character of the Town. The Town should capitalize on this character by continuing to revitalize and promote its natural beauty, and the historic collection of buildings found in Old World Wisconsin. A detailed plan may include business market analyses, structural condition surveys, and detailed proposals with respect to streetscaping, landscaping, signs, parking, bicycle/pedestrian facilities, and any necessary offsite traffic improvements. The plans should also include building-specific proposals for preserving or restoring historic buildings.

The Town should work with the Wisconsin Department of Transportation which has jurisdiction over STH 59 and 67. The Town should also work closely with Waukesha County which has jurisdiction over CTH NN, which functions as a “gateway” leading traffic to the Town of Eagle. While it is unlikely that any of the highways will be expanded within the time period of this plan, it is still important that any future arterial design reflect an aesthetic quality that is representative of the Town’s desired character with proper streetscaping.

CAPITAL IMPROVEMENTS PROGRAM

A Capital Improvements Program (CIP) is a list of major public improvements needed in a community over a short-term period, typically the next five years, arranged in order of priority of need and adjusted to the community's ability to finance them. Major public improvements in the Town include such items as streets, and public buildings and parks, which together form the "infrastructure" required to support land use development and redevelopment. A CIP is intended to promote well-balanced community development without overemphasis on any particular phase of such development, and to promote coordinated development both in time and between functional areas. With such a program, required bond issues and tax revenues can be foreseen and provisions made. Lands needed for the projects can be acquired in a timely fashion and staged construction facilitated.

It is recommended that those elements of the adopted comprehensive plan requiring public expenditures for implementation, including streets, streetscaping, recreational facilities, government buildings and equipment, and revitalization projects, be included the Town's CIP, which is established for a five-year period and reviewed and updated annually.

PLAN RE-EVALUATION

A comprehensive plan is intended to serve as a guide for decision-making regarding development and redevelopment in a community. As a practical matter, local comprehensive plans should be prepared for a long-range planning period, typically 25 years. The design year chosen as a basis for the preparation of the Town of Eagle comprehensive plan is 2035. A comprehensive plan should be evaluated regularly to ensure that it continues to reflect local development conditions and planning objectives. In general, it is recommended that this re-evaluation take place at least once every 10 years, or more frequently if warranted by changing conditions. The Town has decided to do an annual review in September of each year starting in 2010, to determine if changes are needed to comply with changing conditions or the State of Wisconsin Comprehensive Planning requirements. Furthermore, the Town has agreed to re-evaluate the entire plan in 2015 and every 5 years thereafter, following the availability of the 2010, 2020, and 2030 Census data. Initiating a comprehensive plan review using Year 2010 data will also allow for the evaluation of planning projections made as part of the Year 2035 Regional Land Use Plan adopted in 2006, and the Waukesha County Comprehensive Development Plan adopted in February 2006, as well as this Comprehensive Plan. It is further recommended that the comprehensive re-evaluation use an intergovernmental cooperative approach whenever possible to maintain good intergovernmental relations.

MONITORING AND UPDATING THE PLAN

As mentioned above in the Plan Re-evaluation Section, reviews, and if necessary amendments may be made to the Town's Comprehensive Plan on an annual basis. The Town Clerk will make available a plan amendment request form for property owners wishing to propose a change to the Plan. The deadline for plan amendment request forms will be the end of the workday on September 15th. If that date falls on a weekend, the submittal deadline will be extended to the end of work on the following Monday. All applications for plan amendment will be scheduled for a public hearing and advertised according to statutory procedures. Just as with proposed zoning changes, property owners within 300 feet of the property subject to the plan amendment will be notified in writing. A review and recommendation for each request will be prepared by

Town staff and submitted to the Planning Commission and Town Board for consideration. All map amendments will be forwarded digitally to the Waukesha County Department of Parks and Land Use by January 15th of the following year for inclusion on the Waukesha County Land Information System.

PUBLIC INFORMATIONAL MEETINGS, PUBLIC HEARINGS, AND PLAN ADOPTION

For the comprehensive planning process it is essential to hold public informational meetings and public hearings on recommended plans before their adoption. Such actions provide an opportunity to acquaint residents and landowners of the Town, as well as adjoining communities, with the recommended plan and to solicit public reactions to the plan recommendations. The Town should send a summary of the preliminary recommended comprehensive plan to the local governing body of adjacent communities, and invite them to the above referenced meetings. The plan should then be modified to reflect any pertinent new information, and to incorporate any sound and desirable new ideas advanced at these meetings. Accordingly, a public informational meeting was held on September 26, 2007, and an Advisory Committee was created of local residents, business owners, developers, and concerned citizens. In addition, the Town held a public hearing on Chapters 1-3 of the Town Comprehensive Development Plan: 2035 on February 25, 2009, on Chapters 4-8 on August 12, 2009, and a final public hearing on the entire comprehensive plan on October 14, 2009. The Town also sent a copy of the preliminary recommended comprehensive plan document to the local governing body of adjacent communities, Waukesha County, SEWRPC, and the State Department of Administration, and invited them comment or to attend the abovementioned meetings.

