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Special acknowledgement is due Mr. Christopher N. Jakubiak, Principal Planner, for his contribution to the preparation of this report.

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Acknowledgement is due Roger Jacobsen, former Town Plan Commission member, for his contribution to the preparation of the Town of Sugar Creek land use plan.

COMMUNITY ASSISTANCE PLANNING REPORT NUMBER 220

A LAND USE PLAN FOR THE TOWN OF SUGAR CREEK: 2010

Prepared by the

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

August 1995

Inside Region \$3.00 Outside Region \$6.00 (This page intentionally left blank)

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August 25, 1995

Mr. Loren E. Waite Chairman, Town of Sugar Creek and Members of the Town Board and Town Plan Commission Sugar Creek Town Hall P. O. Box 287 Elkhorn, Wisconsin 53121

Ladies and Gentlemen:

By letter dated July 7, 1994, the Town of Sugar Creek requested the assistance of the Southeastern Wisconsin Regional Planning Commission in the preparation of a land use plan for the Town. The Regional Planning Commission staff, working with Town officials, has now completed the requested plan, which is presented in this report. The plan is intended to help guide the physical development of the Town to the year 2010 and to assist Town officials in making day-to-day decisions regarding development in the Town.

In addition to setting forth the land use plan adopted by the Town Plan Commission and Town Board in July and August 1995, respectively, this report presents information important to any consideration of development within the Town, including information on population, employment, and housing units, land use, topography and drainage pattern, soils, woodlands, wetlands, wildlife habitat, prime agricultural areas, and environmental corridors. The report also contains recommendations for the implementation of the plan, including proposed modifications to the text of the Walworth County Zoning Ordinance.

The Regional Planning Commission is appreciative of the assistance offered by the Town Plan Commission and Town Board during the preparation of this report. The Commission staff stands ready to assist the Town in the implementation of this plan over time.

Sincerely,

Kurt W. Bauer **Executive Director**

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TABLE OF CONTENTS

Page

Chapter I—INTRODUCTION	
TO THE TOWN LAND USE	
PLANNING PROCESS	1
Introduction	1
The Planning Area	1
Regional Plan Flamonta	1
Study Dumpage	1
The Community I and I Iter	- 1
Diagnatic a Descent	
Flanning Process	. 1
	1
Analyses and Forecast	3
Formulating Objectives	3
Plan Design	3
Plan Evaluation	3
Plan Refinement and Adoption	3
Plan Implementation	- 3
Summary	3
Chapter II—POPULATION,	
HOUSING, AND EMPLOYMENT	5
Introduction	5
Historic and Forecast Population	U
Household, and Employment Levels	5
Population	5
Households	0 7
Employment	-
Population and Housing Characteristics	0
Educational Attainment	8
Household and Family Income	ð
Housing Stock Characteristics	9
Volue of Housing Haits	10
Operational Characteristic	10
Occupational Characteristics	10
Summary	12
A	
Chapter III—NATURAL	
RESOURCE BASE	15
Introduction	15
Soils	15
General Soil Groups	15
Soil Suitability Interpretations	15
Soil Suitability for Residential	
Development Served by	
Public Sanitary Sewers	15
Soil Suitability for Onsite	
Sewage Disposal Systems	16
Agricultural Soil Suitability	20
Soil Suitability as Potential	20
Source of Sand and Gravel	9 0
Topography	40 90
Slopes	40 90
······································	4 0

	Page
Watersheds Subwatersheds	
and Subbasing	
Surface Water Resources	.23
Lakog	23
Strooms	23
	23
	23
	26
Woodlands	26
Wildlife Habitat Areas	26
Natural Areas	29
Park and Open Space Sites	29
Environmental Corridors and	
Isolated Natural Resource Areas	29
Primary Environmental Corridors	29
Secondary Environmental Corridors	31
Isolated Natural Areas	31
Summary	31
Chapter IV—EXISTING LAND USE	
AND LAND USE REGULATIONS	35
Introduction	35
Existing Land Use	25
IIrhan Land Hees	00 95
Nonurhan Land Uses	ວວ. ໑ຬ
Existing Highways	ວວ 95
Sanitary Sawar Samita	30
Fristing I and Has Develotion	37
Zoning	37
	37
Wisconsin Uniform	
Dweiling Unit Code	40
Walworth County	
Subdivision Ordinance	44
Walworth County Private Sewage	
System and Sanitation Ordinance	44
Walworth County Construction	
Site Erosion Control Ordinance	45
Other State Resource	
Regulatory Programs	45
Federal Wetland Regulations	45
Summary and Conclusions	45
Chapter V—FRAMEWORK FOR	
PLAN DEVELOPMENT	47
Introduction	47
Context for Planning in	71
the Town of Sugar Creek	17
Walworth County Development	41
Plan and County Town Zoning	4.77
Prime Agricultured Lord	47
Environmental Consider	47
Environmental Corrigors	50

Urban Development	50
Rural Residential Development	51
Arterial Highways	51
Forecast Growth and Change	51
Population and Households	52
Employment	53
Summary of Forecasts	53
Population	53
Households	53
Employment	56
Land Use Plan Objectives	56
Standards	57
Summary	58
Chapter VI—LAND USE PLAN	61
Introduction	61
Preliminary Recommended Plan	61
General Description and	
Recommendations of the Final Plan	61
Urban Growth Area	63
Street and Lot Layout Plan	66
Utility or Sanitary District	66
Development of Urban Service Area	66
Development beyond the Urban	
Growth Area	66
Vacant Lots in the Urban	
Growth Area	66
Description of Land Use Elements	67
Urban Land Uses	67
Residential	67
Residential-Recreational	67
Commercial and Industrial	67
Governmental and Institutional	69
Recreational Land	69
Rural Land Uses	69
Environmental Corridors and	
Isolated Natural Areas	69
Prime Agricultural Land	70
Other Agricultural, Open Space,	_
and Rural Residential Lands	70
Lands outside the Urban	
Growth Area	72

Lands within the Urban	
Growth Area	72
Nonmetallic Extractive	73
Recommended Arterial Streets	
and Highways	73
Community Design Principles	74
Community Center	74
Other Open Space	74
Density and Housing Unit	
and Lot Sizes	74
Mix of Complementary Land Uses	74
Streets	74
Conclusion	74

Chapter VII—PLAN

IMPLEMENTATION	77
Introduction	77
Plan Adoption	77
Zoning	77
Land Subdivision Review	77
Impact Fee Program	78
Detailed Street and Lot Layout Plan	78
Summary	79

Chapter VIII—SUMMARY	81
Introduction	81
Chapter Summary	81
Chapter I: Introduction	81
Chapter II: Population, Housing,	
and Employment	81
Chapter III: Natural Resource Base	81
Chapter IV: Existing Land Use	
and Land Use Regulations	82
Chapter V: Framework for	
Planned Development	82
Forecasts	82
Objectives	82
Chapter VI: Land Use Plan	83
Chapter VII: Plan Implementation	83
Conclusion	84

LIST OF APPENDICES

Appendix

Page

Α	Delineation of Environmental Corridors	87
В	County-Town Land Use Zoning Relationships in Walworth County	89
\mathbf{C}	Recommended Change to the Walworth County Zoning Ordinance	
	and Walworth County Shoreland Zoning Ordinance Regarding	
	the C-2 Upland Resource Conservation District	91

Appendix

D Resolution of the Town Board of Supervisors Adopting the	
2010 Land Use Plan for the Town of Sugar Creek	. 93
E Resolution of the Town Plan Commission Adopting the	
2010 Land Use Plan for the Town of Sugar Creek	. 95

LIST OF TABLES

Table

Page

Chapter II

1	Historic and Forecast Population Levels in the Region	
	Walworth County, and the Town of Sugar Creek: 1850-2010	6
2	Historic and Forecast Households in the Region	U
	Walworth County, and the Town of Sugar Creek: 1960-2010	7
3	Historic and Forecast Employment in the Region.	•
	Walworth County, and the Town of Sugar Creek	8
4	Educational Attainment of Persons 25 Years of Age and Older	0
	in the Region, Walworth County, and the Town of Sugar Creek: 1990	8
5	Household and Family Income in the Region, Walworth County.	0
	and the Town of Sugar Creek: 1989	9
6	Housing Characteristics of the Region, Walworth County.	
	and the Town of Sugar Creek: 1990	10
7	Value of Specified Owner-Occupied Housing Units in the	. 10
	Region, Walworth County, and the Town of Sugar Creek: 1990	1.1
8	Employed Persons 16 Years of Age and Older by Class of Work	
	in the Region, Walworth County, and the Town of Sugar Creek: 1990	11
9	Employed Persons 16 Years of Age and Older by Occupation	
	in the Region, Walworth County, and the Town of Sugar Creek: 1990	12

Chapter III

10	Soil Suitability for On-Site Sewage-Disposal Systems in the Town of Sugar Creek	20
11	Natural Areas in the Town of Sugar Creek: 1990	31
12	Existing Park and Open Space Sites in the Town of Sugar Creek: 1994	31

Chapter IV

13	Summary of Land Use in the Town of Sugar Creek: 1990	37
14	Walworth County Zoning Districts	42
15	Zoning in the Town of Sugar Creek: 1994	44

Chapter V

16	Urban Land Use Standards for the Town of Sugar Creek	58
17	Service Radius and Travel Distance Standards for	
	Community Facilities in the Town of Sugar Creek	59

Chapter VI

18

19

Summary of Existing and Planned Land Use under the Final Recommended Land Use Plan in the Town of Sugar Creek: 1990-2010

LIST OF FIGURES

Figure

Chapter V

1	Historic and Alternative Forecasts of Population,	
	Households, and Employment in the Region	54
2	Historic and Alternative Forecasts of Population,	
	Households, and Employment in Walworth County	54
3	Historic and Alternative Forecasts of Population,	Ŭ -
	Households, and Employment in the Town of Sugar Creek	55
4	Historic and Selected Forecasts of Population,	
	Households, and Employment in the Town of Sugar Creek	55

Chapter VI

5	Alternative Residential Development Designs	
	Compatible with Primary Environmental Corridors	70
6	Typical Rural Residential Cluster Development	72
7	Typical Residential Cluster Development in the Urban Growth	
	Area Prior to Availability of Public Sanitary Sewer Service	73

LIST OF MAPS

Мар

Chapter I

1	Location of the Town of Sugar Creek in the Southeastern Wisconsin Region	2
	Chapter III	
2	General Soil Associations in the Town of Sugar Creek	16
3	Suitability of Soils for Residential Development	10
	with Public Sanitary Sewer Service: Town of Sugar Creek	17
4	Suitability of Soils for Conventional On-Site Sewage Disposal Systems	
	in the Town of Sugar Creek under Current Administrative Rules: February 1991	18
5	Suitability of Soils for Mound Sewage Disposal Systems in the	
	Town of Sugar Creek under Current Administrative Rules: February 1991	19
6	Agricultural Soil Suitability in the Town of Sugar Creek	21
7	Areas Where Soil Survey Data Indicate that Potential Sand	
	and Gravel Deposits May Occur in the Town of Sugar Creek	22
8	Slope Analysis for the Town of Sugar Creek	24
9	Topography, Surface Drainage, Wetlands, Floodlands,	
	and Watershed Features in the Town of Sugar Creek	25
10	Woodlands in the Town of Sugar Creek: 1990	27
11	Wildlife Habitat Areas in the Town of Sugar Creek: 1990	28

Page

68

Page

Page

Maps

12	Natural Areas in the Town of Sugar Creek: 1990	30
13	Existing Park and Open Space Sites in the Town of Sugar Creek: 1994	32
14	Environmental Corridors and Isolated Natural	-
	Resource Areas in the Town of Sugar Creek: 1990	33

Chapter IV

15		Existing Land Use in the Town of Sugar Creek: 1990	36
16	· .	Prime Agricultural Land in the Town of Sugar Creek: 1990	38
17		Existing Streets and Highways and Average Traffic	
		Volumes for the Town of Sugar Creek: 1993	39
18		Elkhorn Sanitary Sewer Service Area: March 1995	40
19		Zoning in the Town of Sugar Creek: 1994	41
20		Principal Factors Affecting Land Use Planning in the Town of Sugar Creek	48

Chapter VI

21	Preliminary Land Use Plan for the Town of Sugar Creek: 2010	62
22	Recommended Land Use Plan for the Town of Sugar Creek: 2010	64
23	Planned Urban Growth Areas for the Town of Sugar Creek	65
24	Relationship between Agricultural Soil Capability	
	and A-1 Zoning in the Town of Sugar Creek: 1995	71

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Chapter I

INTRODUCTION TO THE TOWN LAND USE PLANNING PROCESS

INTRODUCTION

Section 60.10(2)(c) of the Wisconsin Statutes provides that town boards may exercise village powers, including comprehensive planning powers delegated to cities and villages under Section 62.23 of the Statues. The Town of Sugar Creek adopted village powers in 1962 and is thus empowered to make and adopt a "master", or comprehensive, plan for the physical development of the Town. To carry out the responsibility of making a land use plan, the most basic element of a comprehensive plan, the Town Board created a Town Plan Commission on August 15, 1994.

In July 1994, the Town of Sugar Creek requested that the Southeastern Wisconsin Regional Planning Commission assist the Town Plan Commission in preparing a land use plan. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. The plan, upon adoption by the Town Plan Commission, is intended to serve as a guide to the physical development of Sugar Creek.

THE PLANNING AREA

The planning area considered consists of the Town of Sugar Creek, located within U.S. Public Land Survey Town 3 North, Range 16 East (see Map 1). The Town is located in Walworth County and is bordered on the north by the Town of LaGrange, on the east by the Town of Lafayette and the City of Elkhorn, on the south by the Town of Delavan and the City of Elkhorn, and on the west by the Town of Richmond. The Town of Sugar Creek contains approximately 34.2 square miles.

REGIONAL PLAN ELEMENTS

Sound planning practice dictates that local plans be prepared within the framework of broader areawide plans. The Southeastern Wisconsin Regional Planning Commission, the official areawide planning agency for the seven-county Southeastern Wisconsin Region, has prepared, and continually updates, a comprehensive plan for the physical development of the Region. This plan, which is entirely advisory, consists of a number of elements, the most pertinent of which include land use, transportation, park and open space, and water quality management elements. The findings and recommendations of these regional plan elements all have important implications for any planning effort in the Town of Sugar Creek. The pertinent findings and recommendations of these plan elements are included in this report.

STUDY PURPOSE

The purpose of the requested planning effort is to provide the Town with one of the key elements of a comprehensive community development plan, a land use plan. This plan, while intended primarily to meet local planning objectives, is also intended to carry related regional plan elements into greater depth and detail, as is necessary for sound local and regional planning.

THE COMMUNITY LAND USE PLANNING PROCESS

In preparing the Town plan, the Town Plan Commission followed a six-step planning process: 1) inventory, 2) analysis and forecast, 3) formulation of objectives, 4) plan design, 5) plan evaluation, and 6) plan refinement and adoption. Plan implementation, although a step beyond the foregoing planning process, was considered throughout the process so that realization of the plans could be fostered.

<u>Inventory</u>

Inventory is the first operational step of the land use planning process. It includes collating existing information and gathering new information by direct measurement. Much of the necessary inventory data are available in the Southeastern Wisconsin Regional Planning Commission files. Those data not available in these files were collated from other sources or otherwise collected. Where possible, inventories requiring graphic presentation were compiled with the aid of a geographic information system. Converting graphic data inventories into a computer-compatible format increased the options available in the presentation of material and in later steps of the planning process.



Source: SEWRPC.

Inventory data were grouped into three categories: 1) demographic and economic characteristics, 2) natural resource base features, and 3) existing land uses and land use regulations. Chapters II through IV address each of these inventory categories individually in succession.

Analyses and Forecast

Analyses and forecasts are necessary to provide estimates of future needs for resources, land, and such supporting public facilities as roads, sanitary sewer service, and schools. Analyses of the inventoried data and the forecasts provide an understanding of existing conditions as well as the factors which influence changes in those conditions. Particularly important in this step of the planning process is identifying the relationships which link population and economic activity levels to the demand for land.

For the purpose of presentation, the results of the analyses and preliminary forecasts of population and economic activity are presented in Chapter II. Final forecasts are presented in Chapter V. Analyses of the natural resource base and existing land uses are presented in Chapters III and IV.

Formulating Objectives

An objective is a goal toward the attainment of which a plan is directed. Because objectives are essentially statements of what the residents of a planning area value, opportunities for the public to participate in setting goals must be made available. Since objectives serve as a guide in the design of the plan, they must be related in a demonstrable way to the physical development of the planning area. The land use plan objectives are presented in Chapter V.

Plan Design

Plan design is the heart of the planning process. The outputs of the three previous steps, inventory, analyses and forecasts, and formulation of objectives, become inputs in plan design. In plan design, either one plan is designed or alternative plans are designed, to address the needs of the community while meeting overriding plan objectives. The land use plan for the Town of Sugar Creek is presented in Chapter VI.

Plan Evaluation

In the plan evaluation step, the ability of the plan or plan alternatives to meet the agreed-upon objectives is studied. This step is important because it provides the opportunity to determine if the plan ultimately recommended, is realistic, sound, and workable. If alternative plans have been designed, this step permits the study of each and the selection of the best.

Plan Refinement and Adoption

The last step in the planning process involves the presentation of the plan before a public forum, the refinement of the plan as necessary given the public input received, and the adoption of the plan by the Town Plan Commission. Upon adoption of the plan, it becomes a guide to local land use decision making.

Plan Implementation

Implementation of the adopted land use plan requires the use of several planning tools of a legal nature. A zoning ordinance and accompanying zoning map are used to assure legally that private development and redevelopment occur in conformance with the adopted plan. Zoning regulations govern not only the types of land uses permitted in various parts of the community, but the height and arrangement of buildings on the land, the intensity of the use of land, and the supporting facilities needed to carry out the intent of the land use plan. Land subdivision regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the plan with respect to the proposed land uses to be accommodated. Implementation of the plan should also be furthered by the formulation of public policies that will ensure plan implementation. Consideration of plan implementation issues and tools is included in Chapter VII of this report.

SUMMARY

This chapter has served as an introduction to the Town of Sugar Creek Land Use Plan and planning process. It has cited the Wisconsin Statutes which authorize the Town to engage in land use planning, described the geographic location of the planning area, indicated that the Southeastern Wisconsin Regional Planning Commission has prepared regional comprehensive plan elements that will bear on planning efforts in the Town, and has summarized each of the six steps of the Town land use planning process. Chapter II will present pertinent population and economic activity data.

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POPULATION, HOUSING, AND EMPLOYMENT

INTRODUCTION

Information on the number of people, households, and jobs in a planning area is essential to preparing a land use plan. Future land use requirements are directly related to the existing and forecast population, household, and employment levels.

HISTORIC AND FORECAST POPULATION, HOUSEHOLD, AND EMPLOYMENT LEVELS

The population, household, and employment forecasts presented in this report were developed from regional and county forecasts developed by the Regional Planning Commission and used in its regional and local planning efforts. Three alternative future growth scenarios were prepared for the Region as a basis for the regional population, household, and employment forecasts: a low-growth scenario, an intermediate-growth scenario, and a high-growth scenario. Along with each growth scenario, an alternative land use development plan was prepared. When based on different scenarios, such alternatives represent a reasonable range of conditions that could occur in the Southeastern Wisconsin Region over the next approximately 20 years.

Two of the alternative scenarios and accompanying alternatives for growth and development were selected as a basis for preparing the population, household, and employment forecasts for the Town of Sugar Creek: an intermediate-growth future scenario combined with a centralized development pattern to form an intermediate-growth centralized alternative and a high-growth future scenario combined with a decentralized development pattern to form a high-growth decentralized alternative. These two combinations were selected because they are believed to provide a realistic range of population, household, and employment levels for the Town through the year 2010.

The base year for the forecasts presented in this Chapter is 1980. So, while these forecasts of growth and change in the town represent reasonable estimates of future conditions, they are provided for informational purposes and as a starting point in the consideration of the concerns which will ultimately affect the design of the plan. Chapter V presents forecasts of population, households, and employment adopted by the Commission to guide the design of the town plan. Such forecasts take into account changes which have occurred within the Town between 1980 and 1995.

Population

Historic and forecast population levels for the Region, Walworth County, and the Town of Sugar Creek are set forth in Table 1. Both the Town and the County have experienced relatively significant and steady population growth since 1940. Prior to 1940, the population of the County increased at a relatively slow pace, while the population of the Town steadily declined. Because of this decline, it wasn't until the 1950s that the population of Sugar Creek surpassed the population level it set nearly one hundred years earlier, in 1850.

While the population of the Town had not begun to grow consistently until the 1940s and the population of Walworth County grew only gradually over time, the population of the Region increased significantly and at a fairly consistent rate throughout the time covered in Table 1. The rate of population growth in all three areas slowed during the 1980s so that by 1990, the year of the last U. S. decennial census, the population of the Region was 1,810,364, of Walworth County was 75,000, and of the Town of Sugar Creek was 2,661.

The historic population trends summarized above are generally consistent with the population trends observed throughout the United States during the same period. Social and economic changes affecting birth rates and the migration of population between rural and urban areas have resulted in these trends. As an indication of the impact of migration from rural areas to urban centers documented from the mid-nineteenth century through the 1940s, Walworth County's share of the Region's population declined from about 16 percent in 1850 to 3 percent by 1940. Sugar Creek's share of Walworth County's population also declined, from 7 percent in 1850 to 3 percent by 1940, presumably as a result of migration from the Town to urban centers located inside and outside the County.

			14 A.			1
	lion	Walwort	h County	Town of Sugar Creek		
Year	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period
1950	113 399		17 862		1 227	
1960	100 /00	67.9	26 496	48.3	1 139	.72
1870	223 546	17.4	25,430	-2.0	992	-12.9
1880	277,119	24.0	26,249	1.1	980	-1.2
1890	386.774	39.6	27,860	6.7	1.004	2.4
1900	501,808	29.7	29.259	5.0	931	-7.3
1910	631.161	25.8	29.614	1.2	917	-1.5
1920	783,681	24.2	29.327	-1.0	876	-4.5
1930	1,006,118	28.4	31,058	5.9	867	-1.0
1940	1,067,699	6.1	33,103	6.6	896	3.3
1950	1,240,618	16.2	41,584	25.6	1,161	29.6
1960	1,573,614	26.8	52,368	25. 9	1,532	32.0
1970	1,756,083	11.6	63,444	21.1	1,811	18.2
1980	1,764,796	0.5	71,507	12.7	2,599	43.5
1990	1,810,364	2.6	75,000	4.9	2,661	2.4
2010 Intermediate-Growth Centralized Plan 2010 High-Growth	1,911,000	5.6	87,300	16.4	2,880	8.2
Decentralized Plan	2,316,100	27.9	137,600	83.5	4,470	68.0

HISTORIC AND FORECAST POPULATION LEVELS IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF SUGAR CREEK: 1850-2010

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

Since 1940, the populations of Walworth County and the Town of Sugar Creek have increased at a higher rate than that of the Region. Both the intermediate- and high-growth forecasts of population suggest that this trend may continue, perhaps accelerate. Indeed, by 2010 the County's share of the regional population may be anticipated to approximate 5 percent, under the intermediategrowth centralized alternative, and about 6 percent, under the high-growth decentralized alternative. The County last housed 5 percent of the Region's population in 1910.

Forecasts of future population change for the Region, Walworth County, and the Town of Sugar Creek are shown in Table 1 and may be summarized as follows:

• Between 1990 and 2010, the population of the Region is forecast to increase by about 6 percent, to 1,911,000, under the intermediategrowth centralized alternative, and by about 28 percent, to 2,316,100, under the highgrowth decentralized alternative. The 1994 population of the Region is estimated at 1,869,275, about 3 percent higher than the 1990 population level.

- Between 1990 and 2010, the population of Walworth County is forecast to increase by about 16 percent to 87,300, under the intermediate-growth centralized alternative, and by about 84 percent, to 137,600, under the high-growth decentralized alternative. The 1994 population of the County is estimated at 79,155, about 6 percent higher than the 1990 population level.
- Between 1990 and 2010, the population of the Town of Sugar Creek is forecast to increase by 8 percent, to 2,880, under the intermediate growth centralized alternative, and by 68 percent, to 4,470, under the high-growth decentralized alternative. The 1994 population of the Town is estimated at 2,723, about 2 percent greater than the 1990 population level.

HISTORIC AND FORECAST HOUSEHOLDS IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF SUGAR CREEK: 1960-2010

	<u>and a second se</u>	and the second second	20 July 20 Jul							
		Region	2	ν	Valworth Coun	ty	Town of Sugar Creek			
		Change from Previous Period			Change from Previous Period			Change from Previous Period		
Year	Households	Number	Percent	Households	Number	Percent	Households	Number	Percent	
1960	465,913			15,414			444			
1970	536,486	70,573	15.1	18,544	3,100	20.3	534	90	20.3	
1980	627,955	91,469	17.0	24,789	6,245	33.7	831	297	55.6	
1990	676,107	48,152	7.7	27,620	2,831	11.4	895	64	7.2	
2010 Intermediate- Growth Centralized Plan	774,300	98,193	14.5	35,600	7,980	28.9	1,100	205	22.9	
2010 High-Growth Decentralized Plan	846,400	170,293	25.2	51,800	24,180	87.5	1,600	705	78.8	

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

Households

The historic and forecast number of households in the Region, Walworth County and the Town of Sugar Creek are set forth in Table 2. The growth in the number of households within the three areas between 1960 and 1990 was fairly consistent, though the increases between 1970 and 1980 in the Town and County were relatively greater than the Region. In 1990 there were 676,107 households in the Region, 27,620 households in the County, and 895 households in the Town.

