COMMUNITY ASSISTANCE
PLANNING REPORT NO. 232

A LAND USE PLAN FOR THE TOWN OF SAUKVILLE: 2010

OZAUKEE COUNTY WISCONSIN

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

KENOSHA COUNTY
Leon T. Dreger
Thomas J. Gorlinski
Sheila M. Siegler

RACINE COUNTY
David B. Falstad
Martin J. Itzin
Jean M. Jacobson, Secretary

MILWAUKEE COUNTY
Daniel J. Diliberti
William R. Drew, Vice Chairman
Tyrone P. Dumas

WALWORTH COUNTY
Anthony F. Balestrieri
Allen L. Morrison, Treasurer
Robert J. Voss

OZAUKEE COUNTY
Leroy A. Bley
Thomas H. Buestrin, Chairman
Elroy J. Schreiner

WASHINGTON COUNTY
Lawrence W. Hillman
Daniel S. Schmidt
Patricia J. Strachota

WAUKESHA COUNTY
Duane H. Bluemke
Robert F. Hamilton
Paul G. Vrakas

TOWN OF SAUKVILLE OFFICIALS

TOWN BOARD OF SUPERVISORS
Terry Hoffman, Chairperson
Alfred A. Heon
Mark Lemke

TOWN PLAN COMMISSION
Terry Hoffman, Chairperson
Larry T. Beverung
Vicky Cottrell
Alfred A. Heon
William Niehaus
Holly Paape
Kathryn A. Smallish

TOWN CLERK

Walter H. Clarke

Acknowledgment is due Daniel B. Gute, M.D., former Town Chairperson, and Jack R. Fellenz, James C. LaVelle, Paul Lemke, and Leroy Wollner, former Town Plan Commission members, for their contributions to the preparation of the Town of Saukville land use plan.

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION STAFF

Philip C. Evenson, AICP ..... Executive Director

Kenneth R. Yunker, PE ..... Assistant Director

Robert P. Biebel, PE..... Chief Environmental Engineer

Monica C. Drewniany, AICP ..... Chief Community Assistance Planner

Leland H. Kreblin, RLS ..... Chief Planning Illustrator

Elizabeth A. Larsen ..... Administrative Officer

Donald R. Martinson, PE ..... Chief Transportation Engineer

John G. McDougall ..... Geographic Information Systems Manager

John R. Meland ..... Chief Economic Development Planner

Donald M. Reed ..... Chief Biologist

William J. Stauber, AICP ..... Chief Land Use Planner

Special acknowledgment is due Kevin S. Hall, AICP, former SEWRPC Principal Planner, for his efforts in the conduct of this study and in the preparation of this report.

COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 232

A LAND USE PLAN FOR THE TOWN OF SAUKVILLE: 2010
OZAUKEE COUNTY, WISCONSIN

Prepared by the

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

September 1998

Inside Region $ 5.00
Outside Region $10.00

(This page intentionally left blank)

TABLE OF CONTENTS

	Page
Chapter I—INTRODUCTION TO THE TOWN LAND USE PLANNING PROCESS	1
The Planning Area	1
Community History	1
Planning Influences	3
Regional Land Use Plan	3
Transportation System Plans	3
Park and Open Space Plans	7
Water Quality and Related Plans	7
Natural Areas and Critical Species Habitat Plan	10
Agricultural Preservation Plans	10
Past Local Land Use Planning Efforts	10
Community Survey	10
The Community Comprehensive Planning Process	10
Inventory and Analysis	12
Formulation of Development Objectives	12
Identification of Community Land Use and Facility Requirements	12
Development, Review, Refinement and Adoption of a Recommended Plan	12
Plan Implementation	12
Summary	14
Chapter II—POPULATION, HOUSING, AND EMPLOYMENT FORECASTS, INVENTORIES, AND ANALYSIS	15
Alternative Futures	15
The High-Growth Scenario	15
The Intermediate-Growth Scenario	15
The Low-Growth Scenario	15
Population Distribution	15
Historic and Forecast Population, Household and Employment Levels	16
Range of Forecasts	16
Population Forecast	16
Household Forecast	16
Employment Forecast	18
Population Characteristics	18
Age Distribution	19
Household Income	20
Occupations and Employment Types	21
Housing Characteristics	23
Occupancy Characteristics and Vacancy Rates	23
Housing Construction Activity: 1983 through 1995	23
Housing Costs	23
Summary	26
Chapter III—NATURAL RESOURCE BASE INVENTORY AND ANALYSIS	29
Soils	29
Soil Suitability for Urban Development Using Onsite Sewage Disposal Systems	29
Soil Suitability for Urban Development with Public Sanitary Sewer Service	30
Soils Well-Suited for Agricultural Use	34
Soil Suitability for Sand and Gravel	34
Depth to Bedrock	34
Topographic Features	34
Slope	34
Water Resources	34
Watersheds and Subwatersheds	34
Surface Water Resources	40
Lakes	40
Streams	40
Floodlands	40
Wetlands	42
Woodlands	42
Wildlife Habitat	42
Natural Areas	45
Environmental Corridors and Isolated Natural Resource Areas	45
Primary Environmental Corridors	45
Secondary Environmental Corridors	46
Isolated Natural Resource Areas	46
Resource-Related Elements	46
Existing Outdoor Recreation and Open Space Sites	46
Scenic Overlooks	46
Summary and Conclusions	52
Chapter IV—INVENTORY AND ANALYSIS OF EXISTING LAND USES AND PUBLIC FACILITIES	55
Existing Land Use	55
Urban Land Uses	55
Residential Land Use	55
Commercial Land Use	55

Page

Industrial and Manufacturing Land Use 55
Transportation and Utilities Land Use 55
Governmental and Institutional Land Use 58
Recreational Land Use 58
Nonurban Land Uses 58
Natural Resource Areas 58
Agricultural and Open Lands 58
Community Facilities and Services 58
Public Schools 58
Fire Protection, Emergency Medical Services, and Law Enforcement 58
Public Utilities 58
Sanitary Sewer Service 60
Public Water Supply System 60
Engineered Stormwater Drainage System ... 60
Summary 60

Chapter V—EXISTING LOCAL PLAN IMPLEMENTATION DEVICES 63
Existing Zoning 63
Town of Saukville Zoning Ordinance 63
Ozaukee County Floodplain and Shoreland Zoning Ordinance 64
The Land Subdivision Control Ordinance 64
Town of Saukville Land Division Ordinance 67
Extraterritorial Plat Review 67
Land Subdivision Regulation by Ozaukee County 67
Official Mapping 69
Summary 69

Chapter VI—FRAMEWORK FOR PLAN DEVELOPMENT 71
The Town of Saukville Attitudinal Survey 71
Future Growth 71
Residential Development 71
Commercial and Industrial Development 71
Other Development 72
Natural Resources Preservation 72
Farmland 72
Woodlands 72
Wetlands 72
Rivers and Streams 72
Hills and Steep Slopes 72
Wildlife Habitat 72
Selected Forecasts 72
Population 72

Page

Households 72
Employment 73
Development Objectives 73
Summary 74

Chapter VII—RECOMMENDED LAND USE PLAN 75
Plan Purpose and Vision 75
Recommended Land Use Plan 75
Residential Land Use 78
Forecasted Growth 78
Conversion of Farmland 78
Rural-Density Residential Development 79
Urban-Density Residential Development 79
Lands Within Urban Service Areas 79
Commercial and Industrial Land Use 80
Governmental and Institutional Land Use ... 80
Recreational Land Use 80
Mineral Extraction Land Use 81
Transportation, Communication and Utility Land Use 81
Agricultural Land Use 81
Prime Agricultural Land 81
Other Agricultural and Rural Lands 81
Environmentally Significant Areas 83
Primary Environmental Corridors 83
Secondary Environmental Corridors 83
Isolated Natural Resource Areas 84
Other Lands to Be Preserved 84
Arterial Streets and Highways 84
Summary 84

Chapter VIII—PLAN IMPLEMENTATION 87
Public Informational Meetings, Public Hearing, and Plan Adoption 87
Zoning 87
Subdivision and Certified Survey Map Review 94
Appropriate Development Within Environmentally Significant Areas 95
Recreational Facility Development 95
Bicycle-Way System 95
Town Park 96
Farmland Preservation Techniques 97
Intergovernmental Cooperation 98
Plan Reevaluation 99
Summary 99

Page

Chapter IX—SUMMARY 101
Planning Area 101
Areawide Plans Influencing the Local Planning Effort 101
Existing Conditions 101
Demographic Trends 102
Natural Resources 102
Existing Land Use 102
Land Use Regulations 103
Framework for Plan Development 103
Community Survey 103
Anticipated Growth/Selected Forecasts 104
Development Objectives 104
The Recommended Plan 104
Residential Land Use 104
Conversion of Farmland 104
Rural-Density Residential Development 105
Urban-Density Residential Development 105
Lands Within Urban Service Areas 105
Commercial and Industrial Land Use 105
Governmental and Institutional Land Use 105
Recreational Land Use 105
Mineral Extraction Uses 106
Agricultural Land Use 106
Environmental Corridors, Isolated Natural Resource Areas, and Other Lands to Be Preserved 106
Arterial Streets and Highways 106
Plan Implementation 106
Conclusion 107

LIST OF APPENDICES

Appendix — Page

A — Land Use Planning Efforts Undertaken by the Town of Saukville Plan Commission Long Range Planning Committee: 1993-1995 109

B — Town of Saukville Land Use/Development Survey Results 111

C — Town Plan Commission Resolution No. 98-6 Adopting the Town of Saukville Land Use Plan 131

D — Town of Saukville, Ozaukee County, Wisconsin, Resolution No. 98-7 Adopting the Town of Saukville Land Use Plan 133

E — Development Types Compatible with Environmental Corridors 135

LIST OF TABLES

Table — Page

Chapter II

1 — Historical and Alternative Population, Household, and Employment Forecasts for the Southeastern Wisconsin Region, Ozaukee County, and the Town of Saukville: 1970-2010 17
2 — Comparison of Historical Population Levels for the State of Wisconsin, Southeastern Wisconsin Region, Ozaukee County, and the Town of Saukville: 1850-1995 17
3 — Comparison of Historical and Probable Future Population per Occupied Housing Unit in the Southeastern Wisconsin Region, Ozaukee County, and the Town of Saukville: 1970-2010 18
4 — Age Composition of the Population in the Southeastern Wisconsin Region, Ozaukee County, and the Town of Saukville: 1970-1990 19

Table		Page
5	Household Income in the Southeastern Wisconsin Region, Ozaukee County, and the Town of Saukville: 1990	20
6	Employed Persons 16 Years and Older by Occupation in the Southeastern Wisconsin Region, Ozaukee County, and the Town of Saukville: 1990	21
7	Employed Persons 16 Years and Older by Class of Worker in the Southeastern Wisconsin Region, Ozaukee County, and the Town of Saukville: 1990	22
8	Place of Work of Workers 16 Years of Age and Older Living in Ozaukee County and the Town of Saukville: 1990	22
9	Historical Population and Housing Characteristics of the Southeastern Wisconsin Region, Ozaukee County, and the Town of Saukville: 1970-1990	24
10	Residential Building Permits Issued in the Town of Saukville: 1983-1995	25
11	Number of Owner-Occupied Mortgaged Housing Units by Monthly Owner Costs in Southeastern Wisconsin, Ozaukee County, and the Town of Saukville: 1990	25
12	Number of Housing Units by Monthly Contract Rent for Renter-Occupied Housing Units in Southeastern Wisconsin, Ozaukee County, and the Town of Saukville: 1990	26

Chapter III

13	Natural Areas in the Town of Saukville: 1994	48
14	Park and Open Space Sites in the Town of Saukville Study Area: 1995	52

Chapter IV

15	Summary of Existing Land Use in the Town of Saukville: 1995	57

Chapter V

16	Summary of Existing Zoning Districts for the Town of Saukville: 1995	66
17	Zoning by Acreage in the Town of Saukville: 1995	67

Chapter VII

18	Planned Land Use in the Town of Saukville: 2010	77

LIST OF FIGURES

Figure		Page

Chapter II

1	Historical and Forecast Population Levels in the Town of Saukville: 1970-2010	18
2	Historical and Forecast Household Levels in the Town of Saukville: 1970-2010	18
3	Historical and Forecast Employment Levels in the Town of Saukville: 1970-2010	18

Chapter VI

4	Selected Population Forecast for the Town of Saukville	73
5	Selected Housing Forecast for the Town of Saukville: 2010	73
6	Selected Employment Forecast for the Town of Saukville: 2010	73

Figure | Page

Chapter VIII

7	Example of a Rural Area Plan Emphasizing Clustered Residential Development	88
8	Conventional Subdivision	89
9	Conservation Subdivision (Gross Density)	90
10	Lot Averaging (Net Density)	91
11	Lot Averaging (Gross Density)	92

LIST OF MAPS

Map | Page

Chapter I

1	Location of the Town of Saukville Study Area in the Southeastern Wisconsin Region	2
2	Historical Urban Growth in the Town of Saukville Study Area: 1900-1990	4
3	Adopted Year 2010 Regional Land Use Plan as Related to the Town of Saukville Study Area	5
4	Adopted Regional Transportation System Plan and Regional Bicycle-Way System Plan as Related to the Town of Saukville Study Area	6
5	Adopted Ozaukee County Park and Open Space Plan as Related to the Town of Saukville Study Area	8
6	Adopted Sanitary Sewer Service Areas as Related to the Town of Saukville Study Area	9
7	Adopted Ozaukee County Farmland Preservation Plan as Related to the Town of Saukville Study Area	11
8	Land Use Plan Map for the Town of Saukville Produced by the Long-Range Planning Committee	13

Chapter III

9	Suitability of Soils for Conventional Onsite Sewage-Disposal Systems in the Town of Saukville Study Area	31
10	Suitability of Soils for Mound Sewage-Disposal Systems in the Town of Saukville Study Area	32
11	Suitability of Soils for Residential Development Served by Public Sanitary Sewer Service in the Town of Saukville Study Area	33
12	Prime Agricultural Lands in the Town of Saukville Study Area: 1995	35
13	Potential Sand and Gravel Deposits in the Town of Saukville Study Area	36
14	Depth to Bedrock in the Town of Saukville Study Area	37
15	Slope Analysis for the Town of Saukville Study Area	38
16	Watershed Features in the Town of Saukville Study Area	39
17	Surface Water, Wetlands, and Floodlands in the Town of Saukville Study Area: 1995	41
18	Woodlands in the Town of Saukville Study Area: 1995	43
19	Wildlife Habitat Areas in the Town of Saukville Study Area: 1995	44
20	Natural Areas in the Town of Saukville Study Area: 1994	47
21	Environmental Corridors and Isolated Natural Resource Areas in the Town of Saukville Study Area: 1995	50
22	Topography, Scenic Overlooks, and Park and Open Space Sites in the Town of Saukville Study Area: 1995	51

Map | Page

Chapter IV

23 Existing Land Use in the Town of Saukville Study Area: 1995 56
24 School District Boundaries and Public School Locations in the Town of Saukville Study Area: 1995 59
25 Fire Protection Service Area Boundaries in the Town of Saukville Study Area: 1995 61

Chapter V

26 Existing Zoning in the Town of Saukville: 1995 65
27 Ozaukee County Floodplain and Shoreland Zoning in the Town of Saukville: 1995 68

Chapter VII

28 Recommended Land Use Plan for the Town of Saukville: 2010 76
29 Bicycle-Way System Plan for the Town of Saukville Study Area: 2010 82

Chapter I

INTRODUCTION TO THE TOWN LAND USE PLANNING PROCESS

Section 60.10(2)(c) of the *Wisconsin Statutes* provides that town boards may adopt village powers and thereby exercise the comprehensive planning powers delegated to cities and villages under Section 62.23 of the Statutes. The Saukville Town Board adopted village powers on April 1, 1958. On February 21, 1967, the Town Board adopted an ordinance creating the Town of Saukville Plan Commission.

One of the most important duties of a Plan Commission is to make and adopt a "master"—or comprehensive—plan to guide the physical development of the area within its jurisdiction. A land use plan is the most basic element of a comprehensive plan. To help carry out its responsibilities in this respect, the Town of Saukville in July 1996 requested the assistance of the Southeastern Wisconsin Regional Planning Commission.

The land use plan for the Town of Saukville is set forth in this report. The plan is intended to serve as a guide to the physical development of the Town of Saukville, providing a basis for the Plan Commission and Town Board to make informed land use and zoning decisions over time. The plan, while primarily intended to identify local planning objectives and to provide a design which fulfills those objectives, is also intended to carry regional and county plan elements into greater depth and detail.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use development in the Town, including the preparation of projections of the possible range of future population and economic activity levels within the Town; inventories of the natural resource base and existing land uses of the Town; an inventory of existing local plan implementation devices; the formulation of a set of recommended land use development objectives for the Town; careful analyses of the inventory findings; and the preparation of a land use plan which best meets the Town objectives. The planning effort also identified plan implementation measures and devices needed to help carry out the recommended plan over time with particular emphasis upon any needed revisions to the existing Town zoning and land subdivision control ordinances.

THE PLANNING AREA

The planning area consists of the Town of Saukville; that is, that portion of U.S. Public Land Survey Township 11 North, Range 21 East, located outside the corporate limits of the Villages of Saukville, Newburg, and Fredonia. The Town encompasses approximately 34 square miles.

The area of study utilized in preparing the land use plan, as shown on Map 1, consists of the Town of Saukville and those portions of the Villages of Saukville, Newburg and Fredonia that are located within Township 11 North, Range 21 East. The delineated study area encompasses approximately 36 square miles.

Neighboring communities within Ozaukee County include the Village of Saukville in the southeastern portion of the Town of Saukville; the Town of Farmington to the northwest; the Town and Village of Fredonia to the north; the Town of Belgium to the northeast; the Town and City of Port Washington to the east; and the Towns of Cedarburg and Grafton to the south. The Town is bounded on the west by the Town of Trenton and the Village of Newburg in Washington County.

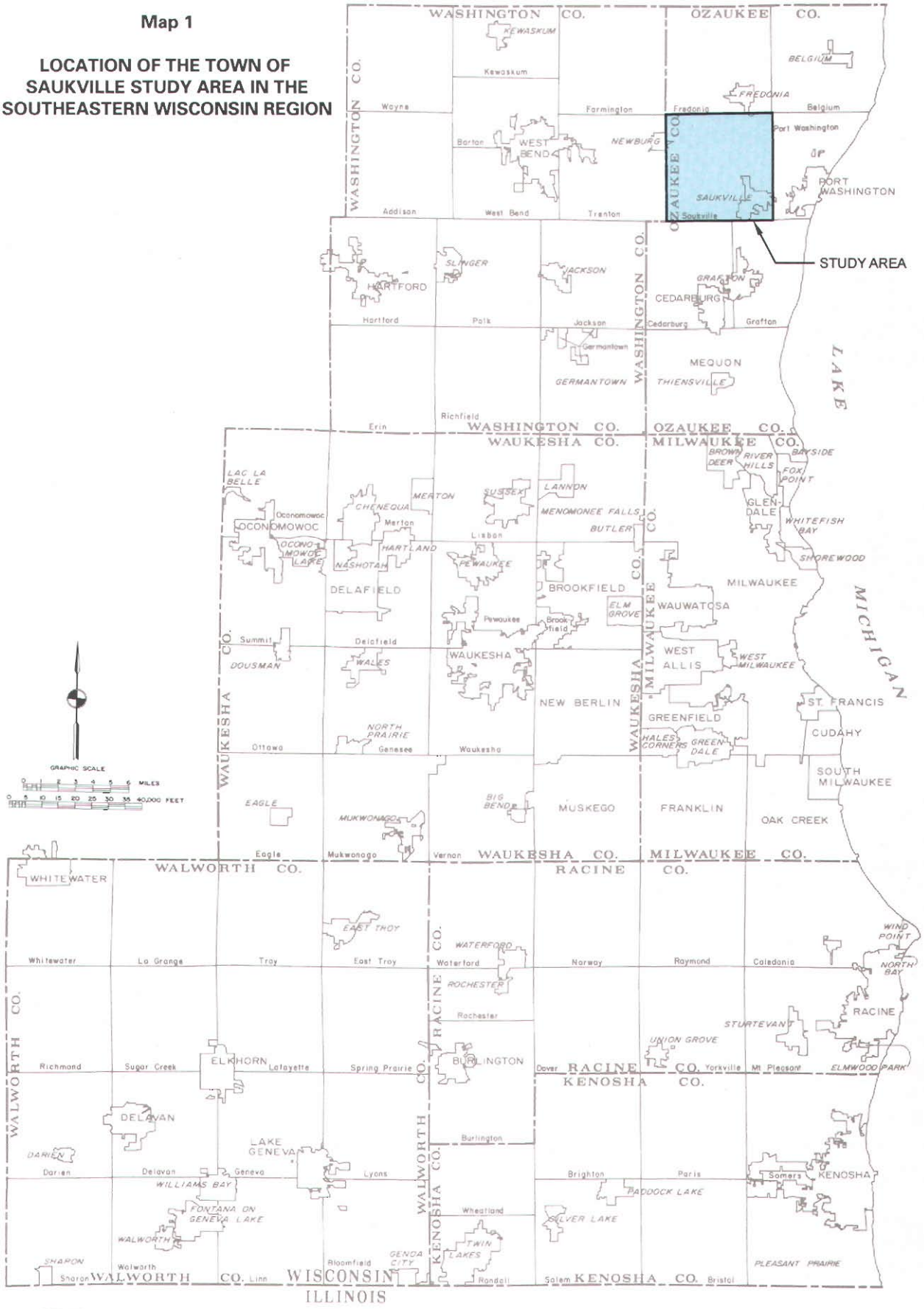
COMMUNITY HISTORY

The settlement of Southeastern Wisconsin by Europeans began about 1836, shortly after the U. S. Public Land Survey was completed. The Saukville area attracted a large contingent of Norwegian and Irish settlers. Settlement of the area was accompanied by the conversion of land from native vegetation to agricultural and urban uses. Settlers were attracted to the area because of the presence of fertile soils for agriculture and the Milwaukee River for water powered mills. Originally part of the Town of Port Washington, the Town of Saukville was organized and held its first election in 1848.

Completion in 1871 of the old Milwaukee and Northern Railway Company—later operated by the Chicago, Milwaukee, St. Paul & Pacific Railroad Company (commonly known as the Milwaukee Road) and presently operated by the Wisconsin Central Limited—from Milwaukee to

Map 1

LOCATION OF THE TOWN OF SAUKVILLE STUDY AREA IN THE SOUTHEASTERN WISCONSIN REGION



Source: SEWRPC.

Green Bay brought further opportunity for urban development in Saukville. Map 2 shows the pattern of historical urban development in the Town of Saukville study area from 1900 to 1990.

PLANNING INFLUENCES

Sound local planning practice should give consideration to broader areawide plans. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Ozaukee County and the Town of Saukville. The Commission has, since its creation in 1960, prepared advisory plans for the physical development of the Region through the systematic formulation of those elements of such plans most important to the units and agencies of government operating within the Region. While always advisory in nature to the government agencies concerned and to private sector interests, this framework of regional plan elements is intended to serve as a basis for more detailed county and local government planning, and is intended to influence both public and private sector decision-making with respect to development matters. An understanding of pertinent recommendations contained in regional, subregional, county, and local plans, as described below, are, therefore, important to the proper preparation of a land use plan for the Town.

Regional Land Use Plan

The adopted regional land use plan, as documented in SEWRPC Planning Report No. 40, *A Regional Land Use Plan for Southeastern Wisconsin—2010*, January 1992, provides recommendations regarding the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region. Particularly pertinent to the preparation of a land use plan for the Town of Saukville and environs are the recommendations for the preservation of the primary environmental corridors and prime agricultural lands of the Region, and for the encouragement of a more compact pattern of urban development. The regional plan recommends that urban development be encouraged to occur contiguous to and outward from the existing urban centers of the Region in areas which are covered by soils suitable for such use; which are not subject to hazards, such as flooding; and which can be readily and efficiently served by such essential urban facilities as public sanitary sewerage and water supply. These important recommendations of the regional land use plan provided the basic framework around which the Town land use plan was developed. The adopted regional land use plan, as it pertains to the Town, is shown on Map 3.

Transportation System Plans

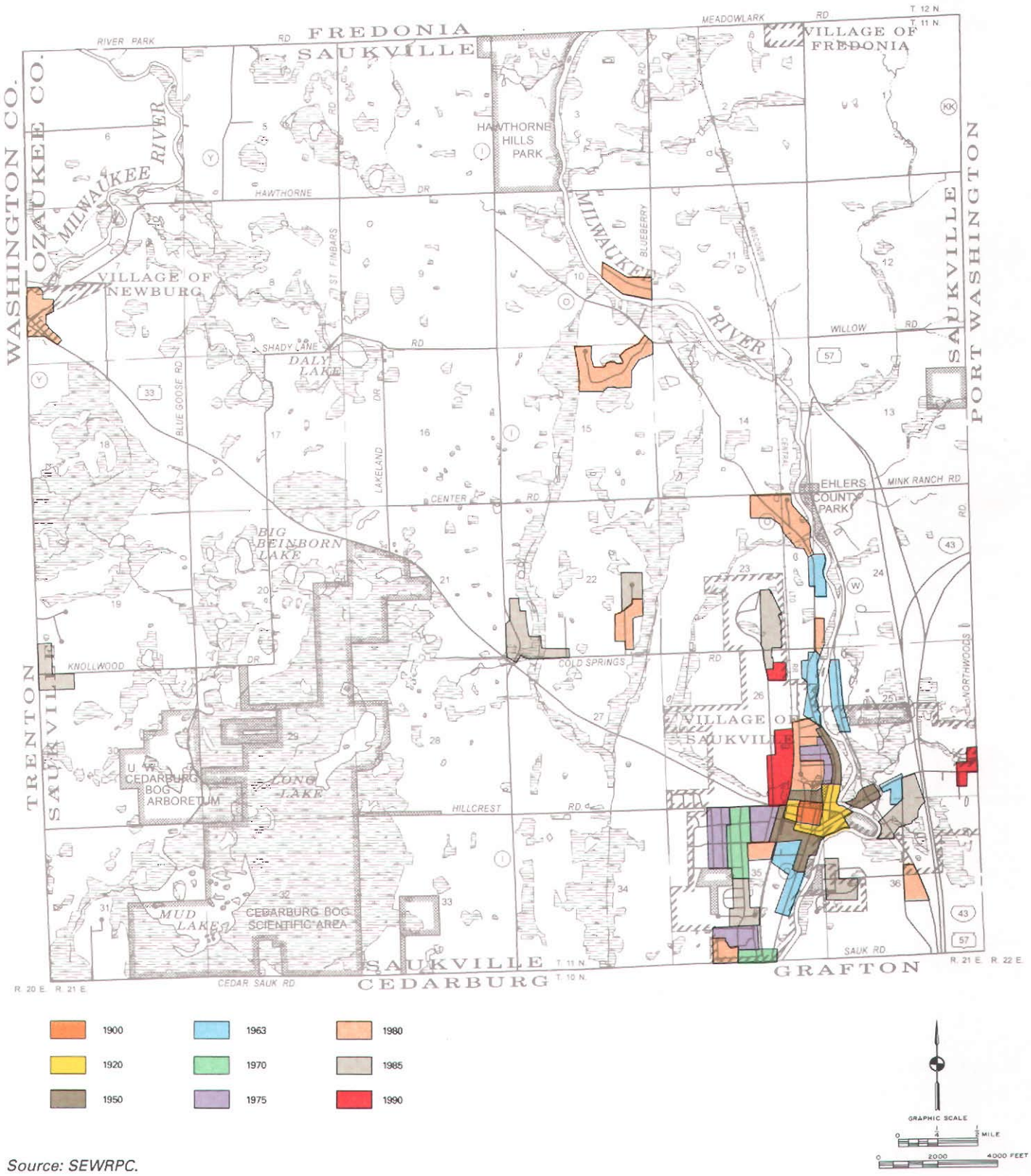
The adopted regional transportation system plan, presented in SEWRPC Planning Report No. 41, *A Regional Transportation System Plan for Southeastern Wisconsin: 2010*, December 1994, provides recommendations as to how the regional land use plan can best be served by arterial street, highway, and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2010, together with a functional network of various types of transit lines. The regional transportation system plan was developed on the basis of careful quantitative analyses of existing and probable future traffic movements within the Region, and of existing highway and transit system capacity and use.