An important step in plan implementation is the formal adoption of a resolution of the recommended plan by the Town Plan Commission to the Town Board, pursuant to Section 62.23(2) of the *Wisconsin Statutes*. Formal adoption of the plan by the Town Board is also required in ordinance form to demonstrate acceptance and support by the governing body.¹ Upon such adoptions, the plan becomes the official guide to be used by Town officials in making development or redevelopment decisions. The comprehensive plan should serve as the basis on which all development proposals, such as rezoning requests, subdivision plats, and certified survey maps, are reviewed. Only those re-zonings or land divisions which are consistent with the objectives of the plan should be approved.

The Town of Eagle Plan Commission completed their previous Master Plan on November 8, 1988, with an up-date adopted December 2, 1991. They will formally adopt this document *The Town of Eagle Comprehensive Plan: 2035*, on December 7, 2009 and forwarded their recommendation to the Town Board (see Appendix C). The Board of Trustees of the Town of Eagle adopted the Comprehensive Plan via Ordinance # _____ on December 7, 2009. (see Appendix D).

¹Under the Wisconsin comprehensive planning law adopted in 1999, comprehensive plans must be adopted by an ordinance of the governing body prior to January 1, 2010 (see Section 66.1001 of the *Wisconsin Statutes*).

APPENDIX A

WAUKESHA COUNTY SURVEY RESULTS – TOWN OF EAGLE
COMPREHENSIVE PLANNING PUBLIC OPINION SURVEY

QUALITY OF LIFE

1. Referring to Waukesha County, please check the box that best describes your current level of satisfaction.

	Satisfied	Neutral	Dissatisfied		Satisfied	Neutral	Dissatisfied
a. Cost of living	30%	42%	28%	k. Proximity to work	49%	36%	15%
b. Crime rate/safety	69%	27%	4%	l. Quality of schools	52%	32%	16%
c. Emergency services (police, fire, ambulance)	63%	29%	8%	m. Roads/traffic	45%	31%	25%
d. Employment opportunities	43%	46%	11%	n. Rural atmosphere	65%	19%	16%
e. Housing choices	60%	34%	6%	o. Shopping opportunities	55%	27%	18%
f. Medical care (doctors, hospitals, clinics)	63%	25%	11%	p. Urban atmosphere	35%	54%	12%
g. Natural environment/open space (wetlands, wildlife, etc.)	66%	14%	20%	q. Recycling and garbage collection	87%	8%	5%
h. Land use planning & zoning	29%	36%	35%	r. Water quality (lakes, streams)	54%	28%	18%
i. Parks and recreation	64%	29%	7%	s. Water quality (drinking water)	62%	22%	16%
j. Property taxes	18%	24%	57%	t. Water supply	57%	30%	13%

2. Please identify which of the items, from Q1a – t, are the five most important issues/priorities in terms of reasons you and your family choose to live in Waukesha County by placing the letter of your choice next to the space allotted. (Please list five only)

	Most Imp.	2 nd Most Imp.	3 rd Most Imp.	4 th Most Imp.	5 th Most Imp.		Most Imp.	2 nd Most Imp.	3 rd Most Imp.	4 th Most Imp.	5 th Most Imp.
a. Cost of living	7%	6%	8%	5%	6%	k. Proximity to work	5%	6%	1%	3%	5%
b. Crime rate/safety	8%	8%	13%	11%	9%	l. Quality of schools	7%	4%	7%	7%	5%
c. Emergency services (police, fire, ambulance)	1%	6%	2%	7%	4%	m. Roads/traffic	1%	3%	2%	3%	7%
d. Employment opportunities	4%	3%	4%	1%	2%	n. Rural atmosphere	18%	13%	11%	10%	5%
e. Housing choices	5%	7%	3%	5%	5%	o. Shopping opportunities	0%	1%	1%	1%	5%
f. Medical care (doctors, hospitals, clinics)	1%	4%	6%	5%	5%	p. Urban atmosphere	1%	1%	2%	1%	1%
g. Natural environment/open space (wetlands, wildlife, etc.)	18%	12%	13%	10%	8%	q. Recycling and garbage collection	0%	2%	1%	1%	3%
h. Land use planning & zoning	4%	8%	5%	3%	6%	r. Water quality (lakes, streams)	1%	3%	4%	4%	6%
i. Parks and recreation	1%	5%	4%	2%	5%	s. Water quality (drinking water)	1%	3%	5%	6%	3%
j. Property taxes	15%	8%	6%	11%	7%	t. Water supply	1%	0%	2%	5%	2%

APPENDIX A (Cont.)

