

A LAND USE PLAN FOR THE VILLAGE OF EAGLE: 2000

WAUKESHA COUNTY WISCONSIN

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C.M.P. 20
COPY 2

EAGLE WAUKESHA CO.
TROY WALWORTH CO.

2,400,000 FEET

2,410,000 FEET

2,420,000 FEET

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Special acknowledgement is due Mr. Patrick J. Meehan, AIA, Principal Planner,
for his contribution to the preparation of this report.

COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 85

A LAND USE PLAN FOR THE VILLAGE OF EAGLE: 2000
Waukesha County, Wisconsin

Prepared by the
Southeastern Wisconsin Regional Planning Commission
P. O. Box 769
Old Courthouse
916 N. East Avenue
Waukesha, Wisconsin 53187-1607

The preparation of this report was financed in part by the Village of Eagle; in part through a planning grant from the Wisconsin Department of Local Affairs and Development under Section 22.14 of the Wisconsin Statutes; and in part through a planning grant from the U. S. Department of Housing and Urban Development under Section 701 of the Housing Act of 1954, as amended.

September 1983

Inside Region: \$2.50
Outside Region: \$5.00

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SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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September 21, 1983

Mr. Frank P. Murphy, President
Village of Eagle and
Members of the Village Board of Trustees;
and Members of the Village Plan Commission
Eagle, Wisconsin 53119

Ladies and Gentlemen:

By letter dated September 17, 1980, the Village of Eagle requested the assistance of the Southeastern Wisconsin Regional Planning Commission in the preparation of a land use plan and a related zoning ordinance and map for the Village. The planning effort was initiated soon thereafter and the Regional Planning Commission staff, working with the Village Plan Commission, has now completed the requested work, the results of which are presented in this report.

In addition to setting forth a recommended land use plan and supporting plan implementation devices for the Village, this report presents pertinent information on the present stage of development of the Village, including information on existing population and employment levels; on existing land use, water supply, and transportation system development; and on the topography and drainage pattern, soils, and environmentally sensitive areas of the Village and environs, all of which constitute important considerations in any local planning effort.

Based upon certain assumptions concerning future population and employment levels in the Village, the report, as already noted, sets forth a recommended land use plan and recommended zoning ordinance and map for the Village. These plans, which are consistent with regional as well as local development objectives, are intended to serve as a point of departure for the making of day-to-day development decisions by village officials.

The Regional Planning Commission is appreciative of the assistance offered by the Village Board, the Village Plan Commission, the Village Clerk, and former Village President Ralph C. Raduechel in the preparation of this report. The Commission staff stands ready to assist the Village in implementing the recommendations contained herein.

Sincerely,



Kurt W. Bauer
Executive Director

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Chapter I

INTRODUCTION

BACKGROUND

The state municipal planning enabling act, as set forth in Section 61.35 and 62.23 of the Wisconsin Statutes, provides for the creation of municipal plan commissions and charges those commissions with the duty and function of making and adopting a "master"--or comprehensive--plan for the physical development of the municipality, including any areas outside of its boundaries which are related to the development of the municipality. The scope and content of the comprehensive plan, as set forth in the Statutes, is very broad, extending to all aspects of the physical development of a community. The Statutes indicate that the master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as efficiency and economy of the community in the process of development.

Perhaps the most basic and important element of any comprehensive plan is the land use plan, for it forms the basis for all of the other elements of the plan; such as the transportation, sewerage, water supply, park and open space, and storm water drainage elements. Recognizing this importance and acting in accordance with its statutory charge, the Village of Eagle by letter dated September 17, 1980, requested the Regional Planning Commission to assist the Village Plan Commission in the development of a land use plan for the Village, together with implementing ordinances. This report sets forth the findings and recommendations of the planning effort undertaken in response to the Village's request. It is intended to assist in defining the land use development objectives of the Village and in identifying and attaining a spatial distribution of land use development in the Village and its environs which will achieve these objectives over time.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use development within the planning area, including extensive inventories of the existing cultural and natural resource bases of the Village and surrounding area, the formulation of a set of recommended land use development objectives for the Village, the preparation of forecasts of population and economic activity in the planning area, the preparation of alternative land use plans which could accommodate the forecast population and employment levels, and the selection of a recommended plan which best meets Village objectives. The plan, when adopted by the Village Plan Commission and Village Board, is intended to serve as a guide to the making of land use development decisions within the planning area. The work also included the preparation of proposed amendments to the Village Zoning Ordinance, Zoning District Map, and Land Division Ordinance, which amendments are required to help carry out the recommended land use plan over time.

The Planning Area

The planning area considered herein consists of the Village of Eagle and the unincorporated area lying adjacent to the Village and deemed to be related to the development of the Village. The Village is located near the geographic

center of the Town of Eagle. The Village of Eagle is bordered on all sides by the Town of Eagle as shown on Map 1. The total Village of Eagle study area consists of U. S. Public Land Survey Sections 1 through 36 in Township 5 North, Range 17 East, including both the Village and Town of Eagle. The total study area encompasses an area of approximately 36 square miles, with particular emphasis, however, upon the area within the corporate limits of the Village and within the extraterritorial plat approval jurisdiction of the Village, the later comprising all that area adjacent to the corporate limits of the Village and within one and one-half miles thereof.

Regional Influences

Sound planning practice dictates that local plans should be prepared within the framework of adopted areawide plans. The Southeastern Wisconsin Regional Planning Commission is the official areawide planning agency for the seven-county Southeastern Wisconsin Region which includes Waukesha County and the Village of Eagle. The Commission has, since its creation in 1960, pursued the preparation of an advisory plan for the development of the Region through the systematic formulation of those elements of such a plan most important to the units and agencies of government operating within the Region. The salient recommendations of the adopted regional plan elements applicable to the Village of Eagle and unincorporated area within one and one-half miles of the Village are graphically shown on Maps 2, 3, and 4.

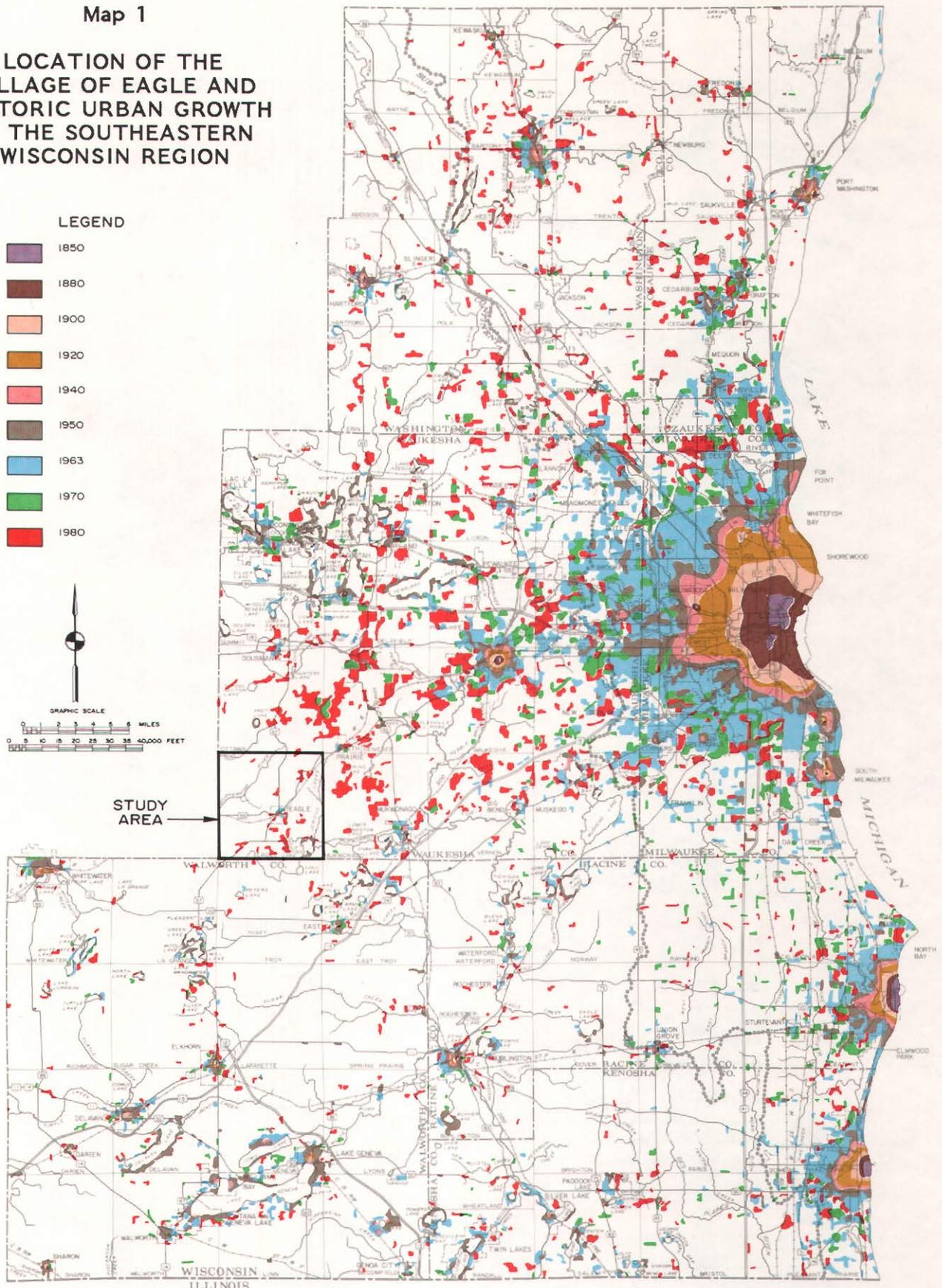
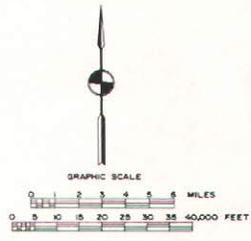
The adopted regional land use plan, as set forth in SEWRPC Planning Report No. 25, A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin: 2000, provides recommendations with respect to the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region. Particularly pertinent to the preparation of a land use plan for the Village of Eagle area are the recommendations contained within the adopted regional land use plan for the preservation of the primary environmental corridors and prime agricultural lands of the Region, and for the encouragement of compact urban development in those areas of the Region which are covered by soils suitable to such use, which are not subject to special hazards such as flooding, and which can be readily served by public sanitary sewerage and water supply facilities. These three major recommendations of the regional land use plan provide the basic framework around which the Village land use plan recommended herein was developed. The adopted regional land use plan, as it pertains to the Village of Eagle study area and environs, is shown on Map 2.

The adopted regional transportation system plan, as described in SEWRPC Planning Report No. 25, provides recommendations as to how the regional land use plan can best be served by highway and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2000, together with a functional network of various types of transit lines. The regional transportation system plan was developed on the basis of careful quantitative analyses of existing and projected traffic volumes and existing highway and transit system capacity and use. As presented herein, the regional arterial street and highway system is recommended to be developed to serve and support the recommended land use plan for the study area. The adopted regional transportation plan, as it pertains to the Village of Eagle study area and environs, is shown on Map 3.

Map 1

LOCATION OF THE VILLAGE OF EAGLE AND HISTORIC URBAN GROWTH IN THE SOUTHEASTERN WISCONSIN REGION

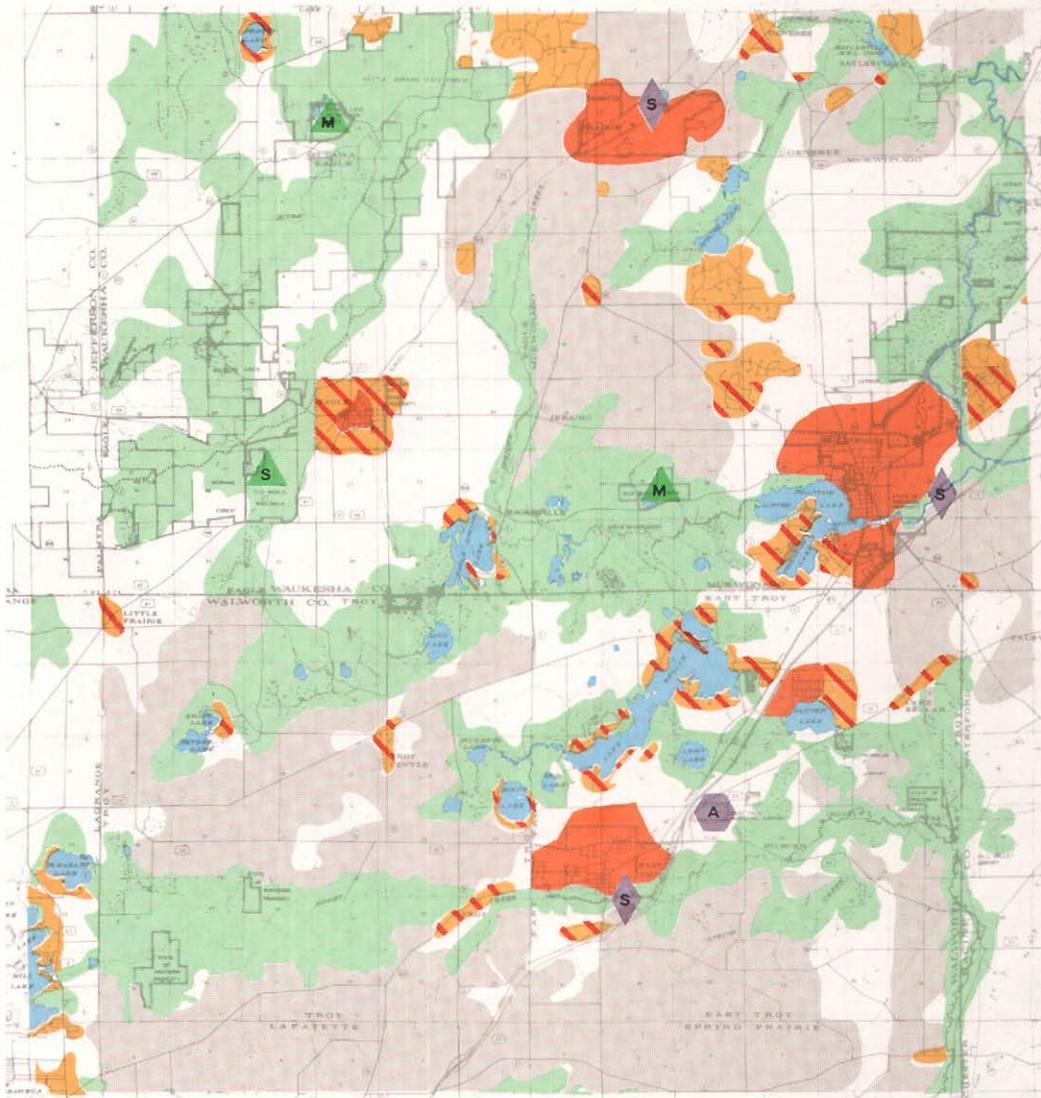
- LEGEND
- 1850
 - 1880
 - 1900
 - 1920
 - 1940
 - 1950
 - 1963
 - 1970
 - 1980



Source: SEWRPC.

Map 2

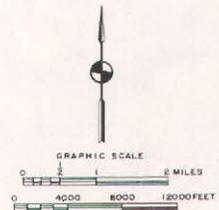
ADOPTED REGIONAL LAND USE PLAN AS IT RELATES TO THE VILLAGE OF EAGLE STUDY AREA AND ENVIRONS: 2000



LEGEND

PRIMARY LAND USES

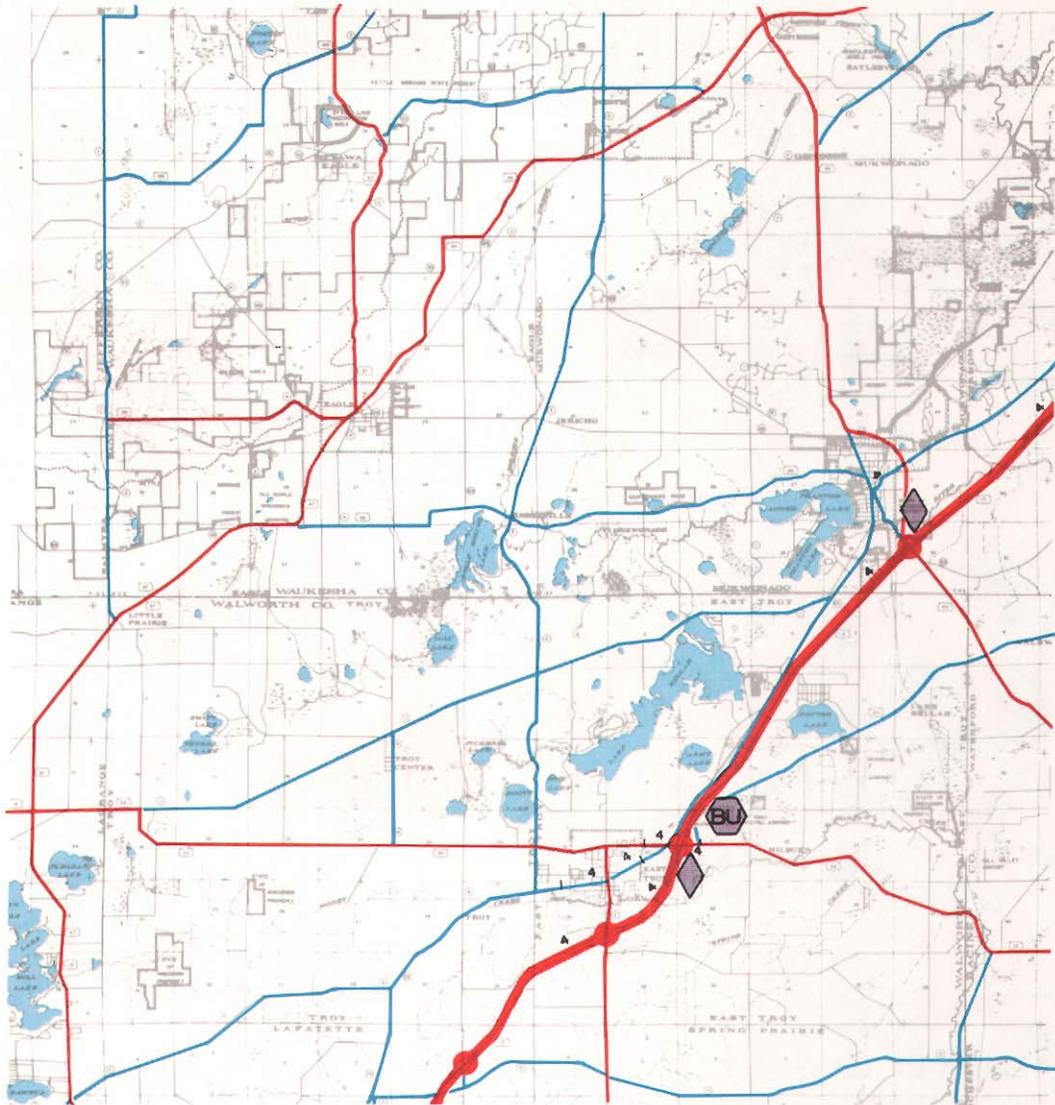
-  SUBURBAN RESIDENTIAL
(0.2-0.6 DWELLING UNITS PER NET RESIDENTIAL ACRE)
-  LOW DENSITY RESIDENTIAL
(0.7-2.2 DWELLING UNITS PER NET RESIDENTIAL ACRE)
-  MEDIUM DENSITY RESIDENTIAL
(2.3-6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
-  MAJOR PUBLIC OUTDOOR RECREATION CENTER
M- MULTI-USE SITE
S- SPECIAL PURPOSE SITE
-  MAJOR TRANSPORTATION CENTER
A- AIRPORT
-  MAJOR UTILITY CENTER
S- PUBLIC SEWAGE TREATMENT PLANT
-  PRIMARY ENVIRONMENTAL CORRIDOR
-  PRIME AGRICULTURAL LAND
-  OTHER AGRICULTURAL AND RURAL LAND
-  WATER



Source: SEWRPC.

Map 3

ADOPTED REGIONAL TRANSPORTATION SYSTEM PLAN AS IT RELATES TO THE VILLAGE OF EAGLE STUDY AREA AND ENVIRONS: 2000



LEGEND

ARTERIAL STREET AND HIGHWAY SYSTEM

JURISDICTION CLASSIFICATION

STATE TRUNK-FREEWAY

STATE TRUNK-NONFREEWAY

COUNTY TRUNK

FREEWAY-NONFREEWAY INTERCHANGE

NUMBER OF TRAFFIC LANES (TWO LANES WHERE UNNUMBERED)

CHANGE IN NUMBER OF TRAFFIC LANES

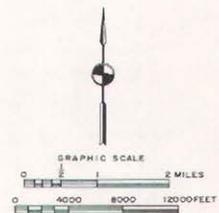
URBAN MASS TRANSIT SYSTEM

PARK AND POOL LOT

AIRPORT SYSTEM CLASSIFICATION

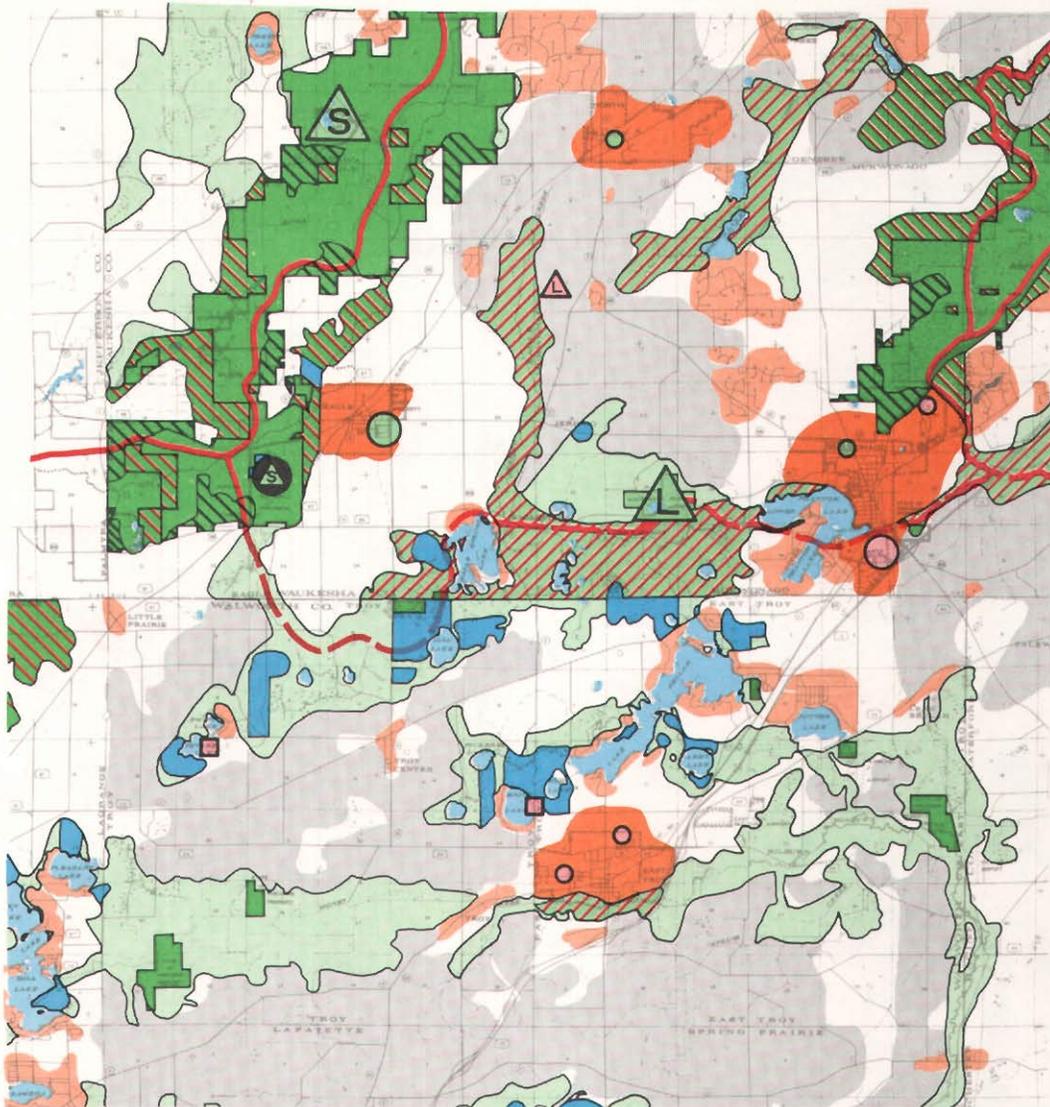
BU-BASIC UTILITY

Source: SEWRPC.



Map 4

ADOPTED REGIONAL PARK AND OPEN SPACE PLAN
AS IT RELATES TO THE VILLAGE OF EAGLE
STUDY AREA AND ENVIRONS: 2000



LEGEND

OPEN SPACE PRESERVATION ELEMENT

PRIMARY ENVIRONMENTAL CORRIDOR COMPONENT

- EXISTING STATE OWNERSHIP
- EXISTING LOCAL OWNERSHIP
- EXISTING COMPATIBLE PRIVATE OUTDOOR RECREATION USE (PROPOSED TO BE PROTECTED THROUGH PUBLIC LAND USE REGULATION)
- PROPOSED TO BE PROTECTED THROUGH PUBLIC LAND USE REGULATION
- PROPOSED STATE OWNERSHIP
- PROPOSED LOCAL OWNERSHIP

PRIME AGRICULTURAL LAND COMPONENT

- PROPOSED TO BE PROTECTED THROUGH PUBLIC LAND USE REGULATION

OUTDOOR RECREATION ELEMENT

RESOURCE ORIENTED COMPONENT

- S EXISTING STATE OWNERSHIP
- L EXISTING LOCAL OWNERSHIP
- A PROPOSED LOCAL OWNERSHIP
- PROPOSED STATE RESPONSIBILITY
- PROPOSED LOCAL RESPONSIBILITY

PROPOSED RECREATIONAL BOATING WATER ACCESS POINT

- MAJOR INLAND LAKE OR RIVER
- EXISTING OR PLANNED URBAN DEVELOPMENT REQUIRING TYPE III AND TYPE IV PUBLIC PARK SITES

MAJOR PUBLIC PARK SITE - TYPE III (25-99 ACRES)

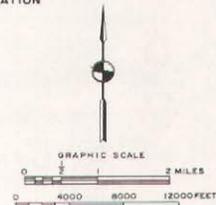
- EXISTING
- PROPOSED

OTHER PUBLIC PARK SITE - TYPE IV (5-24 ACRES)

- EXISTING
- PROPOSED

OTHER OUTDOOR RECREATION SITE OR LAND USE

- A EXISTING MAJOR SPECIAL PURPOSE STATE OUTDOOR RECREATION SITE
- EXISTING OTHER STATE OUTDOOR RECREATION OR OPEN SPACE SITE
- OTHER EXISTING URBAN DEVELOPMENT
- OTHER RURAL
- WATER



Source: SEWRPC.

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, identifies the park and open space needs of the Region, and recommends programs to meet those needs over time. The report includes inventories and analyses of the Region's socioeconomic and natural resource base; existing outdoor recreation facilities and sites and their use; existing county and local park and open space plans, the administrative structure for the provision of parks and open space plans, and laws and regulations relating to the provision of parks and open spaces; and of potential park and open space sites in the Region. Park and related open space acquisition and development objectives, principles, and standards are set forth in the plan and applied to existing and forecast population levels to identify existing and probable future needs within the Region for open space, large regional resource-oriented parks, recreational corridors, and smaller urban parks, together with their attendant recreation facility requirements. The adopted regional park and open space plan as it relates to the Village of Eagle is shown in graphic summary form on Map 4.

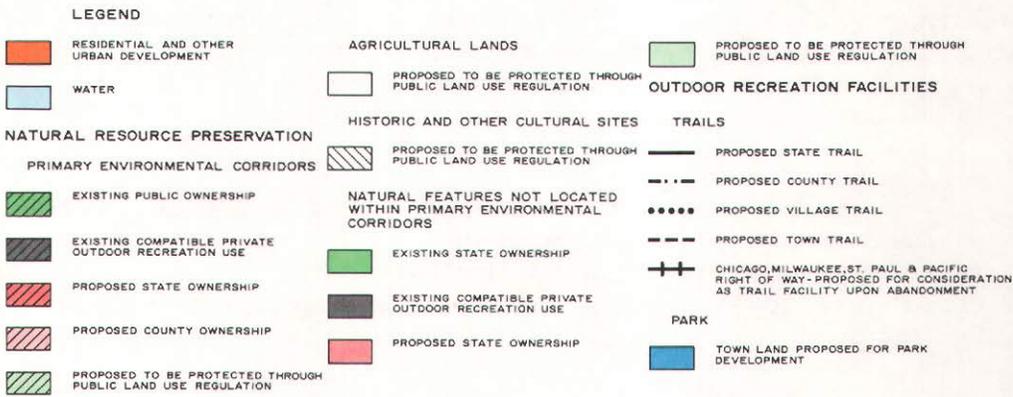
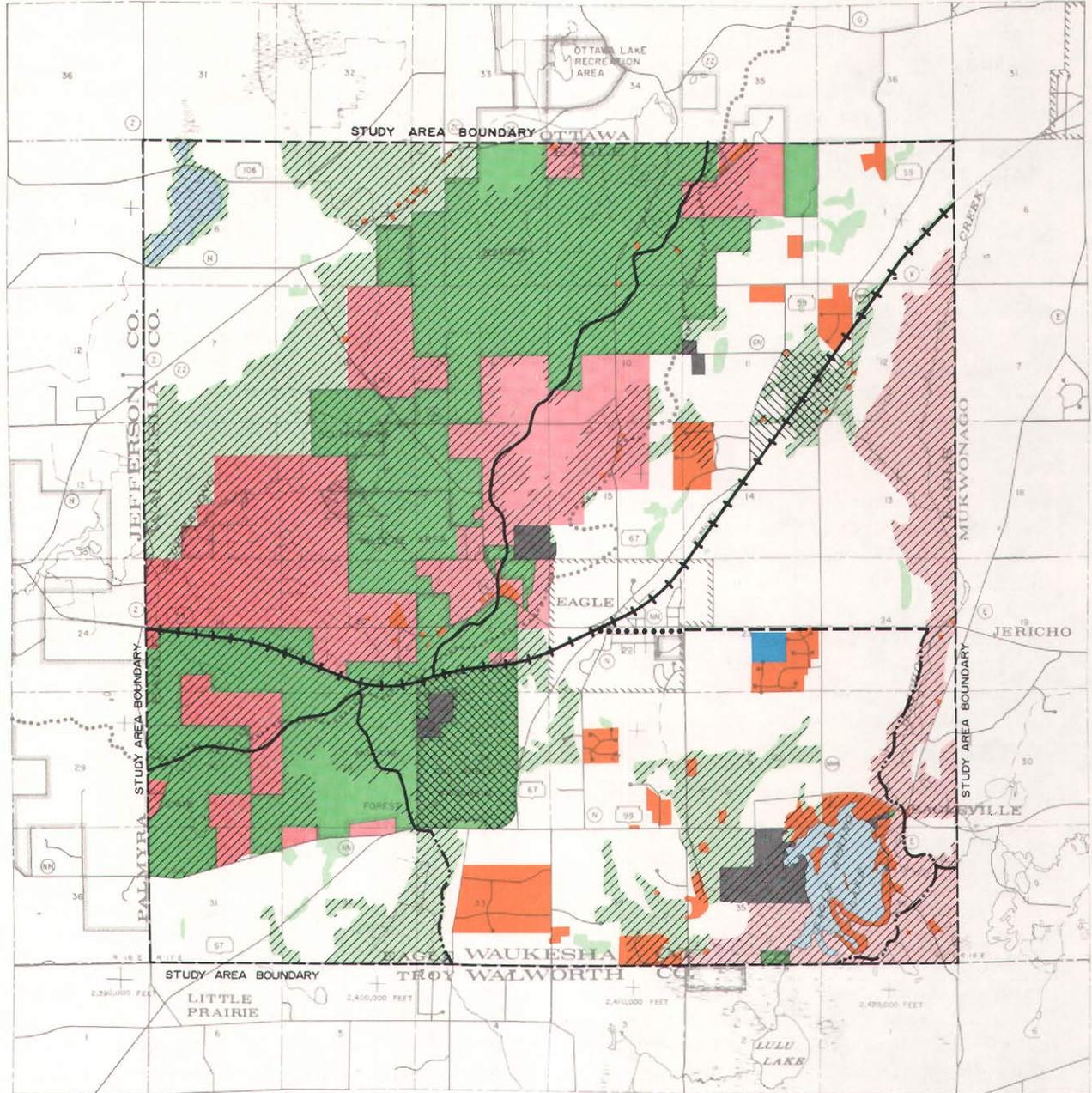
The adopted regional park, outdoor recreation, and related open space plan was refined and detailed by the Commission staff in response to a request from the Town of Eagle Park Commission on December 15, 1977. The resulting park and open space plan for the Town is documented in SEWRPC Community Assistance Planning Report No. 27, A Park and Open Space Plan for the Town of Eagle. This report addresses the needs of the Town of Eagle with respect to park, recreation, and open space facilities. The recommended park and open space plan for the Town of Eagle is shown in graphic summary form on Map 5. The recommendations contained in these two reports for meeting park and open space needs were considered in the preparation of the land use plan presented herein for the Village of Eagle study area.

While the recommendations contained in the adopted regional land use, transportation system, and park and open space plans were considered of primary importance to the formulation of the land use plan for the Village of Eagle, the adopted regional housing plan and the regional water quality management plan also provided guidance in the formulation of the land use plan documented herein. The regional housing plan, described in SEWRPC Planning Report No. 20, A Regional Housing Plan for Southeastern Wisconsin, identifies existing housing needs within the Region and recommends steps which could be taken that would help to meet those needs. The report includes data on the existing housing stock in the Region, the cost of buying and occupying new housing, housing finance and technology, governmental activity in housing, housing need, constraints on the availability of housing, alternative housing allocation strategies, and a recommended regional housing plan. In addition to considering the housing problems in the Region as a whole, the report addresses itself to the housing problems and needs of smaller subregional areas as well. The recommended land use plan for the study area reflects certain of the specific housing recommendations as contained in the regional housing plan for the study area.

Major findings and recommendations of the water quality management planning program for southeastern Wisconsin are described in Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000. The report sets forth the basic principles and concepts underlying the areawide water quality management planning program together with a description of the

Map 5

RECOMMENDED PARK AND OPEN SPACE PLAN FOR THE TOWN OF EAGLE: 2000



Source: SEWRPC.

existing man-made and natural resource base features which affect, and are affected by, water quality; describes existing water quality conditions in the Region and identifies sources of pollution; sets forth recommended water use objectives and supporting water quality standards; analyzes population, economic activity, and land use trends; presents and evaluates alternative plans; and recommends the water quality management plan for the Region. The plan documented in this report consists of a land use and sanitary sewer service area element, a wastewater sludge management element, and a water quality monitoring element. The report also sets forth a plan implementation strategy. Elements of the water quality management plan are reflected in the recommended land use plan.

The findings and recommendations of the aforementioned regional and local plan elements have important implications for any land use planning effort for the Village of Eagle and environs. Pertinent recommendations of these plan elements are included in the land use plan presented herein by reference and are considered further in the inventory and analysis section of this report.

DEFINITION OF STUDY PURPOSE

The primary purpose of the Village of Eagle planning program was to provide the Village with one of the key elements of a comprehensive community development plan--a land use plan. This plan, while intended to meet local development objectives, is also intended to carry the regional plan elements into greater depth and detail as necessary for both sound local and regional planning. In conducting this planning effort, the following five basic study objectives were identified:

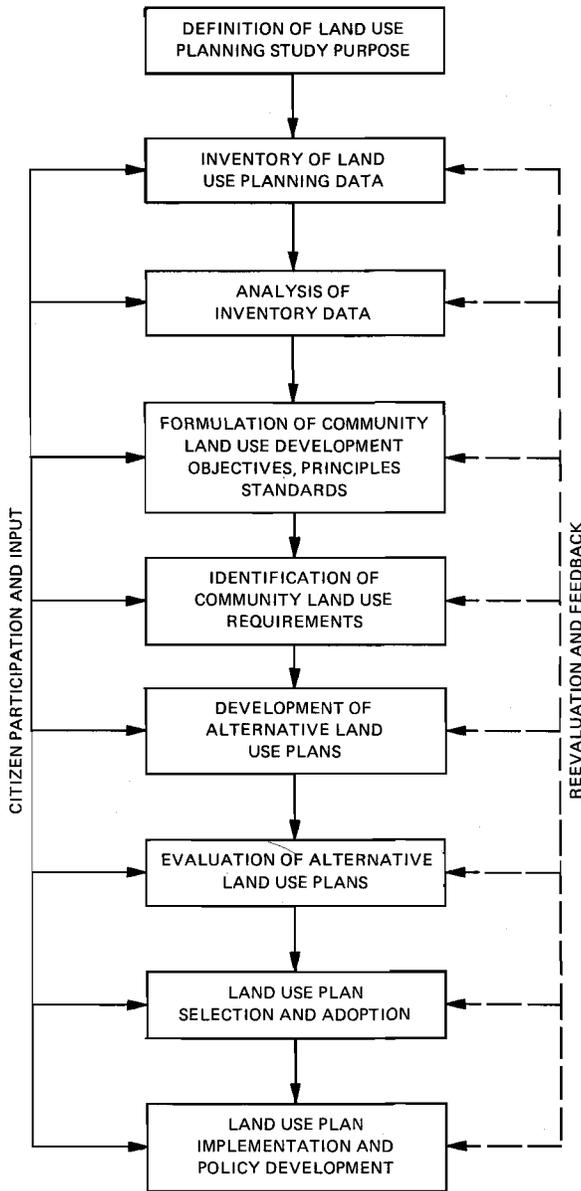
1. To identify the physical development constraints and opportunities imposed upon the study area by the existing cultural and natural resource bases.
2. To identify and articulate the land use development objectives of the Village of Eagle.
3. To determine future land use requirements within the Village of Eagle study area to the year 2000.
4. To formulate alternative recommended land use plans for the Village of Eagle study area.
5. To select one of the alternative land use plans for the Village of Eagle study area as the recommended land use plan and prepare related implementation strategies.

THE COMMUNITY LAND USE PLANNING PROCESS

The recommended land use plan and alternative plans presented herein were developed through a planning process consisting of the following steps: 1) an inventory of the factors affecting land use development in the study area; 2) an analysis of inventory data and identification of problems and potentials

Figure 1

THE COMMUNITY LAND USE PLANNING PROCESS



Source: SEWRPC.

and policy development. The land use planning process is graphically summarized in Figure 1. Imperative to any sound community planning process is active citizen participation in each stage of the process. Also imperative to the process is the need to continually reevaluate adopted community land use plans and alternatives thereto based upon the emergence of new planning data and citizen input.

Inventory and Analysis

Reliable basic planning and engineering data, collected on a uniform, areawide basis, are absolutely essential to the formulation of workable development plans. Consequently, inventory and analysis becomes one of the first operational steps in the planning process. The crucial nature of factual information in the planning process should be evident since no intelligent forecasts can be made or alternative courses of action evaluated without knowledge of the current state of the system being planned. The sound formulation of a land use plan for the Village of Eagle and environs requires that factual data be developed on the existing land use pattern, on the potential demand for each of the various major land use categories, on the major determinants of these demands, and on local development objectives and constraints, as well as on the underlying natural resource and public utility base and its ability to support land use development.

The necessary inventory and analysis not only provides data describing the existing conditions but also provides a basis for identifying existing and potential problems in the planning area as well as opportunities and potentials

relating to land use development; 3) the formulation of community land use development objectives, principles, and standards; 4) the identification of community land use requirements in the Village and environs through the year 2000, based upon the developed community land use development objectives, principles, standards, and related urban design criteria; 5) the development of alternative land use plans; 6) the evaluation of alternative land use plans; 7) land use plan selection and adoption; and 8) land use plan implementation

for good land use development. The inventory data are also crucial to the forecasting of future community land use needs, the formulation of alternative land use plans, and the evaluation of such alternative plans.

Formulation of Community Land Use Planning Objectives, Principles, and Standards

An objective is a goal or end toward the attainment of which plans and policies are directed. Planning is a rational process for formulating and attaining objectives. The objectives developed serve as a guide to the preparation of alternative plans and provide an important basis for the selection of a recommended plan from among the alternatives considered. Objectives may change as new information is developed or as a selection is attempted from alternative plans. The formulation of objectives should involve the active participation of citizens as well as elected and appointed public officials. The land use plan for the Village, and the alternatives thereto considered, was designed to meet the land use development objectives, principles, and standards set forth in Chapter III.

Identification of Community Land Use Requirements

Although the preparation of forecasts is not planning, a land use plan must anticipate future land use requirements as a basis for the development of alternative plans. In the planning effort, forecasts are required of future events and conditions which are outside the scope of the system to be planned. The future demand for land will depend primarily upon the size of the future population and the nature of future economic activity within the study area. Control of changes in population and economic activity levels, however, lie largely outside the scope of government activity at the local level and therefore outside the scope of the local planning process. Future population and economic activity levels must, therefore, be forecast. These levels, in turn, can be used to determine the probable future demand for each of the various categories of land use. This is not to say, however, that governmental policies at the local level cannot influence the course of economic development and, consequently, of population growth.

Development and Evaluation of Alternative Land Use Plans and Selection and Adoption of a Recommended Plan

After estimating the probable future demand for each of the various categories of land use, alternative land use plans can be developed which meet the forecast land use demand. The alternative plans should be evaluated based upon their relative ability to attain the agreed-upon development objectives, and the plan which is judged best to meet those objectives should be selected for adoption. The evaluation should be made by the Village Plan Commission, whose members consists of knowledgeable citizens as well as of important elected and appointed public officials. Such evaluation and selection involves the use of data obtained during the inventory and analysis stages of the planning process.

Land Use Plan Implementation

Implementation of the adopted land use plan requires the use of several planning tools of a legal nature. Land subdivision regulations should be applied to assure that any proposed land subdivision plats and certified survey maps

conform to the plan both with respect to the proposed land uses to be accommodated and with respect to such details as street, block and lot layout, and required improvements. A zoning ordinance and accompanying zoning map should be used to legally assure that land use development and redevelopment are in conformance with the adopted land use plan. The zoning regulations should govern not only the types of land uses permitted in various parts of the community, but also the height and arrangement of buildings on the land, the intensity of the use of land, and needed supporting facilities which are required to carry out the intent of the land use plan. An official map should be used to assure that the land required for the streets, parkways, parks, and playgrounds required to serve the land use pattern recommended in the plan is reserved for future public use. Implementation of the plan is also achieved through the formulation of public policies which will ensure plan implementation. A capital improvement program is one particularly effective expression of such policies.

Chapter II

INVENTORY AND ANALYSIS

INTRODUCTION

As already indicated, basic planning data collected on a uniform and areawide basis is essential to the formulation of sound land use plans. Therefore, an inventory of pertinent man-made and natural resource base elements in the study area becomes the first operational step in any land use planning process. The crucial nature of factual information in the planning process should be evident since intelligent forecasts cannot be made, nor can alternative courses of action be selected, without knowledge of the existing characteristics and conditions of the area being planned. The required planning data consist of information concerning population characteristics, economic activity levels, soils, surface drainage and floodland features, wetlands, woodlands, prairies, wildlife habitat areas, principle topographic features, existing land use, and community utilities and facilities. The inventory should not only provide definitive data on existing conditions, but should enable the identification of specific existing development problems and issues.

HISTORY

Early Community History¹

The Eagle study area first came under local municipal government as part of the Town of Mukwonago, which Town was then a part of Milwaukee County. In 1839, the Town of Mukwonago was reduced from an area comprised of what is now Ottawa, Eagle, Genesee, and Mukwonago to an area comprised of U. S. Public Land Survey Township 5 North, Range 18 East, and the remaining three-quarters of the original Town of Mukwonago, of which Eagle was a part, was given the name of Genesee. On January 12, 1841, by act of the Council and House of Representatives of the Territory of Wisconsin, the Town of Eagle was created with its present boundaries described as Township 5 North, Range 17 East.

The name of the Town has been said to be derived from the sighting of a large bald eagle by a party of land surveyors in 1836. The name was first applied to the prairie where the eagle was seen by the surveyors, later to the little settlement of Eaglesville, later to the Town of Eagle and unincorporated Village of Eagle Center, and still later to the Village of Eagle. Eaglesville was located in the southwest portion of the Town and Eagle Center in the center of the Town.

The settlement of the town by Europeans began in the summer of 1836 with the first land claim being made by William Sherman. In the fall and winter of 1836

¹The history of the Town and Village of Eagle was derived, in part, from Western Historical Company, The History of Waukesha County, Wisconsin, Chicago: Western Historical Company, 1880, pp. 735-741, and Theron W. Haight (ed.), Memoirs of Waukesha County: Vol. II, Madison, Wisconsin: Western Historical Association, 1907, pp. 278-285.

Daniel Bigelow, one of the pioneer millers of the state, built a sawmill at Eagleville. The first wood frame dwelling structure was erected in the town by T. W. Pitman at Eagle Center in 1845.

The unincorporated Village of Eagle Center, located in the center of Section 22, is now part of the incorporated Village of Eagle. The Village of Eagle Center was established when the Chicago, Milwaukee, St. Paul & Pacific Railroad was laid through Waukesha County in 1851. At that time, William J. Kline, who had recently purchased 80 acres of land at that location, gave the railroad company three acres of land for a railway depot and general use and platted lots for further development in the area. The original settlers of the Town of Eagle, after the early Yankee pioneers, were German, English and Irish. The Village of Eagle was incorporated from the Town of Eagle in 1899.

Platting History

Historic subdivision plats recorded in the Village of Eagle area for the years 1920 through 1980 are listed in Table 1. Since 1975, 168 lots have been platted within the Village, which represent about 97 percent of the total number of lots platted in the Village since 1920. Since 1920, the number of lots per gross acre has averaged about two, including street rights-of-way. The net lot size has typically approximated 18,000 square feet. The number of lots which are platted but undeveloped in the Village represent about 52 percent of the total lots platted since 1920. The number of lots in the balance of the study area which are platted but undeveloped, represent about 55 percent of the total lots platted since 1920.

POPULATION

Population Forecasts

Information on the size, characteristics, and distribution of the resident population of the Village and surrounding area, and on anticipated changes in these demographic factors over time is essential to sound local planning since, in the final analysis, the purpose of any local planning program is to benefit the resident population of the community by maintaining and enhancing living and working conditions in the area. Moreover, certain of the land use requirements and needs which a land use plan seeks to meet are directly related to the existing and probable future resident population levels of the planning area.

The preparation of population forecasts for a small community, such as the Village of Eagle located in a dynamic Region, is a particularly difficult task, fraught with uncertainties and subject to periodic revision as new information becomes available. The population forecasts presented in this report were developed from regional and county forecasts prepared by the Commission using a combination of demographic and economic activity projection techniques.