The system of functional and jurisdictional arterial streets and highways recommended in the regional transportation system plan for Ozaukee County is also identified in SEWRPC Planning Report No. 17, *A Jurisdictional Highway Plan for Ozaukee County*, December 1973, as amended in February 1992. The adopted plan, as it pertains to the Town, is shown on Map 4.

An important element for achieving a balanced, multimodal transportation system plan is mass transit. In November 1993, the Ozaukee County Board requested that the Regional Planning Commission prepare a plan for improving public transit service within the County. The request was prompted not only by increasing demands being placed upon the existing specialized transportation services provided to elderly and disabled individuals, but also by the needs of Ozaukee County employers for transit services to help overcome labor shortages and meet the requirements of the Federal Clean Air Act Amendments of 1990. The findings and recommendations of the study are documented in SEWRPC Community Assistance Planning Report No. 218, *A Transit Service Plan for Ozaukee County: 1996-2000*, July 1995. The plan recommends the establishment, on a two-year demonstration basis, of bidirectional commuter bus service between the central business district of Milwaukee and park-ride lots in Ozaukee County; the establishment of companion shuttle-bus services from park-ride lots to serve employment centers; the conversion of the existing County specialized services for elderly and disabled persons into a general public, Countywide shared-ride taxicab service similar to the service now being provided by the City of Port

Map 2

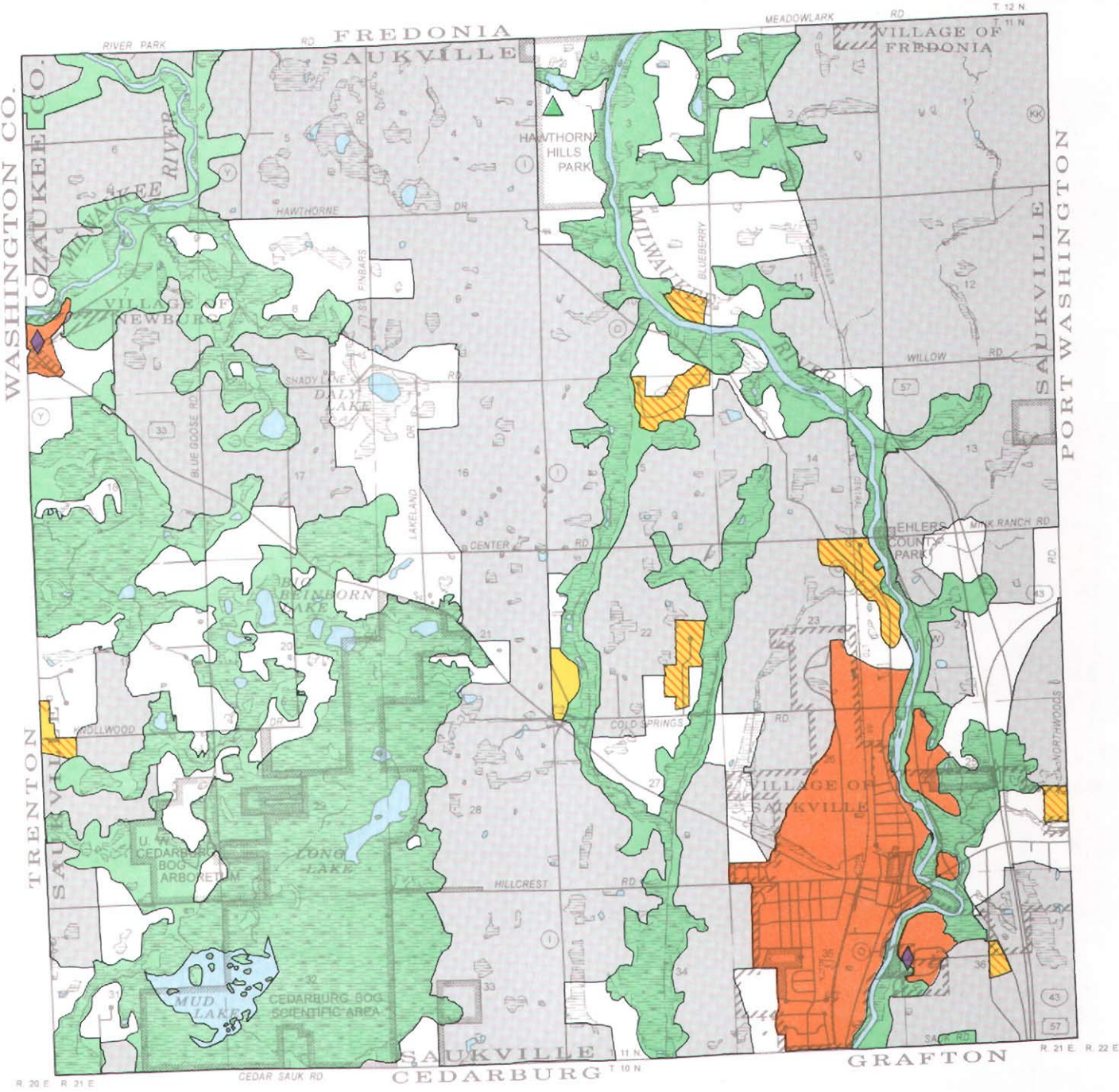
HISTORICAL URBAN GROWTH IN THE TOWN OF SAUKVILLE STUDY AREA: 1900-1990



Source: SEWRPC.

Map 3

ADOPTED YEAR 2010 REGIONAL LAND USE PLAN AS RELATED TO THE TOWN OF SAUKVILLE STUDY AREA



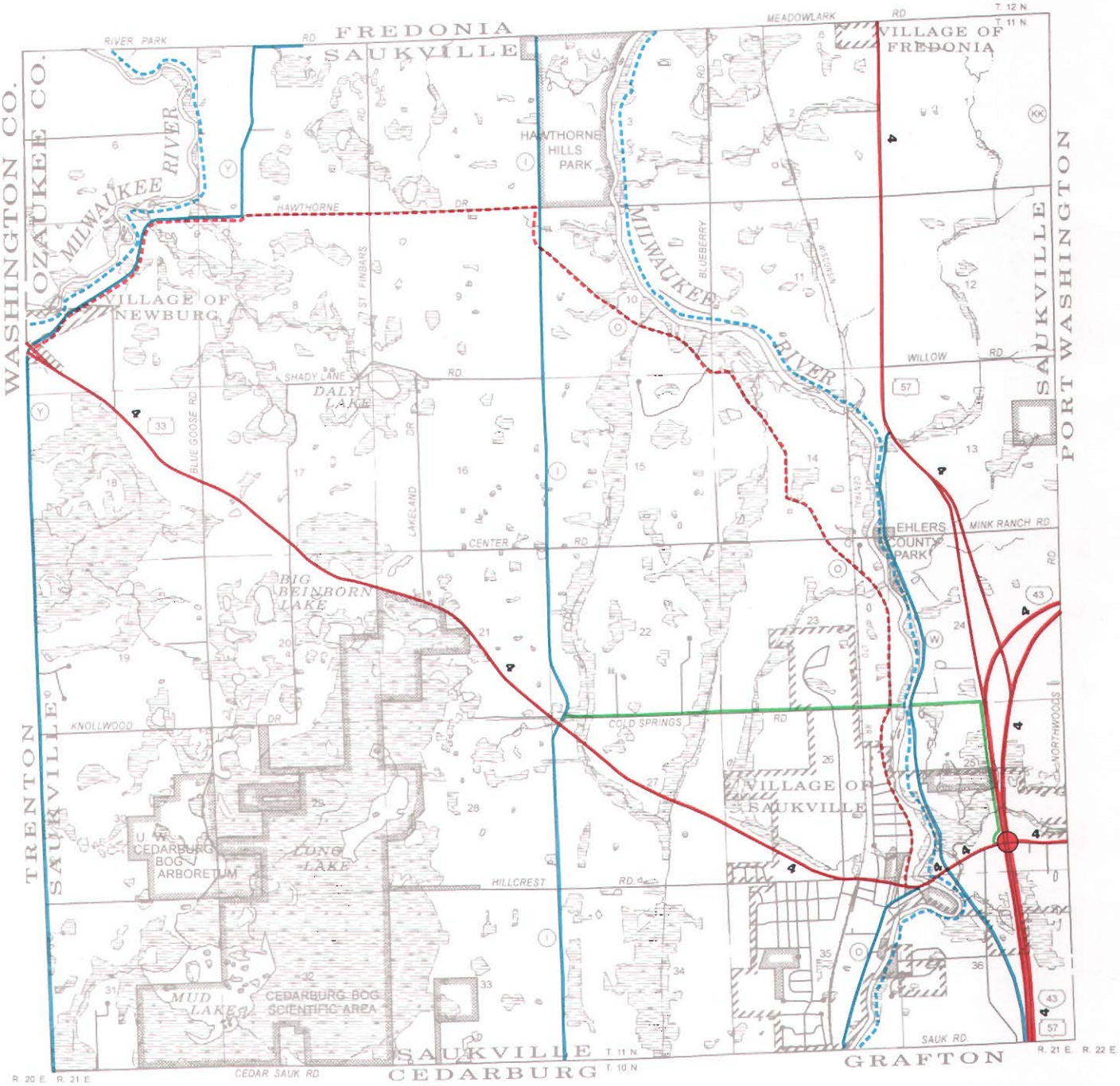
- SUBURBAN RESIDENTIAL (0.2 - 0.6 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- LOW- DENSITY RESIDENTIAL (0.7 - 2.2 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- MEDIUM-DENSITY RESIDENTIAL (2.3 - 6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- PRIMARY ENVIRONMENTAL CORRIDOR
- PRIME AGRICULTURAL LAND
- OTHER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

GRAPHIC SCALE
0 ¼ ½ 1 MILE
0 2000 4000 FEET

Source: SEWRPC.

Map 4

ADOPTED REGIONAL TRANSPORTATION SYSTEM PLAN AND REGIONAL BICYCLE-WAY SYSTEM PLAN AS RELATED TO THE TOWN OF SAUKVILLE STUDY AREA



FREEWAY

STATE TRUNK HIGHWAY

INTERCHANGE

STANDARD ARTERIAL

STATE TRUNK HIGHWAY

COUNTY TRUNK HIGHWAY

LOCAL TRUNK HIGHWAY

4 NUMBER OF TRAFFIC LANES (2 WHERE UNNUMBERED)

LOCAL BICYCLE-WAYS

NONE EXISTING

PLANNED

ALTERNATE ROUTE

GRAPHIC SCALE

0 1/4 1/2 1 MILE

0 2000 4000 FEET

Source: SEWRPC.

Washington; and the continued provision of specialized transportation services to elderly and disabled County residents for trips made outside the County, primarily for medical purposes.

The first regional bicycle and pedestrian facilities system plan, as documented in SEWRPC Planning Report No. 43, *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*, December 1994, was adopted as an element of the regional transportation system plan. The bicycle and pedestrian facilities system plan is intended to encourage increased bicycle and pedestrian travel as alternatives to travel by automobile within the Region in a safe and efficient manner. The plan includes a proposed regional bicycle-way system designed to provide connections between urbanized areas and incorporated areas with a population of 5,000 or more located outside of urbanized areas. Map 4 includes the adopted regional bicycle-way system plan as it pertains to the Town.

Park and Open Space Plans

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, *A Regional Park and Open Space Plan for Southeastern Wisconsin—2000*, November 1977, identifies existing and probable future park and open space needs within the Region and recommends a system of large regional resource-oriented parks, recreational corridors, and smaller urban parks, together with their attendant recreational facilities to meet these needs. That portion of the regional plan that applies to Ozaukee County, including the Town, was revised in 1978 and again in 1987 by the Regional Planning Commission in response to requests from the Ozaukee County Board. The currently adopted park and open space plan for the County is documented in SEWRPC Community Assistance Planning Report No. 133, *A Park and Open Space Plan for Ozaukee County*, July 1987. The adopted Ozaukee County park and open space plan as it pertains to the Town is shown on Map 5.

Water Quality and Related Plans

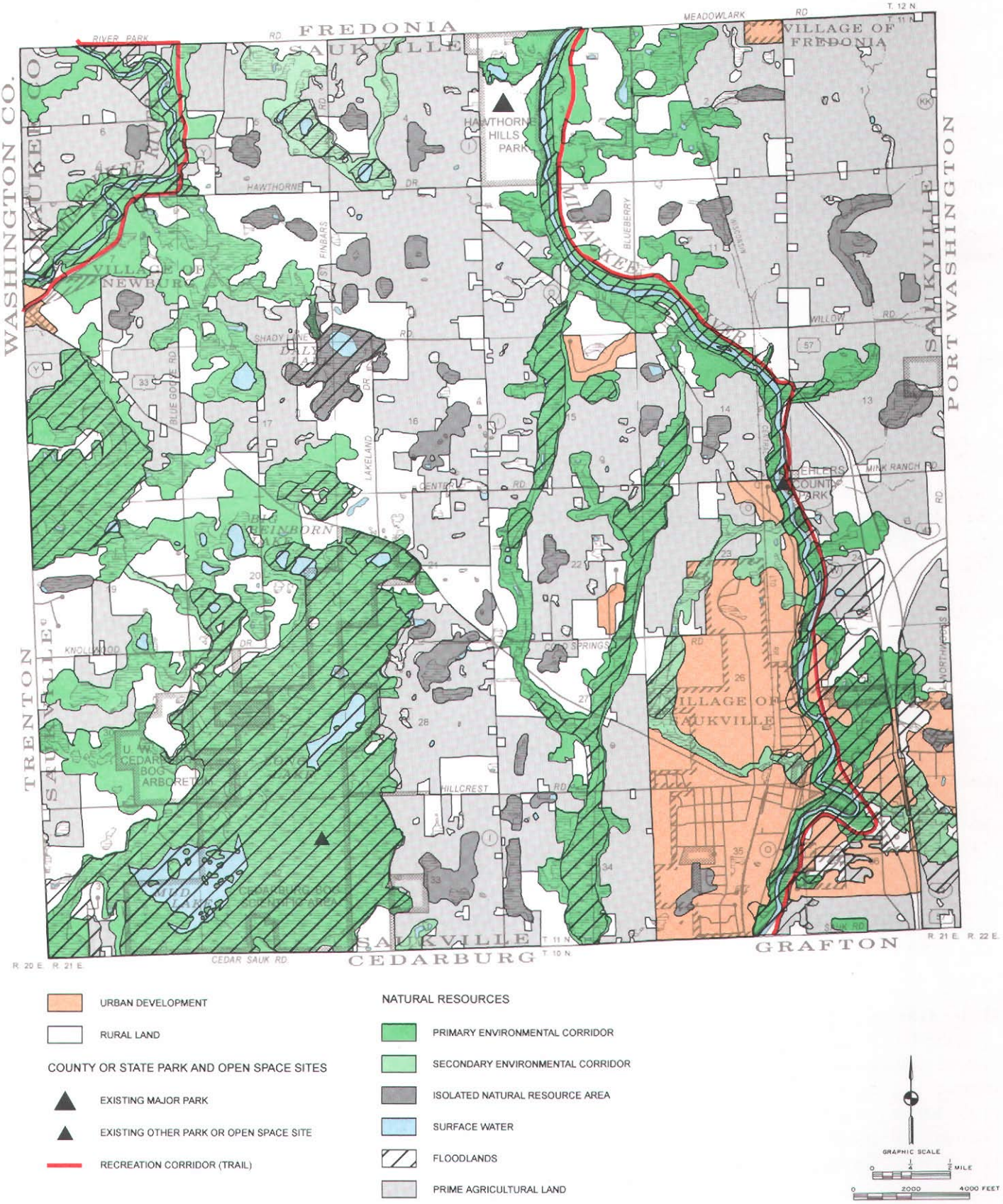
A regional water quality management plan is intended to provide recommendations to help meet a Congressional mandate that the waters of the United States be made, to the extent practical, "fishable and swimmable." The findings and recommendations of the water quality management planning program for Southeastern Wisconsin are described in SEWRPC Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin—2000*, Volume One, *Inventory Findings*, September 1978; Volume Two, *Alternative Plans*, February 1979; and Volume Three, *Recommended Plan*, June 1979. The plan consists of a land use and sanitary sewer service area element, a point water pollution abatement element, a nonpoint water pollution abatement element, a wastewater sludge management element, and a water quality monitoring element. The adopted regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility in the Region. These initially recommended sanitary sewer service areas were based on the urban land use configuration identified in the regional land use plan for the year 2000. As such, delineation of the areas was necessarily general, and did not reflect detailed local planning considerations. Accordingly, the plan recommends that each community served by public sanitary sewerage facilities refine and detail sanitary sewer service areas for their area. Map 6 identifies the planned sanitary sewer service areas of the Villages of Fredonia, Newburg and Saukville as they relate to the Town of Saukville study area.

An update and status report on the adopted areawide water quality management plan is documented in SEWRPC Memorandum Report No. 93, *A Regional Water Quality Management Plan for Southeastern Wisconsin: an Update and Status Report*, March 1995. This report reflects, in part, local planning efforts and the urban land use patterns recommended in the adopted 2010 regional land use plan. This document reports on the extent to which the plan as amended has been implemented since its adoption, by identifying—to the extent that data are available—progress toward meeting the plan recommendations and by identifying those issues which need to be addressed in the continuing planning process and which, therefore, may lead to further amendments, revisions, and updates of the plan.

In addition to the regional plan elements, there is a subregional plan element which is of importance to the Town. This subregional plan is SEWRPC Planning Report No. 13, *A Comprehensive Plan for the Milwaukee River Watershed*, Volume One, *Inventory Findings and Forecasts*, December 1970; and Volume Two, *Alternative Plans and Recommended Plan*, October 1971. This subregional plan also contains recommendations for floodland management, water pollution abatement, and water supply which pertain to the Saukville area. Particularly important for the Town is the recommendation to preserve flood water storage areas in the watershed's headwaters, in order to avoid major increases in flood flows of the Milwaukee River through the Saukville area.

Map 5

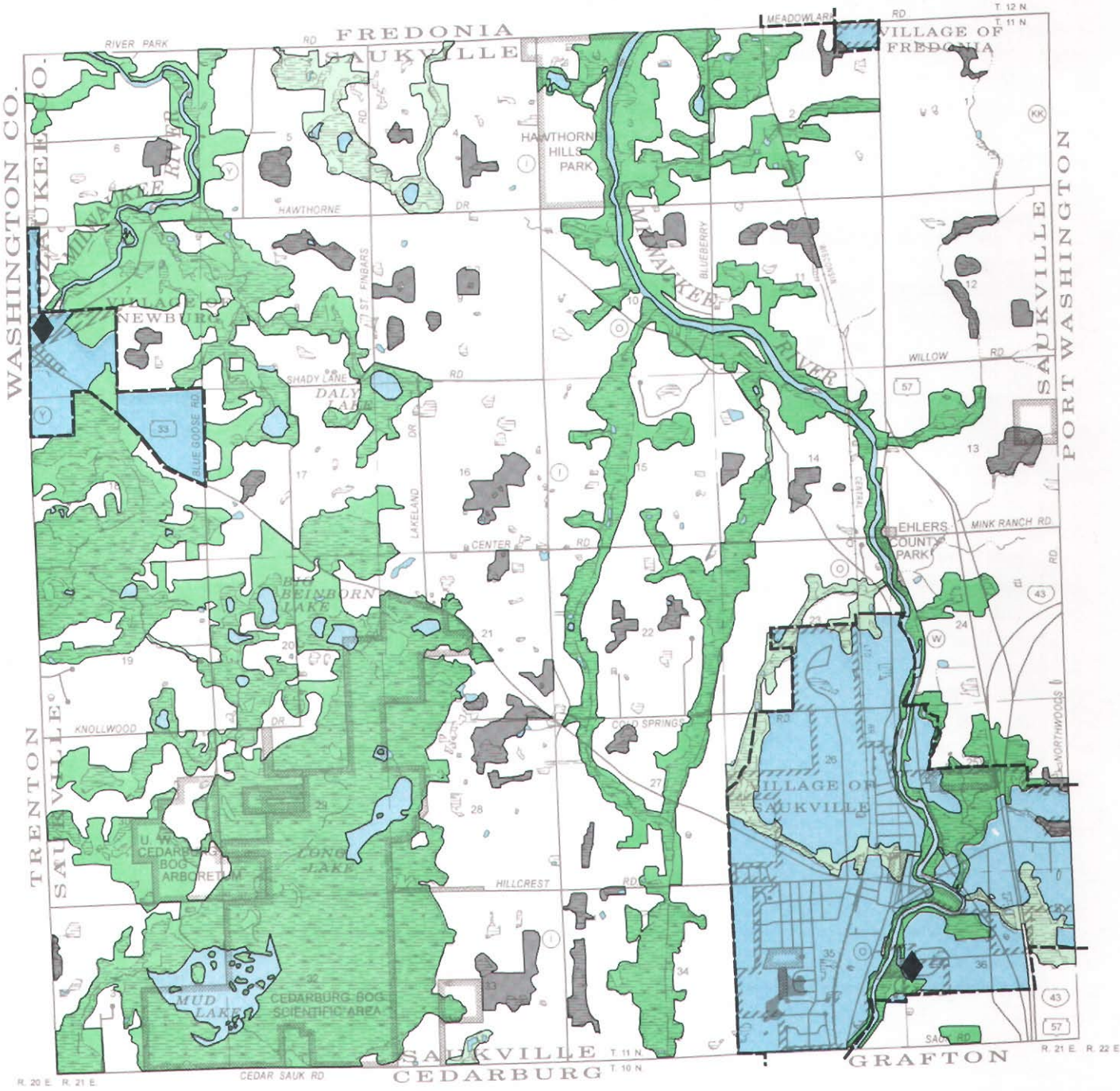
ADOPTED OZAUKEE COUNTY PARK AND OPEN SPACE PLAN AS RELATED TO THE TOWN OF SAUKVILLE STUDY AREA



Source: SEWRPC.

Map 6

ADOPTED SANITARY SEWER SERVICE AREAS AS RELATED TO THE TOWN OF SAUKVILLE STUDY AREA



PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL RESOURCE AREA

REFINED SANITARY SEWER SERVICE AREA BOUNDARY (2010)

PLANNED SANITARY SEWER SERVICE AREAS

EXISTING PUBLIC SEWAGE TREATMENT PLANT

SURFACE WATER

GRAPHIC SCALE

0 1/4 1/2 MILE

0 2000 4000 FEET

Source: SEWRPC.

Natural Areas and Critical Species Habitat Plan

A protection and management plan for known natural areas and critical species habitat within the Southeastern Wisconsin Region is set forth in SEWRPC Planning Report No. 42, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, 1997. This plan is intended to provide local communities with guidelines for protecting areas identified as natural areas and critical species habitat. The findings of the report, as related to the Town, are presented in Chapter III.

Agricultural Preservation Plans

In 1982, the Ozaukee County Zoning Committee, acting on behalf of the Ozaukee County Board, requested the Regional Planning Commission to assist the County in conducting a farmland preservation planning program. The findings and recommendations of this program are set forth in SEWRPC Community Assistance Planning Report No. 87, *A Farmland Preservation Plan for Ozaukee County, Wisconsin*, May 1983. The plan is intended to serve as a guide to the preservation of agricultural lands in Ozaukee County. The plan was prepared partly in response to the increasing public concern over the rapid conversion of farmland to urban use and to meet the requirements of the State "Farmland Preservation Act." The Wisconsin Legislature adopted this Act in 1977 to encourage the preparation of county farmland preservation plans and to provide state income tax credits to those farmers who maintain farmlands in delineated preservation areas zoned for exclusive agricultural use. The County plan further recommends the protection of environmentally significant areas, and makes recommendations regarding the location and intensity of urban development within the County through the year 2000. The plan also presents recommendations for implementation of the agricultural land preservation plan by local units and agencies of government. Such recommendations are designed to minimize the loss of valuable agricultural lands while providing for the efficient and economical provision of public facilities to areas of urban growth and development. The adopted Ozaukee County farmland preservation plan as it pertains to the Town is shown on Map 7.

Past Local Land Use Planning Efforts

In 1993, the Town of Saukville Plan Commission created a Long Range Planning Committee to initiate the development of a long range plan for the Town. With the assistance of the University of Wisconsin Extension-Ozaukee County (UWEX), the Committee developed a work plan which included the preparation of a land use goal, development objectives, and the preparation of a draft land use plan map. The draft plan map, as shown on Map 8, identified existing land uses as well as perceived transitional areas—those lands on which uses were expected to change in the future. The work of the Committee continued until December 1995, when, at the direction of the newly elected Town Board, all long range planning efforts were put on hold and the Committee was dissolved. The Board determined that it would be in the best interest of the Town to allow the newly elected leadership an opportunity to evaluate the Town's long range planning efforts, as well as survey the Town residents with regard to land use planning issues, prior to moving forward with the effort.

While the efforts of the Long Range Planning Committee were never formalized into an adopted land use plan for the Town, they were given full consideration during the preparation of the plan documented in this report. Appendix A of this report presents a summary of the activities undertaken by the Long Range Planning Committee prior to its dissolution.

Community Survey

As a means of assessing the attitudes of Town residents with regard to the land use planning process, the Town, with the assistance of the UWEX staff, conducted a community survey in January 1996. Issues addressed in the survey included resident perceptions concerning desirable land uses, the value of natural resource preservation, satisfaction with services provided in the Town, and what residents liked most and least about living in the Town.