3. What has happened to the quality of life in your municipality over the past 5 to 10 years? (Check only one)	Improved	Declined	Remained the same
	17%	36%	32%
	No opinion		Have lived in muni less than 5 years
	6%		10%
4. If you answered improved or declined to Question 3, which items have had the greatest impact on the quality of life in your municipality? (Check up to three)	Fire and Police protection	Community events	Residential areas
	11%	8%	24%
	Parks and open spaces	School system	Conditions of road/traffic
	21%	26%	24%
	Emp Opportunities	Amount of development	Avail of shopping
	6%	68%	13%

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES This series of questions asks your opinion about agricultural, natural, and cultural resources.

5. Please rate how satisfied you are with how Waukesha County protects these agricultural/natural/cultural resources by checking the box that best describes your current level of satisfaction.

	Satisfied	Neutral	Dissatisfied		Satisfied	Neutral	Dissatisfied
a. Air quality	64%	25%	10%	f. Parks	68%	24%	8%
b. Farmland	33%	23%	44%	g. Surface water (rivers, lakes, streams)	48%	34%	19%
c. Forested land	56%	23%	21%	h. Wetlands (marshes, bogs, fens)	47%	28%	25%
d. Groundwater	33%	35%	32%	i. Wildlife/habitat	50%	22%	28%
e. Historic sites	58%	36%	6%	j. Other	13%	13%	75%

6. Please identify which of the items, from 5a –j, are the three most important agricultural/natural/cultural resources that should be protected in Waukesha County by placing the letter of your choice next to the space allotted. (Please list three only)

	Most Imp.	2 nd Most Imp.	3 rd Most Imp.		Most Imp.	2 nd Most Imp.	3 rd Most Imp.
a. Air quality	18%	14%	2%	f. Parks	1%	3%	6%
b. Farmland	22%	10%	14%	g. Surface water (rivers, lakes, streams)	3%	14%	18%
c. Forested land	11%	18%	14%	h. Wetlands (marshes, bogs, fens)	7%	8%	12%
d. Groundwater	27%	19%	8%	i. Wildlife/habitat	9%	10%	22%
e. Historic sites	1%	2%	3%	j. Other	1%	1%	1%

7. On a scale of 1 (= not at all important) to 10 (= extremely important), how important do you think reducing water use in your home is?	1	2	3	4	5	6	7	8	9	10
	12%	2%	3%	1%	29%	8%	14%	17%	2%	10%
8. Would you favor a program in which local governments purchased development rights to permanently stop development on selected agricultural land and open spaces?	Yes					No				
	81%					19%				
9. How would you rate the overall <u>environmental quality</u> in Waukesha County?	Excellent	Good	Average	Poor	Very Poor	No Opinion				
	10%	55%	30%	2%	4%	0%				

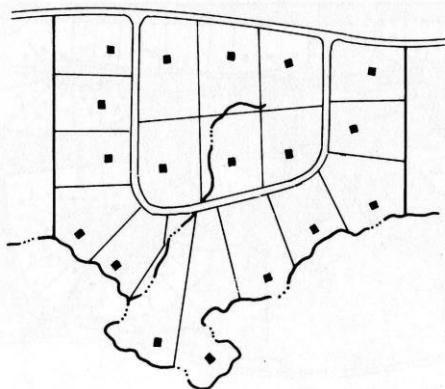
HOUSING/DEVELOPMENT We would like your opinion about housing development.

10. More of the following types of housing are needed in Waukesha County:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No Opinion		
a. Single family housing (owner)	12%	16%	29%	25%	14%	4%		
b. Single family housing (rental)	1%	9%	32%	29%	25%	4%		
c. Duplexes (2 units)	2%	8%	26%	32%	27%	5%		
d. Apartments (3 or more units – rental)	1%	6%	26%	27%	38%	3%		
e. Town houses or condos (owner)	2%	13%	34%	23%	23%	4%		
f. Mobile homes	1%	1%	12%	24%	58%	4%		
g. Affordable housing (defined as \$208,900 or below in 2005 in Waukesha County by federal gov't statistics)	10%	32%	25%	18%	13%	2%		
h. Housing specifically designed to meet the needs of older people (55+)	12%	43%	32%	2%	5%	4%		
i. Housing specifically designed to meet the needs of people with disabilities	8%	36%	41%	4%	5%	5%		
11. Homeowners should be allowed to make major modifications to existing dwellings to enable elderly or disabled relatives to live with them.	41%	47%	7%	2%	2%	1%		
12. Programs are needed to provide assistance to low and moderate income residents for the purpose of purchasing/rehabilitating homes.	10%	26%	30%	16%	13%	4%		
13. Which best describes the type of housing you currently live in? <u>Please mark box (x) underneath your housing choice if you own or rent your housing.</u>	Single Family ↓		Duplex (2 units) ↓		Multiple Family (3 or more units) ↓		Other ↓	
	Own 98%	Rent 0%	Own 1%	Rent 0%	Own 0%	Rent 0%	Own 1%	Rent 0%

14. Would you prefer new housing built in the County to reflect a traditional design with larger lot sizes (Option A) or a cluster design permanently preserving open space (Option B)?
Please check either Option A or Option B (not both) below to indicate your preference.