Two important considerations involved in the preparation of the forecasts and of the alternative future scenarios on which the forecasts were based are the forecast target date and the forecast accuracy requirements. Both the land use pattern and the supporting transportation and utility systems must be planned for anticipated demand at some future point in time. The design year is usually established by the expected life of the first facilities to be

Table 1

HISTORIC LAND SUBDIVISION IN THE VILLAGE OF EAGLE STUDY AREA: 1920-1980

Subdivision Name	Year Recorded	U. S. Public Land Survey Location in Township 5 North, Range 15 East		Number of Lots	Gross Acres	Net Acres	Typical Lot Size (square feet)	Lots Developed	Lots Undeveloped	Lots per Net Acre
		Section	Quarter Section							
VILLAGE OF EAGLE										
Central Addition.....	1925	22	SW	5	0.69	0.69	5,900	5	--	7.4
Windham Acres.....	1975	22	NE	11	7.65	5.36	17,900	6	5	2.4
Country Meadows.....	1976	22	SW	27	15.00	11.08	14,100	16	11	3.1
Calico Fields of Eagle.....	1976	22	SE	80	37.87	30.63	18,200	41	39	2.4
Schroeder Acres.....	1978	22	NE	36	15.08	11.01	17,500	--	21	2.5
Eagle Meadows ^a	1980	22	NE	14	8.14	7.02	20,100	--	14	2.2
Village Totals				173	84.43	65.79	--	68	90	--
TOWN OF EAGLE										
Clarks Park Subdivision.....	1924	25	SW	83	35.00	15.13	7,700	61	22	5.7
Eagle Springs Park Additon	1925	35	NE	27	5.48	4.49	7,100	8	19 ^b	6.1
Zenner Subdivision.....	1953	36	SW	21	10.57	8.15	15,300	21	--	2.8
Moraine Oaks.....	1967	2	NE/NW	19 ^c	60.13	54.15	115,500	3	1	0.4
Daggets.....	1971	25-26	SW/SE	8	7.52	6.16	30,600	5	3	1.4
Eagle Estates.....	1974	12	NW	15	53.55	47.10	137,400	5	10	0.3
Heritage Farm Estates.....	1976	33	NE	7	24.32	21.88	140,800	5	2	0.3
Westwind.....	1977	23	SE	49	68.48	56.47	43,800	20	29	1.0
Stonington Estates.....	1977	27	NW	43	40.14	33.10	31,200	6	37	1.4
Golden Eagle.....	1978	27	SE	12	21.77	19.32	66,900	4	8	0.7
Eagle Oaks.....	1978	14-15	NW/NE	27	94.15	86.37	133,300	4	23	0.3
Prairie Farms Plat.....	1978	33	NE/NW	13	42.59	39.51	132,500	--	13	0.3
Westwind II.....	1978	23	SE	26	33.63	27.07	43,700	3	23	1.0
Piper Estates.....	1978	1	NW	5	17.70	15.88	130,300	1	4	0.3
Strawberry Glen.....	1978	34	SE	12	58.61	53.34	136,100	1	11	0.3
Heritage Farm Estates S.....	1978	33	SW/SE	14	59.09	55.82	140,800	--	14	0.3
Hein-Ohlsson Subdivision.....	1979	26	SE	3	10.1	10.01	144,700	2	1	0.3
Town Totals				384	642.74	553.95	--	149	220	--
Study Area Totals				557	727.17	619.74	--	217	310	--

^aEagle Meadows is a resubdivision of a part of Schroeder Acres. The resubdivision created 14 lots from 15 lots in the original subdivision for a net loss of one lot.

^bDue to topographic limitations it is questionable whether all of these 19 lots are developable.

^cOnly four of these 19 lots are in the Town of Eagle; the rest are in the Town of Ottawa.

Source: SEWRPC.

constructed in implementation of the plan. This also permits forecasts to be more readily tempered by predictable changes in technology. Although it may be argued that the design year for land use development should be extended farther into the future than that for supporting transportation and utility facilities because of the basic irreversibility of many land development decisions, practical considerations dictate that the land use planning design year be scaled to the facility planning design year. A 20-year time horizon approximating the economic life of such facilities as street pavements, sewers and water mains is usually selected for facility planning purposes. Accordingly, a design year of 2000 was selected for the land use plan for the Village of Eagle and environs.

As a basis for the regional demographic and economic forecasts two alternative future scenarios were developed for the Southeastern Wisconsin Region, a moderate growth scenario, and a stable or declining growth scenario. Two alternative land use patterns were then developed under each scenario, a centralized land use development alternative and a decentralized land use development alternative.² Each of the resulting four alternative futures were considered a basis for the preparation of the necessary local demographic and economic forecasts to the design year. The alternative futures considered were intended to present the range of future conditions in the Southeastern Wisconsin Region and in the Eagle area which could occur over the next 20 years. The alternative scenarios for these external factors, as defined in Table 2, may be expected to lead to quite different population and economic activity levels and land use development patterns within the Region and the Eagle area.

Key External Factors: The key external factors influencing the future development of the Region and study area were identified as relating to energy, population life styles, and economic conditions. With respect to energy, these factors were assumed to include: 1) the future cost and availability of energy, particularly of petroleum and petroleum-based fuels; and 2) the degree to which energy conservation measures are implemented, particularly with respect to automobile travel. Future development in the study area may be expected to be affected by these energy-related factors principally through the effect upon travel costs and future levels of tripmaking in the Region, thereby influencing the future level and distribution of employment and population in the Region and in the study area, as well as the future number and lengths of trips generated by that population and employment.

With respect to population lifestyles the key external factors were assumed to include: 1) the degree to which the changing role of women in society will affect the composition of the labor force; 2) future changes in fertility rates; and 3) future changes in household size. These key external factors related to lifestyles may be expected to affect land use needs in the study area principally by their influence on future levels of population, employment, and households, which together are important determinants of the level of certain land use demands. Future fertility rates will be a significant factor determining the future level of population in the Region and the study area. Future household size will be an important determinant of the future number of households. Future household size and labor force participation

²See SEWRPC Technical Report No. 25, Alternative Futures for Southeastern Wisconsin, for a more detailed discussion.

Table 2
ALTERNATIVE FUTURE SCENARIOS

Key External Factors	Moderate Growth	Stable or Declining Growth
<p><u>Energy</u> The future cost and availability of energy, particularly of petroleum.</p> <p>The degree to which energy conservation measures are implemented, particularly with respect to the automobile</p>	<p>Oil price to converge to world price which will increase at 2 percent annual rate to \$39 per barrel in year 2000 (1979 dollars)</p> <p>Petroleum-based motor fuel to increase to \$1.50 per gallon by year 2000 (1979 dollars)</p> <p>Assumes no major or continued disruptions in oil supply</p> <p>High degree of conservation in all sectors resulting in increase in energy use of 2 percent or less</p> <p>Automobile fuel efficiency of 32 mpg</p>	<p>Oil price to converge to world price which will increase at 5 percent annual rate to \$72 per barrel in year 2000 (1979 dollars)</p> <p>Petroleum-based motor fuel to increase to \$2.30 per gallon by year 2000 (1979 dollars)</p> <p>Assumes some potential for major and continuing disruptions in oil supply</p> <p>Low degree of conservation in all sectors resulting in increase in energy use of 3 percent</p> <p>Automobile fuel efficiency of 27.5 mpg</p>
<p><u>Population Lifestyles</u> The degree to which the changing role of women affects the composition of the labor force</p> <p>The future change in fertility rates</p> <p>The future change in household size</p>	<p>Female labor force increases to 51 percent and total labor force participation is 62 percent</p> <p>A continuation of below replacement fertility rates during the next decade, followed by an increase to replacement level by year 2000</p> <p>Average household size stabilizes</p>	<p>Female labor force increases to 70 percent and total labor force participation is 72 percent</p> <p>A continuation of below replacement fertility rates to the year 2000</p> <p>Average household size continues to decline</p>
<p><u>Economic Conditions</u> The future change in real income</p> <p>The degree to which the Region will be able to compete for the preservation and expansion of its economic base in relation to other parts of the nation</p>	<p>Continued increase envisioned as a result of increased proportion in work force ages, increased population labor force participation, and increased worker productivity</p> <p>Relatively high attractiveness and competitiveness of the Region</p>	<p>Continued increase envisioned as a result of increased proportion of population in work force ages and increased population labor force participation</p> <p>Relatively low attractiveness and competitiveness of the Region</p>

Source: SEWRPC.

will be an important determinant of the future level of income available to the area population and, thereby, their demand for goods and services.

With respect to economic conditions the key factors were assumed to include: 1) future changes in real income as influenced by productivity through changes in capital investment, governmental regulation, research, and development; and 2) the degree to which the Region and study area will be able to compete for the preservation and expansion of its economic base in relation to other parts of the nation. Future land use needs in the Region and study area will be affected by these external factors largely because through their effect on area employment, they will affect resident population levels and, in time, total demand for land use in the area. Future levels of income will have an additional effect on land use in the area, as they may be expected to impact future levels of property ownership and influence choice in housing.

Moderate Growth Scenario: The moderate growth scenario for the year 2000 assumes that the study area, the Region, and the nation will use energy significantly more efficiently in the future, and is, accordingly, based on a 2 percent or less annual rate of increase in total energy use in the nation over the next two decades, and little or no increase in petroleum use to the year 2000. The reduction in the rate of increase in total energy demand and the stability in petroleum use is assumed to be achieved through the wide application of energy conservation in all sectors: residential, commercial, industrial, and transportation. The use of energy by the automobile is seen as decreasing significantly as average motor fuel consumption efficiency in the nation is projected under this alternative future to reach 32 miles per gallon by the year 2000, a more than 100 percent increase over 1977.

With respect to population lifestyles, a modest return to more traditional family patterns is assumed under this future. This is largely a result of the assumption under this future that the "baby boom" population following a period of postponement of marriage and childbearing will enter family formation and adopt more traditional family lifestyle patterns. However, some increase in the participation of women in the labor force is seen, increasing from its level in 1970 of about 43 percent to a level of about 51 percent in the year 2000. The continued increase in the labor force participation of women is projected to keep the level of childbearing somewhat below that which would be attained under a full return to a more traditional family lifestyle. The period of postponement of family formation by the "baby boom" cohort is envisioned as contributing to this reduction in childbearing. As a result, continuation of below replacement level fertility is assumed under this future during the next decade, followed by an increase to about replacement level by the year 2000. The moderate growth scenario assumes a strong and expanding regional and national economy. Lower rates of interest and price inflation are seen, promoting capital investment, and a reversal in trends of recent years in worker productivity. Increases in worker real income are projected and are assumed to further improve conditions for full utilization of industrial capacity. Anticipated increases in real income are assumed to be available to the population through the greater proportions of the population which will be in working age groups, and the increased participation of women in the labor force is expected to add to these favorable conditions for economic growth. And importantly, the ability of the study area and the Region to compete with other areas in the nation for the maintenance and expansion of its economic base is assumed to be present in the future.

Stable or Declining Scenario: The stable or declining scenario for the year 2000 assumes a more severe energy situation, a lack of growth in regional employment, and a decline in regional population. This scenario assumes that total energy use will continue to increase at a rate of about 3 percent per year to the year 2000, only slightly lower than the 3.5 percent rate of increase experienced from 1960 to 1975. It is assumed under this future that average automobile fuel consumption efficiency in the year 2000 will be 27.5 miles per gallon, the limit set forth in federal standards to be met by new car fleets in the nation by 1985.

The continuation of recent trends in nontraditional family pattern lifestyles is also assumed under this future. Importantly, the role of women is anticipated to continue to change with female labor force participation reaching 70 percent in the year 2000, nearly that anticipated for males in the future. The total labor force participation rate in the Region as a result would, under this assumption, be about 72 percent in the year 2000. This continued shift toward nontraditional roles in the labor force for women is anticipated to be accompanied by the continuation of below replacement level fertility rates during the next two decades. The continuation of lower fertility rates and of recent trends toward smaller nontraditional households of only one person, married couples with no children, and single-parent households are assumed to result in continuing declines in average household size in the Region. As a consequence, a demand for high-density housing in the Region is anticipated to increase under this future.

The scenario also envisions a lack of growth in regional employment. The study area and the Region are assumed, under this future, not to remain competitive in comparison with other parts of the nation with respect to preservation and expansion of its economic base. National economic growth is also assumed under this future to be limited. Little increase in population as a result of the continuing trend toward nontraditional family pattern lifestyles is anticipated to provide only a small increase in demand for goods and services. Greater proportions of the population in working ages, and greater participation of women in the labor force, however, would make somewhat higher levels of income available to the population. The assumed continued increases in energy price is seen as influencing continued high rates of interest and inflation and, as a result, limiting productivity and real income gains of workers and, as a result, population levels and national and regional employment.

LAND USE DEVELOPMENT PATTERNS ATTENDANT TO ALTERNATIVE FUTURE SCENARIOS

As already noted, for each of the two alternative future scenarios developed for the Region, two alternative land use patterns and attendant population distributions were postulated--a centralized land use pattern and a decentralized land use pattern. The centralized land use pattern and attendant population distribution under the moderate growth scenario, outlined earlier, is the basis for the currently adopted regional land use plan. In order to set these alternative population forecasts in perspective for the study area, the historic population levels of the State, the Region, the County, the Town, the Village, and the Village of Eagle study area are presented in Table 3. This table indicates that there has been a steady and relatively rapid increase in population in the study area since 1940.

Table 3

**HISTORIC POPULATIONS FOR THE STATE OF WISCONSIN,
THE SOUTHEASTERN WISCONSIN REGION, WAUKESHA
COUNTY, TOWN OF EAGLE, VILLAGE OF EAGLE, AND
VILLAGE OF EAGLE STUDY AREA: 1850-1980**

Year	Wisconsin		Southeastern Wisconsin Region		Waukesha County	
	Population	Percent Change From Previous Period	Population	Percent Change From Previous Period	Population	Percent Change From Previous Period
1850	305,391	--	113,389	--	19,258	--
1860	775,881	154.1	190,409	67.9	26,831	39.3
1870	1,054,670	35.9	223,546	17.4	28,274	5.4
1880	1,315,497	24.4	277,119	24.0	28,957	2.4
1890	1,693,330	28.7	386,774	39.6	33,270	14.9
1900	2,069,042	22.2	501,808	29.7	35,229	5.9
1910	2,333,860	12.8	631,161	25.8	37,100	5.3
1920	2,632,067	12.8	783,681	24.2	42,612	14.9
1930	2,939,006	11.7	1,006,118	28.4	52,358	22.9
1940	3,137,587	6.8	1,067,699	6.1	62,744	19.8
1950	3,434,575	9.5	1,240,618	16.2	85,901	36.9
1960	3,952,771	15.1	1,573,620	26.8	158,249	84.2
1970	4,417,933	11.8	1,756,086	11.6	231,338	46.2
1980	4,689,055	6.1	1,764,919	0.5	280,326	21.2

Year	Town of Eagle		Village of Eagle		Village of Eagle Study Area	
	Population	Percent Change From Previous Period	Population	Percent Change From Previous Period	Population	Percent Change From Previous Period
1850	816	--	--	--	816	--
1860	1,280	56.9	--	--	1,280	56.9
1870	1,256	-1.8	--	--	1,256	-1.9
1880	1,155	-8.0	--	--	1,155	-8.0
1890	1,020	-11.7	--	--	1,020	-11.7
1900	744	-27.1	324 ^a	--	1,068	4.7
1910	734	-1.3	339	4.6	1,073	0.5
1920	683	-6.9	394	16.2	1,077	0.4
1930	718	5.1	392	-0.1	1,110	3.1
1940	742	3.3	391	-0.1	1,133	2.1
1950	947	27.6	460	17.6	1,407	24.2
1960	1,103	16.5	620	34.8	1,723	22.5
1970	1,250	13.3	745	20.2	1,995	15.8
1980	1,758	40.6	1,008	35.3	2,766	38.6

^aThe Village of Eagle was incorporated in 1899.

Source: SEWRPC.

Forecast Population Size

As shown in Table 4, under the centralized land use plan moderate growth scenario the Region's resident population may be expected to increase from a 1980 level of 1,764,919 persons to 2,219,300 by the year 2000--an increase of about 454,380 persons, or approximately 26 percent, over the 30-year period. The anticipated population increase under this scenario will be almost exclusively a function of natural increase. The lack of any significant contribution to regional population change by net migration represents a continuation of

the Region's net migration history of the 1960's and is consistent with the assumption under the moderate population growth scenario that the Region will remain reasonably attractive and competitive with other regions of the nation and will, therefore, not be subject to significant population out-migration.

Waukesha County's 1980 population of 280,326 would increase to about 420,600 by the year 2000 under the centralized land use plan moderate growth scenario--an increase of about 140,270 persons, or about 50 percent, over the 20-year period. The Town of Eagle's 1980 population of 1,758 would increase to about 2,540 people by the year 2000 under the centralized land use plan moderate growth scenario, representing an increase of about 780 persons, or about 44 percent, over the 20-year period. The Village of Eagle's 1980 population of 1,008 persons would increase to about 1,480 people by the year 2000 under the centralized land use plan moderate growth scenario, an increase of about 470 persons, or about 47 percent, over the 20-year period. The resident population of the Village of Eagle study area would be envisioned to increase from the year 1980 level of 2,800 persons to a year 2000 level of about 4,000 people under the centralized land use plan moderate growth scenario, an increase of about 1,200 persons, or about 45 percent, over the 20-year period.

Also, as shown in Table 4, under the centralized land use plan stable/declining growth scenario, the resident population of the Region may be expected to decrease from a 1980 level of 1,764,919 persons to 1,690,000 by the year 2000--a decrease of about 74,900 persons, or of approximately 4 percent, over the 20-year period. Waukesha County's 1980 population of 280,326 would only increase to about 310,020 persons by the year 2000 under this scenario--an increase of only about 29,690 persons, or about 11 percent, over the 20-year period. The Village of Eagle study area 1980 population would decrease from its 1980 level of about 2,800 persons to about 2,500 persons in the year 2000 under the centralized land use plan stable/declining growth scenario, a decrease of about 300 persons, or about 10 percent, over the 20-year period.

The spatial distribution of population within a planning area such as southeastern Wisconsin can be influenced--but not controlled--through the planning process. The land use plans produced as part of the alternative futures process can recommend that shifts in the spatial distribution of the forecast year population be made in the public interest, such recommendations taking both the form of stated land use development objectives and a recommended land use plan. In this regard, both centralized and decentralized land use plan population forecasts have been developed for each of the two alternative future scenarios, as shown in Table 4. Since the overall trend of population distribution in the Region for at least the last four decades has been toward increasing decentralization of the population, a more centralized distribution of the resident population of the Region under a moderate population growth scenario will require that these long-standing trends in population redistribution be modified and that the redistribution be guided by sound land use development objectives. Accordingly, further decentralization of population is not reflected in the adopted regional land use plan. Assuming regional plan implementation accordingly precludes use of the decentralized land use plan population forecasts shown in Table 4 as a basis for local land use planning.

Since the adopted regional land use plan population forecasts pertaining to the study area utilizing a centralized land use plan moderate growth scenario are somewhat higher than the other three land use plan population forecast

Table 4

**COMPARISON OF HISTORIC AND FORECAST POPULATION LEVELS FOR
SOUTHEASTERN WISCONSIN, WAUKESHA COUNTY, THE TOWN OF EAGLE,
VILLAGE OF EAGLE, AND THE VILLAGE OF EAGLE STUDY AREA: 1960-2000**

Area	1960	1970	1980	2000			
				Forecast A ^a	Forecast B ^b	Forecast C ^c	Forecast D ^d
Southeastern Wisconsin Population..... Percent Change.....	1,573,620 26.8	1,756,083 11.6	1,764,919 0.5	2,219,300 26.3	2,219,300 26.3	1,690,000 - 3.8	1,690,000 - 3.8
Waukesha County Population..... Percent Change..... Percent of the Region.....	156,249 84.2 9.9	231,338 46.2 13.2	280,326 21.2 15.9	420,600 50.5 19.0	463,260 65.8 20.9	310,020 11.0 18.3	390,000 39.6 23.1
Town of Eagle Population..... Percent Change..... Percent of Waukesha County...	1,103 16.5 0.7	1,250 13.3 0.5	1,758 40.6 0.6	2,540 44.1 0.6	1,290 - 26.8 0.3	1,570 - 10.9 0.5	1,760 0.2 0.5
Village of Eagle Population..... Percent Change.....	620 34.8	745 20.2	1,008 35.3	1,480 47.7	760 - 24.2	920 - 8.2	1,090 8.8
Village of Eagle Study Area Percent of Waukesha County... Population..... Percent Change..... Percent of Waukesha County...	0.4 1,723 22.5 1.1	0.3 1,995 15.8 0.9	0.4 2,766 38.6 1.0	0.4 4,020 45.4 1.0	0.2 2,050 - 25.9 0.4	0.3 2,490 - 9.9 0.8	0.3 2,850 3.1 0.7

^aThe adopted regional land use plan forecast--centralized land use plan moderate growth scenario.

^bForecasts based upon the decentralized land use plan moderate growth scenario.

^cForecasts based upon the centralized land use plan stable/declining growth scenario.

^dForecasts based upon the decentralized land use plan stable/declining growth scenario.

Source: SEWRPC.

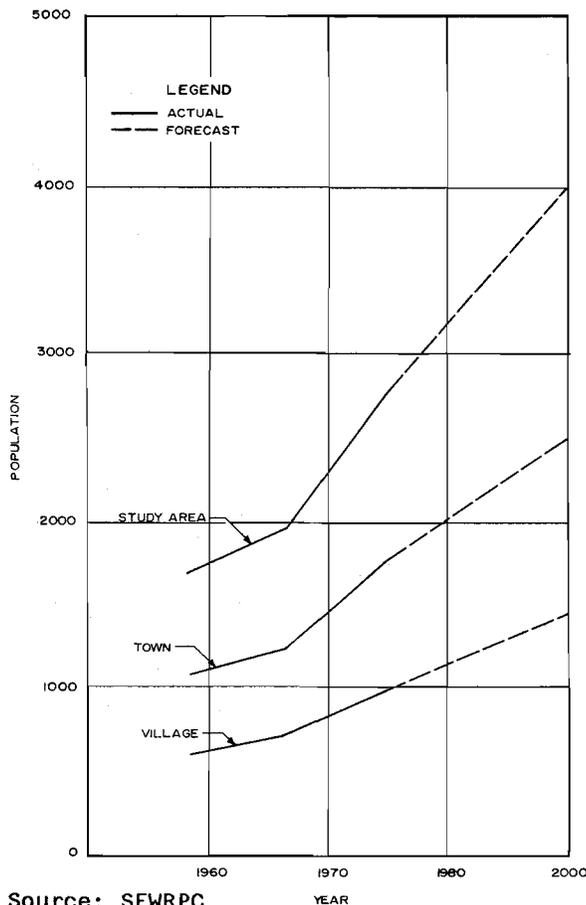
scenarios presented, this forecast represents the maximum anticipated population growth which may be reasonably expected for the Eagle study area. Consequently, a prudent approach to the preparation of a land use plan for the Eagle area would utilize the adopted regional land use plan population forecasts--the centralized land use plan forecast moderate growth scenario. Such an approach would take into account the maximum growth that could be expected to occur over the next 20 years. Should actual growth be somewhat less than this maximum, the design year of the plan can simply be moved back, without significantly affecting the structure of the plan. Figure 2 graphically shows the actual and alternative forecast populations for the Village of Eagle study area.

The actual and forecast population distribution by age group for the Village of Eagle, Town of Eagle, and the total Village of Eagle study area, based upon regional land use plan forecasts, is shown in Table 5 for the years 1970 to 2000. The table indicates distinctly different population growth rates for the various age groups. The school age population for the total study area is expected to increase by 177 persons over the 1970 figure of 606 persons, an increase of about 29 percent over the 30-year period. Also, those persons 65 years of age and over may be expected to increase from the 1970 figure of 205 persons to 579 persons by the year 2000 in the Eagle study area. These

figures suggest that, in terms of community services and facilities, the Village of Eagle study area will have to continue to meet the needs of a relatively slowly increasing school age population while also meeting the needs of a rapidly increasing elderly population.

Figure 2

ACTUAL AND FORECAST POPULATION FOR THE VILLAGE OF EAGLE STUDY AREA: 1960-2000



Source: SEWRPC.

Table 6 compares historic and forecast regional land use plan household sizes in Waukesha County, the Town of Eagle, Village of Eagle, and the total Village of Eagle study area from 1960 to the year 2000. This table indicates that in 1970, the average household size in the Village was 3.45 persons, compared to 3.51 in the total study area and 3.66 in the County. The table indicates that the average household size in the County may be expected to decline somewhat. Changes in average household size have particularly important implications for housing and residential land use planning since average household size is a basic factor used to convert population forecasts to the number of dwelling units needed over the planning period. Based upon the population and household size forecasts for the Village of Eagle, an additional 145 housing units may be expected to be needed by the year 2000 to serve the housing needs of the forecast Village population of 1,480 persons.

Table 5

ACTUAL, ESTIMATED, AND FORECAST POPULATION DISTRIBUTION
BY AGE GROUP IN THE VILLAGE OF EAGLE STUDY AREA: 1970-2000

Age Group	1970 Census Population				1980 Commission Estimate ^a			
	Town of Eagle	Village of Eagle	Total Study Area	Percent of Total	Town of Eagle	Village of Eagle	Total Study Area	Percent of Total
Under 5.....	113	62	175	8.8	146	84	230	8.3
5	21	13	34	1.7	26	15	41	1.5
6-9.....	117	95	212	10.6	165	95	260	9.4
10	34	14	48	2.4	37	21	58	2.1
11	27	26	53	2.7	42	24	66	2.4
12-13.....	61	31	92	4.6	70	40	110	4.0
14	37	15	52	2.6	40	23	63	2.3
15-17.....	73	42	115	5.8	90	51	141	5.1
18	18	11	29	1.5	25	14	39	1.4
19-64.....	636	344	980	49.1	913	524	1,437	51.9
65 and Older..	113	92	205	10.2	204	117	321	11.6
Total	1,250	745	1,995	100.0	1,758	1,008	2,766	100.0

Age Group	Forecast Population							
	1990				2000			
	Town of Eagle	Village of Eagle	Total Study Area	Percent of Total	Town of Eagle	Village of Eagle	Total Study Area	Percent of Total
Under 5.....	168	97	265	7.8	183	107	290	7.2
5	28	16	44	1.3	28	16	44	1.1
6-9.....	174	100	274	8.1	175	102	277	6.9
10	39	22	61	1.8	38	22	60	1.5
11	45	26	71	2.1	43	25	68	1.7
12-13.....	71	41	112	3.3	71	41	112	2.8
14	43	25	68	2.0	41	24	65	1.6
15-17.....	95	55	150	4.4	99	58	157	3.9
18	26	15	41	1.2	28	16	44	1.1
19-64.....	1,182	682	1,864	55.0	1,468	856	2,324	57.8
65 and Older..	279	161	440	13.0	366	213	579	14.4
Total	2,150	1,240	3,390	100.0	2,540	1,480	4,020	100.0

^aEstimate based in part upon the preliminary 1980 U. S. Bureau of the Census data.

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

The housing and population characteristics for the Town of Eagle, Village of Eagle, and total Village of Eagle study area, as summarized in Table 7, indicate a steady growth in housing units as well as in population for the entire study area for the period from 1960 to 1980. The average number of persons per housing unit decreased from 3.51 in 1970 to 2.78 in 1980 for the entire study area. This change is consistent with recent regional, state, and national population trends, all of which have evidenced significant reduction in household size.

ECONOMY

In 1970 median family income in the Village of Eagle was \$10,680 while the median family income in the Town of Eagle was \$9,538. That is, 50 percent of

Table 6

COMPARISON OF HISTORIC AND FORECAST POPULATION
PER OCCUPIED HOUSING UNIT IN WAUKESHA COUNTY
AND THE VILLAGE OF EAGLE STUDY AREA: 1960-2000

Year	Waukesha County	Town of Eagle	Village of Eagle	Village of Eagle Study Area
1960 ^a	3.66	3.79	3.50	3.68
1970 ^a	3.66	3.54	3.45	3.51
1980 ^b	3.02	2.63	3.09	2.78
1990	3.53	3.00 ^c	3.19 ^c	3.04 ^c
2000	3.50	3.39 ^c	3.29 ^c	3.31 ^c

^aU. S. Bureau of Census.

^bU. S. Bureau of the Census 1980 census data and is based upon the number of persons per total housing units, not persons per occupied housing units.

^cForecast data based, in part, from data for SEWRPC Planning Analysis Area (PAA) No. 41.

Source: SEWRPC.

the families in the Village had a yearly family income over \$10,680 and 50 percent of the families had an income under \$10,680. According to federal guidelines, low- and moderate-income families are defined as families having an income less than 80 percent of the median family income of the area--with certain adjustments for family size. Based upon the data shown in Table 8, in 1970 the number of low-income families in the Village was about 37 or approximately 20 percent of the total. These families had a yearly income \$8,544 or less. Very low-income families are defined as those with a yearly income which is less than 50 percent of the median family income, or less than \$5,340 for the Village of Eagle in 1970. Based upon the information in Table 8, about 21 families in the Village of Eagle, or 11 percent of the total, were very low income families in 1970.

In 1970 approximately 301 persons, or 40 percent of the Village population, was in the labor force. Table 9 provides information on the employed population 14 years old and over by occupation and sex in the Village of Eagle study area in 1970. According to Table 9 and the U.S. Bureau of the Census definitions, white-collar workers, including professional, technical, kindred, managers and administrators (except farm), sales workers, and clerical and kindred workers represented about 35 percent of the employed Village population. Blue-collar workers, including craftsmen and kindred workers, operatives (except transport), transport equipment operatives, and laborers (except farm) represented about 42 percent of the employed Village population. Service workers, including private household workers represented about 16 percent of the employed population. Farm-related occupations and those not reporting represented the remaining 7 percent of the employed population.

Table 10 sets forth the forecast employment levels for the Village of Eagle, Town of Eagle, and Eagle study area to the year 2000. The 1972 figures contained in Table 10 represent actual counts by the Wisconsin Department of Industry, Labor, and Human Relations. Employment figures which appear in Table 10 are somewhat different than those in Table 9, which were obtained by the U. S. Bureau of the Census. These differences may be attributed to

Table 7

**POPULATION AND HOUSING CHARACTERISTICS OF THE
VILLAGE OF EAGLE STUDY AREA: 1960-1980**

Characteristics	Town of Eagle				
	Year ^a			1970-1980	
	1960	1970	1980	Change	Percent
Total Population.....	1,103	1,250	1,758	508	40.6
Total Housing Units....	469	498	667	169	33.9
Persons per Occupied Housing Unit.....	3.79	3.54	2.63 ^b	-0.91	-25.7
Owner Occupied Housing Units.....	222	271	N/A	N/A	N/A
Renter Occupied Housing Units.....	69	82	N/A	N/A	N/A
Vacant Housing Units...	175	145	N/A	N/A	N/A

Characteristics	Village of Eagle				
	Year ^a			1970-1980	
	1960	1970	1980	Change	Percent
Total Population.....	620	745	1,008	263	35.3
Total Housing Units....	186	221	326	105	47.5
Persons per Occupied Housing Unit.....	3.50	3.45	3.09 ^b	-0.36	-10.4
Owner Occupied Housing Units.....	147	187	N/A	N/A	N/A
Renter Occupied Housing Units.....	30	29	N/A	N/A	N/A
Vacant Housing Units...	9	5	N/A	N/A	N/A

Characteristics	Village of Eagle Study Area				
	Year ^a			1970-1980	
	1960	1970	1980	Change	Percent
Total Population.....	1,723	1,995	2,766	771	38.6
Total Housing Units....	665	719	993	274	38.1
Persons per Occupied Housing Unit.....	3.68	3.51	2.78 ^b	-0.73	-20.8
Owner Occupied Housing Units.....	369	458	N/A	N/A	N/A
Renter Occupied Housing Units.....	99	111	N/A	N/A	N/A
Vacant Housing Units...	184	150	N/A	N/A	N/A

NOTE: N/A = Not available.

^a U. S. Bureau of the Census and SEWRPC.

^b Based upon number of persons per total housing unit, not persons per occupied housing unit.

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

Table 8

FAMILY INCOME IN THE VILLAGE OF EAGLE: 1970

Income Range	Town of Eagle		Village of Eagle		Village of Eagle Study Area	
	Number of Families	Percent	Number of Families	Percent	Number of Families	Percent
Less than \$ 1,000...	19	5.94	6	3.24	25	4.95
\$ 1,000 - \$ 1,999...	--	--	3	1.62	3	0.59
\$ 2,000 - \$ 2,999...	6	1.88	4	2.16	10	1.98
\$ 3,000 - \$ 3,999...	33	10.31	6	3.24	39	7.72
\$ 4,000 - \$ 4,999...	13	4.06	--	--	13	2.57
\$ 5,000 - \$ 5,999...	15	4.69	7	3.78	22	4.36
\$ 6,000 - \$ 6,999...	15	4.69	5	2.70	20	3.96
\$ 7,000 - \$ 7,999...	20	6.25	--	--	20	3.96
\$ 8,000 - \$ 8,999...	32	10.00	13	7.03	45	8.91
\$ 9,000 - \$ 9,999...	13	4.06	32	17.30	45	8.91
\$10,000 - \$11,999...	44	13.75	50	27.03	94	18.62
\$12,000 - \$14,999...	46	14.38	33	17.84	79	15.64
\$15,000 - \$24,999...	64	20.00	26	14.05	90	17.83
\$25,000 - \$49,999...	--	--	--	--	--	--
\$50,000 or more.....	--	--	--	--	--	--
Total	320	100.00	185	100.00	505	100.00

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

the small sample size used by the U. S. Bureau of the Census to determine occupation. Overall employment for the Village of Eagle is expected to increase significantly from 12 to 494 jobs--and for the total study area 20 to 522 jobs--over the period 1972 to 2000. Occupation types are broken down into five categories, each of which can be directly related to various types of land use--retail, service, industry, government, transportation, communication, and utilities. Each of these forecasts can be used later in the planning process to help allocate land to various land use categories such as commercial, industrial, and governmental uses. The significantly high forecast increase in jobs in the Eagle area between 1972 and 2000 can be attributed, in part, to the proposed construction by the Generac Corporation of a plant and accompanying industrial park in the Village of Eagle in the early 1980's. The management of the Generac Corporation states that the plant will employ about 100 to 150 persons.

THE NATURAL RESOURCE BASE

Conservation and wise use of the natural resource base is vital to the physical, social, and economic development of any area and to the continued ability of the area to provide a pleasant and habitable environment for life. As a result of the relatively high rate of population growth forecast for the study area over the planning period, the natural resource base of the area may be expected to be subject to substantial deterioration from improper land use development. Consequently, a sound land use plan for the area should identify areas having concentrations of natural resource values deserving of protection from intensive urban development as well as areas having characteristics of the natural resource base that may impose severe limitations on urban development.

Table 9

**EMPLOYED POPULATION, 14 YEARS OLD AND OVER, BY OCCUPATION
AND SEX IN THE VILLAGE OF EAGLE STUDY AREA: 1970**

Occupation	Town of Eagle					
	Male		Female		Total	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Professional, Technical, and Kindred Workers.....	28	9.52	14	10.00	42	9.68
Managers, Administrators, Except Farm.....	17	5.78	11	7.86	28	6.45
Sales Workers.....	5	1.70	9	6.43	14	3.23
Clerical and Kindred Workers.....	25	8.50	28	20.00	53	12.21
Craftsmen, Foremen, and Kindred Workers.....	56	19.05	--	--	56	12.90
Operatives, Except Transportation...	64	21.77	32	22.86	96	22.12
Transport Equipment Operatives.....	15	5.10	5	3.57	20	4.61
Labor, Except Farm.....	--	--	--	--	--	--
Farmers and Farm Managers.....	42	14.29	20	14.29	62	14.29
Farm Laborers and Foremen.....	16	5.44	--	--	16	3.69
Service Workers, Except Private Household.....	21	7.14	21	15.00	42	9.68
Private Household Workers.....	--	--	--	--	--	--
Occupation Not Reported.....	5	1.70	--	--	5	1.15
Total	294	100.00	140	100.00	434	100.00

Occupation	Village of Eagle					
	Male		Female		Total	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Professional, Technical, and Kindred Workers.....	10	5.35	9	7.89	19	6.31
Managers, Administrators, Except Farm.....	24	12.83	5	4.39	29	9.63
Sales Workers.....	10	5.35	10	8.77	20	6.64
Clerical and Kindred Workers.....	3	1.60	35	30.70	38	12.62
Craftsmen, Foremen, and Kindred Workers.....	37	19.79	--	--	37	12.29
Operatives, Except Transportation...	47	25.13	22	19.30	69	22.92
Transport, Equipment Operatives.....	5	2.67	--	--	5	1.66
Labor, Except Farm.....	15	8.02	--	--	15	4.98
Farmers and Farm Managers.....	5	2.67	--	--	5	1.66
Farm Laborers and Foremen.....	--	--	--	--	--	--
Service Workers, Except Private Household.....	16	8.56	33	28.95	49	16.28
Private Household Workers.....	--	--	--	--	--	--
Occupation Not Reported.....	15	8.02	--	--	15	4.98
Total	187	100.00	114	100.00	301	100.00

Occupation	Village of Eagle Study Area					
	Male		Female		Total	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Professional, Technical, and Kindred Workers.....	38	7.90	23	9.06	61	8.30
Managers, Administrators, Except Farm.....	41	8.52	16	6.30	57	7.75
Sales Workers.....	15	3.13	19	7.48	34	4.63
Clerical and Kindred Workers.....	28	5.82	63	24.80	91	12.38
Craftsmen, Foremen, and Kindred Workers.....	93	19.32	--	--	93	12.65
Operatives, Except Transportation...	111	23.08	54	21.26	165	22.45
Transport Equipment Operatives.....	20	4.16	5	1.97	25	3.40
Labor, Except Farm.....	15	3.13	--	--	15	2.04
Farmers and Farm Managers.....	47	9.77	20	7.87	67	9.12
Farm Laborers and Foremen.....	16	3.32	--	--	16	2.18
Service Workers, Except Private Households.....	37	7.69	54	21.26	91	12.38
Private Household Workers.....	--	--	--	--	--	--
Occupation Not Reported.....	20	4.16	--	--	20	2.72
Total	481	100.00	254	100.00	735	100.00

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

Table 10

**ESTIMATED 1972 AND FORECAST EMPLOYMENT OCCUPATION TYPE
IN THE VILLAGE OF EAGLE STUDY AREA: 1972-2000**

Area and Year	Occupation Type					Total
	Retail	Service	Industry	Government	Transportation, Communication, and Utilities	
Village of Eagle						
1972	7	--	5	--	--	12
1990	68	108	125	12	--	313
2000	129	215	125	25	--	494
Town of Eagle						
1972	6	--	2	--	--	8
1990	10	6	2	--	--	18
2000	14	12	2	--	--	28
Total Village of Eagle Study Area						
1972	13	--	7	--	--	20
1990	78	114	127 ^a	--	--	319
2000	143	227	127 ^a	25	--	522

^a Takes into account the 1981 proposed construction by the Generac Corporation of a plant in the Village of Eagle which would employ an estimated 100-150 employees.

Source: Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

For the purposes of the planning program, the principal elements of the natural resource base were defined as 1) soil characteristics; 2) selected topographic and topographic-related features, slopes, scenic vistas, watershed and related watershed subbasin boundaries, surface water, floodland areas, wetland areas, and aquifer recharge areas; 3) woodland areas; 4) wildlife habitat areas; 5) prairies; and 6) other natural resource base related elements. Without a proper understanding and recognition of these elements and of the interrelationships which exist between them, human use and alteration of the natural environment proceeds at the risk of excessive costs in terms of both monetary expenditures and environmental degradation. The natural resource base is highly subject to grave misuse through improper land use and transportation facility development. Such misuse may lead to severe environmental problems which are difficult and costly to correct, and to the deterioration and destruction of the natural resource base itself. Intelligent selection of the most desirable land use plan from among the alternatives available must, therefore, be based in part upon a careful assessment of the effects of each plan upon the supporting natural resource base.

The outstanding natural features and recreational resources of the Eagle study area are associated with its glacial landforms and water resources. Of particular significance are the areas of rough topography found within the Kettle Moraine State Forest-Southern Unit, the areas along the Scuppernong River and Jericho Creek, and the areas surrounding Eagle Spring Lake, which form outstanding scenic corridors.

Soils

Soil properties exert a strong influence on the manner in which man uses land. Soils are an irreplaceable resource, and mounting pressures upon the land are constantly making this resource more and more valuable. A need exists, therefore, in any planning effort to examine not only how land and soils are presently used but also how they can best be used and managed. This requires an areawide soil suitability study which maps the geographic locations of various kinds of soils; identifies their physical, chemical, and biological properties; and interprets these properties for land use and public facilities planning.

The resulting comprehensive knowledge of the character and suitability of the soils is extremely valuable in every phase of the planning process. The soils information presented herein comprised a particularly important consideration in the preparation of the land use plan, being essential for the analysis of existing land use patterns, alternative plan synthesis and evaluation, and plan selection. The soil assessments are used in conjunction with the other data presented for the development and selection of a desirable spatial distribution pattern for residential, commercial, industrial, agricultural, and recreational land use development, and various facility locations.

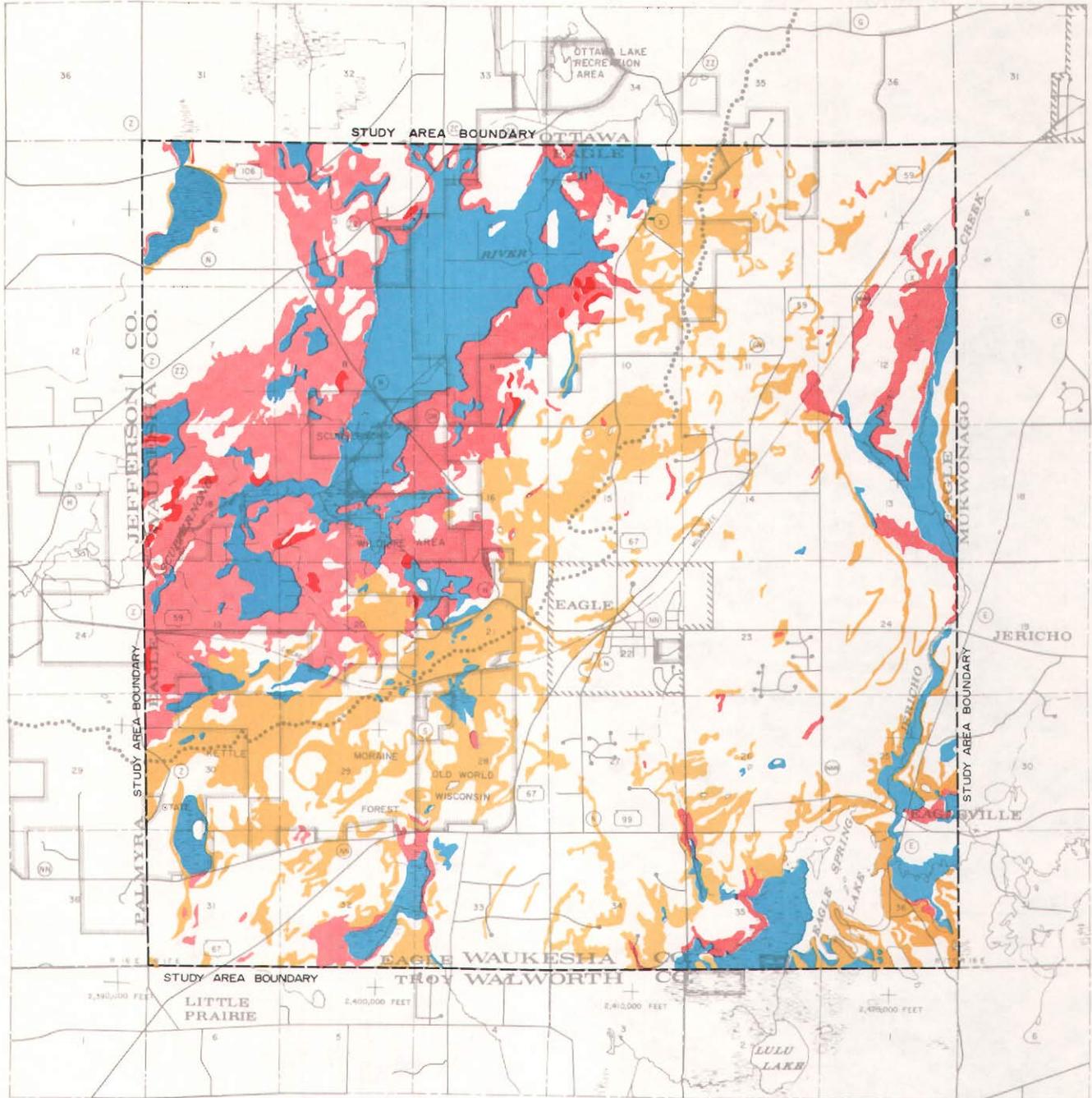
Map 6 shows the areas of the Village of Eagle study area covered by soils possessing four selected characteristics: 1) a slow permeability rate; 2) a fluctuating or high water table or are subject to ponding, overwash, or runoff hazard; 3) subject to flooding or overflow; and 4) slopes of 12 percent or greater.

Soils that have a slow permeability rate are found sparsely scattered in the northwest one-quarter of the Eagle study area. Soils which exhibit a fluctuating or high water table, or are subject to ponding, overwash, or runoff hazard are predominantly located in the northwest one-quarter of the study area with other less significant concentrations of such soils located along the southern and eastern perimeter of the Eagle study area. Soils subject to flooding or overflow are located most abundantly in the northwest one-quarter of the study area, along Jericho Creek and Eagle Spring Lake. A large area of slopes of 12 percent or greater extends from the northeast one-quarter of the study area to the southwest one-quarter of the study area; other areas of steep slopes are scattered to the southeast of this elongated steep slope area.

As shown on Map 7, 10,727 acres, or 48 percent of the study area, are covered by soils having severe or very severe limitations for residential development utilizing conventional onsite soil absorption sewage disposal systems (septic tanks) on lots one acre or more in size. Characteristically, these soils have slow permeability rates, a high or fluctuating water table, high shrink-swell ratio, may be located on steep slopes, and may be subject to periodic flooding or surface ponding in low areas. All of these characteristics are detrimental to development for urban use and particularly residential use utilizing septic tanks for sewage disposal. "Severe" limitations are indicative of soil problems which are difficult to overcome and require careful planning and above average design and management. "Very severe" soil limitations are defined as soils with problems which are very difficult to overcome, costs are generally prohibitive, and major soil reclamation work is generally required. Soils with severe and very severe limitations for urban use without sanitary sewer service are most abundant in the northwest one-quarter of the study area.