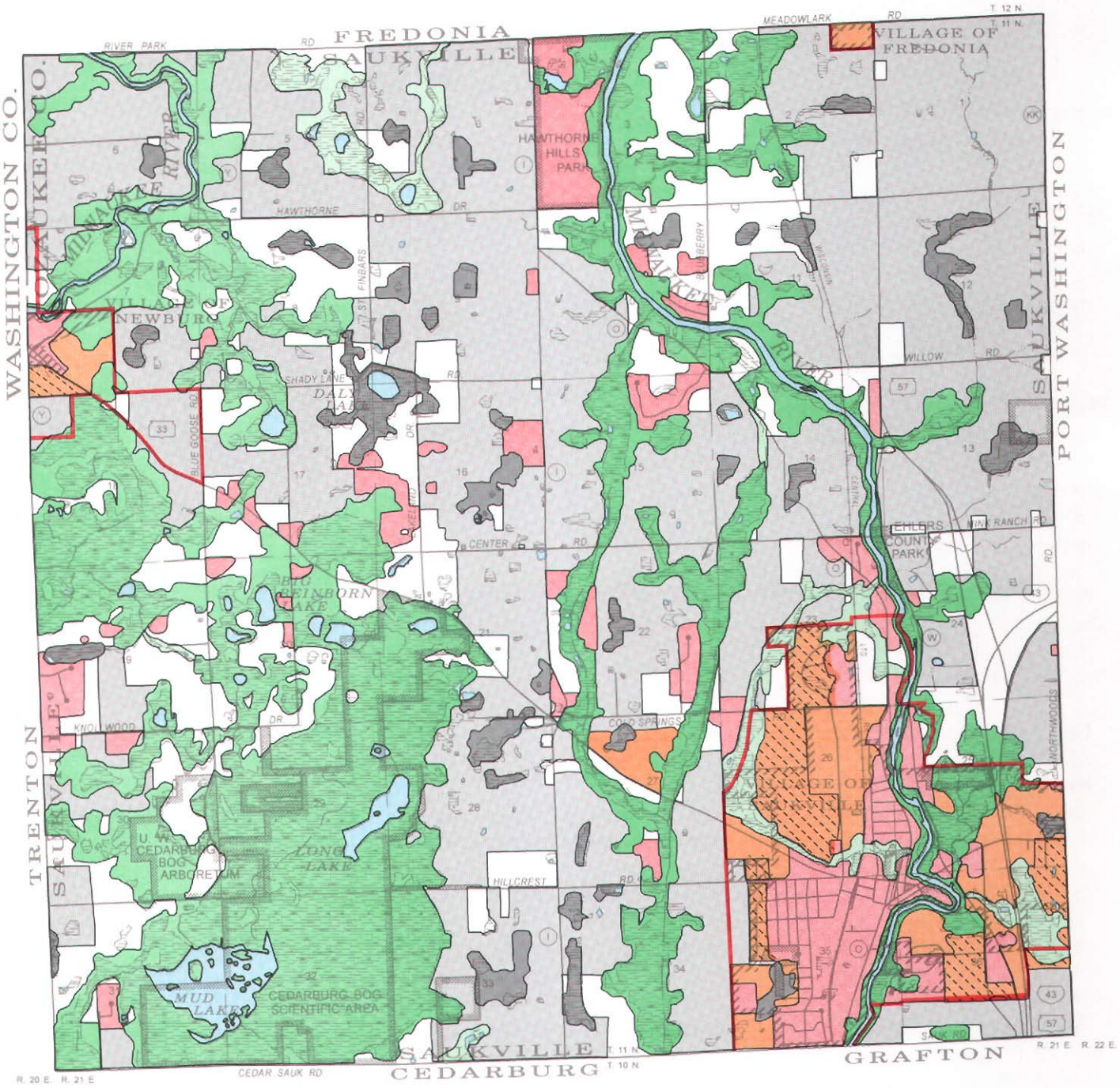
Information relative to the findings of the survey is presented in Chapter VI of this report. The complete survey analysis as prepared by the UWEX staff is included in Appendix B of this report.

THE COMMUNITY COMPREHENSIVE PLANNING PROCESS

The recommended plan presented in this report was developed through a planning process consisting of the following six steps: 1) a comprehensive inventory of the factors affecting land use development in the Town; 2) a careful analysis of the inventory data; 3) the formulation of land use development objectives; 4) the identification of land use and related facility needs in the Town through the year 2010; 5) the development, review, refinement, and adoption of the recommended plan; and 6) the development of plan implementation measures. The active participation of citizens and local officials during the

Map 7

ADOPTED OZAUKEE COUNTY FARMLAND PRESERVATION PLAN AS RELATED TO THE TOWN OF SAUKVILLE STUDY AREA



FARMLAND PRESERVATION INFORMATION

- FARMLAND PRESERVATION AREA
- FARMLAND TRANSITIONAL AREA

NATURAL RESOURCE PRESERVATION INFORMATION

- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA

URBAN DEVELOPMENT INFORMATION

- EXISTING URBAN, EXTRACTIVE, AND INTENSIVE RECREATION LANDS: 1980
- PROPOSED URBAN LAND
- URBAN SERVICE AREA BOUNDARY

OTHER LAND

- RURAL RESIDENTIAL AND OTHER RURAL LAND
- SURFACE WATER

GRAPHIC SCALE

0 ¼ ½ 1 MILE

0 2000 4000 FEET

Source: SEWRPC.

planning process is essential for the process to succeed. It is also important, as part of the planning process, to reevaluate prior plans in light of new information and changing public attitudes and opinions.

Inventory and Analysis

Reliable planning data are essential for the formulation of workable land use plans. Consequently, inventory becomes the first operational step in the planning process. The crucial nature of factual information in the process should be evident, since no reliable forecasts can be made or alternative courses of action evaluated without knowledge of the current state of the system being planned. Development of the land use plan for the Town was based on the existing development pattern; the potential demand for each of the various major land use categories; local land use development potentials and constraints; and the underlying natural resource and public utility base and their ability to support development. The necessary inventories and analyses not only provide data describing the existing conditions, but also provide a basis for identifying existing and potential problems in the planning area, and opportunities for development. The inventory data are also crucial to forecasting community land use and facility needs, and formulating and evaluating a land use plan.

Formulation of Development Objectives

An objective is defined as a goal or end toward which the attainment of plans and policies are directed. Planning is a rational process for formulating and attaining objectives. The objectives serve as a guide to the preparation of the land use plan and provide an important basis for the evaluation of the plan. The community plan should be clearly related to the defined objectives. The formulation of objectives should involve the active participation of local officials and knowledgeable and concerned citizens. The Town Plan Commission, which includes both key elected and appointed local officials and citizen members, provided active guidance to the technical staff engaged in the planning process.

Identification of Community Land Use and Facility Requirements

Although the preparation of forecasts is not planning, a land use plan must, to the extent possible, anticipate future land and facility requirements as a basis for the development of the plan. The future demand for land use will depend primarily upon the size of the future resident population and the nature of future economic activity in the Town. Control of changes in population and employment levels, however, lies largely, although not entirely, outside the scope of government activity at the local level. Therefore, future population and economic activity levels must be forecast. These forecast levels are then used to determine the probable future demand for various types of land uses and facilities. This is not to say that governmental policies at the local level cannot influence the course of urban growth and development, and, consequently, of population and economic activity growth rates.

Development, Review, Refinement and Adoption of a Recommended Plan

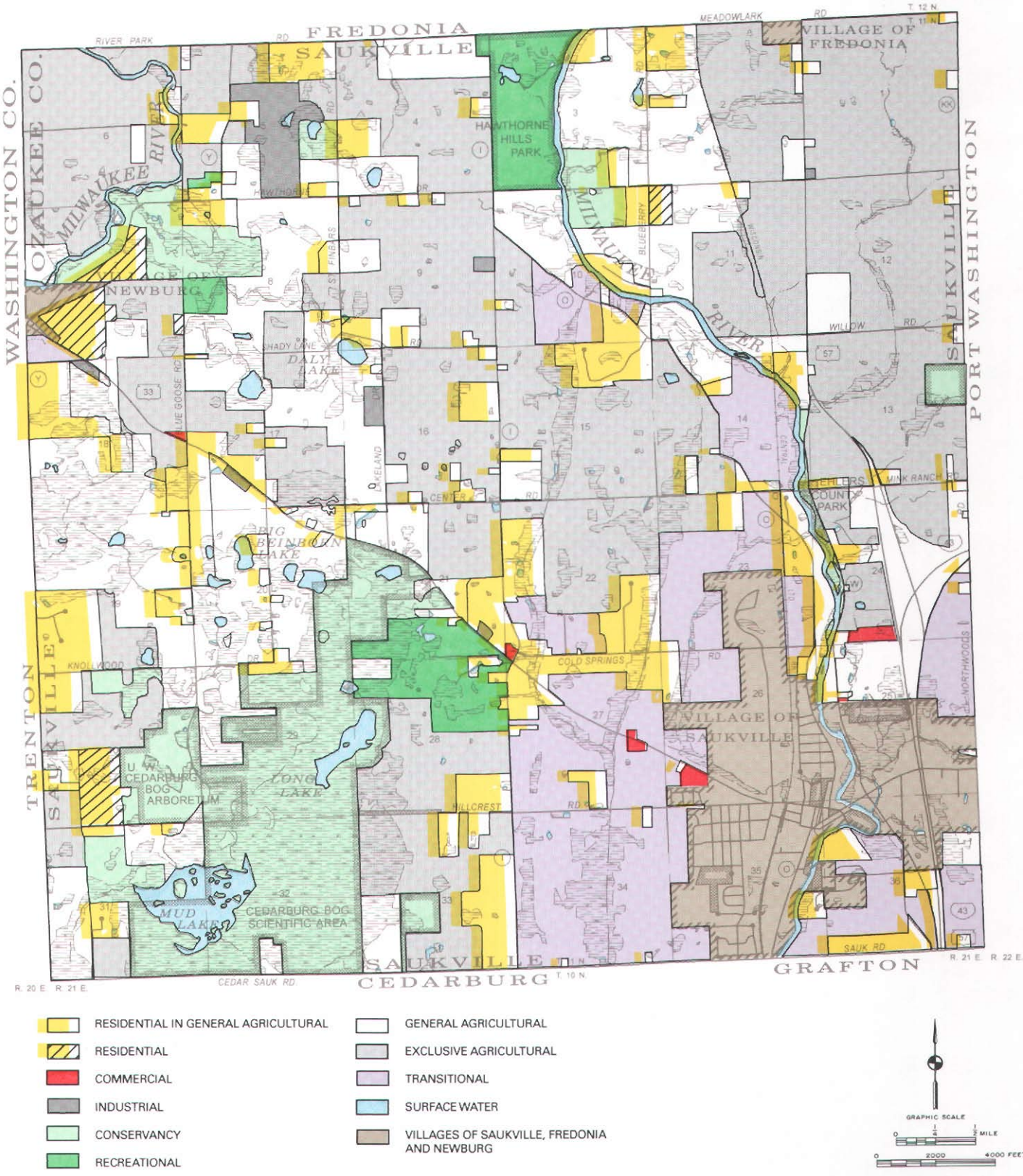
Once the probable future demand for a variety of land uses and facilities has been estimated, a plan which meets probable land use demands can be developed. The plan should be evaluated based upon its ability to attain the agreed upon objectives. The review, refinement, and adoption of the recommended plan should be undertaken by the Town Plan Commission based on information obtained during all stages of the planning process.

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 district map should be used to legally assure that private development will occur in conformance with the adopted plan. The zoning regulations should 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 and the intensity of the use of land as well. Land division regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the adopted plan with respect to both proposed land uses to be accommodated and with respect to such details as street, block, and lot layout and required infrastructure improvements. An official map may be used to assure that the land required for the streets, parkways, and parks needed to serve the recommended land use pattern is reserved for future public use. Implementation of the plan should also be furthered by the formulation of public policies that promote and ensure plan implementation. A capital improvements program is one particularly effective expression of such policies relating to the physical development and redevelopment of the community.

Map 8

LAND USE PLAN MAP FOR THE TOWN OF SAUKVILLE PRODUCED BY THE LONG-RANGE PLANNING COMMITTEE



Source: SEWRPC.

SUMMARY

This chapter has served as an introduction to the Town land use plan and planning process. It has cited the Wisconsin laws which authorize the Town to engage in land use planning; described the location of the Town in a broader geographic setting; indicated that the Southeastern Wisconsin Regional Planning Commission and Ozaukee County have prepared comprehensive, areawide plan elements and land use control ordinances and policies having important implications for any local planning effort; outlined previous local planning efforts; and outlined each of the steps followed in the Town land use planning process.

Chapter II

POPULATION, HOUSING, AND EMPLOYMENT FORECASTS, INVENTORIES, AND ANALYSES

Information on the size, characteristics, and distribution of the resident population and employment of a planning area, as well as on the anticipated changes in these socioeconomic factors over time, is essential to the preparation of sound physical development plans. The size and characteristics of the existing and probable future resident population and employment in the planning area have a direct influence on land use requirements and needs. The primary purpose of a land use plan is to meet those requirements and needs in an efficient, economical, and environmentally sound manner, and thereby benefit community residents and workers by maintaining and enhancing living and working conditions.

ALTERNATIVE FUTURES

The population, household and employment forecasts presented in this land use plan for the Town of Saukville were derived from a range of alternative population and employment levels developed for the seven-county Southeastern Wisconsin Region by the Regional Planning Commission. Three alternative future scenarios were developed by the Regional Planning Commission for use in preparing the 2010 regional land use plan. Two scenarios, the high-growth scenario and the low-growth scenario, were intended to identify reasonable extremes. An intermediate-growth scenario was also developed, providing a most probable future between the extremes. These three scenarios are described in the following sections.[1]

The High-Growth Scenario

The high-growth scenario envisions that the Region as a whole will experience a stabilization in household[2] size with a return to more conventional life styles and somewhat higher birth rates. This scenario assumes that the Region will be economically competitive with other areas of the United States over the next two decades. The attractiveness of the Region would be due to such factors as the availability of an ample high quality water supply; availability of labor and land; a high quality infrastructure of railways, highways, seaport, airport, and sewerage and water systems; a good university and vocational-technical education system; a high quality environment; ample recreation opportunities; and receptive community attitudes toward the needs of business and industry.

The Intermediate-Growth Scenario

The intermediate-growth scenario assumes that even though some out-migration of population and jobs will occur, the relative attractiveness of the Region will result in a stabilization of population and employment. The assumptions underlying this future include replacement-level birth rates and no significant change in household size. Regionwide, there would be some increase in younger age groups, and the retirement-age population would be expected to show a significant increase.

The Low-Growth Scenario

The low-growth scenario envisions out-migration of population and jobs from the Region. This would be due in part to a decline in the ability of the Region to compete with other regions of the United States for economic activity and in part to continued growth in nontraditional lifestyles, including increasing female participation in the labor force and lower than replacement level birthrates.

Population Distribution

An additional variable was added to the analysis in the preparation of the alternative population forecasts. That variable deals with the degree of centrality of incremental

---

[1]*For a description of the methodology used to develop these projections, see SEWRPC Technical Report No. 25,* Alternative Futures for Southeastern Wisconsin*; Technical Report No. 11, (2nd Edition),* The Population of Southeastern Wisconsin*; and Technical Report No. 10, (2nd Edition),* The Economy of Southeastern Wisconsin.

[2]*Households include persons who live alone; unrelated persons who live together; and families. Persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, and college dormitories.*

urban land use development as measured by the relative nearness to the major population centers in the Region. Two alternative population distributions, referred to as centralized and decentralized distributions, were developed.

The centralized distribution concentrates population in the older urban centers of the Region and adjacent suburbs, with proportionately fewer people in outlying areas. The centralized distribution assumes that a significant proportion of the population will prefer to reside in an urban setting that provides a full range of urban facilities and services, such as public water supply, sanitary sewers, and mass transit. The decentralized distribution accommodates proportionately fewer people in the older urban centers of the Region and adjacent suburbs, and proportionately more in the outlying areas. The decentralized distribution assumes that a significant proportion of the population will prefer to reside in a suburban or rural setting with relatively large lots and a reduced level of urban services.

HISTORIC AND FORECAST POPULATION, HOUSEHOLD AND EMPLOYMENT LEVELS

Range of Forecasts

Two scenarios, an intermediate-growth future scenario with a centralized development pattern, the scenario chosen by the Commission as the most probable future in the adopted 2010 regional land use plan, and a high-growth future scenario with a decentralized development pattern were identified as the basis for preparing population, household and employment forecasts for the Town land use plan. These two scenarios provide a realistic range of alternative futures that the Town can utilize as parameters in determining appropriate population, household, and employment levels in the Town through the year 2010. Table 1 provides a summary of the alternative futures for the Region, Ozaukee County, and the Town. Figure 1 graphically depicts selected historical and forecast population levels for the Town.

Population Forecast

In order to set population forecasts for the Town of Saukville into perspective, the historical population levels for Wisconsin, the Southeastern Wisconsin Region, Ozaukee County, and the Town of Saukville are set forth in Table 2. This table indicates that the size of the resident population of the Town fluctuated significantly between 1860 and 1995. The Town reached a peak population of 1,941 residents in 1880. The incorporation of the Village of Saukville in 1915, with a population of 330 residents, caused a significant decline in the Town population by 1920. The decline in the population of the Town continued until it reached its all-time low population of 986 residents in 1930. The population of the Town stabilized during the following decade, experiencing an increase of approximately 9 percent, to 1,070 residents. During the 1940 to 1970 time period, the population of the Town increased significantly— nearly 46 percent—to 1,516 residents. From 1970 to 1995 the population of the Town continued to increase, growing by approximately 15 percent, to 1,749 residents.

As indicated in Table 1 and graphically depicted in Figure 1, the Town of Saukville was envisioned to decrease in population under the intermediate-growth centralized regional plan by approximately 80 residents, or 5 percent, during the 1985 to 2010 time period. In contrast, under the high-growth decentralized alternative, the population of the Town was envisioned to increase by approximately 2,170 residents, or 130 percent, during the same time period.

Household Forecast

As indicated in Table 1 and graphically depicted in Figure 2, the Town of Saukville was envisioned to experience a slight increase in households under the intermediate-growth centralized regional plan—approximately 44 households, or 9 percent—during the 1985 to 2010 time period. However, a significant increase in the number of households in the Town from 1985 to 1990 has resulted in a greater number of total households in the Town in 1990 than were envisioned under the intermediate-growth centralized regional plan. In contrast, under the high-growth decentralized alternative, it was envisioned that the Town would experience an increase of approximately 670 households, or 136 percent, during the 1985 to 2010 time period.

Table 3 compares historical and forecast year 2010 household sizes in the Region, Ozaukee County, and the Town of Saukville. The data in Table 3 indicate that in 1990, the average household size in the Town was 3.01, compared to 2.79 in the County, and 2.62 in the Region. The average household size, under the intermediate-growth centralized regional plan, was expected to decline in all three areas, with household size in the Town decreasing from 3.01 persons per household in 1990 to 2.96 in 2010. Under the high-growth decentralized alternative, the average household size was expected to increase in all three areas, with household size in the Town increasing from 3.01 persons per household in 1990 to 3.27 in 2010. The variation in forecasted household size under the high-

Table 1

HISTORICAL AND ALTERNATIVE POPULATION, HOUSEHOLD, AND EMPLOYMENT FORECASTS FOR THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1970-2010

Area	1970	1980	1985[a]	1990	Alternative Future Scenarios: 2010	
					Intermediate-Growth Centralized[b]	High-Growth Decentralized
Region						
Population	1,756,083	1,764,796	1,742,700	1,810,364	1,911,000	2,316,100
Households	536,486	627,955	643,800	676,107	774,300	846,400
Employment	753,700	884,200	871,900	990,300	1,095,000	1,251,600
Ozaukee County						
Population	54,461	66,981	67,500	72,831	79,800	151,300
Households	14,753	21,763	22,900	25,707	30,500	37,000
Employment	19,800	25,600	26,900	32,200	38,700	56,800
Town of Saukville						
Population	1,516	1,583	1,666	1,671	1,590	3,840
Households	409	485	496	555	540	1,170
Employment	160	220	240	260	280	550

[a]Base year used to forecast population, households, and employment.

[b]The intermediate-growth centralized scenario represents the adopted regional land use plan.

Source: U. S. Bureau of the Census, U. S. Bureau of Economic Analysis, Wisconsin Department of Administration, and SEWRPC.

Table 2

COMPARISON OF HISTORICAL POPULATION LEVELS FOR THE STATE OF WISCONSIN, SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1850-1995

Year	Wisconsin		Southeastern Wisconsin Region		Ozaukee County		Town of Saukville	
	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period
1850	305,391	--	113,389	--	--[a]	--	--	--
1860	775,881	154.1	190,409	67.9	15,682	--	1,724	--
1870	1,054,670	35.9	223,546	17.4	15,564	-0.8	1,930	11.9
1880	1,315,497	24.7	277,119	24.0	15,461	-0.7	1,941	0.6
1890	1,693,330	28.7	386,774	39.6	14,943	-3.4	1,647	-15.1
1900	2,069,042	22.2	501,808	29.7	16,363	9.5	1,667	1.2
1910	2,333,860	12.8	631,161	25.8	17,123	4.6	1,550	-7.0
1920[b]	2,632,067	12.8	783,681	24.2	16,335	-4.6	1,062	-31.5
1930	2,939,006	11.7	1,006,118	28.4	17,394	6.5	986	-7.2
1940	3,137,587	6.8	1,067,699	6.1	18,985	9.1	1,070	8.5
1950	3,434,575	9.5	1,240,618	16.2	23,361	23.0	1,185	10.7
1960	3,951,777	15.1	1,573,614	26.8	38,441	64.6	1,306	10.2
1970	4,417,821	11.8	1,756,083	11.6	54,461	41.7	1,516	16.1
1980	4,705,642	6.5	1,764,796	0.5	66,981	23.0	1,583	4.4
1990	4,891,769	4.0	1,810,364	2.6	72,831	8.7	1,671	5.6
1995[c]	5,101,581	4.3	1,879,182	3.8	77,728	6.7	1,749	4.7

[a]In 1853, seven towns (Belgium, Cedarburg, Fredonia, Grafton, Mequon, Port Washington, and Saukville) and the Village of Port Washington, then in Washington County, were detached from the remainder of Washington County to form Ozaukee County. The detached area had a resident population of 8,281 persons in 1850.

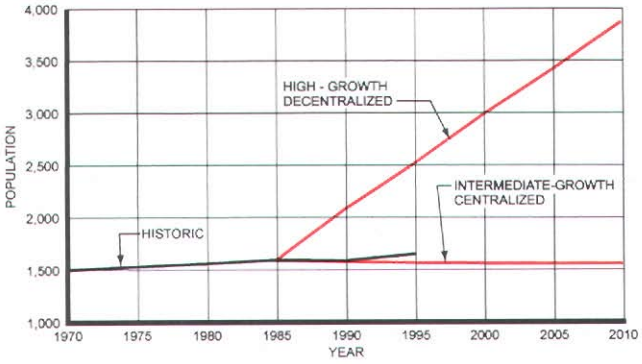
[b]The Village of Saukville was incorporated in 1915 with a population of 330.

[c]Wisconsin Department of Administration estimates.

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

Figure 1

HISTORICAL AND FORECAST POPULATION LEVELS IN THE TOWN OF SAUKVILLE: 1970-2010



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

Table 3

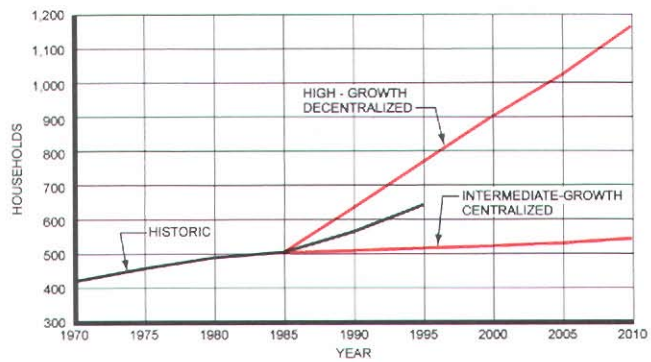
COMPARISON OF HISTORICAL AND PROBABLE FUTURE POPULATION PER OCCUPIED HOUSING UNIT IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1970-2010

Year	Southeastern Wisconsin Region	Ozaukee County	Town of Saukville
1970	3.20	3.66	3.71
1980	2.75	3.04	3.26
1990	2.62	2.79	3.01
2010 Forecast			
Intermediate-Growth Centralized	2.41	2.59	2.96
High-Growth Decentralized	2.67	2.85	3.27

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

Figure 2

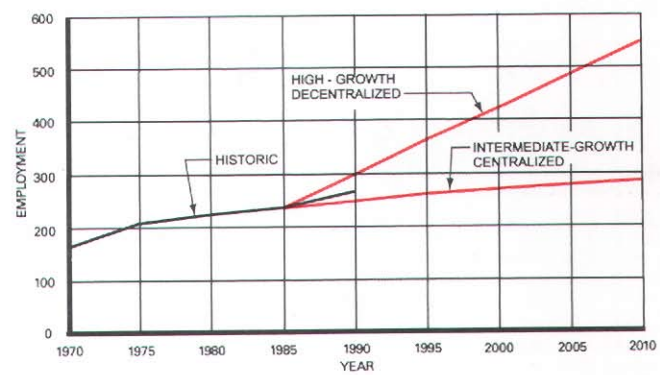
HISTORICAL AND FORECAST HOUSEHOLD LEVELS IN THE TOWN OF SAUKVILLE: 1970-2010



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

Figure 3

HISTORICAL AND FORECAST EMPLOYMENT LEVELS IN THE TOWN OF SAUKVILLE: 1970-2010



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

growth scenario is generally due to a greater assumed proportion of "traditional" households, consisting of husband, wife, and children.

Employment Forecast

As indicated in Table 1 and graphically depicted in Figure 3, the Town of Saukville was envisioned to experience a slight increase in employment under the intermediate-growth centralized regional plan—approximately 40 jobs, or 17 percent—during the 1985 to 2010 time period. In contrast, under the high-growth decentralized alternative, it was envisioned that the Town would experience an increase of approximately 310 jobs, or 130 percent, during the same time period.

POPULATION CHARACTERISTICS

This section of the chapter provides pertinent information concerning the characteristics of the resident population and housing units in the Town of Saukville, including information on the age composition of the population, household income, occupation characteristics of the employed labor force in the Town, housing ownership characteristics, residential building activity, and housing costs.

Table 4

AGE COMPOSITION OF THE POPULATION IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1970-1990

	Southeastern Wisconsin Region											
	1970[a]		1980[b]		1990		1970-1980		1980-1990		1970-1990	
Age Group	Number	Percent	Number	Percent	Number	Percent	Change	Percent	Change	Percent	Change	Percent
Under 5	153,243	8.7	128,085	7.2	138,444	7.7	-25,158	-16.4	10,359	8.1	-14,799	-9.7
5 to 17	472,342	26.9	375,653	21.3	338,629	18.7	-96,689	-20.5	-37,024	-9.9	-133,713	-28.3
18 to 64	960,887	54.8	1,065,887	60.4	1,106,820	61.1	105,000	10.9	40,933	3.8	145,933	15.2
65 and Older	169,415	9.6	195,294	11.1	226,471	12.5	25,879	15.3	31,177	16.0	57,056	33.7
All Ages	1,755,887	100.0	1,764,919	100.0	1,810,364	100.0	9,032	0.5	45,445	2.6	54,477	3.1

	Ozaukee County											
	1970[c]		1980		1990[c]		1970-1980		1980-1990		1970-1990	
Age Group	Number	Percent	Number	Percent	Number	Percent	Change	Percent	Change	Percent	Change	Percent
Under 5	5,074	9.3	4,771	7.1	5,323	7.3	-303	-6.0	552	11.6	249	4.9
5 to 17	17,165	31.5	16,174	24.1	14,362	19.7	-991	-5.8	-1,812	-11.2	-2,803	-16.3
18 to 64	28,213	51.8	40,374	60.3	45,086	61.9	12,161	43.1	4,712	11.7	16,873	59.8
65 and Older	3,969	7.3	5,662	8.5	8,060	11.1	1,693	42.7	2,398	42.4	4,091	103.1
All Ages	54,421	100.0	66,981	100.0	72,831	100.0	12,560	23.1	5,850	8.7	18,410	33.8

	Town of Saukville											
	1970		1980		1990[d]		1970-1980		1980-1990		1970-1990	
Age Group	Number	Percent	Number	Percent	Number	Percent	Change	Percent	Change	Percent	Change	Percent
Under 5	152	10.0	115	7.3	140	8.0	-37	-24.3	25	21.7	-12	-7.9
5 to 17	465	30.7	392	24.8	330	18.8	-73	-15.7	-62	-15.8	-135	-29.0
18 to 64	781	51.5	942	59.5	1,106	63.1	161	20.6	164	17.4	325	41.6
65 and Older	118	7.8	134	8.5	178	10.1	16	13.6	44	32.8	60	50.8
All Ages	1,516	100.0	1,583	100.0	1,754	100.0	67	4.4	171	10.8	238	15.7

[a]The 1970 regional population of 1,755,887 excludes 196 persons who were added subsequent to the conduct of the 1970 census but were not allocated to the various age group categories.