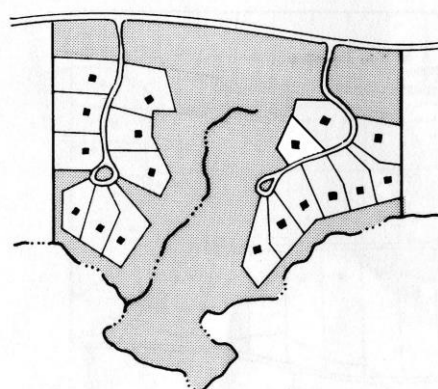
OPTION A

31%



OPTION B

69%



APPENDIX A (Cont.)

15. The population of Waukesha County has grown an average of 16% per decade since 1970. How do you feel about this amount of development?	Too Much Development	About the right amount of development	Too little development
	73%	26%	1%

16. Which of the following best describes your preference about residential development in your municipality?	Residential areas with smaller lots, even if homes will be built closer together	Residential areas with larger lots, even if more land will be used to build homes	Both/Some of Each	Don't Know
	11%	41%	35%	13%

LAND USE AND GROWTH This series of questions asks your opinion about land use and growth issues.

17. Of the following elements, which define rural character in Waukesha County? (Check all that apply)	Greater Housing Setbacks from Roads	Existing Farmsteads	Agricultural Land	Woodlands/Wetlands	Open Space within Developed Areas
	34%	65%	63%	61%	42%

18. People should be able to do whatever they want with land they own or purchase in Waukesha County?	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No Opinion
	13%	17%	22%	32%	16%	0%

19. Please rate how satisfied you are with how the following County-wide growth issues are being dealt with by checking the box that best describes your current level of satisfaction.

	Satisfied	Neutral	Dissatisfied		Satisfied	Neutral	Dissatisfied
a. Preservation of green space	25%	37%	38%	h. Maintaining community atmosphere	30%	59%	11%
b. Building regulations	24%	49%	27%	i. Quality of roads	49%	35%	16%
c. Zoning regulations	24%	43%	33%	j. School issues (buildings, crowding)	36%	42%	22%
d. Crime rate/safety	61%	30%	9%	k. Solid waste management (garbage)	72%	23%	5%
e. Environmental protection	36%	42%	22%	l. Water/sewer system capacity	32%	62%	7%
f. Water quality	43%	33%	24%	m. Employment opportunities	35%	54%	11%
g. Traffic congestion	24%	46%	30%	n. Tax rates	16%	25%	58%

20. Please identify which of the items, from 19a –n, are the three most important County-wide growth issues in Waukesha County by placing the letter of your choice next to the space allotted. (Please list three only)

	Most Imp.	2 nd Most Imp.	3 rd Most Imp.		Most Imp.	2 nd Most Imp.	3 rd Most Imp.
a. Preservation of green space	28%	15%	9%	h. Maintaining community atmosphere	2%	3%	7%
b. Building regulations	6%	8%	4%	i. Quality of roads	1%	2%	6%
c. Zoning regulations	2%	6%	10%	j. School issues (buildings, crowding)	8%	10%	9%
d. Crime rate/safety	6%	10%	8%	k. Solid waste management (garbage)	0%	1%	1%
e. Environmental protection	7%	12%	10%	l. Water/sewer system capacity	1%	1%	2%
f. Water quality	6%	10%	10%	m. Employment opportunities	0%	2%	1%
g. Traffic congestion	4%	9%	9%	n. Tax rates	29%	12%	15%

APPENDIX A (Cont.)

21. If Waukesha County continues to grow, land-conserving, compact housing developments should be required to slow the conversion of open space and farmland?											Yes	No
											71%	29%
22. When considering housing affordability, on a scale of 1 (= not at all important) to 10 (= extremely important), how concerned are you that future generations will be able to afford housing in Waukesha County?	1	2	3	4	5	6	7	8	9	10		
	10%	2%	9%	4%	25%	2%	7%	15%	4%	23%		

TRANSPORTATION This series of questions asks your opinion about transportation issues.