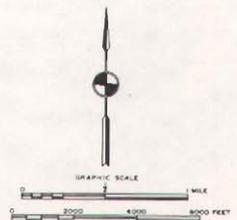
Map 6

SELECTED PHYSICAL CHARACTERISTICS OF SOILS IN THE VILLAGE OF EAGLE STUDY AREA



LEGEND

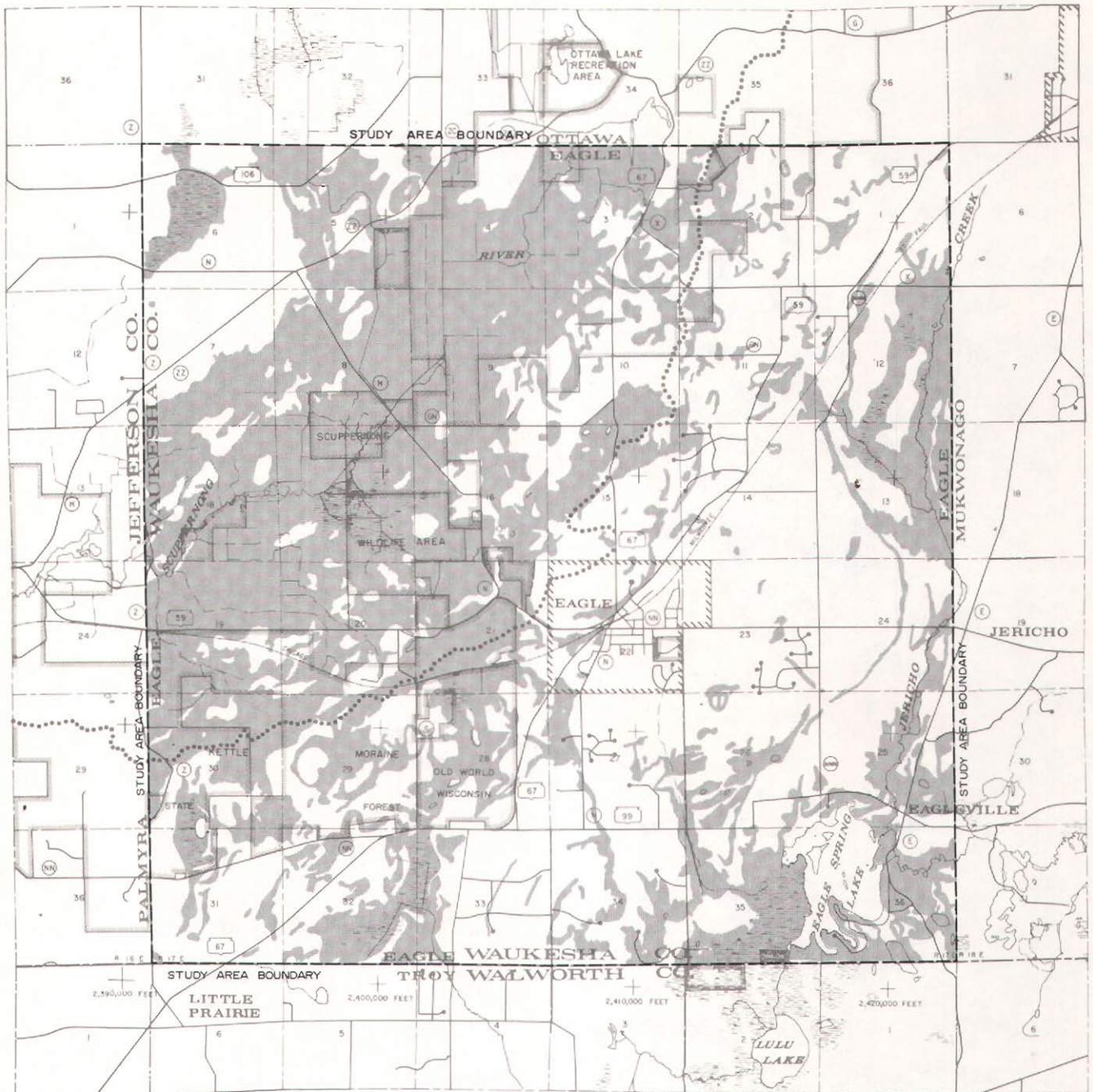
- SOILS THAT HAVE A SLOW PERMEABILITY RATE
- SOILS THAT HAVE A FLUCTUATING OR HIGH WATER TABLE OR ARE SUBJECT TO PONDING, OVERWASH, OR RUNOFF HAZARD
- SWAMPS, MARSHES, ORGANIC MATERIALS, OR SOILS THAT ARE SUBJECT TO FLOODING OR OVERFLOW
- SOILS HAVING A SLOPE OF 12% OR MORE
- OTHER SOILS



Source: U. S. Soil Conservation Service and SEWRPC.

Map 7

SOIL LIMITATIONS FOR RESIDENTIAL DEVELOPMENT ON LOTS ONE ACRE OR MORE IN SIZE NOT SERVED BY PUBLIC SANITARY SEWERAGE SYSTEMS IN THE VILLAGE OF EAGLE STUDY AREA



Source: U. S. Soil Conservation Service and SEWRPC.

Map 8 shows that 11,087 acres, or 49 percent of the study area are covered by soils having severe or very severe limitations for residential development utilizing conventional onsite soil absorption sewage disposal systems (septic tanks) on lots less than one acre in size. As defined earlier, "severe" limitations are indicative of soil problems which are difficult to overcome and require careful planning and above average design and management. "Very severe" soil limitations are defined as soils with problems which are very difficult to overcome, costs are generally prohibitive, and major soil reclamation work is generally required. Again, as on Map 7, severe and very severe limitations for urban use without sanitary sewer service are most abundant in the northwest one-quarter of the study area.

Topographic and Topographic Related Features

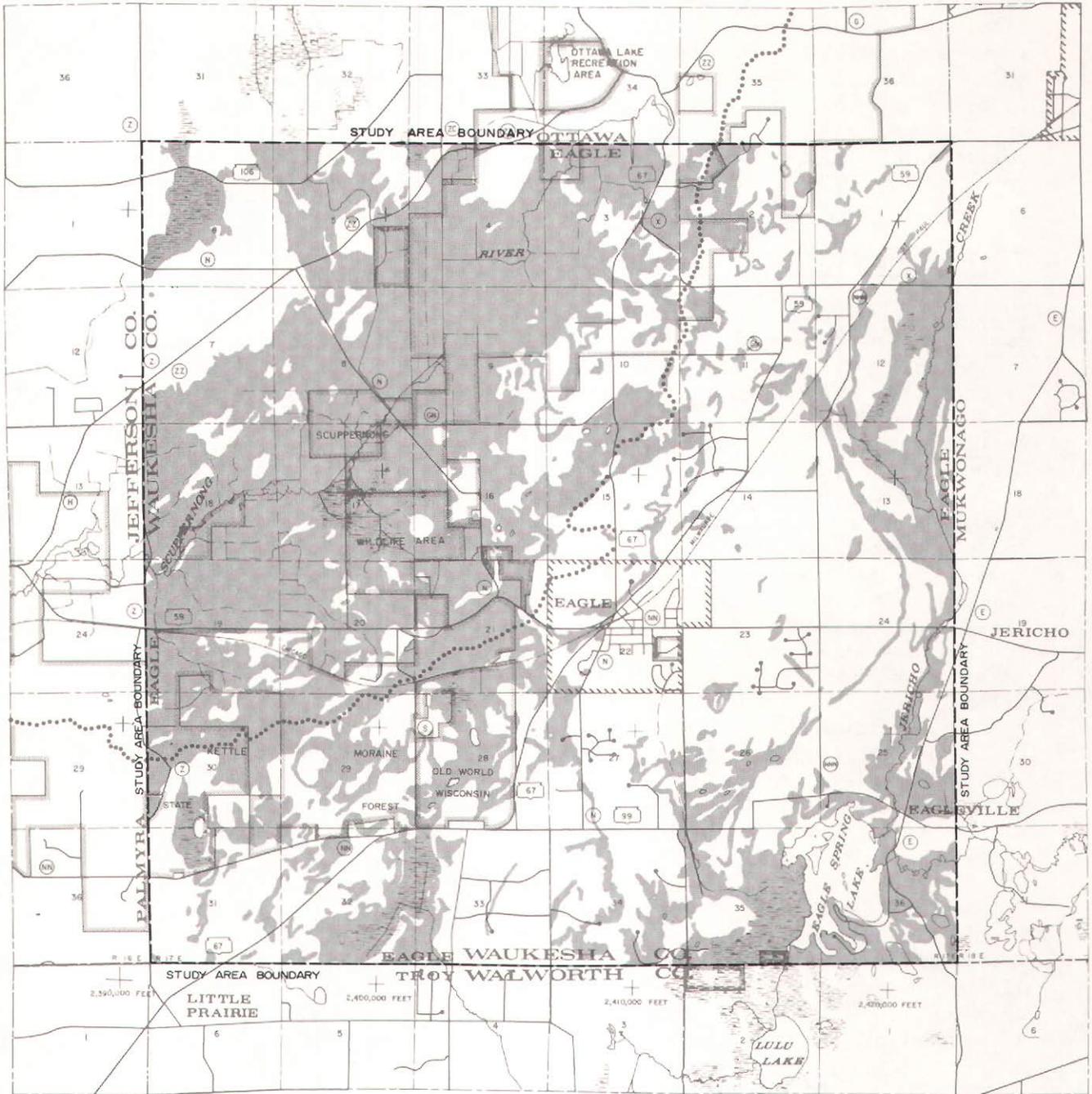
Glaciation Influence and Slopes: Glaciation has largely determined the physiography and topography as well as the soils of southeastern Wisconsin. There is evidence of four major stages of glaciation in the Southeastern Wisconsin Region, the last and most influential of which is believed to have ended about 11,000 years ago. The dominant physiographic and topographic feature is the Kettle Moraine--an interlobate glacial deposit, or moraine--formed between the Green Bay and Lake Michigan tongues, or lobes, of the continental glacier which moved in a generally southerly direction from its point of origin in what is now Canada. Topographically high points in the Kettle Moraine include areas in southwestern Waukesha County north of the Village of Eagle in the Town of Eagle. The Kettle Moraine, which is oriented in a general northeast-southwest direction in western Waukesha County, is a complex system of kames, or crudely stratified conical hills; kettle holes, marking the site of glacial ice blocks that became separated from the ice mass and melted to form depressions; and eskers, consisting of long, narrow ridges of drift deposited in abandoned drainageways. These glacial formations comprise some of the most attractive and interesting landscapes within southeastern Wisconsin, and are considered to comprise one of the finest examples of glacial interlobate moraine in the world. Because of its still predominantly rural character and its exceptional natural beauty, the Kettle Moraine and the surrounding areas in the Village of Eagle study area are, and may be expected to continue to be, subjected to increasing pressure for urban development.

Important considerations in any planning effort are areas of steep slopes and high local topographic relief. Such areas are generally subject to soil erosion and, therefore, are unsuited to any type of urban development. A slope of 12 percent or greater is generally considered a "steep" slope, difficult to develop for many types of urban uses. As shown on Map 9, about 3,756 acres, or 17 percent of the area of the Eagle study area are covered with steep slopes.

Scenic Vistas: Scenic vistas are areas that provide a panoramic or picturesque view, comprised of a variety of natural resource features. There are two important components of a scenic vista--the picturesque view itself which usually consists of a diversity of natural features, and the vantage point or viewpoint from which to observe the diversity of natural features. In identifying such viewpoints, it was determined that three basic criteria should be met: 1) the variety of features viewed should exist harmoniously in a natural or rural landscape; 2) there should be one dominant or particularly interesting feature

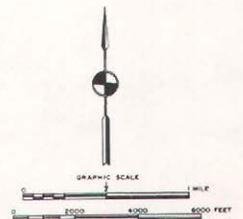
Map 8

SOIL LIMITATIONS FOR RESIDENTIAL DEVELOPMENT ON LOTS LESS THAN ONE ACRE IN SIZE NOT SERVED BY PUBLIC SANITARY SEWERAGE SYSTEMS IN THE VILLAGE OF EAGLE STUDY AREA



LEGEND

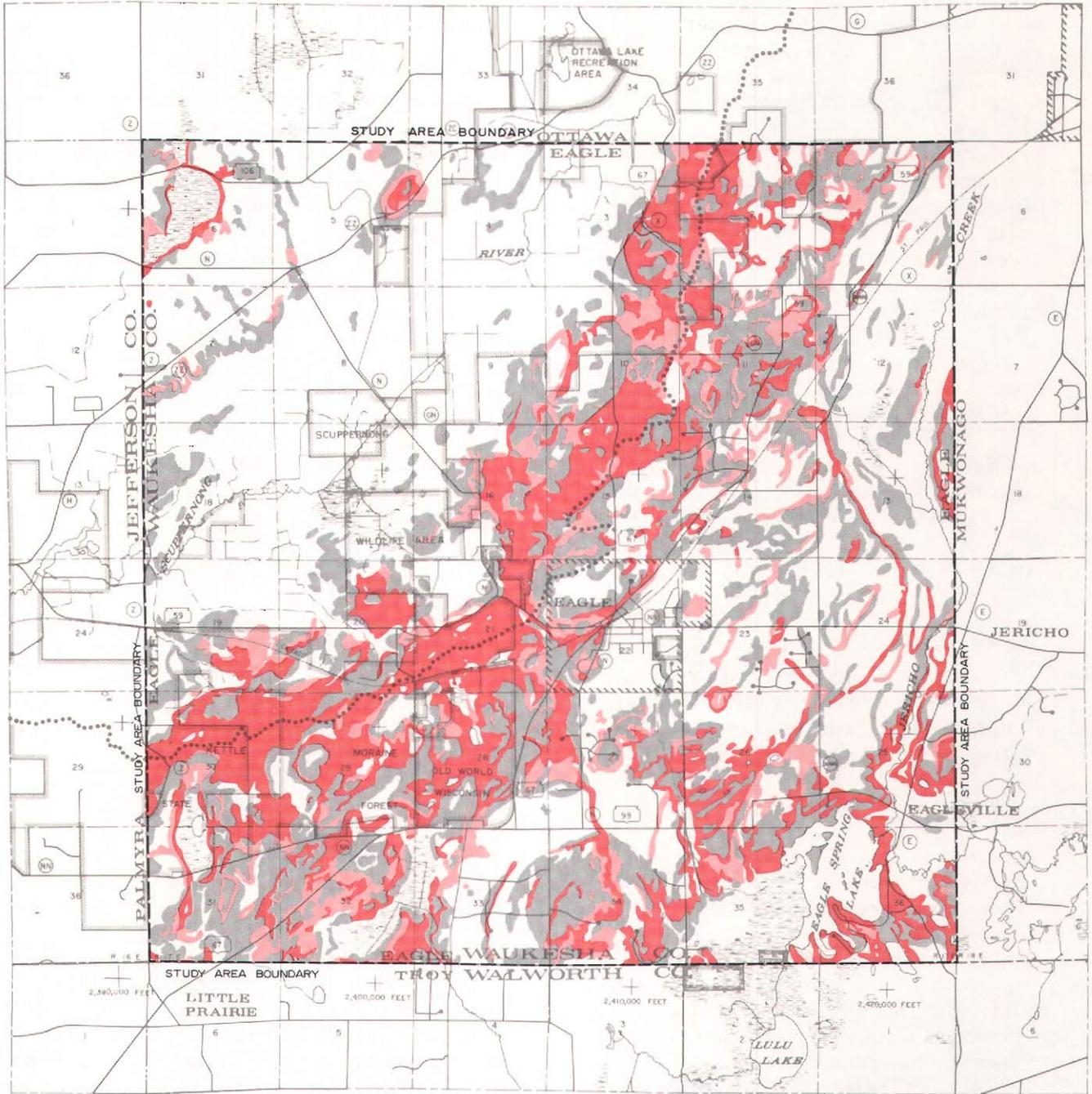
- AREAS COVERED BY SOILS HAVING SEVERE OR VERY SEVERE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH SEPTIC TANK SEWAGE DISPOSAL ON LOTS LESS THAN ONE ACRE IN SIZE
- OTHER SOILS



Source: U. S. Soil Conservation Service and SEWRPC.

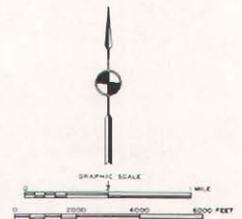
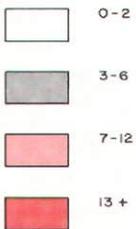
Map 9

SLOPE ANALYSIS FOR THE VILLAGE OF EAGLE STUDY AREA



LEGEND

PERCENT OF SLOPE



Source: U. S. Soil Conservation Service and SEWRPC.

such as a river or lake which serves as a focal point of the scenic area; and 3) the viewpoint should permit an unobstructed observation area from which the variety of natural features can be seen.

A special inventory of scenic viewpoints meeting the aforementioned criteria was conducted as part of the study. To permit an unobstructed observation area, it was determined that vantage points should have an elevated view of surrounding natural resource amenities. With the aid of 1" = 2000' scale 10-foot contour interval topographic maps, locations in the Eagle study area with a relief greater than 30 feet and a slope of 12 percent or more were identified. Those areas of steep slope so identified having a ridge of at least 200 feet in length and a view of at least three natural resource features--including surface water, wetlands, woodlands, agricultural lands, or other significant geological features--within approximately one-half mile of the ridge were identified as scenic viewpoints.

Watersheds, Subwatersheds, and Subbasins

As shown on Map 10, the Eagle study area is located within both the Fox River and Rock River watersheds. The southeast portion of the study area lies within the Fox River watershed. The northwest portion of the study area lies within the Rock River watershed. As further illustrated on Map 10, the Fox River watershed in the Eagle study area is divided into two subwatersheds--the Jericho Creek and Mukwonago River subwatersheds. The Rock River watershed portion of the Eagle study area is known as the Scuppernong River subwatershed. The subwatersheds shown on Map 10 may be further subdivided into individual drainage areas, termed subbasins. Subbasins in the Fox River watershed drain to Jericho Creek and the Mukwonago River, which eventually drain into the Fox River. Subbasins in the Rock River watershed drain to the Scuppernong River which eventually drains into the Rock River.

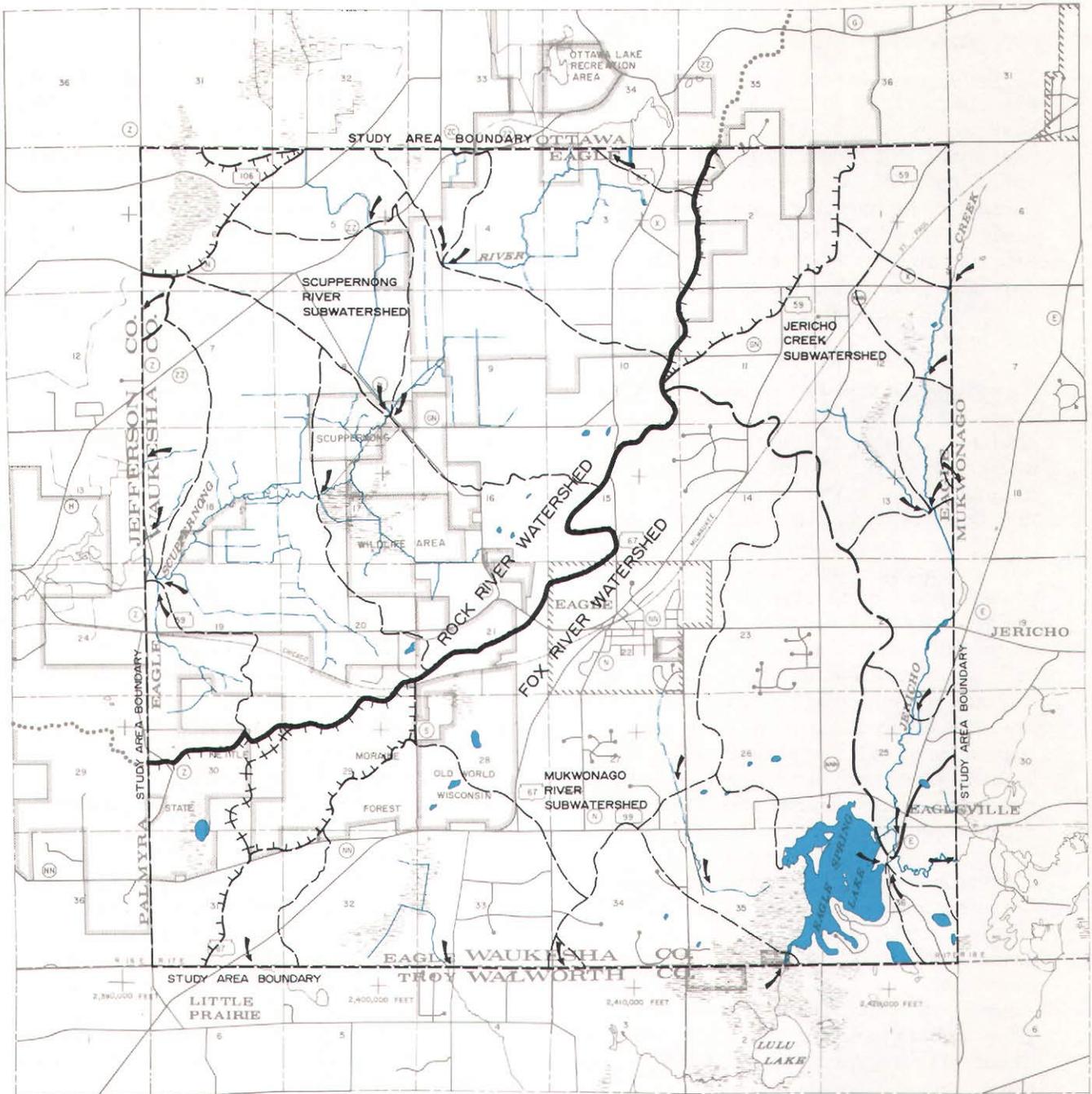
Lakes and Streams

Lakes and streams provide focal points for residential development as well as for water-related recreational activities. Lakes and streams provide attractive sites for properly planned residential development and, when viewed as open space areas, greatly enhance the aesthetic quality of the environment. The value of lakes and streams, however, is highly susceptible to deterioration from human activities. Water quality can be degraded as a result of excessive nutrient loads from malfunctioning or improperly placed septic tank systems, inadequate waste treatment facilities, poor agricultural practices, and inadequate soil conservation and related land management practices. Lakes and streams may also be adversely affected by the excessive development of lake-shore and riverine areas and by the filling of wetlands, which serve as valuable nutrient and sediment traps.

Lakes: Major lakes are defined herein as those lakes having 50 acres or more of surface water area. Lakes of this size are considered capable of supporting intensive recreational use with relatively little degradation of the resource. Eagle Spring Lake is the only major inland lake in the Eagle study area. Eagle Spring Lake is located in the southeast quadrant of the study area and is approximately 310 acres in size. In addition, there are approximately 27 inland lakes and ponds within the Eagle study area, each having a surface area less

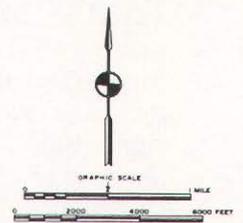
Map 10

**SURFACE DRAINAGE
AND WATERSHED FEATURES IN THE VILLAGE OF EAGLE STUDY AREA**



LEGEND

-  WATER
-  WATERSHED BOUNDARY
-  SUBWATERSHED BOUNDARY
-  SUBBASIN BOUNDARY
-  AREA OF INTERNAL DRAINAGE
-  DIRECTION OF FLOW



Source: SEWRPC.

than 50 acres. These small inland lakes and ponds have a combined surface area of approximately 120 acres. The 28 lakes and ponds in the study area are shown on Map 10.

Streams: Rivers and perennial and intermittent streams are also shown on Map 10, along with a 50-foot shoreline area along their respective banks. Rivers and perennial streams are defined herein as those watercourses which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. In the Eagle study area, there are two such stream systems--Jericho Creek and the Scuppernong River and their tributaries--with a combined total length of approximately 17 miles. Intermittent streams are defined herein as watercourses which do not have continuous flow throughout the year. The study area has a system of intermittent streams that serve a vital function in draining subbasin catchment areas during spring snowmelts and heavy rains. These intermittent streams are also shown on Map 10.

Floodlands: The floodlands of a river or a stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, a river or stream channel. Most of the time, rivers and streams occupy their channels. However, when stream discharges increase beyond the conveyance capacity of the existing channel, the river or stream rises and spreads laterally over the floodlands. A flood event is then said to occur.

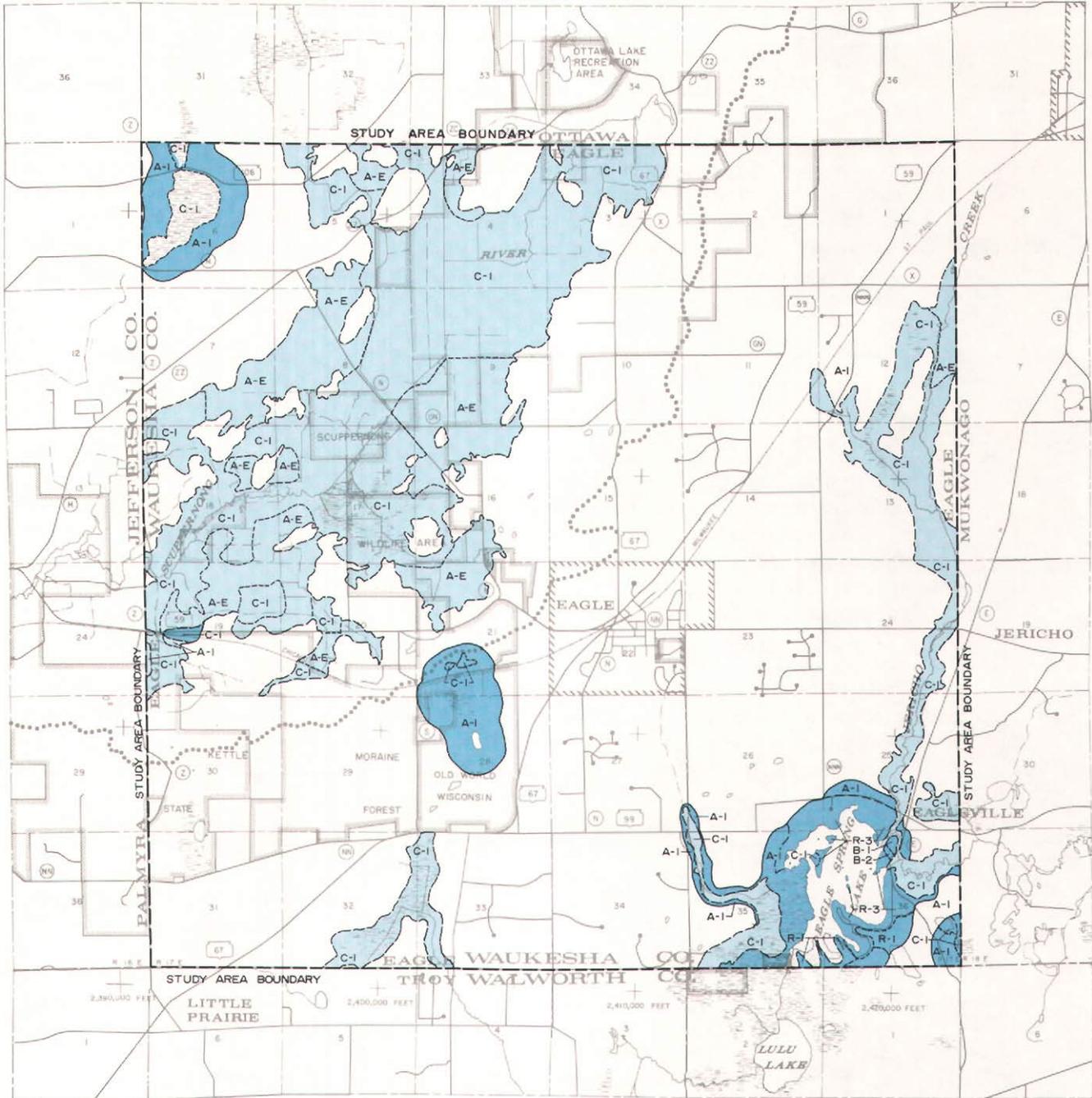
For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the channel, subject to inundation by the 100-year recurrence interval flood event. This is the event that may be expected to be reached or exceeded on the average of once every 100 years. Stated another way, there is a 1 percent chance that such an event may be expected to be reached or exceeded in any given year. Commission studies indicate that from 7 to 10 percent of the total land area of any given watershed will be within the 100-year recurrence interval floodplain. The 100-year recurrence interval floodplain contains within its boundaries the areas inundated by floods of less severity, but of more frequent occurrence, such as the 50-, 25-, and 10-year recurrence interval flood events.

Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but also because of seasonably or perennially high water tables and the presence of soils poorly suited to urban use. The floodland areas, however, often contain important elements of the natural resource base such as high-value woodlands, wetlands, and wildlife habitat areas, and therefore constitute prime locations for needed park and open space areas. Thus, every effort should be made to discourage indiscriminate and incompatible urban development on floodlands, while encouraging compatible park and open space use.

Flood hazard data for the rivers and streams in the Eagle study area--in particular, data on the limits of natural floodlands of the rivers and streams for a specified recurrence interval of the flood--are important considerations in any planning process. The Waukesha County Park and Planning Commission has delineated floodlands in the Eagle study area on the basis of soil characteristics, and has established the boundaries of these floodlands in a shoreline and floodland zoning ordinance. Areas classified as floodland under this ordinance are shown on Map 11. These floodlands encompass a total area of 5,024 acres, or about 22 percent of the total Eagle study area.

Map 11

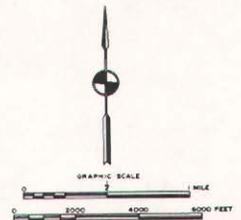
EXISTING FLOODLAND AND SHORELAND ZONING DISTRICTS IN THE VILLAGE OF EAGLE STUDY AREA



LEGEND

	SHORELAND DISTRICT	A-E	EXCLUSIVE AGRICULTURAL
	CONGRUENT FLOODLAND AND SHORELAND DISTRICT	R-1	RESIDENTIAL
	ZONING BOUNDARY	R-3	RESIDENTIAL
C-1	CONSERVANCY	B-1	BUSINESS
A-1	AGRICULTURAL	B-2	BUSINESS

Source: Waukesha County Park and Planning Commission.



Wetlands: Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency and with a duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs, and similar areas. Precipitation provides water to wetlands either falling as rain or snow, becoming surface water runoff or percolating through the soil to become groundwater seepage. Wetlands may receive mostly surface water (direct precipitation, overland flow, or lake and floodwaters) or mostly groundwater (precipitation that infiltrates and moves through the ground). Surface water input is usually of a short, periodic duration, whereas groundwater inflow is usually continuous. The location of the wetland in the landscape affects the type of water received. Wetlands can occur in depressions or on slopes.

Wetlands located in the study area are identified on Map 22. Wetlands have an important set of natural functions which make them particularly valuable resources. These functions may be summarized as follows:

1. Wetlands enhance water quality. Aquatic plants change inorganic nutrients such as phosphorus and nitrogen into organic material, storing it in their leaves or in the peat which is composed of their remains. The stems, leaves, and roots of these plants also slow the flow of water through a wetland allowing suspended solids and related water pollutants to settle out. Thus, the destruction of wetlands may be expected to adversely affect the quality of surface waters in the area.
2. Wetlands regulate surface water runoff, storing water during periods of flood flows to release such waters during periods of dryer weather. Wetlands thus help to stabilize stream flows. One acre of marsh covered to a depth of 11 inches is capable of storing 300,000 gallons of water and, thus, helps protect the area against flooding and drought.
3. Wetlands provide essential breeding, nesting, resting, and feeding grounds and predator-escape cover for many forms of wildlife, and thus contribute to the overall ecological health and quality of the environment of the study area, as well as provide recreational, research, and educational opportunities and add to the aesthetic quality of the community.
4. Wetlands may serve as groundwater recharge and discharge areas. Recognizing the many environmental attributes of wetlands areas, continued efforts should be made to protect this resource by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization.

In 1975 wetland areas within the Eagle study area, including open lands which are intermittently covered with water or which are wet due to the presence of a high water table, covered a total of about 2,950 acres, or about 13 percent of the total Eagle study area as shown on Map 22.

Aquifer Recharge Areas

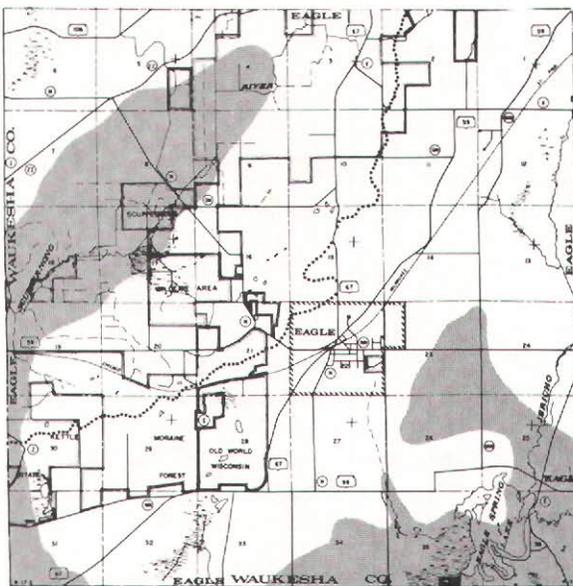
There are three aquifers--formations that contain sufficient saturated permeable material to yield significant quantities of water to wells and springs--

underlying the Southeastern Wisconsin Region. The first of these aquifers consists of the sand and gravel deposits of the glacial drift that covers the Region. The second consists of the Niagara dolomite bedrock underlying the Region. These two aquifers are commonly referred to as shallow aquifers. The third, the deep sandstone aquifer, lies below the two shallow aquifers and is separated from them by a layer of relatively impervious shale. This shale acts as a barrier to the movement of water between the shallow and deep aquifers. Consequently, the deep aquifer is recharged largely from rainfall that occurs over the western portion of southeastern Wisconsin where the overlying shale layer is absent, although some recharge occurs from downward leakage through the shale. This deep sandstone aquifer serves as an excellent source of cool, high-quality water for both municipal and industrial use.

The western and extreme southeastern portions of the Eagle study area lie within the deep sandstone aquifer recharge area as shown on Map 12. Approximately 7,750 acres, or 34 percent, of the Eagle study area lie within this aquifer recharge area. It is important that this recharge area be protected from unnecessary and incompatible urban land use development in order to ensure and maintain the deep sandstone aquifer as a high-quality water supply source within the Region.

Map 12

**DEEP SANDSTONE AQUIFER
RECHARGE AREA IN THE VILLAGE
OF EAGLE STUDY AREA**



Source: U. S. Geological Survey
and SEWRPC.

**WOODLAND AND WILDLIFE
HABITAT AREAS**

Woodlands

Woodlands have value beyond any monetary return for forest products. Under good management woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the maintenance of woodlands within the area can contribute to the maintenance of a diversity of plant and animal life in association with human life. The existing woodlands of the study area, which required a century or more to develop, can be destroyed through mismanagement within a comparatively short time. The deforestation of hillsides contributes to rapid storm water runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values: scenic, wildlife habitat, open space, educational, recreational, and air and water quality protection.

Primarily located on ridges and slopes, along lakes and streams, and in wetlands, woodlands provide an attractive

natural resource of immeasurable value. Not only is the beauty of streams and glacial land forms of the area accentuated by woodlands, but, as already noted, woodlands are essential to the maintenance of the overall environmental quality of an area.

In 1980 woodlands in the Eagle study area totalled approximately 4,053 acres, or 17.4 percent of the total study area. As indicated on Map 13, woodlands are geographically distributed throughout the study area, and large areas of woodlands are located within the Kettle Moraine State Forest--Southern Unit.

Wildlife Habitat

The existing wildlife habitat areas in the study area are shown on Map 14. The wildlife habitat areas were inventoried by the Regional Planning Commission as part of its 1963 and 1970 land use and cover inventories. Map 14 indicates the types of wildlife species associated with each area of the study area outlined and also the respective value of each wildlife area in terms of three classifications. These classifications are based upon an appraisal of the areas' overall value as habitat and potential for recreation use. The principal criteria used in determining the three classifications were size and quality of the habitat area, location of the habitat area, and the number and kind of species within each area. Wildlife habitats are defined here as those areas which fulfill wildlife needs for food, cover, water, and space. The wildlife habitat areas were rated as having either high, medium or low values.

A high-value wildlife habitat area is defined as an area which has a large diversity of species and in which the requirements of the major species which inhabit the area are fully met; in which the vegetation provides for nesting, travel routes, concealment, and modification of weather impact; and in which there has been little or no disturbance and which is located in proximity to other wildlife habitat areas.

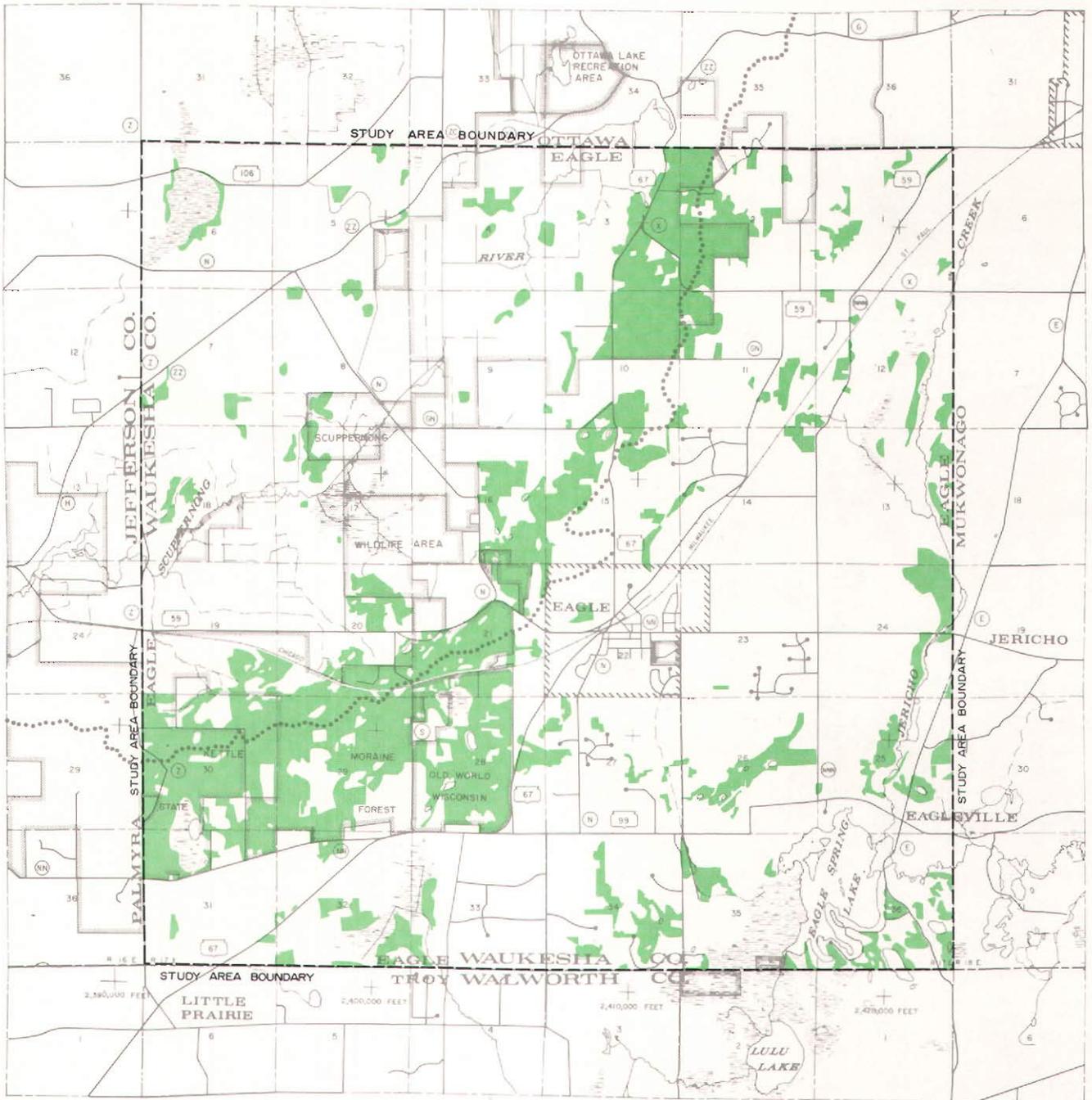
A medium-value wildlife habitat is defined as an area possessing all of the features of a high-value habitat but at a lower level of quality. The species diversity may not be as high in the medium-value areas. The structure and composition of the vegetation may not adequately provide for nesting, travel routes, concealment, or modification of weather impact. The area may have undergone disturbances or may not be located in proximity to other wildlife habitat areas. Deficiencies in any one or more of these factors may contribute to the area's classification as a medium-value wildlife habitat area.

A low-value wildlife habitat area is defined as an area of a supplemental or remnant nature which is usually disturbed but which may provide the only available range in the area, supplement areas of a higher quality, or provide corridors linking higher value wildlife habitat areas.

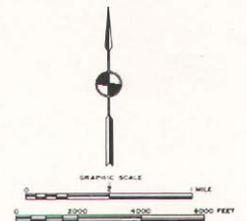
Wildlife in the Eagle study area is composed primarily of small upland game such as rabbit and squirrel, some predators such as fox and raccoon, and game birds, including waterfowl. Deer are also found in some areas. Wildlife habitat areas must furnish food, cover, and protection. Consequently, portions of the study area having large proportions of forest, wetlands, pasture land, and cropland, and small proportions of land devoted to urban development, have the largest areas of remaining high-quality wildlife habitat.

Map 13

WOODLAND AREAS IN THE VILLAGE OF EAGLE STUDY AREA: 1980

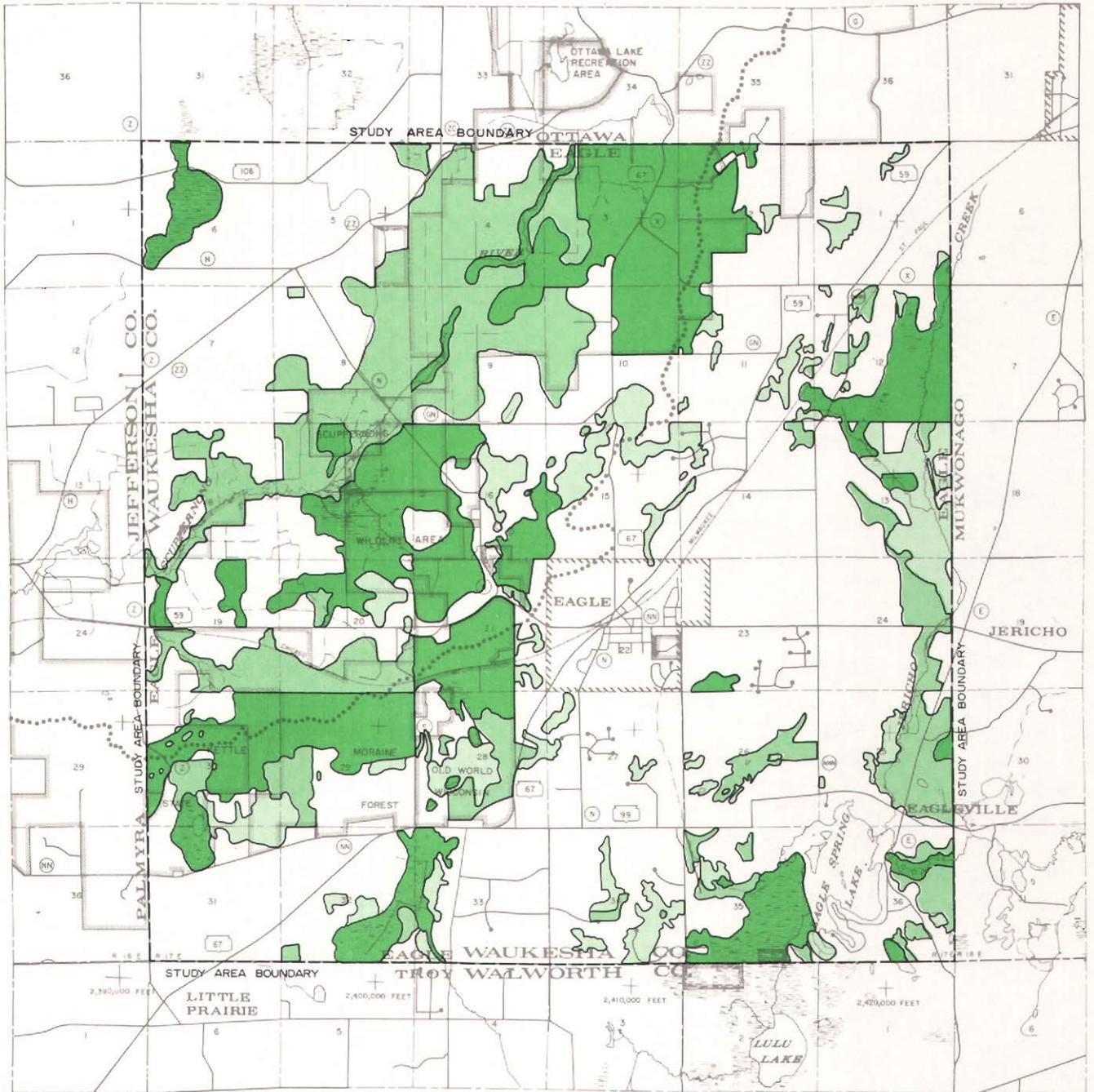


Source: SEWRPC.



Map 14

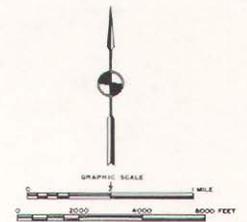
WILDLIFE HABITAT AREAS IN THE VILLAGE OF EAGLE STUDY AREA



LEGEND

-  HIGH VALUE
-  MEDIUM VALUE
-  LOW VALUE

Source: SEWRPC.



As indicated on Map 14, in the Eagle study area, approximately 7,897 acres, or about 35 percent of the total study area were identified as wildlife habitat land, including 3,861 acres identified as high-value wildlife habitat lands, 2,845 acres identified as medium-value lands, and 1,191 acres identified as low-value lands. The preservation of the wildlife habitat areas which exist in the study area is important to the overall quality of life in the area. The existence of a variety of wildlife species in a study area is indicative of ecosystem stability.

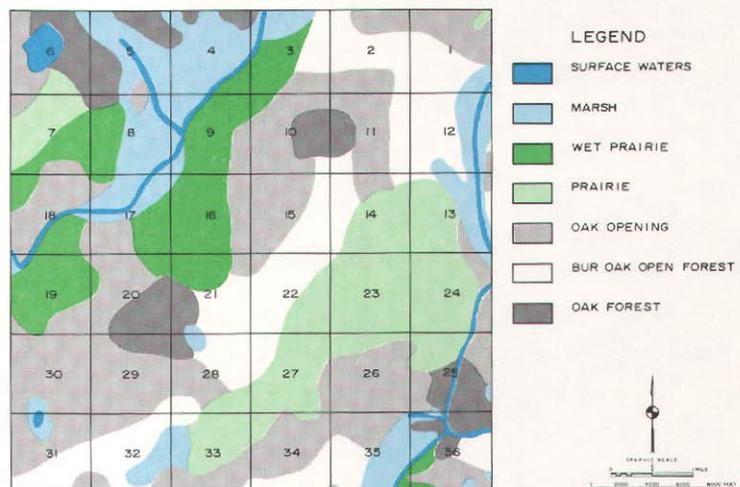
Prairies

Prairies are defined as open, treeless areas of the landscape which are dominated by grasses. Four basic types of prairies exist in the Eagle study area: low prairie, mesic or moderately moist prairie, dry prairie, and oak openings. The low prairies typically occupy ancient glacial lake beds and are dominated by the chord, bluejoint, big bluestem, and prairie muhly grasses. In addition, they contain such forbs as New England aster, gayfeather, prairie dock, culvers root, and golden alexanders. Mesic prairies tend to occur on the glacial outwash plains, the glacial till of recessional moraines, and the loessial or residual soils which cover the dolomitic bedrock. These prairies are dominated by Indian grass, switch, and big bluestem grasses. Typical mesic prairie forbs include, among others, smooth aster, wild indigo, rattlesnake master, New Jersey tea, and compass plant. Dry prairies occur on well-drained soils, usually on steep hillsides. The dominant grasses include prairie drop seed, little bluestem, side-oats, grama grass, panic grass, and needle grass. Forbs characteristic of dry prairies in the Eagle study area include pasque flower, silky aster, yellow paccoon, leadplant, prairie smoke, and purple prairie clover. Oak openings are savannas dominated by the prairie grasses with up to 17 oak trees per acre. The characteristic forbs in the oak openings are also the dry prairie species.