[b]The 1980 regional population of 1,764,919 includes 123 persons who were subsequently removed from the total population figure after the conduct of the 1980 census but are included in the various age group categories.

[c]The 1970 County population of 54,421 excludes 40 persons who were added subsequent to the conduct of the 1970 census but were not allocated to the various age group categories.

[d]The 1990 Town of Saukville population of 1,754 includes 83 persons who were subsequently removed from the total population figure after the conduct of the 1990 census but are included in the various age group categories.

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

Age Distribution

The age distribution of the population has important implications for planning and public policy formulation in the areas of education, recreation, health, housing, and transportation. The age composition of the population of the Region, Ozaukee County, and the Town of Saukville is set forth in Table 4. In general, as the resident population of the Region increased during the last two decades, the number of adults increased significantly while the number of children decreased moderately.

Between 1970 and 1990, the number of children under the age of five decreased approximately 10 percent in the Region, increased approximately 5 percent in the County, and decreased nearly 8 percent in the Town. The number of school-age children, ages five through 17, decreased approximately 28 percent in the Region, 16 percent in the County, and 29 percent in the Town. It is anticipated that the school-age population will continue to decrease in the Town over the planning period.

Table 5

HOUSEHOLD INCOME IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1990[a]

Range	Southeastern Wisconsin Region		Ozaukee County		Town of Saukville	
	Number of Households	Percent of Total	Number of Households	Percent of Total	Number of Households	Percent of Total
Less than $5,000	24,879	3.7	328	1.3	5	0.9
$ 5,000 to $ 9,999	63,191	9.3	1,053	4.1	22	3.8
$ 10,000 to $ 12,499	29,465	4.4	640	2.5	9	1.5
$ 12,500 to $ 14,999	26,147	3.9	666	2.6	21	3.6
$ 15,000 to $ 17,499	29,003	4.3	814	3.2	23	3.9
$ 17,500 to $ 19,999	27,707	4.1	760	3.0	11	1.9
$ 20,000 to $ 22,499	30,503	4.5	866	3.4	29	5.0
$ 22,500 to $ 24,999	26,473	3.9	731	2.8	10	1.7
$ 25,000 to $ 27,499	30,020	4.4	947	3.7	21	3.6
$ 27,500 to $ 29,999	24,880	3.7	901	3.5	23	3.9
$ 30,000 to $ 32,499	30,327	4.5	1,035	4.0	20	3.4
$ 32,500 to $ 34,999	24,118	3.6	847	3.3	18	3.1
$ 35,000 to $ 37,499	27,610	4.1	1,170	4.6	34	5.8
$ 37,500 to $ 39,999	23,380	3.5	889	3.5	36	6.2
$ 40,000 to $ 42,499	27,513	4.1	1,129	4.4	33	5.7
$ 42,500 to $ 44,999	21,174	3.1	942	3.7	27	4.6
$ 45,000 to $ 47,499	22,261	3.3	900	3.5	24	4.1
$ 47,500 to $ 49,999	18,646	2.8	743	2.9	26	4.5
$ 50,000 to $ 54,999	34,933	5.2	1,671	6.5	36	6.2
$ 55,000 to $ 59,999	26,800	4.0	1,219	4.7	19	3.3
$ 60,000 to $ 74,999	52,685	7.8	2,830	11.0	69	11.8
$ 75,000 to $ 99,999	31,826	4.7	2,179	8.5	31	5.3
$100,000 to $124,999	10,308	1.5	875	3.4	17	2.9
$125,000 to $149,999	4,091	0.6	418	1.6	7	1.2
$150,000 or More	8,653	1.3	1,146	4.5	13	2.2
Total	676,593	100.0	25,699	100.0	584	100.0
Average Income	$38,541	- -	$54,348	- -	$48,532	- -
Median Income	$32,146	- -	$42,695	- -	$40,758	- -

[a]Data reported in the 1990 Census of Population and Housing actually represent income earned in calendar year 1989.

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

The number of working-age adults, ages 18 through 64, increased in all three geographic areas between 1970 and 1990, with a moderate increase of approximately 15 percent in the Region, approximately 60 percent in the County and 42 percent in the Town. The number of persons aged 65 and older also increased in all three areas between 1970 and 1990, with an increase of approximately 34 percent in the Region, 103 percent in the County, and 51 percent in the Town. The increase in the size of the elderly population, which is expected to continue throughout the planning period, may be expected to increase the demand for specialized housing units, transportation, and health care services for the elderly.

Household Income

Table 5 sets forth the 1990 household income for the Region, County, and Town by income ranges, together with the median and mean income levels for each of the geographic areas. In 1990, the median household income in the Town—$40,758—was higher than that of the Region—$32,146—but lower than that in the County—$42,695. Similarly, the mean, or average, 1990

Table 6

EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1990

Occupation	Southeastern Wisconsin Region		Ozaukee County		Town of Saukville	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty						
Executive, Administrative, and Managerial	103,680	11.7	6,211	15.9	129	13.1
Professional Specialty	122,673	13.9	6,046	15.5	112	11.4
Technical, Sales, Administrative Support						
Technicians and Related Support	31,301	3.5	1,131	2.9	19	1.9
Sales	103,033	11.7	5,100	13.0	69	7.0
Administrative Support, including Clerical	150,205	17.0	5,682	14.5	140	14.2
Service						
Private Household	1,758	0.2	128	0.3	4	0.4
Protective Service	12,724	1.4	278	0.7	0	0.0
Service, except Protective and Household	98,458	11.2	3,696	9.4	85	8.6
Farming, Forestry, and Fishing	9,288	1.1	661	1.7	71	7.2
Precision Production, Craft, Repair	103,690	11.7	4,898	12.5	221	23.5
Operators, Fabricators, and Laborers						
Machine Operators, Assemblers, Inspectors	80,106	9.1	3,308	8.5	90	9.2
Transportation and Material Moving	32,522	3.7	767	2.0	15	1.5
Handlers, Equipment Cleaners, Helpers, Laborers	33,278	3.8	1,194	3.1	29	3.0
Total	882,716	100.0	39,100	100.0	984	100.0

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

household income in the Town, $48,532, was higher than that for the Region—$38,541—but lower than that for the County—$54,348.

Occupations and Employment Types

Table 6 provides information on the employed population 16 years of age and older by occupation for the Region, County, and Town. In 1990, 882,716 persons, or approximately 49 percent of the resident population of the Region, were in the employed labor force. In the County, 39,100 persons, or approximately 54 percent of the County's resident population, were in the employed labor force. In the Town, 984 persons, or approximately 59 percent of the resident population, were in the employed labor force.

White collar workers, including managerial and professional specialty, and technical, sales, and administrative support workers represented approximately 58 percent of the employed persons in the Region; approximately 62 percent of the employed persons in the County; and approximately 48 percent of the employed population of the Town. Blue collar workers, including service, farming, forestry, and fishing; precision production, craft, and repair; and operators, fabricators, and laborers represented approximately 42 percent of the employed persons of the Region; approximately 38 percent of the employed persons in the County; and approximately 52 percent of the employed population of the Town.

Table 7 provides information on the employed population 16 years of age and over, by class of worker, for the Region, the County, and the Town in 1990. The data in Table 7 indicates that approximately 83 percent of Town workers were employed in the private sector as compared to approximately 85 percent for the County and approximately 84 percent for the Region. The table also shows that approximately 8 percent of workers in the Town were employed in the public sector as compared to approximately 9 percent in the County and approximately 12 percent in the Region; and that approximately 9 percent of Town workers were self-employed as compared to approximately 6 percent in the County and approximately 5 percent in the Region. The data further indicate that

Table 7

EMPLOYED PERSONS 16 YEARS AND OLDER BY CLASS OF WORKER IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1990

Class	Southeastern Wisconsin Region		Ozaukee County		Town of Saukville	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Private Wage and Salary Worker	739,155	83.6	33,111	84.7	817	83.0
Federal Government Worker	15,469	1.8	447	1.1	13	1.3
State Government Worker	16,486	1.9	459	1.2	7	0.7
Local Government Worker	69,574	7.9	2,604	6.7	57	5.8
Self-Employed Worker	39,608	4.5	2,323	5.9	87	8.8
Unpaid Family Worker	2,424	0.3	156	0.4	3	0.3
Total	882,716	100.0	39,100	100.0	984	100.0

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

Table 8

PLACE OF WORK OF WORKERS 16 YEARS OF AGE AND OLDER LIVING IN OZAUKEE COUNTY AND THE TOWN OF SAUKVILLE: 1990

Place of Work	Ozaukee County		Town of Saukville	
	Number of Workers	Percent of Total	Number of Workers	Percent of Total
Ozaukee County	19,592	50.1	616	62.6
Washington County				
West Bend	424	1.1	57	5.8
Remainder of Washington County	592	1.5	28	2.8
Subtotal	1,016	2.6	85	8.6
Milwaukee County				
City of Milwaukee	9,887	25.3	161	16.4
City of Glendale	1,346	3.4	14	1.4
Village of West Milwaukee	24	0.1	0	0.0
City of West Allis	412	1.1	3	0.3
City of Wauwatosa	599	1.5	17	1.7
City of Cudahy	24	0.1	0	0.0
Remainder of Milwaukee County	2,450	6.3	16	1.6
Subtotal	14,742	37.7	212	21.5
Waukesha County				
City of Waukesha	404	1.0	5	0.5
City of Brookfield	491	1.3	0	0.0
Remainder of Waukesha County	1,230	3.1	38	3.9
Subtotal	2,125	5.4	43	4.4
Racine County	41	0.1	0	0.0
Kenosha County	29	0.1	0	0.0
Sheboygan County	614	1.6	8	0.8
Chicago, Illinois PMSA[a]	110	0.3	4	0.4
Worked Elsewhere	831	2.1	16	1.6
Total	39,100	100.0	984	100.0

[a]The Chicago Primary Metropolitan Statistical Area (PMSA) includes Cook, DeKalb, DuPage, Grundy, Kane, Kendall, Lake, McHenry, and Will Counties.

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

less than 1 percent of workers in the Town, County, and Region were engaged in unpaid family work.

Table 8 provides data on the place of work of workers 16 years and over living in Ozaukee County and the Town in 1990. The data indicate that 616 Town residents, or less than 1 percent of workers in the Town, County, and Region were engaged in unpaid family work.

Table 8 provides data on the place of work of workers 16 years and over living in Ozaukee County and the Town in 1990. The data indicate that 616 Town residents, or approximately 63 percent of the Town's labor force, worked in Ozaukee County; while 368 Town residents, or approximately 37 percent, worked outside of the County.

HOUSING CHARACTERISTICS

Occupancy Characteristics and Vacancy Rates

Table 9 provides information on household size, number of housing units, occupancy types and vacancy rates in the Region, Ozaukee County, and the Town of Saukville in 1970, 1980, and 1990.

Between 1970 and 1990, there was a steady increase in the number of housing units as well as resident population in the Region, Ozaukee County, and the Town of Saukville. The rate of increase in the number of housing units exceeded the rate of population increase in each of these areas. With the number of housing units increasing at a faster rate than the population, household size throughout the Region has steadily decreased. The decline in the number of persons per household can be attributed to a combination of an increase in the number of one-person households and a decrease in the number of children per family.

The number and size of households is a population characteristic of particular importance for land use and public facility planning, because the average household size is used to convert a population forecast into the estimated number of housing units needed over the planning period. Throughout the Region, the number of households has increased at a faster rate than the total household population.

Between 1970 and 1990, the number of housing units in the Region increased by approximately 27 percent, while in the County and Town, the number of housing units increased by approximately 73 percent and 30 percent, respectively. In 1990, approximately 82 percent of the 455 year-round occupied housing units in the Town were owner-occupied, while approximately 18 percent were renter-occupied.

Between 1970 and 1990, the Region experienced an increase in owner-occupied year-round housing units of approximately 25 percent while the County and Town experienced increases of approximately 65 percent and 36 percent, respectively. With respect to renter-occupied year-round housing units during this same period, the Region, County and Town each experienced significant increases—28 percent, 110 percent, and 36 percent, respectively.

Housing vacancy rates for both owner-occupied and rental housing in 1990 for the Region, Ozaukee County and Town of Saukville are also shown in Table 9. The vacancy rate for owner-occupied housing in the Region and the County, that is, for formerly owner-occupied housing units that were vacant and up for sale, was approximately 0.5 percent in 1990. The vacancy rate for owner-occupied housing in the Town was approximately 0.7 percent. The vacancy rate for renter-occupied housing in the Region, that is, for formerly renter-occupied housing units that were vacant and available for rent, was approximately 2 percent in 1990. The vacancy rate for renter occupied housing in the County was approximately 0.6 percent. There were no vacant rental housing units in the Town in 1990.

Housing Construction Activity: 1983 through 1995

Table 10 provides a summary of residential building permits issued in the Town of Saukville from 1983 through 1995. During this time period, 123 single-family and four two-family residential building permits were issued. The greatest number of permits issued in any one year during this time period was in 1992 with 18. In contrast, only 1 residential building permit was issued in 1984. No permits were issued for multi-family residential dwellings.

Housing Costs

Table 11 provides the monthly owner costs, including debt costs, of selected owner-occupied, mortgaged housing units in the Region, County, and Town. Table 11 indicates that, overall, the 1990 median monthly cost of mortgaged housing units in the Town—$805—was higher in relation to such costs in the Region—$764—but lower than those experienced in the County—$913. In 1990, the Town had 211 mortgaged owner-occupied noncondominium dwelling units representing approximately 47 percent of the 453 total owner-occupied housing units in the Town.

Table 9

HISTORICAL POPULATION AND HOUSING CHARACTERISTICS OF THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1970-1990

Characteristics	Southeastern Wisconsin Region											
	1970[a]		1980[b]		1990		1970-1980		1980-1990		1970-1990	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Change	Percent	Change	Percent	Change	Percent
Population												
Household	1,714,200	97.6	1,724,567	97.7	1,769,120	97.7	10,367	0.6	44,553	2.6	54,920	3.2
Group Quarters	41,687	2.4	40,352	2.3	41,244	2.3	-1,335	-3.2	892	2.2	-443	-1.1
Total	1,755,887	100.0	1,764,919	100.0	1,810,364	100.0	9,032	0.5	45,445	2.6	54,477	3.1
Housing Unit Type												
Owner Occupied	331,339	58.5	389,381	58.5	414,049	57.7	58,042	17.5	24,668	6.3	82,710	25.0
Renter Occupied	205,147	36.2	238,574	35.9	262,058	36.6	33,427	16.3	23,484	9.8	56,911	27.7
Vacant, For Sale	2,379	0.4	4,478	0.7	3,830	0.5	2,099	88.2	-648	-14.5	1,451	61.0
Vacant, For Rent	9,101	1.6	11,205	1.7	12,615	1.8	2,104	23.1	1,410	12.6	3,514	38.6
Other Vacant[c]	18,790	3.3	21,335	3.2	24,623	3.4	2,545	13.5	3,288	15.4	5,833	31.0
Total	566,756	100.0	664,973	100.0	717,175	100.0	98,217	17.3	52,202	7.9	150,419	26.5
Persons per Occupied Housing Unit	3.20	--	2.75	--	2.62	--	-0.45	-14.0	-0.13	-4.7	-0.58	-18.1

Characteristics	Ozaukee County											
	1970[d]		1980		1990		1970-1980		1980-1990		1970-1990	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Change	Percent	Change	Percent	Change	Percent
Population												
Household	53,951	99.1	66,211	98.9	71,732	98.5	12,260	22.7	5,521	8.3	17,781	33.0
Group Quarters	470	0.9	770	1.2	1,099	1.5	300	63.8	329	42.7	629	133.8
Total	54,421	100.0	66,981	100.0	72,831	100.0	12,560	23.1	5,850	8.7	18,410	33.8
Housing Unit Type												
Owner Occupied	11,621	75.8	16,164	71.8	19,128	72.2	4,543	39.1	2,964	18.3	7,507	64.6
Renter Occupied	3,132	20.4	5,599	24.9	6,579	24.9	2,467	78.8	980	17.5	3,447	110.1
Vacant, For Sale	134	0.9	234	1.0	140	0.5	100	74.6	-94	-40.2	6	4.5
Vacant, For Rent	126	0.8	172	0.8	170	0.6	46	36.5	-2	-1.2	44	34.9
Other Vacant[c]	326	2.1	351	1.5	465	1.8	25	7.7	114	32.5	139	42.6
Total	15,339	100.0	22,520	100.0	26,482	100.0	7,181	46.8	3,962	17.6	11,143	72.6
Persons per Occupied Housing Unit	3.66	--	3.04	--	2.79	--	-0.61	-16.8	-0.25	-8.3	-0.87	-23.7

Characteristics	Town of Saukville											
	1970		1980		1990[d]		1970-1980		1980-1990		1970-1990	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Change	Percent	Change	Percent	Change	Percent
Population												
Household	1,516	100.0	1,583	100.0	1,671	100.0	67	4.4	88	5.6	155	10.2
Group Quarters	0	0.0	0	0.0	0	0.0	0	--	0	--	0	--
Total	1,516	100.0	1,583	100.0	1,671	100.0	67	4.4	88	5.6	155	10.2
Housing Unit Type												
Owner Occupied	334	75.6	417	81.1	453	79.3	83	24.9	36	8.6	119	35.6
Renter Occupied	75	17.0	68	13.2	102	17.9	-7	-9.3	34	50.0	27	36.0
Vacant, For Sale	3	0.7	5	1.0	4	0.7	2	66.7	-1	-20.0	1	33.3
Vacant, For Rent	5	1.1	1	0.2	0	0.0	-4	-80.0	-1	-100.0	-5	-100.0
Other Vacant[c]	25	5.7	23	4.5	12	2.1	-2	-8.0	-11	-47.8	-13	-52.0
Total	442	100.0	514	100.0	571	100.0	72	16.3	57	11.1	129	29.2
Persons per Occupied Housing Unit	3.71	--	3.26	--	3.01	--	-0.44	-11.9	-0.25	-7.8	-0.70	-18.8

[a]The 1970 regional population of 1,755,887 excludes 196 persons who were added subsequent to the conduct of the 1970 census but were not allocated to the number of persons in households or group quarters.

[b]The 1980 regional population of 1,764,919 includes 123 persons who were subtracted subsequent to the conduct of the 1980 census but are included in the various age group categories

[c]Includes migratory and seasonal housing units.

[d]The 1970 County population of 54,421 excludes 40 persons who were added subsequent to the conduct of the 1970 census but were not allocated to the number of persons in households or group quarters.

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

Table 10

RESIDENTIAL BUILDING PERMITS ISSUED IN THE TOWN OF SAUKVILLE: 1983-1995

Year	Single-Family Housing Units	Two-Family Housing Units	Multi-Family Housing Units	Total Housing Units
1983	4	0	0	4
1984	1	0	0	1
1985	4	0	0	4
1986	7	0	0	7
1987	7	0	0	7
1988	8	0	0	8
1989	10	0	0	10
1990	11	0	0	11
1991	11	0	0	11
1992	18	0	0	18
1993	14	2	0	16
1994	14	2	0	16
1995	14	0	0	14
Total	123	4	0	127

Source: Allied Construction Employers' Association, Town of Saukville, and SEWRPC.

Table 11

NUMBER OF OWNER-OCCUPIED MORTGAGED HOUSING UNITS[a] BY MONTHLY OWNER COSTS IN SOUTHEASTERN WISCONSIN, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1990

Actual Monthly Owner Costs With Mortgage	Southeastern Wisconsin Region		Ozaukee County		Town of Saukville	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than $300	2,788	1.3	68	0.6	2	0.9
$ 300 to $ 399	9,220	4.1	234	2.0	3	1.4
$ 400 to $ 499	18,936	8.5	467	3.9	10	4.7
$ 500 to $ 599	27,594	12.3	778	6.6	29	13.7
$ 600 to $ 699	32,750	14.6	1,387	11.7	24	11.4
$ 700 to $ 799	32,393	14.5	1,466	12.4	36	17.1
$ 800 to $ 899	26,738	11.9	1,343	11.3	33	15.6
$ 900 to $ 999	21,348	9.5	1,340	11.3	20	9.5
$1,000 to $1,249	28,724	12.8	1,968	16.6	36	17.1
$1,250 to $1,499	11,211	5.0	1,085	9.2	10	4.7
$1,500 to $1,999	8,104	3.6	1,105	9.3	8	3.8
$2,000 or more	4,159	1.9	602	5.1	0	0.0
Total	223,965	100.0	11,843	100.0	211	100.0
Median Costs	$764	--	$913	--	$805	--
Average Costs	$840	--	$1,036	--	$839	--

[a]Does not include housing units on 10 or more acres nor those with businesses on the property.

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

Table 12

NUMBER OF HOUSING UNITS BY MONTHLY CONTRACT RENT FOR RENTER-OCCUPIED HOUSING UNITS IN SOUTHEASTERN WISCONSIN, OZAUKEE COUNTY, AND THE TOWN OF SAUKVILLE: 1990

Actual Monthly Contract Rent	Southeastern Wisconsin Region		Ozaukee County		Town of Saukville	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than $100	4,690	1.8	81	1.3	0	0.0
$ 100 to $ 149	10,372	4.0	130	2.1	0	0.0
$ 150 to $ 199	10,782	4.2	156	2.5	4	5.4
$ 200 to $ 249	17,776	6.9	245	3.9	5	6.8
$ 250 to $ 299	30,695	11.9	362	5.7	3	4.1
$ 300 to $ 349	36,808	14.3	632	10.0	6	8.1
$ 350 to $ 399	39,954	15.5	822	13.0	13	17.6
$ 400 to $ 449	32,217	12.5	1,008	15.9	21	28.4
$ 450 to $ 499	24,161	9.4	616	9.7	9	12.2
$ 500 to $ 549	15,432	6.0	661	10.5	1	1.4
$ 550 to $ 599	10,676	4.1	683	10.8	0	0.0
$ 600 to $ 649	7,084	2.7	394	6.2	0	0.0
$ 650 to $ 699	4,152	1.6	106	1.7	0	0.0
$ 700 to $ 749	2,448	0.9	90	1.4	0	0.0
$ 750 to $ 999	4,117	1.6	101	1.6	0	0.0
$1,000 or more	1,220	0.5	32	0.5	1	1.4
No Cash Rent	5,542	2.1	205	3.2	11	14.9
Total	258,126	100.0	6,324	100.0	74	100.0
Median Rent	$372	--	$431	--	$401	--
Average Rent	$381	--	$439	--	$388	--

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

Table 12 shows the 1990 monthly gross rent of renter-occupied housing units in the Region, County, and Town. The data indicates, overall, the 1990 median monthly rent paid in the Town—$401—was higher than the median rent paid in the Region—$372—but lower than rent paid in the County—$431.

SUMMARY

This chapter has provided an overview of the demographic and economic base of the Town of Saukville, Ozaukee County, and the seven-county Southeastern Wisconsin Region. Of particular significance to the preparation of the Town land use plan are the following findings:

1. During the 1940 to 1970 time period, the population of the Town of Saukville increased significantly—nearly 46 percent—to 1,516 residents. From 1970 to 1995 the population of the Town continued to increase, growing by approximately 15 percent, to 1,749 residents.

2. Alternative future regional scenarios prepared by the Regional Planning Commission provide a range of population, household and employment forecasts for consideration by the Town. Population in the Town, which stood at 1,666 in 1985, was envisioned to decrease under the intermediate-growth centralized regional alternative scenario by approximately 80 residents, or 5 percent, during the 1985 to 2010 period. In contrast, under the high-growth decentralized alternative, the population of the Town was envisioned to increase by approximately 2,170 residents, or 130 percent, to 3,840 residents in 2010.

3. The number of households in the Town, which stood at 496 in 1985, was envisioned to increase slightly under the intermediate-growth centralized regional plan—approximately 44 households, or 9 percent— during the 1985 to 2010 time period. In contrast, under the high-growth decentralized alternative, the Town was envisioned to experience an increase of approximately 670 households, or 136 percent.

4. The average household size in the Town, which stood at 3.01 in 1990, was envisioned to decline under the intermediate-growth centralized regional plan—decreasing from 3.01 persons per household in 1990 to 2.96 in 2010. Under the high-growth decentralized alternative, the average household size in the Town was envisioned to increase from 3.01 persons per household in 1990 to 3.27 in 2010.

5. Employment in the Town, which stood at approximately 220 jobs in 1985, was envisioned to increase slightly under the intermediate-growth centralized regional plan—approximately 40 jobs, or 17 percent—during the 1985 to 2010 time period. In contrast, under the high-growth decentralized alternative, it was envisioned that the Town would experience an increase of approximately 310 jobs, or 130 percent.

(This page intentionally left blank)

Chapter III

NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

The conservation and wise use of the natural resource base is vital to the physical, social, and economic development of any area and to the continued ability of the area to provide a pleasant and habitable environment for life. Uncontrolled or rapid urban development may be expected to subject the natural resource base of an area to substantial deterioration and destruction in the absence of sound planning and plan implementation. Consequently, a sound development plan for the Town should identify areas that have concentrations of natural resources deserving of protection from intensive urban development. The plan should also identify areas having natural resource characteristics that could impose severe limitations on urban development.

This chapter, then, presents the results of an inventory and analysis of the natural resource base of the Town. The principal elements of the natural resource base were defined as: 1) soils; 2) topography; 3) water resources, including rivers, streams and lakes, and associated floodlands; 4) wetlands; 5) woodlands; and 6) wildlife habitat areas. Areas of the landscape that contain concentrations of these natural resource base elements have been identified and termed "environmental corridors" by the Regional Planning Commission. The environmental corridors encompass those areas of Southeastern Wisconsin in which concentrations of recreational, aesthetic, ecological, and cultural resources occur, and which, therefore, should be preserved and protected in essentially natural, open uses. The environmental corridors also frequently encompass what are termed "natural areas," as well as resource-based park and open space sites.

SOILS

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

A soil survey of the Southeastern Wisconsin Region was completed in 1965 by the U. S. Department of Agriculture, Soil Conservation Service, under contract to the Regional Planning Commission. The results of that survey are contained in SEWRPC Planning Report No. 8, *The Soils of Southeastern Wisconsin*, 1966, and in five reports published by the Soil Conservation Service.[1] The soil survey data, and particularly the interpretive data, have been maintained current by the Commission, the latest revision being dated 1991. 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 resource conservation purposes.

The soils information presented herein constitutes an important consideration in the preparation of a land use plan for the Town. Such information is essential for the proper analysis of existing land use patterns and the design and evaluation of a land use plan. Soil limitations for residential development, with and without public sanitary sewer service, are particularly important considerations in the preparation of any land use plan. Among the most important land uses influenced by soil properties is residential development.

Soil Suitability for Urban Development Using Onsite Sewage Disposal Systems

At the time that the regional soil survey was conducted in 1965, onsite treatment and disposal of domestic sewage primarily involved the use of conventional septic tank systems. Since that time, alternative onsite sewage disposal systems have been developed and approved by regulatory agencies for use under more limiting soil conditions than those for which the use of conventional systems would be acceptable. Chapter COMM 83 of the Wisconsin Administrative Code, which governs the

---

[1]*The Soil Conservation Service has since been renamed the Natural Resources Conservation Service.*

siting and design of onsite sewage disposal systems, was also adopted subsequent to the completion of the regional soil survey. As part of the year 2010 regional land use planning effort, the Regional Planning Commission reviewed and, as necessary, revised the soil classifications developed under the 1965 soil survey to reflect current technology and regulatory practice. Soil classifications were developed to reflect suitability for conventional onsite sewage disposal systems, and for the most common alternative onsite sewage disposal system—the mound system—in accordance with the soil and site specifications set forth in COMM 83. The revised classifications were based upon the soil characteristics as provided by the detailed soil survey as well as the actual field experience of county and State technicians responsible for overseeing the location and design of such systems. The most significant soil properties related to the use of onsite sewage disposal systems include depth to bedrock, depth to water table, permeability, presence of coarse textured sands and gravels, flooding hazard, and slope.