Forecasts of the number of households under the intermediate-growth centralized alternative and the high-growth decentralized alternative are shown in Table 2. The increases forecast for the number of households in the Town of Sugar Creek and Walworth County are generally similar. The increases forecast for both the Town and the County, under each of the growth scenarios, far exceeds the forecast increase for the Region. This is an indication of the continual migration of households and population from major urban areas to outlying suburban and exurban locations. The forecasts may be summarized as follows:

- Between 1990 and 2010, the number of households in the Region is forecast to increase by about 15 percent, to 774,300, under the intermediate-growth centralized alternative, and by about 25 percent, to 846,400, under the high-growth decentralized alternative.
- Between 1990 and 2010, the number of households in Walworth County is forecast to increase by 29 percent, to 35,600, under

the intermediate-growth centralized alternative, and by about 88 percent, to 51,800, under the high-growth decentralized alternative.

• Between 1990 and 2010, the number of households in the Town of Sugar Creek is forecast to increase by about 23 percent, to 1,100, under the intermediate-growth centralized alternative, and by about 79 percent, to 1,600, under the high-growth decentralized alternative.

Employment

The historic and forecast number of jobs in the Region, Walworth County, and the Town of Sugar Creek are set forth in Table 3. The jobs are enumerated at their location and are thus often referred to as "place of work" data. Table 3 does not refer to the residency of persons holding particular jobs, nor whether the job is a part-time or a full-time job.

The number of jobs increased more significantly between 1980 and 1990 in the Town than in the County and Region. Indeed, between 1980 and 1990, the number of jobs in the Town of Sugar Creek increased by 171 jobs, or by about 49 percent, while employment in the County and Region increased by 19 percent and 12 percent, respectively. This employment growth in the Town occurred largely in the retail and the financial and real estate service sectors of the local economy. Almost nine of every ten jobs created in the Town between 1980 and 1990 could be grouped into these two sectors. In 1990, there were 990,300 jobs in the Region, 37,100 jobs in Walworth County, and 526 jobs in the Town of Sugar Creek.

HISTORIC AND FORECAST EMPLOYMENT IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF SUGAR CREEK

- · · ·				1	1						
		Region		w.	alworth Coun	ty	Tow	Town of Sugar Creek			
		Change from Previous Period			Change from Previous Period			Change from Previous Period			
Year	Employment	Number	Percent	Employment	Number	Percent	Employment	Number	Percent		
1970 1980 1990	753,700 884,200 990,300	130,500 106,100	17.3 12.0	24,500 31,100 37,100	6,600 6,000	26.9 19.3	311 355 526	44 173	14.1 48.7		
2010 Intermediate-Growth Centralized Plan 2010 High-Growth Decentralized Plan	1,095,000 1,251,600	104,700 261,300	10.6 26.4	40,500 55,500	3,400 18,400	9.2 49.6	550 670	24 144	4.6 27.4		

Source: SEWRPC.

Table 4

EDUCATIONAL ATTAINMENT OF PERSONS 25 YEARS OF AGE AND OLDER IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF SUGAR CREEK: 1990

	Reg	ion	Walwort	h County	Town of Sugar Creek	
Education Level Attained	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less than 9th Grade	87,026	7.6	3,652	7.8	211	12.0
9th to 12th Grade, No Diploma	154,773	13.4	6,154	13.2	156	8.9
High School Diploma (includes GED)	378,384	32.9	17,175	36.7	741	42.2
Some College, No Degree	222,708	19.3	8,937	19.1	279	15.9
Associate Degree	77,221	6.7	2,623	5.6	154	8.7
Bachelor's Degree	159,775	13.9	5,358	11.5	158	9.0
Graduate Degree	71,258	6.2	2,843	6.1	58	3.3
Total	1,151,145	100.0	46,742	100.0	1,757	100.0

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

As indicated in Table 3, the number of jobs in the Town may not be expected to increase as significantly as that in the County and Region under the intermediate-growth centralized alternative, but may be expected to equal the job growth in the Region under the high-growth decentralized alternative. Job growth in Walworth County is forecast to far outpace such growth in the Town and Region under the high-growth decentralized alternative. The forecasts may be summarized as follows:

- Between 1990 and 2010, the number of jobs in the Region is forecast to increase by about 11 percent, to 1,095,000, under the intermediate-growth centralized alternative, and by about 26 percent, to 1,251,600, under the high-growth decentralized alternative.
- Between 1990 and 2010, the number of jobs in Walworth County is forecast to increase by about 9 percent, to 40,500, under the inter-

mediate-growth centralized alternative, and by about 50 percent, to 55,500, under the high-growth decentralized alternative.

• Between 1990 and 2010, the number of jobs in the Town of Sugar Creek is forecast to increase by about 5 percent, to 550, under the intermediate-growth alternative, and by about 27 percent, to 670, under the highgrowth decentralized alternative.

POPULATION AND HOUSING CHARACTERISTICS

This section of the chapter provides pertinent information concerning the characteristics of the resident population and housing units.

Educational Attainment

Table 4 summarizes 1990 data on the educational attainment of persons 25 years of age and older in

HOUSEHOLD AND FAMILY INCOME IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF SUGAR CREEK: 1989

							<u></u>						
		Reg	ion		<u> </u>	Walworth County				Town of Sugar Creek			
	House	holds	Families		Households		Families		Households		Families		
1. T		Percent		Percent		Percent		Percent		Percent	· ·	Percent	
Range	Number	of Total	Number	of Total	Number	of Total	Number	of Total	Number	of Total	Number	of Total	
Less than \$ 5,000	24,879	3.7	11,757	2.5	987	3.6	299	1.6	41	4.4	17	2.2	
\$ 5,000 to \$ 9,999	63, 191	9.3	26,032	5.5	2,335	8.5	626	3.3	50	5.3	18	2.3	
\$ 10,000 to \$ 12,499	29,465	4.3	13,128	2.8	1,399	5.1	637	3.3	82	8.8	55	7.2	
\$ 12,500 to \$ 14,999	26,147	3.9	12,932	2.7	1,069	3.9	571	3.0	20	2.1	7	0.9	
\$ 15,000 to \$ 17,499	29,003	4.3	15,821	3.3	1,571	5.7	806	4.2	24	2.6	13	1.7	
\$ 17,500 to \$ 19,999	27,707	4.1	15,741	3.3	1,260	4.6	813	4.3	34	3.6	28	3.6	
\$ 20,000 to \$ 22,499	30,503	4.5	17,930	3.8	1,383	5.0	785	4.1	18	1.9	15	2.0	
\$ 22,500 to \$ 24,999	26,473	3.9	17,313	3.7	1,246	4.5	902	4.7	25	2.7	23	3.0	
\$ 25,000 to \$ 27,499	30,020	4.4	19,757	4.2	1,309	4.7	897	4.7	53	5.7	27	3.5	
\$ 27,500 to \$ 29,999	24,880	3.7	17,590	3.7	1,077	3.9	859	4.5	70	7.5	70	9.1	
\$ 30,000 to \$ 32,499	30,327	4.5	21,487	4.5	1.242	4.5	929	4,9	23	2.5	20	2.6	
\$ 32,500 to \$ 34,999	24,118	3.6	18,614	3.9	1,172	4.2	997	5.2	48	5.1	49	6.4	
\$ 35,000 to \$ 37,499	27,610	4.1	20,837	4.4	1,129	4.1	909	4.8	25	2.7	25	3.3	
\$ 37,500 to \$ 39,999	23,380	3.5	18,537	3.9	954	3.5	792	4.2	53	5.7	51	6.6	
\$ 40,000 to \$ 42,499	27,513	4.1	22,056	4.7	1,253	4.5	1.034	5.4	56	6.0	47	6.1	
\$ 42,500 to \$ 44,999	21,174	3.1	18,038	3.8	805	2.9	693	3.6	48	5.1	40	5.2	
\$ 45,000 to \$ 47,499	22,261	3.3	18,788	4.0	854	3.1	705	3.7	53	5.7	53	6.9	
\$ 47,500 to \$ 49,999	18,646	2.8	16,070	3.4	794	2.9	630	3.3	42	4.5	42	5.5	
\$ 50,000 to \$ 54,999	34,933	5.1	30,624	6.5	1,361	4.9	1,182	6.2	69	7.4	76	9.9	
\$ 55,000 to \$ 59,999	26,800	3.9	23,617	5.0	958	3.5	883	4.6	37	3,9	35	4.6	
\$ 60,000 to \$ 74,999	52,685	7.8	47,097	10.0	1,659	6.0	1.535	8.1	44	4.7	37	4.8	
\$ 75,000 to \$ 99,999	31,826	4.7	28,301	6.0	1,101	4.0	988	5.2	13	1.4	11	1.4	
\$100,000 to \$124,999	10,308	1.5	9,347	2.0	312	1.1	250	1.3	3	0.3	3	0,4	
\$125,000 to \$149,999	4,091	0.6	3,777	0.8	100	0.4	92	0.5	4	0.4	4	0.5	
\$150,000 or More	8,653	1.3	7,755	1.6	285	1.0	246	1.3	2	0.2	2	0.3	
Total	676,593	100.0	472,946	100.0	27,615	100.0	19,060	100.0	937	100.0	768	100.0	
Average Income	\$38,541		\$44,401		\$36,056	·	\$42,007		\$34,485		\$38,207		
Median Income	\$30,783		\$37,500		\$30,345		\$36,125		\$33,984		\$38,333		

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

the Region, Walworth County, and the Town of Sugar Creek. While the data indicate that in 1990 Sugar Creek had a greater proportion of residents with less than a 9th grade education than the County or Region, 42 percent of Town residents. or 741 persons, had earned a high school diploma before ending their formal education. In 1990, 37 percent of Walworth County residents and 33 percent of Region residents had earned high school diplomas before ending their formal education. The table also shows that about 21 percent of persons in the Town of Sugar Creek, or 370 persons, had earned either an associate, bachelor's, or graduate degree, compared to about 23 percent in Walworth County and about 27 percent in the Region.

Household and Family Income

Household and family income levels in the Region, Walworth County, and the Town of Sugar Creek in 1989 are set forth in Table 5. For comparison and informational purposes, both the average and median income levels are presented for each of the three areas. The median income level is found by listing in a sequential order the income levels of every household or family in the given area and selecting the value in the middle of the list. The median, or middle, value is thus generally used in summarizing income data because the average can be affected by a relatively small percent of households or families at the high or low ends of the scale.

A comparison of income levels among the three areas indicates that the 1989 annual median household and family incomes in the Town were higher than in the County or Region. The median household income in Sugar Creek was \$33,984; in Walworth County, \$30,345; and in the Region, \$30,783. A comparison of the income levels also indicates that the County and Region had higher average income levels than the Town. The County and Region had higher average income values than the Town because a greater number of households and families in these areas are in the higher income brackets and because of the impact of high income levels on the average.

Table 5 also shows that in the Town of Sugar Creek the average income value is approximately identical to the median income value. This indicates that income levels in the Town are distributed in such a manner that there are few households and families

	Region		Walwort	h County	Town of Sugar Creek	
Characteristic	Number	Percent	Number	Percent	Number	Percent
Year-Round Housing Units						
Owner-Occupied	414,050	57.7	18,467	50.0	744	70.2
Renter-Occupied	262,057	36.5	9,153	24.8	151	14.2
Vacant	27,484	3.8	1,667	4.5	15	1.4
Subtotal	703,591	98.1	29,287	79.3	910	85.8
Seasonal Housing Units	13,584	1.9	7,650	20.7	150	14.2
Total Housing Units	717,175	100.0	36,937	100.0	1,060	100.0

HOUSING CHARACTERISTICS OF THE REGION, WALWORTH COUNTY, AND THE TOWN OF SUGAR CREEK: 1990

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

with very high and very low incomes and many household and families in the middle of the range of income levels. This is not the case at the County and Region levels.

Housing Stock Characteristics

Selected housing characteristics for the Region, Walworth County, and the Town of Sugar Creek are set forth in Table 6. In 1990, about 70 percent of the 1,060 total housing units in the Town, or 744 units, were owner-occupied year-round units, compared to 50 percent of the 36,937 units in Walworth County and 58 percent of the total 717,175 units in the Region. Year-round renter-occupied housing units made up a significantly smaller percentage of the housing stock in the Town, about 14 percent, compared to the County, about 25 percent, and the Region, about 37 percent. About 14 percent of the housing units in the Town, or 150 units, are intended for seasonal, recreational, or occasional use.

Value of Housing Units

Table 7 sets forth the value of owner-occupied housing units in 1990 in the Region, Walworth County, and the Town of Sugar Creek. The average value of owner-occupied housing units in the Town, about \$87,349, was about \$1,600, or about 2 percent, higher than the average value of \$85,749 for the Region, and about \$2,196, or about 2 percent, lower than the average value of \$89,545 for the County. Almost 70 percent of the owner-occupied housing units in the Town were valued between \$50,000 and \$125,000.

Occupational Characteristics

Employed persons 16 years of age or older by class

of worker in the Region, Walworth County, and the Town of Sugar Creek in 1990 are set forth in Table 8. Employed persons, the "civilian labor force," are enumerated where they reside and, thus, the data set forth in Table 8 are often referred to as "place of residence" employment data.

When compared to the Region and County, the Town had a smaller proportion of employed persons classified as private wage and salary workers, a higher proportion of employed persons classified as self-employed, and a higher proportion of employed persons classified as local government workers. In 1990, about 77 percent of the 1,304 employed persons in Sugar Creek, or 1,001 persons, were classified as private wage or salary workers; 11 percent, or 143 persons, were classified as local government workers; and about 11 percent, or 142 persons, were classified as self-employed.

Table 9 summarizes information on employed persons 16 years of age and older by occupation in the Region, Walworth County, and the Town of Sugar Creek. This table indicates that, when compared to the Region and the County, the Town had less of its employed labor force classified as executive. administrative, and managerial, and a higher proportion of its employed labor force classified in the farming, forestry, and fishing and transportation and material-moving occupations. While the Town's employed labor force is distributed fairly evenly among all of the various occupational classifications, the occupations of the greatest number of residents can be characterized as administrative support and as precision production, craft, and repair. About 16 percent of the Town's employed labor force, or 209 persons, is classified as administrative support.

	Region		Walworth	1 County	Town of Sugar Creek		
Range	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	
Less than \$ 15,000	1,263	0.4	48	0.3	2	0.3	
\$ 15,000 to \$ 19,999	1,506	0.4	46	0.3	0	0.0	
\$ 20,000 to \$ 24,999	3,092	0.9	119	0.8	6	1.0	
\$ 25,000 to \$ 29,999	4,548	1.3	178	1.2	8	1.6	
\$ 30,000 to \$ 34,999	8,719	2.5	° 359	2.5	21	3.5	
\$ 35,000 to \$ 39,999	11,952	3.5	572	3.9	31	5.2	
\$ 40,000 to \$ 44,999	14,254	4.1	839	5.7	38	6.4	
\$ 45,000 to \$ 49,999	17,887	5.2	920	6.3	38	6.4	
\$ 50,000 to \$ 59,999	45,791	13.3	2,236	15.3	104	17.5	
\$ 60,000 to \$ 74,999	72,105	20.9	3,256	22.3	149	25.2	
\$ 75,000 to \$ 99,999	80,918	23.5	5,020	21.1	123	20.8	
\$100,000 to \$124,999	36,619	10.6	1,134	7.8	35	5.9	
\$125,000 to \$149,999	19,829	5.8	587	4.0	6	1.0	
\$150,000 to \$174,999	9,248	2.7	388	2.7	13	2.2	
\$175,000 to \$199,999	5,446	1.6	206	1.4	7	1.2	
\$200,000 to \$249,999	5,393	1.6	232	1.6	3	0.5	
\$250,000 to \$299,999	2,527	0.7	133	0.9	3	0.5	
\$300,000 to \$399,999	2,195	0.6	124	0. 9	3	0.5	
\$400,000 to \$499,999	708	0.2	54	0.4	0 .	0.0	
\$500,000 or More	638	0.2	88	0.6	2	0.3	
Total	344,638	100.0	14,599	100.0	592	100.0	
Average Value	\$85,749		\$89,545		\$87,349		

VALUE OF SPECIFIED OWNER-OCCUPIED HOUSING UNITS IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF SUGAR CREEK: 1990

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

Table 8

EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER BY CLASS OF WORK IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF SUGAR CREEK: 1990

				-			
	Region		Walwort	h County	Town of Sugar Creek		
Class	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	
Private Wage and Salary Worker	739,155	83.7	29,747	78.1	1,001	76.8	
Federal Government Worker	15,469	1.8	338	0.9	0	0.0	
State Government Worker	16,486	1.9	1,641	4.3	16	1.2	
Local Government Worker	69,574	7.9	3,213	8.4	143	11.0	
Self-Employed Worker	39,608	4.5	2,911	7.6	142	10.9	
Unpaid Family Worker	2,424	0.3	243	0.6	2	0.2	
Total	882,716	100.0	38,093	100.0	1,304	100.0	

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

EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER BY OCCUPATION IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF SUGAR CREEK: 1990

	Region		Walworth County		Town of Sugar Creek	
Occupation	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty Executive, Administrative, Managerial Professional Specialty	103,680 122,673	11.7 13.9	3,551 4,664	9.3 12.2	77 144	5.9 11.0
Technical, Sales, Administrative Support Technicians and Related Support Sales Administrative Support, Including Clerical	31,301 103,033 150,205	3.5 11.7 17.0	902 4,051 5,288	2.4 10.6 13.9	43 120 209	3.3 9.2 16.0
Service Private Household Protective Service Service, Except Protective and Household	1,758 12,724 98,458	0.2 1.4 11.2	85 452 4,884	0.2 1.2 12.8	17 19 119	1.3 1.5 9.1
Farming, Forestry, and Fishing	9,288	1.1	1,431	3.8	91	7.0
Precision Production, Craft, Repair	103,690	11.7	4,976	13.1	192	14.7
Operators, Fabricators, and Laborers Machine Operators, Assemblers, Inspectors Transportation and Material Moving Handlers, Equipment Cleaners, Helpers, Laborers	80,106 32,522 33,278	9.1 3.7 3.8	4,492 1,610 1,707	11.8 4.2 4.5	127 90 56	9.7 6.9 4.3
Total	882,716	100.0	38,093	100.0	1,304	100.0

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

About 15 percent of the Town's employed labor force, or 192 persons, is classified as precision production, craft and repair workers. The concentration of employed persons within these occupational classifications is similar to that shown in Walworth County and the Region at large.

SUMMARY

This chapter has presented historical and forecast population, household, and employment data for the Town of Sugar Creek, Walworth County, and the Southeastern Wisconsin Region. Future population, household, and employment levels determine the amount of urban growth that may be anticipated to occur within an area. Thus, these factors can be called determinants of growth, and accurate forecasts of these determinants assist greatly in the design of useful land use plans.

Two alternative forecasts of growth were developed and presented in this chapter, one based upon an intermediate-growth centralized alternative and one based upon a high-growth decentralized alternative. These two scenarios of future growth and development were selected because they present a realistic range of population, household, and employment levels for the Town through the year 2010. Selected characteristics of the Town's population and households were also presented in this chapter. The following summarizes the data presented in this chapter:

- The population of the Town was 2,661 in 1990. Between 1990 and 2010, the population of the Town is forecast to increase by about 8 percent, to 2,880, under the intermediate-growth centralized alternative and by about 68 percent, to 4,470, under the high-growth decentralized alternative. In 1994, the population was estimated to be 2,723, or 2 percent greater than the 1990 population.
- In 1990, there were 895 households in the Town. Between 1990 and 2010, the number of households is forecast to increase by about 23 percent, to 1,100, under the intermediategrowth centralized alternative and by about 79 percent, to 1,600, under the high-growth decentralized alternative.

- In 1990, there were 526 jobs located in the Town. Between 1990 and 2010 the number of jobs in the Town is forecast to increase by about 5 percent, to 550, under the intermediate-growth centralized alternative and by about 27 percent, to 670, under the highgrowth decentralized alternative.
- In 1990, of the approximately 1,757 persons in the Town 25 years of age and older, about 367 persons, or 21 percent, had less than a 12th grade education; about 741 persons, or 42 percent, had a high school diploma; and about 649 persons, or 37 percent, had a high school diploma plus some college or some higher-education degree.
- In 1989, the median annual household income in the Town was \$33,984 and the median annual family income was \$38,333.
- In 1990, about 70 percent of the total 1,060 housing units in the Town, or 744 units, were classified as owner-occupied year-round; about 1 percent, or 15 units, were classified

vacant; and about 14 percent, or 150 units, were classified as seasonal housing units. Renter-occupied housing units comprised about 14 percent of the total housing units in the Town.

- In 1990, the average value of owner-occupied housing units in the Town was \$87,349, about 2 percent lower than the average value in the County and about 2 percent higher than the average value in the Region.
- Of the 1,304 employed persons 16 years of age or older in 1990 in the Town, about 77 percent, or 1,001 persons, were classified as private wage and salaried workers; about 11 percent, or 142 persons, were classified as local government workers, and about 11 percent were classified as self-employed workers.
- In 1990, employed persons in the Town were fairly evenly distributed among the various occupational classifications. The occupations employing the largest number of Town residents were administrative support, about 16 percent, or 209 persons, and precision production, craft, and repair, about 15 percent.

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Chapter III

NATURAL RESOURCE BASE

INTRODUCTION

The conservation and wise use of the natural resource base is vital to sound physical, social, and economic development and to the ability of an area to provide a pleasant and habitable environment. Any meaningful land use planning effort must, therefore, recognize the existence of a limited natural resource base to which urban and rural development must be properly adjusted in order that the resource base is properly maintained and protected and in order that serious environmental problems are avoided. A sound evaluation and analysis of the natural resource base is, therefore, particularly important to planning for the physical development of an area.

This chapter presents the results of an inventory and analysis of the natural resource base of the Town of Sugar Creek. Included is descriptive information regarding soils, topography, water resources, wildlife habitat, and natural areas. This chapter concludes with a description of the environmental corridors that have been identified within the Town. These corridors represent concentrations of the most important remaining elements of the natural resource base.

SOILS

Soil properties exert a strong influence on the use of land. Soils are an irreplaceable resource and mounting pressures upon land are constantly making this resource more and more valuable. A need exists in any land use planning program to examine how soils can best be used and managed.

In order to assess the significance of the diverse soils found in Southeastern Wisconsin, the Regional Planning Commission in 1963 entered into a cooperative agreement with the U. S. Soil Conservation Service under which detailed operational soil surveys were completed for the entire seven-county Region. The survey reports were published in SEWRPC Planning Report No. 8, <u>The Soils of</u> <u>Southeastern Wisconsin</u>, 1966, and in county soil survey reports subsequently prepared by the Soil Conservation Service. The soil survey data, and particularly the interpretive data, have been maintained current by the Commission, the latest revisions being dated December 1993. The surveys have provided sound, definitive data on the physical, chemical, and biological properties of the soils, including interpretations of the soil properties for planning, engineering, agricultural, and resourceconservation purposes.

<u>General Soil Groups</u>

Map 2 provides an overview of the pattern of soils that exists within the Town. As shown, five broad groups of soils, or soil associations, occur within the area: the Casco-Fox association, the Plano association, the Houghton-Palms association, the Miami-McHenry association, and the Plano-Griswold association.

Soil Suitability Interpretations

The soil surveys provide important information regarding the suitability of the land for various urban and rural uses. Interpreting soil surveys in this manner involves evaluating those characteristics of a soil which influence the particular use concerned and predicting the kinds and degrees of limitations those soil properties and qualities which, taken together, are likely to impose on the particular use concerned. Of particular importance in preparing a land use plan for the Town of Sugar Creek are suitability interpretations for residential development with public sanitary sewer service, for residential development with onsite sewage disposal systems, for agriculture, and as a potential source of sand and gravel.

Soil Suitability for Residential Development Served by Public Sanitary Sewers: The detailed soil survey indicates that about 8.8 square miles, or about 25 percent of the total area of the Town, are covered by soils that have severe limitations for residential development with public sanitary sewer service; or stated differently, are poorly suited for residential development of any kind (see Map 3).

Development for urban uses of areas covered by these soils may be expected to result in severe environmental and development problems including, among others, failing foundations for buildings, roadways, walks and parking areas; wet basements with excessive operation of sump pumps; excessive



GENERAL SOIL ASSOCIATIONS IN THE TOWN OF SUGAR CREEK

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

infiltration of clear water into sanitary sewage systems; and drainage and flooding problems. In addition, there may be significant costs entailed in the development of these areas for urban use and in subsequent maintenance of that development.