23. I use existing public transit services (bus service, commuter/ride share, taxi, etc.) within the County.						YES	NO
						0%	100%
24. If yes to Q23, I am satisfied with the <u>quality</u> of the following transportation services:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No Opinion	
a. Bus service (local)	0%	0%	0%	0%	0%	100%	
b. Bus service (to Milwaukee or Madison)	0%	0%	100%	0%	0%	0%	
c. Commuter/ride share program to work	0%	0%	100%	0%	0%	0%	
d. Disability transportation services	0%	0%	0%	0%	0%	100%	
e. Ride-share taxi (multiple users vs. one rider)	0%	0%	0%	0%	0%	100%	
f. Taxi	0%	0%	0%	0%	0%	100%	
g. Other	0%	0%	0%	0%	0%	0%	
25. The <u>availability</u> of public transit services in the County meets my needs (e.g. routes, frequency of service, etc.).	8%	13%	32%	16%	12%	19%	
26. The overall road network (roads, streets, and highways) in Waukesha County meets the <u>current needs</u> of its citizens.	10%	47%	20%	14%	8%	1%	
27. The overall road network is adequate to meet <u>projected future growth</u> in Waukesha County.	4%	27%	24%	23%	19%	4%	
28. Road and street maintenance in Waukesha County is acceptable.	6%	48%	20%	19%	6%	1%	
29. More biking and walking lanes/trails are needed in Waukesha County.	16%	28%	34%	13%	7%	2%	
30. Do you support the development of an additional north-south transportation corridor connecting I-43 and I-94?						Yes	No
						45%	53%
31. Do you support the development of an additional north-south transportation corridor connecting I-43 and US-41/US-45?						37%	63%

ECONOMIC DEVELOPMENT The following questions ask how you view economic development.

32. Please rate how satisfied you are with how Waukesha County is encouraging these types of businesses by checking the box that best describes your current level of satisfaction.

	Satisfied	Neutral	Dissatisfied		Satisfied	Neutral	Dissatisfied
a. Emerging technology	26%	59%	15%	g. Professional services	40%	53%	7%
b. Entertainment venues	33%	55%	12%	h. Recreational facilities	46%	43%	11%
c. Hotels, tourism	35%	53%	12%	i. Restaurants	48%	39%	13%
d. Industrial	32%	53%	15%	j. Retail/shopping	47%	39%	13%
e. Manufacturing	32%	50%	18%	k. Warehousing	30%	67%	3%
f. Medical services	54%	36%	11%	l. Other	0%	44%	56%

33. Please identify which of the items, from 32a –l, are the three most important types of future business development Waukesha County should encourage by placing the letter of your choice next to the space allotted. (Please list three only)

	Most Imp.	2 nd Most Imp.	3 rd Most Imp.		Most Imp.	2 nd Most Imp.	3 rd Most Imp.
a. Emerging technology	23%	9%	12%	g. Professional services	3%	7%	12%
b. Entertainment venues	8%	4%	11%	h. Recreational facilities	6%	13%	11%
c. Hotels, tourism	2%	5%	5%	i. Restaurants	7%	8%	6%
d. Industrial	10%	13%	9%	j. Retail/shopping	6%	8%	9%
e. Manufacturing	13%	16%	12%	k. Warehousing	0%	0%	1%
f. Medical services	20%	13%	8%	l. Other	1%	2%	2%

34. I am satisfied with the availability of employment opportunities in the area.	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No Opinion
	11%	31%	34%	12%	4%	9%
35. Rate the importance of the following in Waukesha County:	Very Important	Important	Neutral	Unimportant	Very Unimportant	No Opinion
	a. Business retention	47%	31%	15%	4%	1%
b. Entrepreneurial assistance	26%	30%	33%	4%	3%	5%

COMMUNITY FACILITIES AND SERVICES These questions asks for your opinion about your municipality's facilities and services.

36. Please rate the quality of the following services in your municipality.	Excellent	Good	Average	Poor	Very Poor	No Opinion/Not Applicable
a. Ambulance service	17%	39%	30%	2%	1%	12%
b. Building inspection	13%	37%	35%	7%	1%	7%
c. Fire protection	15%	46%	29%	6%	0%	4%
d. Garbage collection	40%	46%	8%	2%	1%	2%
e. Park and recreation facilities	23%	53%	19%	2%	0%	3%
f. Planning and zoning	4%	32%	33%	11%	11%	9%
g. Police protection	13%	48%	30%	6%	0%	3%
h. Public library	26%	44%	18%	4%	0%	8%
i. Public school system	14%	36%	27%	7%	5%	11%
j. Recycling programs	33%	45%	16%	3%	2%	2%
k. Road maintenance	6%	51%	27%	11%	3%	2%
l. Sanitary sewer service (not private system)	3%	9%	11%	3%	2%	73%
m. Snow removal	12%	53%	25%	5%	2%	4%
n. Storm water management	5%	23%	26%	2%	4%	40%
o. Water utility service (not private system)	1%	8%	12%	2%	2%	75%
p. Other	0%	0%	0%	0%	50%	50%

37. Some local governments share public services with neighboring local governments, ranging from recycling to libraries to police services. Please indicate which service(s) from Question 36a - p you would favor becoming a shared service between your municipality and a neighboring municipality. (Check all that apply)

A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P
45%	41%	38%	35%	34%	24%	40%	43%	29%	39%	34%	17%	24%	21%	14%	4%

APPENDIX A (Cont.)