Maps 9 and 10 show the suitability of soils in the Town for the use of onsite sewage disposal systems based on State requirements. Specifically, Map 9 shows the suitability of soils in the Town for use of conventional onsite systems; and Map 10 shows the suitability of soils in the Town for use of mound systems. Areas shown as "suitable" on Maps 9 and 10 depict areas covered by soils that have a high probability of meeting State requirements for the applicable onsite system. Areas shown as "unsuitable" depict areas covered by soils that have a high probability of not meeting State requirements for the applicable onsite system. Areas shown as "undetermined" include soils that span the range from unsuitable to suitable for characteristics that affect the operation of onsite systems, so that no classification can be assigned. For instance, such soils may exhibit a wide range of slopes or a wide range of percolation rates. Areas shown as "Other" are disturbed areas, such as quarries and gravel pits, for which no interpretive data are available.

It should be recognized that Maps 9 and 10 are intended to illustrate the overall pattern of soil suitability within the Town for the use of onsite systems. Detailed site investigations based on the requirements of Chapter COMM 83 are necessary to determine if the soils on a specific parcel of land are suitable for development proposed to be served by onsite sewage disposal systems.

Map 9 indicates that approximately 12,200 acres, or about 57 percent of the total area of the Town, are covered by soils that are unsuitable for the use of conventional onsite sewage disposal systems. These soils are distributed throughout the planning area, with significant concentrations in the Mud Lake area and east of the Milwaukee River. Areas covered by soils suitable for the use of conventional onsite systems, also shown on Map 9, encompass approximately 3,300 acres, or about 15 percent of the total area of the Town. Approximately 5,600 acres, or about 26 percent of the total area of the Town, are covered by soils whose suitability or unsuitability for the use of conventional onsite systems cannot be determined without onsite investigation. Approximately 60 acres, or less than 1 percent of the total area of the Town, are covered by soils that have been classified as "Other." The remaining approximately 490 acres, or about 2 percent of the total area of the Town, are covered by surface water.

The general pattern of soil suitability for the use of mound sewage disposal systems is shown on Map 10. Approximately 8,600 acres, or about 40 percent of the total area of the Town, are covered by soils that are unsuitable for the use of mound sewage disposal systems. Soils identified as suitable for the use of mound systems encompass approximately 8,400 acres, or about 39 percent of the total area of the Town. Approximately 4,000 acres, or about 19 percent of the total area of the Town, are covered by soils whose suitability or unsuitability for the use of mound systems cannot be determined without onsite investigation. As already noted, the remaining approximately 2 percent of the total area of the Town is covered by "Other" soils or surface water.

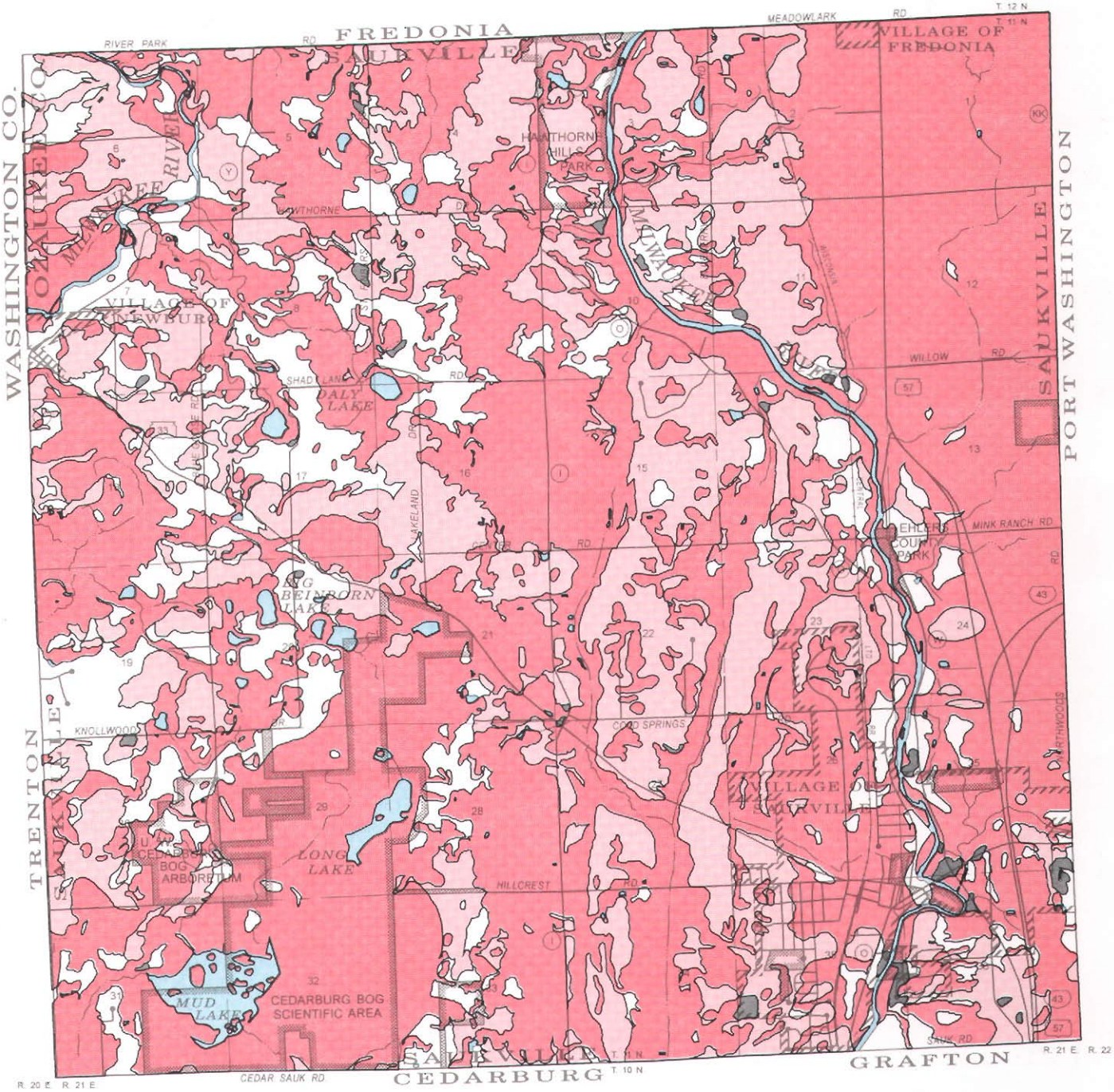
In general, areas covered by soils that are unsuitable for the use of both conventional and mound sewage disposal systems should not be considered for urban development unless public sanitary sewers are provided.

Soil Suitability for Urban Development with Public Sanitary Sewer Service

Map 11 shows the areas of the Town covered by soils having severe limitations for urban development served by public sanitary sewer facilities. Severe limitations are due to such soil properties as high water tables; erosive slopes; low bearing capacity; high shrink-swell potential; and frost heave potential. These soils are found throughout the planning area; but primarily in association with rivers, streams, floodlands, wetlands, and other low-lying areas. The development of these areas for residential use requires particularly careful planning and above average design and management to overcome the soil limitations, and such development may be expected to be more costly and difficult than in areas covered by more suitable soils.

Map 9

SUITABILITY OF SOILS FOR CONVENTIONAL ONSITE SEWAGE-DISPOSAL SYSTEMS IN THE TOWN OF SAUKVILLE STUDY AREA



UNSUITABLE: AREAS COVERED BY SOILS WHICH HAVE A HIGH PROBABILITY OF NOT MEETING THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING CONVENTIONAL ONSITE SEWAGE-DISPOSAL SYSTEMS

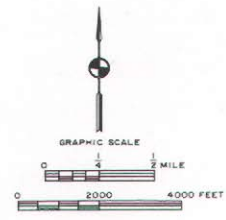
UNDETERMINED: AREAS COVERED BY SOILS HAVING A RANGE OF CHARACTERISTICS AND/OR SLOPES WHICH SPAN THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING CONVENTIONAL ONSITE SEWAGE-DISPOSAL SYSTEMS SO THAT NO CLASSIFICATION CAN BE ASSIGNED

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

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

SURFACE WATER

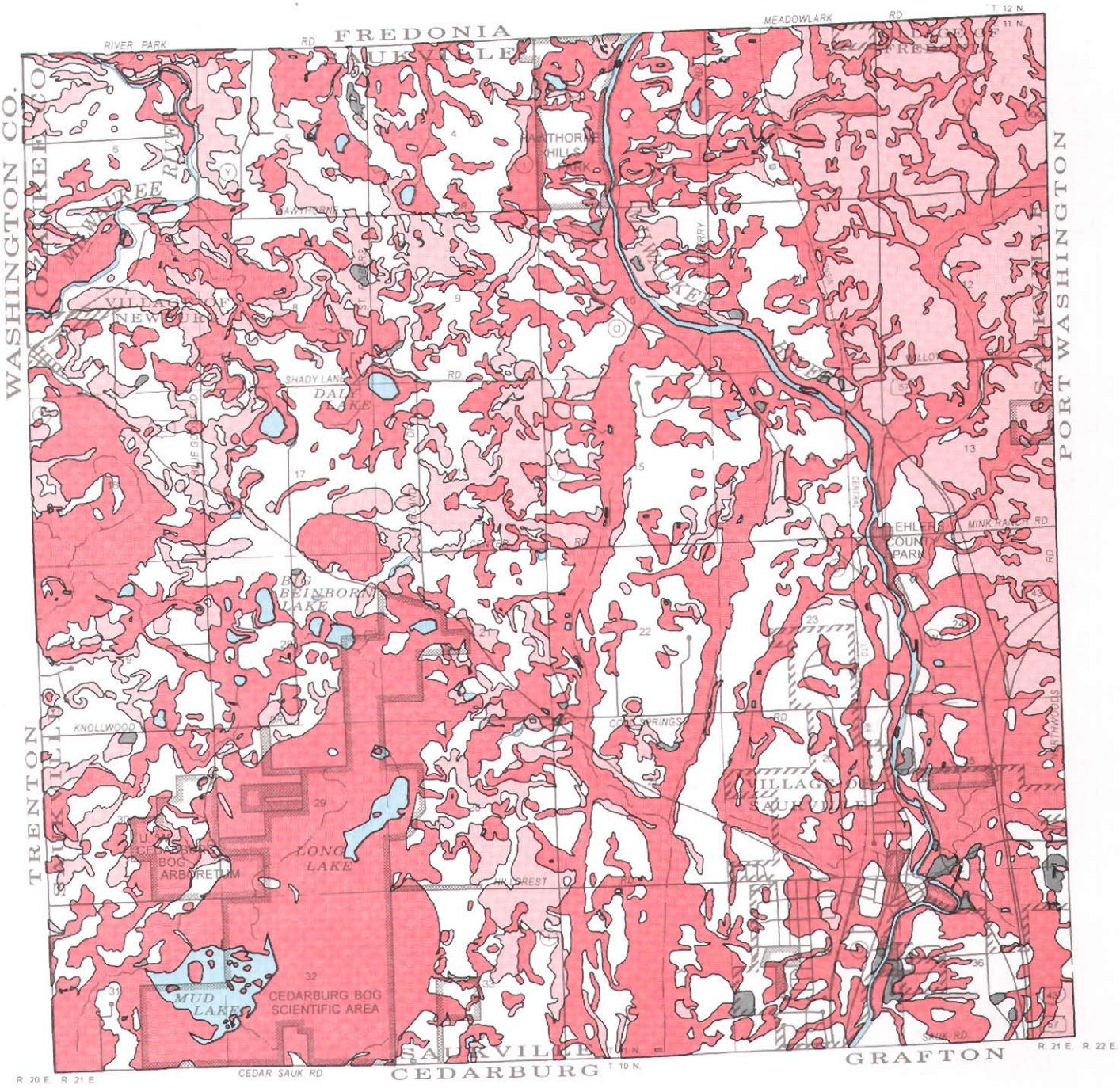
NOTE: ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A CONVENTIONAL ONSITE SEWAGE-DISPOSAL SYSTEM.



Source: SEWRPC.

Map 10

SUITABILITY OF SOILS FOR MOUND SEWAGE-DISPOSAL SYSTEMS IN THE TOWN OF SAUKVILLE STUDY AREA



UNSUITABLE: AREAS COVERED BY SOILS WHICH HAVE A HIGH PROBABILITY OF NOT MEETING THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND-SEWAGE DISPOSAL SYSTEMS

UNDETERMINED: AREAS COVERED BY SOILS HAVING A RANGE OF CHARACTERISTICS AND/OR SLOPES WHICH SPAN THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND-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 COMM 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

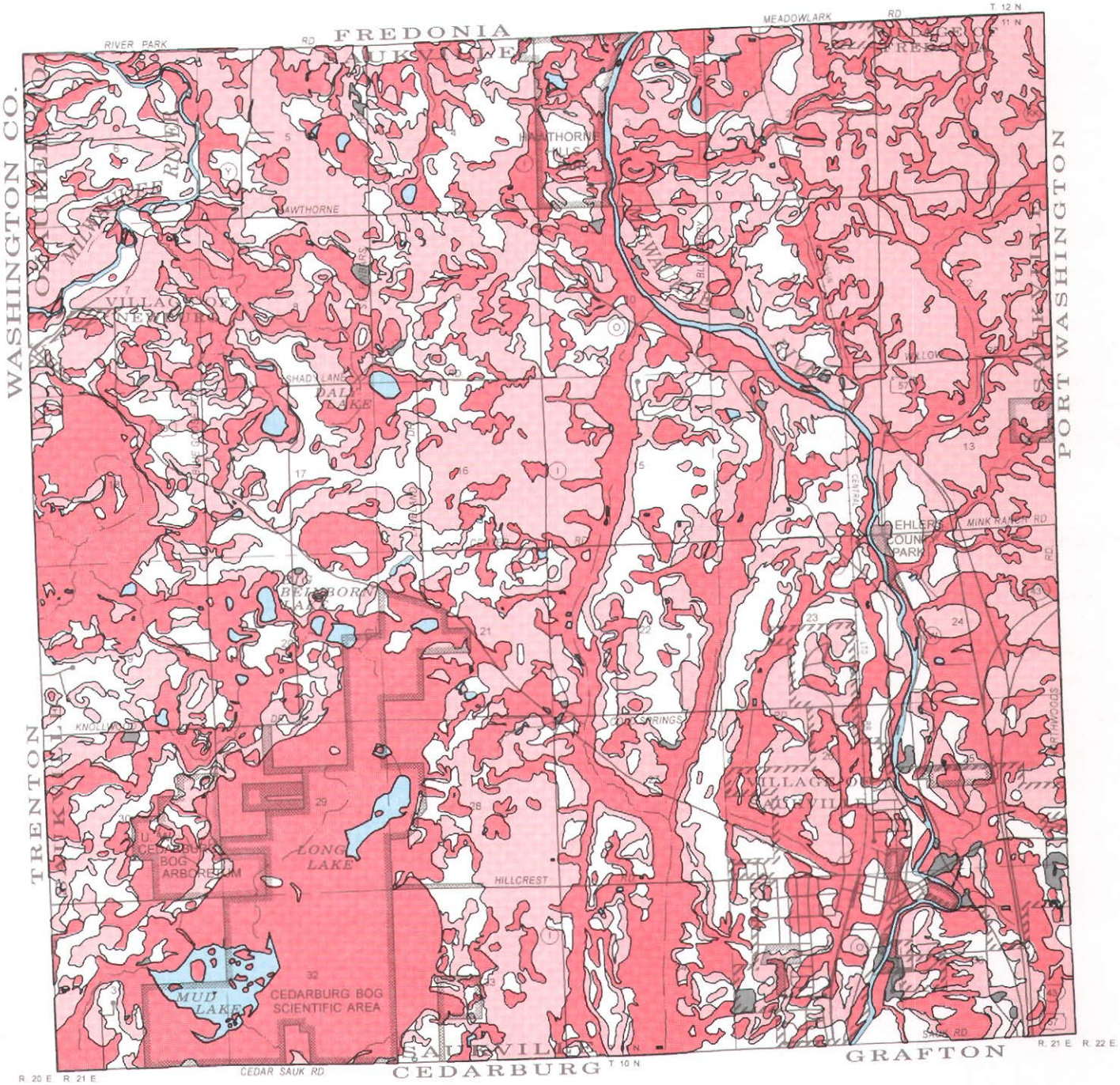
NOTE: ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A MOUND SEWAGE-DISPOSAL SYSTEM.

GRAPHIC SCALE
0 1/4 1/2 1 MILE
0 2000 4000 FEET

Source: SEWRPC.

Map 11

SUITABILITY OF SOILS FOR RESIDENTIAL DEVELOPMENT SERVED BY PUBLIC SANITARY SEWER SERVICE IN THE TOWN OF SAUKVILLE STUDY AREA



AREAS COVERED BY SOILS WHICH HAVE SEVERE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE

AREAS COVERED BY SOILS WHICH HAVE MODERATE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE

AREAS COVERED BY SOILS WHICH HAVE SLIGHT LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE

UNCLASSIFIED SOILS

SURFACE WATER

GRAPHIC SCALE

0 1/4 1/2 1 MILE

0 2000 4000 FEET

Source: SEWRPC.

Map 11 indicates that approximately 7,700 acres, or about 36 percent of the total area of the Town, are covered by soils that have severe limitations for urban development served by public sanitary sewer facilities. Approximately 7,800 acres, or about 36 percent of the total area of the Town, have moderate soil limitations; and approximately 5,500 acres, or about 26 percent of the total area of the Town, have slight soil limitations. The remaining approximately 2 percent of the total area of the Town is covered by unclassified soils or surface water.

Soils Well-Suited for Agricultural Use

Prime agricultural lands have been defined as those lands that are well suited for agricultural use and which meet specific criteria regarding agricultural soil capabilities and farm size. These criteria include: 1) the farm unit must be at least 35 acres in size; 2) at least 50 percent of the farm unit must be covered by soils that meet U. S. Natural Resources Conservation Service standards for national prime farmland or farmland of statewide importance; and 3) the farm unit is located in a block of farmland at least 100 acres in size. As shown on Map 12, approximately 8,400 acres, or about 39 percent of the Town, met these criteria in 1995, and as such, were classified as prime agricultural land.

Soil Suitability for Sand and Gravel

The regional soil survey provides an indication of the location of potential commercially workable sand and gravel deposits. The 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 13, approximately 8,700 acres of Town land are covered by soil mapping units that have been identified as probable sources of sand or gravel.

Depth to Bedrock

Knowledge of bedrock and other surficial deposits overlying the bedrock is important to land use, transportation, and other public facility and utility planning. Bedrock conditions and the overlying surficial deposits directly affect the construction costs of such urban development projects as streets, highways, and public utilities. Moreover, the placement of urban improvements in relation to the bedrock and surficial deposits may directly or indirectly affect the quality and quantity of the groundwater resources. The bedrock underlying the Town is, for the most part, covered by unconsolidated glacial deposits, attaining a thickness between zero and 150 feet. Map 14 depicts the spatial variation of the thickness of surficial deposits overlying the bedrock within the Town.

TOPOGRAPHIC FEATURES

The topography, or relative elevation of the land surface, within the Town planning area has been determined by the configuration of the bedrock geology as well as overlying glacial deposits across the landscape. In general, the topography of the Town is characterized by rounded hills or groups of hills, ridges, broad undulating plains, and poorly drained wetlands. The topography of the Town is shown on Map 22.

Slope

Slope is an important determinant of land uses practicable on a given parcel of land. Lands with steep slopes are generally poorly suited for urban development as well as for most agricultural purposes and, therefore, should be maintained in natural cover for erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasture lands, and for certain urban uses, such as carefully designed rural density residential areas. Lands which are gently sloping or nearly level are best suited to agricultural production and to high density residential, industrial, or commercial uses. It should also be noted that slope is directly related to water runoff and erosion hazards 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 more should be considered unsuitable for urban development and most types of agricultural land uses and, therefore, should be maintained in essentially natural, open uses. Data provided on Map 15 indicates that approximately 18,600 acres, or about 86 percent of the Town, has slopes of 12 percent or less while approximately 2,300 acres, or about 11 percent of the Town, has slopes greater than 12 percent. The remaining 3 percent of the Town is covered by surface water or areas for which slope data are not available.

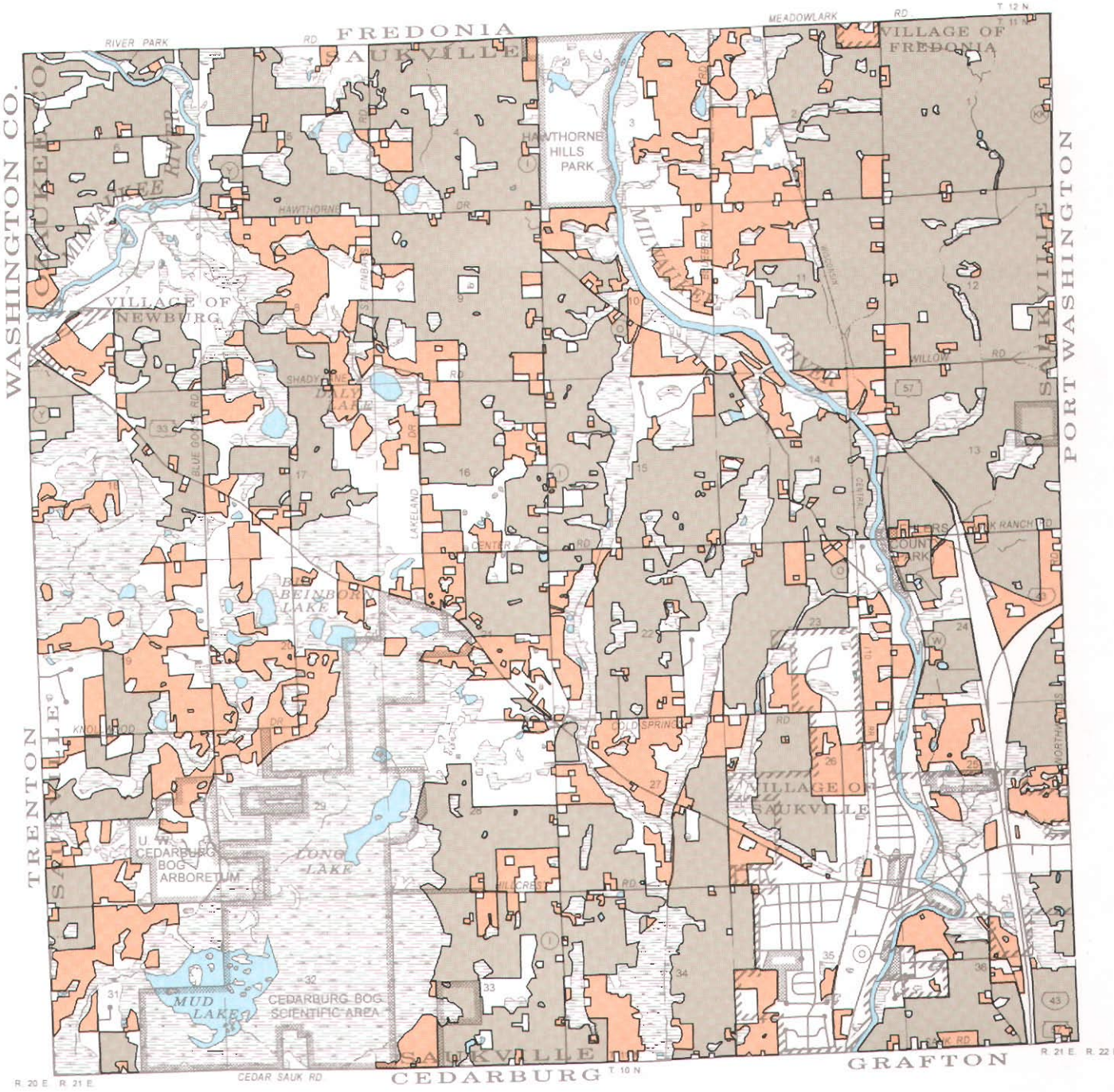
WATER RESOURCES

Watersheds and Subwatersheds

The Town is located primarily within the Milwaukee River watershed, with a small portion lying in the Sauk Creek watershed. The Milwaukee River watershed within the Town is further divided into three subwatersheds: Little Cedar Creek, Middle Milwaukee River, and Upper Lower Milwaukee River. The location of the subwatersheds and the principal subbasins within the subwatersheds is shown on Map 16. A comprehensive watershed plan for the Milwaukee River watershed is set forth in SEWRPC Planning Report No. 13, *A Comprehensive Plan for the Milwaukee River Watershed.* This plan provides informa-

Map 12

PRIME AGRICULTURAL LANDS IN THE TOWN OF SAUKVILLE STUDY AREA: 1995



PRIME AGRICULTURAL LAND

OTHER AGRICULTURAL LAND

SURFACE WATER

GRAPHIC SCALE

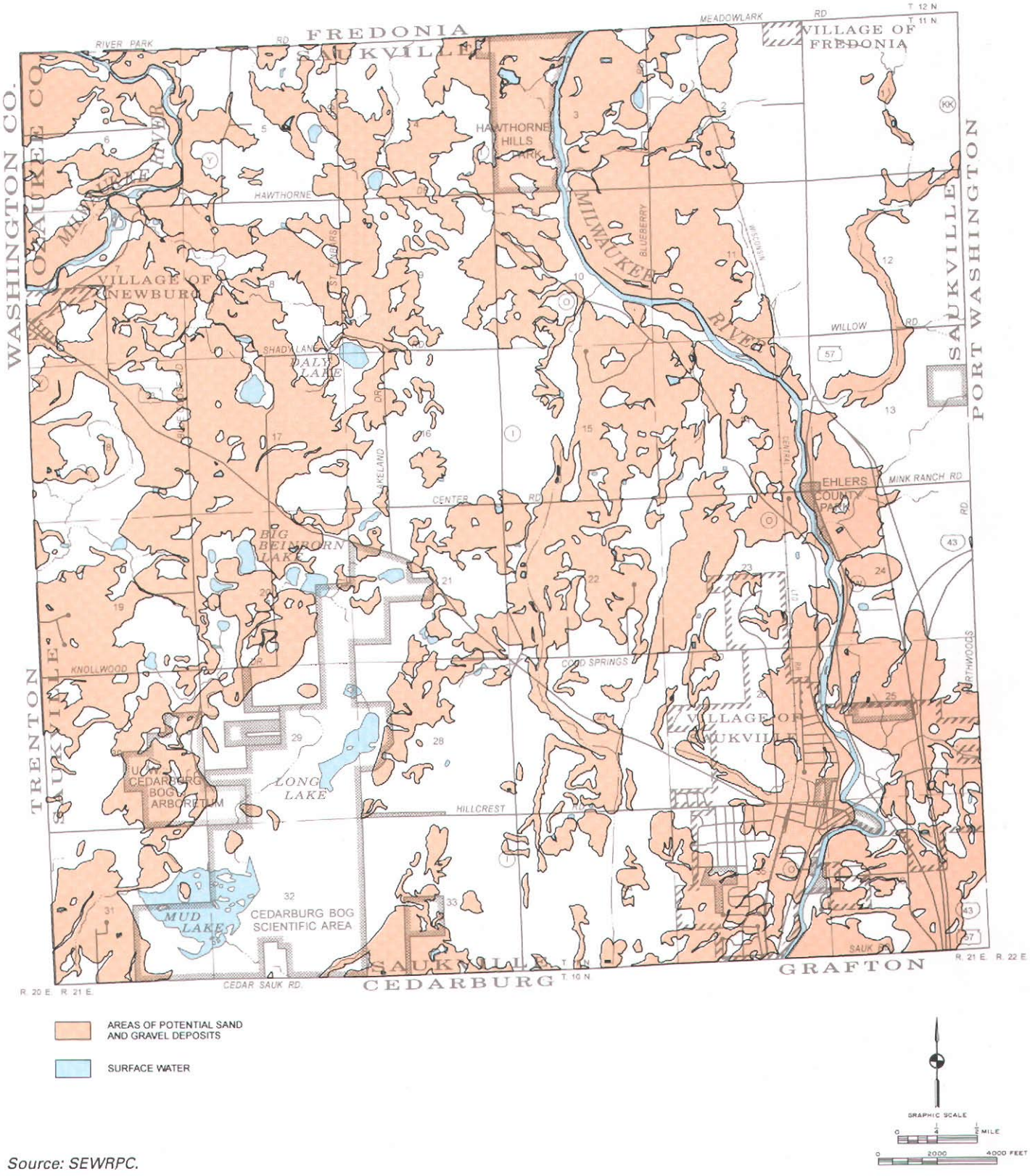
0 1/4 1/2 1 MILE

0 2000 4000 FEET

Source: SEWRPC.