In 1836, as shown on Map 15, about 12,600 acres, or 55 percent of the total study area, were in prairies and oak openings. Recently, as indicated on Map 16, only 335 acres of such prairies and oak openings remained. Specifically, the remaining 335 acres of prairie and oak opening included 130 acres identified as being of state-wide significance, 37 acres identified as being of county or regional significance, and 168 acres identified as being of local significance. The loss of prairie and oak openings was primarily a result of agricultural practices and the suppression of wildfires,

Map 15

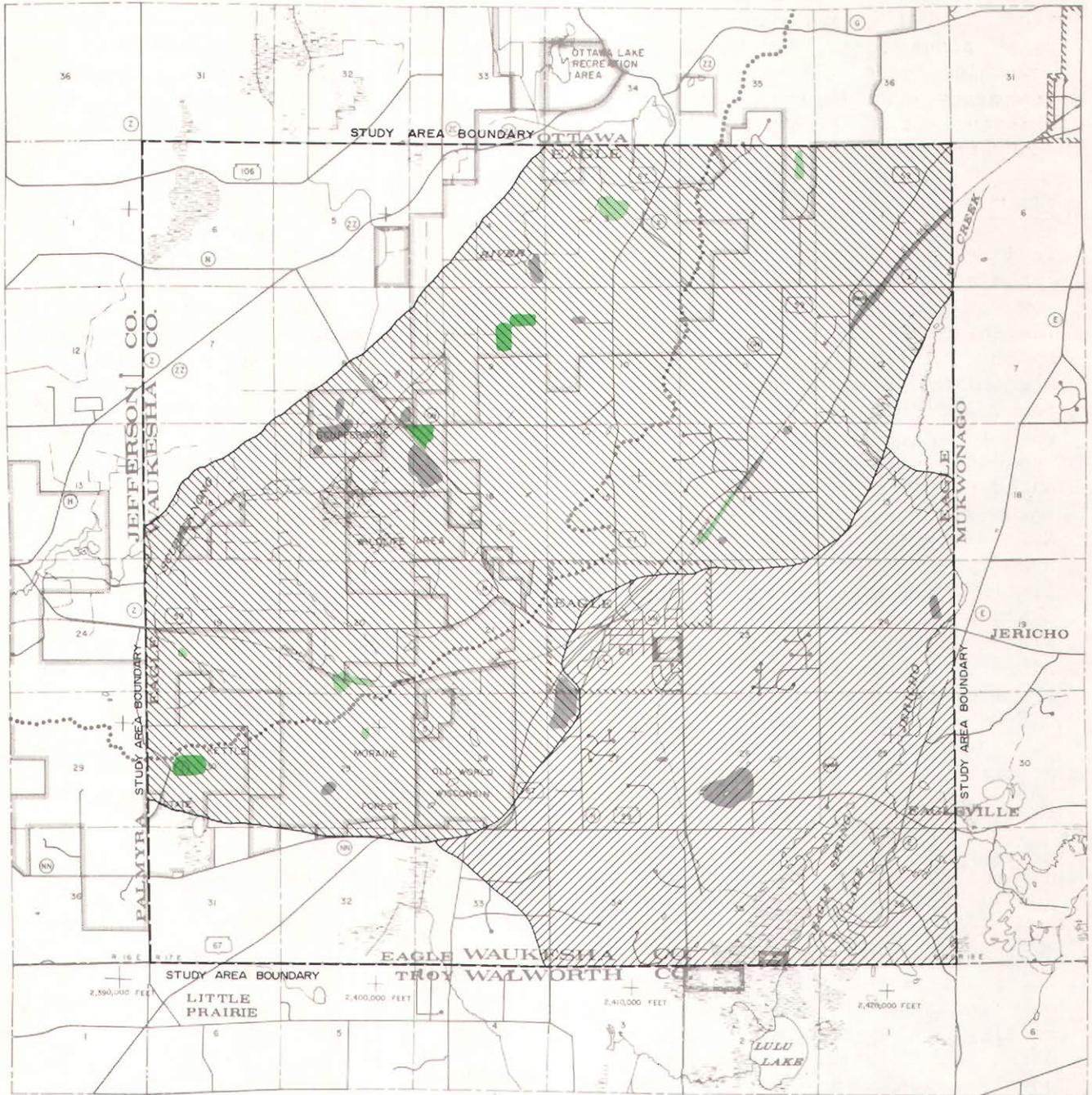
PRESETTLEMENT VEGETATION COVER OF THE VILLAGE OF EAGLE STUDY AREA: 1836



Source: Marlin Johnson and J. S. Schwarzemeier.

Map 16

PRAIRIE FEATURES IN THE VILLAGE OF EAGLE STUDY AREA



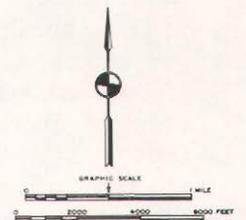
LEGEND

PRAIRIES AND OAK OPENINGS

-  STATE SIGNIFICANCE
-  COUNTY OR REGIONAL SIGNIFICANCE
-  OTHER LOCAL SIGNIFICANCE

PRAIRIE CORRIDORS

-  PRIMARY
-  SECONDARY



Source: SEWRPC.

which kept back the advancing shrubs and trees which shade out the prairie plants. In order to retain the aesthetic, cultural, historic, educational, ecological, and scientific values of the prairies and oak openings in the study area, the remaining prairies and oak openings should be protected and preserved.

An important step in the protection and preservation of remaining prairie remnants and oak openings is the identification of those areas which have a concentration of prairie-related features. For purposes of this report, these areas have been termed prairie corridors. A prairie corridor is an area which possesses the climatic and soil characteristics, the natural seed sources in native prairie remnant stands, and the seed dispersion vehicles necessary to allow natural succession processes to restore, develop, and maintain a native prairie without extensive management practices. The relative importance and quality of a prairie corridor is based upon four main factors: the quantity of individual prairie species within the prairie remnant stands, the density and quantity of individual prairie remnant stands, the quality of individual prairie remnant stands, and the size of individual prairie remnant stands within that corridor. Those corridors possessing a high density and large quantity of individual prairie remnant stands are designated as primary prairie corridors, while those corridors with a lower density and smaller quantity of individual prairie remnant stands are designated as secondary prairie corridors. These primary and secondary prairie corridors are delineated on Map 16. Since the primary and secondary prairie corridors in the Village of Eagle study area are well suited for the restoration of native prairie vegetation, these corridors should be preserved as much as possible in open space uses.

OTHER RESOURCE-RELATED ELEMENTS

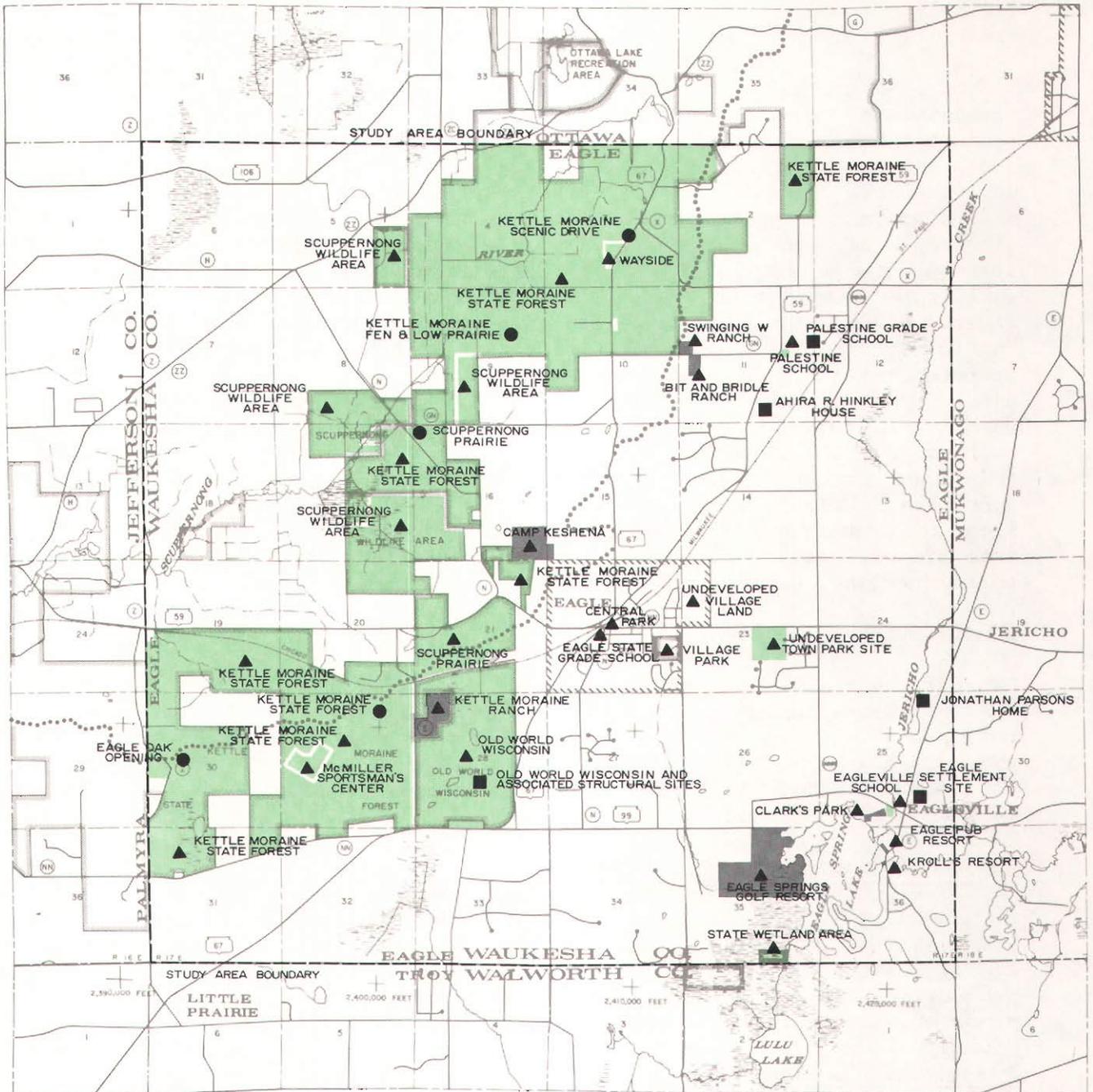
In addition to the basic elements of the underlying and sustaining natural resource base, existing and potential sites having scenic, scientific, historic, and recreational value should be considered in any comprehensive land use planning effort. Map 17 indicates the location and extent of such sites in the Eagle study area and Table 11 outlines important facts relating to each site identified on Map 17.

Existing Outdoor Recreation Sites

An inventory of the size and location of existing outdoor recreation sites provides a basis for evaluating the Table 11 extent to which community recreational needs are being met and provides a basis for determining future outdoor recreation site needs. In 1975, existing outdoor recreational sites in the study area were identified and classified by the Commission into general functional and site size categories, as set forth in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000. This inventory was updated by field surveys conducted by the Commission staff in 1978 for the conduct of the planning of SEWRPC Community Assistance Planning Report No. 27, A Regional Park and Open Space Plan for the Town of Eagle and also in 1980 during the conduct of a land use planning effort for the Village of Eagle. Existing outdoor recreation and open space sites in the study area have been classified into three general categories: general-use outdoor recreation sites, special-use outdoor recreation sites, and rural open space sites. General-use outdoor recreation sites may be defined as areas of land and water whose primary function is the provision of space and facilities for outdoor recreation activities. These sites normally consist of publicly owned parks.

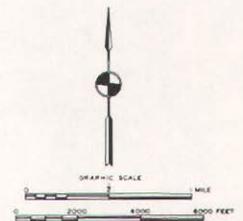
Map 17

RECREATIONAL, CULTURAL, STRUCTURAL, AND HISTORIC SITES IN THE VILLAGE OF EAGLE STUDY AREA: 1980



LEGEND

- EXISTING PUBLIC SITE
- EXISTING PRIVATE SITE
- CULTURAL SITE
- NATURAL SITE
- STRUCTURAL SITE



Source: SEWRPC.

Table 11

**EXISTING OUTDOOR RECREATION AND OPEN SPACE
SITES IN THE VILLAGE OF EAGLE STUDY AREA: 1980**

Name of Site	Ownership	Type	Type of Facilities	Acres
Central Park	Public	Neighborhood	--	1
Eagle State Grade School	Public	Neighborhood	Basketball goal, playfield, playground, softball diamond	1
Village Land (undeveloped)	Public	--	--	57
Village Park	Public	Community	Ice skating rink, picnic area, playfield, softball diamond, tennis court	30
Eagleville Elementary School	Public	Neighborhood	Basketball goal, playfield, playground, softball diamond	1
Palestine Kindergarten School	Public	Neighborhood	Playfield, playground	2
Town Park Site (undeveloped)	Public	--	--	45
Bit and Bridle Ranch	Private	Neighborhood	--	9
Camp Keshena	Private	Community	Picnic area, playfield, swimming pool	44
Clark's Park	Private	Neighborhood	Boat launch, playfield, softball diamond, swimming beach	6
Eagle Springs Golf Resort	Private	Multicommunity	Golf course, picnic area, playground, swimming beach	138
Kettle Moraine Ranch	Private	Community	Campsite	27
Kroll's Resort	Private	Neighborhood	Boat launch, picnic area	1
Swinging W Ranch	Private	Neighborhood	--	6
Eagle Pub Resort	Private	Neighborhood	Boat launch, picnic area	1
McMiller Sportsman's Center	Public	Special use site	--	23
Old World Wisconsin	Public	Special use site	--	547
Wayside	Public	Special use site	--	4
Kettle Moraine State Forest	Public	Natural area site	--	4,369 ^a
Scuppernon Wildlife Area	Public	Natural area site	--	586
State Wetland Area	Public	Natural area site	--	17
Total				5,915

^a includes only those lands within the Kettle Moraine State Forest--Southern Unit located in the Village of Eagle study area and excludes lands within the boundary of Old World Wisconsin and McMiller Sportsman's Center.

Source: SEWRPC.

School-owned playgrounds and playfields and various private parks and school sites have also been categorized as general-use outdoor recreation sites.

Special-use outdoor recreation sites, as defined by the Regional Planning Commission, are primarily spectator- rather than user-oriented or provide facilities for certain special recreational pursuits. Such facilities include, for example, zoological and botanical gardens and skeet and trapshooting areas. Rural open space sites consist of woodlands, wetlands, or wildlife habitat areas acquired by public agencies or private organizations to preserve such lands and associated natural resource amenities in an essentially natural, open state for resource conservation and limited recreation purposes.

As previously indicated, the Regional Planning Commission has classified outdoor recreation sites by site size and function. Type I and Type II outdoor recreation sites generally provide opportunities for activities such as camping, golfing, picnicking, and swimming, and generally encompass a large area containing significant natural resource amenities. Type II parks range from 100 to 249 acres in area, while Type I parks are 250 acres or more in size. Type I and Type II parks typically provide diverse specialized recreational opportunities which are not available in smaller park sites and serve regional and multicommunity needs. Type III and Type IV parks provide opportunities for intensive nonresource-oriented recreational activities such as basketball, iceskating, volleyball, and tennis, and are provided primarily to meet community and neighborhood level recreational needs.

As indicated on Map 17 and in Table 11, there are 21 existing recreation and related open space areas in the Eagle study area having a combined area of 5,915 acres, or 25.5 percent of the total study area. Seven of these sites, having a combined area of 232 acres, are in private ownership and the rest in public ownership.

Historic and Cultural Sites

Historic and other cultural sites comprise an important element of the unique heritage of the Eagle study area. A historic site inventory identifying both marked and unmarked sites having historic, other cultural, or scientific value was conducted by the Commission in 1973 and updated in the Eagle study area with information furnished by the State Historical Society of Wisconsin. As shown on Map 17, the inventory identified 15 sites of significance within the study area, including one cultural site, five natural features, and nine structures. In general, cultural sites are related to Indian or early European settlements and include old plank roads, early trails, and burial grounds and cemeteries. Natural features consist primarily of those wetland, woodland, or water areas which support plant and animal communities or contain geological features having potential importance for teaching or research. Historic structures can include homes, churches, inns, schools, government buildings, mills, and museums. As urbanization continues, many historic, other cultural, and structural sites which provide distinctive authentic links to the past may be expected to be threatened with destruction and, once destroyed, such sites typically cannot be replaced. Therefore, a land use plan should recognize sites of historic significance and, to the maximum extent possible, attempt to retain and preserve such sites.

As previously noted, the natural features within the Eagle study area are among the best in southeastern Wisconsin. Indeed, the Eagle oak opening, the Kettle Moraine fen and low prairie, and the Scuppernong prairie are classified as state scientific areas.

The Christian Turck House, the Koepsel House, the Ahira R. Hinkley House (the Cobblestone), and the St. Peter's Roman Catholic Church are listed on the National Register of Historic Places. The Turck House, Koepsel House and St. Peter's Roman Catholic Church are all located at Old World Wisconsin. Old World Wisconsin was established by the State Historical Society in 1964 to preserve historically significant structures from throughout the State and to bring them together at one site grouped into ethnically representative areas on that site.

ENVIRONMENTAL CORRIDOR DELINEATION

Environmental corridors are defined by the Regional Planning Commission as linear areas in the landscape which contain concentrations of high-value elements of the natural resource base. Preservation of the natural resource base and related elements, especially where these elements are concentrated in identifiable geographic areas, is essential to the maintenance of the overall environmental quality of an area, to the continued provision of certain amenities that provide a high quality of life for the resident population and to the avoidance of excessive costs associated with the development and operation and maintenance of urban land uses in the area.

Seven elements of the natural resource base are considered by the Regional Planning Commission to be essential to the maintenance of the ecological balance and overall quality of life in an area. These elements include: 1) lakes, rivers, streams, and the associated undeveloped shorelands and floodlands; 2) wetlands; 3) areas covered by wet, poorly drained, and organic soils; 4) woodlands; 5) prairie; 6) wildlife habitat areas; and 7) rugged terrain and high-relief topography having slopes exceeding 12 percent. All seven elements of the natural resource base, as they occur in the study area, have been described earlier in this chapter.

As already noted, there are certain other elements which, although not a part of the natural resource base per se, are closely related to, or centered on, that base. These elements include: 1) existing parks and outdoor recreation sites; 2) potential park, outdoor recreation and related open space sites; 3) historic sites and structures; 4) areas having scientific value; and 5) scenic areas and vistas or viewpoints. Scenic areas and vistas or viewpoints, as discussed earlier, are defined as areas with a local relief greater than 30 feet and a slope of 12 percent or more having a ridge of at least 200 feet in length, and a view of at least three natural resource features--including surface water, wetlands, woodlands, agricultural lands, or other significant geological features--within approximately one-half mile of the ridge.

The environmental corridors within the study area were delineated, using the following criteria:

1. Point values between one and 20 were assigned to each natural resource and natural resource-related element. These point values were based on the premise that those natural resource elements having intrinsic natural resource values and a high degree of natural diversity should be assigned relatively high point values, whereas natural resource-related elements having only implied natural values should be assigned relatively low point values. These values for each element of corridor are shown in Table 12.
2. Each element was then depicted on 1" = 400' scale ratioed and rectified aerial photographs, or 1" = 400' scale base maps of the study area.
3. Cumulative point values were totaled for all areas containing natural resource and natural resource-related elements. An example of this process is shown in Appendix A.
4. Environmental corridors were then delineated, based on the following criteria, as shown in Table 13:
 - a. Areas having a point value of 10 or greater, with a minimum area of 400 acres and a minimum length of two miles, were designated as primary environmental corridors.
 - b. Areas having point values of 10 or greater, with a minimum area of 100 acres and a minimum length of one mile, were designated as secondary environmental corridors.
 - c. Isolated areas having point values of 10 or greater, with a minimum of five acres, were designated as isolated natural areas.

Table 12

POINT VALUE DESIGNATION FOR ELEMENTS OF PRIMARY ENVIRONMENTAL CORRIDOR, SECONDARY ENVIRONMENTAL CORRIDOR, AND OTHER ENVIRONMENTALLY SIGNIFICANT LANDS

Resource Base or Related Element	Point Value
Natural Resource Base	
Lake	
Major (50 Acres or More).....	20
Minor (5-49 Acres).....	20
Rivers or Streams (Perennial).....	10
Shoreland	
Lake or Perennial River or Stream.....	10
Intermittent Stream.....	5
Floodland (100-Year Recurrence Interval).....	3
Wetland.....	10
Wet, Poorly Drained, or Organic Soil.....	5
Woodland.....	10
Wildlife Habitat	
High-Value.....	10
Medium-Value.....	7
Low-Value.....	5
Steep Slope Land	
20 Percent or More.....	7
13-19 Percent.....	5
Prairie.....	10
Natural Resource Base-Related	
Existing Park or Open Space Site	
Rural Open Space Site ^a	5
Other Park and Open Space Sites.....	2
Potential Park Site	
High-Value.....	3
Medium-Value.....	2
Low-Value.....	1
Historic Site	
Structure.....	1
Other Cultural.....	1
Archaeological.....	2
Scenic Viewpoint and Vista.....	5
Scientific Area	
State Significance.....	15
County Significance.....	10
Local Significance.....	5

^a Includes publicly owned forests and wildlife management areas.

Source: SEWRPC.

Table 13

MINIMUM REQUIREMENTS FOR CLASSIFICATION OF PRIMARY ENVIRONMENTAL CORRIDOR, SECONDARY ENVIRONMENTAL CORRIDOR, AND OTHER ENVIRONMENTALLY SIGNIFICANT LANDS

Classification	Minimum Cumulative Point Value	Minimum Area (acres)	Minimum Length (miles)
Primary Environmental Corridor	10	400	2
Secondary Environmental Corridor ^a	10	100	1
Other Isolated Natural Area	10	5	--

^a Secondary environmental corridor values may serve to connect primary corridor segments or be linked to primary environmental corridor segments, particularly when such secondary corridors are related to surface drainage (no minimum area or length requirements).

Source: SEWRPC.

- d. For separate areas with corridor values, linking segments were identified to establish corridor continuity when such areas met the qualifications as set forth in Table 14.

Table 14

**REQUIREMENTS FOR LINKING
SEPARATED AREAS WITH
CORRIDOR VALUES**

Acres of Separated Corridor Value Lands	Maximum Continuity Distance Between Separated Areas With Corridor Values
640+	2,640 feet (1/2 mile)
320 - 639	1,760 feet (1/3 mile)
160 - 319	1,320 feet (1/4 mile)
80 - 159	880 feet (1/6 mile)
40 - 79	660 feet (1/8 mile)
20 - 39	440 feet (1/12 mile)
5 - 19	220 feet (1/24 mile)

Source: SEWRPC.

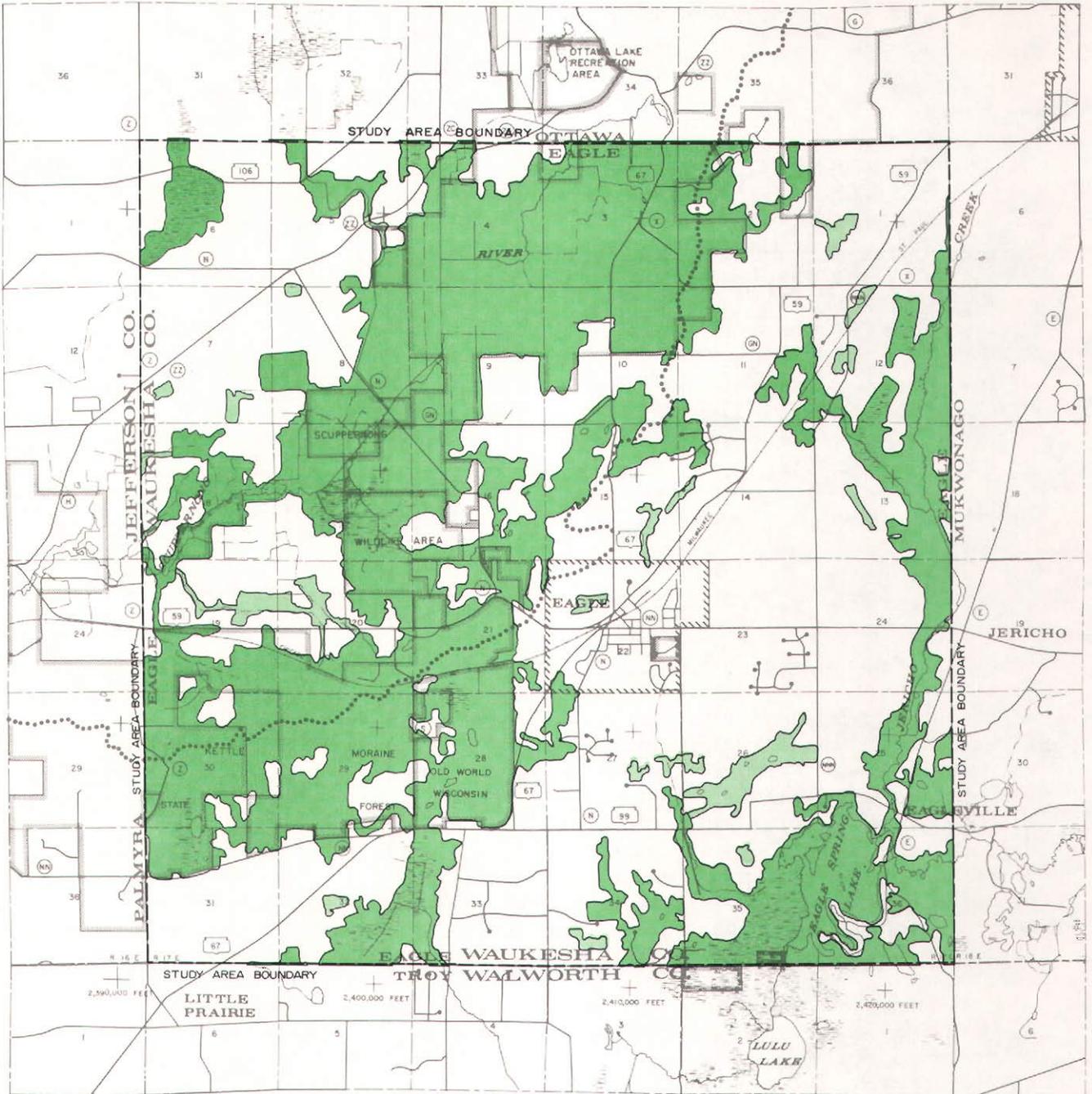
The environmental corridors as delineated within the Eagle study area using this process are shown on Map 18.

It is important to note that, because of the many interacting relationships existing between living organisms and their environment, the destruction or deterioration of any one element of the total natural resource base may lead to a chain reaction of deterioration and destruction. The drainage and filling of wetlands, for example, may destroy fish spawning grounds, wildlife habitat, groundwater recharge areas, and the natural filtration action and flood water storage functions which contribute to maintaining high levels of water quality and stable streamflows and lake stages in a water-

shed. The resulting deterioration of surface water quality may, in turn, lead to the deterioration of the quality of the groundwater which serves as a source of domestic, municipal, and industrial water supply, and on which low flows in rivers and streams may depend. Similarly, the destruction of woodland cover may result in soil erosion and stream siltation, more rapid storm water runoff and attendant increased flood flows and stages, as well as destruction of wildlife habitat. Although the effects of any one of these environmental changes may not in and of itself be overwhelming, the combined effects will eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, loss of groundwater recharge, and destruction of the unique natural beauty of the area. The need to maintain the integrity of the remaining environmental corridors and environmentally significant lands thus becomes apparent. The adopted regional land use plan accordingly recommends that the remaining primary environmental corridors be maintained in essentially natural, open uses, which may, in some cases, include limited agricultural and low-density residential uses.

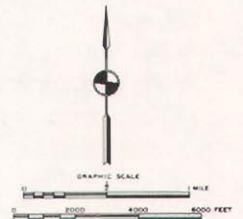
As indicated on Map 18, a total of about 9,854 acres (15.4 square miles), or 42 percent of the total study area, are encompassed by the primary environmental corridors, as delineated in the planning effort. These areas should be preserved in essentially natural, open uses, and should be protected by a combination of zoning regulations and public land acquisition strategies. The primary environmental corridors within the study area should be considered inviolate and their continued protection from incompatible rural and urban development is considered to be one of the principle objectives of the land use plan documented herein.

PRIMARY ENVIRONMENTAL CORRIDORS, SECONDARY ENVIRONMENTAL CORRIDORS, AND OTHER ENVIRONMENTALLY SIGNIFICANT LANDS IN THE VILLAGE OF EAGLE STUDY AREA



LEGEND

- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR OR OTHER ENVIRONMENTALLY SIGNIFICANT LAND



Source: SEWRPC.

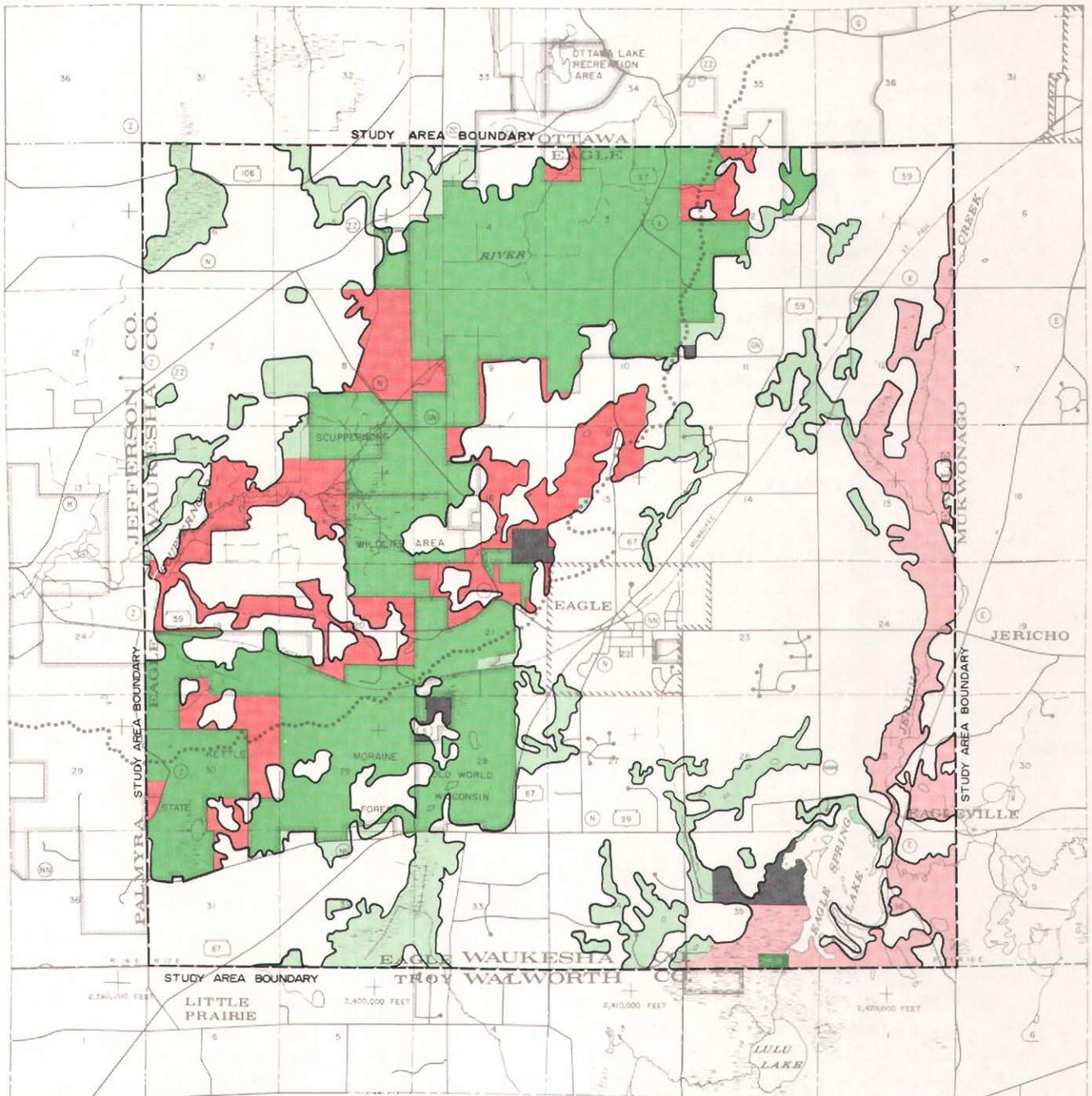
Secondary environmental corridors are not as important as primary environmental corridors, due to their smaller size; however, such areas should be considered for retention in park and open space use, particularly within the urbanizing portion of the study area as greenways, drainageways, storm water detention and retention areas, and public and private open spaces. Isolated natural areas within the study area are separated geographically from the primary and secondary environmental corridors in the study area. These areas may provide good locations for local parks and add to the aesthetic character and natural diversity of the area. In some instances, these areas have sufficient natural resource value to warrant conservancy zoning protection and preservation in natural, open uses in conjunction with any urban or rural development of surrounding lands. Both secondary environmental corridors and isolated natural areas occupy 449 acres of land (0.7 square mile) or about 2 percent of the Eagle study area.

It should be noted that the Wisconsin Department of Natural Resources owns large portions of the existing environmental corridor lands in the Eagle study area. As shown on Map 19, the Kettle Moraine State Forest--Southern Unit and the Scuppernong Wildlife Area are located in the western portion of the Town. These state holdings and other state lands encompass about 5,145 acres of land in the study area, or 22 percent of the total Eagle study area. As further shown on Map 19, under the project boundaries proposed by the Wisconsin Department of Natural Resources for the Kettle Moraine State Forest--Southern Unit and the Scuppernong Wildlife Area, an additional 2,642 acres of lands would be acquired by the State; while, under the regional park and open space plan adopted by the Waukesha County Board, the Waukesha County Park and Planning Commission would acquire an additional 1,578 acres of land along Jericho Creek in the eastern portion of the study area. Thus, the existing state-owned lands and the lands proposed for acquisition by the State and Waukesha County combined would total approximately 9,365 acres, or approximately 40 percent of the total land in the Eagle study area. These areas are graphically shown on Map 19. In addition, primary environmental corridor land lying outside the areas which are located in publicly owned lands or lands proposed to be owned by the public are shown on Map 19 to be protected through public land use regulation.

AGRICULTURAL SOILS AND PRIME AGRICULTURAL LAND DELINEATION

Agricultural lands, in addition to providing food and fiber, can supply significant wildlife habitat; contribute to maintaining an ecological balance between plants and animals; offer locations proximal to urban centers for the production of certain food commodities which may require nearby population concentrations for an efficient production-distribution relationship; support the agricultural and agriculture-related economy of the study area and surrounding areas; and provide open space lands. The preservation of those agricultural lands which are covered by the most productive soils; which occur in large enough tracts--in terms of both individual farm sizes and the collective blocks of land farmed--to make farming a viable enterprise and to sustain supporting agribusiness; which have had large amounts of capital invested in good soil and water conservation practices as well as in such agricultural facilities as irrigation and drainage systems; and which have consistently displayed higher than average crop yields is necessary for economic reasons as well as to maintain the natural beauty and unique cultural heritage of the Eagle study area.

PROPOSED OWNERSHIP OF ENVIRONMENTAL CORRIDORS
 UNDER THE REFINED ADOPTED REGIONAL PARK AND
 OPEN SPACE PLAN FOR SOUTHEASTERN WISCONSIN: 2000



LEGEND

AREAS WITHIN ENVIRONMENTAL CORRIDORS
 OR OTHER ENVIRONMENTALLY SIGNIFICANT LANDS



EXISTING PUBLIC OWNERSHIP



EXISTING COMPATIBLE PRIVATE
 OUTDOOR RECREATIONAL USE



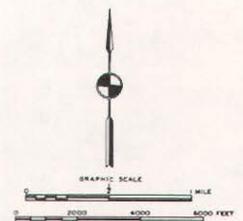
PROPOSED STATE OWNERSHIP



PROPOSED COUNTY OWNERSHIP



PROPOSED TO BE PROTECTED
 THROUGH PUBLIC LAND USE
 REGULATION



Source: SEWRPC.

In 1964, prime agricultural lands in the Region were first delineated by the Regional Planning Commission in cooperation with the county agricultural agents and the U. S. Soil Conservation Service District staff. In late 1976, the U. S. Soil Conservation Service, developed a classification system for use in the preparation of agricultural capability maps. Map 20 depicts the agricultural capability of lands in the study area based upon this federal soils classification system. This map classifies land in the study area as either national prime farmland, unique farmland, or farmland of statewide significance.

Prime farmland is defined as land best suited for producing food, feed, forage, fiber, and oilseed crops, and also is available for these uses; the existing land use could be cropland, pastureland, rangeland, forest land, or other land, but not urban land or water. Prime farmland has the soil quality, growing season, and moisture supply needed to produce sustained high yields of crops economically when properly treated and managed.

Unique farmland is defined as land other than prime farmland that is used for the production of specific high-value food and fiber crops. Unique farmland has the special combination of soil quality, location, growing season, and moisture supply needed to produce sustained high quality and/or high yields of a specific crop when properly treated and managed.

Farmland of statewide significance is defined as land, in addition to prime and unique farmlands, that is of statewide importance for the production of food, feed, fiber, forage, and oilseed crops. These classifications of farmlands are based upon policies set forth by the U. S. Department of Agriculture on the protection and preservation of prime farmland.³

The Wisconsin Farmland Preservation Act, enacted in 1977, provides for the preparation of county farmland preservation plans and the grant of state income tax credits for the maintenance of farmlands in delineated preservation areas.

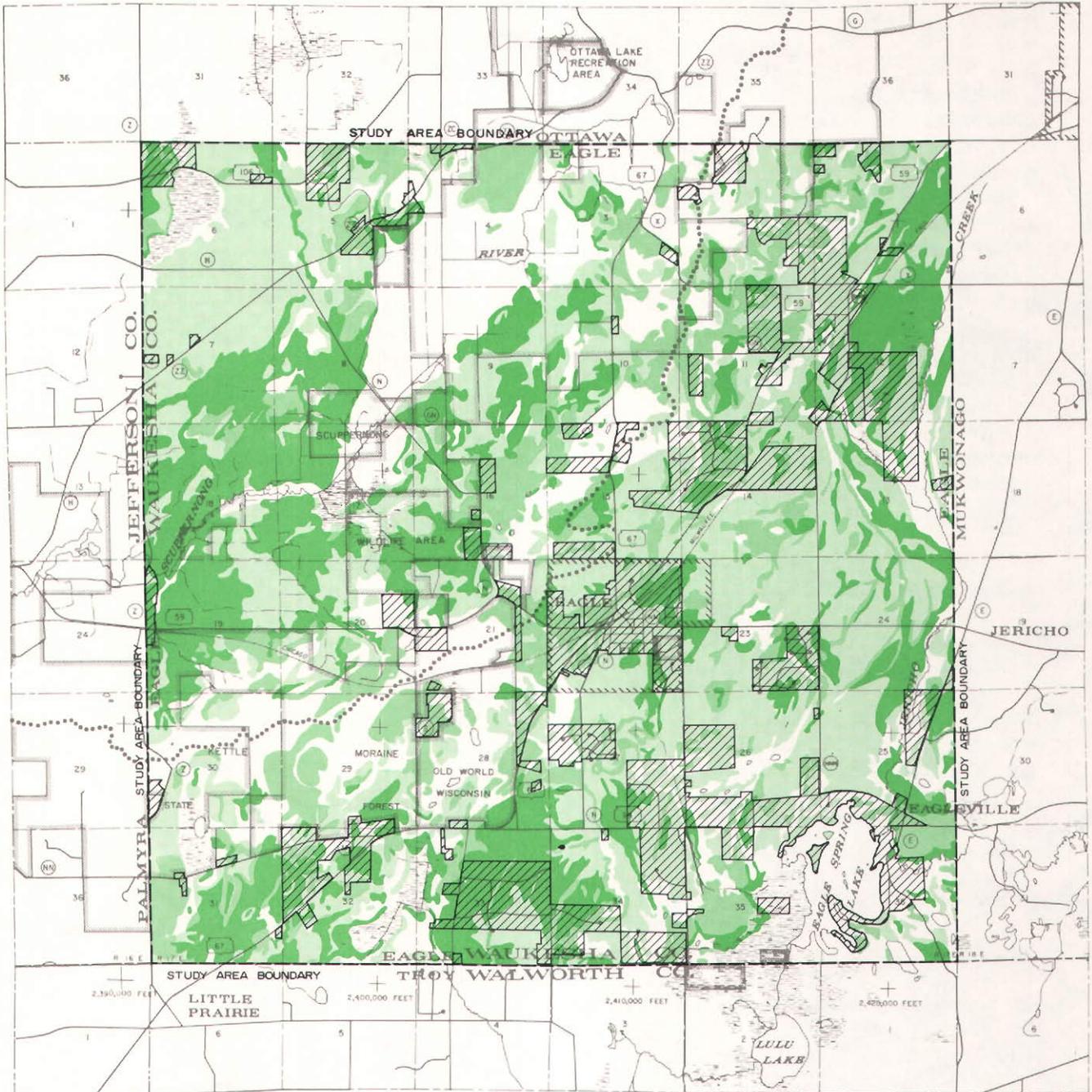
Ultimately, only those farmers owning lands within delineated prime agricultural areas which are zoned for exclusive agricultural use, and, in southeastern Wisconsin, in an area for which a farmland preservation plan has been prepared will be eligible for the full state income tax credits provided under the law. Map 20 also identifies those areas containing parcels of land 35 acres and larger in size in order to identify those land holdings which may qualify for tax relief under the regulations of the Wisconsin Farmland Preservation Act if zoned for and maintained in agricultural use.

The Regional Planning Commission has assisted in the establishment of new criteria for delineating prime agricultural lands in conjunction with the preparation of agricultural land preservation plans in other parts of the Region. The criteria currently in use in delineating prime agricultural lands consists of the following:

1. At least 50 percent of the farm unit should be covered by soils which are exceptionally productive for agricultural purposes, as defined and shown on Map 20, in the Eagle study area.

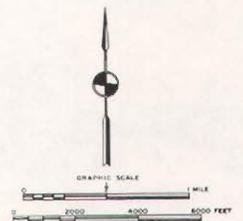
³U. S. Department of Agriculture, Soil Conservation Service, "Land Inventory and Monitoring Memorandum WI-1," December 3, 1976.

AGRICULTURAL CAPABILITY OF SOILS AND PARCELS OF LAND
35 ACRES AND LARGER IN THE VILLAGE OF EAGLE STUDY AREA: 1980



LEGEND

-  NATIONAL PRIME FARMLAND
-  UNIQUE FARMLAND
-  FARMLAND OF STATEWIDE SIGNIFICANCE
-  PARCELS OF LAND LESS THAN 35 ACRES IN SIZE



Source: SEWRPC.

2. The farm unit should be at least 35 acres in size.
3. The farm unit should occur in relatively homogeneous concentrations of similar farms with these areas of concentration being at least 500 acres in area.

Prime agricultural lands are an important component of the natural resource base and, as such, should be preserved and protected as a matter of sound public policy. The extent and spatial distribution of prime agricultural lands in the Eagle study area are shown on Map 21, along with the already delineated primary environmental corridors, secondary environmental corridors, and other isolated natural areas. The extent and location of prime agricultural lands were derived from the information shown on Maps 18 and 20. To date, the intrusion of incompatible land uses into the environmental corridor areas and the prime agricultural areas of the Eagle study area has been minimal. With proper planning, it should not be necessary for future urban growth to intrude upon environmental corridors or prime agricultural areas in the Eagle study area.

EXISTING LAND USE

If the Village of Eagle land use plan is to be a sound and realistic guide to the making of decisions concerning physical development, it must be based upon careful consideration of the existing land use pattern as well as upon the physical characteristics of the land itself. In 1980, a special field survey was conducted by the Regional Planning Commission within the study area to determine the nature and extent of existing land use. The data gathered in this land use survey were mapped, charted, and analyzed in order to provide a part of the basis for the determination of appropriate patterns of future land use development in the Village and surrounding area.

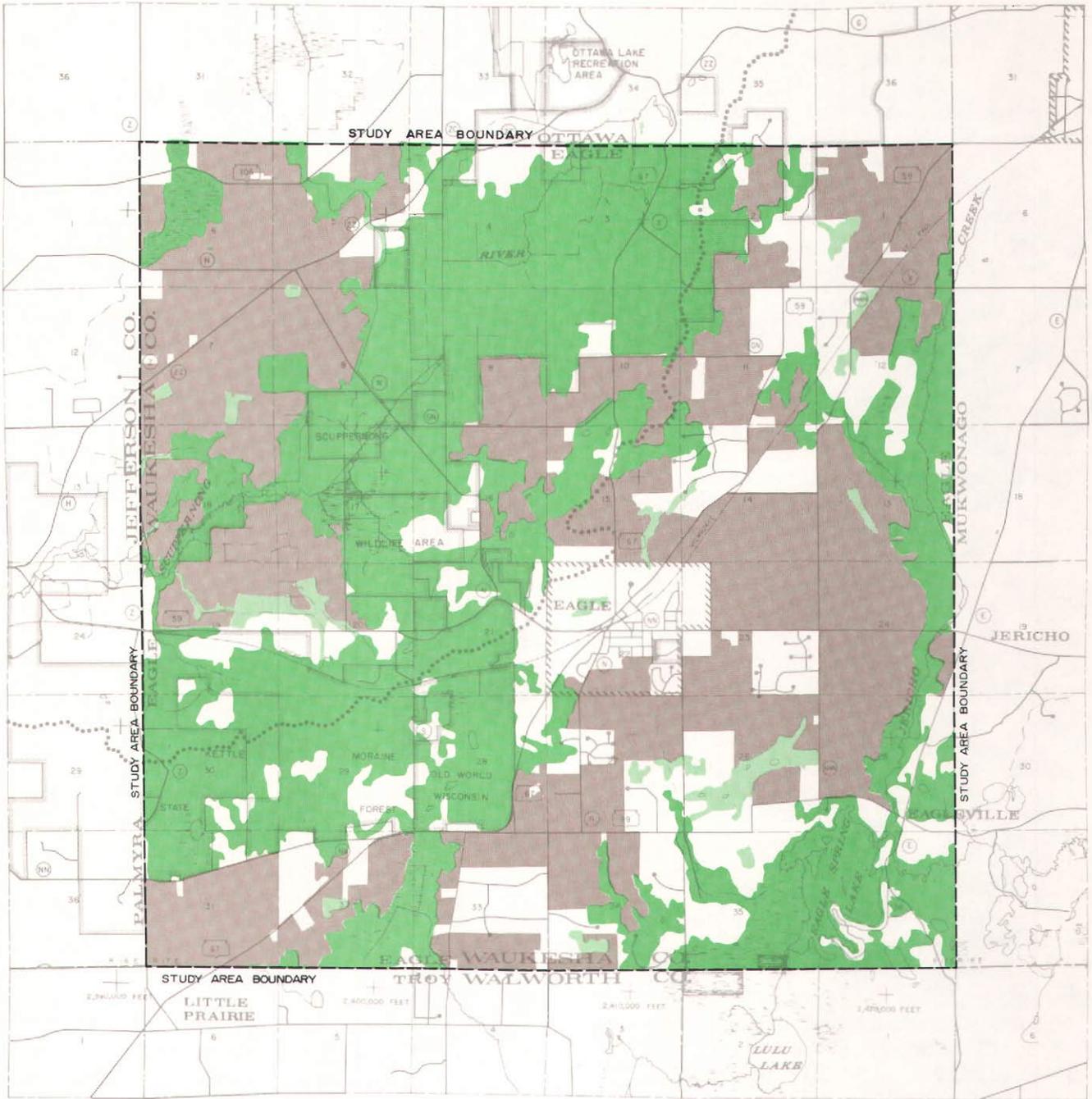
The existing land uses in the Village of Eagle study area are graphically shown on Map 22 and the amount of land devoted to each type of land use in the study area is set forth in Table 15 for the year 1980. The existing land uses in the incorporated area of the Village of Eagle are graphically shown on Map 23 and the amount of land devoted to each type of land use in the Village is also set forth in Table 15.