DEMOGRAPHICS Please tell us some things about you. Please choose only one answer per question.

38. Gender:	Male		Female	
	44%		56%	
39. What is your age range?	18-24	25-34		35-44
	0%	3%		24%
	45-54	55-64		65-74
	36%	28%		9%
	75+			1%
40. Employment status:	Employed		Unemployed	
	73%		2%	
	Homemaker		Other	
	6%		4%	
41. What is your highest level of education?	Less than high school		High school diploma	
	2%		15%	
	Two year tech/col/trade deg		Bachelor's degree	
	17%		21%	
42. How long have you lived in Waukesha County?	Less than 1 year		1 to 5 years	
	2%		5%	
	10.1 – 15 years		15.1 – 20 years	
	13%		12%	
	Over 30 years		5.1 – 10 years	
41%		6%		
43. What is your approximate annual family income?	Under \$25,000		\$25,000-\$34,999	
	3%		6%	
	\$50,000 - \$74,999		\$75,000 - \$99,999	
	24%		30%	
		\$35,000 - \$49,999		
		4%		
		\$100,000 or more		
		32%		

Thanks for Completing the Survey!

Please return your survey by _____, 2006 to:
 Survey Research Center
 University of Wisconsin – River Falls
 124 RDI Building
 410 S. Third St.
 River Falls, WI 54022-5001

Waukesha County Comprehensive Planning Survey Highlights – Town of Eagle

Survey Purpose and Methods

The Town of Eagle is currently working in cooperation with many other municipalities in Waukesha County to prepare a comprehensive plan that will guide growth and land use decisions into the future. As part of the process, the Town chose to work with the Survey Research Center (SRC) at the University of Wisconsin – River Falls to survey the residents about the future of the Town. The goal of the study is to provide decision-makers in the Town of Eagle with accurate, up-to-date information about the views of town residents regarding key planning issues.

In October 2006, the SRC mailed questionnaires to 982 households in the Town of Eagle. To help us receive a representative sample of residents from smaller communities, two surveys were sent to each household. After two weeks, postcards were mailed to households that had not returned at least one questionnaire. A second questionnaire was sent to non-respondents in mid-November. The Center received a total of 170 completed questionnaires from residents for a 17 percent response rate. Based on 2000 census adult population data for the Town (2,213), the estimates provided in this report are expected to be accurate to within plus or minus 7.2 percent with 95 percent confidence.

Quality of Life

- Residents cited the rural atmosphere and natural environment/open space as the top reasons they chose to live in Waukesha County.
- More Town of Eagle residents (36%) said that the quality of life had declined during the last 5 to 10 years than said it had improved (17%); 32% believed it did not change. Residents ranked the amount of development as the most important factor that has changed the town's quality of life.

Agriculture, Natural, and Cultural Resources

- 65% of Eagle residents rated environmental quality in the county as either "Good" (55%) or "Excellent" (10%).
- Groundwater and farmland were the two county resources Eagle residents most want to see protected.

Housing Development

- When given county growth data, 26% thought that the rate of growth was about right; 73% thought that too much development has occurred. 1% said "Too little."
- A majority of Eagle residents said that the county needs more housing for seniors (55%). Majorities disagreed that there is a need for more single family rental housing (54%), duplexes (59%), and apartments (65%). Only 2% saw the need for more mobile homes. The responses to most choices had significant percentages of "Neutral."

Land Use and Growth

- Tax rates and green space preservation were the top county-wide growth issues.
- When asked how satisfied they are with how county-wide growth issues are being dealt with, a majority of Eagle residents rated two of fourteen issues as "Satisfied": solid waste management and crime rate/safety. About half (49%) were satisfied with the quality of roads. 58% were "Dissatisfied" with tax rates. On eight of the other issues, the highest percentages were in the "Neutral" category.

Transportation

- 57% of Eagle residents believed that the overall road network currently meets the needs of the county's residents, but 42% either disagreed or strongly disagreed that it will be adequate to meet future growth needs.
- 44% desired more biking and walking lanes/trails in the county. 53% opposed an additional north-south corridor connecting I-43 and I-94, and 63% opposed another corridor connecting I-43 and US41/US45.

Economic Development

- A majority of residents were "Neutral" when asked their level of satisfaction with the economic development efforts in the county for seven of the eleven categories of businesses. 54% were satisfied with current efforts to encourage medical services in the county, and slightly less than half were satisfied with efforts to encourage restaurants (48%) and retail/shopping (47%).
- Eagle residents emphasized the development of "knowledge-based" types of businesses such as emerging technology and medical services as the most desirable for the county's future economic base.