Map 13

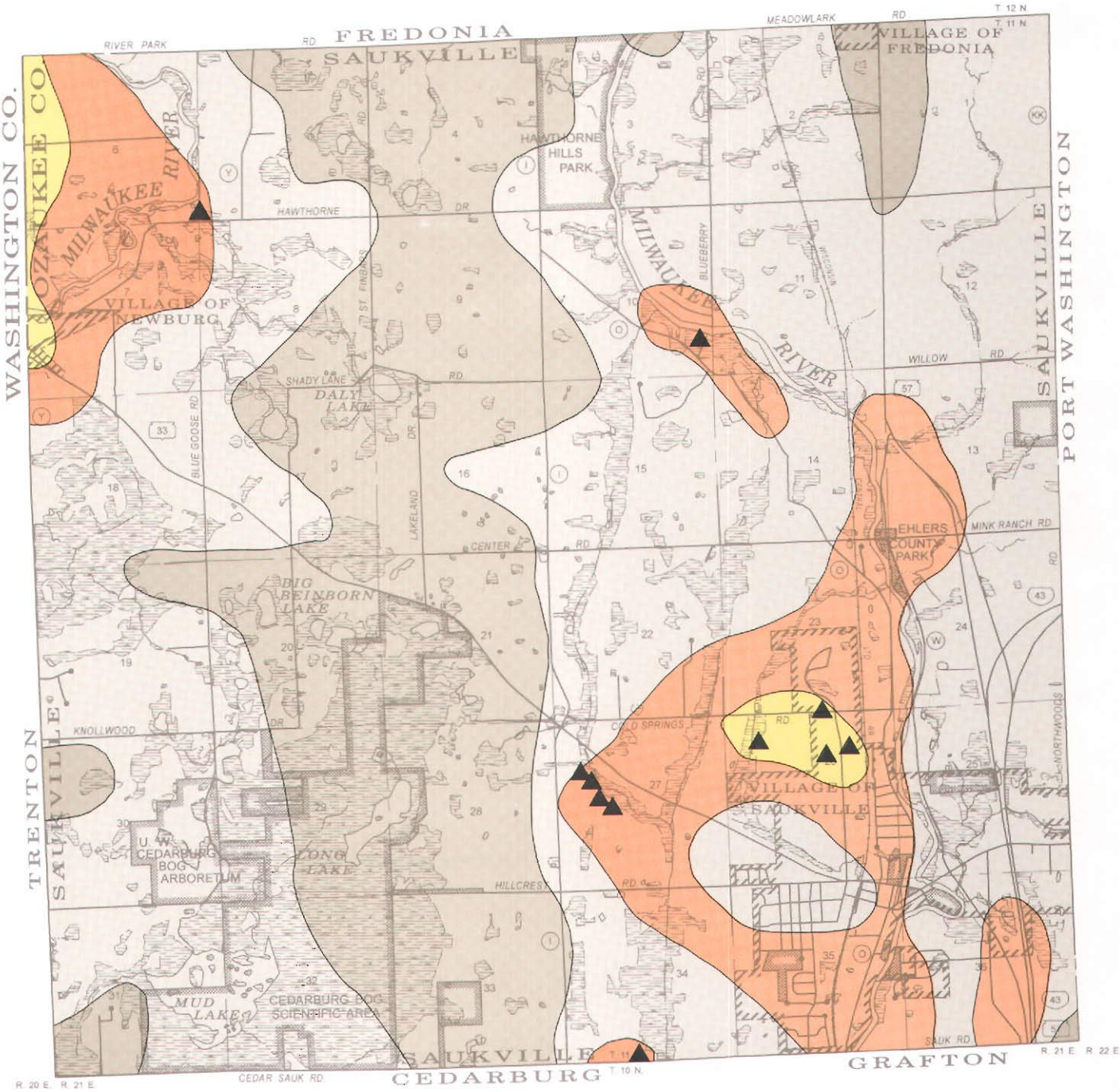
POTENTIAL SAND AND GRAVEL DEPOSITS IN THE TOWN OF SAUKVILLE STUDY AREA



Source: SEWRPC.

Map 14

DEPTH TO BEDROCK IN THE TOWN OF SAUKVILLE STUDY AREA



DEPTH IN FEET

- 0 - 25
- 25 - 50
- 50 - 100
- 100 - 150
- DEPTH RANGE BOUNDARY
- REPORTED OUTCROPS

GRAPHIC SCALE

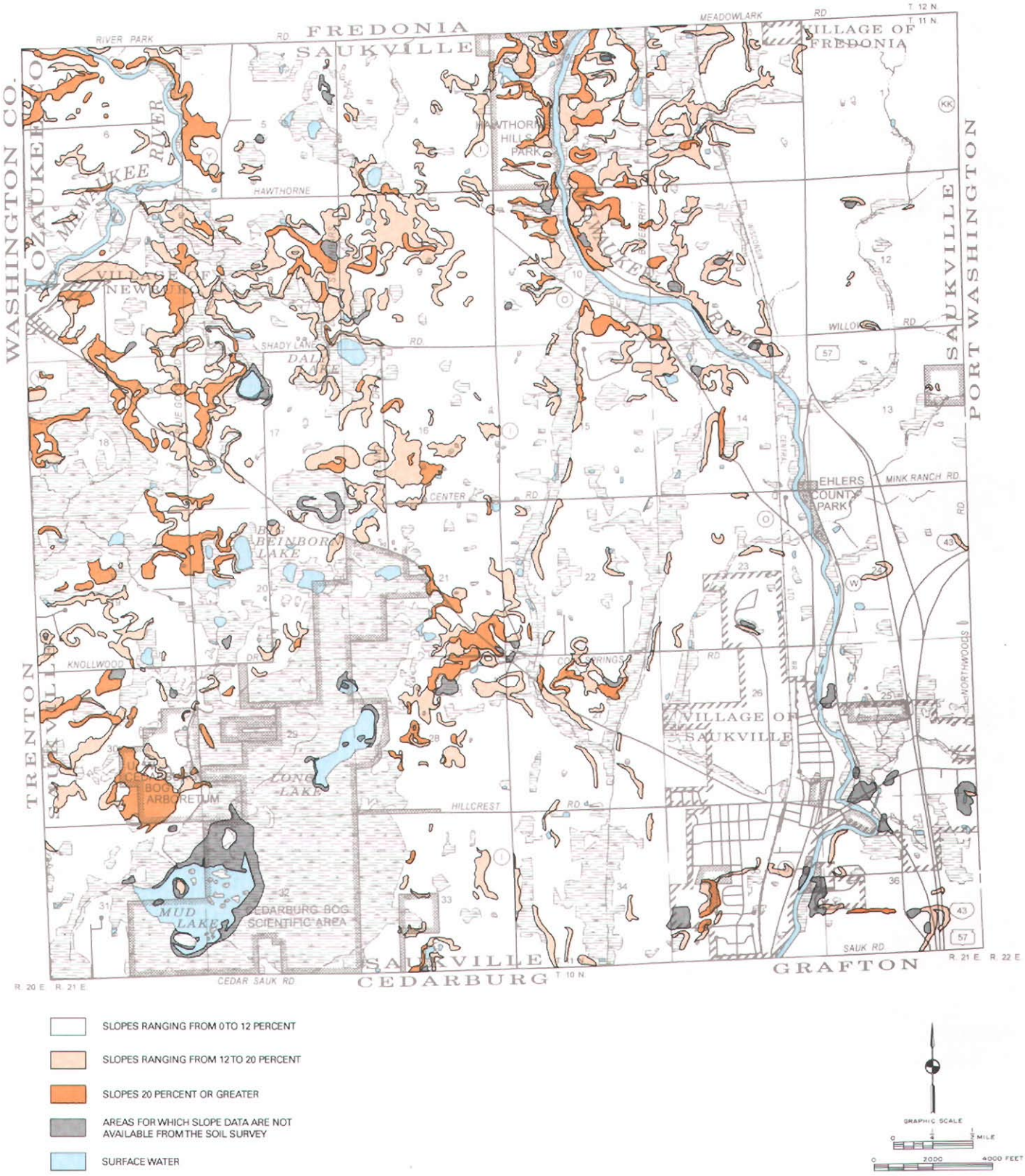
0 1/4 1/2 MILE

0 2000 4000 FEET

Source: SEWRPC.

Map 15

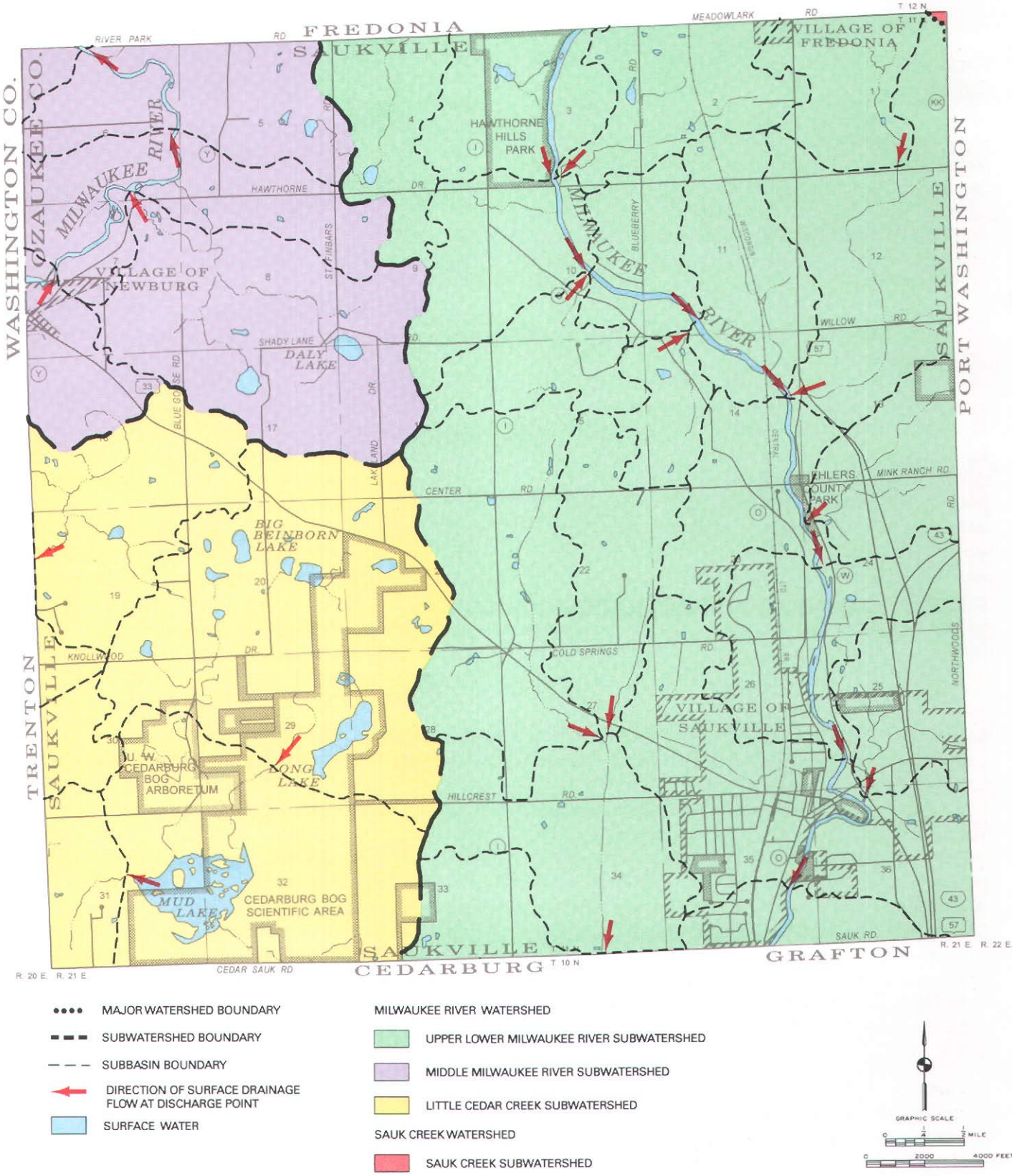
SLOPE ANALYSIS FOR THE TOWN OF SAUKVILLE STUDY AREA



Source: SEWRPC.

Map 16

WATERSHED FEATURES IN THE TOWN OF SAUKVILLE STUDY AREA



Source: SEWRPC.

tion on flood flows and stages and on the location and extent of flood hazards area, as well as on water quality conditions.

Surface Water Resources

Surface water resources, consisting of rivers, streams, lakes, and associated floodlands, form a particularly important element of the natural resource base. Surface water resources influence the physical development, provide recreational opportunities, and enhance the aesthetic quality of the planning area. Lakes and streams constitute a focal point for water related recreational activities; provide an attractive setting for residential development; and, when viewed in the context of open space areas, greatly enhance the aesthetic quality of the environment. Lakes and streams are readily susceptible to degradation through improper 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; sanitary sewer overflows; urban runoff, including 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 riparian areas in combination with the filling of peripheral wetlands, which removes valuable nutrient and sediment traps while adding nutrient and sediment sources. Surface water resources in the Town are shown on Map 17, and are described in more detail below.

Lakes

Lakes have been classified by the Regional Planning Commission as either major or minor. Major lakes have 50 acres or more of surface water area; minor lakes have less than 50 acres of surface water area. The Town includes one major lake—Mud Lake—a 245 acre lake located in the Cedarburg Bog Scientific Area. Minor lakes in the Town include Big Bienborn Lake, Daly Lake, Donut Lake, Hanson Lake, Little Bienborn Lake, Long Lake, and Roeckl Lake. There are, in addition, a limited number of smaller, generally unnamed lakes and ponds in the Town. Combined, these lakes provide approximately 322 acres of surface water in the Town.

Streams

Rivers and streams are classified as either perennial or intermittent. Perennial streams are defined as watercourses which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Intermittent streams are defined as watercourses which do not maintain a continuous flow throughout the year. The Town includes a major perennial stream—the Milwaukee River—which flows northeast to north through the northwestern corner of the Town and from north to south through the eastern one-half of the Town. The Milwaukee River and its tributaries provide approximately 12.8 miles of perennial streams in the Town. Additionally, there are approximately 38.3 miles of intermittent streams in the Town.

Floodlands

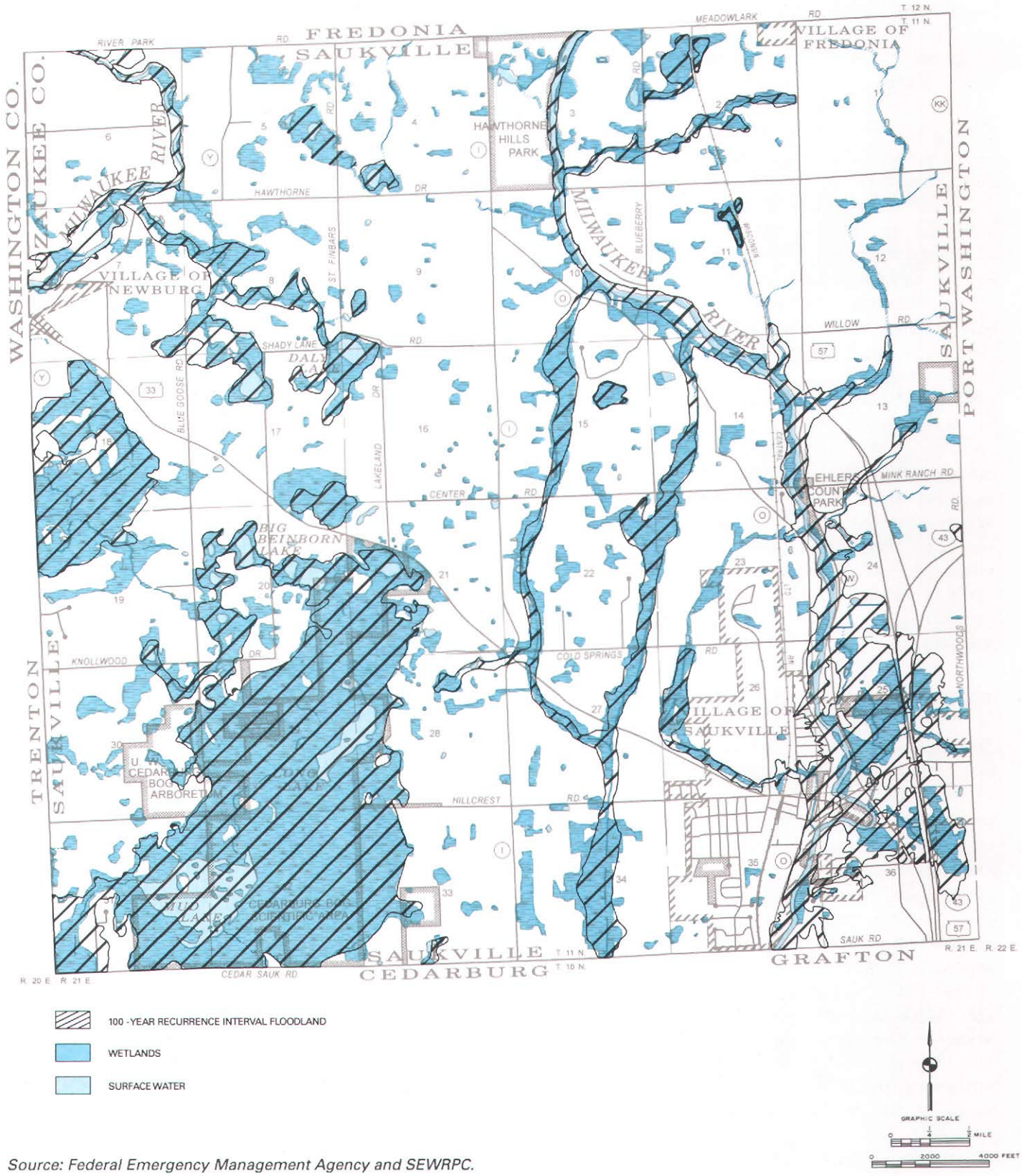
The floodlands of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This is the flood that may be expected to be reached or exceeded in severity once in every 100 years. 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, generally, of soils poorly suited to urban uses. The floodland areas also generally contain important elements of the natural resource base such as high-value woodlands, wetlands, and wildlife habitat and, therefore, constitute prime locations for parks and open space areas. Every effort should be made to discourage indiscriminate and incompatible urban development on floodlands, while encouraging compatible park and open space uses.

Floodlands in the Town were originally delineated by the Regional Planning Commission in the Milwaukee River watershed study. The findings and recommendations of that study are set forth in SEWRPC Planning Report No. 13, *A Comprehensive Plan for the Milwaukee River Watershed*, published in 1971. In 1991, the floodland data for the Milwaukee River watershed were reviewed and updated, as necessary, by the Federal Emergency Management Agency (FEMA) when that agency completed a Federal flood insurance study for Ozaukee County.

The location and extent of the delineated floodlands in the Town are shown on Map 17. These floodlands are regulated by Ozaukee County under State-mandated, county-wide floodland and shoreland zoning. In 1991, approximately 5,100 acres, or about 24 percent of the total area of the Town, were located within 100-year recurrence interval flood hazard areas.

Map 17

SURFACE WATER, WETLANDS, AND FLOODLANDS IN THE TOWN OF SAUKVILLE STUDY AREA: 1995



Source: Federal Emergency Management Agency and SEWRPC.

WETLANDS

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency, and with a duration, sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs, and similar areas. As shown on Map 17, in 1995, wetlands covered approximately 5,000 acres, or about 23 percent of the total area of the Town.

Wetlands are generally unsuited or poorly suited for most agricultural or urban development purposes. Wetlands, however, have important recreational and ecological values. Wetlands contribute to flood control and water quality enhancement, since such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows and to trap sediments, nutrients, and other water pollutants. Additional important natural functions of wetlands, which make them particularly valuable resources, include the provision of breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife. In view of the important natural functions of wetland areas, continued efforts should be made to protect these areas by discouraging wetland draining, filling, and urbanization, which can be costly in both monetary and environmental terms.

WOODLANDS

Woodlands are defined as those upland areas one acre or more in size having 17 or more deciduous trees per acre, each measuring at least four inches in diameter at breast height, and having 50 percent or more tree canopy coverage. Coniferous tree plantations and reforestation projects are also classified as woodlands. Woodlands have value beyond any monetary return for forest products. Under good management woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water, and regulating surface water runoff, the maintenance of woodlands within the planning area can contribute to the maintenance of a diversity of plant and animal life. The existing woodlands in the planning area, which required a century or more to develop, can be destroyed through mismanagement in a relatively short time. The deforestation of hillsides contributes to rapid storm water runoff, the siltation of lakes and streams, and the destruction of wildlife habitat.

Woodlands, as shown on Map 18, occur in small scattered pockets throughout the Town. In 1995, upland wooded areas covered approximately 1,375 acres, or about 6 percent, of the total area of the Town. These woodlands should be maintained for their scenic, wildlife habitat, open space, educational, recreational, and air and water quality protection values.

WILDLIFE HABITAT

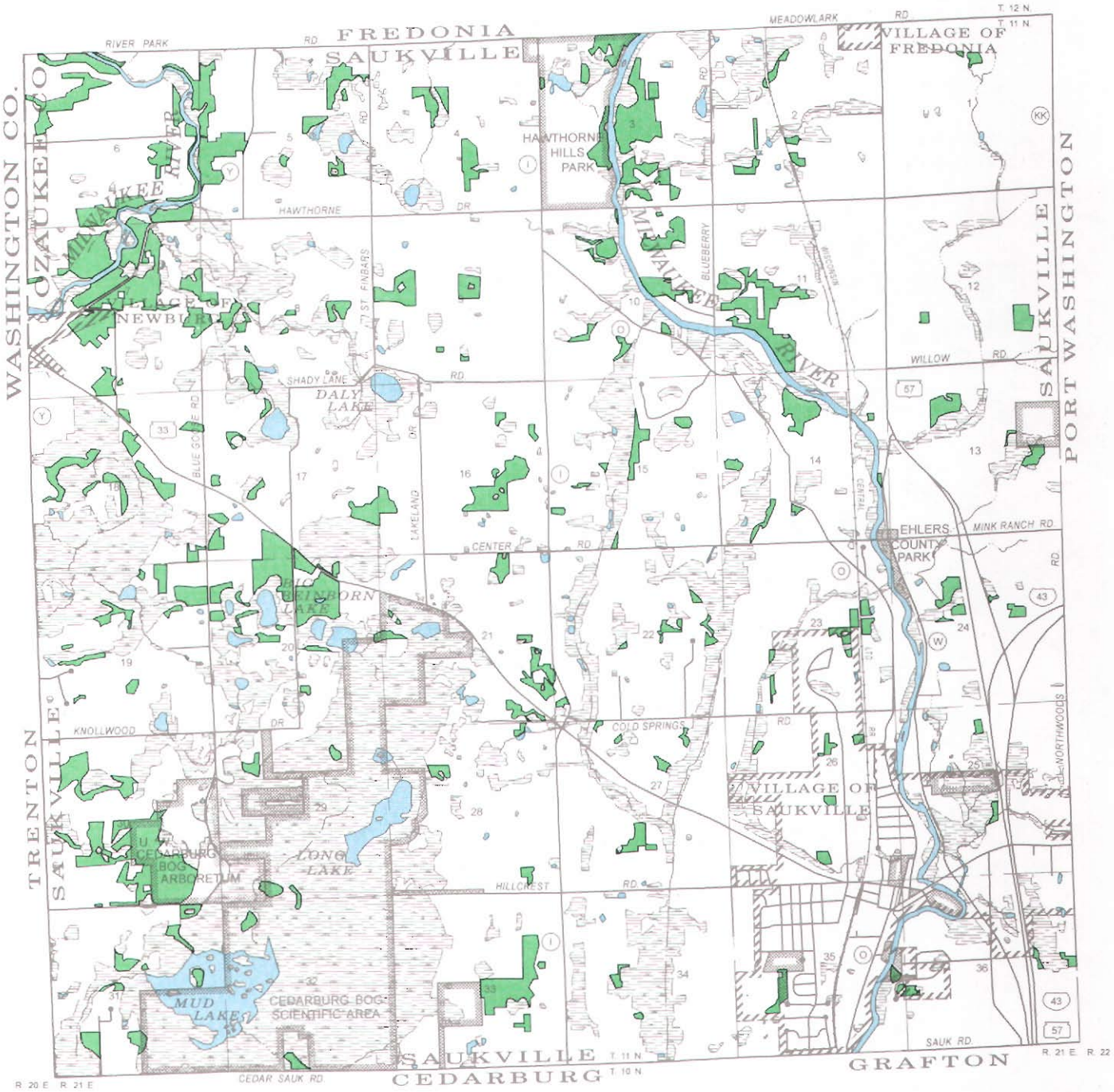
Wildlife in the Town includes species such as rabbit, squirrel, fox, raccoon, whitetail deer, pheasant, and turkey, as well as various water fowl. The wildlife habitat areas provide valuable recreation opportunities and constitute an invaluable aesthetic asset to the Town. The spectrum of wildlife species originally present in the Town has, along with the habitat, undergone tremendous alterations since settlement by Europeans and the subsequent clearing of forests and draining of wetlands for agricultural purposes. Modern day practices that affect wildlife and wildlife habitat include the excessive use of fertilizers and pesticides, road salting, heavy traffic which produces disruptive noise levels and damaging air pollution, and the introduction of domestic animals. It is therefore important to protect and preserve remaining wildlife habitat in the Town.

In 1985, the Regional Planning Commission and the Wisconsin Department of Natural Resources cooperatively conducted an inventory of the Region's wildlife habitats. The results of that inventory, as it pertains to the Town, are shown on Map 19. The inventory identified and delineated three classes of wildlife habitat: 1) Class I, defined as wildlife habitat areas containing good diversity of wildlife, large enough to provide all of the habitat requirements for each species, and generally located near other wildlife habitat areas; 2) Class II, defined as wildlife areas lacking one of the three criteria necessary for a Class I designation; and 3) Class III, defined as wildlife habitat areas that are generally remnant in nature and lack two of the three criteria for Class I designation.