<u>Soil Suitability for Onsite Sewage Disposal Systems</u>: The suitability of soils in the Town for onsite sewage disposal systems is indicated on Maps 4 and 5. Map 4 indicates suitability for conventional onsite sewage disposal systems. Map 5 indicates suitability for mound sewage disposal systems. The ratings are expressed in terms of the likelihood of meeting the criteria governing the siting of onsite sewage disposal systems set forth in Chapter ILHR 83 of the Wisconsin Administrative Code. On Maps 4 and 5, areas shown as "suitable" have a high probability of meeting the code requirements for the system concerned, and areas shown as "unsuitable" have a high probability of not meeting the requirements. Areas shown as "undetermined" include soils having a range of characteristics which spans the applicable administrative code criteria, so that no classification can be assigned without more detailed field investigation. It should be noted that Maps 4 and 5 are intended to illustrate the overall pattern of soil suitability for onsite sewage disposal systems. Detailed site investigations based upon the requirements of Chapter ILHR 83 are essential to the determination of whether or not the soils on any specific tract of land are suitable for development served by onsite sewage disposal systems.

LEGEND

TILL. ON UPLANDS

TERRACES

GLACIAL TILL, ON UPLANDS

HOUGHTON-PALMS ASSOCIATION: VERY POORLY

DRAINED ORGANIC SOILS IN DEPRESSIONS AND ON BOTTOM LANDS

MIAMI-MCHENRY ASSOCIATION: WELL-DRAINED SOILS THAT HAVE A SUBSOIL OF CLAY LOAM AND SILTY CLAY LOAM; FORMED IN LOESS AND THE UNDERLYING SANDY LOAM OLOAM GLACIAL

PLANO-GRISWOLD ASSOCIATION: WELL-DRAINED SOILS THAT HAVE A SUBSOIL OF SILTY CLAY LOAM AND SANDY CLAY LOAM, FORMED IN LOESS AND THE UNDERLYING SANDY LOAM TO LOAM

CASCO-FOX ASSOCIATION: WELL-DRAINED SOILS THAT HAVE A SUBSOIL OF CLAY LOAM; MOOERATELY DEEP OVER SAND AND GRAVEL, ON OUTWASH PLAINS AND STREAM TERRACES PLANO, GRAVELLY SUBSTRATUM-WARSAW ASSOCIATION: WELL-DRAINED SOILS THAT HAVE A SUBSOIL OF SILTY CLAY LOAM AND CLAY LOAM; MODERATELY DEEP AND DEEP OVER SAND AND GRAVEL, ON OUTWASH PLAINS AND STREAM





LEGEND









OTHER: AREAS CONSISTING FOR THE MOST PART OF DISTURBED LAND FOR WHICH NO INTERPRETIVE DATA ARE AVAILABLE

ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEM

SURFACE WATER

NOTE-

SUITABILITY OF SOILS FOR CONVENTIONAL ON-SITE SEWAGE DISPOSAL SYSTEMS IN THE TOWN OF SUGAR CREEK UNDER CURRENT ADMINISTRATIVE RULES: FEBRUARY 1991

LEGEND



R.15 F

UNSUITABLE: AREAS COVERED BY SOILS HAVING A HIGH PROBABILITY OF NOT MEETING THE CRITERIA OF CHAPTER ILHR 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEMS UNDETERMINED: AREAS COVERED BY SOILS HAVING A RANGE OF CHARACTERISTICS AND YOR SLOPES WHICH SPAN THE CRITERIA OF CHAPTER ILHR 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEMS SO THAT NO CLASSIFICATION CAN BE ASSIGNED

SUITABLE: AREAS COVERED BY SOILS HAVING A HIGH PROBABILITY OF MEETING THE CRITERIA OF CHAPTER LINE 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEMS

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



R.16 E.R. 17 E

SUITABILITY OF SOILS FOR MOUND SEWAGE DISPOSAL SYSTEMS IN THE TOWN OF SUGAR CREEK UNDER CURRENT ADMINISTRATIVE RULES: FEBRUARY 1991



LEGEND





SUITABLE: AREAS COVERED BY SOILS HAVING A HIGH PROBABILITY OF MEETING THE CRITERIA OF CHAPTER LLHR 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND SEWAGE DISPOSAL SYSTEMS

OTHER: AREAS CONSISTING FOR THE MOST PART OF DISTURBED LAND FOR WHICH NO INTERPRETIVE DATA ARE AVAILABLE

SURFACE WATER

NOTE:

ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A MOUND SEWAGE DISPOSAL SYSTEM



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

As indicted in Table 10, about 8.3 square miles, or about 24 percent of the Town, is covered by soils classified as unsuitable for conventional onsite sewage disposal systems; about 8.4 square miles, or about 24 percent, is classified as suitable; and about 16.9 square miles, or 49 percent, are covered by soils of undetermined suitability. The remaining 1.0 square mile, or 3 percent of the Town, consist of areas for which, because of disturbed condition, no soil survey data are available, or consist of surface water. As is indicated in Table 10, the development of mound sewage disposal systems and other alternative systems has significantly increased the area of the Town which may be able to accommodate development served by onsite sewage disposal systems.

Agricultural Soil Suitability

Much of the area of the Town is covered by soils which are well suited for agricultural use. Soil suitability for agricultural use within the undeveloped portion of the Town, based upon the U.S. Soil Conservation Service classification system, is shown on Map 6. National prime farmland is defined as land that is well suited for the production of food, feed, forage, fiber, and oilseed crops. Such farmland has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when properly treated and managed. Farmland of statewide importance includes land in addition to national prime farmland which is of statewide importance for the production of food and fiber. Areas identified on Map 6 as national prime farmland encompass 22.9 square miles, or 69 percent of the undeveloped area of the Town. Areas identified as farmland of statewide importance encompass 4.6 square miles, or 14 percent, of the undeveloped area of the Town.

Soil Suitability as Potential Source of Sand and Gravel

Sand and gravel are an important economic resource. The regional soil survey provides an indication of the location of potentially commercially workable sand and gravel deposits. The regional soil survey rates soil mapping units as "probable" or "improbable" sources of sand and gravel. The rating is intended only to show the probability of the presence of material of suitable quality in workable quantities. As shown on Map 7, about 15.5 square miles, or 45 percent of the total area of the Town, are covered by soil mapping units which have been identified as probable sources of sand or gravel.

Table 10

SOIL SUITABILITY FOR ON-SITE SEWAGE-DISPOSAL SYSTEMS IN THE TOWN OF SUGAR CREEK

an a	Conventior	nal Systems	Mound Systems			
Classification	Square Miles	Percent of Town	Square Miles	Percent of Town		
Unsuitable	8.3	24.0	8.2	23.4		
Undetermined	16.9	48.8	2.2	6.4		
Suitable	8.4	24.3	23.2	67.0		
Other ^a	1.0	2.9	1.0	2.9		
Total	34.6	100.0	34.6	100.0		

^aIncludes disturbed areas for which no soil survey data are available and surface water.

Source: SEWRPC.

TOPOGRAPHY

The topography, or the relative elevation of the land surface, in the Town of Sugar Creek is determined, generally, by the configuration of the bedrock geology and by the overlying glacial deposits. The topography of the Town, shown in ten-foot-interval contours, is depicted on Map 9.

<u>Slopes</u>

Slope is an important determinant of the land uses practicable on a given parcel of land. Lands with steep slopes are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as care-fully designed low-density residential use. Lands which are gently sloping or nearly level are best suited to agricultural production and to medium-density residential, commercial, or industrial uses. It should also be noted that slope is directly related to water runoff and erosion problems and, therefore, the type and extent of both urban and rural land uses should be carefully adjusted to the slope of the land.

In general, slopes of 12 percent or greater should be considered unsuitable for urban development and most types of agricultural uses. Such areas should generally be maintained in essentially natural and open uses. As shown on Map 8, areas having a slope of 12 percent or greater encompass about 2.6 square miles, or 8 percent of the total area of the Town.



AGRICULTURAL SOIL SUITABILITY IN THE TOWN OF SUGAR CREEK

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

AREAS WHERE SOIL SURVEY DATA INDICATE THAT POTENTIAL SAND AND GRAVEL DEPOSITS MAY OCCUR IN THE TOWN OF SUGAR CREEK

Map 7





WATERSHEDS, SUBWATERSHEDS, AND SUBBASINS

The Town of Sugar Creek is located within both the Fox River and Rock River watersheds, which are a part of the Mississippi River drainage system. The portion of the Fox River watershed in the Town can be divided into several subwatersheds, the Sugar Creek subwatershed and the North Lake Drainage area, as shown on Map 9. The subwatersheds, in turn, may be further subdivided into individual subbasins, also displayed on Map 9.

SURFACE WATER RESOURCES

Surface water resources, consisting of lakes, rivers and streams, and associated floodlands, form a particularly important element of the natural resource base of the Town of Sugar Creek. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of the area. Lakes and streams constitute a focal point of water-related recreational activities; provide an attractive setting for properly planned residential development and, when viewed in the context of the total landscape, greatly enhance the aesthetic quality of the environment. Unfortunately, lakes and streams are readily susceptible to degradation through improper rural, as well as urban, land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, from malfunctioning and improperly located onsite sewage disposal systems, urban runoff, runoff from construction sites, and careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riverine areas combined with the filling of peripheral wetlands, which removes valuable nutrient and sediment traps and adds nutrient and sediment sources.

<u>Lakes</u>

Lakes have been classified by the Regional Planning Commission as being either major or minor. Major lakes have 50 acres or more of surface water area. These lakes located in the Town include North Lake, Lake Wandawega, and Silver Lake. As shown on Map 9, there are, in addition, a number of smaller, generally unnamed lakes and ponds in the Town.

Streams

Perennial streams are defined as watercourses that maintain, at a minimum, a continuous flow throughout the year except under unusual drought conditions. The perennial streams in the Town of Sugar Creek, most notably the Sugar Creek, are shown on Map 9.

Floodlands

The floodlands of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, a river or stream channel. Rivers and streams occupy their channels most of the time. However, during even minor flood events, stream discharges increase markedly, and the stream channels may not be able to contain and convey all of the flow. As a result, water levels increase and the river or stream spreads laterally over the floodlands. The periodic flow of a river onto its floodlands is a normal phenomenon and, in the absence of costly structural flood control works, will occur of whether or not urban development exists in the floodland.

For planning and regulatory purposes, floodlands are normally defined as those areas, excluding the stream 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 in severity once in every 100 years or, stated another way, there is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and soils poorly suited to urban uses.

Floodland delineations were prepared by the Regional Planning Commission as part of its Fox River watershed planning program, the findings and recommendations of which are set forth in SEWRPC Planning Report No. 12, <u>A Comprehensive</u> <u>Plan for the Fox River Watershed</u>, 1969-1970. In addition to this study, the Federal Emergency Management Agency (FEMA) has identified additional areas in the Town that may be subject to flood hazards. The FEMA study was conducted for flood insurance purposes and indicates generally where severe flooding may occur. Supplemental engineering studies are necessary to precisely identify hazardous areas.

Floodland delineations in the Town of Sugar Creek currently identified by the Regional Planning Commission and FEMA are shown on Map 9. These floodlands encompass an area of about 300 acres, or about 1 percent of the Town. These floodlands are SLOPE ANALYSIS FOR THE TOWN OF SUGAR CREEK




TOPOGRAPHY, SURFACE DRAINAGE, WETLANDS, FLOODLANDS, AND WATERSHED FEATURES IN THE TOWN OF SUGAR CREEK





10-FOOT CONTOUR INTERVAL LINES WATERSHED BOUNDARY SUBWATERSHED BOUNDARY PERENNIAL STREAM OR WATERCOURSE

INTERMITTENT STREAM OR WATERCOURSE

SURFACE WATER

WETLANDS 0112

IOO-YEAR RECURRENCE INTERVAL FLOODLANDS

Source: SEWRPC.

located primarily along the Sugar Creek between the Sugar Creek-Lafayette Town line and CTH H (Cobbie Road).

Wetlands

Wetlands are areas in which the water table is at, near, or above the land surface and which are characterized by both hydric soils and by the growth of sedges, cattails, and other wetland vegetation. Wetlands generally occur in depressions and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained.

Wetlands perform an important set of natural functions. They support a wide variety of desirable, and sometimes unique, forms of plant and animal life; stabilize lake levels and streamflows; entrap and store plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and weed and algae growth; contribute to atmospheric oxygen and water supplies; reduce stormwater runoff by providing areas for floodwater impoundment and storage; protect shorelines from erosion; entrap soil particles suspended in runoff and reduce in-stream sedimentation; provide groundwater recharge and discharge areas; and provide the population with opportunities for scientific, educational, and recreational pursuits.

Wetlands have severe limitations for residential, commercial, and industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. Recognizing the important natural functions of wetlands, continued efforts should be made to protect these areas by discouraging costly wetland draining, filling, and urbanization. Map 9 shows the location of wetlands in the Town of Sugar Creek in 1990. These areas encompass about 1.9 square miles, or 5 percent of the Town.

WOODLANDS

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, woodlands help maintain a diversity of plant and animal life. Unfortunately, woodlands which required a century or more to develop, can be destroyed though mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat.

Woodlands can and should be maintained for their total values, for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection. Woodlands comprised 1.6 square miles, or 5 percent of the Town of Sugar Creek, in 1990. The distribution of these woodlands is shown on Map 10.

WILDLIFE HABITAT AREAS

Wildlife in the Town of Sugar Creek includes species such as rabbit, squirrel, woodchuck, mink, fox, raccoon; game birds, including pheasant; and marsh furbearers such as muskrat and beaver. Other species include songbirds and marsh and shorebirds. In addition, water fowl are present and white-tailed deer are found in many areas. The spectrum of wildlife species has undergone significant alterations since settlement of the area by Europeans. These alterations were the direct result of land use changes including the clearing of forests and draining of wetlands for agricultural purposes and urban development.

In 1985, the Regional Planning Commission and the Wisconsin Department of Natural Resources cooperatively inventoried wildlife habitat in Southeastern Wisconsin. Three classes of wildlife habitat were identified. Class I consists of areas that contain a good diversity of wildlife, that are of sufficient size to meet all of the habitat requirements for each species, and that are generally located in proximity to other wildlife habitat areas. Class II consists of wildlife habitat areas lacking one of the three criteria necessary for a Class I designation. Class III consists of those wildlife habitat areas that are generally remnant in nature and that lack two of the three criteria necessary for Class I designation.

As shown on Map 11, wildlife habitat areas in the Town of Sugar Creek generally occur in association with existing surface water, wetland, and woodland resources. In 1990, wildlife habitat areas covered about 5.9 square miles, or 17 percent of the Town. Class I wildlife habitat areas, the most environmentally significant of the remaining wildlife habitat, comprised 1.7 square miles, or 29 percent of the identified wildlife habitat. Class II wildlife habitat comprised 1.9 square miles, or 32 percent of the total. Class III wildlife habitat comprised 2.3 square



WOODLANDS IN THE TOWN OF SUGAR CREEK: 1990

Source: SEWRPC.

SURFACE WATER

27



WILDLIFE HABITAT AREAS IN THE TOWN OF SUGAR CREEK: 1990

CLASS I WILDLIFE HABITAT

CLASS II WILDLIFE HABITAT

CLASS III WILDLIFE HABITAT

WILDLIFE HABITAT WITHIN THE LAKES AND PONDS OF THE TOWN OF SUGAR CREEK CONSISTS OF DEEP AND SHALLOW MARSH AREA HAVING SUBMERGENT, EMERGENT, AND FLOATING VEGETATION



Source: SEWRPC.

NOTE:

miles, or 39 percent. As shown on Map 11, Class II and Class III wildlife habitat occur in scattered locations throughout the Town of Sugar Creek.

NATURAL AREAS

Natural areas, as defined by the Wisconsin Scientific Areas Preservation Council, are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of four categories: State scientific areas, natural areas of statewide or greater significance, natural areas of countywide or regional significance, and natural areas of local significance. Classification of an area into one of these four categories is based upon consideration of the diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from human activity, such as logging, agricultural use, and pollution; any unique natural feature; the size of the site; and the educational value of the area.

Three natural area sites, all of local significance, have been identified in the Town of Sugar Creek. These sites, which together encompass about 295 acres, or just over 1 percent of the Town, are shown on Map 12 and described in Table 11.

PARK AND OPEN SPACE SITES

Park and open space sites are closely linked to the underlying natural resource base. These areas may be enhanced by the presence of natural resource features; conversely, the commitment of land to park and open space use contributes to the preservation of existing resource features. Park sites in the Town are shown in Map 13 and are listed in Table 12.

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in the Region in which concentrations of the best remaining elements of the natural resource base occur. Under the regional planning program, seven elements of the natural resource base have been considered essential to the maintenance of both the ecological balance as well as the overall quality of life in the Region: 1) lakes, rivers, and streams and the associated shorelands and floodlands, 2) wetlands, 3) woodlands, 4) prairies, 5) wildlife habitat areas, 6) wet, poorly drained, and organic soils, and 7) rugged terrain and high relief topography. In addition, there are certain other features which, although not a part of the natural resource base, are closely related to that base and are a determining factor in identifying and delineating valuable areas. These features include 1) existing park and open space sites, 2) potential park and open space sites, 3) historic sites, 4) scenic areas and vistas, and 5) and natural area sites. The procedure followed to delineate these resource features and to identify environmental corridors is set forth in Appendix A of this report.

Primary Environmental Corridors: Primary environmental corridors are by definition at least 400 acres in size, two miles long, and 200 feet wide. As shown on Map 14, primary environmental corridor land is located primarily in the northern portion of the Town and includes woodlands, wetlands, significant natural areas, wildlife habitats and the undeveloped natural shoreland areas of Sugar Creek, North Lake, and Lake Wandawega. It should be noted, however, that significant concentrations of urban development also occur in the aforementioned shoreland areas. The manicured lawns, boat houses. and other intensive uses in such shoreland areas are included within the delineated environmental corridors. Even though such shoreland areas do not have intrinsic resource value, such as wetlands or woodlands, they still can serve as an important buffer area between surface waters and more intensive urban development and should, to the extent practicable, be maintained in natural open space uses. Maintaining such areas in natural open space use provides for the reduction of soil erosion and nonpoint source pollution that could otherwise result in negative water quality impacts on the associated water bodies. County zoning and State regulations do, in fact, provide for certain restrictions of intensive urban development in these shoreland areas. Primary environmental corridors encompass a total of 2.9 square miles, representing about 8 percent of the total area of the Town.



NATURAL AREAS IN THE TOWN OF SUGAR CREEK: 1990

Source: SEWRPC.

3

IDENTIFICATION NUMBER (SEE TABLE II)

Table 11

NATURAL AREAS IN THE TOWN OF SUGAR CREEK: 1990

		· · · · · · · · · · · · · · · · · · ·				
Map Reference Number on Map 12	Area Name	Classification	Area (acres)	Location U. S. Public Land Survey Section	Ownership	Description
1	Lake Wandawega Marsh	Of local significance	60	2	Private	Large deep and shallow marsh at west end of lake with a rich complement of aquatic species
2	North Lake Marsh	Of local significance	150	50	Private	Large marsh on west side of lake with a rich complement of aquatic species
3	Silver Lake	Of local significance	85	11, 14	Private	Shallow lake containing a rich complement of aquatic species

Source: SEWRPC.

Table 12

EXISTING PARK AND OPEN SPACE SITES IN THE TOWN OF SUGAR CREEK: 1994

Site Name	Reference Number on Map 13	Acreage	Facilities
Subdivision Park North Lake Subdivision Park Subdivision Park Lake Wandawega Subdivision Park Lake Wandawega Subdivision Park Tibbets Elementary School Interlaken Subdivision Park	1 2 3 4 5 6 7	1 1 19 ^a 4 3 1 ^b	None Boat landing Boat landing, beach Beach Boat landing, beach Baseball diamond, playground equipment None

^aNearly all acreage consists of undeveloped lake shoreline.

^bUndeveloped lake shoreline.

Source: SEWRPC.

Secondary Environmental Corridors: While secondary corridors may have the same environmental and developmental qualities as primary environmental corridors, they are much smaller in size. Such corridors are, by definition, at least 100 acres in size and one mile in length. As shown on Map 14, the secondary environmental corridors are generally located along the intermittent streams tributary to the Sugar Creek within the Town. Together, these areas encompass a total of 1.1 square miles, or about 3 percent of the Town.

<u>Isolated Natural Areas</u>: Isolated natural areas in the Town, consisting of pockets of wetlands or woodlands not smaller than five acres, are shown on Map 14, nearly 40 such areas are scattered throughout the Town. In combination, these areas account for about 1.0 square mile, or about 3 percent of the Town area.

SUMMARY

This chapter has presented the results of an inventory and analysis of the natural resource base of the Town of Sugar Creek. The major findings are described below.

1. Soil limitations for various urban and nonurban uses are an important consideration in any sound land use planning effort. Detailed soil survey data indicate that about 8.8 square miles, or about 25 percent of the total area of the Town, are covered by soils that have severe limitations for residential development served by public sanitary sewer service; or stated differently, are poorly suited for residential development of any kind. With respect to unsewered development, the soil survey data indicate that 8.3 square miles, or about





NOOD

2 IDENTIFICATION NUMBER (SEE TABLE 12)

Source: SEWRPC.

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE TOWN OF SUGAR CREEK: 1990



Source: SEWRPC.

SURFACE WATER

33

24 percent of the total area of the Town, are covered by soils classified as unsuitable for conventional onsite sewage disposal systems; about 8.4 square miles, or about 24 percent, are classified as suitable; and about 16.9 square miles, or 49 percent, are covered by soils of uncertain suitability, requiring onsite inspection to resolve.

- 2. The Town is located both within the Fox River and Rock River watershed, which are part of the Mississippi River drainage system. The major surface water resources in the Town include the Sugar Creek and its minor intermittent tributaries and three major lakes, North Lake, Lake Wandawega, and Silver Lake. Areas of the Town lying within the 100year recurrence interval floodplain encompass about 300 acres, or 1 percent of the Town.
- 3. There are a number of significant natural resource base features in the Town. The Town

includes wetland areas encompassing a total of 1.9 square miles, or 5 percent of the total area of the Town; woodlands encompassing 1.6 square miles, or 5 percent; and wildlife habitat areas encompassing 5.9 square miles, or 17 percent. The Town includes three sites identified as natural areas under criteria established by the Wisconsin Scientific Areas Preservation Council.

4. Many of the natural resource features in the Town, as in other parts of the Southeastern Wisconsin Region, occur in linear concentrations in the landscape and are known as primary environmental corridors. Such areas encompass about 2.9 square miles, representing about 8 percent of the total area of the Town. Secondary environmental corridors encompass about 1.1 square miles, or 3 percent of the area of the Town. Isolated natural areas encompass about 1.0 square mile, or 3 percent of the area of the Town.

EXISTING LAND USE AND LAND USE REGULATIONS

INTRODUCTION

Included in this chapter is a description of the existing land use pattern in the Town of Sugar Creek and land use regulations pertinent to the physical development of the Town. Both are essential inventory components of the land use planning process, providing additional information about development opportunities and constraints. Also included in this chapter is a description of the existing arterial highway system and the currently planned public sanitary sewer service area.

EXISTING LAND USE

The land use pattern in the Town of Sugar Creek, is shown on Map 15 and is summarized in Table 13. The land use data are based upon an inventory conducted by the Regional Planning Commission in 1990. This inventory was conducted prior to the annexation of approximately 170 acres by the City of Elkhorn between 1990 and 1995, accounting for the difference in total area presented in Tables 13 and 15. The inventory indicates that, except for concentrations of residential urban development adjacent to the major lakes in the northeastern portion of the Town and to a lessor extent adjacent to North Lake in the northwestern portion, the land of Sugar Creek is overwhelmingly used for agriculture.

<u>Urban Land Uses</u>

Urban land uses in the Town of Sugar Creek consist of the building and sites associated with the following types of activities: residential, commercial, industrial including extractive, governmental and institutional, and recreational. Also classified as urban are roads and highways and their associated rights-of-way and three airstrips. Combined urban uses comprised 1,806 acres, or nearly 2.8 square miles, and represented about 8 percent of the total area of the Town in 1990.

Residential land comprised about 861 acres, or about one-half of the total urban lands and about 4 percent of the total area of the Town in 1990. Residential land is concentrated in the northeastern portion of the Town generally between the northern shoreline of Silver Lake and the southern shoreline of Lake Wandawega, and between the northern shoreline of Lake Wandawega and the southern shoreline of Don Jean Bay of the Lauderdale Lakes and the Sugar Creek-La Grange Town line. A number of commercial uses serve these urban residential enclaves and highway traffic along USH 12/STH 67.

Nonurban Land Uses

Nonurban land uses in the Town of Sugar Creek consist of croplands, pastures, sod farms, orchards, farm buildings, and other uses associated with agriculture; wetlands; woodlands; and surface water. Nonurban land comprised about 20,367 acres, or about 31.8 square miles, and represented about 92 percent of the total area of the Town in 1990.

By far the most significant land use in the Town is agriculture. In 1990, 17,278 acres of land, representing about 85 percent of the total nonurban lands and about 80 percent of the total area of the Town, were devoted to agriculture. Farmland classified as prime agriculture land, under the Walworth County Farmland Preservation Plan, totaled about 15,117 acres and accounted for about 87 percent of all farmland in the Town (see Map 16). Under the County plan, agriculture lands were identified as prime if the following criteria were met: the farm unit was at least 35 acres in size, soils meeting U.S. Soil Conservation Service standards for prime farmland or farmland of statewide significance covered at least one-half of the farm unit, and the farm unit was located in an agricultural area of at least 100 acres in size.

EXISTING HIGHWAYS

Arterial highways located in the Town of Sugar Creek are shown on Map 17. These roadways are a part of larger county and region-wide systems intended to serve the through movement of fast or heavy traffic.