The total Village of Eagle study area contains approximately 23,196 acres of land, or about 36 square miles. The incorporated Village of Eagle occupies about 700 acres of land, or about 3 percent of the total study area.

In 1980 urban land uses occupied about 2,183 acres, or about 9 percent, of the total study area and about 285 acres, or about 41 percent, of the Village area. Rural land uses, which include water, wetlands, woodlands, and agricultural and other open lands, totalled about 21,013 acres, or about 91 percent, of the total study area and about 380 acres, or about 54 percent, of the Village area.

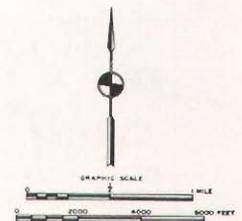
Several important elements of the character of the study area can be noted in Table 15 and on Maps 22 and 23. First, the largest land use in the study area is agricultural and other open lands, representing 53 percent of the total study area. Second, water, woodlands, and wetlands constitute the second largest land use in the study area, representing 37 percent of the study area. Third, of the total 1,270 acres of platted residential land in the study area, approximately 461 acres, or about 36 percent, remain undeveloped.

PRIMARY ENVIRONMENTAL CORRIDORS, SECONDARY ENVIRONMENTAL CORRIDORS, ISOLATED NATURAL AREAS, AND PRIME AGRICULTURAL LANDS IN THE VILLAGE OF EAGLE STUDY AREA



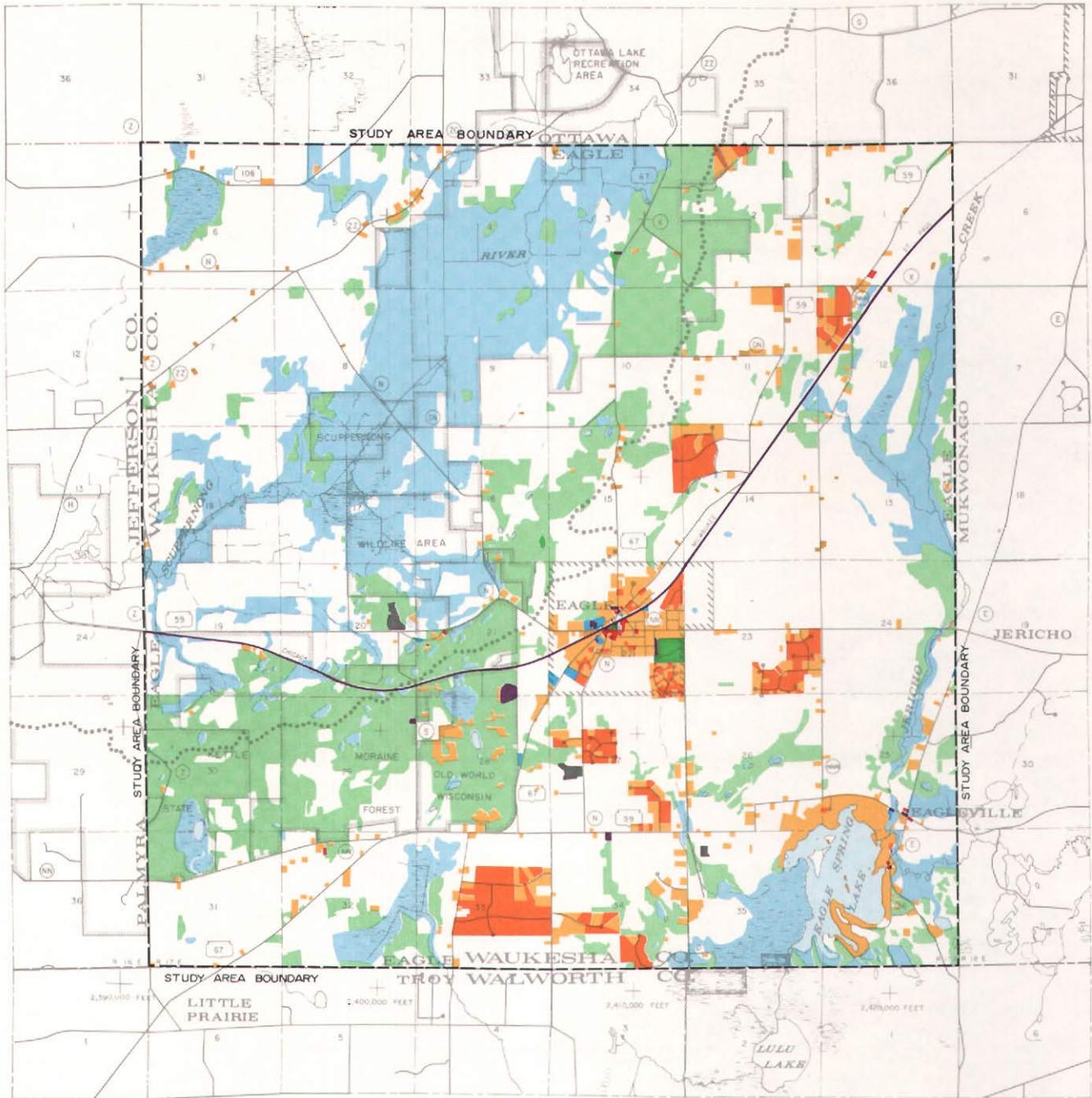
LEGEND

- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR OR ISOLATED NATURAL AREA
- PRIME AGRICULTURAL LANDS



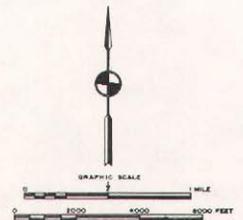
Source: SEWRPC.

EXISTING LAND USE IN THE VILLAGE OF EAGLE STUDY AREA: 1980



LEGEND

- | | | | |
|---|--|---|-----------------------------------|
|  | SINGLE-FAMILY RESIDENTIAL |  | GOVERNMENTAL AND INSTITUTIONAL |
|  | FARMSTEADS |  | PARKS AND RECREATIONAL |
|  | RESIDENTIAL LAND UNDER DEVELOPMENT |  | WETLANDS |
|  | COMMERCIAL |  | WOODLANDS |
|  | MANUFACTURING AND EXTRACTIVE |  | AGRICULTURAL AND OTHER OPEN LANDS |
|  | TRANSPORTATION, COMMUNICATION, AND UTILITIES |  | WATER |



Source: SEWRPC.

Table 15

**SUMMARY OF EXISTING LAND USE IN THE VILLAGE OF
EAGLE AND VILLAGE OF EAGLE STUDY AREA: 1980**

Land Use Category	Village of Eagle		Village of Eagle Study Area	
	Acreage	Percent of Village	Acreage	Percent of Study Area
Urban				
Residential				
Single-Family.....	155.1	22.1	807.0	3.5
Two-Family.....	--	--	2.0	-- ^c
Multifamily.....	0.2	--	--	--
Under Development.....	36.0	5.1	461.0	2.0
Subtotal	191.3	27.2	1,270.0	5.5
Retail Sales and Service.....	4.0	0.6	28.0	0.1
Industrial.....	0.7	0.1	12.0	0.1
Transportation and Utilities				
Arterial Street.....	18.1	2.6	184.0	0.8
Collector and Other Streets.....	48.4	6.9	360.0	1.6
Utilities and Other ^a	13.9	2.0	102.0	0.4
Subtotal	80.4	11.5	646.0	2.8
Governmental and Institutional....	12.9	1.8	28.0	0.1
Recreational^b				
Public.....	31.6	4.5	123.0	0.5
Private.....	--	--	76.0	0.3
Subtotal	31.6	4.5	199.0	0.8
Urban Land Use Subtotal	284.9	40.6	2,183.0	9.4
Rural				
Natural Areas				
Water.....	--	--	320.0	1.4
Wetlands.....	--	--	4,280.0	18.5
Woodlands.....	12.5	1.8	4,053.0	17.4
Subtotal	12.5	1.8	8,653.0	37.3
Agricultural and Other Open Lands				
.....	367.2	52.4	12,294.0	53.0
Farmsteads.....	--	--	66.0	0.3
Subtotal.....	367.2	52.4	12,360.0	53.3
Rural Land Use Subtotal.....	379.7	54.2	21,013.0	90.6
Total	700.6	100.0	23,196.0	100.0

^a Includes off-street parking areas.

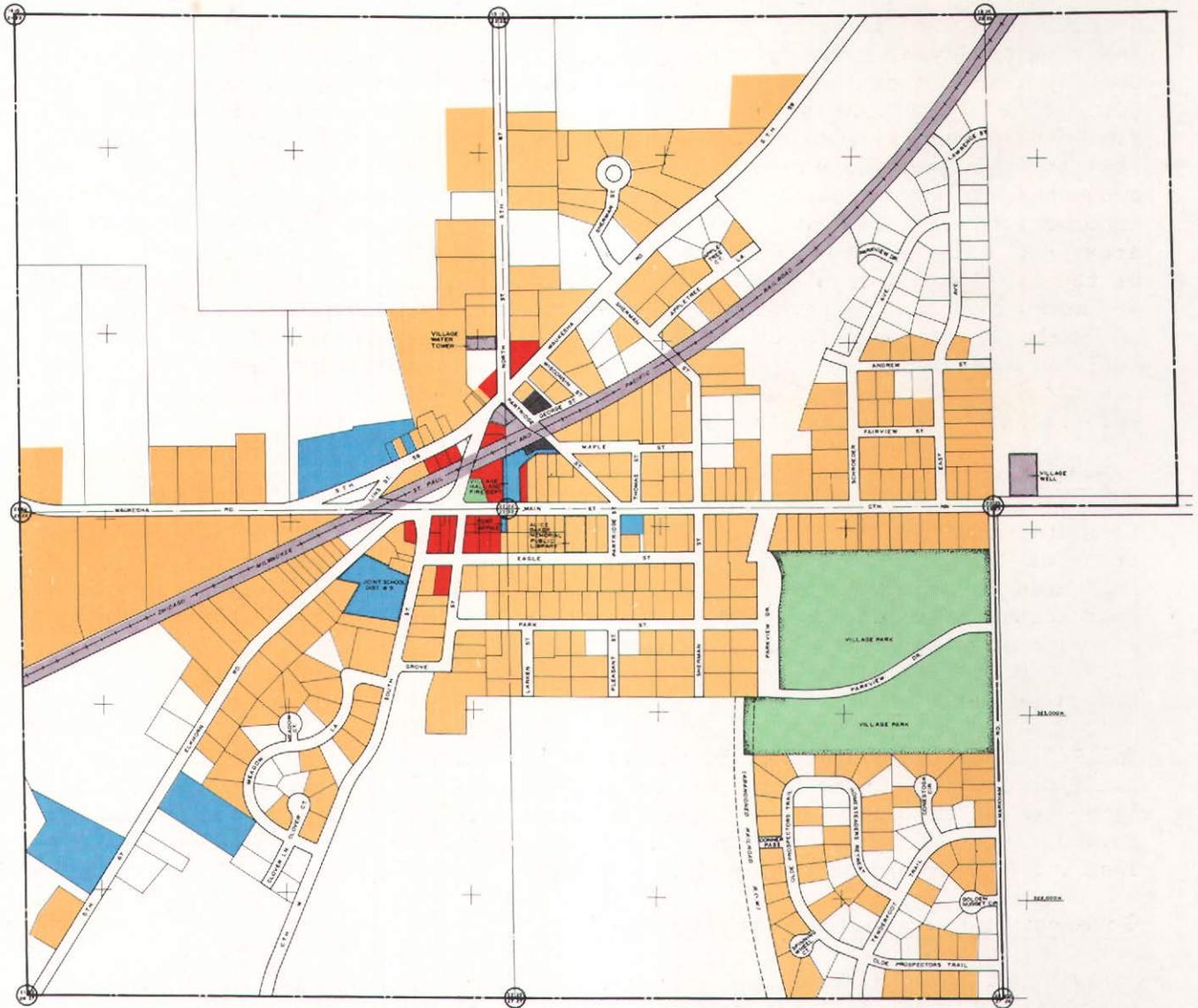
^b Includes only areas used for intensive outdoor recreation activities.

^c Less than 0.1 percent.

Source: SEWRPC.

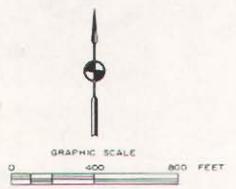
Map 23

EXISTING LAND USES IN THE VILLAGE OF EAGLE: 1980



LEGEND

- | | |
|---|-----------------------------------|
| --- VILLAGE CORPORATE LIMITS: 1980 | TRANSPORTATION AND UTILITIES |
| — EXISTING PROPERTY BOUNDARY LINE: 1980 | GOVERNMENTAL AND INSTITUTIONAL |
| SINGLE-FAMILY RESIDENTIAL | PARK AND RECREATIONAL |
| COMMERCIAL | AGRICULTURAL AND OTHER OPEN LANDS |
| INDUSTRIAL | |



Source: SEWRPC.

Residential Land Use

Of all the elements of a community land use plan, that portion of the plan which normally holds the interest of the largest number of residents is residential land use. Since the residential land use element of the land use plan seeks primarily to provide a safe, attractive, comfortable setting for residential development, it is entirely appropriate that this element be given very careful and thoughtful consideration. The nature and extent of residential development is a major determinant of the level of community services and facilities needed to serve local residents. In 1980 residential land uses accounted for approximately 191 acres, or about 27 percent, of the area of the incorporated Village and 1,270 acres, or about 6 percent, of the entire study area. This existing development is located on unsewered lots. As already noted, of the 1,270 acres of platted residential land in the study area, approximately 461 acres, or about 36 percent, remain vacant and undeveloped. As shown earlier in Table 1, of the 173 lots platted in the Village since 1920, 90 lots are still undeveloped, representing 52 percent of the total lots platted. Within the total study area, of the 557 lots platted since 1920, 310 lots are still undeveloped, representing 55 percent of the total lots platted.

Commercial Land Use

In 1980 commercial land uses in the study area accounted for about 28 acres, or about 1 percent, of the urban land uses and only 0.1 percent of the total land uses in the study area. Commercial land uses in the Village accounted for four acres, or about 2 percent, of the urban land uses in the Village and only 0.5 percent of the total land uses in the Village.

Industrial Land Use

In 1980 industrial land uses in the study area accounted for about 12 acres of land, or about 0.4 percent of the urban land uses and 0.1 percent of the total land uses of the study area. Industrial land uses in the Village accounted for only 0.7 acre of land, or about 0.2 percent of the urban land uses in the Village and 0.1 percent of the total land uses in the Village.

Governmental and Institutional Land Use

In 1980 governmental and institutional land uses in the study area accounted for about 28 acres of land, or about 1 percent of the urban land uses and about 0.1 percent of the total study area. Governmental and institutional land uses in the Village accounted for about 13 acres of land, or about 5 percent of the urban land uses in the Village, and 1.8 percent of the total land uses in the Village. Governmental and institutional land uses include municipal, religious, and school uses.

Recreational Land Use

In 1980, as shown in Table 15, intensive outdoor recreational land uses in the study area accounted for about 199 acres of land, or about 9 percent of the urban land uses and 0.8 percent of the total land uses in the study area. Intensive outdoor recreational land uses in the Village accounted for about 32 acres of land, or about 11 percent of the urban land uses and 4.5 percent of the total land uses in the Village.

As already noted, and as shown on Map 17 and in Table 11, there are 21 existing recreation and related open space areas in the study area, having a combined area of 5,915 acres, or 25.5 percent of the total study area. Nonintensive recreational uses account for 5,716 acres, or 24.6 percent of the study area, and are comprised of woodlands, wetlands, water, and other open space land uses which have been categorized into these land use categories and are shown in Table 15 in the rural land use category.

Rural Land Use

Rural land uses include natural areas such as water, wetlands, and woodlands. In addition, rural land uses also include farmsteads, and agricultural and other open lands. In 1980 water areas occupied about 320 acres, or 1.4 percent of the study area; wetlands occupied about 4,280 acres, or 18.5 percent; woodlands occupied about 4,053 acres, or 17.4 percent; farmsteads about 66 acres, or 0.3 percent; and agricultural and other open lands about 12,294 acres, or 53 percent. Rural land uses occupied about 380 acres, or 54 percent, of the incorporated Village.

COMMUNITY FACILITIES

Village/Town Hall and Fire Station

The Village/Town of Eagle Hall and Fire Station is a facility shared between the Village and Town of Eagle. The structure is located on the north side of Main Street, between Grove Street on the west and Partridge Street on the east. The existing facility offers approximately 2,400 square feet of area for Village and Town Hall functions and an additional 3,600 square feet houses fire fighting equipment.

The fire station houses three fire engine trucks, one tanker truck, one equipment truck, one four-wheel drive vehicle for fighting grass fires, and one ambulance. The Village and Town together have 43 active members in their

Figure 3

THE VILLAGE/TOWN OF EAGLE HALL AND FIRE STATION



Source: SEWRPC.

all-volunteer fire fighting force, and 22 active members in their all-volunteer ambulance force. The Village and Town have reciprocal service agreements with the Town of Palmyra in Jefferson County and the Town of Troy Center in Walworth County, whereby additional men and equipment can be called if additional fire fighting capability is needed by either the Village or the Town of Eagle. The combined Village/Town Hall and Fire Station is shown in Figure 3.

The adequacy of fire protection within the Village is evaluated by the Insurance Service Office (ISO) through the use of the Grading Schedule for Municipal Fire Protection. The schedule provides criteria for insurance grading

engineers to use in classifying municipalities with reference to their fire defenses and physical conditions. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance purposes. While the ISO never presumes to dictate the level of fire protection services provided by a municipality, reports of surveys made by its Municipal Survey Office generally contain recommendations for correcting any serious deficiencies that are found and, over the years, have been accepted as guides by many municipal officials in planning improvements in their fire fighting services. The gradings are obtained by the ISO based upon their analyses of fire department equipment, alarm systems, water supply, fire prevention programs, building construction, and distance from a fire department station to determine a reasonable basis for fire insurance premiums. In rating a community, total deficiency points in the several areas of evaluation are used to assign a numerical rating of from one to 10, one representing the best protection and 10 expressing an essentially unprotected community. Class nine usually indicates a community without effective public water supply and hydrant protection, while higher categories have such facilities. The Village of Eagle was rated as six in 1982 by the ISO.

Police Protection

The Village Police Department consists of three part-time police officers. The small police department is equipped with one squad car housed in the Village garage.

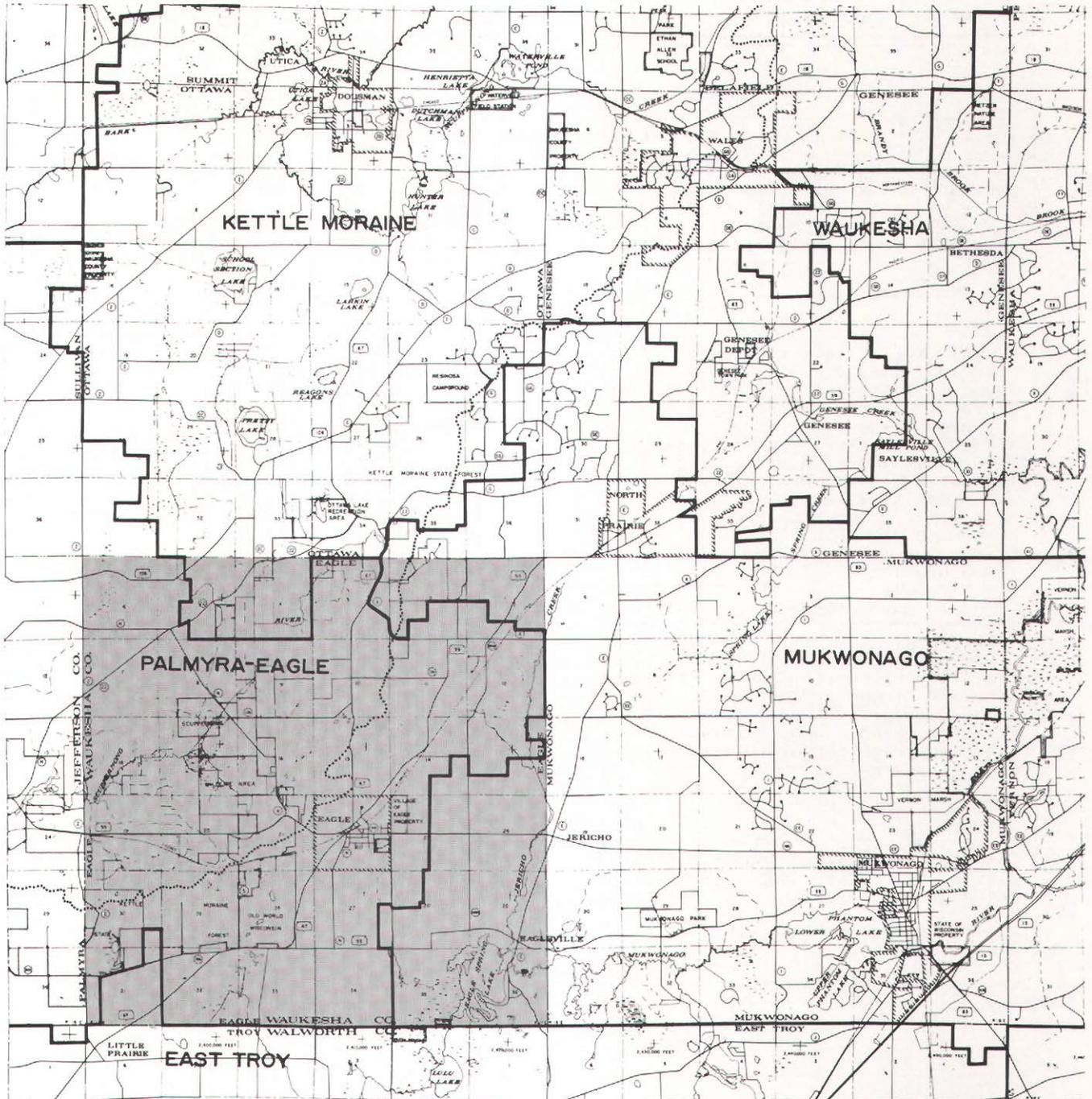
Public Schools

The Village of Eagle study area lies within the boundaries of four school districts--the Palmyra/Eagle School District, the Mukwonago School District, the East Troy School District, and the Kettle Moraine School District, as shown on Map 24. The Palmyra/Eagle School District operates five schools, including Palestine Kindergarten, Battle Creek Kindergarten, Eagle Elementary School, Palmyra Elementary School, and Palmyra High School, of which the Palestine Kindergarten and Eagle Elementary Schools are located in the study area. The Mukwonago School District operates seven schools--Prairie View Elementary School, Eagleville Elementary School, Clarendon Avenue Elementary School, Big Bend Elementary School, the Town of Mukwonago Elementary School, Park View Junior High School, and Mukwonago High School--of which the Eagleville Elementary School is located within the study area. The East Troy School District operates six schools--Troy Center Elementary School, East Troy Elementary School, Stewart Elementary School, Stone Elementary School, East Troy Middle School, and East Troy High School--none of which are located within the study area. The Kettle Moraine School District operates seven schools--Cushing Elementary School, Dousman Elementary School, Magee Elementary School, Wales Elementary School, Zion Elementary School, Kettle Moraine Middle School, and the Kettle Moraine High School--none of which are located in the study area. The 1981-1982 school year enrollments, location, and capacity of each school in all four school districts are set forth in Table 16.

Public Library

The Alice Baker Public Library of the Village of Eagle has approximately 500 square feet of area plus additional available temporary storage facilities. Currently, the library has 10,000 volumes at the library facility and

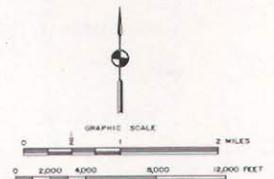
VILLAGE OF EAGLE STUDY AREA AND SCHOOL DISTRICT BOUNDARIES: 1980



LEGEND

- VILLAGE OF EAGLE STUDY AREA
- WAUKESHA K-12 DISTRICT
- BOUNDARY OF DISTRICT OPERATING HIGH SCHOOLS (K-12 OR UNION HIGH SCHOOL DISTRICT)

SCHOOL DISTRICT AND CESA DISTRICT BOUNDARY CONFIGURATION AS OF FALL, 1978



Source: SEWRPC.

Table 16

**1981-1982 SCHOOL YEAR ENROLLMENTS FOR THE PALMYRA/EAGLE
SCHOOL DISTRICT, MUKWONAGO SCHOOL DISTRICT, EAST TROY
SCHOOL DISTRICT, AND KETTLE MORAINÉ SCHOOL DISTRICT**

School	Location	1981-1982 Total Enrollment	School Capacity
PALMYRA/EAGLE SCHOOL DISTRICT^a			
Palestine Kindergarten (Kindergarten).....	Eagle	31 ^b	25
Battle Creek Kindergarten (Kindergarten)....	Palmyra	51 ^b	50
Eagle Elementary School (Grades 1-6).....	Eagle	178	200
Palmyra Elementary School (Grades 1-8).....	Palmyra	613	800
Palmyra High School (Grades 9-12).....	Palmyra	384	500
Subtotal		1,257	1,575
MUKWONAGO SCHOOL DISTRICT^c			
Hillside ^d /Prairie View Elementary School (Grades K-6).....	Mukwonago	524	336
Eagleville Elementary School (Grades 1-5)...	Eagle	122	125
Clarendon Avenue Elementary School (Grades K-6).....	Mukwonago	1,184 ^e	666
Big Bend/Guthrie ^d Elementary School (Grades K-6).....	Big Bend	588	530
Town of Mukwonago Elementary School (Grades K-6).....	Mukwonago	-- ^f	530
Park View Junior High School (Grades 7-8)...	Mukwonago	728	700
Mukwonago High School (Grades 9-12).....	Mukwonago	1,391	1,250
Subtotal		4,537	4,137
EAST TROY SCHOOL DISTRICT^g			
Troy Center Elementary School (Grades K-3).....	East Troy	60	90
East Troy Elementary School (Grades K-5)....	East Troy	464	500-550
Stewart ^d Elementary School (Grades 1-4).....	Mukwonago	54	90
Stone Elementary School (Grades 1-4).....	East Troy	62	140-150
East Troy Middle School (Grades 6-8).....	East Troy	434	550-600
East Troy High School (Grades 9-12).....	East Troy	574	650-700
Subtotal		1,648	2,020-2,180
KETTLE MORAINÉ SCHOOL DISTRICT^h			
Cushing Elementary School (Grades K-5).....	Delafield	251	275
Dousman Elementary School (Grades K-5).....	Dousman	492	500
Magee Elementary School (Grades K-5).....	Genesee Depot	129	150
Wales Elementary School (Grades K-5).....	Wales	493	500
Zion Elementary School (Grades K-5).....	Pewaukee	83	100
Kettle Moraine Middle School (Grades 6-8)...	Dousman	842	900
Kettle Moraine High School (Grades 9-12)	Wales	1,150	1,200
Subtotal		3,440	3,625
Total		10,882	11,357-11,517

^aPalmyra/Eagle School District office.

^bThis number is split into both morning and afternoon classes.

^cMukwonago School District office.

^dTo be phased out after 1981-1982 school year.

^eA significant portion of this enrollment will be transferred to the newly constructed Town of Mukwonago Elementary School in the 1982-1983 school year.

^fNew school not in use during 1981-1982 school year. Use to start in 1982-1983 school year.

^gEast Troy School District office.

^hKettle Moraine School District office.

Source: SEWRPC.

an additional 2,000 volumes in storage elsewhere. The library acquires approximately 900 volumes annually and discards about the same number of volumes annually due to lack of sufficient space.

Utilities

Public utility systems are one of the most important elements influencing community growth and development. Moreover, certain utility facilities are closely linked to the surface water and groundwater resources of the area and may, therefore, affect the overall quality of the natural resource base. This is particularly true of sanitary sewage disposal, water supply, and storm water drainage, which are in a sense modifications of, or extensions to, the natural lake, stream, and watercourse system of the area and of the underlying groundwater reservoir. Knowledge of the location and capacities of these utilities is, therefore, essential to intelligent land use planning for both the Village and the study area.

Onsite Sewage Disposal: On July 12, 1979, the Southeastern Wisconsin Regional Planning Commission formally adopted an areawide water quality management plan for southeastern Wisconsin, as documented in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000. The plan is primarily aimed at achieving clean and wholesome surface waters within the seven-county region. The adopted regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility in the Region, and identifies enclaves of unsewered urban development located outside the proposed year 2000 sanitary sewer service areas. In the regional water quality management plan, an analysis was made of the cost of providing public sewerage service to the existing enclaves of unsewered urban development, such as the Village of Eagle, versus the cost of continued use of onsite wastewater treatment. Based upon the results of that analysis, it was concluded that the wastewater treatment for the Village of Eagle should continue to be provided by the use of onsite wastewater treatment systems coupled with a suitable program for monitoring and maintaining those systems.

Public Water System: The Village of Eagle public water supply system and service area is shown on Map 25. In 1980, the system served 352 acres of land, or about 50 percent of the total Village area. The water system is served by two wells and one elevated water storage tank.

Storm Water Runoff: The Village of Eagle does not have a storm sewer system. All storm water drainage is handled by surface drainage facilities.

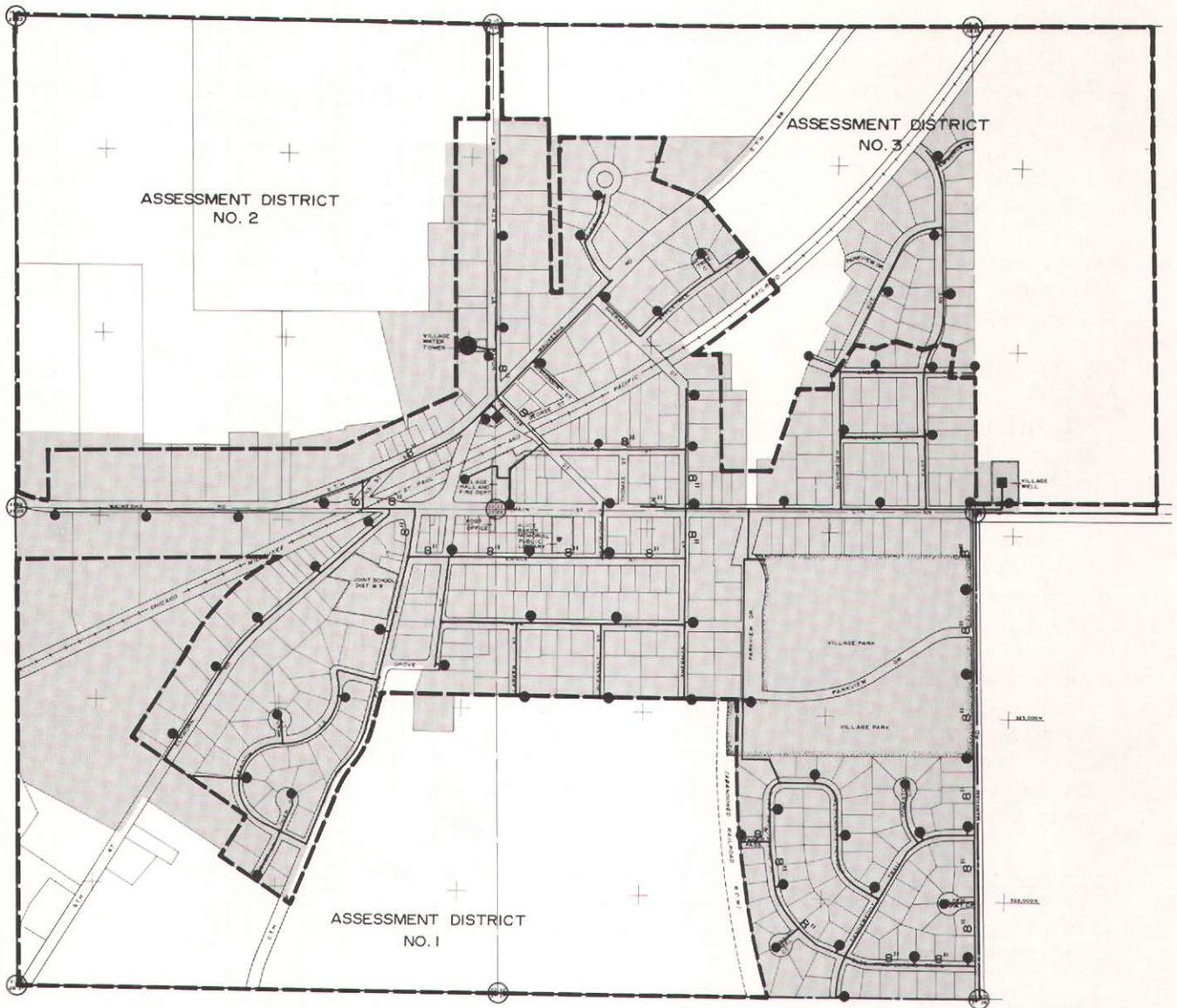
EXISTING LAND USE REGULATIONS

Zoning

All land development and building activity in the Village of Eagle is regulated by zoning, land division, and building ordinances and codes. The existing 1980 zoning ordinance of the Village of Eagle, Chapter 9 of the Village Municipal Code, provides nine zoning districts--a single-family residential district, a one- and two-family residential district, a multifamily residential district, a business district, a light industrial district, a general industrial

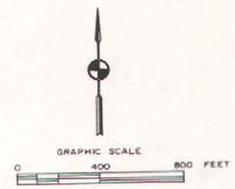
Map 25

EXISTING PUBLIC WATER SUPPLY SYSTEM AND SERVICE AREA OF THE VILLAGE OF EAGLE: 1980



LEGEND

- WATER MAIN AND SIZE IN INCHES (ALL 6" IN DIAMETER) UNLESS OTHERWISE INDICATED
- FIRE HYDRANT
- WATER TOWER
- WELL
- PUBLIC WATER SUPPLY SERVICE AREA
- - - RESERVE CAPACITY ASSESSMENT DISTRICT BOUNDARY



Source: Ruekert and Mielke, Inc. and SEWRPC.

district, an agricultural district, a conservancy district, and a public and semipublic district. The application of these districts as of December 31, 1980 is shown on Map 26. Table 17 presents a brief summary of the regulations applicable within each of these nine zoning districts.

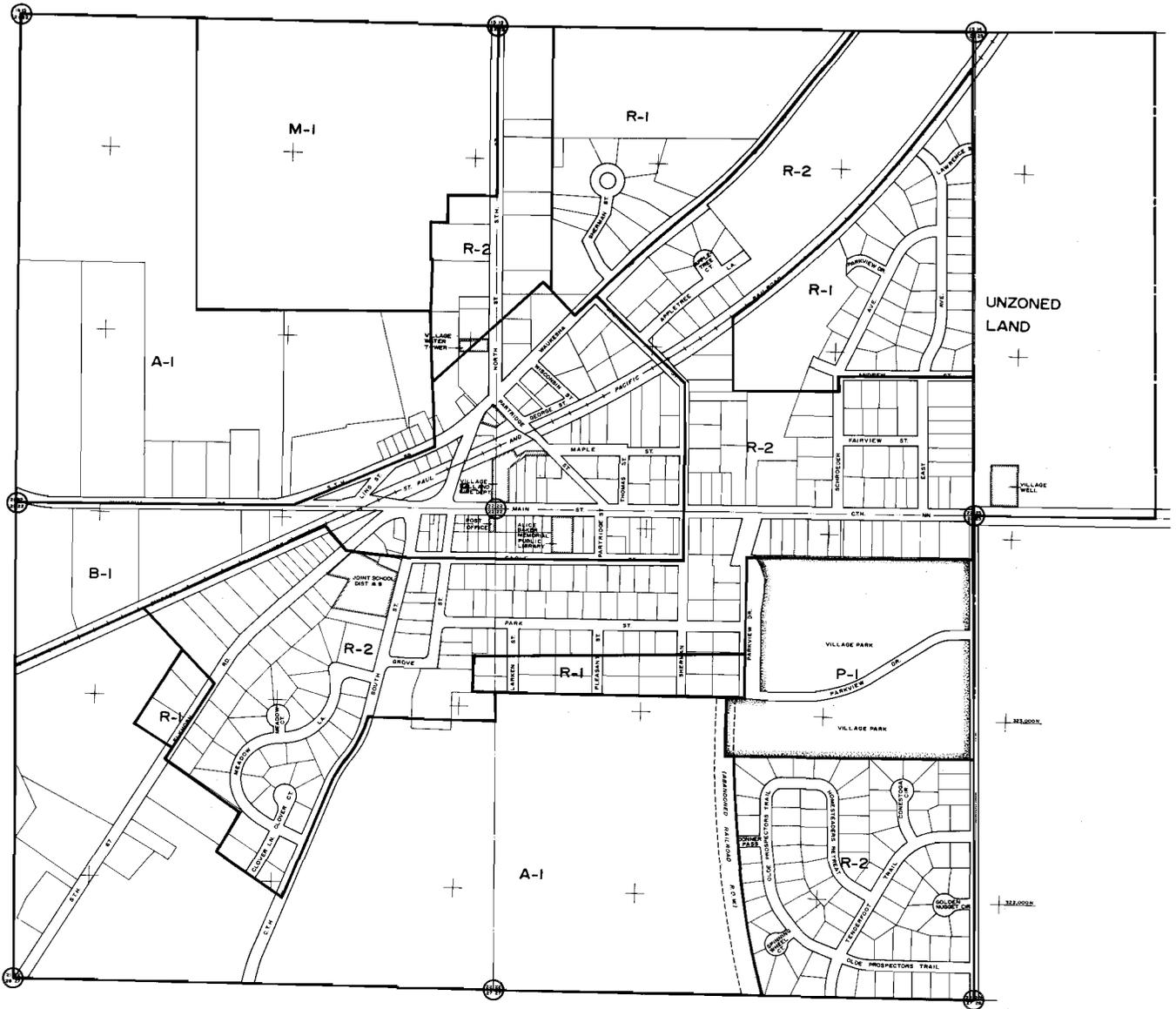
Analyses indicate that the existing 1980 Village of Eagle zoning ordinance has several shortcomings. None of the nine zoning district regulations include a clearly defined statement of intent relating to their specific purpose. An intent clause should be provided for each zoning district outlined. The R-2 Residential District permits both single-family and two-family residential use within the same district and, although not specifically stated, the ordinance implies that multifamily residential land use is also permitted in this district by the use of the phrase relating to lot area which states that there is a "minimum of 4,000 sq. ft. for each unit over 2." The issue of accessory use, that is a use subordinate to the principal use of the structure, land, or water and located on the same lot or parcel serving a purpose customarily incidental to the principle use, is not addressed in any of the zoning districts. Conditional uses customarily associated with single-family residential districts, such as home occupations, are not addressed in the R-1 Residential District. The regulations applicable within the B-1 Business District are not structured to properly accommodate the variety of commercial areas which exist in the Village such as commercial uses found in the central business district and other parts of the community. Parks, governmental uses, and institutional uses are provided for by the P-1 Public and Semipublic District, however, these types of land uses may be more properly organized into two zoning districts such as a park district and a governmental and institutional district. Site plan review is not required in any of the existing zoning districts and would assist in the evaluation of zoning proposals. Site plan review is a very important consideration, especially with respect to multifamily residential, commercial, and industrial development. The Village Plan Commission, recognizing the deficiencies in the existing zoning ordinance, initiated work on a new zoning ordinance for the Village in late 1981. This issue is discussed in Chapter V of this report.

The Eagle study area, as noted in Chapter I, consists of the entire Town of Eagle, as well as the Village proper. The Town of Eagle utilizes the Waukesha County Zoning Ordinance to regulate land use development within its jurisdictional area. The Waukesha County Zoning Ordinance provides for 13 zoning districts. A summary of the regulatory provisions of each of these 13 zoning districts is provided in Table 18. The application of the districts in the Town as of early 1980 is shown on Map 27.

In addition to the general Waukesha County Zoning Ordinance, the Waukesha County Board of Supervisors has adopted a Shoreland and Floodland Protection Zoning Ordinance. This ordinance, prepared pursuant to the requirements of the Wisconsin Water Resources Act of 1965, imposes special land use regulations on all lands located within 1,000 feet of the shoreline of any navigable lake, pond, or flowage, and within 300 feet of the shoreline of any navigable river or stream or to the landward side of the floodplain, whichever is greater. The floodland and shoreland zoning map applicable to the study area was prepared and adopted in 1970 and is shown on Map 28. It should be noted that certain conflicts exist between the general zoning map and the shoreland/floodland zoning map. These conflicts occur generally along Scuppernong Creek and Jericho Creek and in the Eagle Spring Lake area, and generally involve differences in

Map 26

EXISTING ZONING IN THE VILLAGE OF EAGLE: 1980



LEGEND

- | | |
|---------------------------------------|------------------------------------|
| R-1 RESIDENTIAL DISTRICT | M-2 GENERAL INDUSTRIAL DISTRICT |
| R-2 RESIDENTIAL DISTRICT | A-1 AGRICULTURAL DISTRICT |
| R-3 MULTI-FAMILY RESIDENTIAL DISTRICT | C-1 CONSERVANCY DISTRICT |
| B-1 BUSINESS DISTRICT | P-1 PUBLIC AND SEMIPUBLIC DISTRICT |
| M-1 LIGHT INDUSTRIAL DISTRICT | |

Source: Village of Eagle and SEWRPC.

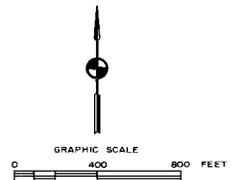


Table 17

**SUMMARY OF EXISTING ZONING DISTRICTS FOR THE
VILLAGE OF EAGLE, WAUKESHA COUNTY, WISCONSIN: 1980**

District	Permitted Uses		Conditional Uses	Residential Density (dwelling units per net acre)	Minimum Lot Size			Minimum Yard Requirements			
	Principal	Accessory			Total Area (square feet)	Area per Family (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
R-1 Residential	One-family dwellings	--	--	2.9	15,000	15,000	100	35	10 on a side and 25 total for a one story structure; and 15 on side and 35 total for two stories	40	30
R-2 Residential	One- and two-family dwellings	--	Rest homes, nursing homes, clinics, home occupations	3.6	12,000 for one- and two-family units and 4,000 for each unit over two units	12,000 for one-family structures, 6,000 for two-family structure, and 4,000 for each unit over two units	100	35	10 on a side and 25 total for a one story structure and 15 on a side and 35 total for two stories	40	--
R-3 Multifamily	Multifamily dwellings	--	Rest homes, nursing homes, clinics, home occupations, clubs, fraternities, lodges	9.89	12,000 plus 4,000 for each dwelling over two units	4,000	100	35	10 on a side and 25 total for a one story structure and 15 on a side and 35 total for two stories	40	30
B-1 Business District	Hotels, religious stores, offices, etc.	--	Drive-in theaters, drive-in restaurants, funeral homes, vehicle sales	--	--	--	100	10	--	30	30
M-1 Light Industrial	Auto body repairs, food locker plants, manufacturing, etc.	--	Airports, governmental and cultural, utilities, animal hospitals, dumps, etc.	--	--	--	--	25	20	30	45
M-2 General Industrial	All uses permitted in the M-1 District and freight yards, storage, etc.	--	Same as M-1	--	--	--	--	10	10	30	60
A-1 Agricultural	Agriculture, dairying, poultry raising, etc.	--	Airports, utilities, animal hospitals, dumps	--	10 acres	12,000 for one-family structure and 6,000 for two-family structure	200	100	50	50	50
C-1 Conservancy	Fishing, hunting, fish hatchery, etc.	--	Drainage, grazing, orchards, etc.	--	--	--	--	--	--	--	--
P-1 Public and Semipublic	Parks, arboretums, playgrounds, wildlife preserves, etc.	--	All structures, colleges, etc.	--	--	--	--	--	--	--	--

Source: SEWRPC.

the conservancy zoning district boundaries. Where conflicts exist between the two zoning maps in the Town of Eagle, the shoreland/floodland zoning map supercedes the general zoning map.