As shown on Map 19, wildlife habitat areas in the Town generally occur in association with existing surface water, wetland, and woodland resources, and covered approximately 8,400 acres, or about 39 percent of the total area of the Town. Of this habitat area, approximately 4,600 acres, or about 55 percent were rated as Class I; approximately 2,500 acres, or about 30 percent were rated as Class II; and the remaining approximately 1,300 acres, or about 15 percent were rated as Class III. The Class I wildlife habitat areas should be maintained in essentially natural, open uses.

Map 18

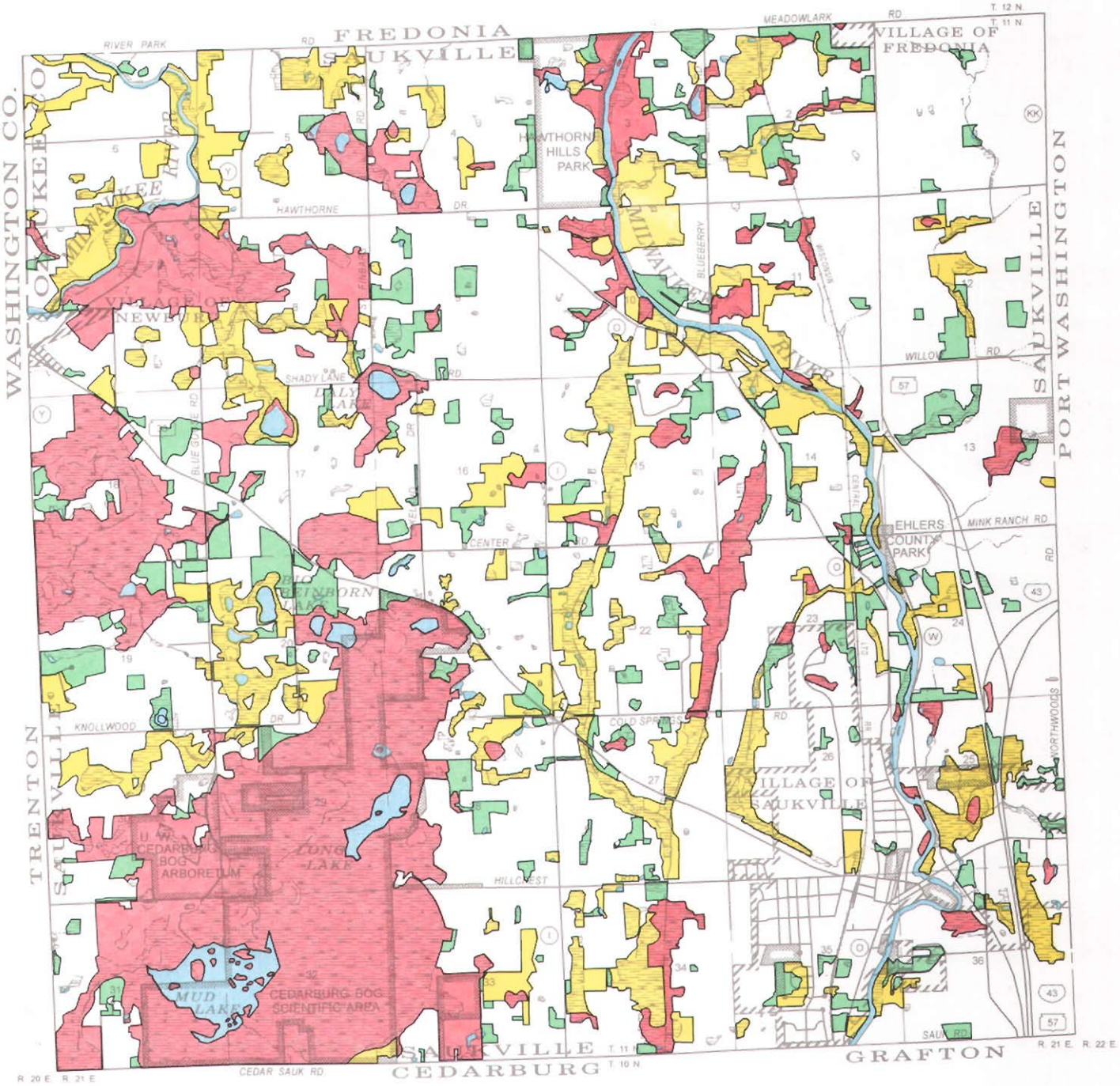
WOODLANDS IN THE TOWN OF SAUKVILLE STUDY AREA: 1995



Source: SEWRPC.

Map 19

WILDLIFE HABITAT AREAS IN THE TOWN OF SAUKVILLE STUDY AREA: 1985



CLASS 1, HIGH VALUE HABITAT

CLASS 2, MEDIUM VALUE HABITAT

CLASS 3, GOOD VALUE HABITAT

SURFACE WATER

NOTE: WILDLIFE HABITAT MAY BE LOCATED WITHIN SURFACE WATER FEATURES AND CONSISTS OF DEEP MARSH AREAS HAVING SUBMERGENT, EMERGENT, AND FREE-FLOATING VEGETATION.

GRAPHIC SCALE

0 1/4 1/2 1 MILE

0 2000 4000 FEET

Source: Department of Natural Resources and SEWRPC.

NATURAL AREAS

Natural areas are defined as tracts of land or water so little modified by human activities that they contain intact native plant and animal communities believed to be representative of the pre-European settlement landscape. Based on the current condition of each natural area, each site was classified into one of the following three categories: Natural area 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 the three 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 activities such as logging, grazing, water level changes, and pollution; the commonness of the plant and animal communities present; unique natural features within the area; the size of the area; and the area's educational value.

A comprehensive inventory of natural area sites in the Southeastern Wisconsin Region was completed by the Regional Planning Commission in 1994. A protection and management plan for known natural areas and critical species habitat sites within the Region is set forth in SEWRPC Planning Report No. 42, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997. As shown on Map 20 and Table 13, there were 13 known natural areas in the Town in 1994, encompassing a total of approximately 3,200 acres, or about 15 percent of the Town. The Cedarburg Bog and the Sapa Spruce Bog, both located in the southwest portion of the Town, and portions of the Riveredge Nature Center, located in the northwest portion of the Town, together encompass approximately 2,200 acres and were classified as natural areas of statewide or greater significance. Seven other sites, collectively approximating 900 acres within the Town, were classified as natural areas of countywide or regional significance. Three additional sites, collectively approximating 60 acres within the Town, were classified as natural areas of local significance.

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

As defined by the Regional Planning Commission, environmental corridors are elongated areas in the landscape that encompass concentrations of recreational, aesthetic, ecological, and cultural resources and which, therefore, should be preserved and protected in essentially natural, open uses. Such areas generally include one or more of the following elements of the natural resource base which are essential for maintaining both the ecological balance and natural beauty of the region: 1) soils and topography; 2) water resources, including watershed boundaries; rivers, streams, lakes and associated floodlands; and wetlands; 3) woodlands; 4) prairies; and 5) wildlife habitat areas. Elements that are closely related to the natural resource base include park and open space sites and scientific and natural areas.

Map 21 shows the location and extent of environmental corridors and other environmentally significant areas, termed "isolated natural resource areas," within the planning area as delineated by the Regional Planning Commission.[2]

The essentially linear corridors represent a composite of the best remaining elements of the natural resource base in the Town and have immeasurable environmental and recreational value. Preservation of the primary environmental corridors, and careful consideration of preserving secondary environmental corridors and isolated natural resource areas, in an essentially open, natural state—including park and open space uses and rural density residential uses—will serve to maintain a high level of environmental quality in the area, protect the natural beauty of the area, and provide valuable recreational opportunities. Preservation will also avoid the creation of serious and costly environmental and developmental problems such as flood damage, poor drainage, wet basements, failing pavements and other structures, excessive infiltration of clear waters into sanitary sewers, and water pollution.

Primary Environmental Corridors

In 1995, as shown on Map 21, approximately 5,880 acres, or about 28 percent of the total area of the Town, consisted of primary environmental corridors. The protection of primary environmental corridors from intrusion by incompatible rural and urban uses, and thereby from degradation and destruction, should be one of the principal objectives of a local development plan.

---

[2]*A description of the process of refining the delineation of environmental corridors in southeastern Wisconsin is presented in SEWRPC* Technical Record, *Vol. 4, No. 2, pages 1 through 21.*

Secondary Environmental Corridors

In 1995, as shown on Map 21, approximately 345 acres, or less than 2 percent of the total area of the Town, consisted of secondary environmental corridors. Secondary environmental corridors in the Town are generally located along intermittent streams. These secondary environmental corridors often contain remnant resources from former primary environmental corridors which have been developed for intensive agricultural purposes. Secondary environmental corridors facilitate surface water drainage, maintain clusters of natural resource features, and provide for the movement of wildlife, as well as for the movement and dispersal of seeds for a variety of plant species. Such corridors should be preserved in essentially open natural uses as development proceeds within the planning area, particularly when the opportunity is presented to incorporate such corridors into storm water detention areas, associated drainageways, trails, and neighborhood parks and open space.

Isolated Natural Resource Areas

In addition to the primary and secondary environmental corridors, other, small concentrations of natural resource base elements exist within the Town. These resource base elements are isolated from the environmental corridors by urban development or agricultural uses and, although separated from the environmental corridor network, may have important residual natural values. Isolated natural features may provide the only available wildlife habitat in an area, provide good locations for local parks and nature areas, and lend aesthetic character and natural diversity to an area. Important isolated natural resource areas within the Town include a geographically well-distributed variety of isolated wetlands, woodlands, and wildlife habitat. These isolated natural resource areas should be protected and preserved in a natural state whenever possible. As shown on Map 21, approximately 380 acres, or about 2 percent of the total area of the Town, consisted of isolated natural resource areas in 1995.

RESOURCE-RELATED ELEMENTS

Park and open space sites, while not strictly defined as part of the natural resource base, are closely linked to the underlying natural resource base. Park and open space sites may be enhanced by the presence of natural resource features; conversely, the commitment of land to parks and open space contributes to the preservation of existing resource features.

Existing Outdoor Recreation and Open Space Sites

An inventory of park and open space sites and outdoor recreational facilities in the Town study area indicates that, in 1995, there were 21 such sites, encompassing approximately 3,027 acres, or about 14 percent of the total area of the study area. Thirteen sites, encompassing approximately 2,088 acres were publicly owned, while the remaining eight sites, encompassing approximately 939 acres were owned privately by individuals or organizations. Two of the most notable publicly held sites included the Cedarburg Bog Scientific Area, an approximately 1,430 acre preserve located in the southwestern portion of the Town, and Hawthorne Hills County Park, a 290 acre park located in the northern part of the Town along the Milwaukee River.

Although the study area included a significant number of park and open space sites that provided a variety of recreational opportunities for Town residents, the Town itself did not own any of the sites identified in the inventory. Specific park and open space sites within the study area are shown on Map 22, and listed in Table 14.

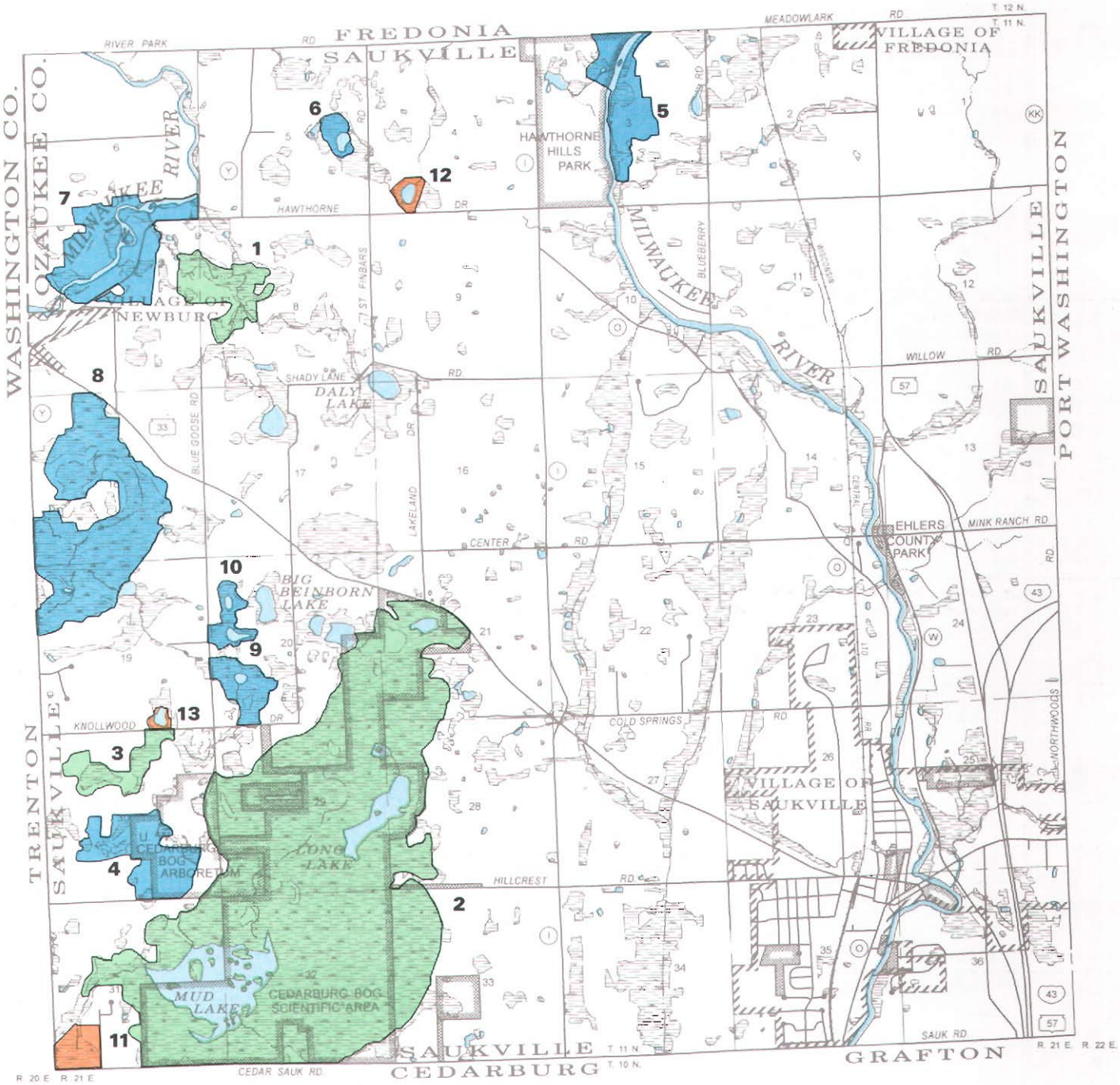
Scenic Overlooks

Scenic overlooks are defined as areas that provide a panoramic or picturesque view. There are two important components of a scenic overlook: the picturesque view itself, which usually consists of a diversity of natural or cultural features, and the vantage point or viewpoint from which to observe the diversity of features. In identifying the scenic overlooks in the Town, three basic criteria were applied: 1) a variety of features to be viewed should exist harmoniously in a natural or rural landscape, 2) there should be one dominant or particularly interesting feature, such as a river or lake, which serves as a focal point of the picturesque view, and 3) the viewpoint should present an unobstructed observation point from which the variety of natural features can be seen.

An inventory of scenic overlooks meeting these criteria was conducted. Using the best available topographic maps, areas with a relief greater than 30 feet and a slope of 12 percent or greater were identified. Areas of steep slope with a ridge of at least 200 feet in length and a view of at least three features, including surface water, wetlands, woodlands, or agricultural lands within approximately one-half mile of the ridge were identified as scenic overlooks. In the Town of Saukville, 122 scenic overlooks were identified. The topography and location of scenic overlooks are shown on Map 22.

Map 20

NATURAL AREAS IN THE TOWN OF SAUKVILLE STUDY AREA: 1994



NATURAL AREAS OF STATEWIDE OR GREATER SIGNIFICANCE (NA-1)

NATURAL AREAS OF COUNTYWIDE OR REGIONAL SIGNIFICANCE (NA-2)

NATURAL AREAS OF LOCAL SIGNIFICANCE (NA-3)

7 REFERENCE NUMBER IN TABLE 13

SURFACE WATER

GRAPHIC SCALE

0 1/4 1/2 1 MILE

0 2000 4000 FEET

Source: Wisconsin Department of Natural Resources and SEWRPC.

Table 13

NATURAL AREAS IN THE TOWN OF SAUKVILLE: 1994

Number on Map 20	Area Name	Classification Code[a]	Location	Ownership	Size (Acres)	Description and Comments
1	Riveredge Creek and Ephemeral Pond State Natural Area	NA-1 (SNA, RSH)	T11N, R21E Sections 7, 8 Town of Saukville	Riveredge Nature Center and other private	97	Second-order streams of exceptionally high water quality, fed by three first-order branches, all of which are spring-fed. Contains a stable, well-balanced, diverse fauna. Surrounding vegetation is a complex of second-growth northern wet-mesic forest, conifer swamp, shrub-carr, alder thicket, and young maple-beech and aspen woods. Contains a good population of the forked aster (Aster furcatus), a State-designated threatened species
2	Cedarburg Bog State Natural Area	NA-1 (SNA, RSH)	T11N, R21E Sections 19, 20,21,28,29,30, 31,32,33 Town of Saukville	Department of Natural Resources, University of Wisconsin-Milwaukee, and private	2,009	One of the largest and least disturbed bogs in eastern Wisconsin, containing an extensive conifer swamp forest, open bog, a shallow hard-water drainage lake, and mesic woods on isolated islands. A portion of the area contains a string bog, characterized by noticeable ridges running perpendicular to water flow. This is the southern-most example in the world. The very high species diversity includes a large number of regionally rare species, many of which are northern relicts. A National Natural Landmark
3	Sapa Spruce Bog State Natural Area	NA-1 (SNA, RSH)	T11N, R21E Section 30 Town of Saukville	University of Wisconsin-Milwaukee and private	59	High-quality acid bog dominated by black spruce at one of its southernmost locations in Wisconsin. The rich, diverse flora includes at least six species of sphagnum moss
4	Cedarburg Beech Woods State Natural Area	NA-2 (SNA, RSH)	T11N, R21E Section 30 Town of Saukville	University of Wisconsin-Milwaukee and private	130	Good-quality, mature, beech- and sugar maple-dominated southern mesic forest in a moraine area of low gravelly hills and kettle holes. Disturbance, including past selective logging and grazing, appears to be minimal. Grades into lowland forest to north and northeast. Historically a site of scientific research
5	Milwaukee River Mesic Woods	NA-2 (RSH)	T11N, R21E Section 3 Town of Saukville T12N, R21E Section 34 Town of Fredonia	Ozaukee County, Girl Scouts of Milwaukee Area, Inc., and other private	382	Morainal deposits along a two-mile stretch of the Milwaukee River support moderate- to good-quality upland mesic woods, with lowland hardwoods in depressions. Species diversity is generally good throughout
6	Ducks Limited Bog	NA-2	T11N, R21E Section 5 Town of Saukville	Ducks Limited and other private	21	Good-quality sphagnum bog on north side of a shallow lake and bordered by a deep moat. Typical acid-bog species present include leatherleaf, round-leaved sundew, snake-mouth orchid, grass-pink orchid, bog rosemary, blueberry, winterberry, pitcher plant, and cranberry. Area south of lake is more disturbed

Table 13 (continued)

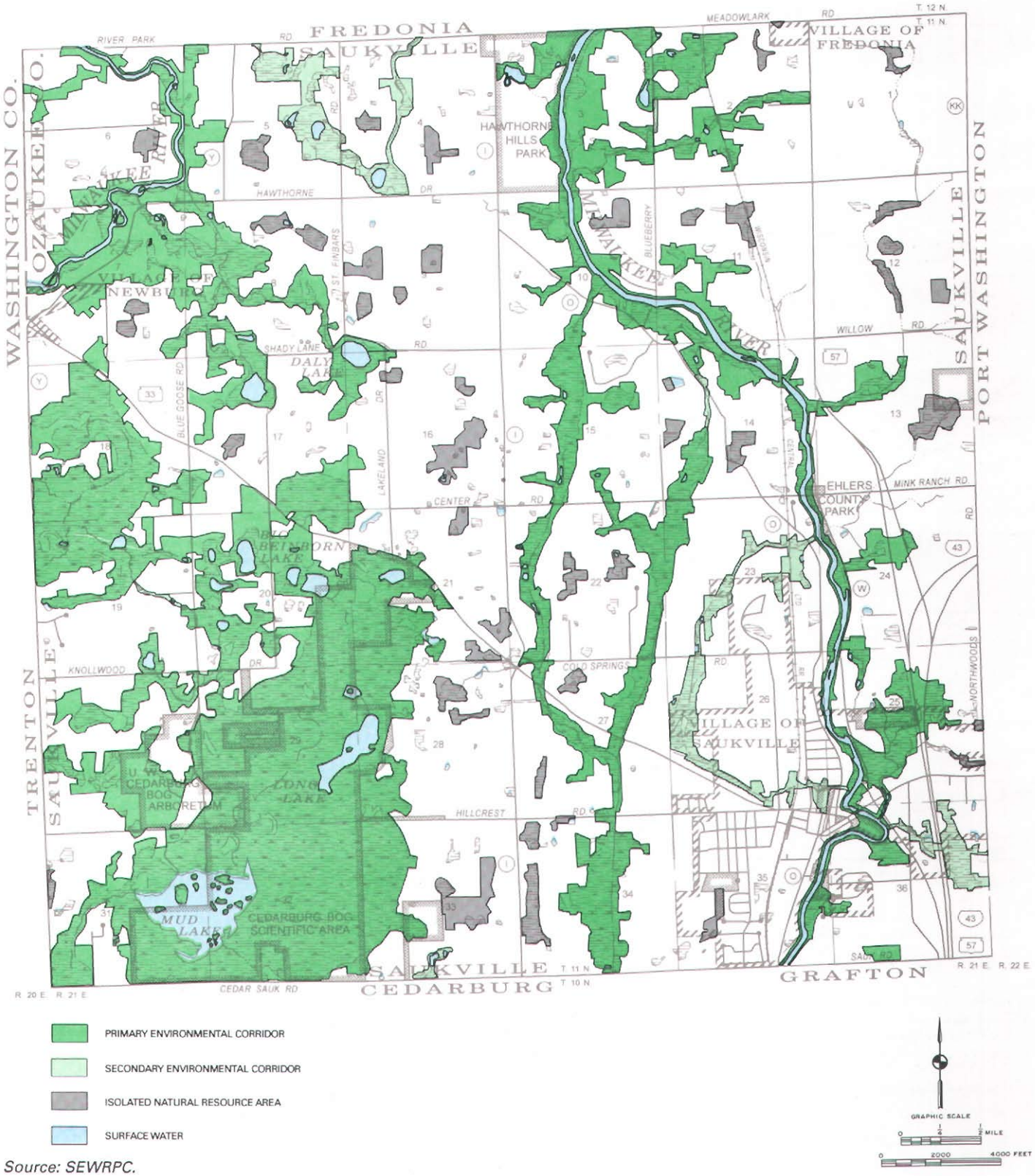
Number on Map 20	Area Name	Classification Code[a]	Location	Ownership	Size (Acres)	Description and Comments
7	Riveredge Mesic Woods	NA-2 (RSH)	T11N, R21E Sections 6,7 Town of Saukville	Riveredge Nature Center and other private	212	Good-quality regenerating stand of mesic woods and lowland hardwoods bordering the Milwaukee River. Trees are medium-aged. A variety of habitats supports a rich species complement, including several uncommon species. Disturbed by highway and residences in the southern portion of the woods. Area north of Milwaukee River is wetter and more disturbed. Much of woods owned by Riveredge Nature Center
8	Kinnamon Conifer Swamp	NA-2 (RSH)	T11N, R21E Sections 18,19 Town of Saukville	Private	382	A large wooded lowland, containing a combination of good-quality northern wet-mesic forest of white cedar and northern hardwoods swamp of black ash. Low glacial ridges within the swamp support mesic upland woods. Past disturbance appears, overall, to be minimal. The good, diverse northern understory includes a number of regionally uncommon species
9	South Conifer Swamp	NA-2	T11N, R21E Section 20 Town of Saukville	Private	52	Good-quality conifer swamp containing typical northern species. One of the few sites in the Region in which black spruce is present. Small lake is bordered by a narrow cattail fringe. Contains headwaters of Cedarburg Bog
10	Max's Bog	NA-2 (RSH)	T11N, R21E Section 20 Town of Saukville	Private	30	Two small, undeveloped, shallow lakes surrounded by good-quality bog mats. The area contains a number of species with more northern affinities
11	Cedar-Sauk Low Woods	NA-3	T10N, R21E Sections 5,6 Town of Cedarburg T11N, R21E Section 31 Town of Saukville T11N, R20E Section 36 Town of Trenton	Private	204 (Plus 14 in Washington County)	Lowland hardwood forest of silver maple, green and black ash, and American elm, with evidence of abundant past disturbances, including grazing, power-line right-of-way, and two highways. Stream flows through area from Cedarburg Bog
12	Hansen's Lake Wetland	NA-3	T11N, R21E Section 4 Town of Saukville	Private	13	Small but good-quality lake surrounded by cattails, shrub-carr, and lowland hardwoods, with scattered tamaracks. Lake is stocked with bluegills
13	Knollwood Road Bog	NA-3	T11N, R21E Section 19 Town of Saukville	Private	9	Small lake surrounded by a sphagnum mat, shallow marsh, and lowland hardwoods

[a]NA-1 identifies Natural Area sites of statewide or greater significance.
NA-2 identifies Natural Area sites of countywide or regional significance.
NA-3 identifies Natural Area sites of local significance.
SNA, or State Natural Area, identifies those sites officially designated as State Natural Areas by the State of Wisconsin Natural Areas Preservation Council.
RSH, or Rare Species Habitat, identifies those sites which support rare, threatened, or endangered animal or plant species officially designated by the Wisconsin Department of Natural Resources.

Source: Wisconsin Department of Natural Resources and SEWRPC.