The arterial system in the Town of Sugar Creek consists of USH 12/STH 67, between the Elkhorn municipal limits and the Sugar Creek-LaGrange Town line; CTH A, between USH 12 and the Sugar Creek-Richmond Town line; CTH ES, between the Sugar Creek-Lafayette Town line and CTH A; CTH H, between the Elkhorn municipal limits and the Sugar Creek-LaGrange Town line; and CTH P,

EXISTING LAND USE IN THE TOWN OF SUGAR CREEK: 1990



		<u> </u>	· · · · · · · · · · · · · · · · · · ·
Land Use Category	Total Acres	Percent of Subtotal	Percent of Total
Urban			
Residential	861	47.7	3.9
Commercial	23	1.3	0.1
Industrial	149	8.2	0.7
Transportation,			
Communication and Utilities	647	35.8	3.0
Governmental and			
Institutional	30	1.7	0.1
Recreational	68	3.8	0.3
Unused Open Lands	28	1.5	0.1
Urban Land Use Subtotal	1,806	100.0	8.1
Nonurban	· · · · · · · · · · · · · · · · · · ·		
Agricultural	17,278	84.8	77.9
Woodlands	1,007	4.9	4.5
Wetlands	1,221	6.0	5.5
Surface Water	486	2.4	2.2
Unused and Open Land	375	1.8	1.7
Nonurban Land Use Subtotal	20,367	100.0	91.9
Total	22,173		100.0

SUMMARY OF LAND USE IN THE TOWN OF SUGAR CREEK: 1990

Source: SEWRPC.

between the Sugar Creek-Delavan Town line and a point 2.5 miles north on the Sugar Creek-Richmond border.

Annual average 24-hour traffic volumes at selected locations on the arterial system in the Town of Sugar Creek were last recorded by the Wisconsin Department of Transportation in 1993. These volumes are shown on Map 17. Rural standard arterial facilities such as those in the Town of Sugar Creek generally have a capacity of 7,000 vehicles per day. The arterial facilities in the Town, except for USH 12/STH 67, are currently carrying traffic volumes well below this capacity. USH 12/ STH 67 from the Elkhorn north municipal limits through the Town of Sugar Creek, however, experiences heavy use and traffic congestion during peak travel periods.

SANITARY SEWER SERVICE

No part of the Town of Sugar Creek is currently served by a public sanitary sewerage system. All lands in the Town rely on the use of private onsite sewage- disposal systems. A portion of the Town of Sugar Creek, however, does lie within the planned, year 2010, City of Elkhorn Sanitary Sewer Service Area (see Map 18). This service area is documented in the March 1995 amendment to the SEWRPC Community Assistance Report No. 56, Second Edition.

EXISTING LAND USE REGULATIONS

Zoning

A zoning ordinance is a law which regulates the use of private and public property. A zoning ordinance may divide a community into districts for the purpose of confining or promoting certain land uses in areas well suited to those uses. Within a given zoning district, an ordinance may also regulate the height, size, shape, and placement of structures on sites with the intention of assuring adequate light, air, and open space for each building; reducing fire hazards; and preventing overcrowding, traffic congestion, and overloading of utility systems. Zoning may also be used to protect and preserve the natural resource base.

A zoning ordinance typically consists of two parts. The first part, the text, sets forth regulations that apply to each of the various zoning districts and related procedural, administrative, and legal provisions. The second part, the map, delineates the boundaries of the various districts to which the regulations apply.



PRIME AGRICULTURAL LAND IN THE TOWN OF SUGAR CREEK: 1990

LEGEND

PRIME AGRICULTURAL LAND

SURFACE WATER



Source: SEWRPC.



EXISTING STREETS AND HIGHWAYS AND AVERAGE TRAFFIC VOLUMES FOR THE TOWN OF SUGAR CREEK: 1993

Source: SEWRPC.

The Town of Sugar Creek is under the jurisdiction of the Walworth County Zoning Ordinance. This Ordinance, containing both general and shoreland/ floodplain zoning provisions, was adopted by Walworth County in 1974 and ratified by the Town of Sugar Creek in 1975. The general, or non-shoreland, provisions of the Ordinance are jointly administered by Walworth County and the Town of Sugar Creek. The shoreland provisions, however, are administered solely by the County. Amendments to the Ordinance within shoreland areas¹ thus, do not require approval and are not subject to disapproval by the Town Board. A description of the countytown zoning relationship in Walworth County, as specified in Wisconsin Statutes Section 59.97, is set forth in Appendix B of this report.

Existing zoning districts within the Town of Sugar Creek are shown on Map 19. The permitted principal and conditional uses and the lot size, width, and setback requirements for all of the various districts identified under County zoning ordinance are summarized in Table 14. The 1994 acreage of the various districts are presented in Table 15.

The 1994 zoning of lands in the Town is well balanced with respect to the existing land use pattern. The amount and location of nonurban land uses harmonize closely with the agricultural and resource conservancy districts. While some additional lands than are presently necessary are zoned

¹Shoreland areas are defined in the Wisconsin Statutes as lands within the following distances from the ordinary high-water mark of navigable waters: one thousand feet from a lake, pond, or flowage; and three hundred feet from a river or stream or to the landward side of the floodplain, whichever distance is greater.



ELKHORN SANITARY SEWER SERVICE AREA: MARCH 1995

Source: SEWRPC.

for single-family residential use, these are generally located adjacent to existing residential development or reflect the location of previously platted, but as yet undeveloped, land.

<u>Wisconsin Uniform Dwelling Unit Code</u> Construction of one-family and two-family dwellings

in the Town of Sugar Creek is regulated by the Wisconsin Uniform Dwelling Code (UDC), which took effect in the State in June 1980 and in the Town in 1984. The UDC is a State regulation enforced by local governments. The UDC does not specify any minimum size requirement for one-family and twofamily dwellings.

ZONING IN THE TOWN OF SUGAR CREEK: 1994



LEGEND

	ZONING DISTRICT BOUNDARY	
ZONING	DISTRICTS	
A - 1	PRIME AGRICULTURAL LAND	
A-2	AGRICULTURAL LAND	
A-3	AGRICULTURAL LAND HOLDING	

- AGRICULTURAL-RELATED MANUFACTURING, WAREHOUSING, AND MARKETING A-4
- A-5 AGRICULTURAL-RURAL RESIDENTIAL
- C 1 LOWLAND RESOURCE CONSERVATION
- C-2 UPLAND RESOURCE CONSERVATION
- C-3 CONSERVANCY-RESIDENTIAL
- LOWLAND RESOURCE CONSERVATION (SHORELAND) C-4

- P-1 RECREATIONAL PARK
- P-2 INSTITUTIONAL PARK
- SINGLE-FAMILY RESIDENCE R - 1 (UNSEWERED)
- SINGLE-FAMILY RESIDENCE (SEWERED) (NONE) R-2
- TWO-FAMILY RESIDENCE (SEWERED OR UNSEWERED) (NONE) R - 3
- MULTIPLE-FAMILY RESIDENCE (SEWERED OR UNSEWERED) (NONE) R-4
- R-5 PLANNED RESIDENTIAL DEVELOPMENT
- R-6 PLANNED MOBILE HOME PARK RESIDENCE
- R-7 MOBILE HOME SUBDIVISION RESIDENCE (NONE)
- MULTIPLE-FAMILY RESIDENCE (SEWERED OR UNSEWERED) (NONE) R-8

- B-1 LOCAL BUSINESS
- B-2 GENERAL BUSINESS
- WATERFRONT BUSINESS (NONE) 8-3
- HIGHWAY BUSINESS B-4
- PLANNED COMMERCIAL-RESIDENTIAL BUSINESS B-5
- M- 1 INDUSTRIAL
- M-2 HEAVY INDUSTRIAL (NONE)
- M-3 MINERAL EXTRACTION
- M-4 SANITARY LANDFILL



Table 14

WALWORTH COUNTY ZONING DISTRICTS

r		· · · · · · · · · · · · · · · · · · ·					· · · · ·	T
			Minimun	Lot Size	4 C			
	Principal Uses		Total	Total Width	Street Yard	Side Yard	Rear Yard	Maximum Building
District	(abbreviated)	Typical Conditional Uses ^a	Area	(feet)	(feet)	(feet)	(feet)	Height (feet)
A-1 Prime Agricultural Land	Two single- or one two-family farm dwellings, farming, grazing, orchards, vegetable raising, dairying, equestrian trails	Housing for workers, commercial feed lots, fur farms and egg production, livestock sales facilities, land restoration, sewage- disposal plants, governmental and cultural uses, schools, churches	35 acres		Varies ^b	20 ^{c,d}	100 e	45
A-2 Agricultural Land	All A-1 principal uses, except only one single-family farm dwelling is permitted	Housing for workers, commercial feed lots, fur farms, egg production, ski hills, recreation camps, riding stables, sewage- disposal plants, airports, government and cultural uses, schools, churches	20 acres	300	Varies ^b	20 ^{c,d}	100	45
A-3 Agricultural Land Holding	All A-1 principal uses	Housing for workers, including mobile homes, commercial feed lots, livestock sales facilities, fur farms, egg production, sewage-disposal plants, airports, governmental or cultural uses, schools, churches	35 acres		Varies ^b	20	100	45 45
A-4 Agricultural-Related Manufacturing, Warehousing, and Marketing	All uses are conditional uses	Contract sorting, grading, and packaging, corn shelling, hay baling and threshing services, milk production, production of flour and grain mill products, production of meat products, sales or maintenance of farm implements, sewage-disposal plants, kennels, governmental and cultural uses, schools, churches	Sufficient area as required by ordinance		Varies ^b	75	75	70
A-5 Agricultural-Rural Residential	Single-family dwellings, home occupations, orchards, vegetable raising, plant nurseries, greenhouses, roadside stands	Sanitary sewage-treatment plants, governmental and cultural uses	40,000 square feet	150	Varies ^b	15 ^d	250	45
C-1 Lowland Resource Conservation (nonshoreland)	Farming, boat landings, fish hatcheries, forest and game management, park and recreation areas, beaches, trails	Land restoration, golf courses, yachting clubs, recreation camps, campgrounds, sanitary sewage treatment plants	0	0	0	-0	e	
C-2 Upland Resource Conservation	Farming, forest preservation, hunting and fishing clubs, park and recreation areas, stables, single-family detached dwellings	Animal hospitals, golf courses, ski hills, camps, riding stables, planned residential developments, sewage-disposal plants, governmental and cultural uses	5 acres	300	Varies ^b	20 ^d	100	45
C-3 Conservancy- Residential	Forest preservation, forest and game management, single- family detached dwellings	Animal hospitals, land restoration, planned residential developments, sewage disposal and cultural uses	100,000 square feet	200	Varies ^b	20 ^d	50 ^d	45
C-4 Lowland Resource Conservation (shoreland)	Boat landings, fish hatcheries, forest and game management, park and recreation areas, beaches, trails	Land restoration, golf courses, yachting clubs, recreation camps, campgrounds, utilities	⁰	0	8	0	e	, α. θ α
P-1 Recreational Park	Parks, forest preserves, boat rentals, golf courses, gymnasiums, ice skating, picnic grounds, playfields	Country clubs, ski hills, yachting clubs, cultural activities, archery ranges, firearm ranges, sports fields, governmental and cultural uses, schools, churches	Sufficient area as required by ordinance		Varies ^b	50 ^d	50 ^d	45
P-2 Institutional Park	Churches, convents, hospitals, schools, colleges, nursing homes, town buildings	Golf courses, public assembly uses, sports fields, airports, utilities, cemeteries, governmental and cultural uses	Varies ^f	Varies ^f	Varies ^b	25 ^d	25 ^d	45
R-1 Single-Family Residential (unsewered)	Unsewered single-family detached dwellings	Golf courses, country clubs, planned residential developments, sewage-disposal plants, utilities, governmental and cultural uses, schools, churches	40,000 square feet	150	Varies ^b	15 ^d	25 ^d	45
R-2 Single-Family Residential (sewered)	Single-family detached dwellings served by public sanitary sewers	Golf courses, country clubs, planned residential developments, sewage-disposal plants, utilities, governmental and cultural uses, schools, churches	15,000 square feet	100	Varies ^b	10 ^d	25 ^d	45
R-2A Single-Family Residential (sewered)	Single-family detached dwellings served by public sanitary sewers	Golf courses, country clubs, planned residential developments, sewage-disposal plants, utilities, governmental and cultural uses, schools, churches	50,000 square feet	100	Varieș ^b	10 ^d	25 ^d	45
R-3 Two-Family Residential	Single-family detached dwellings, two-family dwellings	Golf courses, country clubs, planned residential developments, sewage-disposal plants, utilities, governmental and cultural uses, schools, churches	40,000 square feet per unit	150	Varies ^b	10	25	45

Table 14 (continued)

	· · · · · · · · · · · · · · · · · · ·							
			Minimu	m Lot Size			· · · ·	
District	Principal Uses (abbreviated)	Typical Conditional Uses ^a	Total Area	Total Width (feet)	Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
R-4 Multiple-Family Residential	All uses are conditional uses	One-, two-, and multi-family dwallings, golf courses, country clubs, planned residential development, utilities, schools, churches	40,000 square feet	Varies ^f	Varies ^b	10 ^d	25 ^d	45
R-5 Planned Residential Development	All uses are conditional uses	One-family detached, semi-detached and attached dwelling units, two-family dwellings, multiple-family dwellings, all B- 1 principal uses provided such uses do not occupy more than 15 percent of area, gotf courses, home occupations, governmental and cultural uses, schools, churches			Varies ^b	10, 15 for multiple family	40	45
R-6 Planned Mobile Home Park Residential	All uses are conditional uses	Single-family detached dwellings, mobile and modular homes, home occupations, governmental and cultural uses, utilities, schools, churches			20	15 ^d	20 ^d	30
R-7 Mobile Home Subdivision Residential	Mobile and modular homes, single-family detached dwellings	Golf courses, country clubs, home occupations, sewage disposal plants, governmental and cultural uses, utilities, schools, churches	As required by ordinance for unsewered lot	As required by ordinance for unsewered lot	Varies ^f	10 ^d	25 ^d	45
R-8 Multiple-Family Residential	Multiple-family dwelling units	Golf course and country clubs, single- family and two-family dwellings, home occupations, sewage-disposal plants, governmental and cultural uses, parks and playgrounds	As required by ordinance for unsewered lot	As required by ordinance for unsewered lot	Various ^f	10 ^d	25 ^d	45
B-1 Local Business	Bakeries, barber and beauty shops, business and professional offices, clinics, clothing, grocery and liquor stores, lodges, restaurants	Residential dwellings, nursing homes, vehicle sales and service, governmental and cultural uses, schools, churches	Varies ^f	Varies ^f	Varies ^b	10 ^d	30 ^d	45
B-2 General Business	All B-1 principal uses, antique shops, furniture stores, hotel and motels, bars and taverns, private clubs and schools, boat and marine supplies, variety stores, gasoline service stations	Residential dwellings, public assembly uses, drive-in theaters, public parking lots, nursing homes, funeral homes, governmental and cultural uses, sewage- disposal plants, utilities, schools, churches	Varies ^f	Varies ^f	Varies ^b	10 ^d	30 ^d	55
B-3 Waterfront Business	All uses are conditional uses	Boat rental, boat and marine supplies, bait shops, restaurants, bath houses, dance halls, off-season storage, vehicle sales and services, drive-ins, public parking lots	Sufficient area as required by ordinance	Varies ^f	Varies ^b	10 ^d	50 ^d	45
B-4 Highway Business	All uses are conditional uses	Automobile retail and repair, bars and taverns, gasoline sales and service, hotels, motels, night clubs, residential dwelling units	Sufficient area as required by ordinance		Varies ^f	40 ^d	40 ^d	45
B-5 Planned Commercial- Recreational Business	All uses are conditional uses	Amusement parks, boat rentals and access sites, campgrounds, recreational resorts, hotels, restaurants, retail stores, professional offices, personal services		÷-	259	15 ^{d,g}	40 ^{d,g}	85 ^h
B-6 Bed-and-Breakfast	Bed-and-breakfast establishments	None	Varies ^f	Varies ^f	Varies ^b	15 ^d	25 ^d	45
M-1 Industrial	Automotive upholstering, cleaning, pressing, dying, commercial bakeries, printing, trade and contractor, warehousing, wholesaling, food processing and packaging	Machine shops, automotive body repairs, manufacturing, fabrication, processing, governmental and cultural uses, recycling center	Sufficient area as required by ordinance		Varieș ^b	301	30 ⁱ	55
M-2 Heavy Industrial	All M-1 principal uses, freight yards, terminals, inside storage, breweries	All M-1 conditional uses, manufacturing, processing, stockyards, wrecking, demolition	Sufficient area as required by ordinance		Varies ^f	30	30 ⁱ	70
M-3 Mineral Extraction	All uses are conditional uses	Aggregate or ready-mix plant, clay, ceramic and refractory minerals mining, crushed and broken stone quarrying, sand and gravel quarrying, processing of top soll, governmental and cultural uses, utilities, recycling centers			۲.		L -	
M-4 Sanitary Landfill	All uses are conditional uses	Sewage disposal plants, governmental and cultural sites, utilities, sanitary landfill operations, recycling centers	••		k	<u>k</u>	<u>k</u>	45

^a More restrictive lot area, width, and yard requirements may apply to conditional uses under Section 4.0 of the Shoreland Zoning Ordinance.

^bFor a subdivision road, minimum 25 feet; town road, minimum 50 feet; county road, minimum 65 feet; State and Federal highways, minimum 85 feet.

43

Table 14 (Footnotes continued)

^CExcept structures used for housing of animals must be a minimum of 100 feet from lot lines.

d_{Except} shoreyards must be a minimum of 75 feet.

^eNo requirements for principal uses since no buildings or structures are permitted.

fLot area and width as determined by Section 2.5 of the Shoreland Zoning Ordinance.

^gExcept all perimeter yards must be a minimum of 100 feet.

^hExcept height of residential structures cannot exceed 45 feet.

¹Fifty feet when abutting a residential district.

JAll excavation must be a minimum of 200 feet from the right-of-way of any public or approved street, property line, or shoreline. All accessory uses, such as offices, parking areas, and stockpiles, must be a minimum of 100 feet from the right-of-way of any public or approved street, property line, or shoreline.

^kAll operations must be at least 200 feet from the right-of-way of any public or approved street, property line, or shoreline.

Source: Walworth County Shoreland Zoning Ordinance and SEWRPC.

Table 15

ZONING IN THE TOWN OF SUGAR CREEK: 1994

District Type	District Name	Area (acres)	Percent of Total
A		(10100)	01 10101
Agricultural	A-1 Prime Agricultural Land	14,280	64.9
	A-2 Agricultural Land	2,355	10.7
	A-3 Agricultural Balated Business	309	1.4
	A-5 Agricultural-Rural Residential	23	0.1
	Subtotal	16,995	77.2
Conservancy	C-1 Lowland Resource Conservation	528	2.4
	C-2 Upland Resource Conservation	1,181	5.4
	C-3 Conservancy-Residential	338	1.5
	C-4 Lowland Resource Conservation	1,170	5.3
. '	Subtotal	3,218	14.6
Public	P-1 Recreational Park	29	0.1
	P-2 Institutional Park	38	0.2
	Subtotal	67	0.3
Residential	R-1 Single-Family Residential (unsewered)	1,252	5.7
	R-2 Single-Family Residential (sewered)	0	0.0
	R-2A Single-Family (sewered)	0	0.0
	R-3 Two Family Residential	0	0.0
	R-4 Multiple-ramily Residential	0	0.0
	R-5 Planned Mobile Home Park Peridential	128	0.6
	B-7 Mobile Home Subdivision Residential	- J - N	0.0
	R-8 Multiple-Family Residential	ő	0.0
	Subtotal	1,383	6.3
Commercial	B-1 Local Business	0	0.0
	B-2 General Business	30	0.1
	B-3 Waterfront Business	0	0.0
	B-4 Highway Business	1	0.0
	B-5 Planned Commercial-		
	Recreational Business	159	0.7
	B-6 Bed and Breaktast	0 190	0.0
Industrial	M-1 Industrial	130	0.9
	M-2 Heavy Industrial		0.2
	M-3 Mineral Extraction	101	0.5
	M-4 Sanitary Landfill	10	0.0
	Subtotal	150	0.7
Total		22.004	100.0

Source: SEWRPC.

The Town of Sugar Creek cannot impose additional requirements on any specific activity or standard governed by the UDC; however, it can adopt additional regulations related to construction of onefamily and two-family dwellings if the activity or standard is not specifically regulated by the UDC. Examples of items that can be regulated through local building codes include minimum dwelling size, accessory buildings, and the excavation for dwelling construction. The Town of Sugar Creek does not require a minimum size for dwelling units constructed in the Town.

Walworth County Subdivision Ordinance

The division and improvement of lands in the Town of Sugar Creek is regulated by the Walworth County Subdivision Control Ordinance. The Ordinance sets forth requirements for the appropriate design of lots, subdivision access, and necessary internal improvements such as streets, drainage, and water and sewer facilities.

The Walworth County Subdivision Control Ordinance requires the platting of land divisions when five or more parcels or building sites of 15 acres in size or less are created. The Ordinance also requires that a division of land, other than a subdivision, resulting in the creation of less than five lots or building sites of 35 acres or less, be surveyed and a certified survey map be prepared and recorded.

Walworth County Private Sewage System and Sanitation Ordinance

The Walworth County Private Sewage System and Sanitation Ordinance outlines general provisions for the design, installation, operation, and maintenance of private water-supply systems, septic tanks, effluent-disposal systems, holding tanks, and septic sludge disposal.

Most pertinent to land use planning and development are provisions regulating the location of private water-supply and sewage-disposal systems. The use of private sewage-disposal systems in particular is restricted in floodland areas, in areas with steep slopes, and in areas with soil unsuitable for the operation of such systems. Map 3 of Chapter III shows those areas with soils that present severe limitations for the use of conventional onsite sewage-disposal systems. The Ordinance also regulates public assembly places, sanitary facilities, medical facilities and services. It was adopted by the Walworth County Board of Supervisors in 1982 and has been amended from time to time since its effective date.

Walworth County Construction Site Erosion Control Ordinance

The Walworth County Board adopted a Construction Site Erosion Control Ordinance in 1990 which applies in the unincorporated areas of the County, including the Town of Sugar Creek. The Ordinance was enacted to protect the quality of waters in the County and the State by reducing the amount of sediment and other pollutants leaving construction sites during land development and land- disturbing activities. The law requires a landowner or tenant to get a permit before undertaking the construction of any building or other structure; removal of vegetation or ground cover, grading, excavation, or filling affecting 4,000 square feet or more; and construction or reconstruction of roads or bridges.

Other State Resource Regulatory Programs

Chapter NR 103 of the Wisconsin Administrative Code establishes water quality standards for wetlands. These standards, like the more general policies set forth for wetlands protection under Chapter NR 1.95, are applied by the Wisconsin Department of Natural Resources in all decisions made under existing State authority. In cases where State certification of a wetland modification is denied, the necessary U. S. Army Corps of Engineers permit would also be denied, as is indicated under the next subheading of this chapter.

Chapters NR 110 and ILHR 82 of the Wisconsin Administrative Code require that the Wisconsin Department of Natural Resources, in its regulation of public sanitary sewers, and the Wisconsin Department of Industry, Labor and Human Relations, in its regulation of private sanitary sewers, make a finding that all proposed sanitary sewer extensions conform with adopted areawide water quality management plans and the sanitary sewer service areas identified in such plans. If a locally proposed sanitary sewer extension is designed to serve areas not recommended for sewer service in an areawide water quality management plan, the State agencies concerned must deny approval of the extension. The State agency must find that the area proposed to be served is located 1) within an approved sewer service area and 2) outside of areas having physical or environmental constraints which, if developed, would have adverse water quality impacts.

Federal Wetland Regulations

Section 404 of the Federal Clean Water Act requires the U.S. Department of the Army, Corps of Engineers, working in cooperation with the U.S. Environmental Protection Agency, to regulate the discharge of dredged and fill materials into waters of the United States, including lakes, rivers, and wetlands. In carrying out this responsibility, the Corps of Engineers determines when permits are required for the discharge of dredged and fill materials. Some silviculture, mining, and agricultural activities in water and wetland areas may be exempt from the individual permit requirement. Certain minor activities, such as boat ramp construction and shore stabilization, may be undertaken under a preapproved general, or Nationwide, permit. Section 401 the Act requires that the issuance of Federal permits be consistent with State water quality policies and standards.

SUMMARY AND CONCLUSIONS

This chapter has presented a description of the existing land use pattern in the Town of Sugar Creek and of the land use regulations that have a direct bearing on the physical development of the Town. The major findings are summarized below:

- 1. The 1990 land use inventory indicates that, except for concentrations of residential urban development adjacent to the major lakes in the Town, the land of Sugar Creek is overwhelmingly used for agriculture.
- 2. Combined, urban uses of land encompassed about 1,806 acres, or nearly 2.8 square miles, and represented about 8 percent of the total

area of the Town in 1990. Residential land uses comprised the largest share of the urban land uses, totaling 861 acres, or about 1.3 square miles, about 4 percent of the total area of the Town in 1990.