In 1980 the Waukesha County Park and Planning Commission proposed changes to the Shoreland and Floodland Protection Ordinance for Waukesha County. The amendments define certain farm-related terms, created or amended four agricul-

Table 18

SUMMARY OF EXISTING GENERAL ZONING DISTRICTS UNDER THE ADOPTED WAUKESHA COUNTY ZONING ORDINANCE: 1980

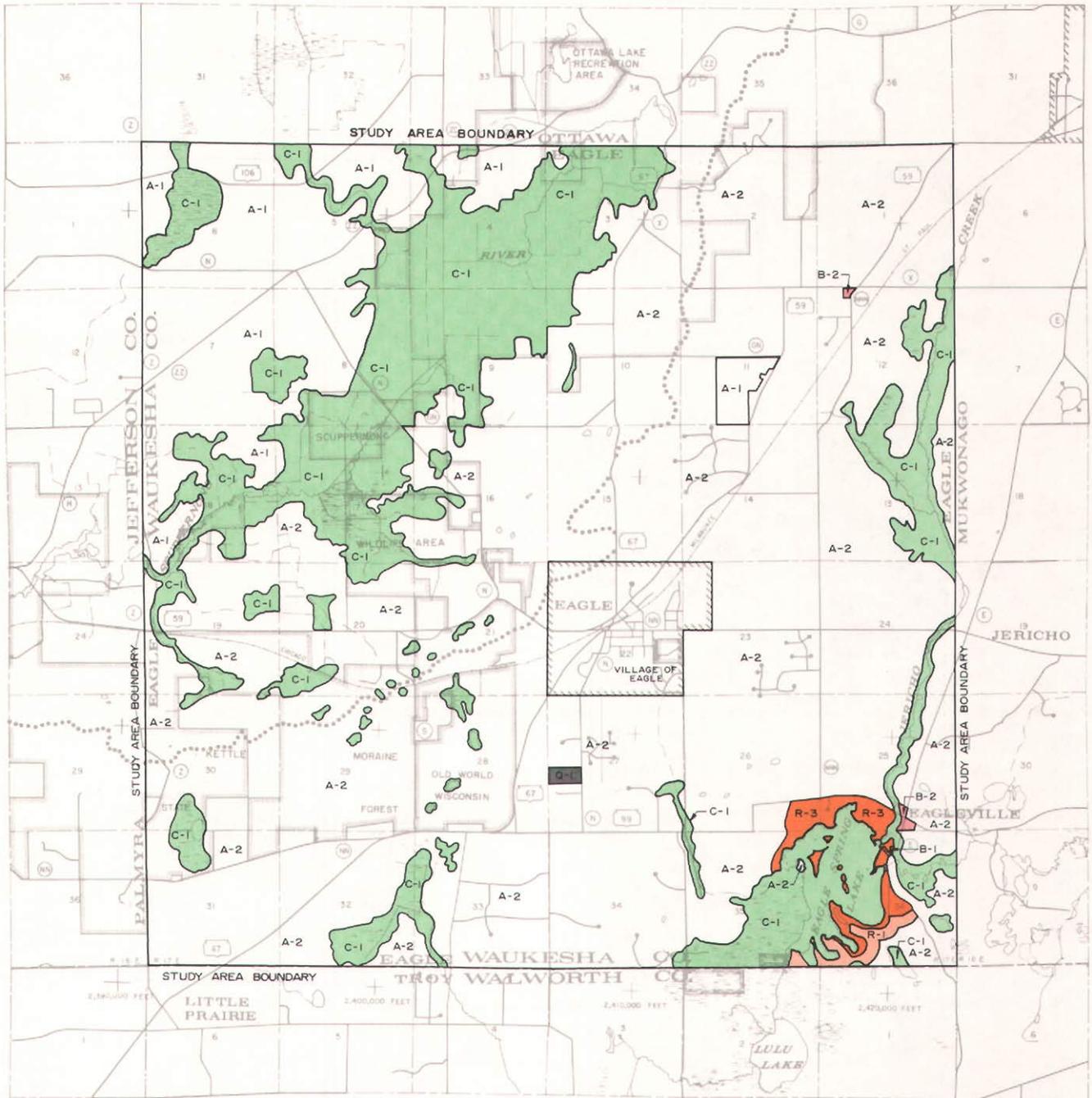
Zoning District	Permitted Uses		Conditional/ Special Uses	Area Regulations		
				Lot Size		Minimum Open Space
	Principal	Accessory		Minimum Area	Minimum Average Width	
C-1 Conservancy	Open space uses	--	Outdoor recreation facilities, quarrying, refuse disposal sites, fish hatcheries	--	--	--
A-E Exclusive Agricultural	Open space uses, agricultural uses	Associated buildings	Outdoor recreation facilities, quarrying, refuse disposal sites, fish hatcheries	--	--	--
A-1 Agricultural	Single-family residence, agricultural uses	Garages, barns	Home occupations	Three acres	200 feet	One acre per family
A-2 Rural Home	Single-family residence, agricultural uses	Garages, barns	Home occupations	One and one-half acres	200 feet	One acre per family
A-3 Suburban Estate	Single-family residence, agricultural uses	Garages, barns	Home occupations	Two acres	175 feet	75,000 feet
R-1 Residential	Single-family residence	--	Home occupations	One acre	150 feet	30,000 feet
R-2 Residential	Single-family residence	--	--	30,000 feet	120 feet	25,000 feet
R-3 Residential	Single-family residence	--	--	20,000 feet	120 feet	15,000 feet
P-1 Public	Public facilities	--	Private clubs	--	--	--
B-1 Restricted Business	Single-family, multifamily, limited retail and service	--	--	30,000 feet	120 feet	24,000 feet
B-2 Local Business	Retail and service, single-family, multifamily	--	--	30,000 feet	120 feet	15,000 feet
B-3 General Business	Retail and service	Single-family residence	Hotels	30,000 feet	120 feet	15,000 feet
Q-1 Quarrying	Quarrying, open space, agricultural, single-family residence	--	--	Three acre	200 feet	One acre per family

Source: SEWRPC.

tural zoning districts, and set requirements for certain conditional uses in these districts. The amendments make certain changes in the County's A-E Exclusive Agricultural Conservancy District and would create three new districts-- the A-0 Agricultural Overlay District, the A-P Agricultural Land Preservation District, and the A-B Agricultural Business District. These proposed amendments were formally adopted by the Waukesha County Board of Supervisors on September 9, 1980. The amendments assist in the preservation of prime farmlands in the area.

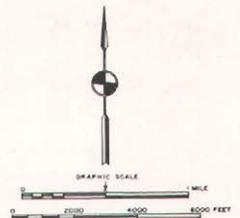
Map 27

ZONING DISTRICTS IN THE VILLAGE OF EAGLE STUDY AREA: 1980



LEGEND

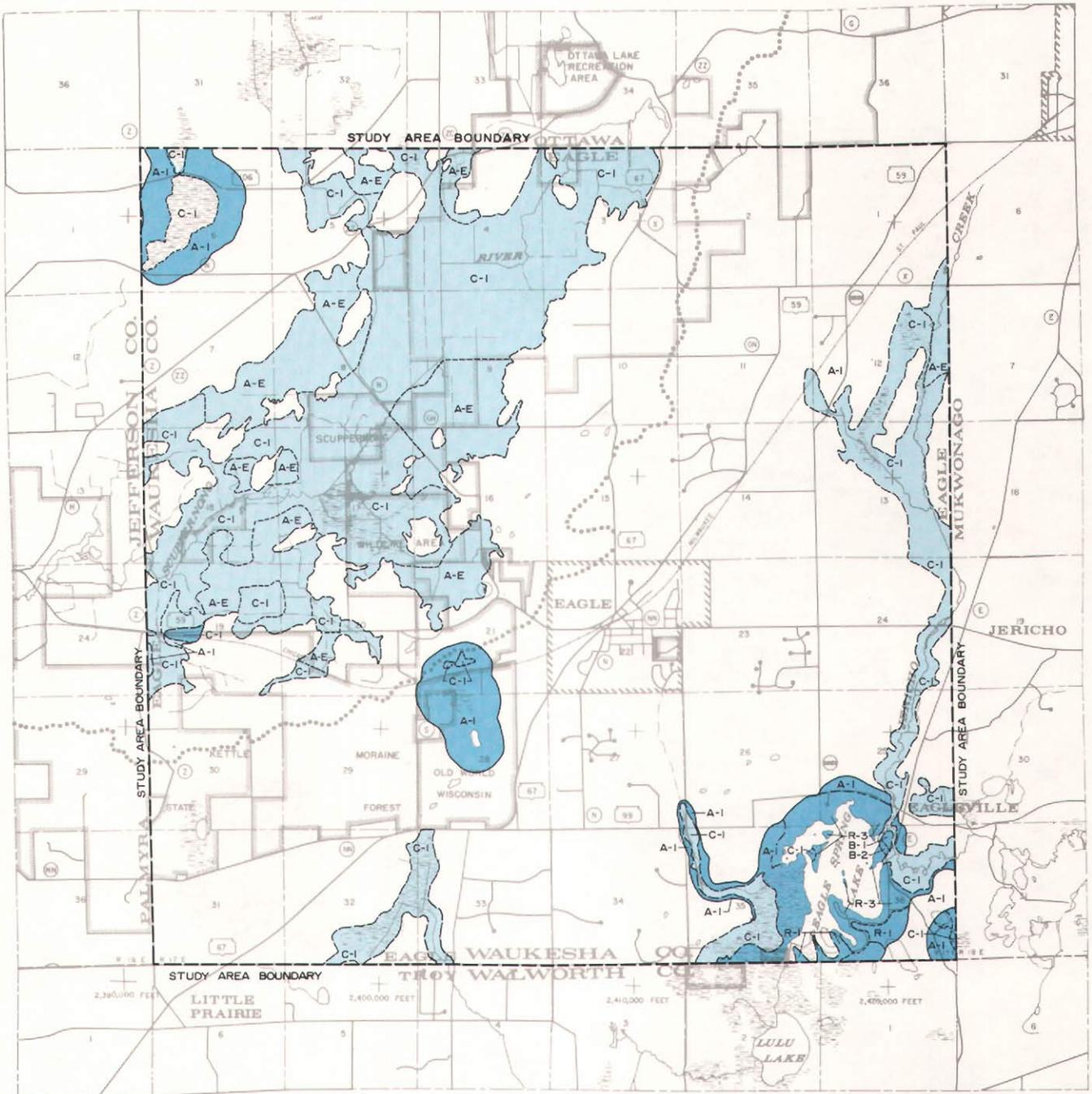
 C-1	CONSERVANCY	 R-3	RESIDENTIAL
 A-1	AGRICULTURAL	 B-1	RESTRICTED BUSINESS
 A-2	RURAL HOME	 B-2	LOCAL BUSINESS
 R-1	RESIDENTIAL	 Q-1	QUARRYING



Source: Waukesha County Park and Planning Commission.

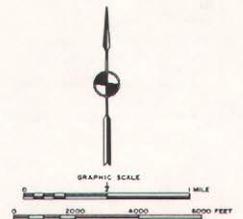
Map 28

EXISTING FLOODLAND AND SHORELAND ZONING DISTRICTS IN THE VILLAGE OF EAGLE STUDY AREA: 1980



LEGEND

	SHORELAND DISTRICT	A-E	EXCLUSIVE AGRICULTURAL
	CONGRUENT FLOODLAND AND SHORELAND DISTRICT	R-1	RESIDENTIAL
	ZONING BOUNDARY	R-3	RESIDENTIAL
C-1	CONSERVANCY	B-1	BUSINESS
A-1	AGRICULTURAL	B-2	BUSINESS



Source: Waukesha County Park and Planning Commission.

Land Subdivision

Land subdivision regulations have a five-fold purpose:

1. To ensure that the new land subdivisions are properly related to the existing land use pattern and overall plan for physical development of the community;
2. To ensure that adequate provision is made for necessary community and neighborhood facilities--parks, schools, churches, shopping centers--so that a harmonious and desirable environment will result;
3. To provide adequate standards for the design of the land subdivisions and the improvement of the land being subdivided, with particular attention to such requirements as utilities, storm water drainage, and street and lot improvements;
4. To provide a basis for clear and accurate property boundary line records; and
5. To promote the health, safety, and general welfare of all citizens in the community, as well as the future occupants of the land to be subdivided.

Ideally, land subdivision control regulations are a means of implementing or carrying out a community comprehensive plan. As such, land division regulations should coordinate and integrate development with the community's comprehensive plan, and are, therefore, properly prepared within the context of such a plan. Since land division is far more than a means of marketing land--being the first step in the process of building a community--substantial public benefits are to be derived from sound subdivision regulations. Much of the form and character of a community are determined by the quality of its land divisions and the standards which are built into them. Once land has been divided into blocks and lots, streets established, and utilities installed, the development pattern is permanently established and unlikely to be changed. For generations, the entire community, as well as the individuals who occupy these subdivisions, will be influenced by the quality and character of their design.

The land division ordinance, which is Chapter 10--Land Division of the Village of Eagle Municipal Code, conforms to the procedures outlined in Chapter 236 of the Wisconsin Statutes for platting lands within the Village, as well as within its extraterritorial plat approval jurisdiction which is one and one-half miles from the Village limits. Also, the land division ordinance deals with the division of a parcel of land into less than five new parcels (certified survey maps). Design standards for land divisions are also given in the existing ordinance.

The Village subdivision control ordinance is a basically sound ordinance. Some very minor changes would be in order. These are desirable since Chapter 236 of the Wisconsin Statutes has been altered subsequent to the enactment of the Village ordinance to change the former 40-day preliminary plat review period granted to municipalities to 90 days, and to change the 20-day preliminary plat review period of an objecting authority to 30 days. The existing Village subdivision control ordinance should be amended to reflect these changes.

Official Map

The official map is one of the oldest plan implementation devices at the disposal of local communities. It is also one of the most effective and efficient

devices which can be brought to bear on the problem of preserving land for future public use. Section 62.23(6) of the Wisconsin Statutes provides that the governing body of a local municipality may establish an official map for the precise designation of the right-of-way lines and site boundaries of streets, highways, parkways, parks, and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, and parkways, and the location and extent of existing and proposed parks and playgrounds. The Statutes further provide that the official map may be extended to include areas beyond the corporate limit lines but within the extraterritorial plat approval jurisdiction of the municipality.

The official map is thus intended to constitute a means of implementing the community's master plan of streets, highways, parkways, parks, and playgrounds. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The official map permits the community to protect the beds of future streets, as well as the beds of partially or wholly developed streets which are to be widened by essentially prohibiting construction of new buildings in such beds. Possible monetary savings which can accrue to the community from such protection is large. The fact that an official map assures the integrity of the community's long-range plan of streets is even more important. The official map has similar functions with respect to implementing the community's plan of parks, parkways, and other open spaces. An incidental but very important benefit of an official map is that it adequately locates and records existing street lines that constitute the boundaries of the public property, and thereby tends to stabilize the location of real property boundary lines-- both private and public.

The Village of Eagle does not have an official map. Accordingly, an official map for the Village should be prepared which seeks to implement certain aspects of the community's current long-range development plans as outlined in this land use plan.

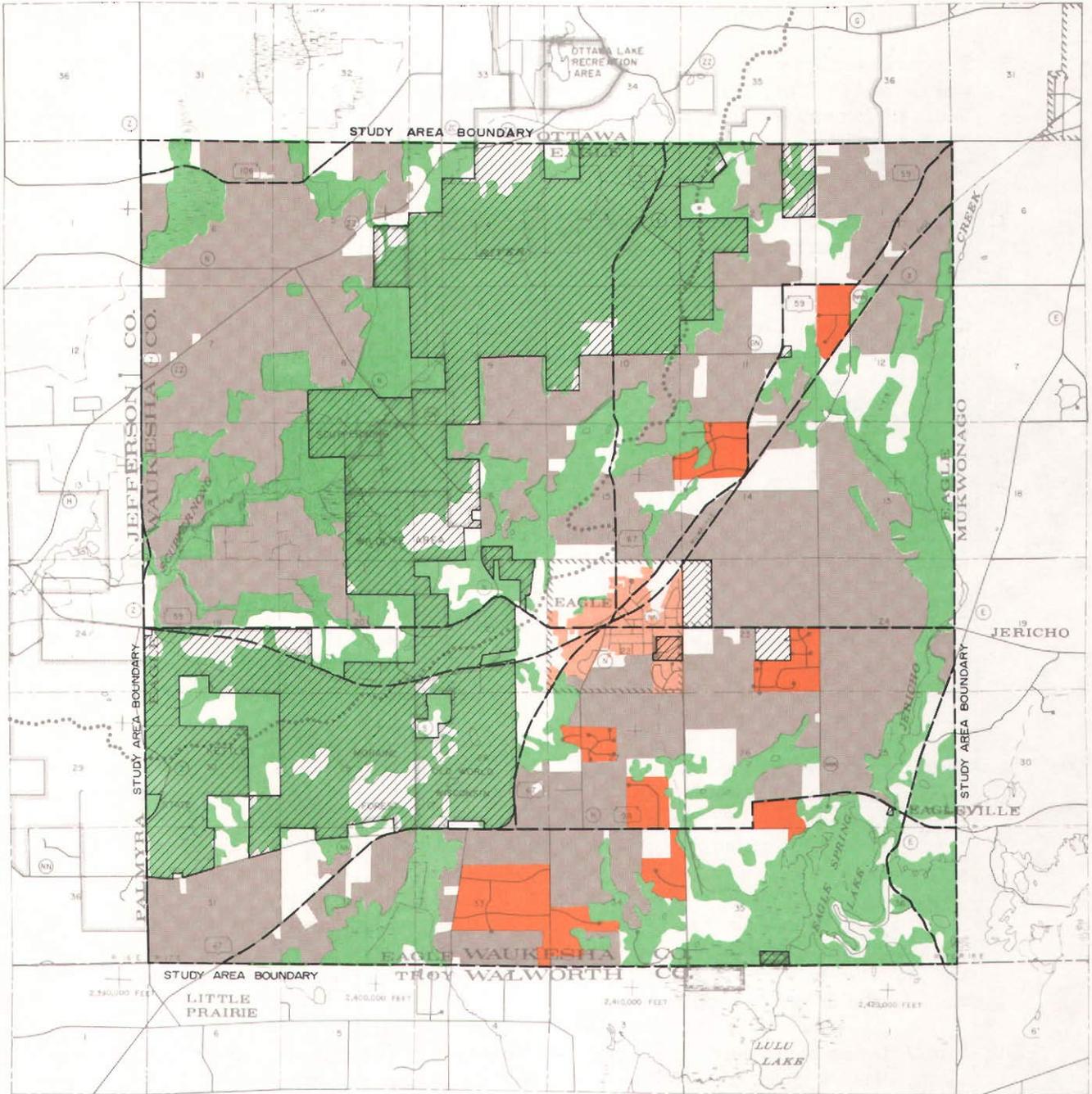
SUMMARY OF FACTORS AFFECTING LAND USE PLANNING IN THE VILLAGE OF EAGLE STUDY AREA

This chapter has presented the findings of an inventory and analysis of the natural and man-made features of the Village of Eagle study area. Some of these features constitute constraints on the development of the community, others provide opportunities. The findings of the inventory and analysis provide the basis upon which a sound community land use plan can be formulated, and upon which specific land use development objectives, principles, and standards can be formulated for the planning area. The salient natural and man-made features affecting land use planning and development in the area are shown on Maps 29 and 30. The factors requiring consideration in the preparation of a land use plan for the Village of Eagle area may be summarized as follows:

1. The resident population of the Village and environs may be expected to increase from a 1980 level of about 2,800 to a year 2000 level of about 4,000, an increase of about 1,200 persons, or 43 percent. This increase will require conversion of a very modest amount of land from rural to urban use in the study area.

2. Approximately 310 lots, or 56 percent, of the 557 lots platted in both the Village and Town of Eagle since 1920 are still undeveloped. Approximately 90 lots, or 52 percent, of the 173 lots platted in the Village since 1920 are still undeveloped. This supply of platted lots could accommodate a population increase of 1,042, and 296 persons respectively.
3. Sixty-six acres of land in the Village are zoned for commercial use of which only four acres are currently being used for commercial purposes. Thus an excessive amount of land has been zoned for commercial use in the Village. This may lead to the location of marginal commercial enterprises in the Village and to undesirable mixed use development.
4. Delineated primary environmental corridors occupy about 9,854 acres, or about 42 percent of the study area. Secondary environmental corridors and other environmentally significant lands occupy about 449 acres, or about 2 percent of the study area. In addition to the invaluable function which those corridors perform in protecting the natural resource base as outlined earlier, the corridors act as natural buffers which segregate certain portions of the study area from others, and can provide valuable outdoor recreation opportunities for the residents of the area.
5. The preservation of existing farmlands in the study area is desirable for economic reasons as well as to maintain the natural beauty and unique cultural heritage of the area. Agricultural lands, in addition to providing food and fiber, can supply significant wildlife habitat; contribute to maintaining an ecological balance between plants and animals; offer locations proximal to urban centers for the production of certain food commodities which may require nearby population concentrations for an efficient production-distribution relationship; support the agricultural and agriculture-related economy of the study area and surrounding areas; and provide open space lands.
6. Based upon recommendations contained in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000, wastewater treatment for development in the planning area may continue to be provided by onsite wastewater treatment systems coupled with a suitable program for monitoring and maintaining the onsite systems.
7. The Milwaukee Road railroad right-of-way passes through the Village in an east-west direction and acts as a barrier dividing the northern from the southern parts of the Village. Planning of the community should take this barrier into account.
8. A new industrial park is planned for the northern portion of the Village along North Street (STH 57) occupying a parcel of land approximately 55.2 acres in size. This industrial park should be able to accommodate the need for future industrial uses in the area up to and beyond the turn of the century.

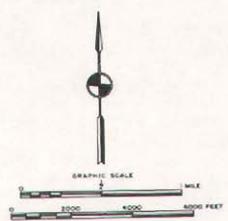
SUMMARY OF SELECTED PHYSICAL CONSTRAINTS AND OPPORTUNITIES AFFECTING LAND USE PLANNING IN THE VILLAGE OF EAGLE STUDY AREA



LEGEND

- DELINEATED PRIMARY AND SECONDARY ENVIRONMENTAL CORRIDORS AND OTHER ENVIRONMENTALLY SIGNIFICANT LANDS WHICH SHOULD REMAIN UNDEVELOPED AND PROTECTED
- PUBLICLY OWNED LANDS
- AREAS OF RESIDENTIALLY PLATTED RURAL LANDS WHICH REQUIRE SIGNIFICANT INFILLING AND DEVELOPMENT OF EXISTING VACANT LOTS

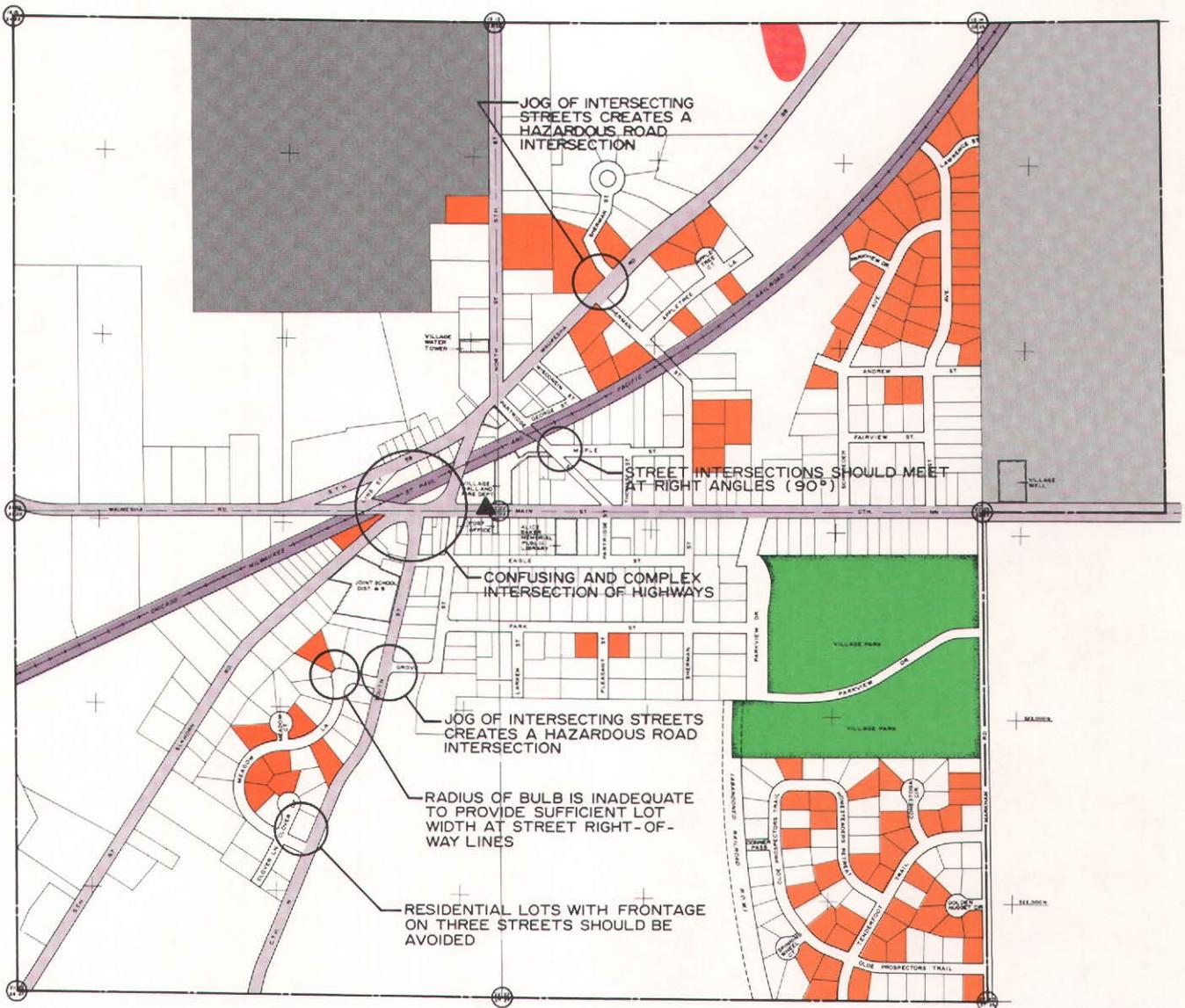
- AREAS OF PRIME AGRICULTURAL LAND WHICH ARE PARCELS 35 ACRES OR LARGER IN SIZE AND WHICH SHOULD REMAIN IN AGRICULTURAL USE
- EXISTING URBAN AREA
- MAN MADE FEATURE WHICH POSES A DEVELOPMENTAL CONSTRAINT



Source: SEWRPC.

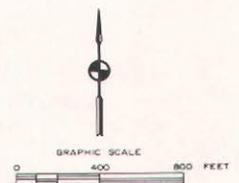
Map 30

SUMMARY OF SELECTED PHYSICAL CONSTRAINTS AND OPPORTUNITIES AFFECTING LAND USE PLANNING IN THE VILLAGE OF EAGLE



LEGEND

- UNDEVELOPED RESIDENTIAL LOTS
- EXISTING UNUSED PUBLICLY OWNED TRACT OF LAND
- STEEP SLOPE AREA WHICH SHOULD REMAIN UNDEVELOPED
- AREA OF PROPOSED VILLAGE INDUSTRIAL PARK
- EXISTING VILLAGE PARK
- VILLAGE CENTRAL BUSINESS DISTRICT AND FOCAL POINT OF VILLAGE ACTIVITIES
- EXISTING RAILWAY RIGHT-OF-WAY POSES A SIGNIFICANT MAN-MADE DEVELOPMENT CONSTRAINT
- MAJOR VILLAGE STREETS AND HIGHWAYS



Source: SEWRPC.

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Chapter III

LAND USE OBJECTIVES, PRINCIPLES, AND STANDARDS

INTRODUCTION

Planning is a rational process for formulating and meeting objectives. Therefore, the formulation of objectives is an essential task which must be undertaken before plans can be prepared. Accordingly, a set of land use development objectives for the Village of Eagle was formulated based upon the problems and issues identified in Chapter II of this report, and upon those objectives contained in regional plans which were considered applicable to and supportable by the Village. This chapter sets forth the resulting set of land use development objectives and supporting principles and standards. These relate to the allocation and distribution of land use and the provision of community facility and supporting services to meet the needs of the existing and probable future resident population of the Village over the next two decades.

BASIC CONCEPTS AND DEFINITIONS

Definitions of the term "objective," as well as of the terms "principle," "standard," "design criteria," "plan," "policy," and "program," have been advanced by the Regional Planning Commission in order to clarify the concepts involved. These definitions are particularly needed because the terms are subject to a wide range of interpretation and application and are closely linked to other terms often used in planning work which are equally subject to a wide range of interpretation and application. These definitions are set forth below:

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. Design criteria: a body of information which can be applied to the development of a solution or solutions to a specific design problem or set of problems.
5. Plan: a design which seeks to achieve agreed-upon objectives.
6. Policy: a rule or course of action used to ensure plan implementation.
7. Program: a coordinated series of policies and actions to carry out a plan.

Although this chapter deals with only the first three of these terms, an understanding of the interrelationship of these terms and the basic concepts

they represent is essential to a good understanding of the land use development objectives, principles, and standards set forth as a basis for the preparation of a land use plan for the Village of Eagle. The land use development objectives, principles, and standards, as developed and approved by the Village Plan Commission, deal primarily with spatial allocation to, and distribution of, the various land uses in a community, land use compatibility, natural resource base protection, and accessibility. Each objective, together with its supporting principles and standards, follows:

LAND USE OBJECTIVES, PRINCIPLES, AND STANDARDS FOR THE VILLAGE OF EAGLE STUDY AREA

OBJECTIVE NO. 1

The provision of a balanced allocation of space to the various land use categories which meet the social, physical, and economic needs of the residents of the Eagle area.

PRINCIPLE

The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.

STANDARD

The amount of land area set aside for accommodating forecast growth in the Eagle area should be determined by application of the standards set forth in Table 19.

OBJECTIVE NO. 2

The provision of a spatial distribution of the various land uses which will result in a compatible arrangement of land uses.

PRINCIPLE

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

STANDARDS

1. Low-density urban residential uses should be located in areas which contain, within a reasonable walking distance, necessary supporting local service uses, such as neighborhood parks, and local commercial and elementary school facilities, and should have reasonable access through the appropriate component of the transportation system to employment, commercial, cultural, and governmental centers and secondary school and higher educational facilities.
2. Rural estate and suburban residential uses should be located in areas which have reasonable access through the appropriate component of the transportation system to local service uses; employment, commercial, cultural, and governmental centers; and secondary school and higher educational facilities.

Table 19

LAND USE STANDARDS FOR THE VILLAGE OF EAGLE

Land Use Category	Development Standard (gross area) ^a
Residential	
Rural Estate ^b	1,776 acres per 1,000 persons
Suburban ^b	616 acres per 1,000 persons
Low-Density Urban ^b	165 acres per 1,000 persons
Commercial.....	6.0 acres per 100 commercial employees
Industrial.....	12.0 acres per 100 industrial employees
Governmental and Institutional	
Public Elementary School.....	0.3 acres per 100 students
Public Middle School.....	0.3 acres per 100 students
Public High School.....	0.3 acres per 100 students
Church.....	2.5 acres per 1,000 persons
Other.....	4.5 acres per 1,000 persons
Public Outdoor Recreation ^c	
Regional and Multicomunity.....	As recommended in the local and regional park and open space plans
Community	
Park Sites.....	2.2 acres per 1,000 persons
Middle School or High School Sites.....	0.9 acre per 1,000 persons
Neighborhood Park Sites.....	1.7 acres per 1,000 persons
Elementary School Sites.....	1.6 acres per 1,000 persons

^aGross areas include associated street rights-of-way and off-street parking for each land use category.

^bBased upon the year 2000 forecast of 3.31 persons per occupied household in the Village of Eagle study area as well as adopted regional standards.

^cSee Table 21 for more detailed standards.

Source: SEWRPC.

3. Industrial uses should be located in areas which have direct access to arterial street and highway facilities and reasonable access through an appropriate component of the transportation system to residential areas and should not be intermixed with commercial, residential, governmental, recreational, or institutional uses.

4. Neighborhood and community level commercial uses should be located in centers of concentrated activity on only one side of an arterial street and should be afforded direct access to the arterial street system.

PRINCIPLE

The location and extent of commercial facilities, educational facilities, transportation facilities, recreation facilities, and employment opportunities are important determinants of the quality of life in the Village of Eagle and, therefore, should be preserved and expanded as required to meet the needs of the resident population.

STANDARD

Sites for neighborhood and community serving facilities should be provided in accordance with the standards set forth in Table 20.

Table 20

COMMUNITY FACILITY SITE AREA AND SERVICE RADIUS STANDARDS FOR THE VILLAGE OF EAGLE

Type	Number of Persons Served	Required Site Area (gross acres)	Maximum One-Way Walking Distance (miles)	Maximum One-Way Travel Time (minutes)	
				Automobile at 25 Miles Per Hour	Transit Facility Total Elapsed Time
Commercial Facilities					
Local Retail and Service Center.....	4,000-8,000	6.5 minimum	0.75	3	--
Community Retail and Service Center.....	10,000-25,000	15-40	1.50	15	20
Community Industrial Facility...	300-5,000 employees	20-640	--	15	20
Educational Facilities					
Public Elementary School (grades K-5).....	550 students	11	0.50	--	--
Public Middle School (grades 6-8).....	900 students	19	1.50	15	20
Public Senior High School (grades 9-12).....	2,300 students	48	--	20	30

Source: SEWRPC.

OBJECTIVE NO. 3

A spatial distribution of the various land uses which will result in the protection and wise use of the natural resources of the area, including soils, lakes and streams, wetlands, woodlands, and wildlife.

PRINCIPLE

The proper allocation of land uses can assist in maintaining an ecological balance between the activities of man and the natural environment which supports him.

Soils Principle

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

STANDARD

Residential, commercial, and industrial development should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for such development.

Lakes and Streams Principle

Inland lakes and streams contribute to the atmospheric water supply through evaporation; provide a suitable environment for desirable and sometimes unique plant and animal life; provide the population with opportunities for certain scientific, cultural, and educational pursuits; constitute prime recreational areas; provide a desirable aesthetic setting for certain types of land use development; serve to store and convey floodwaters; and provide certain water withdrawal requirements.

STANDARDS

1. Floodlands should not be allocated to any urban development which would cause or be subject to flood damage.
2. The floodwater storage capacity of floodlands shall not be reduced by urban or rural development.
3. The flow capacity of perennial stream channels and associated floodlands shall not be reduced by urban or rural development.

Wetlands Principle

Wetlands support a wide variety of desirable and sometimes unique plant and animal life; assist in the stabilization of lake levels and streamflows; trap and store plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and obnoxious weed and algae growth; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply; reduce storm water runoff by providing area for floodwater impoundment and storage; trap soil particles suspended in runoff and thus reduce stream sedimentation; and provide the population with opportunities for certain scientific, educational, and recreational pursuits.

STANDARD

All wetland areas adjacent to streams or lakes, all wetlands within areas having special wildlife and other natural values, and all wetlands having an area in excess of 50 acres should not be allocated to any urban development except limited recreation and should not be drained or filled.

Woodlands Principle

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

STANDARDS

1. High- and medium-value woodland areas having a minimum area of five acres should not be allocated to urban development except limited recreation.
2. A minimum community aggregate of five acres of woodland per 1,000 population should be maintained for recreational pursuits.

Wildlife Principle

Wildlife, when provided with a suitable habitat, supplies the population with opportunities for certain scientific, educational, and recreational pursuits; comprises an integral component of the life systems which are

vital to beneficial natural processes, including the control of harmful insects and other noxious pests and the promotion of plant pollination; provides food sources; offers an economic resource for the recreation industries; and serves as an indication of environmental health.

STANDARD

The most suitable habitat for wildlife--that is, the area wherein fish and game can best be fed, sheltered, and reproduced--is a natural habitat. Since the natural habitat for fish and game can best be achieved by preserving or maintaining in a wholesome state other resources such as soil, air, water, wetland, and woodlands, the standards for each of these other resources, if met, would ensure the preservation of a suitable wildlife habitat and population.

OBJECTIVE NO. 4

The preservation of sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base and enhancement of the social and economic well being and environmental quality of the area.

PRINCIPLE

Ecological balance and natural beauty are primary determinants of the study area's ability to provide a pleasant and habitable environment for all forms of life and to maintain social and economic well being. Preservation of the most significant aspects of the natural resource base, that is, primary environmental corridors and prime agricultural lands, contributes to the maintenance of ecological balance, natural beauty, and economic well being of the study area.

Primary and Secondary Environmental Corridors Principle

The primary and secondary environmental corridors are a composite of the best individual elements of the natural resource base including lakes, rivers, and streams and their associated floodlands, wetlands; woodlands; wildlife habitat areas; rugged terrain consisting of slopes 12 percent or greater; wet, poorly drained or organic soils; and significant geological formations. By protecting these elements of the natural resource base, flood damage can be reduced, soil erosion abated, water supplies protected, air cleansed, wildlife population enhanced, and continued opportunities provided for scientific, educational, and recreational pursuits.

STANDARDS

1. All remaining undeveloped lands within the designated primary environmental corridors in the village planning area should be preserved in essentially natural, open uses.
2. All remaining undeveloped lands within the designated secondary environmental corridors in the Village study area should be considered for preservation as urban development proceeds and use as drainageways, flood water detention areas, and neighborhood parks.

Prime Agricultural Lands Principle

Prime agricultural lands constitute the most productive farmlands in the Village study area and, in addition to providing food and fibre, contribute significantly to maintaining the ecological balance between plants and animals, provide locations close to urban centers for the production of certain food commodities which may require nearby population concentrations for an efficient production-distribution relationship; provide open spaces which give form and structure to urban development; and serve to maintain the natural beauty and unique cultural heritage of the Village study area.

STANDARDS

1. Parcels 35 acres or larger which are comprised 50 percent or more of national prime farmlands as designated by the U. S. Department of Agriculture, Soil Conservation Service, and included within national prime farmland parcel aggregates of 100 acres or larger, should be preserved in agricultural use.
2. Nonfarm residential development should not be located in prime agricultural areas. Nonfarm residential development in other agricultural areas should be discouraged, but, if permitted, should be limited to densities equivalent to a lot area of five acres or greater in size per dwelling unit providing that the soils are adequately permeable and free from severe bed-rock, groundwater, flooding, and steep slope hazards for the installation of an onsite soil absorption sewage disposal system.

OBJECTIVE NO. 5

The provision of an integrated system of public general-use outdoor recreation sites and related open space areas which will allow the resident population of the area and Region adequate opportunity to participate in a wide range of outdoor recreation activities.

PRINCIPLE

Attainment and maintenance of good physical and mental health is an inherent right of all residents of the Village area. The provision of public general-use outdoor recreation sites and related open space areas contributes to the attainment and maintenance of physical and mental health by providing opportunities to participate in a wide range of both intensive and extensive outdoor recreation activities. Moreover, an integrated park and related open space system properly related to the natural resource base, such as the existing surface water network, can generate the dual benefits of satisfying recreational demands in an appropriate setting while protecting and preserving valuable natural resource amenities. Finally, an integrated system of public general-use outdoor recreation sites and related open space areas can contribute to the orderly growth of the Village area by lending form and structure to urban development patterns.

Public General-Use Outdoor Recreation Sites Principle

Public general-use outdoor recreation sites promote the maintenance of proper physical and mental health both by providing opportunities to participate in such athletic recreational activities as baseball, swimming, tennis, and ice

skating--activities that facilitate the maintenance of proper physical health because of the exercise involved--as well as opportunities to participate in such less athletic activities as pleasure walking, picnicking, or just rest and reflection. These activities tend to reduce everyday tensions and anxieties and thereby help maintain proper physical and mental well being. Well-designed and properly located public general-use outdoor recreation sites also provide a sense of community, bringing people together for social and cultural as well as recreational activities, and thus contribute to the desirability and stability of residential neighborhoods and therefore the communities in which such facilities are provided.

STANDARDS

1. The public sector should provide general-use outdoor recreation sites sufficient in size and number to meet the recreation demands of the resident population. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve this standard, the site requirements indicated in Table 21 should be met.
2. Public general-use outdoor recreation sites should, to the maximum extent practicable, be located within the designated primary environmental corridors of the village area.

Recreation-Related Open Space Principle

Effective satisfaction of recreation demands within the Region cannot be accomplished solely by providing public general-use outdoor recreation sites. Certain recreational pursuits such as hiking, biking, pleasure driving, and ski touring are best provided for through a system of recreation corridors located on or adjacent to linear resource-oriented open space lands. A well-designed system of recreation corridors offered as an integral part of linear open space lands also can serve to physically connect existing and proposed public parks, thus forming a truly integrated park and recreation-related open space system. Such open space lands, in addition, satisfy the human need for natural surroundings, serve to protect the natural resource base, and ensure that many scenic areas and areas of natural, cultural, or historic interest assume their proper place as form determinants for both existing and future land use patterns.

STANDARD

The public sector should provide sufficient open space lands to accommodate a system of resource-oriented recreation corridors to meet the resident demand for extensive trail-oriented recreation activities. To fulfill these requirements, the recreation-related open space standards contained in Table 21 should be met.

OBJECTIVE NO. 6

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.

PRINCIPLE

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

STANDARDS

1. Urban development should be located so as to maximize the use of existing transportation and utility systems.
2. The transportation system should be located and designed to provide access not only to all land presently devoted to urban development but to land proposed to be used for such urban development.
3. All land developed or proposed to be developed for urban residential use should be located in areas serviceable by an existing or proposed public water supply system.
4. Adequate storm water drainage facilities should be provided for all urban development.
5. The transportation system should be functionally classified, and arterial streets should be located to minimize the penetration of existing and proposed residential areas by through traffic.
6. Transportation terminal facilities, such as off-street parking and off-street truck loading should be located in close proximity to the principal land uses to which they are accessory.

OBJECTIVE NO. 7

The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and location.

PRINCIPLE

The production and sale of goods and services are among the principal determinants of the level of economic vitality in any society, and the important activities related to these functions require areas and locations suitable to their purpose.

STANDARDS

1. Local industrial development should be located in planned industrial districts which meet the following criteria:
 - a. Direct access to the arterial street and highway system.
 - b. Available adequate water supply.

Table 21

STANDARDS FOR PUBLIC GENERAL-USE OUTDOOR RECREATION SITES

	Site Type	Size (gross acres)	Minimum Per Capita Public Requirements (acres per 1,000 persons) ^{d,f}	Typical Facilities	Maximum Service Radius (miles) ^{b,c}	
					Urban ^e	Rural
Parks	I ^g Regional	250 or more	5.3	Camp sites, swimming beach, picnic areas, golf course ski hill, ski touring trail, boat launch, nature study area, playfield, softball diamond, passive activity area ^h	10.0	10.0
	III ⁱ Multicomunity	100-249	2.6	Camp sites, swimming pool or beach, picnic areas, golf course, ski hill, ski touring trail, boat launch, nature study area, playfield, softball and/or baseball diamond, passive activity area ^h	4.0 ^j	10.0 ^j
	III ^k Community	25-99	2.2	Swimming pool or beach, picnic areas, boat launch, nature study area, playfield, softball and/or baseball diamond, ^h tennis court, passive activity area ^h	2.0 ^l	--
	IV ⁿ Neighborhood	Less than 25	1.7	Wading pool, picnic areas, playfield, softball and/or baseball diamond, tennis court, playground, basketball goal, ice skating rink, passive activity area ^h	0.5-1.0 ^o	--
	I ^g Regional	250 or more	--	--	--	--
Schools ^a	III ⁱ Multicomunity	100-249	--	--	--	--
	III ^k Community	25-99	0.9	Playfield, baseball diamond, softball diamond, tennis court	0.5-1.0 ^m	--
	IV ⁿ Neighborhood	Less than 25	1.6	Playfield, playground, baseball diamond, softball diamond, tennis court, basketball goal	0.5-1.0 ^m	--

- ^aIn urban areas the facilities commonly located in Type III or Type IV school outdoor recreation areas often provide a substitute for facilities usually located in parks by providing opportunities for participation in intensive nonresource-oriented activities.
- ^bThe identification of a maximum service radius for each park type is intended to provide another guideline to assist in the determination of park requirements and to assure that each resident of the area as well as the Region has ready access to the variety of outdoor recreation facilities commonly located in parks.
- ^cThe identification of a maximum service radius for each school site is intended to assist in the determination of outdoor recreation facilities requirements and to assure that each urban resident has ready access to the types of facilities commonly located in school recreation areas.
- ^dFor Type I and Type II parks, which generally provide facilities for resource-oriented outdoor recreation activities for the total population of the Region, the minimum per capita acreage requirements apply to the total resident population of the Region. For Type III and Type IV sites, which generally provide facilities for intensive nonresource-oriented outdoor recreation activities primarily in urban areas, the minimum per capita acreage requirements apply to the resident population of the study area.
- ^eUrban areas are defined as areas containing a closely spaced network of minor streets which include concentrations of residential, commercial, industrial, governmental, or institutional land uses having a minimum total area of 160 acres and a minimum population of 500 persons. Such areas usually are incorporated and are served by sanitary sewerage systems. These areas have been further classified into the following densities: low-density urban areas, or areas with 0.70 to 2.29 dwelling units per net residential acre; medium-density urban areas, or areas with 2.30 to 6.99 dwelling units per net residential acre; and high-density urban areas, or areas with 7.00 to 17.99 dwelling units per net residential acre.
- ^fFor public school sites, which generally provide facilities for intensive nonresource-oriented outdoor recreation activities, the minimum per capita acreage requirements apply to the resident population residing in urban areas.
- ^gType I sites are defined as large outdoor recreation sites having a multicounty service area. Such sites rely heavily for their recreational value and character on natural resource amenities. Type I parks provide opportunities for participation in a wide variety of resource-oriented outdoor recreation pursuits.
- ^hA passive activity area is defined as an area within an outdoor recreation site which provides an opportunity for such less athletic recreational pursuits as pleasure walking, rest and relaxation, and informal picnicking. Such areas generally are located in all parks or in urban open space sites, and usually consist of a landscaped area with mowed lawn, shade trees, and benches.
- ⁱType II sites are defined as intermediate size sites having a countywide or multicomcommunity service area. Like Type I sites, such sites rely for their recreational value and character on natural resource amenities. Type II parks, however, usually provide a smaller variety of recreation facilities and have smaller areas devoted to any given activity.
- ^jIn general, each resident of the study area should reside within 10 miles of a Type I or Type II park.
- ^kType III sites are defined as intermediate size sites having a multineighborhood service area. Such sites rely more on the development characteristics of the area to be served than on natural resource amenities for location.
- ^lIn urban areas the need for a Type III site is met by the presence of a Type II or Type I site. Thus, within urban areas having a population of 7,500 or greater, each urban resident should be within two miles of a Type III, II, or I park site.
- ^mThe typical service radius of school outdoor recreation facilities is governed by individual facilities within the school site and by population densities in the vicinity of the site. In medium-density urban areas each resident should reside within 0.75 mile of facilities commonly located in a Type II or Type IV school outdoor recreation area; and in low-density urban areas each urban resident should reside within one mile of the facilities commonly located in a Type III or Type IV school outdoor recreation area.
- ⁿType IV sites are defined as small sites which have a neighborhood as the service area. Such sites usually provide facilities for intensive nonresource-oriented outdoor recreation activities and are generally provided in urban areas. These acreage standards relate to lands required to provide for recreation facilities typically located in a neighborhood and are exclusive of the school building site and associated parking area and any additional natural areas which may be incorporated into the design of the park site, such as drainageways and associated storm water retention basins, areas of poor soils, and floodland areas.
- ^oThe maximum service radius of Type IV parks is governed primarily by the population densities in the vicinity of the park. In medium-density urban areas each resident should reside within 0.75 mile of a Type IV park; and in low-density urban areas each urban resident should reside within one mile of a Type IV park.

- c. Industrial areas should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for such development.
- d. Available adequate storm water drainage facilities.
- e. Available adequate power supply.
- f. Site should be covered by soils identified in the regional soils survey as having very slight, slight, or moderate limitations for industrial development.

2. Local commercial development should be located within the Eagle central business district (CBD) and within other designated community and neighborhood areas.

OBJECTIVE NO. 8

An integrated transportation system which, through its location, capacity, and design, will effectively serve the existing and proposed land use pattern and promote the implementation of the plan, meeting the anticipated travel demand generated by the existing and proposed land uses.

PRINCIPLE

An integrated area transportation system serves to freely interconnect the various land use activities within the neighborhood, Village, and Region, thereby providing the attribute of accessibility essential to the support of these activities.

STANDARDS

1. The transportation system should provide an orderly functional hierarchy of arterial, collector, and land access streets, and pedestrian paths to service the area. All streets and highways in the village study area should be placed in one of the following functional classifications:
 - a. Land Access Streets: The primary function of land access streets is to conduct traffic to and from individual building sites.
 - b. Collector Streets: The primary function of collector streets is to collect traffic from urban uses abutting land access streets and to convey it to arterial streets and/or activity centers.
 - c. Arterial Streets: The primary function of arterial streets is to provide for the expeditious movement of through traffic into, out of, and within the community.
2. Streets and highways in the village study area should be provided with the cross-sections, shown in Figure 4, as related to functional classification.

OBJECTIVE NO. 9

Provide facilities necessary to maintain high-quality fire protection throughout the Village.

PRINCIPLE

The adequacy of fire protection in the Village is dependent upon the relationship between the size and distribution of the Village population and the location of facilities available to service that population.