Community Facilities and Services

- Most community facilities and services were rated as "Good" or "Excellent" by large majorities.
- When asked about sharing services with neighboring governments, no service exceeded 50%, although 45% favored sharing ambulance service.

APPENDIX B

Town of Eagle - Public Participation Plan

Chronology of events

Event/ Document	Date	Description
Smart Growth Grant Application agreed to between Village and Town	Oct. 25, 2006	Town Board unanimously approves the resolution to participate in the multi-jurisdictional Smart Growth grant application with the Town of Eagle
Smart Growth Grant Application submitted	Oct. 30, 2006	Town and Village agree to final format of grant application prior to submission
Smart Growth Contract Signed	May 7, 2007	Town Chairmen signed the Memorandum of Understanding for the multi-jurisdictional Smart Growth Grant
Public Participation Plan Resolution 2007-02 created and Coordinator appointed	Aug. 8, 2007	Town Board adopted the Public Participation Plan and appoints Brian Pionke as Coordinator
Smart Growth Informational Interest meeting & contact list creation	Sept. 20, 2007	Mailing to residents and landowners to inform and request them to serve on the Eagle Advisory Committee
Public Participation Plan Resolution 2007-02 adopted	Sept. 25, 2007	Town Board adopted the Public Participation Plan
Public Kick Off Meeting/ Visioning Session / Survey Results Presentation	Sept. 26, 2007	Public Meeting held concerning Smart Growth requirements. Citizens provide input/questions on Town survey results
Smart Growth Advisory Committee Created	Oct. 18, 2007	Volunteers are organized into the Eagle Advisory Committee and rules, meeting times, and staff responsibilities are set
Eagle Advisory Committee Meetings for 2007	3 meetings	The committee reviews information for chapter 1
Eagle Advisory Committee Meetings for 2008	12 meetings	The committee reviewed information for chapters 1, 2, 3, 5, and 7 throughout the year.
Eagle Advisory Committee Meetings for 2009	18 meetings	The committee reviewed information for chapters 4, 6, 8-10, and revised previous chapters as needed throughout the year.
Plan Commission review of Comprehensive Plan Chapters 1-3	Feb. 24, 2009	Plan Commission review draft chapters and suggest revisions
Plan Commission review of Comprehensive Plan Chapters 5-7	Jul. 28, 2009	Plan Commission review draft chapters and suggest revisions
Eagle Advisory Committee completion of Draft Comprehensive Plan	Aug. 24, 2009	The committee does a final review of all chapters and assigns staff the job of compiling all elements

B - 1
Town of Eagle - Public Participation Plan (Cont.)

Plan Commission review of Comprehensive Plan Chapters 4, 8-10	Aug. 25, 2009	Plan Commission review draft chapters and suggest revisions
Plan Commission establishes a public hearing date	Sept. 11, 2009	Plan Commission review final draft chapters and suggest revisions
Plan Commission conducts Public Hearing on Comprehensive Plan and Land Use Plan Map	Oct. 14, 2009	Plan Commission receives public input on the Comprehensive Plan and sets meeting to review suggestions and adopt a resolution to recommend Plan
Plan Commission Adopts Resolution	Nov. 2, 2009	Plan Commission take public comment prior to final adoption of resolution concerning Comprehensive Plan
Town Board adopts Ordinance	Nov. 11, 2009	Town Board take public comment prior to final adoption of ordinance concerning Comprehensive Plan

Advisory Committee Meeting Dates

2007 meetings

Sept. 20, 2007
Oct. 18, 2007
Nov. 28, 2007

2008 Meetings

Jan. 9, 2008
Feb. 12, 2008
Apr. 8, 2008
May 13, 2008
Jun. 3, 2008
Jul. 15, 2008
Aug. 12, 2008
Sept. 15, 2008
Oct. 13, 2008
Nov. 10, 2008
Nov. 17, 2008
Dec. 8, 2008

2009 Meetings

Jan. 9, 2009
Jan. 12, 2009
Jan. 26, 2009
Feb. 9, 2009
Feb. 23, 2009
Mar. 9, 2009
Mar. 23, 2009
Apr. 13, 2009
Apr. 27, 2009
May 11, 2009
May 26, 2009
Jun. 1, 2009
Jun. 8, 2009
Jun. 22, 2009
Jul. 13, 2009
Jul. 27, 2009
Aug. 10, 2009
Aug. 24, 2009

APPENDIX C

TOWN OF EAGLE PLAN COMMISSION

RESOLUTION NO. 09-03

A TOWN PLAN COMMISSION RESOLUTION ADOPTING
THE TOWN OF EAGLE COMPREHENSIVE PLAN: 2035

WHEREAS, the Town of Eagle, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

WHEREAS, it is the duty and function of the Town Plan Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, to make and adopt a comprehensive plan for the physical development of the Town of Eagle; and