- 3. Combined, nonurban uses of land encompassed about 20,367 acres, or about 31.8 square miles, and represented about 92 percent of the total area of the Town in 1990. By far the most significant land use in the Town is agriculture. In 1990, 17,278 acres of land, representing about 85 percent of the total nonurban uses of land and about 80 percent of the total area of the Town, were devoted to agriculture. Prime agriculture land, totaled about 15,117 acres, or about 23.6 square miles, and accounted for about 87 percent of all farmland in the Town.
- 4. The arterial highway facilities in the Town, except for USH 12/STH 67, are currently carrying traffic volumes well below their design capacity. USH 12/STH 67 from the Elkhorn north municipal limits through the Town of Sugar Creek experiences heavy use and traffic congestion during peak- travel periods.
- 5. No part of the Town of Sugar Creek is currently served by a public sanitary sewerage system. All urban lands in the Town rely on the use of private onsite sewage-disposal systems. A portion of the Town of Sugar Creek, however, does lie within the planned, year 2010, City of Elkhorn Sanitary Sewer Service Area.
- 6. The Town of Sugar Creek is under the jurisdiction of the Walworth County Zoning Ordi-

nance, which contains both general and shoreland/floodplain zoning provisions. The general, or nonshoreland, provisions of the Ordinance are jointly administered by Walworth County and the Town of Sugar Creek. The shoreland provisions, however, are administered solely by the County.

- 7. Construction of one-family and two-family dwellings in the Town of Sugar Creek is regulated by the Wisconsin Uniform Dwelling Code (UDC). Though it is permitted to adopt additional regulations related to construction of such dwellings, the Town does not require a minimum size for dwelling units.
- 8. The division and improvement of lands in the Town of Sugar Creek is regulated by the Walworth County Subdivision Control Ordinance. The Ordinance sets forth requirements for the appropriate design of lots, subdivision access, and such necessary internal improvements as streets, drainage, and water and sewer facilities. The Ordinance requires the platting of land divisions when five or more parcels of 15 acres or less are created. When less than five parcels of 35 acres in size or less are created, the Ordinance requires that a certified survey map be prepared and recorded.
- 9. A series of County, State, and Federal laws and regulations regulate the use of waters and wetlands and the potential water quality impacts of development. These include: the Walworth County Construction Site Erosion Control Ordinance; Chapters NR 103, NR 110, and ILHR 82 of the Wisconsin Administrative Code; and Sections 401 and 404 of the Federal Clean Water Act.

46

Chapter V

FRAMEWORK FOR PLAN DEVELOPMENT

INTRODUCTION

The purpose of this chapter is to set forth the major factors that need to be considered in the design of the Town land use plan. Accordingly, this chapter addresses the following:

- The existing context for planning in the Town. This context is shaped largely by the physical characteristics of the Town and recommendations of the adopted Walworth County Development Plan as a refinement of the regional land use plan for Southeastern Wisconsin.
- Forecasts of population, households, and employment in the Town through the year 2010.
- Land use development objectives adopted by the Town Plan Commission.

CONTEXT FOR PLANNING IN THE TOWN OF SUGAR CREEK

The context for preparing a land use plan in the Town is shaped by the physical characteristics of the land and the recommendations of the adopted Walworth County Development Plan. These recommendations, once refined and detailed, will help guide local decisions affecting Town growth and change, with a view toward maintaining and improving the quality of life within the Town for years to come. The principal physical factors affecting land use planning in Sugar Creek are shown on Map 20.

Walworth County Development Plan and County-Town Zoning

The Walworth County Development Plan seeks to preserve, to the greatest extent practicable, prime agricultural land and to protect primary environmental corridors from urban development. The plan also seeks to direct new urban development to areas that are currently, or can readily be, provided with such public services as sanitary sewer service and water supply. Finally, the plan seeks to maintain a rural development pattern outside planned urban service areas by encouraging that new residential development in these areas occur at an overall density of no greater than one housing unit per five acres of land.

These recommendations are largely being implemented through the Walworth County Zoning Ordinance.¹ The aspects of zoning that most directly shape the context for planning in the Town are the exclusive agricultural zoning district, A-1, and the resource conservation districts, C-1, C-2, C-3, and C-4.² Maintaining the integrity of these districts over the long term would preserve the best farmland and the remaining elements of the natural environment in the County and Town of Sugar Creek and, as a consequence, provide a framework for accommodating orderly urban and rural development.

Prime Agricultural Land: The Walworth County Development Plan recommends that prime agricultural land be preserved for long-term agricultural use and not be converted to either urban development or other forms of rural development. In 1994, about 65 percent of the area of the Town, or about 14,280 acres, was classified as prime agricultural land under the Walworth County Farmland Preservation Plan and zoned for exclusive agriculture, or A-1. Agricultural lands are identified as prime if the following criteria are met:

• The farm unit is at least 35 acres in size;³

¹While zoning, as a plan implementation device, should not constrain the plan design process, joint County-Town zoning in Walworth County effectively requires that zoning be considered as an important factor in the design of the land use plan. The County-Town zoning relationship and the role of the Town when amendments to the zoning map and text are proposed are described in Appendix B of this report.

²A description of these zoning districts and of the land uses permitted within them is provided in Chapter IV of this report.

³The farm unit may be of a substandard size, that is, less than 35 acres, if it is part of an agricultural area of at least 100 acres.







Source: SEWRPC

• Soils meeting U. S. Department of Agriculture, Soil Conservation Service (SCS) standards for classification as national prime farmland⁴ and farmland of statewide significance⁵ cover at least one-half of the farm unit; and • The farm unit is located in an agricultural area of at least 100 acres in size.

While prime farmland is located throughout the Town, the best farming soils are generally located in the north-central portion, as indicated on Map 20. These soils, in the Plano soil series, are SCS Agricultural Soils Capability Class I soils. They are generally deep, nearly level to sloping, dark-colored, and well-drained and present few limitations that restrict their use for farming. Since these soils also

⁴The Soil Conservation Service defines national prime farmland as land best suited for the production of food, feed, forage, fiber, and oilseed crops which has the soil quality, growing season, and moisture supply needed to produce sustained high yields of crops economically when treated and managed according to modern farming methods. National prime farmland includes soils in classes I and II. Class I soils generally have few limitations that restrict their use for farming. Class II soils generally have some limitations which reduce the choice of plants or require moderate conservation practices. National prime farmland also includes areas covered by those Class III soils which have an adequate water supply.

⁵The Soil Conservation Service defines farmland of statewide importance as land in addition to national prime farmland which is of statewide importance for the production of food, feed, forage, fiber, and oilseed crops. Farmlands of statewide importance generally include areas covered by Class III soils. These soils have moderate or severe limitations that reduce the choice of plants, require special conservation practices, or both.

present little or no limitations for urban and rural development, it is the preservation of the underlying productive capability of these lands that must be carefully considered when making decisions that might affect the future use of the areas covered by these soils.

Other prime agricultural areas in the Town have underlying soils that do present significant limitations to urban and rural development. Soils in the Houghton-Palms association extend in a band of about one-third to three-quarters of a mile wide east and west along the Sugar Creek and its associated drainageway through the central portion of the Town (see Map 20).⁶ These Class III soils, when properly drained, are well suited to the cultivation of corn, forage plants, and special crops such as truck crops and mint. When these soils are drained however, wind erosion is possible. Such erosion not only wastes the soil resource, but can present problems for nearby nonagricultural land uses.

Because the designation of prime agricultural areas has been undertaken at the County level, certain refinements to the areas classified as prime agricultural within the Town may be warranted to ensure that the lands designated as prime agricultural fully meet the aforementioned criteria. In the Town land use plan design process the current delineation of prime agricultural land will be reviewed and the delineation refined as may be found necessary.

Environmental Corridors: Environmental corridors and isolated natural areas, shown on Map 20 contain the best elements of the natural environment remaining in the Town. The elements of the corridors include lakes and streams, wetlands, woodlands, rugged terrain and steeply sloped areas, wildlife habitat, and the undeveloped natural shoreland areas of Lake Wandawega, North Lake, and Silver Lake. The Lake Wandawega and North Lake Marshes, both identified as Natural Areas by the Wisconsin Scientific Areas Council, are located in primary environmental corridors. Urban development in environmental corridors and natural areas may lead to serious and costly environmental and developmental problems.

As indicated on Map 20, the 100-year recurrence interval flood hazard areas in the Town are generally associated with the Sugar Creek and extend from the Sugar Creek-Lafayette Town line to CTH H/Cobbie Road. A significant portion of the southwest one-quarter section of U. S. Public Survey Section 31 lies within the floodplain associated with the Turtle Creek. The Walworth County Zoning Ordinance prohibits residential, commercial, and other structures, as well as certain activities, to be located in a designated floodplain.

Urban Development

Urban development is defined as concentrations of residential, commercial, industrial, institutional, governmental, utility, transportation, and park land uses needed to support and serve the nonrural resident population. Residential development at a density of greater than one dwelling unit per five acres of land is generally considered urban. To promote a more efficient, centralized development pattern, the Walworth County Development Plan recommends that new urban development occur in an orderly fashion adjacent to, and outward from, existing urban centers, such as the City of Elkhorn. In such areas, called planned urban service areas, development can be readily provided with necessary public facilities and services in a manner that minimizes both public and private costs.

The planned year 2010 Elkhorn sanitary sewer service area extends into areas of the Town of Sugar Creek as shown on Map 20. It extends northward from the current Elkhorn limits along, and on both sides of, USH 12/67 to CTH ES. The Walworth County Development Plan recommends that all urban development be provided with sanitary sewer service, but does not specify the governmental unit that should provide such service. The County plan holds open the possibility of creating new sewer service areas or of extending existing service areas as demand for such service warrants. For example, if serious onsite sewage-disposal system failures were found to occur in the Lake Wandawega area of the Town, alternative ways to resolve the resulting sanitation and water-quality problems might be studied, including the creation of a utility or sanitary district and an attendant new urban sanitary sewer service area.

⁶These organic soils are naturally very poorly drained and have a high probability of not meeting Chapter ILHR of the Wisconsin Administrative Code governing the location of both conventional and mound onsite sewage disposal systems. The Houghton-Palms soils in the Town also present severe limitations for urban development even with public sanitary sewer service.

While about 92 percent of the land area in the Town of Sugar Creek is in rural uses, urban development as defined above does occupy nearly three square miles.⁷ Residential development comprises about one-half of this development and is primarily concentrated between the northern shoreline of Silver Lake and the southern shoreline of Lake Wandawega and between the northern shoreline of Lake Wandawega and the southern shoreline of Don Jean Bay of the Lauderdale Lakes and the Sugar Creek-La Grange Town line. A number of commercial land uses serve these residential enclaves and highway traffic on USH 12/STH 67.

Rural Residential Development

Beside urban service areas and excepting prime agricultural land, the Walworth County Development Plan recommends that residential development occur only at rural densities, that is, at densities no greater than one housing unit per five acres of land. At this density, land generally can be developed without significant changes to the landscape, without disruption of wildlife habitat and without the creation of costly sanitation and stormwater drainage problems and the need to provide sanitary sewerage and urban drainage facilities. It may be expected that the demand for other public services such as for parks, fire and police protection, and education would be lower in areas of rural development and thus the total public costs of providing such services to those areas reduced. Furthermore, maintaining rural densities over a large area can help ensure that the capacity of the existing highway system remains adequate to serve future travel needs. Additionally, the clustering of housing units within a rural subdivision, while maintaining an overall density of five acres per dwelling unit, offers the opportunity to preserve permanently open spaces and maintain the rural appearance of the landscape.

The County Plan identifies those lands that provide little or no limitations for rural residential development and recommends that the demand for such housing be directed to these areas. Such areas generally have underlying soils which are suitable for onsite sewage disposal systems and are located outside the boundaries of prime agricultural land and primary environmental corridors. As part of the design of the Town plan, areas initially identified by the Walworth County Development Plan for rural residential development will be reviewed and a more refined delineation of suitable areas will result.

Arterial Highways

The existing and planned year 2010 arterial highways in the Town are shown on Map 20. These roads, as indicated in Chapter IV, are intended to serve intra- and inter-County travel patterns. In the land use planning process, it is important to identify the location of all existing and proposed arterials since these highways can provide a framework for future urban and rural development.

The adopted regional and Walworth County transportation system plans call for the construction of USH 12 on a new alignment through the Town of Sugar Creek and its eventual upgrading to freeway status. In the long term, two grade-separated half interchanges with the freeway would be developed. at CTH H/Cobbie Road and at CTH A. The Walworth County Development Plan provides that the areas adjacent to these freeway interchanges remain in a nonurban uses. It may be anticipated that, over the long-term, the expansion of this major highway could increase demand for residential development in the Town. This possibility was reflected by the Town Plan Commission in their deliberations concerning the selection of plan design forecasts of population, households, and employment, as reported below.

FORECAST GROWTH AND CHANGE

The scale of development in an area is largely determined by levels of population, households, and employment. Three alternative projections of growth and change in these factors within the Southeastern Wisconsin Region were prepared as part of the design of the regional land use plan for Southeastern Wisconsin. Two of these regional projections-projections attendant to intermediate- and high-growth scenarios-were used to prepare forecasts, to 2010, of the probable future levels of population, households, and employment within the Town of Sugar Creek. In the plan design process, forecasts of population, households, and employment are translated into the demand for each of the various types of land use, thus providing an estimate of the amount of land needed for each use.

⁷Rural land uses consist of cropland, pasture, sod farms, orchards, farm buildings and other uses, including agri-business uses, supporting agriculture, as well as wetlands, woodlands, and unused open lands.

Accordingly, the Town of Sugar Creek Plan Commission reviewed historic trends in population, household, and employment growth within the Town and evaluated alternative forecasts of these factors to the plan design year. On the basis of this review, the Plan Commission selected forecasts of population, households, and employment to be used in the plan preparation. The information reviewed by the Plan Commission and the decisions it made with respect to the forecasts are summarized below.

Population and Households

Under the intermediate-growth centralized land use plan for the Southeastern Wisconsin Region, the resident population of the Town is anticipated to increase from its 1990 level of about 2,660 persons to a year 2010 level of about 2,880 persons. This represents an increase of about 220 persons, or about 8 percent, over the 20-year period. Under the intermediate-growth plan the number of households is anticipated to increase by about 200 households, or by about 23 percent, between 1990 and 2010.

Under the high-growth decentralized alternative for the Southeastern Wisconsin Region, the resident population of the Town is anticipated to increase from its 1990 level of about 2,660 persons to a year 2010 level of about 4,470 persons. This represents an increase of about 1,810 persons, or about 68 percent, over the 20-year period. Under the alternative high-growth decentralized plan, the number of households is anticipated to increase by about 700 households, or by about 80 percent, between 1990 and 2010.

The average household size in the Town of Sugar Creek, as measured in persons per household, was 2.97 in 1990. Under both the intermediate- and high-growth alternatives the average household size may be expected to decline. This is in keeping with trends observed since 1960. Under the intermediategrowth alternative, average household size may be expected to decline by about 12 percent, to 2.62 persons per household, by 2010. Under the high-growth plan, average household size may be expected to decline by about 6 percent, to 2.79 persons per household, by 2010.

The alternative forecasts of growth in population and households for the Southeastern Wisconsin Region, Walworth County, and the Town of Sugar Creek are compared with historic trends in Figures 1 through 3. The year 1980 was used as the base year for preparing the forecasts. Since 1980, actual growth in population and households within the Town has tracked slightly below the intermediate-growth forecast. More recently, between 1990 and 1994, the population of the Town increased by 62 persons, or 2 percent, to 2,723, further indicating conformance with the intermediate-growth forecast.

Despite the conformance between the actual and the intermediate-growth forecast of population levels over the past 14 years, recent residential building activity indicates that the growth in households within the Town may exceed the intermediategrowth forecast level of 1,100 by 2010, but will be well below the high-growth forecast level. Between 1990 and 1994, the Walworth County Planning Department processed 125 applications for zoning permits for the construction of new single-family dwelling units in the Town; it is estimated by the County staff that about 120 permits were issued and used. In addition, a proposed 70-unit residential development located in U.S. Public Land Survey Section 1 received development approval by the County and Town in 1994. These development activities alone indicate that approximately 120 households may have been added within the Town between 1990 and 1995 and that an additional 70 households may be added within the period covered by the plan. Combined, these new households represent about 95 percent of the 200-household increment forecast under the intermediate-growth future between 1990 and 2010. Since the household is the basic unit which consumes land and demands public services and facilities, recent residential building activity must be carefully considered in selecting the forecasts to be used in plan design.

Recent development activity indicates that a forecast within the range provided by the two alternatives, rather than one of the forecasts itself, may best serve as the basis for preparing a Town land use plan. Between 1960 and 1990, growth in the number of households occurred at an average annual rate of about 2.4 percent, or 15 households per year. A continuation of this trend would see an additional 300 households in the Town by the year 2010, bringing the total to almost 1,200. This represents about 100 more households in 2010 than is forecast under the intermediate-growth alternative and about 400 households fewer than is forecast under the high-growth alternative.

On the basis of careful review of the past trends in growth within the Town and upon review of the factors that might change those trends, the Town of Sugar Creek Plan Commission determined that the forecasts used in plan design should reflect a future rate of residential development slightly above the rate over the past 30 years as measured in added households per year. A 2010 forecast level of about 1,300 households within the Town was selected. This assumes the addition of approximately 20 households per year between 1990 and 2010 and represents an increase of about 400 households during the 20-year planning period.⁸ Because zoning permits have been issued for the construction of 120 units since 1990, it was determined that the plan should be designed to accommodate the addition of about 280 households between 1995 and 2010.

With the addition of 400 households from 1990 through the year 2010 and assuming that the average household size will continue to decline, to about 2.62, the population of the Town is forecast to approximate $3,400.^9$ This represents an increase between 1990 and 2010 of about 740 persons, or 28 percent.

Employment

Employment forecasts were also prepared for the Southeastern Wisconsin Region, Walworth County, and the Town. A comparison of forecast employment levels with the actual number of jobs in the Region and in the County indicates that growth in the number of jobs within the Region and County approaches levels envisioned under the high-growth

⁸The forecast selected by the Town Plan Commission represents a tempering of residential development activity witnessed in the Town from 1990 through 1994. During this five-year period application was made on the average for 25 zoning permits per year for new single-family housing construction.

⁹The 2010 population forecast was derived by applying the future average household size (AHS) to both the existing number of households and to the forecast increment in households using the following equation:

(1990 Households x AHS) + (2010 Households – 1990 Households) x AHS = 2010 Population

or

 $(895 \ x \ 2.62) + (1,300 - 895) \ x \ 2.62 = 3,406$

decentralized alternative (see Figures 1 and 2).¹⁰ As is indicated in Figure 3, job growth in the Town from 1980 through 1990 exceeded even the highgrowth decentralized alternative forecast during that 10-year period. Indeed, in 1990 there were about 65 more jobs in the Town than anticipated by that year under the high-growth alternative.

While employment levels are susceptible to significant fluctuations over time, and even from year to year, the significant increase in the number of jobs in the Town between 1980 and 1990 argues for selecting a 2010 forecast level approximating the high-growth alternative. In addition, the increase in the number of households envisioned under the forecast selected by the Town Plan Commission may be expected to bring approximately 40 additional jobs to the Town in the form of self-employed, homeoccupation workers. Based upon careful consideration of the employment trends in the Southeastern Wisconsin Region, Walworth County, and the Town in particular, the Town Plan Commission selected a year 2010 forecast employment level of about 700 jobs. This represents an increase over the 20-year period, from 1990 to 2010 of about 170 jobs, or about 32 percent.

<u>Summary of Forecasts</u>

Figure 4 displays graphically the forecasts of population, households, and employment that have been used in the design of the Town land use plan. It also compares these plan forecasts with the growth in population, households, and employment envisioned for the Town of Sugar Creek under the intermediate-growth centralized and high-growth decentralized alternatives for the Southeastern Wisconsin Region. The forecasts are summarized below.

<u>Population:</u> Under the Town land use plan, the population of the Town is envisioned to increase from its 1990 level of 2,660 persons to a 2010 level of about 3,400 persons. This represents an increase of about 740 persons, or about 28 percent, over the 20-year period.

<u>Households</u>: Under the Town land use plan, the number of households in the Town is envisioned to increase from its 1990 level of 895 households to a

¹⁰The latest year for which employment data at the Town level is available is 1990.

Figure 1

Figure 2

HISTORIC AND ALTERNATIVE FORECASTS OF POPULATION, HOUSEHOLDS, AND EMPLOYMENT IN THE REGION

HISTORIC AND ALTERNATIVE FORECASTS OF POPULATION, HOUSEHOLDS, AND EMPLOYMENT IN WALWORTH COUNTY



Source: SEWRPC.

Source: SEWRPC.

Figure 3

Figure 4



HISTORIC AND SELECTED FORECASTS OF POPULATION, HOUSEHOLDS, AND EMPLOYMENT IN THE TOWN OF SUGAR CREEK



2010 level of about 1,300 households. This represents an increase of about 400 households, or about 45 percent, over the 20-year period.

Employment: Under the Town land use plan, employment in the Town is envisioned to increase from its 1990 level of about 526 jobs to a 2010 level of about 700 jobs. This represents an increase of about 170 jobs, or about 32 percent, over the 20year period.

LAND USE PLAN OBJECTIVES

The land use plan for the Town of Sugar Creek is intended to achieve five major objectives. Each objective is accompanied by a planning principle which supports and helps explain the objective. The plan objectives are described below.

OBJECTIVE NO. 1

To provide a balanced allocation of space to each needed land use in order to meet the social, physical, recreational, and economic needs of the Town.

PRINCIPLE

The supply of land set aside for any given use should not exceed the known and anticipated demand for that use. Thus, the amount of land identified for future development in each of the major land use categories should be related to forecasts of anticipated growth in population and households.

OBJECTIVE NO. 2

To achieve a harmonious adjustment and logical relationship between existing and proposed land uses in a coherent development process.

PRINCIPLE

The conversion of land from one use to another, particularly the conversion of rural land to urban use, should occur in an orderly fashion, with new urban development occurring generally adjacent to existing urban development, rather than in a leapfrog fashion. The proper adjustment of new land uses to the existing development pattern can help to minimize or avoid the creation of developmental and environmental problems. Properly relating new land uses to existing land uses can also maximize accessibility to the county and regional transportation systems, to commercial and employment centers, and to basic social, educational, and recreational opportunities.

OBJECTIVE NO. 3

To achieve a spatial distribution of the various land uses which is properly related to the existing and planned transportation, utility, and community facility systems in order to assure that public services, including road maintenance and repair, snow removal, school bussing, sanitary sewer service, water supply, recycling, and trash removal, are provided as efficiently and cost-effectively as possible.

PRINCIPLE

Properly guided, the urban land market within an area has the potential to distribute land uses in an efficient manner in both public and private terms. The timing of development in this regard in critical. While it may not always be in the best interest of an individual to restrict land development until proper facilities and services are in place, large savings may accrue to the public through foresight and patience. In this regard, the placement of new urban development proposed to be served by onsite sewage disposal in areas planned for public sanitary sewer service should be discouraged. Where such development is permitted, it should be designed so that the public and private costs of converting onsite systems to public sanitary sewer service is minimized.

OBJECTIVE NO. 4

To preserve prime agricultural lands, that is, lands best suited to agricultural use, so as to ensure an agricultural reserve for future generations, to protect the agricultural resource and economic base of the Town, and to preserve the rural character of the farming areas of the Town.¹¹

¹¹The definition of prime agricultural land used herein is the same as that set forth in the Walworth County Farmland Preservation Plan. Under the County plan, agricultural lands are identified as prime if the following criteria are met: the farm unit is at least 35 acres in size, soils meeting U. S. Soil Conservation Service standards for national prime farmland or farmland of statewide significance cover at least one-half of the farm unit, and the farm unit is located in an agricultural area of at least 100 acres in size.

PRINCIPLE

Agricultural lands are important sources of food and fiber. Such lands also can provide significant wildlife habitat, offer locations close to urban centers for the production of commodities which may require nearby population concentration for an efficient production-distribution relationship, provide opportunities for agricultural and agriculturerelated employment, and provide open space which gives form and structure to urban development.

OBJECTIVE NO. 5

To preserve and protect the remaining primary environmental corridor lands in the Town as well as the remaining secondary environmental corridors and isolated natural resource areas in order to maintain and enhance the overall quality and natural beauty of the environment, to provide opportunities for recreational and educational activities, and to avoid serious environmental and developmental problems.¹²

PRINCIPLE

The primary and secondary environmental corridors and isolated natural resource area are a composite of the best remaining individual elements of the natural resource base including lakes, rivers, and streams and their associated floodlands; wetlands; woodlands; wildlife habitat areas; rugged terrain, with slopes 12 percent or greater; wet, poorly drained, or organic soils; and significant geological formations. Preserving corridors and isolated natural areas and thereby the natural resource elements they contain in essentially natural and open uses provides many benefits including:

- Recharge of groundwater
- Maintenance of surface-water and groundwater quality
- Attenuation of floodflows and stages
- Maintenance of base flows of streams and watercourses
- Reduction of soil erosion
- Abatement of air and noise pollution
- Favorable modification of climate
- Facilitation of the movement of wildlife
- Provision of wildlife habitat
- Facilitation of the dispersal of plant seeds
- Protection of plant and animal diversity
- Protection of rare and endangered species

The functions of environmental corridors make the intrusion of urban development into these areas inappropriate. The incompatibility of urban development and environmental corridors may also cause serious and costly problems. These problems include failing foundations of pavements and structures, wet basements, excessive operation of sump pumps, excessive clear-water infiltration into sanitary sewer systems, and poor drainage. In addition, the destruction of ground cover in corridors may result in soil erosion, stream siltation, and increased flooding, as well as the destruction of wildlife habitat, loss of scenic beauty, and loss of rare, threatened, and endangered species habitat.