STANDARD

Fire stations and equipment should be distributed based upon the standards shown in Table 22.

Table 22

FIRE COMPANY DISTRIBUTION STANDARDS

District and Required Fire Flow	Optimum Service Radius in Miles	
	From Engine, Hose, or Engine-Ladder Company	From Ladder Company
High-Value District (commercial, industrial, and institutional)		
Where required fire flow is 9,000 gpm or more.....	3/4	1
Where required fire flow is 5,000 to 8,999 gpm.....	1	1 1/4
Where required fire flow is less than 4,500 gpm.....	1 1/2	2
Residential District		
Where required fire flow is more than 2,000 gpm or where there are buildings in the district three or more stories in height, including tenement houses, apartments, or hotels.....	1 1/2	2
Same as above, but where the life hazard is above normal.....	1	1 1/4
For buildings having an average separation of less than 100 feet (and a fire flow requirement of 2,000 gpm or less).....	2	3
For buildings having an average separation of 100 feet or more (and a fire flow requirement of 2,000 gpm or less).....	4	4

NOTE: The above distances should be considered as direct street travel distances. Also, the above distances should be reduced if a severe hazard to life exists; if streets are narrow or in poor condition; if traffic, one-way streets, topography, or other unusual locational conditions hinder response; or if circumstances peculiar to the particular district or municipality indicate that such a reduction is needed.

Source: SEWRPC.

OBJECTIVE NO. 10

The provision of adequate location and choice of housing and a variety of housing types for varying age and income groups for different size households.

Figure 4

TYPICAL RURAL AND URBAN STREET AND HIGHWAY CROSS-SECTIONS FOR THE VILLAGE OF EAGLE PLANNING AREA

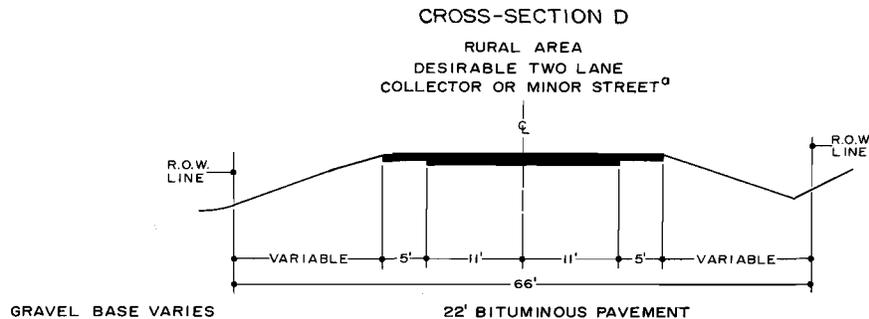
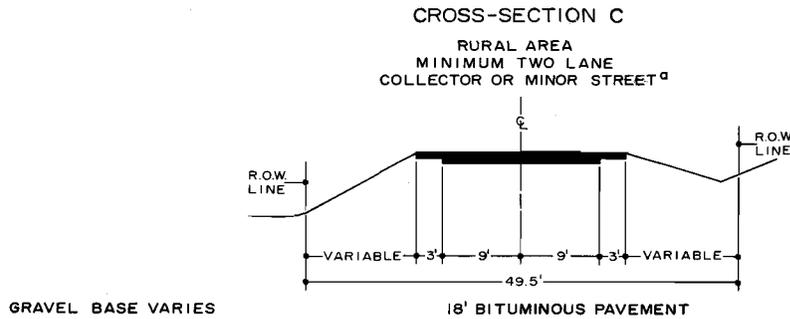
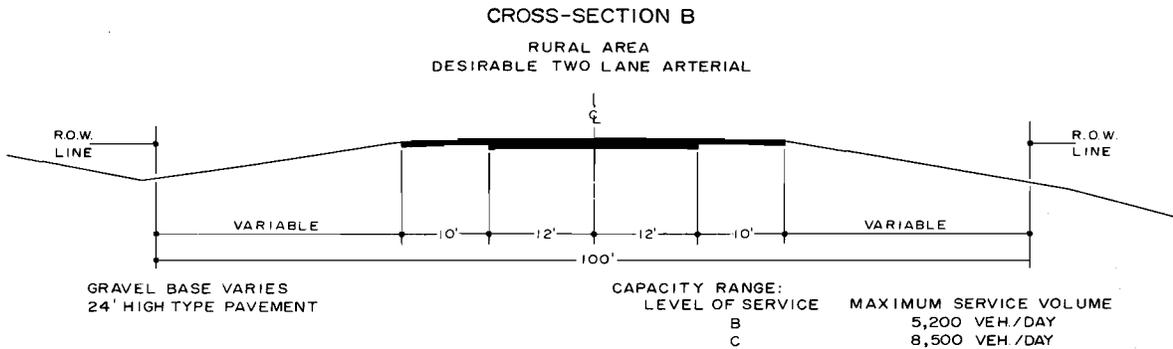
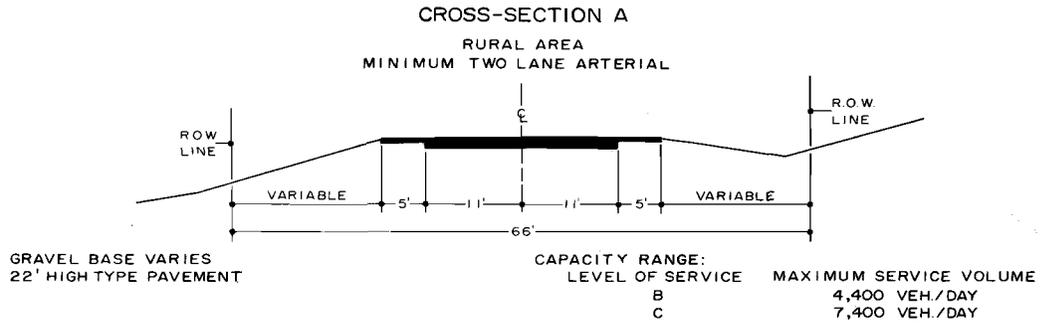
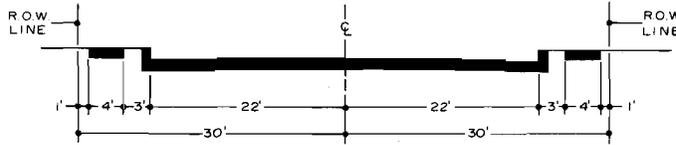


Figure 4 (continued)

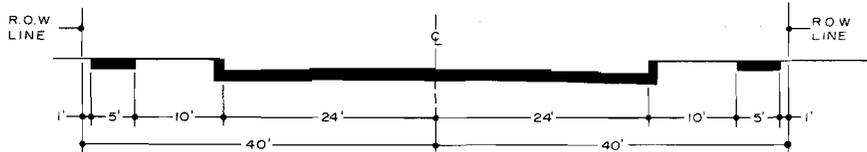
CROSS-SECTION E URBAN AREA MINIMUM TWO LANE ARTERIAL



6" GRAVEL BASE
44' HIGH TYPE PAVEMENT

CAPACITY RANGE:		MAXIMUM SERVICE VOLUME
LEVEL OF SERVICE		
B		11,300 VEH./DAY
C		11,600 VEH./DAY
D		12,400 VEH./DAY

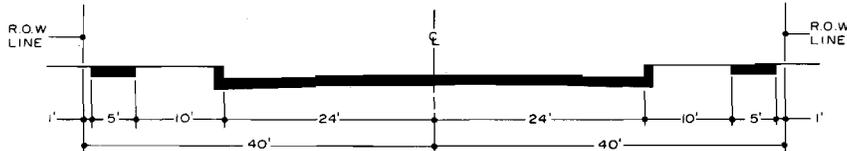
CROSS-SECTION F URBAN AREA DESIRABLE TWO LANE ARTERIAL



6" GRAVEL BASE
48' HIGH TYPE PAVEMENT

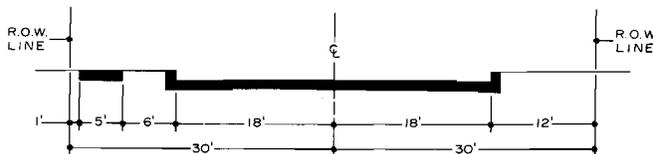
CAPACITY RANGE:		MAXIMUM SERVICE VOLUME
LEVEL OF SERVICE		
B		12,300 VEH./DAY
C		12,800 VEH./DAY
D		13,900 VEH./DAY

CROSS-SECTION G URBAN AREA COLLECTOR STREET



6" GRAVEL BASE
48' HIGH TYPE PAVEMENT

CROSS-SECTION G URBAN AREA MINOR STREET



6" GRAVEL BASE
36' HIGH TYPE PAVEMENT

^a Town road standards as established in section 86.26, Wisconsin statutes.

PRINCIPLE

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

STANDARD

Housing units within the Eagle area should be geographically well distributed and include a full range of housing by type, size, and cost.

The objectives, principles, and standards set forth in this chapter express the physical development intent of the Village of Eagle. The standards perform a particularly important function in land use plan design since they form the basis upon which estimates of future community land use needs are based. Community land use requirements are developed in Chapter IV based upon these objectives, principles, and standards.

Chapter IV

DEFINITION OF YEAR 2000 COMMUNITY LAND USE AND TRANSPORTATION SYSTEM REQUIREMENTS

INTRODUCTION

The objectives, principles, and standards set forth in the previous chapter express the physical development goals of the Village, the supporting rationale behind each goal, and the standards to be used as a basis for generating and evaluating alternative land use plans and development proposals. The standards perform a particularly important function in the plan formulation process since they are utilized to identify future land use requirements. The standards consist of two types: comparative and absolute. Comparative standards can be applied only through a comparison of alternative plan proposals. Absolute standards can be applied individually to each alternate plan proposal since they are expressed in terms of maximum, minimum, or desirable values.

As part of the land use planning process, the standards listed in Chapter III were applied to the forecast population levels and other pertinent anticipated future conditions for the village study area. This analysis provided a set of basic land use requirements to be met in the land use plan design. In addition, certain other general and specific requirements and certain recommendations contained in regional plans prepared by the Regional Planning Commission were incorporated into the land use plan for the village area. The land use requirements for the Village used in the land use planning process are described in the following paragraphs.

LAND USE REQUIREMENTS

The future land use requirements of the Village were determined by applying two basic types of standards; namely, per capita standards and accessibility standards. The application of per capita standards, expressed as the number of acres of a given land use category per hundred or per thousand resident population, was intended to determine the total number of acres of land needed to satisfy each basic land use requirement of the resident population of the village study area to the plan design year 2000. The application of accessibility standards, expressed as a maximum service area for certain land uses, is intended to assure that such uses are spatially distributed in a manner convenient and efficient to the population which they are to serve.

Table 23 summarizes the anticipated future urban land use requirements in the village study area through the plan design year 2000. The table utilizes the land use standards set forth under land use development Objective No. 1 in Table 21 for determining residential, commercial, industrial, governmental/institutional, and recreational land use requirements. Requirements for each land use category were determined by applying the appropriate land use development standards to the year 2000 forecast population increment. The table indicates that about 132 additional acres, or about 0.6 percent of the total study area, will be needed to accommodate anticipated new urban growth to the year 2000, including residential, commercial, and industrial growth. New

Table 23

**FUTURE URBAN LAND USE REQUIREMENTS FOR
THE VILLAGE OF EAGLE STUDY AREA: 2000**

Land Use Category	1980 Gross Area ^a		Estimated 1980 Population	1980 Development Ratios	Development Standards	Alternative Future A Incremental Populations 1980-2000	Required Incremental Land Use Acreages per Development Standards	Required Incremental Land Use Acreage After Consideration of 1980 Gross Acres ^a	Total Land Requirements 2000	
	Acres	Percent							Acres	Percent
Residential										
Rural Estate.....	--	--	--	--	1,776 acres per 1,000 persons	44	67	67	--	--
Suburban.....	--	--	--	--	616 acres per 1,000 persons	738	455	--	--	--
Low-Density Urban....	--	--	--	--	165 acres per 1,000 persons	472	78	35	--	--
Subtotal	930	4.0	2,766 ^b	335 acres per 1,000 persons	--	1,254	600	102	1,032	44.5
Commercial.....	32	0.1	79 ^c employees	40 acres per 100 employees	6 acres per 100 employees	291 employees	17	17	49	0.2
Industrial.....	14	0.1	17 ^c employees	82 acres per 100 employees	12 acres per 100 industrial employees	110 employees	13	13	27	0.1
Governmental and Institutional.....	32	0.1	2,766 ^b	11.6 acres per 1,000 persons	7 acres per 1,000 persons	1,254	9	--	32	0.1
Recreational ^d	229	1.0	2,766 ^b	82.8 acres per 1,000 persons	6.4 acres per 1,000 persons	1,254	8	-- ^e	229	1.0
Other.....	21,959	94.7	--	--	--	--	--	--	21,827	94.1
Total	23,196	100.0	--	--	--	--	--	132	23,196	100.0

^a Gross areas include associated street rights-of-way and off-street parking for each land use category.

^b U. S. Bureau of the Census

^c Estimated by SEWRPC.

^d Includes only areas used for intensive outdoor recreation activities.

^e Requirements are to be based upon the regional park and open space plan as it pertains to the Village of Eagle study area and the refined and detailed park and open space plan for the Town of Eagle as contained in SEWRPC Community Assistance Planning Report No. 27, A Park and Open Space Plan for the Town of Eagle.

Source: SEWRPC.

residential growth will require an additional 102 acres, or about 0.4 percent of the study area. As is reflected in Table 23, new residential growth will generate additional urban land needs in the other urban land use categories. The table is expressed in gross acres of each given land use category, which by definition includes supporting public street rights-of-way. Other new residential growth may be expected to occur as an infilling of already existing vacant platted lots.

Table 23 indicates that an additional 17 acres of commercial land will be needed by the year 2000. The additional 17 acres of commercial land represents a 53 percent increase over the 1980 existing commercial land use of 32 acres within the study area. These additional commercial lands should be located in the Village proper, pursuant to the objectives outlined in Chapter III.

Table 23 indicates that there will be a need for an additional 13 acres of industrial land in the study area by the year 2000. The additional 13 acres of industrial land use represents an increase of about 93 percent over the 1980 level of 14 acres of industrial land. The use of the standard provided under Objective No. 1 in Table 21 of Chapter III of 12 gross acres of industrial development per 100 industrial employees allows adequate space for primary industrial buildings, accessory buildings, and necessary off-street parking for employees. Generally, industrial uses should be located near supporting transportation facilities, such as a railroad and/or major arterial streets and highways. In 1981, the Village of Eagle Plan Commission designated a 55.2 acre parcel of land on the north side of the Village located west of North Street (STH 67) for industrial purposes. The acreage of this tract of land is greater than the anticipated year 2000 land use needs for industrial growth, however, the balance of this parcel of land may accommodate industrial land use needs past the planning period of the year 2000.

As shown in Table 23, no additional land for governmental or institutional uses should be required in the study area to the year 2000. However, this does not preclude the provision of additional places of worship which would comprise compatible land use within residential areas.

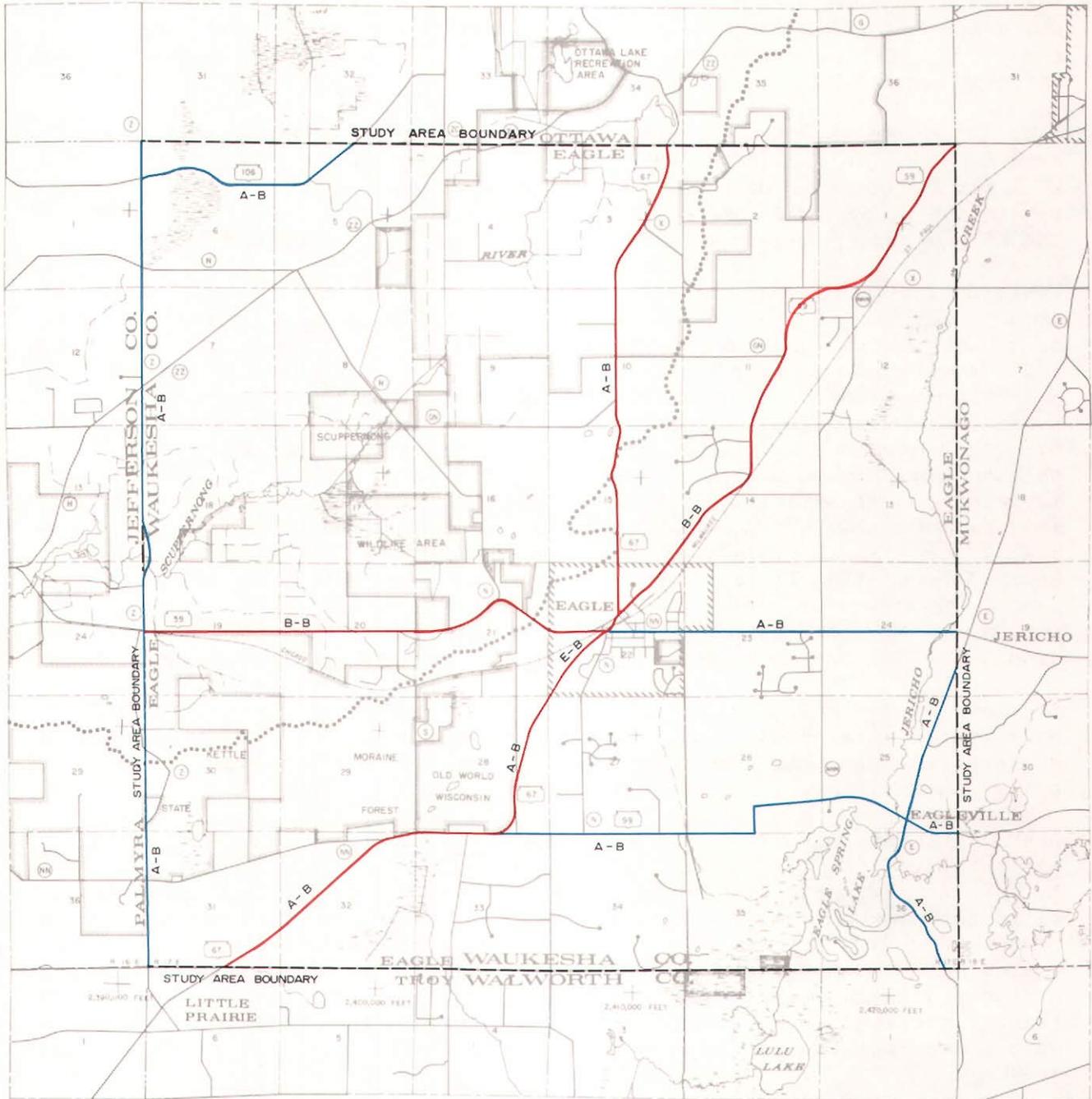
SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, and SEWRPC Community Assistance Planning Report No. 27, A Park and Open Space Plan for the Town of Eagle, both contain specific recommendations addressing the needs of the study area concerning the preservation of primary and secondary environmental corridors and prime agricultural lands, and the provision of resource-oriented and nonresource-oriented recreation sites and facilities. The salient recommendations contained in these plans, as they pertain to the Village of Eagle study area, were summarized earlier on Maps 4 and 5 and are discussed in greater detail in Chapter V.

PUBLIC LIBRARY REQUIREMENTS

As indicated in Chapter II, the Alice Baker Public Library is presently in a facility which offers an area of 500 square feet. SEWRPC Planning Report No. 19, A Library Facilities and Services Plan for Southeastern Wisconsin, recommends that the Eagle area be served by a general service bookmobile stop. However, the Village Plan Commission feels that the existing Alice Baker

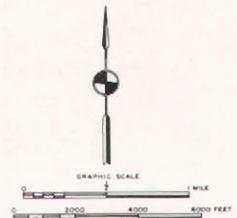
Map 31

TRANSPORTATION SYSTEM REQUIREMENTS FOR THE VILLAGE OF EAGLE STUDY AREA: 2000



LEGEND

- STATE TRUNK HIGHWAY (NONFREEWAY)
- COUNTY TRUNK HIGHWAY
- DESIGN CLASSIFICATION
- A - B LEVEL OF SECTION
- A - B TYPICAL CROSS SECTION
(SEE FIGURE 4 FOR LETTER CODES)



Source: SEWRPC.

Public Library be expanded in order to serve the needs of the Eagle area. Within the Eagle study area, the Alice Baker Public Library is envisioned to serve about 4,020 persons by the year 2000. The American Library Association¹ has recommended that the minimum total square foot area of a small public library serving a population of this size should be about 0.7 square foot per capita served.

Using the American Library Association standard for the year 2000 population forecast, a library facility of approximately 2,800 square feet would be needed to serve both the Village and Town of Eagle. Since the present library facility is only about 500 square feet, an additional 2,300 square feet of library building area would be needed to meet the needs of an increased year 2000 study area population.

TRANSPORTATION REQUIREMENTS

The arterial street and highway facilities required to serve the probable future traffic demands within the study area, as recommended in the adopted regional transportation system plan, are shown on Map 31. State trunk highways are shown in red and county trunk highways in blue. This plan generally maintains the existing arterial street pattern in the Town. The plan also indicates the recommended number of traffic lanes and describes the types of cross-sections, as shown earlier in Figure 4, needed for each arterial street segment in order to carry the anticipated arterial traffic volumes to the year 2000.

¹Joseph L. Wheeler, The Small Library Building, Chicago, the American Library Association, undated, p. 10.

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Chapter V

THE RECOMMENDED LAND USE PLAN

INTRODUCTION

The recommended land use plan for the Village of Eagle, as set forth in this report, consists of recommendations concerning the type, amount, and spatial location of the various land uses required to serve the needs of the residents of the Village of Eagle and environs to the year 2000. The plan is intended to be used as a tool to help guide the physical development of the community into a more functional, healthful, efficient, and attractive pattern.

The land use plan, however, should not be considered as rigid and unchangeable, but rather as a flexible guide to help village officials and concerned citizens in the review of development proposals as such proposals are advanced. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary. Accordingly, the plan should be reviewed periodically to determine whether the land use development objectives, as set forth in Chapter III of this report, are still valid, as well as to determine the extent to which the various objectives are being realized through plan implementation.

The land use plan should represent a refinement of the adopted regional land use plan, so that it can meet areawide, as well as local, development objectives. The regional land use plan and, as a consequence, the village land use plan while recognizing the effects and importance of the urban land market in shaping land use patterns, seek to influence the operation of that market in three ways in order to achieve a more healthful and attractive, as well as more efficient, settlement pattern. First, the plans recommend that development trends be altered by encouraging intensive urban development to occur only in those areas which are covered by soils suitable for such development, which are not subject to special hazards such as flooding, and which can readily be served by essential municipal facilities and services, including centralized public water supply. Second, the plans recommend that development trends be altered by discouraging intensive and incompatible urban development in delineated primary environmental corridors and other environmentally significant lands. Third, the plans recommend that existing development trends be altered by retaining in agricultural use the most productive farmlands.

The land use plans herein presented represent only several of many possible alternative patterns of land use development that could accommodate the future physical, social, and economic needs of the residents of the Village and environs. The selection of the recommended plan involved the comparative evaluation of several alternative land use patterns and supporting community facility and utility proposals against the land use development objectives, principles, and standards previously described in this report.

PLAN DETERMINANTS

The population forecasts presented in Chapter II of this report indicate that the Village of Eagle study area may be expected to reach a resident population level of approximately 4,000 persons by the turn of the century, an increase

of about 1,200 persons, or about 45 percent, over the 1980 resident population level, and that the area within the corporate limits of the Village of Eagle may be expected to reach a resident population level of approximately 1,500 persons over this same period, an increase of about 500 persons, or 47 percent over the 1980 level. Accommodating this population increase will require the addition of approximately 377 housing units to the 1980 stock of 993 housing units in the village study area. This would, in turn, require approximately 600 acres of land for additional housing units. However, much of this need can be accommodated by existing vacant residential subdivision lots. The forecast population increase, as indicated in Chapter IV, may be expected to be accompanied by a need for additional land for industrial, commercial, recreational, and institutional uses, as well as residential uses, which would require the conversion of some additional land from rural to urban use.

As pointed out in Chapter IV, in order to effectively guide land use development within the Village of Eagle and environs into a pattern which is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the existing and probable future amount and spatial location of the various land uses as they relate to the natural resource base of the area, as well as to the existing transportation system and community utilities and facilities. Natural conditions in the planning area make it highly desirable, if not absolutely essential, to provide public water supply services to all future urban development. Natural conditions also indicate the need to protect the primary environmental corridors, as well as other environmentally significant areas, from intensive urbanization.

PLAN DESCRIPTION

This chapter presents a description of both the recommended land use plan for the Village of Eagle study area as well as for the Village of Eagle itself as an integral part of the total study area. Both plans presented are based upon the forecast year 2000 resident population levels for the Village and village study area as set forth in Chapter II of this report, as well as on the land use development objectives, principles, and standards set forth in Chapter III of this report.

RECOMMENDED LAND USE PLAN FOR THE STUDY AREA

The recommended land use plan for the Village of Eagle study area is shown in graphic summary form on Map 32. The map indicates both those areas in which urban development now exists and those areas in which such development may be permitted and encouraged in accordance with the stated land use development objectives, principles, and standards set forth in Chapter III. Table 24 presents a summary of existing 1980 and recommended design year 2000 land use in the study area. As already noted, the recommended plan for the study area is based upon a forecast resident population of about 4,000 persons.

Residential Land Uses

Those areas recommended in the plan for residential use, as shown on Map 32, and as set forth in Table 24, total about 1,357 acres. The plan map identifies

Table 24

**SUMMARY OF EXISTING AND RECOMMENDED LAND USE
IN THE VILLAGE OF EAGLE STUDY AREA: 1980-2000**

Land Use Category	Existing Land Use			Plan Increment 2000		Planned Land Use 2000		
	Acres	Percent of Subtotal	Percent of Total	Acres	Percent Increase	Acres	Percent of Subtotal	Percent of Total
Urban								
Residential.....	809.0	47.0	3.5	548.0	67.7	1,357.0	55.5	5.9
Commercial.....	28.0	1.6	0.1	17.0	60.7	45.0	1.8	0.2
Industrial.....	12.0	0.7	-- ^a	55.0	458.3	67.0	2.7	0.3
Transportation and Utilities...	646.0	37.5	2.8	61.0	9.4	707.0	28.9	3.0
Governmental and Institutional..	28.0	1.6	0.1	--	--	28.0	1.1	0.1
Recreational.....	199.0	11.6	0.9	45.0 ^b	22.6	244.0	10.0	1.1
Subtotal	1,722.0	100.0	7.4	726.0	42.2	2,448.0	100.0	10.6
Rural								
Primary Environmental Corridor.....	9,854.0	45.9	42.5	--	--	9,854.0	47.4	42.5
Other Environmentally Significant Lands.....	449.0	2.1	1.9	--	--	449.0	2.2	1.9
Prime Agricultural Lands.....	8,234.0	38.3	35.5	--	--	8,234.0	39.7	35.5
Other Open Lands.....	2,937.0	13.7	12.7	- 726.0	- 3.3	2,211.0	10.7	9.5
Subtotal	21,474.0	100.0	92.6	- 726.0	- 3.3	20,748.0	100.0	89.4
Total	23,196.0	--	100.0	--	--	23,196.0	--	100.0

^aLess than 0.1 percent.

^bThe undeveloped Town of Eagle park site.

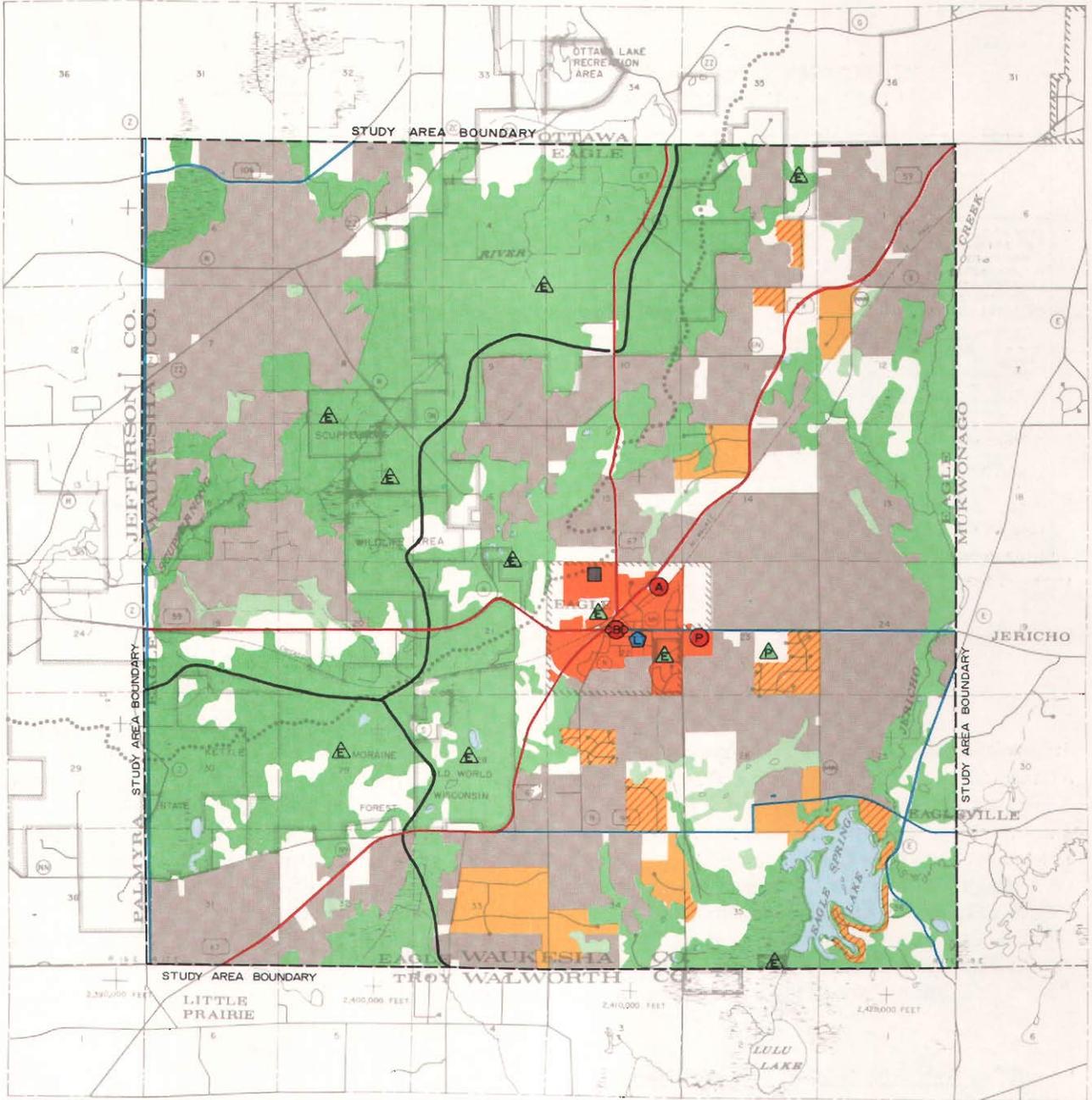
Source: SEWRPC.

in yellow those areas recommended for suburban residential development at a density of from 0.2 to 0.6 dwelling unit per net residential acre, or from 1.6 to 5.0 acres per dwelling unit. The plan map identifies in yellow with an orange stripe those areas recommended for low-density residential development at a density of from 0.7 to 2.2 dwelling units per net residential acre, or from 0.45 to 1.4 acres per dwelling unit. The plan map identifies in orange, those areas recommended for medium-density urban development at a density of from 2.3 to 6.9 dwelling units per net residential acre, or from 6,320 to 18,940 square feet of lot area per dwelling unit. These medium-density residential areas are all located in and around the Village of Eagle.

Commercial and Industrial Land Uses

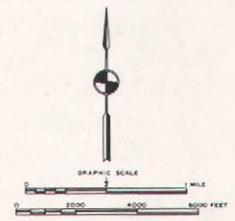
The red circles on Map 32 identify two community-oriented commercial retail and service areas located within the study area. One of these areas is the existing Village of Eagle central business district and the other is a shopping center proposed to be located on the eastern portion of the Village. These two commercial areas together with other scattered existing commercial areas total about 45 acres of net commercial area. The third commercial area shown on Map 32 by the symbol located at the northeast end of the Village is an alternate site should the area designated for community commercial development not develop for that purpose. A newly proposed area for community industrial development is indicated by the grey square located on the north side of the village proper. Existing, as well as proposed, industrial development in the study area would total about 67 acres of net industrial area.

RECOMMENDED LAND USE PLAN FOR THE VILLAGE OF EAGLE STUDY AREA: 2000



LEGEND

- | | |
|---|--|
|  SUBURBAN RESIDENTIAL DEVELOPMENT
(0.2 TO 0.6 DWELLING UNIT PER NET RESIDENTIAL ACRE) |  SECONDARY ENVIRONMENTAL CORRIDOR AND OTHER ENVIRONMENTAL CORRIDOR AND OTHER ENVIRONMENTALLY SIGNIFICANT LAND |
|  LOW-DENSITY URBAN DEVELOPMENT
(0.7 TO 2.2 DWELLING UNITS PER NET RESIDENTIAL ACRE) |  PRIME AGRICULTURAL LAND |
|  MEDIUM-DENSITY URBAN DEVELOPMENT
(2.3 TO 6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE) |  OTHER AGRICULTURAL AND RURAL LAND |
|  COMMUNITY RETAIL AND SERVICE CENTER
CBD EXISTING CENTRAL BUSINESS DISTRICT
P PROPOSED
A ALTERNATE PROPOSED |  GOVERNMENTAL AND INSTITUTIONAL
L LIBRARY |
|  COMMUNITY INDUSTRIAL |  WATER |
|  PARK
E EXISTING
P PROPOSED | ARTERIAL STREET AND HIGHWAY SYSTEM |
|  PROPOSED RECREATION CORRIDOR (TRAIL) |  STATE TRUNK HIGHWAY (NONFREEWAY) |
|  PRIMARY ENVIRONMENTAL CORRIDOR |  COUNTY TRUNK HIGHWAY |



Source: SEWRPC.

Park, Recreational, and Open Space Land Uses

The park and related open space uses shown on the study area plan map are based upon recommendations contained in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin, and SEWRPC Community Assistance Planning Report No. 27, A Park and Open Space Plan for the Town of Eagle. Based upon these studies, there is a need for some additional local park and open space sites and facilities in the Eagle study area. The park, outdoor recreation, and open space plan for the Town of Eagle is shown in graphic summary form on Map 5 in Chapter I of this report. Map 32 indicates in more generalized form the recommended park, outdoor recreation, and open space land uses in the study area. The plan contains the following five major recommendations regarding park, outdoor recreation, and open space uses in the study area:

1. The preservation of all remaining primary environmental corridor lands in the study area. These corridors are indicated by the dark green areas on the plan map, and would total 9,854 acres, or 42 percent of the study area. Estate-type residential development on parcels of land five acres or greater in size may be permitted in the upland portions of these corridors without adversely affecting the ecological functions of the corridors.
2. It is recommended that all sites of historic and other cultural significance in the Eagle study area be preserved. In particular, it is recommended that all sites listed on the National Register of Historic Places--the Christian Turck House, the Koepsel House, and the Ahira R. Hinkley House--be preserved and that adequate open space be provided surrounding each of these historic buildings.
3. It is recommended that all significant wetlands, prairies, groundwater recharge areas, and wildlife habitat areas which lie outside the delineated primary environmental corridors also be preserved in essentially natural open uses. In particular, the groundwater recharge areas and those prairie remnants lying adjacent to the Chicago, Milwaukee, St. Paul & Pacific railroad right-of-way should be maintained in natural, open uses.
4. It is recommended that the existing 45-acre park site owned by the Town and located in Section 23 be developed as a town park. Under this proposal, community facilities such as picnic areas, softball diamonds, and other playfield areas, as well as appropriate support facilities such as parking areas and rest rooms, would be provided.
5. It is recommended that a recreational trail traversing lands between the Jericho Creek primary environmental corridor proposed for acquisition by the County and the recreation corridor proposed to be provided within the Kettle Moraine State Forest-Southern Unit be reserved and developed. This trail facility would make the town park more accessible to residents and would provide a link between state- and county-owned recreational lands, forming a 14-mile loop in the southern portion of the Town of Eagle and the northern portion of the Town of Troy in Walworth County.

It should be noted that the Chicago, Milwaukee, St. Paul & Pacific Railroad right-of-way between the City of Waukesha and the City of Milton Junction in Rock County has been considered for abandonment. This right-of-way traverses lands in the Town of Eagle and, if abandoned, should be considered for use as a recreational trail. The Town of Eagle Park Commission, in response to a survey by the Wisconsin Department of Transportation concerning potential alternative uses of this right-of-way, should its use for railway service be abandoned, has recommended that the Wisconsin Department of Natural Resources acquire the property for use as a recreational trail.

Prime Agricultural Lands and Other Rural Lands

Prime agricultural lands, as defined in Chapter II, comprise a total of about 8,234 acres of land, or about 36 percent of the total study area. Prime agricultural lands are designated in light brown on plan Map 32. These lands generally consist of parcels of land 35 acres or larger in size, and are covered by soils which are potentially well suited for the production of food and fiber. These lands should be retained in agricultural use.

The area shown in white on plan Map 32 represents other rural lands which are generally agricultural but may be covered by less productive soils, or may be held in parcels of less than 35 acres in area. Portions of these areas shown in white can be used for estate-type residential development on lots five acres or greater in size. The most important site-specific factors related to the establishment of such development are soil limitations for the use of onsite sewage disposal systems.

Transportation System Development

An efficient arterial street and highway network provides the necessary means of access from both rural and urban areas to supporting service, employment, recreation, and cultural centers. It is essential, therefore, that land use development be designed to protect the efficiency of the arterial street and highway system and to utilize that system as fully as practicable. Transportation system plans should also work to minimize street and highway improvement costs as well as the level of disruption new transportation improvements may cause to existing development.

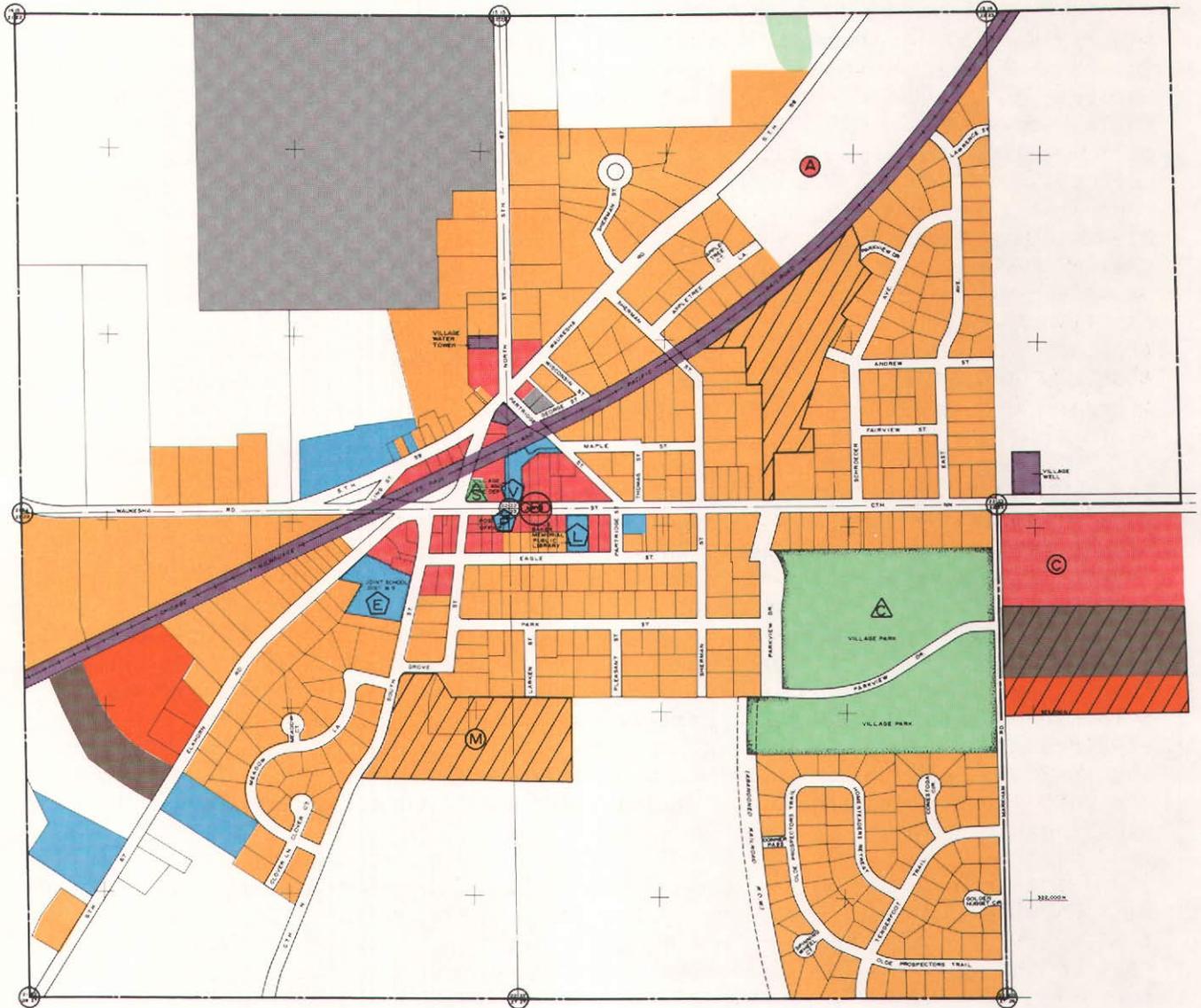
The arterial highway network required to serve probable future traffic demands in the study area to the year 2000 is also shown on Map 32. The arterial network set forth on the plan map is identical to that proposed in the adopted regional transportation system plan as shown on Map 3 and Map 31. Recommended cross-sections for these arterial streets and highways are shown in Figure 4.

THE RECOMMENDED PLAN FOR THE VILLAGE OF EAGLE

The recommended land use plan for the Village of Eagle was prepared, as stated earlier, to accommodate a forecast resident population for the Village proper of about 1,400 persons for the year 2000, an increase of about 500 persons, or 47 percent over the 1980 figure. The recommended land use plan for the Village of Eagle is shown on Map 33. The map indicates both those areas in the Village in which urban development now exists and those areas in which such development may be permitted and encouraged in accordance with the land use development

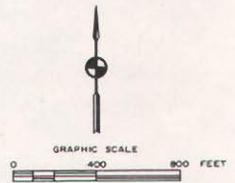
Map 33

RECOMMENDED LAND USE PLAN FOR THE VILLAGE OF EAGLE: 2000



LEGEND

- | | |
|---|---|
|  SINGLE-FAMILY RESIDENTIAL (0.1-2.9 DWELLING UNITS PER NET RESIDENTIAL ACRE) |  UTILITIES AND RAILROAD |
|  TWO-FAMILY RESIDENTIAL (3.0-4.3 DWELLING UNITS PER NET RESIDENTIAL ACRE) |  PARK AND RECREATIONAL
C COMMUNITY PARK
S SPECIAL PURPOSE PARK |
|  MULTI-FAMILY RESIDENTIAL (4.4-8.7 DWELLING UNITS PER NET RESIDENTIAL ACRE) |  ISOLATED NATURAL AREA |
|  GOVERNMENTAL AND INSTITUTIONAL
E ELEMENTARY SCHOOL
P POST OFFICE
V VILLAGE AND TOWN HALL AND FIRE STATION
L LIBRARY |  AGRICULTURAL AND OTHER OPEN LAND |
|  COMMERCIAL
CBD CENTRAL BUSINESS DISTRICT
C COMMUNITY
A ALTERNATE PROPOSED |  LAND TO BE DEVELOPED FOR RESIDENTIAL USE AFTER 1990 |
|  INDUSTRIAL |  ALTERNATIVE SITE FOR MULTI-FAMILY HOUSING |



Source: SEWRPC.

objectives, principles, and standards set forth in Chapter III. Table 25 presents a summary of existing 1980 and recommended design year 2000 land uses in the Village.

Residential

New residential development is proposed to occur primarily through the infilling of existing vacant platted residential lots. As indicated in Table 1 of Chapter II, of the 173 residential subdivision lots created in the Village of Eagle between 1925 and 1980, 90 are still vacant representing about 52 percent of the total number of subdivision lots platted, and about 36 net acres of potential residential land. The residential areas shown in yellow on Map 33 represent single-family dwelling development at densities ranging from 0.1 to 2.9 dwelling units per net acre; those areas shown in orange represent two-family dwelling development at densities ranging from 3.0 to 4.3 dwelling units per net acre; and those areas shown in brown represent multifamily residential development at densities ranging from 4.4 to 8.7 dwelling units per acre. All together, approximately 238 net acres, representing an increase of about 82 net acres, or 53 percent, over the 1980 level, are recommended to be provided in the Village in residential use by the year 2000, as indicated in Table 25.

The infilling of vacant platted residential land in the Village proper with single-family dwelling uses, as well as the very limited extension of existing single-family residential areas into undeveloped areas of the Village, would result in an increase in area devoted to single-family dwelling use of 60 net acres by the year 2000, including the 36 acres of vacant platted subdivision lots existing in the Village in 1980. Two-family dwelling uses are shown to be located on the west side of the Village between Elkhorn Road (STH 67) and the Chicago, Milwaukee, St. Paul & Pacific Railroad right-of-way and on the east side of the Village along Markham Road and south of Main Street (CTH NN), representing a total increase in two-family dwelling uses of 10.5 net acres by the year 2000. Multifamily dwelling development is proposed for two areas on the west and east sides of the Village contiguous to the proposed two-family dwelling land uses.

An alternative multifamily residential area is shown on the south side of the Village along CTH N as requested by the Village Plan Commission. These multifamily residential land uses would occupy about 12.2 acres, or about 1.7 percent of the total village area. Areas to be developed for residential use after the year 1990 are shown on Map 33 in order to stage the growth of the Village and to assist in the infilling of the abundance of vacant platted residential subdivision lots currently available in the Village.