WHEREAS, the Town of Eagle requested the assistance of Independent Inspections, and later I-COM to help prepare the “Town of Eagle Comprehensive Plan: 2035” in 2007. The plan includes:

1. The collection, compilation, processing, and analyses of various types of population, housing, economic, natural resource, historic resource, recreation and open space, land use, transportation, utilities, community facilities, and other information pertaining to the Town;
2. A forecast of growth and change;
3. Statements of objectives, principles, and standards, and related design guidelines as the results of a community survey;
4. Plan Elements, including a Land Use component;
5. Recommended activities to implement the plan over time; and

WHEREAS, the aforementioned forecasts, inventories, analyses, objectives, land use plan, and implementation recommendations are set forth in a published report entitled *The Town of Eagle Comprehensive Plan: 2035*, Waukesha County, Wisconsin; and

WHEREAS, the Town of Eagle Plan Commission held public meetings to acquaint residents, landowners, and local government officials of the Town and neighboring communities with the plan recommendations, including public informational meetings held by the Plan Commission, and public hearings held on February 25th 2009 and August 12th 2009; and

WHEREAS, the Town Plan Commission has carefully considered the plan over an extended period of time, including public statements and requests during the planning process, and has proceeded to incorporate, where deemed appropriate, changes to the recommended comprehensive plan; and

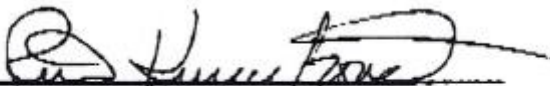
WHEREAS, the Town Plan Commission considers the plan to be a necessary guide to the future development of the Town and environs.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 62.23(3)(B) of the Wisconsin Statutes, the Town of Eagle Plan Commission hereby adopts *The Town of Eagle Comprehensive Plan: 2035*, and the attendant plan elements as a guide for the future development of the Town of Eagle and its environs; and


BE IT FURTHER RESOLVED, that the Town Plan Commission does hereby recommend that the Town Board enact an Ordinance adopting the Town of Eagle comprehensive plan

BE IT FURTHER RESOLVED, that the Clerk of the Town of Eagle on behalf of the Plan Commission transmits a certified copy of this resolution, after recording the action on the adopted plan, to the Board of Trustees of the Town of Eagle, Waukesha County, Wisconsin, to the State Department of Administration, Southeastern Wisconsin Regional Planning Commission, and to Waukesha County.

Passed and adopted this 2nd day of November, 2009, by the Town of Eagle Plan Commission.


Robert Kwiatkowski, Town Chairman

ATTEST:


Lynn Pepper, Town Clerk

APPENDIX D

**TOWN OF EAGLE
BOARD OF SUPERVISORS**

ORDINANCE NO. 09-05

**A TOWN BOARD ORDINANCE ADOPTING
THE TOWN OF EAGLE COMPREHENSIVE PLAN: 2035**

WHEREAS, the Town of Eagle, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

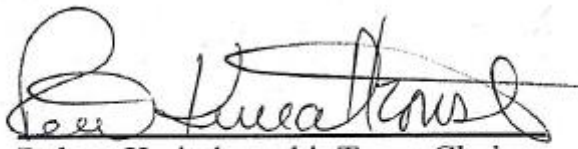
WHEREAS, the Town Plan Commission has prepared, with the assistance of Independent Inspections Ltd., Waukesha County Department of Parks and Land Use, and the planning consultant from I-COM, a comprehensive plan for the physical development of the Town of Eagle. Said plan is entitled *The Town of Eagle Comprehensive Plan: 2035*, Waukesha County, Wisconsin; and

WHEREAS, the Town Plan Commission held a public hearing on the 14th day of October, 2009, and adopted the comprehensive plan and the attendant recommended Land Use Plan Map on the 11th day of November, 2009, and has submitted a certified copy of the resolution to the Board of Supervisors of the Town of Eagle; and

WHEREAS, the Board of Supervisors of the Town of Eagle concurs with the Town Plan Commission and the objectives and recommendations set forth in *The Town of Eagle Comprehensive Plan: 2035*, Waukesha County, Wisconsin.

NOW, THEREFORE, BE IT ORDAINED, that the Board of Supervisors of the Town of Eagle hereby adopts *The Town of Eagle Comprehensive Plan: 2035*, and the attendant plan element as a guide for the future development of the Town of Eagle and its environs.

Passed and adopted this 10th day of November, 2009, by the Board of Supervisors of the Town of Eagle.


Robert Kwiatkowski, Town Chairman

ATTEST:


Lynn Pepper, Town Clerk

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