STANDARDS

Table 16 presents a set of urban land use standards for the Town of Sugar Creek intended to supplement the land use planning objectives listed below. These

¹²The Regional Planning Commission has delineated primary environmental corridors, secondary environmental corridors, and isolated natural resource areas based upon natural resource base inventories. Primary environmental corridors are linear areas in the landscape which contain concentrations of the most important remaining elements of the natural resource base. By definition, primary environmental corridors are at least 400 acres in area, two miles in length, and 200 feet in width. Secondary environmental corridors also contain a variety of resource elements, often being remnants of primary corridors that have been partially converted to intensive urban or agricultural use. By definition secondary environmental corridors are at least one mile in length and 200 acres in area. Isolated natural areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from primary or secondary corridors. By definition, these area are at least five acres in size. Smaller similar areas may be identified for resource conservation purposes.

Table 16

Land Use Category	Development Standard (gross acres ^a)
Residential	
Suburban-Density (0.2 to 0.6 housing units	and the second sec
Low-Density (0.7 to 1.1 housing units	183 acres per 100 housing units ^o
per net residential acre)	115 acres per 100 housing units ^C
Medium to Low-Density (1.2 to 2.2 housing units	57 100 hinin-d
Medium-Density (2.3 to 6.9 housing units	57 acres per 100 nousing units-
per net residential acre)	40 acres per 100 housing units ^e
Commercial	
Neighborhood Retail Shopping	
and Service Center	5 to 15 acres for population of 4,000 to 10,000 persons
Highway-Oriented Development'	5 acres if 15,000 vehicles or more per day
Public Outdoor Recreation Sites	
State and County Sites	Sites to be provided in accordance with the Walworth County Park and Open Space Plan
Town Park Site	1.7 acres per 1,000 persons

URBAN LAND USE STANDARDS FOR THE TOWN OF SUGAR CREEK

^aGross area includes associated street rights-of-way and off-street parking. These standards are based upon existing land use studies of the Southeastern Wisconsin Region and are reasonably responsive to expected future conditions as well as to present conditions.

^bAssumes 1.5-acre residential lots.

^CAssumes 40,000-square-foot residential lots.

^dAssumes 20,000-square-foot residential lots.

^eAssumes 13,500-square-foot residential lots.

^fFor commercial developments serving freeway traffic, a minimum of five acres at an interchange location shall be provided.

Source: SEWRPC.

standards relate to Objective No. 1 and to the proper allocation of needed land uses in particular. Table 17 presents service radius and travel distance standards for community facilities and centers in the Town. These standards were adopted for the Town from standards developed and used by the Regional Planning Commission in the preparation of local land use plans.

SUMMARY

This chapter has presented the framework for plan development within the Town of Sugar Creek in three ways. First, by placing the major physical characteristics of the Town within the context of the Walworth County Development Plan, the chapter has established the general constraints on the location of urban and rural development. Second, by selecting forecasts of population, households, and employment, it has established the approximate amount of new development the plan should accommodate. Third, the chapter has set forth the objectives of the plan and the supporting physical planning principles intended to lead to the ends to be achieved by planning for future land use change. The major factors that comprise the framework for plan development in the Town of Sugar Creek are summarized below:

Table 17

SERVICE RADIUS AND TRAVEL DISTANCE STANDARDS FOR COMMUNITY FACILITIES IN THE TOWN OF SUGAR CREEK

	Service Radius	Walking Distance ^a (miles)		Biking Distance ^a (miles)		
Facility Type	(miles)	Optimum	Maximum	Optimum	Maximum	
Neighborhood Retail Shopping and Service Center ^b Highway-Oriented Commercial	1.50	0.25	0.50	0.75	1.50	
Development						
Town Park Site	1.00	0.25	0.50	0.50	1.00	

^aOne-way distances from the farthest dwelling unit to the facility.

^bA neighborhood shopping center is defined as concentrations of stores, including a grocery store or supermarket as the anchor and other retail stores and services such as a drugstore, variety store, beauty parlor, laundromat, or bank that meet the day-to-day needs of neighborhood residents.

Source: SEWRPC.

- The best farming soils in the Town are generally located in the north-central portion of the Town as is indicated in Map 20. These soils, in the Plano soil series, are generally deep, nearly level to sloping, and well-drained.
- Organic soils which are naturally very poorly drained and present severe limitations for public sanitary sewer service and private septic systems are located in a band of about one-third to three-quarters of a mile wide east and west along the Sugar Creek and its associated drainageway through the central portion of the Town. These areas are drained and are cultivated for corn, forage plants, and special crops such as truck crops and mint.
- Environmental corridors and isolated natural resource areas contain the best elements of the natural environment remaining in the Town. These elements include the undeveloped natural shoreland areas of Lake Wandawega, North Lake, and Silver Lake; the Lake Wandawega Marsh and North Lake Marsh and associated wildlife habitat; the woodlands surrounding these marshes; and the Sugar Creek floodplain.
- The floodplain hazard areas in the Town are generally associated with the Sugar Creek and extend from the Sugar Creek-Lafayette Town line to CTH H/Cobbie Road.

- The Walworth County Development Plan seeks to preserve prime agriculture land; to protect primary environmental corridors from urban development; to direct urban development to areas that are currently, or can readily be, provided with such public services as sanitary sewer service and water supply; and to maintain a rural development pattern outside planned urban service areas.
- The adopted 2010 regional and county transportation system plans call for the realignment of USH 12 through the Town of Sugar Creek and the eventual upgrading of the facility to freeway status. Two half interchanges are planned to be located in the Town, at CTH H/Cobbie Road and at CTH A.
- Under the Elkhorn sanitary sewer service area plan, sanitary sewer service would be extended from the current limits of Elkhorn northward along and on both sides of USH 12/67 to CTH ES and would be provided to lands currently in the Town of Sugar Creek.
- Between 1960 and 1990, growth in the number of households occurred at a rate of about 15 households per year. A continuation of this trend would see an additional 300 households in the Town by the year 2010, bringing the total to almost 1,200.

- It is estimated that between 1990 and 1994, 120 zoning permits for the construction of new single-family dwelling units in the Town were issued and used. These represents an rate of new home construction of 24 units per year during this five-year period.
- A proposed 70-unit residential development located in U. S. Public Land Survey Section 1 received the development approval from the County and Town in 1994.
- A 2010 forecast level of about 1,300 households within the Town was selected by the Plan Commission. This assumes the addition of approximately 20 households per year between 1990 and 2010 and represents an increase of about 400 households during the 20-year planning period. Since zoning permits have been issued for the construction of 120 units since 1990 and developmental approval granted for the development of 70 more, the

plan will accommodate the addition of about 210 households between 1995 and 2010.

- The addition of 400 households from 1990 through 2010 and an assumed average household size 2.62 translates into a population forecast for the Town land use plan of about 3,400 persons. This represents an increase between 1990 and 2010 of about 740 persons, or 28 percent.
- Under the Town land use plan, employment in the Town is envisioned to increase from its 1990 level of about 526 jobs to a 2010 level of about 700 jobs. This represents an increase of about 170 jobs, or about 32 percent, over the 20-year period.
- The Plan Commission adopted five land use plan objectives, five planning principles which support and help explain the objectives, and design standards used to relate forecast growth to future land use needs.
Chapter VI

LAND USE PLAN

INTRODUCTION

The recommended land use plan is an official statement of the physical development objectives of the Town of Sugar Creek. Should the basic conditions upon which the plan is based change significantly, the plan should be reevaluated to determine its continued relevance and be modified if necessary. In any case, the plan should be updated every ten years and its design year advanced one decade.

This chapter is divided into four major parts. The first presents the preliminary recommended land use plan and the changes made to that plan in response to public review. The second part describes major recommendations of the final recommended plan. The third part describes the final recommended land use plan map, land use changes that would result under the plan, and specific recommendations regarding each planned land use. The fourth part sets forth community design principles to be incorporated into a proposed street and lot layout plan for the planned urban growth area of the Town.

PRELIMINARY RECOMMENDED PLAN

The recommended land use plan was presented in its preliminary form at a public hearing on June 8, 1995 (see Map 21). A summary of the land use changes under the preliminary plan is provided in Table 18.

On the basis of comments received at the public hearing and of the consideration of those comments given at a subsequent Town Plan Commission meeting, changes were made to the preliminary plan. The Plan Commission directed that the recommended use of approximately 313 acres of land should coincide with the use indicated by the existing (1995) Walworth County Zoning district map. As a result, the following changes to the preliminary plan were made:

• The recommended use of about 126 acres was changed from primary environmental corridor to suburban-density residential.

- The recommended use of about 14 acres was changed from primary environmental corridor to low-density residential.
- The recommended use of about 10 acres was changed from primary environmental corridor to residential-recreational.
- The recommended use of about 12 acres was changed from isolated natural area to sub-urban-density residential.
- The recommended use of approximately 105 acres was changed from agricultural and rural residential to suburban-density residential.
- The recommended use of approximately 34 acres was changed from agricultural and rural residential to low-density residential.
- The recommended use of approximately 12 acres was changed from agricultural and rural residential to residential-recreational.

The Town Plan Commission also directed that the text of the land use plan be amended in two instances. First, the text was to note that within prime agricultural areas there are inclusions of soils poorly suited to farming and development of such lands for a rural nonagricultural use may not conflict with the plan. Second, the text was to note that direct costs of providing public sanitary sewer service should not be borne by owners of undeveloped lands while those lands remain undeveloped, but should instead be deferred until the time of development.

GENERAL DESCRIPTION AND RECOMMENDATIONS OF THE FINAL PLAN

The final recommended land use plan for the Town of Sugar Creek is displayed on Map 22. The plan is intended to serve as a guide to development within the Town through the year 2010. It consists of recommendations for the amount, type, and spatial location of the various land uses. The major recommendations are described below.

Map 21

PRELIMINARY LAND USE PLAN FOR THE TOWN OF SUGAR CREEK: 2010



SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL RESOURCE AREA

PRIME AGRICULTURAL LANDS

SURFACE WATER



HALF INTERCHANGE STATE TRUNK-NONFREEWAY COUNTY TRUNK HIGHWAY

3000 4

Source: SEWRPC.

RESIDENTIAL/RECREATIONAL

TRANSPORTATION, COMMUNICATION, AND UTILITIES

COMMERCIAL

INDUSTRIAL

1 Simm

Table 18

SUMMARY OF EXISTING AND PLANNED LAND USE UNDER THE PRELIMINARY RECOMMENDED LAND USE PLAN IN THE TOWN OF SUGAR CREEK: 1990-2010

		1				
			Planned Change			
	1990		1990-2010		2010	
		Percent				Percent
		of				of
Land Use Category ^a	Acres	Total	Acres	Percent	Acres	Total
Urban		-			1	
Residential						
Suburban-Density (1.5 to 4.99				-		
acres per dwelling)	79	0.4	20	25.3	99	0.5
Low-Density (18,981 square feet to						
1.49 acres per dwelling)	362	1.7	(346 /	95.6	708	3.3
Medium-Density (6,200 to 18,980		-				
square feet per dwelling)	394	1.8	40	10.2	434	2.0
Subtotal: Residential	835	3.9	406	48.6	1,241	5.7
Residential-Recreational	71	0.3	0	0.0	71	0.3
Commercial	24	0.1	13	54.2	37	.0.2
Industrial	42	0.2	0	0.0	42	0.2
Governmental and Institutional	34	0,2	10	29.4	44	0.2
Recreational	4	b	4	100.0	8 ^C	b
Other Urban ^d	400	1.8	-183	-45.8	217	1.0
Subtotal: Urban	1,410	6.5	250	17.6	1,660	7.7
Nonurban		1			a a thu	
Primary Environmental Corridor	1,827	8.4	0	0.0	1,827	8.4
Secondary Environmental Corridor	723	3.3	0	0.0	723	3.3
Isolated Natural Area	951	4.4	0	0.0	951	4.4
Prime Agricultural Lands	13,533	62.4	0	0.0	13,533	62.4
Other Agricultural, Open Space, and						
Rural Residential Lands	3,139	14.5	-250	-8.0	2,889	13.3
Extractive	116	0.5	0	0.0	116	0.5
Subtotal: Nonurban	20,282	93.5	-250	-1.2	20,032	92.3
Total	21,699	100.0			21,699	100.0

^aEach land use category area is expressed in gross acres and includes associated street rights-of-way and off-street parking.

^bLess than 0.1 percent.

^cConsists of about four acres of private park land and four acres of proposed Town park land.

^dIncludes existing arterial highways, airfields, communication and utility land uses, and unused urban land. Source: SEWRPC.

Urban Growth Area

The plan identifies an ultimate urban growth and service area for the Town of Sugar Creek and seeks to direct future urban development into this area (see Map 23). Its boundary reflects the anticipated and recommended extent of urban development in the Town for several decades to come. Through its recommendation to concentrate future population, household, and employment growth and development in the urban growth area, the plan seeks to shape a long-term development pattern that is economically efficient and environmentally sound. Ideally, this area, which includes relatively dense existing development along the shorelines of Lake Wandawega and Silver and Mill Lakes, would be provided with public sanitary sewer service. It is not expected, however, that such service will become available before the plan design year of 2010 is reached.

Map 23 also shows the year 2010 Elkhorn planned sanitary sewer service area. It is anticipated that sanitary sewer service will be provided within this area in the near future.

Map 22

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RECOMMENDED LAND USE PLAN FOR THE TOWN OF SUGAR CREEK: 2010

LEGEND

RURAL RESIDENTIAL (GREATER THAN OR EQUAL TO 217,800 SQUARE FEET OR 5 ACRES PER DWELLING UNIT)		EXTRACTIVE		OTHER AGRICULTURAL AND OPEN LANDS
SUBURBAN DENSITY RESIDENTIAL (65,341-217,799 SOUARE FEET PER DWELLING UN(T)		GOVERNMENTAL AND INSTITUTIONAL		PLANNED ELKHORN 2010 SANITARY SEWER SERVICE AREA BOUNDARY
LOW DENSITY RESIDENTIAL (18,981-65,340 SOUARE FEET PER DWELLING UNIT)		PARK AND RECREATIONAL	\mathbb{Z}	ELKHORN CITY LIMITS: 1994
MEDIUM DENSITY RESIDENTIAL (6,230-18,980 SQUARE FEET PER DWELLING UNIT)		PRIMARY ENVIRONMENTAL CORRIDOR	ARTERIA	L STREET AND HIGHWAY SYSTEM
				PLANNED STATE TRUNK-FREEWAY
RESIDENTIAL/RECREATIONAL		SECONDARY ENVIRONMENTAL CORRIDOR	•	FREEWAY-NONFREEWAY FULL INTERCHANGE
COMMERCIAL		ISOLATED NATURAL RESOURCE AREA		FREEWAY-NONFREEWAY
 TRANSPORTATION COMMUNICATION				HALF INTERCHANGE
AND UTILITIES PRIME AGRICULTURAL LANDS	PRIME AGRICULTURAL LANDS		STATE TRUNK-NONFREEWAY	
INDUSTRIAL		SURFACE WATER		COUNTY TRUNK HIGHWAY
				LOCAL TRUNK HIGHWAY

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SUGAR

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Source: SEWRPC.

RIBE RIGE

Map 23

T. 3 N SUGAR CREEK 67 [12] ORTH D LAKE LAKE WANDAWEG (\mathbf{H}) MILLARD 8 TIBBLTS -CR.HEK SILVER 43 LAKE a 0 G 17 16 PIERCE 15 14 SUGAR H) 2 20 1-2 9 29 1 E 2 69 ELKHORN RIDGE CREEK SUGAR R.15 E R.16E R.16 E.R.17E. LEGEND PLANNED ELKHORN 2010 SANITARY SEWER SERVICE AREA BOUNDARY PROPOSED SUGAR CREEK URBAN GROWTH AREA

PLANNED URBAN GROWTH AREAS FOR THE TOWN OF SUGAR CREEK

Source: SEWRPC.

ELKHORN CITY LIMITS: 1994

65

Street and Lot Layout Plan

The plan recommends that the Town prepare a detailed street and lot layout plan for the ultimate urban growth area. This plan should adhere to the community design principles set forth in the last section of this chapter and include consideration of the following: traffic circulation, drainage, sewerage and water supply, park and open space, neighborhood commercial development, residential design and character, and retrofitting of existing urban development. The plan should lead to the adoption by the Town of an official map showing the intended location and extent of public streets, parks, and drainageways.

Utility or Sanitary District

The plan assumes that the proposed Sugar Creek urban growth area will remain indefinitely under the jurisdiction of the Town. Accordingly, at such time as it becomes feasible to provide sanitary sewer service to this area, the Town should consider forming a utility or sanitary district, a proper institutional basis for providing public sewer service.

While the provision of such service is not now imminent, the Walworth County Metropolitan Sewerage District (WalCoMet) has completed preliminary system planning. That planning effort examined the means of providing public sewer service to the proposed urban growth area in the Town of Sugar Creek, as well as to adjacent urban development along the shorelines of Mill, Middle, Green, and Pleasant Lakes in the Town of LaGrange.¹ The basic conclusion reached by that planning study was that if public sanitary sewer service were to be provided to these areas of the Towns of Sugar Creek and LaGrange, the most cost-effective way to provide treatment would be to convey the sewage generated to the WalCoMet treatment facility in Delavan. Indeed, the WalCoMet Commission is taking such potential service into account in the design and construction of conveyance and treatment facilities, although no treatment capacity is being provided immediately for the subject areas in connection with a major expansion scheduled to be completed by WalCoMet in 1996.

Development of Urban Service Area

Within the urban growth area, an ample amount of land is planned to be converted from rural to urban use by 2010. The plan recommends, however, that most of the land in the growth area remain in a rural use until the recommended street and lot layout plan is completed and public sanitary sewer service is provided. Should the Town allow these rural lands to be developed before public sewer service is available, the plan contains recommendations to help ensure that development occurs in an orderly manner. These recommendations are provided in a following section of this chapter.

The plan provides for the conversion of about 562 acres of rural land to urban use. Almost 37 percent of this land, or about 205 acres, is located within the Sugar Creek urban growth area. About 14 percent, or 80 acres, is located within the Elkhorn planned year 2010 sewer service area. The remaining 49 percent, or 277 acres, of rural land planned for urban use is located beyond these urban development areas.

Development beyond the Urban Growth Area

Under the plan, urban development would occur beyond the urban growth area and the Elkhorn sanitary sewer service area, but would consist mostly of very low-density, suburban residential uses. Indeed, the plan recognizes that approximately 242 rural acres may become developed for homesites on lots of about 100,000 square feet, consistent with the zoning in effect at the time of plan preparation. With respect to more dense urban development, the plan also provides for some infill of existing subdivisions, including the 23-acre, lowdensity infill of a platted subdivision on the south shore of North Lake.

The plan recommends that all agricultural lands outside the urban growth area remain in an agricultural or other rural use, especially lands designated as prime agricultural. The plan also recommends that all of the best remaining elements of the natural resource base contained within environmental corridors and isolated natural areas remain in essentially open, natural uses. The plan holds open the possibility for rural residential development on nonprime agricultural lands and, to a limited extent, in environmental corridors and isolated natural areas.

Vacant Lots in the Urban Growth Area

There are approximately 90 vacant lots within existing subdivisions in the planned urban growth

¹See Howard, Needles, Tammen & Bergendoff, <u>Master Plan, Walworth County Metropolitan</u> <u>Sewerage District, Sanitary Sewer Service Areas</u>. August 1991.

area. The plan envisions that these lots will be used for homesites by 2010. To facilitate the infill of existing subdivisions, it is recommended that the Town Plan Commission collaborate with the property owners' associations concerned, especially those representing the Lake Wandawaga and Interlaken Subdivisions, to determine the development potential of vacant lots.

DESCRIPTION OF LAND USE ELEMENTS

The land use changes envisioned under the recommended plan are set forth in Table 19. Specific recommendations regarding each type of land use are provided below.

Urban Land Uses

<u>Residential</u>: The suburban-, low-, and mediumdensity residential categories are considered urban. The plan recommends that urban residential development be confined to the urban growth area, where such development has historically occurred. Such development should occur on vacant lots and unused urban land within, and adjacent to, existing subdivisions and on the undeveloped land identified on the plan map for future residential use.

Residential subdivisions should be designed as planned residential developments consistent with the principles set forth in this chapter. Planned residential developments should contain open spaces and provide for a variety of housing types and costs. Overall housing densities, however, should approximate the classifications identified on the plan map. Recommendations for each of the urban residential uses are provided below.

Suburban-density residential development, shown in yellow on the plan map, would approximate 341 acres by 2010. This represents an increase between 1990 and 2010 of 262 acres. About 92 percent of the envisioned growth in this land use category, or 242 acres, results from the decision of the Town Plan Commission to provide consistency with the 1995 Walworth County Zoning district map in U. S. Public Land Survey Sections 2 and 3.

Of these 242 acres, about 117 acres, or about 48 percent, are part of an existing primary environmental corridor, and it is therefore critical that the density of any future development of this acreage not exceed one housing unit per 100,000 square feet so that environmental and developmental problems may be minimized. One-hundredthousand square feet, or about 2.3 acres, is the minimum lot size permitted on these lands by the present zoning. Development with lot sizes larger than 100,000 square feet on environmentally sensitive lands or the clustering of housing units on the fringe of such lands would be desirable to minimize the impact on the natural resources present. In general, the density of suburban-density development may range from 0.20 to 0.66 dwelling units per net acre and lot sizes may range from 1.5 acres to 5 acres.

Low-density residential development, shown in yellow with orange stripes on the plan map, would approximate 756 acres by 2010. This represents an increase between 1990 and 2010 of about 394 acres, or about a doubling. The density of this type of development may range from about 0.70 to 2.29 dwelling units per net acre and lot sizes may range from about 19,000 square feet to 1.5 acres. In 1995, there were about 45 vacant lots in the Town located in existing low- density subdivisions.

Medium-density residential development, shown in orange on the plan map, would approximate 434 acres by 2010. This represent an increase between 1990 and 2010 of about 40 acres, or 10 percent. The density of this type of development may range from 2.30 to 7.00 units per net residential acre and lot sizes may range from 6,200 square feet to 19,000 square feet. In 1995, there were about 45 vacant lots in the Town of this size, mostly located in the Interlaken and Lake Wandawega Subdivisions.

<u>Residential-Recreational</u>: Residential-recreational land, shown in brown on the plan map, would approximate 93 acres by 2010. This represents an increase between 1990 and 2010 of 22 acres, or about 31 percent. These 22 acres lie adjacent to the existing Willow Run residential-recreational area in Section 13. About 10 acres of this land is existing primary environmental corridor. It is, therefore, recommended that impacts on the natural resource base be minimized through careful site design and construction of any development.

<u>Commercial and Industrial</u>: Commercial land, shown in red on the plan map, would comprise about 37 acres by 2010. This represents an increase in retail and service land between 1990 and 2010 of about 22 acres, or 54 percent. Some commercial expansion along USH 12 and STH 67 between Kenosha Drive and Wandawega Drive is shown on the plan map. The plan does not recommend strip

Table 19

SUMMARY OF EXISTING AND PLANNED LAND USE UNDER THE FINAL RECOMMENDED LAND USE PLAN IN THE TOWN OF SUGAR CREEK: 1990-2010

	1990		Planned Change 1990-2010		2010	
	·	Percent of	:			Percent of
Land Use Category ^a	Acres	Total	Acres	Percent	Acres	Total
Urban Residential Suburban-Density (1.5 to 4.99						
acres per dwelling)	79	0.4	262	316.5	341	1.6
1.49 acres per dwelling) Medium-Density (6.200 to 18.980	362	1.7	394	108.8	756	3.5
square feet per dwelling)	394	1.8	40	10.2	434	2.0
Subtotal: Residential	835	3.9	696	83.4	1,531	7.1
Residential-Recreational	71 24	0.3	22	31.0	93	0.4
Industrial	42	0.2	0	0.0	42	0.2
Governmental and Institutional	34	0,2	10	29.4	44	0.2
Recreational	4	°0	4	100.0	8 ^C	D
Other Urban ^u	400	1.8	-183	-45.8	217	1.0
Subtotal: Urban	1,410	6.5	562	39.9	1,972	9.1
Nonurban			4		the second	
Primary Environmental Corridor	1,827	8.4	-150	-8.2	1,677	7.7
Secondary Environmental Corridor	723	3.3	0	0.0	723	3.3
Isolated Natural Area	951	4.4	-12	-1.3	939	4.3
Prime Agricultural Lands	13,533	62.4	0	0.0	13,533	62.4
Other Agricultural, Open Space, and	1					4 T
Rural Residential Lands	3,139	14.5	-400	-12.7	2,739	12.7
Extractive	116	0.5	0	0.0	116	0.5
Subtotal: Nonurban	20,289	93.5	-562	-2.8	19,727	90.9
Total	21,699	100.0			21,699	100.0

^aEach land use category area is expressed in gross acres and includes associated street rights-of-way and off-street parking.