Commercial

In 1980, about four acres of land in the Village were in commercial use and these commercial uses were located in the village central business district. Based upon Table 23 of Chapter IV, the Village will require an additional 17 net acres of commercial development for the year 2000, representing over a fourfold increase in commercial development. Due to the existing small lots in and around the central business district and also due to the developmental limitations of the soils in the existing central business district to accommodate private onsite sewage disposal systems, the Village Plan Commission

Table 25

**SUMMARY OF EXISTING AND RECOMMENDED LAND USE
IN THE VILLAGE OF EAGLE: 1980-2000**

Land Use Category	Existing Land Use: 1980		Plan Increment 1980-2000		Planned Land Use: 2000	
	Acres	Percent of Total	Acres	Percent Increase	Acres	Percent of Total
Urban						
Residential						
Single-Family.....	155.1	22.1	60.0 ^c	38.7 ^c	215.1 ^c	30.7 ^c
Two-Family.....	--	--	10.5	--	10.5	1.5
Multifamily.....	0.2	--	11.9	595.0	12.2	1.7
Under Development.....	36.0	5.1	--	--	--	--
Subtotal	191.3	27.2	82.4	53.1	237.8	33.9
Retail Sales and Service	4.0	0.6	17.0	425.0	21.0	3.0
Industrial	0.7	0.1	55.0	785.7	55.7	7.9
Transportation and Utilities						
Arterial Street.....	18.1	2.6	--	--	18.1	2.6
Collector and Other Streets.....	48.4	6.9	9.9	20.5	58.3	8.3
Utilities and Other ^a	13.9	2.0	--	--	13.9	2.0
Subtotal	80.4	11.5	9.9	--	90.3	12.9
Governmental and Institutional	12.9	1.8	--	--	12.9	1.8
Recreational ^b						
Public.....	31.6	4.5	--	--	31.6	4.5
Private.....	--	--	--	--	--	--
Subtotal	31.6	4.5	--	--	31.6	4.5
Urban Land Use Subtotal	284.9	40.6	164.3 ^c	66.0	449.3	64.1
Rural						
Natural Areas						
Water.....	--	--	--	--	--	--
Wetlands.....	--	--	--	--	--	--
Woodlands.....	12.5	1.8	12.5	1.8	12.5	1.8
Subtotal	12.5	1.8	12.5	1.8	12.5	1.8
Agricultural and Other Open Lands...	367.2	52.4	- 128.4	- 35.0	238.8	34.1
Farmsteads.....	--	--	--	--	--	--
Subtotal	367.2	52.4	- 128.4	- 34.9	238.8	34.1
Rural Land Use Subtotal	379.7	54.2	- 115.9	- 30.5	251.3	35.9
Total	700.6	100.0	--	--	700.6	100.0

^a Includes off-street parking areas.

^b Includes only areas used for intensive outdoor recreation activities.

^c Includes the 36 acres of residential land under development in 1980.

Source: SEWRPC.

concluded that additional development in the existing central business district of the Village should be of a limited nature. Consequently, an additional commercial area is required outside the existing central business district in order to accommodate the forecast commercial land use needs.

The recommended land use plan for the Village, as shown on Map 33, proposes use of an 11.5 acre parcel of land located at the southeast corner of the intersection of Main Street (CTH NN) and Markham Road as a community commercial center. An alternate site for this community commercial center was also selected by the Plan Commission and is located at the northeast corner of the Village between Waukesha Road (STH 59) and the Chicago, Milwaukee, St. Paul & Pacific Railroad right-of-way. The recommended land use plan also allocates an additional 5.5 acres of commercial land use to the existing central business district area.

Industrial

During the planning period, an additional 13 acres of industrial land may be expected to be required. This represents a significant increase over the existing 0.7 acre of industry-related land uses in the Village in 1980. The additional acreage requirement is based upon a development standard of 12 acres of industrial land use for each 100 industrial employees.

In 1981, the Village of Eagle Plan Commission designated a 55.2 acre parcel of land on the north side of the Village located west of North Street (STH 67) for industrial park purposes. Approximately 28 acres of this proposed industrial park, or about 50 percent of the park area, are to accommodate the proposed construction of the Generac Corporation Plant.

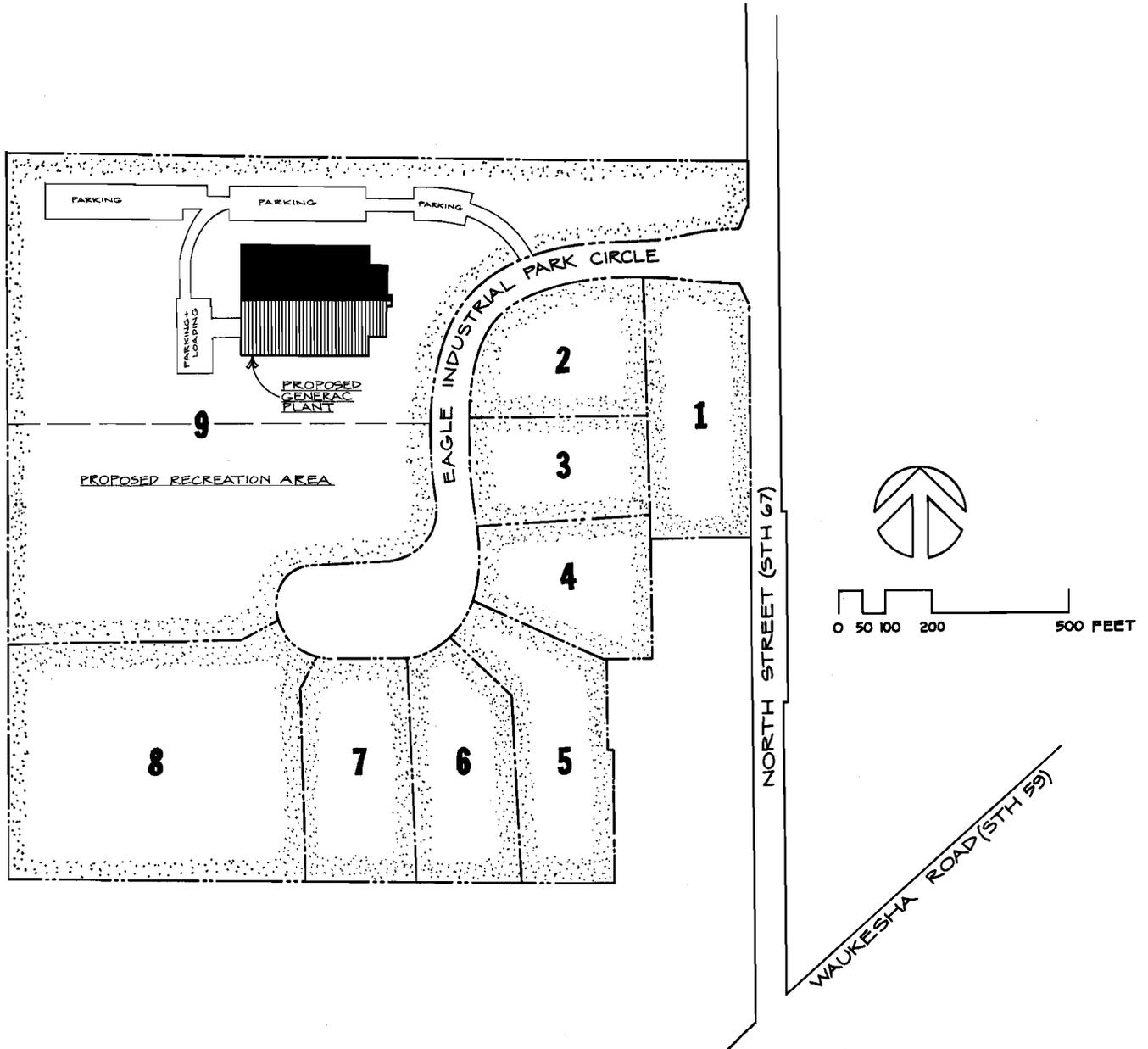
Preliminary site plans for this proposed industrial park were brought before the Village Plan Commission in 1981 and are shown in Figure 5. The acreage of this tract of land is greater than the anticipated year 2000 land use needs for industrial growth; however, the balance of this parcel of land may accommodate industrial land use needs past the planning period of the year 2000. The location of the proposed industrial park on the north side of the Village is a good location since it decreases its exposure to residential land uses, provides ready access to arterial highway facilities, and provides an opportunity for industrial growth to take place in a planned industrial park rather than being scattered throughout the Village in less desirable locations. The parking lots to service the industrial park are intended to be effectively landscaped and visually screened from abutting streets and land uses through the use of a combination of earth berming and landscape planting materials as shown in Figure 6.

Governmental, Institutional, Recreational, and Open Space

No significant governmental, institutional, recreational, or open space land use needs are foreseen for the village proper during the planning period. With the exception of the need for a new library facility to serve both the Town and Village of Eagle as discussed in Chapter IV. The library facility should be located within or near the central business district and should be approximately 1,940 square feet in size to serve the existing 1980 needs of the Village and should also be expandable to about 2,800 square feet in area to service the forecast year 2000 needs of the Eagle study area.

Figure 5

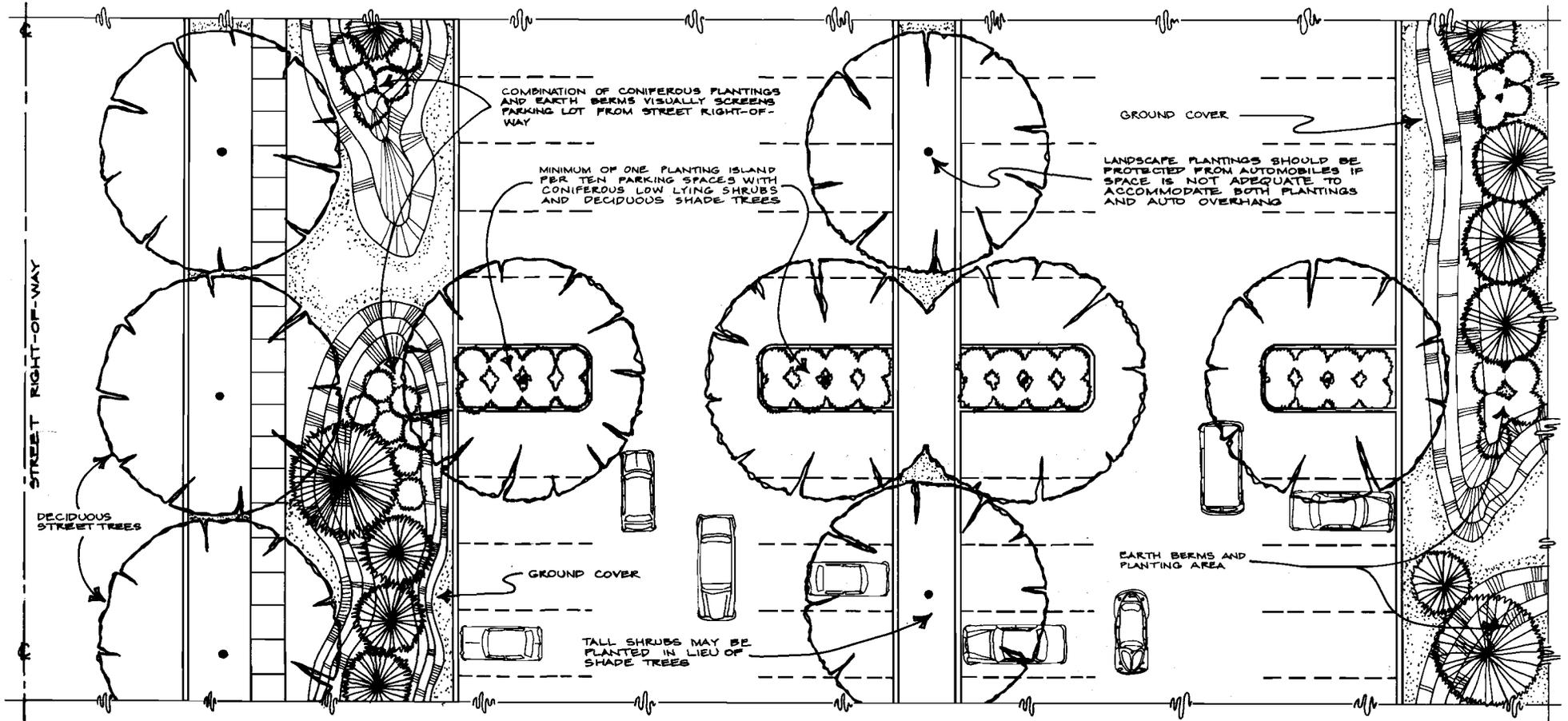
PROPOSED VILLAGE OF EAGLE INDUSTRIAL
PARK SITE PLAN DESIGN SKETCH



Source: The Cornerstone Group, The Generac Corporation, and SEWRPC.

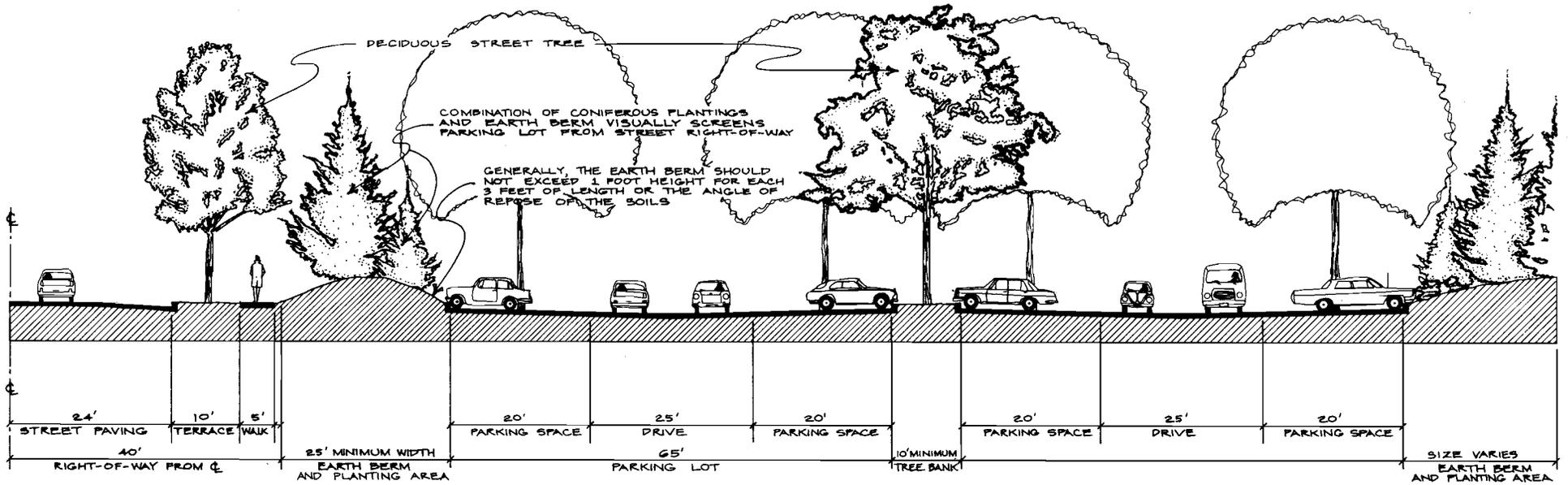
Figure 6

EFFECTIVE LANDSCAPING OF THE PROPOSED EAGLE INDUSTRIAL PARK AUTOMOBILE PARKING LOTS



PLAN

Figure 6 (continued)



SECTION

Source: SEWRPC.

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Chapter VI

PLAN IMPLEMENTATION

INTRODUCTION

The recommended land use plan described in Chapter V of this report provides a design for the attainment of the community land use development objectives set forth in Chapter III of this report. In a practical sense, however, the plan is not complete until the steps to implement that plan are specified. After formal adoption of the land use plan, realization of the plan will require faithful, long-term dedication to the underlying objectives by the village officials concerned with its implementation. Thus, the adoption of the plan is only the beginning of a series of required actions necessary to achieve the objectives expressed in this report. The plan should be used as a guide for making decisions concerning land development in the Village and the village extraterritorial plat approval jurisdiction. Adjustments to the plan should be made as required by changing conditions. Consequently, one of the important tasks of plan implementation is a periodic reevaluation and reexamination of the plan to ensure that it continues to properly reflect current conditions. It is recommended that this reevaluation and reexamination of the plan take place on an annual basis, or more frequently if warranted by changing conditions.

Attainment of the recommended land use plan for the village study area will require some changes in the development policies of the Village. Since the maintenance of the present character of the study area is dependent to a considerable extent upon the preservation and protection of the natural resource base, the density of new development should be carefully regulated to ensure that new development at urban densities--greater than 0.7 dwelling unit per net residential acre or 1.4 acres per dwelling unit--is confined to those areas where urban services can be readily and economically provided. Those areas are shown on Map 32, presented in Chapter V.

Development requiring the conversion of the best remaining agricultural lands to urban use; the intrusion of incompatible uses into primary environmental corridors, secondary environmental corridors, and other environmentally significant lands by urban development, the draining and filling of wetlands, or the grading of hilly wooded sections of the study area, should be avoided. These policies are central to a sound development strategy for the study area. In fact, the effectiveness of many of the more specific recommendations made in this report will be lost if these policies are ignored or greatly compromised. Development policies and practices which respect the limitations of the natural environment will, in the long term, preserve the overall quality of the environment in the Village and study area, avoid the creation of serious and costly environmental and developmental problems, and avoid the need to provide costly urban facilities and services over an ever-widening area. Any residential development in the remainder of the study area should be permitted only on rural estate-size lots of five acres or larger in order to preserve the rural character and setting of the area. The soils maps presented in Chapter II of this report should be carefully reviewed by the Village prior to the approval of any additional land subdivisions or certified survey maps within the extraterritorial plat approval jurisdiction of the Village.

Attainment of the recommended land use plan for the Village proper will not only require changes in certain development policies of the Village, but also the introduction of some, and modification of other, plan implementation instruments. Revisions to and updating of the existing subdivision control ordinance should be accomplished so that this ordinance can contribute effectively to plan implementation. All proposed subdivision plats and certified survey maps in both the Village as well as the village's extraterritorial plat approval jurisdiction should be carefully reviewed for conformance with the plan and plan objectives. The new village zoning ordinance adopted on March 16, 1983, protects desirable current land uses and makes zoning a more effective tool for implementing the plan. All rezoning applications should be carefully reviewed with respect to their relationship to the adopted land use plan. An official map should be prepared and adopted to implement the plan as it relates to streets, highways, parkways, parks, and playgrounds.

PUBLIC INFORMATIONAL MEETINGS AND HEARING

Although the Wisconsin Statutes do not require local plan commissions to hold public hearings on proposed plans prior to adoption, it is nevertheless recommended that, in order to provide for, and promote, active citizen participation in the planning process, the Village Plan Commission hold one or more public informational meetings and a formal public hearing to acquaint residents and landowners with all details of the proposed plan and to solicit public reactions to the plan proposals. The plan should be modified to incorporate any sound and desirable new ideas which may be advanced at the informational meetings and hearing. Accordingly, on October 21, 1982, and on January 20, 1983, public hearings were held on the plan before the Village Plan Commission. Ideas expressed at these public hearings were incorporated into the plans presented in Chapter V.

LAND USE PLAN ADOPTION

An important step in plan implementation is the formal adoption of the land use plan, as documented herein, by the Village Plan Commission, and certification of the adopted land use plan to the Village Board, pursuant to state enabling legislation. Upon adoption, the land use plan becomes the official guide to the making of development decisions by village officials. Resolutions for plan adoption are set forth in Appendices B and C. Once the plan is adopted, the Village can draw upon a number of legal and administrative tools to assist in plan implementation. The land use plan was adopted by the Village Plan Commission on January 27, 1983, and adopted by the Village Board on February 3, 1983.

THE ZONING ORDINANCE

Following adoption of the land use plan as set forth in this report by the Village Plan Commission and certification to the Village Board as provided by Section 61.35 of the Wisconsin Statutes, the Village Plan Commission and Village Board should act to amend the village zoning ordinance and zoning district map to bring the ordinance and map into conformance with the proposals advanced in the adopted land use plan. Of all the land use implementation devices presently available to communities in Wisconsin perhaps the most

important and most versatile is the zoning ordinance. Map 34 shows the recommended zoning district boundaries required to implement the plan, and Table 26 provides an outline of the recommended zoning districts and the respective district regulations.

General Agricultural District

The new General Agricultural District is intended to preserve prime agricultural lands in the Village historically utilized for crop production and the raising of livestock. The district is further intended to prevent the premature conversion of agricultural land to residential, commercial, and industrial uses. Minimum parcel size in this district is 35 acres. These areas are shown on Map 34 and are based upon land use plan Maps 32 and 33.

Limited Agricultural District

The new Limited Agricultural District is intended to provide for the continuation of general farming and related uses in those areas of the Village that are not yet committed to urban development. It is further intended for this district to protect lands contained therein from urban development until an orderly transition into urban-oriented districts is required. Minimum parcel size in this district is to be 10 acres.

Single-Family Residence District

Three single-family residential districts are contained in the new zoning ordinance. Each of the three districts requires a minimum lot size of 15,000 square feet. However, each of the three districts has a different minimum house size requirement--the RS-1 District provides for a minimum house size of 1,500 square feet; the RS-2 District provides for a minimum house size of 1,200 square feet; and the RS-3 District provides for a minimum house size of 1,000 square feet. All single-family residential districts are intended to be served by private onsite soil absorption sewage disposal systems and public water supply facilities.

Two-Family Residence District

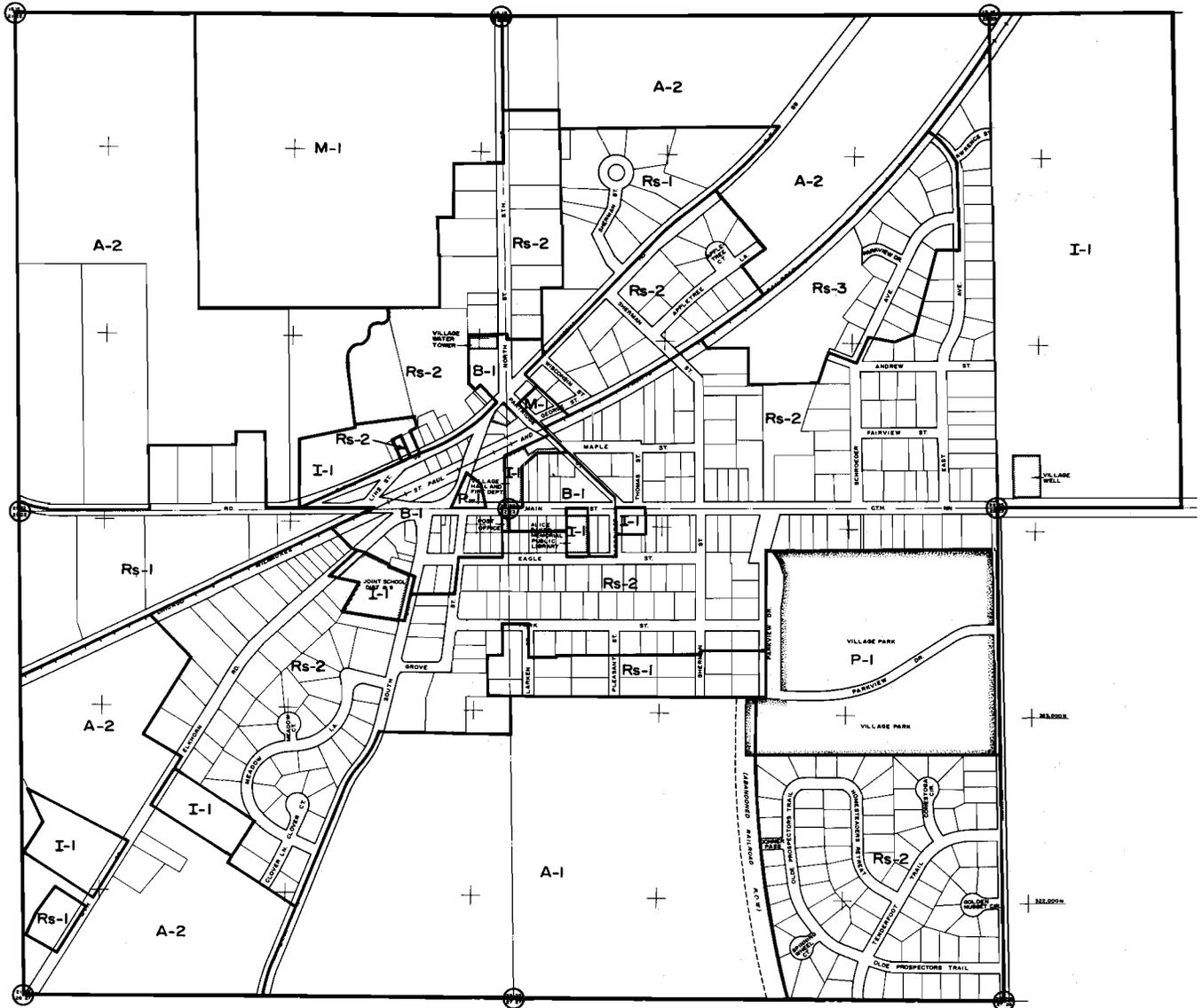
One two-family residence district is provided. The district, the RD-1, provides for a minimum lot size of 20,000 square feet. This district is intended to be served by private onsite soil absorption sewage disposal systems and public water supply facilities.

Multifamily Residence District

One multifamily residence district is provided. The RM-1 District is intended for multifamily dwellings not to exceed an overall density of 8.7 dwelling units per net acre, or with a minimum lot area of 5,000 square feet per one-bedroom dwelling unit, and a minimum lot size of 30,000 square feet. This district is intended to be served by private onsite soil absorption sewage disposal systems and public water supply facilities.

Map 34

RECOMMENDED ZONING MAP FOR THE VILLAGE OF EAGLE



LEGEND

- | | | | |
|------|---------------------------------------|-----|--------------------------------|
| — | EXISTING PROPERTY BOUNDARY LINE: 1982 | B-1 | CENTRAL BUSINESS DISTRICT |
| — | ZONING DISTRICT BOUNDARY | M-1 | LIMITED MANUFACTURING DISTRICT |
| A-1 | GENERAL AGRICULTURAL DISTRICT | I-1 | INSTITUTIONAL DISTRICT |
| A-2 | LIMITED AGRICULTURAL DISTRICT | P-1 | PARK DISTRICT |
| Rs-1 | SINGLE-FAMILY RESIDENCE DISTRICT | | |
| Rs-2 | SINGLE-FAMILY RESIDENCE DISTRICT | | |
| Rs-3 | SINGLE-FAMILY RESIDENCE DISTRICT | | |

Source: SEWRPC.

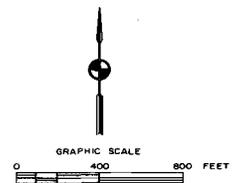


Table 26

**SUMMARY OF RECOMMENDED ZONING
DISTRICTS FOR THE VILLAGE OF EAGLE**

District	Minimum Lot Size			Minimum Building Size			Minimum Front Yard (feet)	Minimum Side Yard (feet)	Minimum Rear Yard (feet)	Maximum Height (feet)
	Lot Area (square feet except as noted)	Area per Family (square feet except as noted)	Lot Width at Building Line (feet)	Total Area (square feet)	Area per Family (square feet)	First Floor Area (square feet)				
A-1 General Agricultural	35 acres	35 acres	330	1,000	1,000	--	75	25	50	90
A-2 Limited Agricultural	10 acres	10 acres	330	1,000	1,000	--	50	25	50	90
RS-1 Single-Family Residential	15,000	15,000	100	1,500	1,500	800	35	10	25	35
RS-2 Single-Family Residential	15,000	15,000	100	1,200	1,200	600	35	10	25	35
RS-3 Single-Family Residential	15,000	15,000	100	1,000	1,000	500	35	10	25	35
RD-1 Two-Family Residential	20,000	10,000	100	1,800	900	900	35	10	25	35
RM-1 Multifamily Residential	30,000	Multifamily One-bedroom unit--5,000 Two-bedroom unit--6,000 Three-bedroom unit--7,000	120	--	Efficiency--350 One-bedroom unit--550 Two-bedroom unit--700 Three-bedroom unit--900	1,000	35	20	25	35
B-1 Central Business District	1,300	--	25	--	--	--	--	--	--	35
B-2 Community Business District	20,000	--	100	--	--	--	35	10	25	35
M-1 Limited Manufacturing	40,000	--	150	--	--	--	35	10	25	45
M-2 General Manufacturing	40,000	--	150	--	--	--	35	25	25	45
I-1 Institutional	20,000	--	100	--	--	--	35	10	25	35
P-1 Park	--	--	--	--	--	--	25	40	40	35
C-1 Conservancy	--	--	--	--	--	--	--	--	--	--

Business Districts

The B-1 Central Business District is intended to provide for the orderly continuation of the traditional central business district on existing lots in the Village of Eagle. The business activities in this district are of a general nature and are characterized by on-street parking.

The B-2 Community Business District is intended to provide for individual or small groups of retail and customer service establishments. This type of district is generally located away from the traditional central business district and provides such amenities as increased open space and off-street parking and loading facilities.

Manufacturing Districts

The M-1 Limited Manufacturing District is intended to provide for manufacturing, industrial, and related uses of a limited nature and size in situations where such uses are located in basic industrial groupings and also where the relative proximity to other uses requires more restrictive regulations.

The M-2 General Manufacturing District is intended to provide for manufacturing and industrial development of a more general and less restrictive nature than the M-1 Limited Manufacturing District in those areas where the relationship to surrounding land use would create fewer problems of compatibility and would not normally abut directly upon residential districts.

Institutional District

The I-1 Institutional District is intended to eliminate the ambiguity of maintaining, in unrelated use districts, areas which are under public or public-related ownership and where the use for public purpose is anticipated to be permanent.

Park District

The P-1 Park District is intended to provide for areas where the open space and recreational needs, both public and private, of the citizens can be met without undue disturbance of natural resources and adjacent uses.

Conservancy District

The C-1 Conservancy District is intended to be used to prevent destruction of valuable natural or man-made resources and to protect areas that are not adequately drained, or which are subject to periodic flooding, where development would result in hazards to health or safety, or would deplete or destroy natural resources or be otherwise incompatible with the public welfare. This also includes woodland, wetlands and wildlife habitat areas, and areas of steep slopes.

The recommended zoning districts, zoning map, and zoning ordinance must be administered by the village officials concerned through sound, intelligent administrative actions. It is of extreme importance that the intent of the various zoning districts and regulations set forth not be subverted by poor administration or by capricious actions. If the Village approves too many petitions for zoning changes which are counter to the policies of the land use plan as adopted, the zoning could ultimately damage the public welfare it is intended to serve. If the quasi-judicial Zoning Board of Appeals of the Village grants excessive variances, this could also endanger rather than promote sound community development. Consistency of Village Plan Commission and Village Board actions on zoning matters and enforcement of the penalty provisions of the zoning ordinance when a violation occurs assists in sound community development.

OFFICIAL MAPPING

Following adoption of the land use plan for the Village of Eagle, existing and proposed streets, highways, parks, parkways, and playgrounds shown on the plan map should be incorporated into an official map for the Village and surrounding area. Sections 61.35 and 62.23(6) of the Wisconsin Statutes provide that the Village Board of any village may establish an official map for the precise designation of right-of-way lines and site boundaries of streets, highways, parkways, parks, and playgrounds. Such a map has all the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, and parkways, and the location and extent of existing and proposed parks and playgrounds. The Statutes further provide that the official map may be extended to include areas beyond the corporate limit lines but within the extraterritorial plat approval jurisdiction of the municipality.

The official map is intended to be used as a precise planning tool to implement the plans for streets, highways, parkways, parks, and playgrounds. One of the basic purposes of the official map is to prohibit the construction of buildings or structures and their associated improvement on land that has been designated for current or future public use. Furthermore, the official map is the only arterial street and highway system plan implementation device that operates in advance of land development on a communitywide basis and can thereby effectively assure the integrated development of the street and highway system. Unlike subdivision control which operates on a plat-by-plat basis, the official map, as one of the plan's implementation instruments, can operate over the entire Village and environs in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government's intention, to all parties concerned, well in advance of any actual improvements. It thereby avoids the altogether too common situation of development being undertaken without knowledge or regard for the long-range plan and thereby does much to avoid local resistance when plan implementation becomes imminent.

The Village Plan Commission and Village Board should act to prepare and, after public hearing, adopt an official map for the Village and its extraterritorial jurisdictional area. It should be noted that Wisconsin Statutes specifically provide that the approval of a subdivision plat by the Village Board constitutes an amendment to the official map, thus providing flexibility in its administration.

SUBDIVISION PLAT REVIEW AND REGULATION

Following adoption of the land use plan, the plan should serve as a basis for the review of preliminary plats and certified survey maps. Urban subdivisions should not be approved in areas recommended to remain in nonurban use unless the developer can fully justify changing the land use plan. Any such proposed departures from the land use plan should be carefully considered by the Village Plan Commission and should be made by that Commission only when it finds that such departures are warranted in the public interest. All urban subdivisions should be required to provide a full complement of urban services except public sanitary sewers.

Subdivision regulations, in the form of a village land division control ordinance, are vital tools for land use plan implementation. The Village can coordinate aspects of layout and design of private lands within the extra-territorial plat jurisdiction area to conform to the adopted land use plan through the use of these regulations.

As indicated in Chapter II, the village subdivision control ordinance is basically sound. Only some very minor changes would be in order. These changes are desirable since Chapter 236 of the Wisconsin Statutes has been altered subsequent to the enactment of the village ordinance to change the former 40-day preliminary plat review period granted to municipalities to 90 days, and to change the 20-day preliminary plat review period of an objecting authority to 30 days. The existing village subdivision control ordinance should be amended to reflect these changes as outlined and suggested in Appendix D of this report.

THE CAPITAL IMPROVEMENTS PROGRAM

A capital improvements program is simply a list of fundable major public improvements needed in a community over the next five years, arranged in order of preference, to assure that the improvements are carried out in priority of need and in accord with the community's ability to pay. Major public improvements in this respect include such items as streets, sanitary sewers, storm sewers, water mains, public buildings and parks, which together form the "urban infrastructure" required to support urban land use development and redevelopment. A capital improvements program is intended to promote well balanced community development without over emphasis 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. Needed land can be acquired in a timely fashion for projects and staged construction facilitated.

The general procedure for the preparation of a capital improvements program is as follows. An initial list of the improvements believed to be needed over the next five years is compiled. This list is then evaluated to determine the relative importance and desirability of each proposed improvement. This evaluation should initially be divorced completely from the issue of funding availability. Criteria which may be helpful in assigning an order of priority to the list of projects include: protection of life, maintenance of public health, protection of property, conservation of resources, maintenance of property, provision of essential public services, and reduction in operating costs.

When the relative need or desirability of the various proposed projects has been determined, that is when the list of projects has been arranged in priority order, the available financial resources of the community are analyzed, and the funds which may be expected to become available for the proposed improvements over the five-year period are determined. The projects are then selected and scheduled for construction in accordance with their priority order and the funds available. The first year of the five-year schedule is then recommended as the capital budget for the ensuing year and the recommended program given legislative consideration. At the end of the first year, the program is again reviewed; any new projects which appear to be needed are shifted in position in the schedule as new information may dictate; an additional year is added to replace the year completed; and the revised list of projects is again scheduled over the full period of the program. Thus, a carefully conceived public improvement program is always available and in readiness for use but with only one year of the program being actually committed at any time. Since, as the process becomes established, proposed projects are evaluated year after year before ultimately reaching actual authorization, a safeguard is provided against hasty or ill-conceived actions.

The plan for the physical development of the community should be the primary source of projects to be included in the initial list. However, this list may also include projects suggested by department heads, as well as by community and neighborhood groups. The Plan Commission is a logical agency to prepare the capital improvement program with the assistance of the community's finance officer.

The capital improvement program should be presented in a well-arranged tabular form listing projects in the proposed order of construction and in the order of year scheduled. The estimated cost of the proposed projects, together with resulting changes in operation and maintenance costs and financial charges should be shown. Where a project extends over more than one year, costs should be distributed accordingly. Proposed methods of financing should be indicated, and explanations regarding urgency of need provided. A financial summary sheet should be prepared showing the effect of the proposed program upon the finances of the community and particularly upon taxes.

SUMMARY

The land use plan implementation devices available to the Village include public informational meetings and hearings, land use plan adoption by the Village, zoning, official mapping, subdivision plat review, and capital improvements programming. All require a strong commitment by the village government to implementation of the village land use plan. There should be a strengthening of the planning and development review procedure in the Village to assure that all development proposals are properly evaluated against the land use plan recommendations contained herein. It is recommended that in these matters the Village either continue to seek and utilize the assistance from the Southeastern Wisconsin Regional Planning Commission or employ a private planning consultant for this purpose.

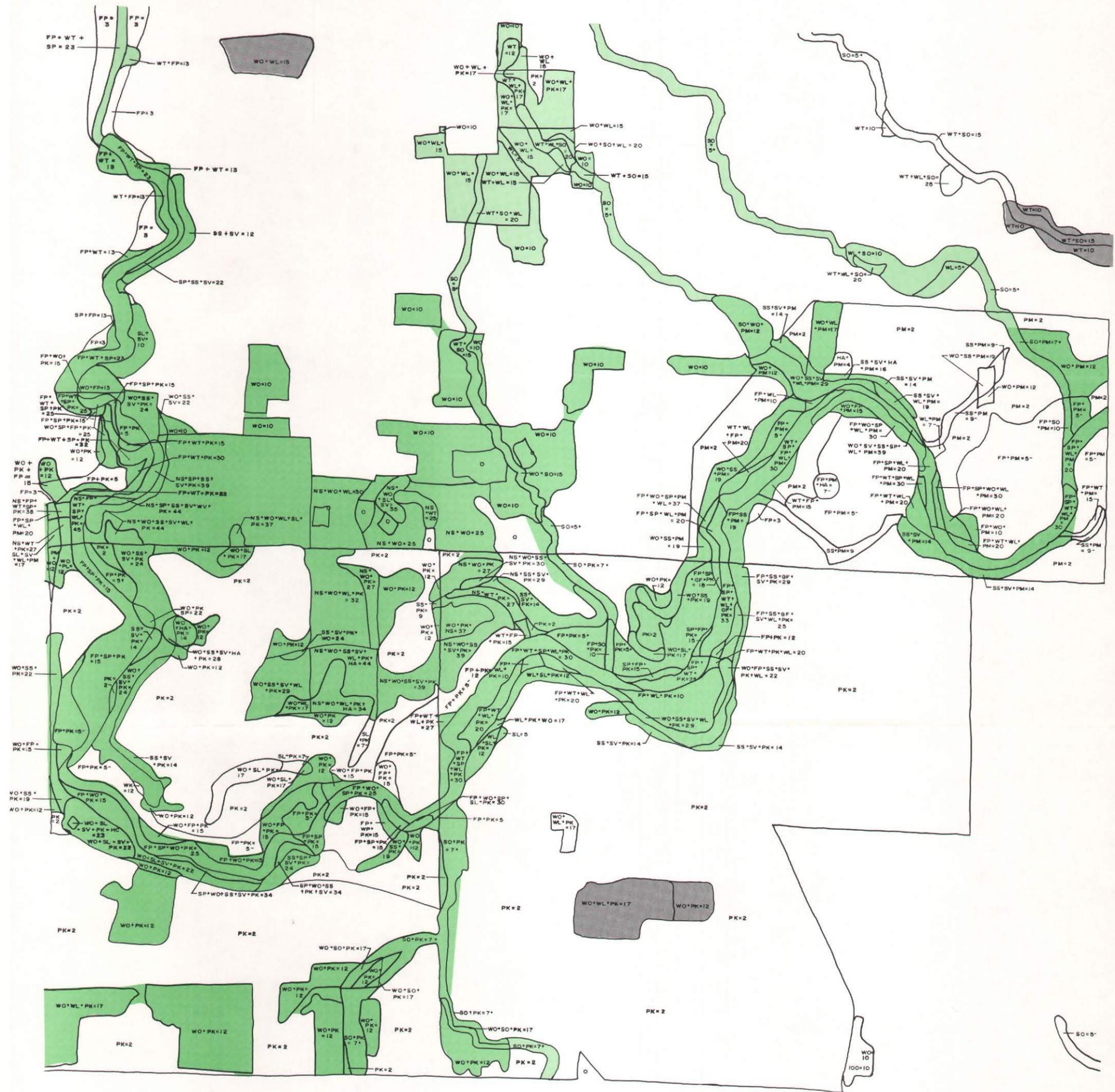
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APPENDICES

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Appendix A

SAMPLE DELINEATION OF PRIMARY ENVIRONMENTAL CORRIDOR, SECONDARY ENVIRONMENTAL CORRIDOR, AND OTHER ENVIRONMENTALLY SIGNIFICANT LANDS

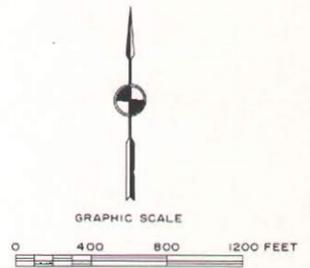


LEGEND

-  NATURAL RESOURCE AREA BOUNDARY
-  NATURAL RESOURCE IDENTIFICATION CODE
-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL AREA

Source: SEWRPC.

NOTE: This sample of corridor delineation map is of Section 1, 2, 11, and 12, Township 2 North, Range 22 East, Town of Somers, Kenosha County, Wisconsin. This sample is not located within the Village of Eagle study area and is shown only for illustrative purposes.



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Appendix B

VILLAGE PLAN COMMISSION RESOLUTION FOR ADOPTING THE VILLAGE OF EAGLE LAND USE PLAN

WHEREAS, THE VILLAGE OF EAGLE PURSUANT TO THE PROVISIONS OF SECTION 61.35 and 62.23 of the Wisconsin Statutes, has created a Village Plan Commission; and

WHEREAS, it is the duty and function of the Village Plan Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, to make and adopt a master plan for the physical development of the Village of Eagle; and

WHEREAS, the Village of Eagle requested the Southeastern Wisconsin Regional Planning Commission to prepare a land use plan for the Village, which includes:

1. Collection, compilation, processing, and analyses of various types of demographic, economic, natural resource, land use, and transportation and other materials pertaining to the Village.
2. A forecast of growth and change.
3. A land use and arterial street system plan map.
4. Suggested revisions to Village Ordinances for the implementation of the selected plan; and

WHEREAS, the aforementioned inventories, analyses, objectives, forecasts, land use plans, and implementing ordinance revisions are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 85, A Land Use Plan for the Village of Eagle: 2000, Waukesha County, Wisconsin.

WHEREAS, the Village Plan Commission considers the plan to be a valuable guide to the future development of the Village.

NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the Village of Eagle Plan Commission on the 27th day of January 1983, hereby adopts SEWRPC Community Assistance Planning Report No. 85 as a guide for the future development of the Village of Eagle with these amendments:

1. The conservancy or woodland district in the Northwestern portion of Land Use Maps be corrected to show agricultural and other open space.
2. The area known as P&H certified survey map and certified survey #3170 and the Nelson acquisition be corrected on the Land Use Maps to show single family residential to be developed between 1983 and the year 2000.
3. The Land Use Maps be corrected to include a library symbol for the proposed Alice Baker Memorial Library.

BE IT FURTHER RESOLVED that the Secretary of the Village of Eagle Plan Commission transmit a certified copy of this resolution to the Village Board of the Village of Eagle.

/s/ Ralph C. Raduechel, Chairman
Village of Eagle Plan Commission

ATTESTATION:

/s/ Ann Shea, Secretary
Village of Eagle Plan Commission

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Appendix C-1

VILLAGE PLAN COMMISSION TRANSMITTAL LETTER
AND RECOMMENDATION TO THE VILLAGE BOARD
FOR LAND USE PLAN ADOPTION

February 2, 1982

Eagle Village Board
Village of Eagle
Eagle, Wisconsin

Gentlemen:

At the regular meeting of the Eagle Village Plan Commission held on January 27, 1983 a motion was made, seconded and duly carried to transmit the resolution for adopting the Land Use Plan to the Eagle Village Board and recommend they adopt Plan Report #85 with those amendments specified on the Plan Commission resolution.

Yours truly,

/s/ Ann Shea

Ann Shea
Secretary
Eagle Village
Plan Commission

EVPC/as

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Appendix C-2

VILLAGE BOARD RESOLUTION FOR ADOPTING
THE VILLAGE OF EAGLE LAND USE PLAN

WHEREAS, the Village of Eagle pursuant to the provisions of Section 61.35 and 62.23(1) of the Wisconsin Statutes has created a Village Plan Commission; and

WHEREAS, the Village Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission, a plan for the physical development of the Village of Eagle and its environs, said plan embodied in SEWRPC Community Assistance Planning Report No. 85, A Land Use Plan for the Village of Eagle: 2000, Waukesha County, Wisconsin; and

WHEREAS, the Village Plan Commission did on the 27th day of January 1983, adopt SEWRPC Community Assistance Planning Report No. 85 and amendments thereto and has submitted a certified copy of that resolution to the Village Board of the Village of Eagle; and

WHEREAS, the Village Board of the Village of Eagle concurs with the Village Plan Commission and the objectives and policies set forth in SEWRPC Community Assistance Planning Report No. 85.

NOW, THEREFORE, BE IT RESOLVED that the Village Board of the Village of Eagle on the 3rd day of February 1983, hereby adopts SEWRPC Community Assistance Planning Report No. 85 with those amendments specified on the plan commission resolution, as a guide for the future development of the Village of Eagle; and

BE IT FURTHER RESOLVED that the Village Plan Commission shall annually review the village land use plan and shall recommend extensions, changes, or additions to the plan which the Commission considers necessary. Should the Plan Commission find that no changes are necessary, this finding shall be reported to the Village Board.

/s/ Ralph C. Raduechel, President
Village of Eagle Board

ATTESTATION:

/s/ Gerald J. Von Rueden, Clerk
Village of Eagle

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Appendix D

RECOMMENDED AMENDMENTS TO "CHAPTER 10--LAND DIVISION" OF THE VILLAGE OF EAGLE MUNICIPAL CODE

1. Section 10.11--Add the following:

Cemetery Plats made under Wisconsin Statutes 157.07.

Assessors' Plats made under Wisconsin Statutes 70.27 but such assessors' plats shall comply with Wisconsin Statutes 236.15(1)(a) to (g) and 236.20(1) and (2)(a) to (e).

2. Section 10.16--Add the following:

Lands Made, Altered, or Filled with earth within the preceding seven (7) years shall not be divided into building sites which are to be served by onsite soil absorption sanitary sewage disposal systems.

Floodlands. No lot one (1) acre or less in area served by an onsite sanitary sewage disposal (septic tank) system shall include floodlands. All lots more than one (1) acre in area served by a septic tank system shall contain not less than 40,000 square feet of land which is above flood protection elevation. Flood protection elevation is at least two (2) feet above the elevation of the 100-year recurrence interval flood, or where such data is not available, five (5) feet above the maximum flood of record.

3. Section 10.23 Repeal and Re-create as follows:

10.23 PRELIMINARY PLAT APPROVAL WITHIN THE VILLAGE

The objecting agencies shall, within thirty (30) days of the date of receiving their copies of the Preliminary Plat, notify the subdivider and all other approving and objecting agencies of any objections. If there are no objections, they shall so certify on the face of the copy of the Plat and shall return that copy to the Village Plan Commission. If an objecting agency fails to act within thirty (30) days it shall be deemed to have no objection to the Plat.

The Village Plan Commission, within ninety (90) days of the date of filing of Preliminary Plat with the Village Clerk, shall approve, approve conditionally or reject such Plat. One copy of the Plat shall thereupon be returned to the subdivider with the date and action endorsed thereon; and if approved conditionally or rejected, a letter setting forth the condition of approval or the reasons for rejection shall accompany the Plat. One copy each of the Plat and letter shall be placed in the Village Plan Commission's permanent file.

Failure of the Village Plan Commission to act within ninety (90) days shall constitute an approval.

Approval or Conditional Approval of a Preliminary Plat shall not constitute automatic approval of the Final Plat, except that if the Final Plat is submitted within six (6) months of preliminary plat approval and conforms substantially to the preliminary plat layout as indicated in Section 236.11(1)(b) of the Wisconsin Statutes, the Final Plat shall be entitled to approval with respect to such layout. The Preliminary Plat shall be deemed an expression of approval or conditional approval of the layout submitted as guide to the preparation of the Final Plat which will be subject to further consideration by the Village Plan Commission at the time of its submission.