^bLess than 0.1 percent.

^CConsists of about four acres of private park land and four acres of proposed Town park land.

^dIncludes existing arterial highways, airfields, communication and utility land uses, and unused urban land.

Source: SEWRPC.

commercial development at this location. It instead recommends that, as the urban area grows, future commercial activities be oriented to serve planned residential areas.

The recommendation for limited commercial expansion stems from two considerations. First, the population of the Town is not forecast to reach a level necessary to support a full range of commercial services by 2010. Second, several community shopping areas are located within a short driving distance of the major population centers of the Town, in the Cities of Elkhorn, Whitewater, and Delavan.

Industrial land uses, identified in gray on the plan map, would comprise about 42 acres in 2010, about the same as in 1990. Industrial land uses would consist of sand, gravel, and stone processing in the north one-half of Section 1; warehousing and heavy equipment operation and storage in the southeast one-quarter of Section 13; and agricultural processing at various locations in the Town.

<u>Governmental and Institutional</u>: Governmental and institutional land uses, shown in blue on the plan map would comprise about 44 acres by 2010. This represents an increase between 1990 and 2010 of about 10 acres, or 29 percent. The increase is primarily attributable to the expansion of the Tibbets Elementary School building and grounds. Other governmental and institutional land uses include the Sugar Creek Town Hall and private buildings and grounds such as churches and cemeteries.

The plan recognizes that there may be a need for a new Town Hall by 2010. The current facility located on CTH H, south of CTH A, has a meeting space of about 985 square feet, a seating capacity of about 80 people, and a parking lot capacity of about 30 automobiles. The hall also serves as a meeting place for several community groups. The Town garage and vehicle maintenance shop are also located on the grounds. Seating capacity and vehicle parking are exceeded during some Town Hall meetings and during the evenings of local and National elections. Since the population of the Town is expected to increase by almost 700 persons between 1994 and 2010, capacity may be expected to be exceeded more frequently. It is therefore, recommended that the Town Plan Commission consider the need, and potential locations and designs, for a new or expanded Town Hall.

<u>Recreational Land</u>: A proposed town park is shown in dark green on the plan map. The plan calls for the development of a four-acre Town park and recommends that as population and household growth continue beyond the year 2010 the park be enlarged consistent with the design standards set forth in Chapter V of this report and the proposed street and lot layout plan. Other existing recreational sites include the grounds of the Tibbets Elementary School, classified as an institutional use, two private sites providing access to Lake Wandawega, one private site providing access to North Lake, and one private site providing access to Mill Lake. Recreational land would comprise about eight acres under the land use plan, representing an increase of four acres, or about a doubling between 1990 and 2010.

Rural Land Uses

<u>Environmental Corridors and Isolated Natural</u> <u>Areas</u>: Primary and secondary environmental corridors and isolated natural areas are defined in Chapter V of this report. These areas contain the best remaining elements of the natural resource base. The preservation of these areas in a natural state is essential to maintaining a high level of environmental quality in the Town, the County, and in Southeastern Wisconsin.

Primary environmental corridors, shown in medium green on the plan map, would comprise about 1,677 acres by 2010. This represents a decrease between 1990 and 2010 of about 150 acres, or about 8 percent. This decrease comes about as a result of the Town Plan Commission determination to make the plan recommendations consistent with the longstanding zoning of the lands concerned. The existing 1995 zoning of about 126 acres would permit single family houses on lots of 100,000 square feet. The zoning of 14 acres would permit single family houses on lots of 40,000 square feet. The zoning of the remaining 10 acres would permit a residentialrecreation use.

It is recommended that impacts on the natural resource base be minimized through careful site design for, and construction of, any development located on the aforementioned 150 acres. In general, no urban development should take place in primary environmental corridors because these corridors contain the best remaining elements of the natural resource base in the Town. The development of the corridors may lead to serious environmental and developmental problems, as described in Chapter V of this report.

The same recommendations apply to secondary environmental corridors. Secondary environmental corridors, shown in light green on the plan map, would comprise about 723 acres by 2010, the same as in 1990. Secondary corridors should be preserved in natural, open uses to the greatest extent possible and may be used for drainageways as necessary.

Isolated natural areas consist of small areas with important resource value which are separated from environmental corridors by urban development or agricultural lands. Isolated natural areas would comprise about 939 acres by 2010. This represents a decrease between 1990 and 2010 of about 12 acres, or 1 percent. These areas, shown in light green on the map should be preserved in natural open uses whenever possible.

The plan recognizes that residential development at an overall density of no more than one unit per five acres of buildable land may be permitted in environmental corridors and isolated natural areas, provided the development is carefully designed to protect the natural resources present. Such development should be designed to avoid disruption of steep slopes, poorly drained soils, wetlands, and other physical constraints. Figure 5 shows two of the many alternative options for site design for development in these environmentally sensitive areas. Each maintains an overall density of no more than one housing unit per five buildable acres.

<u>Prime Agricultural Land</u>: Prime agricultural lands, shown in light gray on the plan map, would comprise about 13,533 acres by 2010, the same as in 1990. These lands meet the criteria established by Walworth County for designation of prime farmland, as set forth in Chapter V of this report. The plan recommends that these lands remain in exclusive agricultural use.

It is, however, recognized that application of the County criteria results in the designation of some lands poorly suited to farming as prime agricultural lands. Some individual farm units within prime agricultural areas contain areas of soils that do not qualify as Soil Capability Class I, II, or III. About 12 percent of the land now zoned A-1, Prime Agricultural Land, or about 2,560 acres, have such soils which present important limitations for the cultivation of traditional cash crops in exclusive agricultural operations. These lands are shown in red on Map 24.

The soil limitations on these 2,560 acres restrict the choice of plants for cultivation and require the application of special soil conservation and management practices. Such soil limitations may, thus, as a practical matter, restrict the use of the land to specialty agricultural uses or to pasture, range, woodland, or wildlife habitat.

It should also be recognized that the configuration, size, soils, and slopes of such lands may not be well suited to residential or other land uses. However, the plan recognizes that where the factors concerned may permit, these areas may be developed for rural residential use consistent with the land use plan objectives. The net residential density permitted in such areas should not exceed five acres per dwelling unit, with net densities of 20 acres per dwelling unit or greater being preferred.

The latter densities would help maintain agriculture-related land reserves which may prove

Figure 5

ALTERNATIVE RESIDENTIAL DEVELOPMENT DESIGNS COMPATIBLE WITH PRIMARY ENVIRONMENTAL CORRIDORS



NOTE: THE ALTERNATIVE DESIGNS ARE BASED ON DENSITIES EQUIVALENT TO NO MORE THAN ONE DWELLING PER NET FIVE ACRE AREA. Source: SEWRPC.

valuable as market demand changes for the products of certain farming activities including apiculture, floriculture, plant nurseries, viticulture; grazing of farm animals, dairying, and livestock and poultry raising; and outdoor recreational and conservation uses such as equestrian trails, riding stables, and game management.

Other Agricultural, Open Space, and Rural Residential Lands: The areas shown in white on the plan map, designated as Other Agricultural, Open Space, and Rural Residential Lands, include nonprime agricultural lands and other rural lands not identiMap 24



RELATIONSHIP BETWEEN AGRICULTURAL SOIL CAPABILITY AND A-1 ZONING IN THE TOWN OF SUGAR CREEK: 1995

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

OTHER SOILS ZONED A-I

fied as environmental corridors or isolated natural areas. These lands would comprise about 2,739 acres by 2010. This represents a decrease between 1990 and 2010 of about 400 acres, or 13 percent.

Lands specifically planned for a rural residential use, that is, at an average density not to exceed one unit per five acres, are a subset of the above and would comprise about 215 acres by 2010. These lands are shown on the plan map in yellow with a cross-hatch pattern. The plan identifies lands as rural residential to help prevent future development from distracting from the rural character of the land use and ownership pattern present in these areas.

Lands outside the Urban Growth Area: Except for the 215 acres specifically planned for rural residential development, the plan recommends that other agricultural and open space lands generally remain in agriculture and open space use. The plan recommends that residential development of such lands not exceed an average density of one dwelling unit per five acres of buildable land and that emphasis in site design be placed upon protecting the natural resource base, including scenic open spaces and croplands. The plan recommends that housing units in rural development parcels be grouped together in compact arrangements, or clusters, so that the vast majority of the parcel is left undisturbed.

In the Town of Sugar Creek, cluster residential development is recommended as an alternative to conventional subdivision design which uniformly divides a development parcel into large lots. Cluster developments on agricultural and open space lands should maintain an average density of one housing unit per five buildable acres of land, that is, land exclusive of designated wetland and floodland areas.

In the recommended cluster developments, areas not covered by buildings are proposed to be left as permanent open space, protected from future development through deed restrictions. The open space may provide common recreational areas for propertyowners; preserve scenic open spaces, steep slopes, wooded areas, drainageways, and other environmentally sensitive areas; and retain land for farming. Figure 6 illustrates a cluster development designed to preserve scenic views from a roadway and also workable croplands.

Advantages of cluster developments include preservation of open space, protection and conservation of natural drainageways and other sensitive areas,

Figure 6

TYPICAL RURAL RESIDENTIAL CLUSTER DEVELOPMENT



SIXTEEN ONE-ACRE HOME SITES ARE DEVELOPED ON 80 ACRES FOR AN AVERAGE DENSITY OF ONE UNIT PER FIVE ACRES, HOMES ARE CLUSTERED BELOW THE RIDGE LINE, THEREBY PRESERVING SCENIC VIEWS FROM THE ROAD, SURROUNDING OPEN SPACE IS PERMANENTLY PRESERVED INCLUDING EXISTING CROPLAND WHICH CONTINUES TO BE FARMED. SOURCE: SEWRPC.

reduction in road and utility costs, and reduction in impervious surfaces. Clustering of housing units can also permit the use of community sewage disposal systems. In such cases, effluent from individual septic tanks can be collected and transported to a community soil-absorption field located in open areas.

Lands within the Urban Growth Area: The recommendations above also apply to those undeveloped lands located within the urban growth area that are not identified for urban use by 2010. Indeed, the plan recommends, first and foremost, that the development of such lands be deferred until public sanitary sewer service becomes available. This will help minimize the public and private costs of providing and accessing this important public improvement, help shape a more coherent and predictable development pattern, and help make the best use of lands best suited to urban development in the Town of Sugar Creek. This recommendation is intended to help preserve the agricultural and environmental resource base and rural character of the Town.

However, should the Town determine that development of such lands prior to the availability of public sanitary sewer service is in the public interest, it should ensure the following with respect to residential development:

• The net overall density does not exceed one dwelling unit per five acres.

Figure 7

TYPICAL RESIDENTIAL CLUSTER DEVELOPMENT IN THE URBAN GROWTH AREA PRIOR TO AVAILABILITY OF PUBLIC SANITARY SEWER SERVICE



SIXTEEN ONE-HALF-ACRE HOME SITES ARE DEVELOPED ON 80 ACRES FOR AN AVERAGE DENSITY OF ONE UNIT PER FIVE ACRES, DEVELOPMENT OF EXISTING CROPLAND IS DEFERRED UNTIL PUBLIC SANITARY SEWER SERVICE IS PROVIDED.

Source: SEWRPC.

- Housing units are clustered.
- Lot sizes do not exceed 40,000 square feet.
- A community sanitary sewer collection and disposal system is provided.

To help ensure that full and efficient use is made of the urban growth area, the open space provided by clustered developments may be redeveloped when public sanitary sewer service is provided. Figure 7 illustrates how this recommendation might be applied. Open space may also be retained for recreational and utilitarian walking and biking trails which can help connect subdivisions with future residential areas, consistent with the land use plan objectives.

<u>Nonmetallic Extractive</u>: Sand and gravel have significant commercial value and are important materials needed for the development and redevelopment of urban and rural areas. There are two existing sand and gravel mining operations in the Town, one of which contains associated stone and sand processing operations. Together these sites comprise an area of about 116 acres. The plan recognizes the continued operation of these sites and the possible expansion of the site located in U. S. Public Land Survey Sections 19 and 20. The plan also recognizes that there will continue to be a need for sand and gravel for public works and private development projects within Walworth County and southeastern Wisconsin. Much of the Town is underlain by potentially workable sand and gravel deposits, as shown on Map 7, in Chapter III of this report. That map shows that much of the potentially usable deposits of sand and gravel underlie prime agricultural areas and other farmlands. Maintaining these lands in agricultural use will ensure that a future reserve of sand and gravel is maintained and that potential conflicts of needed mining operations with other land uses can be avoided.

The land use plan recommends that decisions regarding the development of new sand and gravel reserves in the Town be made on a case-by-case basis, that such decisions be based upon environmental assessments, and that all land disturbed in the mining of mineral deposits be restored upon completion of mining operations according to a plan that is approved by the Town Plan Commission and Town Board. Any restoration plan should be consistent with the Town land use plan. The plan recommends that no mining of mineral resources take place in the planned urban growth area, except at the site currently operating.

Recommended Arterial Streets and Highways

The arterial street and highway network needed to serve existing and future traffic in the Town and County through 2010 is also shown on Map 22. The plan incorporates the regional transportation system plan and the 2010 Walworth County Jurisdictional Highway System Plan, as adopted by the Walworth County Board of Supervisors in June 1995.

The major planned arterial improvement in the Town of Sugar Creek is the extension on the USH 12 freeway from its current terminus, at the Elkhorn north municipal border, to the City of Whitewater. Two half interchanges to be located in the Town are planned for the four-lane freeway, at Cobbie Road and CTH A. In addition, the existing half interchange of USH 12 with STH 67 is planned to be developed into a full interchange. The other relevant improvement is the construction of new arterial facilities within and immediately adjacent to the municipal limits of the Town of Sugar Creek: from STH 67 west to STH 11, from STH 11 north to CTH H, and from CTH H east to STH 11.

COMMUNITY DESIGN PRINCIPLES

The plan recommends that good principles of community design be followed in the layout and development of the proposed urban growth area. The principles reflect a recommendation that conventional, disconnected, and single-use subdivision development be avoided and that coherent, visually pleasing, and pedestrian-oriented community development be encouraged.

The community design principles should guide the preparation of the proposed detailed street and lot layout plan for the urban growth area. This proposed plan would serve as a basis for realizing these principles. The plan would identify the location of existing development and public infrastructure and future infrastructure improvements, open spaces, residential lots, small-scale commercial and institutional land uses, and pedestrian and bicycle routes. The plan would be designed to ensure that future subdivisions are integrated with each other to form neighborhoods and that these neighborhoods are in turn properly integrated to form a coherent community in the urban growth area.

In the principles below, the term "community" refers to the urban growth area in its entirety, including existing development and undeveloped areas. The development of a coherent community that can be efficiently served by public services, is properly balanced with the natural resource base, and is largely self-sufficient in providing for the every day needs of its residents comprise the foundation upon which the principles rest. In the principles, the term "neighborhood" refers to a subset of a community. A community may contain two or more neighborhoods.

Community Center

A community center should be identified and future development should be oriented toward this core. A community center should be within walking distance of the majority of housing units in a community. This center should include a common open space and may include commercial and institutional land uses. The size of any common open space should be proportionate to the number of households anticipated to ultimately be located within a community. Each neighborhood should also have a recognizable center, or focal point, that may serve as a gathering place for neighborhood activities. A neighborhood center may also be a common open space.

Other Open Space

Open space should provide a buffer between residential areas and arterial highways, agricultural land, and other incompatible land uses. Open spaces within a community may provide for pedestrian and bicycling trails. Public access should be provided to major bodies of water. Neighborhoods within a community should be interconnected through the use of open space and pedestrian and bicycle trails.

Density and Housing Unit and Lot Sizes

A variety of housing unit and lot sizes should be provided in a community so that an affordable range of housing is provided. Within individual neighborhoods, residential density should decrease from the neighborhood center to the periphery. Building setbacks and lot widths need not be large, but uniformity in the setback of houses from the street is important. Consistency in, or at least compatibility of, building styles within a neighborhood is also important.

Mix of Complementary Land Uses

Commercial and institutional land uses that serve day-to-day needs of a community add value to the quality of life in a community. Planned communities should set aside land for institutional and commercial uses which could include, among other things churches, day-care centers, markets, and shops. Such activities should be within walking distance of the majority of housing units in a community. Institutional uses should be planned for visually prominent locations in a community such as at the end of a street or adjacent to a common open space.

Streets

A functional system of streets should be designated, consisting of arterials, collectors, and land-access streets. Collector streets should collect vehicular traffic from land-access streets and convey it to arterial highways. Intersections of land-access streets with arterial highways should be avoided. Streets should be adapted to topography and planned open spaces.

CONCLUSION

The recommended land use plan is a guide to the balanced and orderly development of the Town of Sugar Creek through the year 2010. It seeks to direct urban development into an efficient pattern, providing an ample amount of land for urban development, particularly residential development. The plan seeks to preserve to the greatest extent practicable prime agricultural lands and those elements of the natural environment contained within environmental corridors and isolated natural areas.

The recommended land use plan promotes the public interest rather than the interest of individuals or special groups within the community. The very nature of the plan contributes to this purpose, for it facilitates consideration of the relationship of any development proposal, whether privately or publicly advanced, to the overall physical development of the Town.

The recommended land use plan is a long-range plan, providing a means of relating day-to-day development decisions to long-range needs. In so doing, the plan provides a basis for guiding development in such a away as to ensure that public decisions concerning development proposals are made in such a manner that they lead to a safe, healthful, attractive, and efficient community over time.

The recommended land use plan and the implementation measures described in Chapter VII of this report provide an important means for ensuring a balanced and orderly development pattern for the Town, Walworth County, and Southeastern Wisconsin. Consistent application of this plan will promote sound community development and protect the natural resource base of the Town of Sugar Creek for many years to come. (This page intentionally left blank)

Chapter VII

PLAN IMPLEMENTATION

INTRODUCTION

The recommended land use plan for the Town of Sugar Creek is described in Chapter VI of this report. In a practical sense, the plan is not compete until the steps to implement the plan are specified. These steps include plan adoption, amendment of the Walworth County Zoning Ordinance, adoption of a Town land subdivision control ordinance, the study and possible design and adoption of an impact fee program and ordinance, and the preparation of a detailed street and lot layout plan for the proposed urban growth area of the Town. After formal adoption of the plan, implementation will require faithful, long-term dedication to the underlying objectives by the citizenry and appointed and elected officials of the Town of Sugar Creek.

PLAN ADOPTION

An important step in plan implementation is the formal adoption of the plan by the Town Plan Commission and certification of the plan to the Town Board, pursuant to State planning enabling legislation. Upon its adoption, the plan becomes an official guide to be used by Town officials in making land use decisions. Although the adoption of the plan by the Town Board is not legally required, it is recommended, since it signifies support of the plan recommendations on the part of the governing body.

ZONING

The most important device available to implement the Town land use plan is the Walworth County Zoning Ordinance. The district regulations established in the Walworth County zoning ordinance are generally well suited for implementation of the recommended Town land use plan. One change in the district regulations is, however, recommended. The proposed amendment would afford greater protection of the natural resources located on lands placed in the C-2 Upland Resource Conservation district by limiting the amount of tree cutting and shrubbery clearing permitted in that district. The proposed change is set forth in Appendix C.

To incorporate this change into the Walworth County Zoning Ordinance, it will be necessary for the Town Board to petition the County Board to amend the ordinance. Assuming that the County Park and Planning Commission finds the recommended change acceptable and the County Board adopts the proposed text change, the 16 towns in the County would have 40 days in which to accept or reject the amendment. If a majority of the towns do not reject the amendment within this time period, the amendment takes effect.

Implementation of an important recommendation contained in the plan, that future residential areas be developed as planned developments consistent with the community design principles set forth in Chapter VI, would be supported through selected changes in zoning classification from the R-1, Single Family Residence District, to the R-5, Planned Residential Development District. These changes would apply within the planned urban growth area and should be considered by the Town during the preparation of the proposed detailed street and lot layout plan. The Town Board would need to formally petition the Walworth County Board to amend the zoning district map. The zoning district amendment process is described in Appendix B of this report.

LAND SUBDIVISION REVIEW

Sound land subdivision regulations are an important means of implementing a land use plan and of coordinating the layout, design, and improvement of private development proposals within the Town. The existing Walworth County Subdivision Control Ordinance, which governs the division of land in the Town of Sugar Creek, is sound. It is nevertheless recommended that the Town adopt its own ordinance. Adoption of a Town land subdivision control ordinance would give the Town direct authority over land subdivision in the Town, allowing it to require adherence to specific Town design criteria, such as requirements for open space, street widths, landscaping, and street signs. The Town land subdivision control ordinance would supplement, not replace, the County ordinance.

Following its adoption, the land use plan should serve as a basis for the review of all preliminary subdivision plats and certified survey maps in the Town, regardless of whether the Town enacts its own land division ordinance. Each proposed subdivision should be properly related to existing and proposed land uses. Subdivision design should take into account the proper layout of streets, blocks, and lots and such factors as topography, drainage, vegetation, and soils. Each subdivision should be designed as an integral part of the larger community. Subdivision design will affect the quality of life, not only of the people who will reside in the subdivision, but of the people of the community at large, for generations to come.

IMPACT FEE PROGRAM

An impact fee program can also be used to help implement the land use plan. The institution of such a program through the adoption of an impact fee ordinance is, however, essentially a political issue which involves questions of who should pay the costs of providing the capital improvements needed by new households, all of the residents of the Town or primarily the new residents. Certainly, sound and orderly development in the Town of Sugar Creek and the implementation of the recommended land use plan can take place without the use of impact fees. A Town land subdivision control ordinance, for instance, can require the installation of necessary onsite capital improvements, dedication of land for such improvements, and the payment of fees in-lieu of the dedication of land for such onsite improvements. Land subdivision ordinances normally provide only for the payment by the developer of the cost of onsite capital infrastructure costs. Impact fees can provide for the payment of offsite as well as onsite capital costs. The intent of this section of the chapter therefore is to provide the Town Plan Commission and Town Board with the basic information needed to explore the use of impact fees further.

An impact fee is a development exaction that requires a developer, or builder, to pay a single fee to cover a proportionate share of the costs of providing or expanding the capital facilities needed by the new development. The important components of this definition are described below.

- <u>Single Fee</u>: An impact fee is a one-time, perunit, charge on new development, usually imposed as a condition of final plat approval and collected prior to the issuance of a building permit.
- <u>Proportionate Share</u>: An impact fee charged to new development must be proportionate to the benefits received by the development. The new

development must only pay a pro-rata share of the facilities it will use.

- <u>Capital Facilities</u>: An impact fee must be used to finance the construction or expansion of capital facilities or to retire the debt incurred in the construction or expansion of these facilities. Impact fees cannot be used to cover operational and maintenance expenses or to eliminate facility deficiencies.
- <u>Needed by New Development</u>: Impact fees must finance only those capital improvements required by the new development paying the fee. New development must benefit from the capital improvements it helped to finance; however, it need not be the sole beneficiary of such improvements. Impact fees cannot finance improvements designed to serve only existing development

A local unit of government is best prepared to meet the legal requirements of impact fees when it has technically demonstrated the need for the new facilities concerned. This determination should be based upon the data and objectives of the comprehensive plan or land use plan, the scheduling of capital improvements, and adopted facility service standards. Completion of the detailed street and lot layout plan described in the next section of this chapter would provide some of the data needed to appropriately design and calculate a per-unit sewer service hookup fee to be paid by new development in the proposed ultimate urban growth area. An impact fee program should be designed by a planner or an engineer with knowledge of local development conditions and community development objectives and experience in municipal engineering and finance and land use law. The ordinance should be reviewed prior to its adoption by an attorney specializing in land use law.

DETAILED STREET AND LOT LAYOUT PLAN

One of the keys to ensuring a sound long-term development pattern in the Town is the preparation of a detailed street and lot layout plan in the proposed ultimate urban growth area, as described in Chapter VI. The plan should adhere to the community design principles set forth in Chapter VI and include elements focusing on traffic circulation, drainage, sewer and water supply, park and open space, neighborhood commercial development, residential design and character, and the retrofitting of existing urban development. This last element should include the following:

- Inventories of the ownership and development potential of vacant residential lots, the location and widths of platted streets and easements, and the location of failing onsite sewage-disposal systems.
- Recommendations for the development of a system of bicycle and pedestrian ways to connect existing and proposed residential areas to Tibbets Elementary School, Lake Wandawega, and Silver Lake and to the proposed Town Park.
- Recommendations for the connection of existing subdivisions through bicycle and pedestrian ways and streets.
- Recommendations for the identification and differentiation of land- access, collector, and arterial streets and the closing of certain streets intersecting with County Trunk Highway A.

The plan should result in the preparation and adoption of an official map. An official map is one of the oldest and most effective plan implementation devices available to local communities. Section 62.23(6) of the Wisconsin Statutes provides that a governing body of a local community may establish an official map for the precise designation of rightof-way lines and site boundaries of streets, highways, waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, parks, and playgrounds. Such a map has the force of law, deemed to be final and conclusive with respect to the location and width of the aforementioned public facilities, both existing and proposed.

The official map prohibits the construction of buildings and structures and their associated improvements on land that has been designated for current or future public use. The official map also serves legal notice of the public's development intentions 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 of, or regard for, the long-range plan.

SUMMARY

In order to serve as an official guide to development in the Town, the land use plan should be adopted by the Town Plan Commission and certified to the Town Board. The Walworth County Zoning Ordinance is one of the most important plan implementation devices available to the Town. While the district regulations established in the Walworth County zoning ordinance are generally well suited for implementation of the recommended Town land use plan, one change is proposed. The proposed amendment would afford greater protection of the natural resources located on lands placed in the C-2 Upland Resource Conservation district by limiting the amount of tree cutting and shrubbery clearing permitted in that district. Some changes to the Town zoning district map will be required to facilitate development anticipated within the proposed urban growth area. It is recommended that the Town enact its own land subdivision control ordinance to supplement the County ordinance, study the possibility of adopting an impact fee program, and prepare a detailed street and lot layout plan for the proposed ultimate urban growth area of the Town.

79

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Chapter VIII

SUMMARY

INTRODUCTION

In July 1994, the Town of Sugar Creek requested the assistance of the Southeastern Wisconsin Regional Planning Commission in preparing a land use plan. In August 1994, the Town Board passed a resolution creating a Town Plan Commission for the purpose of making the land use plan and administering it over time. This report sets forth the findings and recommendations of the planning effort undertaken at the direction of the Town of Sugar Creek Plan Commission. The plan is intended to serve as a guide to the physical development of the Town of Sugar Creek through the year 2010.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use development in the Town. Inventories of the demographic base, the natural resource base, and the existing land use pattern of the Town, as well as of pertinent land use regulations, were prepared. Forecasts of future population, household. and employment levels and five town development objectives were approved by the Plan Commission. A land use plan, based on the foregoing and the public input received during a year of open Plan Commission meetings and at a public hearing, was designed and adopted by the Town of Sugar Creek Plan Commission on July 27, 1995. A chapter-by-chapter summary of the planning report is provided below.

CHAPTER SUMMARY

Chapter I: Introduction

Chapter I serves primarily as an introduction to the Town land use planning process. It describes the geographic location of the planning area, indicates that the Southeastern Wisconsin Regional Planning Commission has prepared regional comprehensive plan elements which have a bearing on planning efforts in the Town, and describes each of the six steps of the Town land use planning process: inventory, analysis and forecast, formulation of objectives, plan design, plan evaluation, and plan refinement and adoption. Chapter II: Population, Housing, and Employment Chapter II describes the demographic base of the Town of Sugar Creek. It presents eight specific statistical sets, including population, household, and employment trends, educational attainment, household and family income, housing characteristics, value of housing, and work-force composition and occupational characteristics. The data provided is based primarily on the 1990 U. S. Census of Population and Housing. Comparisons are made in specific cases between the Town of Sugar Creek, Walworth County, and the Southeastern Wisconsin Region.

In 1990 there were 2,661 residents in the Town of Sugar Creek, 895 households, and 526 jobs. The median annual household and family income in the Town was \$33,984 and \$38,333, respectively. Of the total 910 year-round housing units. 744, or about 82 percent, were owner-occupied; 151, or about 16 percent, were renter-occupied; and 15, or about 2 percent, were vacant. There were about 150 seasonal housing units in the Town. The average value of an owner-occupied house in Sugar Creek was \$87,349. There were 1,304 employed persons 16 years of age or older in the Town, 77 percent of which were classified as private wage or salaried workers, 11 percent of which were classified as local government workers, and about 11 percent of which were classified as selfemployed workers.

Chapter III: Natural Resource Base

Chapter III presents an inventory of the natural resource base of the Town. It includes a description of soil capabilities, topography, surface-water features, wildlife habitat, agricultural lands, wetlands, woodlands, and environmental corridors.

Most of the remaining environmentally sensitive resources in the Town of Sugar Creek lie within areas delineated as environmental corridors and isolated natural areas. These resources include lakes, rivers and streams, and associated shorelands and floodlands; wetlands; woodlands; wildlife habitat; wet, poorly drained, and organic soils; and rugged terrain and high relief topography. Development within environmental corridors and isolated natural areas may lead to serious environmental and developmental problems. Primary environmental corridors are by definition at least 400 acres in size, two miles long, and 200 feet wide. These areas generally include the woodlands, wetlands, and undeveloped shorelands associated with the Sugar Creek, Lake Wandawega, and North Lake. Secondary environmental corridors, while smaller, at least 100 acres in size and one mile in length, may have the same environmental and developmental qualities as primary environmental corridors. These corridors are generally located along the intermittent streams tributary to Sugar Creek within the Town. The isolated natural areas consist of smaller pockets of wetlands and woodlands scattered throughout the Town.

<u>Chapter IV: Existing Land Use</u> and Land Use Regulations

Chapter IV presents an inventory of the existing land use pattern in the Town of Sugar Creek and the land use regulations pertinent to physical development in the Town. The land use inventory was conducted by the Regional Planning Commission in 1990. It indicates that, except for concentrations of urban development adjacent to the major lakes in the Town, the land of Sugar Creek is overwhelmingly agricultural.

Combined urban uses comprised about 1,806 acres, or nearly 2.8 square miles, and represented about 8 percent of the total area of the Town in 1990. About one-half of the total urban land, or 861 acres, was used for residential purposes. Such nonurban land uses as croplands, pastures, sod farms, orchards, farm buildings, and other uses associated with agriculture; wetlands; woodlands; and surface water comprised about 20,367 acres, or about 31.8 square miles, and represented about 92 percent of the total area of the Town in 1990.

This chapter also describes the land use regulations affecting the Town of Sugar Creek, the most important of which is the Walworth County Zoning Ordinance. In 1994, approximately 16,995 acres, or 77.2 percent of the Town, was zoned for agricultural uses; about 3,218 acres, or 14.6 percent of the Town. was zoned for natural resource conservancy uses; about 67 acres, or 0.3 percent of the Town, was zoned for public recreational or institutional uses; about 1,383 acres, or about 6.3 percent of the Town, was zoned for residential uses; about 190 acres, or about 0.9 percent of the Town, was zoned for commercial uses; and about 150 acres, or 0.7 percent of the Town, was zoned for industrial uses. The 1994 zoning of lands in the Town is generally well balanced with respect to the existing land use pattern.

Chapter V: Framework for Planned Development

Chapter V sets forth the major factors that need to be considered in the design of the Town land use plan. The chapter describes the existing context for planning in the Town, shaped largely by the physical characteristics of the Town of Sugar Creek and the recommendations of the adopted Walworth County Development Plan. This chapter also presents the year 2010 forecasts of population, households, and employment, together with land use development objectives adopted by the Plan Commission for the purpose of plan design.

<u>Forecasts</u>: Future population, household, and employment levels determine the amount of urban growth that may be anticipated to occur within an area. Thus, these factors can be called determinants of growth and accurate forecasts of these determinants assist greatly in the design of useful land use plans.

Under the Town land use plan, the population of the Town is envisioned to increase from its 1990 level of 2,660 persons to a 2010 level of about 3,400 persons. This represents an increase of about 740 persons, or about 28 percent, over the 20-year period.

Under the Town land use plan, the number of households in the Town is envisioned to increase from its 1990 level of 895 households to a 2010 level of about 1,300 households. This represents an increase of about 400 households, or about 45 percent, over the 20-year period.

Under the Town land use plan, employment in the Town is envisioned to increase from its 1990 level of 526 jobs to a 2010 level of about 700 jobs. This represents an increase of about 170 jobs, or about 32 percent, over the 20-year period.

<u>Objectives</u>: The land use plan for the Town of Sugar Creek is intended to achieve the following five major objectives:

- 1. To provide a balanced allocation of space to each needed land use in order to meet the social, physical, recreational, and economic needs of the Town.
- 2. To achieve a harmonious adjustment and logical relationship between existing and proposed land uses.
- 3. To achieve a spatial distribution of the various land uses which is properly related to the

existing and planned transportation utility and community facility systems in order to assure that public services are provided as efficiently and costeffectively as possible.

- 4. To preserve prime agricultural lands, that is, lands best suited to agricultural use, so as to assure an agricultural reserve for future generations, to protect the agricultural resource and economic base of the Town, and to preserve the rural character of the farming areas of the Town.
- 5. To preserve and protect the remaining primary environmental corridor lands in the Town, as well as the remaining secondary environmental corridors and isolated natural areas, in order to maintain and enhance the overall quality and beauty of the environment, to provide opportunities for recreational and educational activities, and to avoid serious environmental and developmental problems.

Chapter VI: Land Use Plan

Chapter VI presents the preliminary land use plan presented at a public hearing in the Sugar Creek Town Hall on June 8, 1995, and the final recommended plan adopted by the Town Plan Commission.

The plan seeks to direct urban development into an efficient pattern providing an ample amount of land for urban development, particularly residential development in the northeastern portion of the Town near Lake Wandawega and Silver Lake. The plan thereby identifies an ultimate urban growth area wherein the majority of future urban development and public investment in urban facilities and services would take place. The plan recognizes that public sanitary sewer service may be provided to this area and recommends that the Town form a utility district and prepare a detailed street and lot layout plan to guide the physical development of the lands concerned.

The plan seeks to preserve, to the greatest extent practical, prime agricultural lands and those elements of the natural environment contained within environmental corridors and isolated natural areas. The plan recommends that those lands identified as prime farmland under the Waukesha County Zoning Ordinance remain in agricultural use. The plan recommends that development in environmental corridors be limited to residential development at an average density not to exceed five acres per dwelling unit and that efforts be made in site design and construction to minimize environmental impacts.

On lands that are neither prime agricultural or environmental corridor, the plan also recommends that residential development not exceed an average density of one unit per five acres. The plan recommends that housing units in rural development areas be grouped together in compact arrangements, or clusters, so that the vast majority of a development parcel is left undisturbed. The cluster approach to rural residential development helps to maintain the rural character of an area, preserve open spaces including farmland, and protect smaller environmentally sensitive areas.

The plan also provides a set of community design principles and recommends that these be followed in the design and development of the proposed urban growth area. The principles reflect a recommendation that conventional, disconnected, and scattered single-use subdivision development be avoided and that coherent, visually pleasing, and pedestrianoriented community development be encouraged in the urban growth area. The plan recommends that these design principles guide the preparation of the proposed detailed street and lot layout plan.

The recommended land use plan is a flexible longrange guide providing a means of relating day-today development decisions to long-range needs. If the conditions the plan was based upon change significantly, the plan should be reevaluated to determine its continued relevance and modified as necessary. In any case, the Town Plan Commission should update the plan every ten years, advancing the design year one decade. The land use plan should, thus, continually ensure that public decisions concerning development proposals lead to a safe, healthful, attractive, and efficient community.

Chapter VII: Plan Implementation

Chapter VII specifies recommendations concerning the implementation of the plan over time. These include amendment of the Walworth County Zoning Ordinance to afford greater protection to environmentally sensitive lands in the C-2 zoning district. The chapter also recommends the adoption of a Town land use subdivision control ordinance, the study and possible design and adoption of an impact fee program and ordinance, and the preparation of a detailed street and lot layout plan for the proposed urban growth area of the Town.

CONCLUSION

The land use plan for the Town of Sugar Creek, as documented in this report, was prepared at the direction of the Town of Sugar Creek Plan Commission. The plan was prepared in an open, participatory manner and reflects the input of many Town residents given during monthly Plan Commission working meetings and at a well-attended public hearing. Implementation of this recommended land use plan will require faithful, long-term dedication to its underlying principles by the citizenry and appointed and elected officials of the Town of Sugar Creek. APPENDICES

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Appendix A

DELINEATION OF ENVIRONMENTAL CORRIDORS

Under the regional planning program, seven elements of the natural resource base have been considered essential to the maintenance of both the ecological balance and the overall quality of life in the Region: 1) lakes, rivers, and streams and the associated shorelands and floodlands, 2) wetlands, 3) woodlands, 4) prairies, 5) wildlife habitat areas, 6) wet, poorly drained, and organic soils, and 7) rugged terrain and high relief topography. In addition, there are certain other features which. although not a part of the natural resource base per se, are closely related to, or centered on, that base and are a determining factor in identifying and delineating areas with recreational, aesthetic, ecological, and cultural value. These features include 1) existing park and open space sties. 2) potential park and open space sites, 3) historic sites, 4) scenic areas and vistas, and 5) natural area sites.

The delineation of these 12 natural resource and natural resource-related elements on maps results in a concentration of such elements in an essentially linear pattern of relatively narrow, elongated areas which have been termed "environmental corridors" by the Regional Planning Commission.

Environmental corridors were delineated, using the following natural resource and natural resource-related element criteria:

- 1. Point values from one to 20 were assigned to each natural resource and natural resourcerelated 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 relative 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 A-1.
- 2. Each natural resource element was mapped and point values for overlapping resource elements in a given area were totaled.

Table A-1

POINT VALUES FOR NATURAL RESOURCE BASE AND NATURAL RESOURCE BASE-RELATED ELEMENTS

	Point
Resource Base or Related Element	Value
Natural Resource Base	
Lake	
Major (50 acres or more)	20
Minor (five to 49 acres)	20
Rivers or Streams (perennial)	10
Shoreland	
Lake or Perennial Stream	10
Intermittent Stream	5
Floodland (100-year recurrence interval)	3
Wetland	10
Wet, Poorly Drained, or Organic Soil	5
Woodland	10
Wildlife Habitat	
Ciass I	10
Class II	7
Class III	5
Steep Slope	
20 Percent or More	7
13 to 19 Percent	5
Prairie	10
Natural Resource Base-Related	
Existing Park or Open Space Site	
Rural Open Space Site	5
Other Park and Open Space Site	2
Potential Park Site	
High-Value	3
Medium-Value	2
Low-Value	. 1
Historic Site	
Structure	1
Other Cultural	1
Archaeological	2
Scenic Viewpoint	5
Scientific Area	
State Scientific Area	15
State Significance	15
County Significance	10
Local Significance	• •5

Source: SEWRPC.

3. Environmental corridors were then delineated on the basis of cumulative point values and the size of the areas containing natural resource and resource-related elements, as follows:

- Primary environmental corridors include areas with a cumulative point value of 10 or more that are at least 400 acres in size, two miles in length, and 200 feet in width.
- Secondary environmental corridors include areas with a cumulative point

value of 10 or more and that are at least 100 acres in size and one mile in length.

• Isolated natural resource areas also have a cumulative point value of 10 or more, with a minimum size of five acres. Isolated natural areas are generally separated physically from primary and secondary environmental corridors by intensive urban or agricultural land uses.

Appendix B

COUNTY-TOWN LAND USE ZONING RELATIONSHIPS IN WALWORTH COUNTY

INTRODUCTION

This memorandum was initially prepared pursuant to a request made by the Town Board of Sugar Creek at its meeting of July 18, 1994. It was intended to address a matter of importance to the Town as it began the process of preparing a land use plan: the relationship between Walworth County and the Town with regard to land use zoning. It has been appropriately revised and included as an appendix to this report to be used as a reference document by local officials when considering amendments to the Walworth County Zoning Ordinance.

THE COUNTY-TOWN ZONING FRAMEWORK

<u>General Zoning</u>

There is a single general zoning ordinance in effect in the nonshoreland portions of the towns in Walworth County: the Walworth County Zoning Ordinance. The Walworth County Zoning Ordinance was adopted by the Walworth County Board in 1974 and subsequently ratified by each town in the County, as authorized by Section 59.97 of the Wisconsin Statutes. Consequently, town zoning operations are carried out under an intricate county-town zoning framework specified in that statute.

Under this zoning framework, the Walworth County Zoning Ordinance remains in effect indefinitely. No town may adopt its own zoning ordinance unless the framework is changed. This zoning framework may be changed in only one of two ways. First, the County may decide to rescind its zoning ordinance, in which case a town may adopt a zoning ordinance under Wisconsin Statutes Section 60.61, provided the County fails to adopt another county ordinance at the petition of a town. Second, the County may propose a substantial rewriting of its zoning ordinance, known as a comprehensive revision. Should this situation occur, a town must decide within one year whether to approve the revision or, by not approving it, withdraw from county zoning. After withdrawing from the county zoning ordinance, should a town wish to adopt its own zoning ordinance, it may adopt village powers and adopt a zoning ordinance under Wisconsin Statutes Section 61.35. The enactment of this ordinance and any

subsequent amendment would be subject, however, to the approval of the County Board.

Wisconsin Statutes Section 59.97 establishes the process that is followed when a map amendment to the county zoning ordinance, or a "rezoning," is sought. The Statutes indicate that a town has no power to bring about a zoning map change that the County does not favor and the County has no power to bring about a zoning map change that a town does not favor. Accordingly, zoning map changes that are found not to be in the best interest of both a town and the County cannot be effected. The process followed when responding to a map amendment to the Walworth County Zoning Ordinance, that is, a change in zoning districting attendant to a given parcel, is summarized below.

- 1. Notification: A petition for a zoning map change is filed with the County Clerk. The County Park and Planning Commission schedules a public hearing and notifies the affected town no less than 10 days of the hearing.
- 2. Town Consideration: The town board may consider the petition and if it disapproves, it may send a resolution stating its disapproval to the Park and Planning Commission prior to, or within 10 days after, the public hearing.
- 3. Commission Review: If the town board files a resolution disapproving the petition, the Park and Planning Commission may only recommend disapproval of the petition or approval of the petition with changes. It cannot approve the petition as submitted. If the town board does not disapprove the petition, the Commission may recommend approval to the County Board of the petition as filed, or with changes.
- 4. Commission Report: The Park and Planning Commission reports its recommendation to the County Board on the petition. If the Commission recommends approval, the Commission submits an ordinance to effectuate the petition to the County Board.
- 5. County Board Action: The County Board may decide to accept or reject an ordinance which

would effectuate the petition. The County Board may also accept or reject a recommendation from the Commission for disapproval of the petition. If the County Board rejects the recommendation for disapproval, it is returned to the Commission which must draft an ordinance to effectuate the petition. The ordinance is then subject to the County Board rejection or adoption.

6. Town Action: If the County Board adopts an ordinance that would effectuate the petition, a town board has 40 days to reject that ordinance and deny the zoning change. The ordinance takes effect within 40 days if the town board takes no action to reject it. If the town board files a resolution approving the ordinance, then the ordinance takes effect the day the resolution is filed with the County Clerk.

It is important to note that an ordinance approving a rezoning petition will become effective upon passage by the County Board if the town board does not file a resolution with the Park and Planning Commission stating that it formally disapproves of the petition prior the Commission's report to the County Board (Step 4). Therefore, according to the Statutes, in order for a town to deny a rezoning, it must act to disapprove the petition prior to the initial public hearing or within 10 days of that hearing. The town board is authorized to extend this time for disapproving a petition by up to 20 days by passing a resolution and filing the resolution with the County Clerk.

In practice, this procedure permits a town to reject zoning changes and, in effect, to deny or restrict development it believes is not in accord with its development objectives. At the same time, the relationship established by this procedure requires that a town be able to convincingly demonstrate to the County that zoning changes it favors are consistent with town development objectives and are also in the best interests of the County. Important to this relationship is the preparation of a detailed town land use plan and the adoption of that plan by both the town and the County.

Wisconsin Statutes Section 59.97 also establishes the process to be followed when a zoning text amendment to the county zoning ordinance is sought. A text change may alter the definition of a permitted use or otherwise change the content of the ordinance. Text changes most often affect more than one town if not all of the towns operating under the county ordinance. As with a zoning map change, a petition to amend the text of a county zoning ordinance may be made by a town board in which the ordinance is in effect, any member of the County Board, the County Park and Planning Commission, or any private propertyowner to be affected by the amendment. The zoning text amendment process differs only slightly from the process enumerated above. The zoning text amendment process requires that a majority of towns affected by a potential amendment act in the same manner that a single town might act when a map amendment petition in filed.

SHORELAND ZONING

Wisconsin Statutes Section 59.971 requires the County to enact an ordinance which zones the use of land located within one thousand feet from a navigable lake, pond, or flowage and within three hundred feet from a navigable river or stream or to the landward side of a floodplain whichever is greater. Walworth County adopted such an ordinance in 1974.

County shoreland zoning ordinances and amendments do not require town approval nor are they subject to town disapproval. A town may petition for an amendment to the County ordinance and, provided that the amendment would make the ordinance more restrictive, the County may approve the town's request. The provisions for amending a county shoreland zoning ordinance are the same as the provisions for amending a general zoning ordinance. As indicated previously, however, a town has no power to disapprove of or deny an amendment.

Appendix C

RECOMMENDED CHANGE TO THE WALWORTH COUNTY ZONING ORDINANCE AND WALWORTH COUNTY SHORELAND ZONING ORDINANCE REGARDING THE C-2 UPLAND RESOURCE CONSERVATION DISTRICT

It is recommended that the text of the existing C-2 Upland Resource Conservation District contained in Section 3.4 of the Walworth County Zoning Ordinance and the Walworth County Shoreland Zoning Ordinance be amended by adding the following subsection:

(D) TREE CUTTING AND SHRUBBERY CLEARING LIMITED

Lands lying within the Upland Resource Conservation District shall not be clear-cut of trees, shrubbery, or underbrush. No more than 10 percent of such vegetation shall be removed from a parcel in any twelve-month period. Normal pruning, trimming, and shearing of vegetation, removal of dead, diseased, or insect-infested vegetation, and silvicultural thinning conducted under the recommendation of a forester shall be exempt from this restriction.

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Appendix D

RESOLUTION OF THE TOWN BOARD OF SUPERVISORS ADOPTING THE 2010 LAND USE PLAN FOR THE TOWN OF SUGAR CREEK

WHEREAS, The Town of Sugar Creek pursuant to the provision of 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

WHEREAS, The Town Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Plan Commission (SEWRPC), land use plan for the physical development of the Town of Sugar Creek and environs, said plan set forth in SEWRPC Community Assistance Planning Report No. 220, <u>A Land Use Plan for the Town of Sugar Creek -- 2010;</u> and

WHEREAS, The Town Plan Commission has carefully considered the plan over an extended period of time; and

WHEREAS, The Town Plan Commission has held a public hearing for the purpose of presenting the land use plan in its preliminary form and ascertaining the input of the public thereon and has, at a meeting subsequent to the public hearing, incorporated such comment into the plan; and

WHEREAS, The Town of Sugar Creek Plan Commission on the 27th day of July, 1995 adopted the land use plan set forth in SEWRPC Community Assistance Planning Report No. 220 as the land use component of the Town's master plan; and

WHEREAS, The Town Board of Supervisors of the Town of Sugar Creek concurs with the Town Plan Commission and with the objectives and recommendations set forth in SEWRPC Community assistance Planning Report No. 220;

NOW, THEREFORE, BE IT RESOLVED that the Town Board of Supervisors of the Town of Sugar Creek hereby endorses the Land Use Plan for the Town of Sugar Creek; and

BE IT FURTHER RESOLVED that the Plan Commission shall annually report to the Town Board of Supervisors on all amendments to the land use plan adopted by the Plan Commission.

Passed and adopted the Alst day of Aun 1995. ØN

Lyfen Waite, Town Board Chairman

ATTESTATION: Diane Boyd, Clerk Tơờn

93

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Appendix E

RESOLUTION OF THE TOWN PLAN COMMISSION ADOPTING THE 2010 LAND USE PLAN FOR THE TOWN OF SUGAR CREEK

WHEREAS, the Town of Sugar Creek pursuant to the provision of 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

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

WHEREAS, the Town of Sugar Creek requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) assist the Town in the preparation of a land use plan for the Town of Sugar Creek and its environs; and

WHEREAS, the Town Plan Commission has completed the preparation of a land use plan for the Sugar Creek Planning Area, which encompasses the Town of Sugar Creek and its environs. Said plan includes:

- 1. The collection, compilation, processing, and analyses of various types of demographic, economic, natural resource, recreation and open space, land use, and transportation information pertaining to the Town of Sugar Creek and its environs;
- 2. A forecast of growth and change;
- 3. Statements of land use objectives, principles, and standards;
- 4. A land use plan for the development of the Town to the year 2010; and
- 5. Recommended activities to implement the plan; and

WHEREAS, the aforementioned forecasts, inventories, analyses, objectives, principles, standards, land use plan, and implementation recommendations are set forth in SEWRPC Community Assistance Planning Report No. 220, <u>A Land Use Plan for the Town of Sugar Creek--2010</u>; and

WHEREAS, the Town Plan Commission has carefully considered the plan over an extended period of time; and

WHEREAS, the Town Plan Commission has held a public hearing for the purpose of presenting the land use plan in its preliminary form and ascertaining the input of the public thereon and has, at a meeting subsequent to the public hearing, incorporated such comment into the plan; and

WHEREAS, the Town Plan Commission considers the plan to be a necessary guide to the future development of the Town of Sugar Creek and its environs;

NOW, THEREFORE, BE IT HEREBY RESOLVED that, pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the Town of Sugar Creek Plan Commission on the 2740 day of 2750L, 1975 hereby adopts the land use plan for the Town of Sugar Creek set forth in SEWRPC Community Assistance Planning Report No. 220, <u>A Land Use Plan</u> for the Town of Sugar Creek-2010, as a guide for the future development of the Town of Sugar Creek and its environs.

BE IT FURTHER RESOLVED that the Secretary of the Town Plan Commission transmit a certified copy of this resolution to the Sugar Creek Town Board of Supervisors and to the Southeastern Wisconsin Regional Planning Commission.

ATTESTATION: Plan Commission Secretary

Plan Commission Chairman