Map 21

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE TOWN OF SAUKVILLE STUDY AREA: 1995



PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL RESOURCE AREA

SURFACE WATER

GRAPHIC SCALE

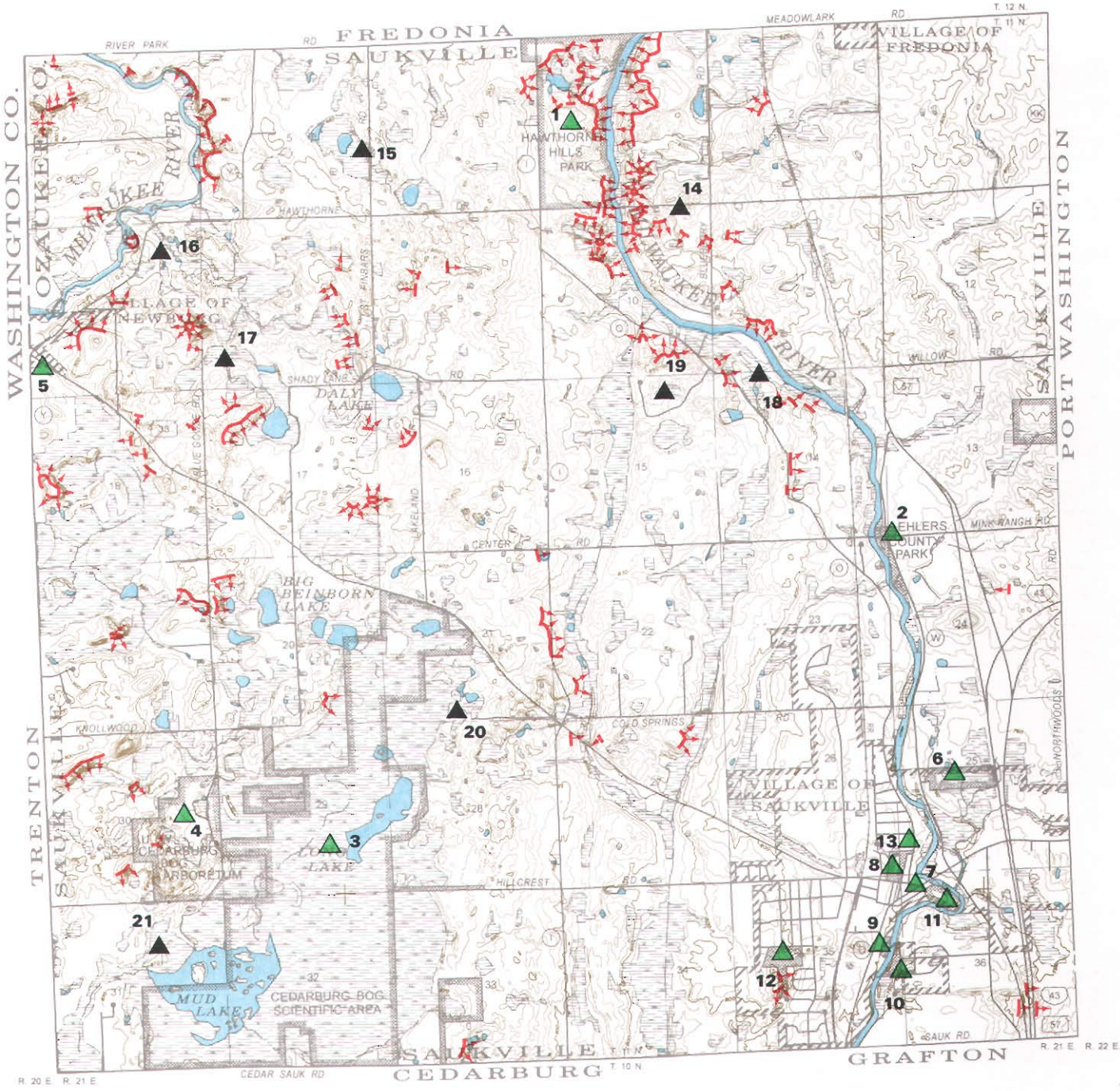
0 1/4 1/2 MILE

0 2000 4000 FEET

Source: SEWRPC.

Map 22

TOPOGRAPHY, SCENIC OVERLOOKS, AND PARK AND OPEN SPACE SITES IN THE TOWN OF SAUKVILLE STUDY AREA: 1995



CONTOUR INTERVAL LINES--10 FEET

SCENIC OVERLOOK AND DIRECTION OF VIEW

PUBLIC PARK OR OPEN SPACE SITE

PRIVATE PARK OR OPEN SPACE SITE

5 REFERENCE NUMBER IN TABLE 14

SURFACE WATER

GRAPHIC SCALE

0 1/4 1/2 MILE

0 2000 4000 FEET

Source: SEWRPC.

Table 14

PARK AND OPEN SPACE SITES IN THE TOWN OF SAUKVILLE STUDY AREA: 1995

Number on Map 22	Ownership	Site Name	U. S. Public Land Survey Location				Approximate Area in Acres
			Township	Range	Section	Quarter-Section	
1	Ozaukee County	Hawthorne Hills County Park	T11N	R21E	3	NW, SW	290
2	Ozaukee County	Ehlers County Park	T11N	R21E	23, 24	NW, SW	11
3	State	Cedarburg Bog Scientific Area	T11N	R21E	20, 21, 28, 29, 31, 32	- -	1,430
4	State	UW Cedarburg Bog Arboretum	T11N	R21E	29, 30	SW, SE	272
5	Village of Newburg	Newburg Village Park	T11N	R21E	7	SW	2
6	Village of Saukville	Schowalter Park	T11N	R21E	25	NW	22
7	Village of Saukville	Triangle Park	T11N	R21E	36	NW	1
8	Village of Saukville	Grady Park	T11N	R21E	25, 26	SE, SW	11
9	Village of Saukville	West Riverside Park	T11N	R21E	35	NE	5
10	Village of Saukville	East Riverside Park	T11N	R21E	35	SE	12
11	Village of Saukville	Peninsula Park	T11N	R21E	36	NW	11
12	Village of Saukville	Quade Park	T11N	R21E	35	SW	11
13	School District	Saukville Elementary School	T11N	R21E	25, 26	SE, SW	10
14	Organizational	Camp Will O Rill	T11N	R21E	3, 10	SE, NE	104
15	Organizational	Ducks Limited	T11N	R21E	5	SE	40
16	Organizational	Riveredge Nature Center	T11N	R21E	7	NE, SE	250
17	Organizational	Saukville Rifle and Pistol Club	T11N	R21E	8	SW	40
18	Organizational	Polish National Picnic Grounds	T11N	R21E	11, 14	SW, NW	92
19	Private	Deerfield Subdivision Dedication	T11N	R21E	15	NE	8
20	Private	The Bogs Golf Course	T11N	R21E	21, 28	SW, NE	295
21	Organizational	Tamarack Retreat, Inc.	T11N	R21E	31	NE, NW	110

Source: Town of Saukville, Village of Saukville, and SEWRPC.

SUMMARY AND CONCLUSIONS

This chapter has presented the results of an inventory and analysis of the natural resource base of the Town undertaken in support of the preparation of a land use plan. The major findings of that inventory and analysis may be summarized as follows:

1. Soil limitations for various urban and non-urban uses are an important consideration in any sound land use planning effort. Detailed soil survey data indicate that approximately 3,300 acres, or about 15 percent of the total area of the Town, are covered by soils classified as suitable for development served by conventional onsite sewage disposal systems; approximately 12,200 acres, or about 57 percent, are classified as unsuitable for such systems; and an additional approximately 5,600 acres, or about 26 percent, are covered by soils of undetermined suitability, requiring onsite inspection to resolve.

With respect to development served by mound sewage disposal systems, the soil survey data indicates that approximately 8,400 acres, or about 39 percent of the total area of the Town, are covered by soils classified as suitable for such systems; approximately 8,600 acres, or about 40 percent, are classified as unsuitable for such systems; and an additional approximately 4,000 acres, or about 19 percent, were covered by soils of undetermined suitability.

With respect to development served by public sanitary sewer service, approximately 13,300 acres, or about 62 percent of the total area of the Town, are covered by soils that have only moderate or slight limitations for such systems.

2. In 1995, approximately 8,400 acres, or about 39 percent of the total area of the Town, were classified as prime agricultural lands. These lands are particularly well suited for agricultural use and are an economic asset to the Town.

3. Based on the regional soil survey, approximately 8,700 acres, or about 40 percent of the Town, are covered by soil mapping units that have been identified as probable sources of commercially viable sand or gravel.

4. Bedrock underlying the Town is, for the most part, covered by unconsolidated glacial deposits, attaining a thickness between zero and 150 feet.

5. The Town is located within the Milwaukee River watershed and a small portion of the Sauk Creek watershed. The Milwaukee River watershed within the Town is further divided into three subwatersheds: Little Cedar Creek, Middle Milwaukee River, and Upper Lower Milwaukee River.

6. In 1991, approximately 5,100 acres, or about 24 percent of the total area of the Town, were located within the 100-year recurrence interval floodplain.

7. The Town exhibits some significant natural resource base features. In 1995, the Town included wetland areas encompassing approximately 5,000 acres, or about 23 percent of the total area of the Town; woodlands encompassing approximately 1,375 acres or about 6 percent; wildlife habitat areas encompassing approximately 8,400 acres or about 39 percent; and natural areas encompassing approximately 3,200 acres, or about 15 percent of the Town.

8. Primary environmental corridors in the Town encompass approximately 5,880 acres, or about 28 percent of the total area of the Town. Secondary environmental corridors encompass approximately 345 acres, representing less than 2 percent of the total area of the Town. Isolated natural resource areas encompass approximately 380 acres, representing about 2 percent of the total area of the Town.

9. In 1995, the Town study area included 21 outdoor park and open space sites and 122 scenic overlooks. The park and open space sites included approximately 3,027 acres, or about 14 percent of the Town. None of the park and open space sites identified were owned by the Town.

(This page intentionally left blank)

Chapter IV

INVENTORY AND ANALYSIS OF EXISTING LAND USES AND PUBLIC FACILITIES

In order for the Town of Saukville land use plan to constitute a sound and realistic guide for making decisions concerning the physical development of the Town, it must be based on careful consideration of both the natural resource base and pertinent features of the built environment. For the purposes of plan preparation, the pertinent features of the built environment were identified as: 1) existing land uses; 2) existing community facilities and services; and 3) existing public utility systems. Each of these features is described in this chapter as it affects the physical development of the Town.

EXISTING LAND USE

The Regional Planning Commission periodically conducts detailed inventories of existing land use in the Southeastern Wisconsin Region, providing definitive information on the type, amount, and spatial distribution of the major categories of land use. The first land use inventory was conducted in 1963; the most recent in 1995. The data gathered in this latest inventory were mapped and analyzed in order to provide a basis for planning the appropriate patterns for future land use development in the Town.

Land uses in the Town in 1995 are shown on Map 23, and the amount of land that was devoted to each use is set forth in Table 15. Of the 21,551 acres of land in the Town, approximately 19,354 acres, or about 90 percent, were devoted to nonurban land uses, including surface water, wetlands, woodlands, agricultural lands, and undeveloped lands. Developed urban land uses occupied approximately 2,197 acres, or about 10 percent of the Town.

Land encompassing agricultural uses and natural resource areas—those areas including water, wetlands, and woodlands—made up approximately 86 percent of all land use in the Town in 1995. Agriculture was the single largest land use, encompassing approximately 11,653 acres, or about 54 percent of the Town, while natural resource areas encompassed approximately 6,895 acres, or about 32 percent. Residential land uses occupied approximately 723 acres, or about 3 percent of the Town, in 1995.

Urban Land Uses

Residential Land Use

Of the 2,197 acres of urban uses—residential, commercial, industrial, transportation and utilities, quarries and landfills, government and institutional, and recreational—residential lands encompassed approximately 723 acres, or about 33 percent of all urban land and 3 percent of the total area of the Town. Residential development is scattered throughout the Town, with a concentration of development occurring north of the Village of Saukville along the Milwaukee River. With the exception of approximately two acres of two-family and multi-family residential development, all residential development in the Town is single-family in nature.

Commercial Land Use

In 1995, commercial retail sales, services, office buildings, and associated parking uses occupied approximately eight acres, or less than 1 percent of all urban land use in the Town. Commercial land uses in the Town were located predominantly along STH 33.

Industrial and Manufacturing Land Use

In 1995, industrial and manufacturing land uses and associated parking occupied approximately 14 acres, or less than 1 percent of all urban land use in the Town. Industrial and manufacturing uses were located on several sites scattered throughout the Town.

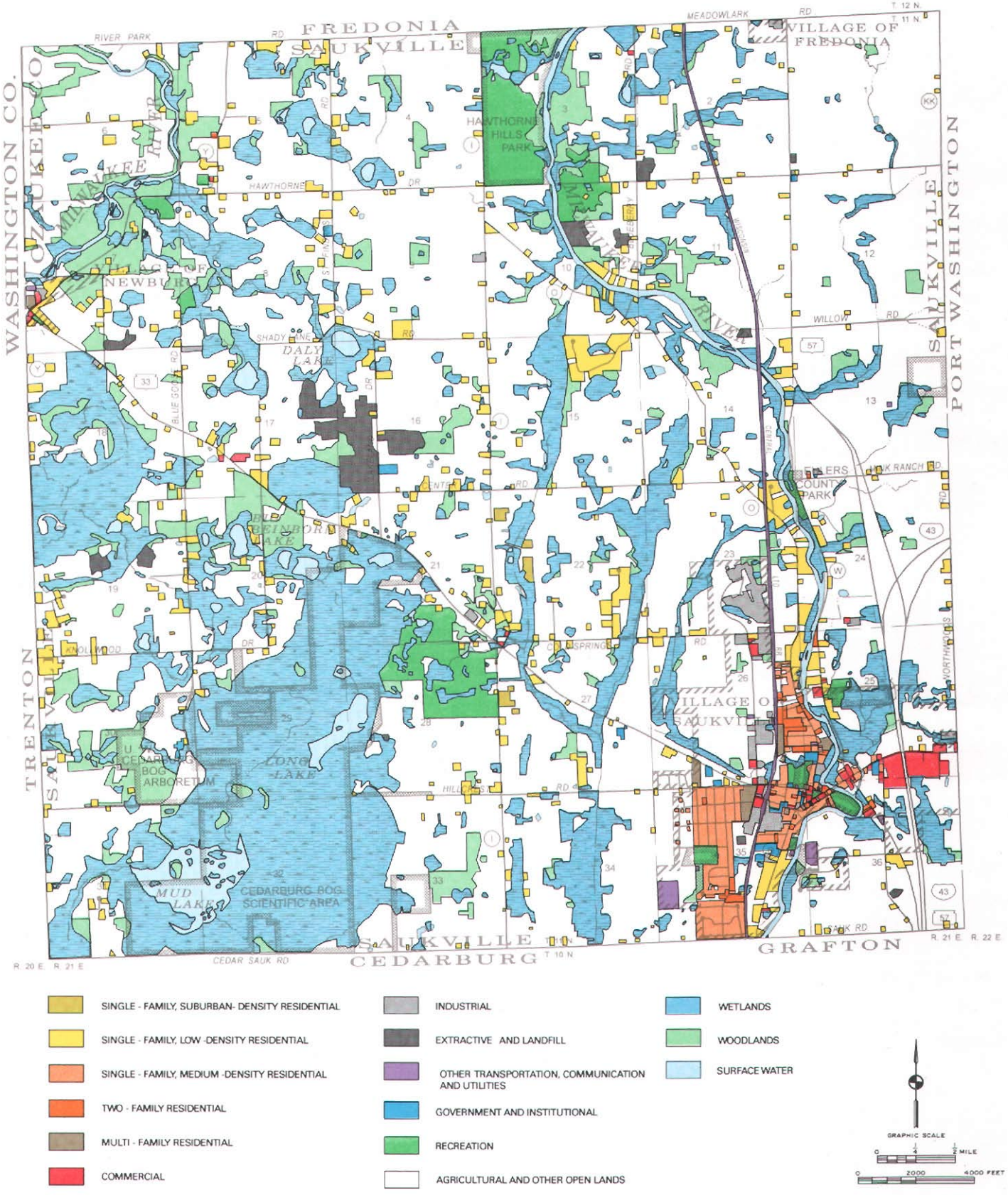
In addition to traditional manufacturing operations, the Town had quarrying and asphalt operations in several locations throughout of the Town. In 1995, extractive land uses occupied approximately 190 acres, or about 9 percent of all urban land and about 1 percent of the total area of the Town.

Transportation and Utilities Land Use

Transportation and utility land uses, which include arterial streets and highways, collector streets, land access streets, railways, and utilities, occupied approximately 791 acres, or about 36 percent of all urban land and about 4 percent of the total area of the Town. About 740 acres of this total were occupied by streets and highways.

Map 23

EXISTING LAND USE IN THE TOWN OF SAUKVILLE STUDY AREA: 1995



SINGLE - FAMILY, SUBURBAN- DENSITY RESIDENTIAL

SINGLE - FAMILY, LOW -DENSITY RESIDENTIAL

SINGLE - FAMILY, MEDIUM -DENSITY RESIDENTIAL

TWO - FAMILY RESIDENTIAL

MULTI - FAMILY RESIDENTIAL

COMMERCIAL

INDUSTRIAL

EXTRACTIVE AND LANDFILL

OTHER TRANSPORTATION, COMMUNICATION AND UTILITIES

GOVERNMENT AND INSTITUTIONAL

RECREATION

AGRICULTURAL AND OTHER OPEN LANDS

WETLANDS

WOODLANDS

SURFACE WATER

GRAPHIC SCALE

0 1/4 1/2 1 MILE

0 2000 4000 FEET

Source: SEWRPC.

Table 15

SUMMARY OF EXISTING LAND USE IN THE TOWN OF SAUKVILLE: 1995

Land Use Category	Number of Acres	Percent of Subtotal (urban or nonurban)	Percent of Total
Urban[a]			
Residential			
Single-Family[b]	721	32.8	3.3
Two-Family	2	0.1	- -[c]
Multi-Family	- -[d]	- -[c]	- -[c]
Subtotal	723	32.9	3.3
Commercial	8	0.4	- -[c]
Industrial	14	0.6	0.1
Transportation and Utilities			
Arterial Streets and Highways	390	17.8	1.8
Collector and Land Access Streets	350	16.0	1.6
Railways	48	2.2	0.2
Communications, Utilities, and Others	3	0.1	- -[c]
Subtotal	791	36.1	3.6
Quarries and Landfill	191	8.7	0.9
Government and Institutional	13	0.6	0.1
Recreational[e]			
Public	290	13.1	1.3
Private	167	7.6	0.8
Subtotal	457	20.7	2.1
Urban Land Use Subtotal	2,197	100.0	10.1
Nonurban			
Natural Resource Areas			
Water	528	2.7	2.5
Wetlands	4,992	25.8	23.2
Woodlands	1,375	7.1	6.4
Subtotal	6,895	35.6	32.1
Agricultural			
Prime Agricultural Land	8,397	43.4	39.0
Other Agricultural Land	3,256	16.8	15.1
Subtotal	11,653	60.2	54.1
Open Lands[f]	806	4.2	3.7
Nonurban Land Use Subtotal	19,354	100.0	89.9
Land Use Total	21,551	- -	100.0

[a]*Includes related off-street parking areas for each urban land use category.*

[b]*Includes farm residences. Other farm buildings are included in the agricultural land use category.*

[c]*Less than 0.05 percent.*

[d]*Less than one acre.*

[e]*Includes only those areas used for intensive outdoor recreational activities.*

[f]*Includes unused lands and lands under development as of April 1995.*

Source: SEWRPC.

Governmental and Institutional Land Use

In 1995 governmental and institutional land uses occupied approximately 13 acres. Of this total, the Town Hall site occupied approximately four acres. Church-related uses and the University of Wisconsin Arboretum occupied the remaining nine acres.

Recreational Land Use

Developed recreational land uses accounted for approximately 457 acres in 1995. Of this total, Hawthorne Hills County Park, which includes an 18-hole golf course, occupied approximately 290 acres. The remaining 167 acres were occupied by several smaller private park and recreational sites located throughout the Town.

Nonurban Land Uses

Natural Resource Areas

Natural resource areas include surface water, wetlands, and woodlands. Such areas encompassed approximately 6,895 acres, or about 32 percent of the Town in 1995. Of this total, surface water areas encompassed approximately 528 acres, or about 3 percent of the area of the Town; wetlands encompassed approximately 4,992 acres, or about 23 percent of the total area of the Town; and woodlands encompassed approximately 1,375 acres, or about 6 percent of the Town. Additional information regarding the distribution and importance of natural resource areas is provided in Chapter III.

Agricultural and Open Lands

The agricultural and open land category shown on Map 23 includes all croplands, pasture lands, orchards, nurseries, fowl and fur farms, and undeveloped lands. This category also includes farm buildings other than residences associated with farms. Farm residences, together with a 20,000 square foot dwelling site area, were classified as single-family residential land uses.

Open lands include lands in rural areas that are not being farmed, as well as lands in urban areas that have not been developed. Examples of open lands in urban areas include park sites that have not been developed, excess transportation rights-of-way, subdivision outlots, and undeveloped portions of commercial and industrial lots.

In 1995, agricultural and open lands encompassed approximately 12,459 acres, or about 58 percent of the Town. Of this total, agricultural lands occupied approximately 11,653 acres, or about 54 percent of the total area of the Town. Open lands accounted for approximately 806 acres, or about 4 percent of the total area of the Town.

COMMUNITY FACILITIES AND SERVICES

Public Schools

The Town of Saukville is located within two school districts. The southeastern portion of the Town is located in the Port Washington-Saukville School District. The remainder of the Town is located in the Northern Ozaukee School District. The school district boundaries within the Town are delineated on Map 24. The Northern Ozaukee School District operates three schools—Ozaukee High School, Ozaukee Middle School, and Ozaukee Elementary School—all of which are located in the Village of Fredonia. The Port Washington-Saukville School District operates five schools—Dunwiddle Elementary School, Lincoln Elementary School, Saukville Elementary School, Thomas Jefferson Middle School, and Port Washington High School—all of which are located in the City of Port Washington except the Saukville Elementary School, which is located in the Village of Saukville.

Fire Protection, Emergency Medical Services, and Law Enforcement

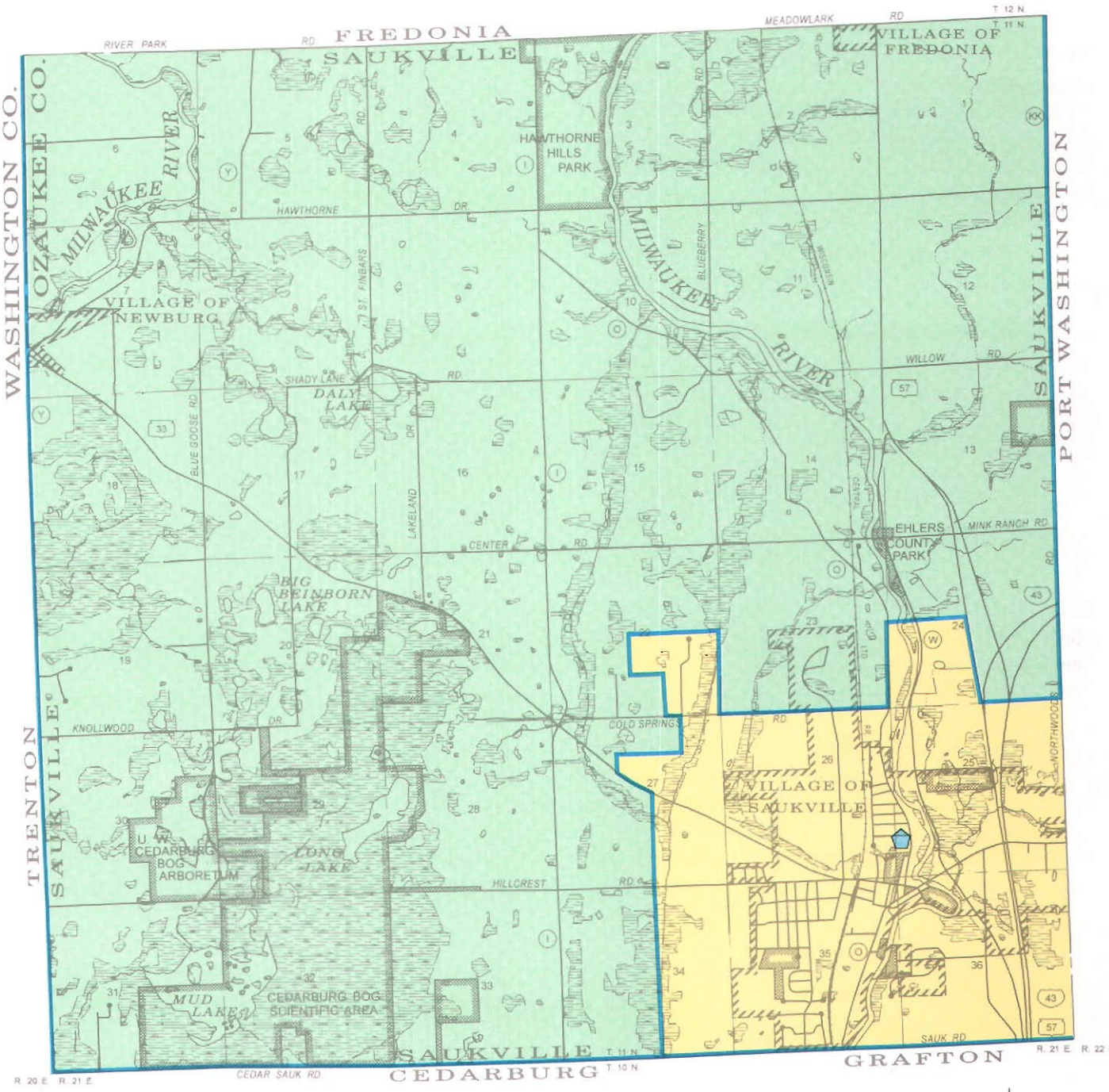
The Town contracted with the Village of Newburg Fire Department for fire protection and emergency medical services in 1995. The Village of Newburg Fire Department, in turn, subcontracted a portion of the service contract to fire departments serving the Villages of Fredonia and Saukville, and the unincorporated community of Waubeka in the Town of Fredonia. The fire protection service boundaries served by each respective fire department are delineated on Map 25. In 1995, law enforcement services in the Town were provided by the Ozaukee County Sheriff's Department.

PUBLIC UTILITIES

Public utility systems are one of the most important elements influencing community growth and development. Urban development today is highly dependent on these utility systems, which provide the individual land uses with power, heat, light, communication, water, and sanitary sewer services. Moreover, certain utility facilities are closely linked to surface water and groundwater resources and may, therefore, affect the overall quality of the natural resource base. This is particularly true of sanitary sewerage, water supply, and stormwater drainage facilities, which are, in a sense, modifications or extensions of the natural lake, stream, and watercourse systems of the area and of the underlying groundwater reservoir. The provision of certain public utilities to a largely rural area is normally impractical. Conversely, the development of

Map 24

SCHOOL DISTRICT BOUNDARIES AND PUBLIC SCHOOL LOCATIONS IN THE TOWN OF SAUKVILLE STUDY AREA: 1995



SCHOOL DISTRICT BOUNDARY

PUBLIC SCHOOL LOCATION

SCHOOL DISTRICTS

NORTHERN OZAUKEE

PORT WASHINGTON - SAUKVILLE

GRAPHIC SCALE

0 1/4 1/2 1 MILE

0 2000 4000 FEET

Source: SEWRPC.

areas for extensive urban use without certain utilities may create serious and costly environmental and public health problems.

Sanitary Sewer Service
The Town is not served by a centralized sanitary sewerage system. Planned sanitary sewer service areas for the Villages of Fredonia, Newburg and Saukville include portions of the Town. The refined sanitary sewer service areas as they relate to the Town study area are delineated on Map 6 in Chapter I.

Public Water Supply System
The Town does not have a public water supply system. Water for domestic uses is supplied by groundwater through the use of private wells.

Engineered Stormwater Drainage System
The Town does not have an engineered stormwater drainage system. Stormwater drainage is provided by natural watercourses and roadside ditches and culverts.

SUMMARY

This chapter has presented a description of the existing land use pattern and other pertinent aspects of the built environment of the Town. Findings of this chapter include the following:

1. Urban land uses, consisting of residential, commercial, industrial, recreational, governmental and institutional, and transportation uses are located throughout the Town. Despite scattered residential development, the Town still has relatively large blocks of farmland.

2. Urban land uses encompassed approximately 2,197 acres, about 3.4 square miles or 10 percent of the total area of the Town. Transportation and utilities comprised the largest urban land use category, encompassing approximately 791 acres, or about 1.2 square miles; representing about 36 percent of all urban land, and about 4 percent of the total area of the Town. Residential land uses encompassed approximately 723 acres, about 1.1 square miles or 3 percent of the total area of the Town.

3. Nonurban land uses, such as agricultural lands, wetlands, woodlands, and other open lands, comprised approximately 19,354 acres, about 30 square miles or 90 percent of the total area of the Town. Agricultural lands encompassed approximately 11,653 acres or about 18 square miles, accounting for 60 percent of all nonurban land, and about 54 percent of the total Town area.

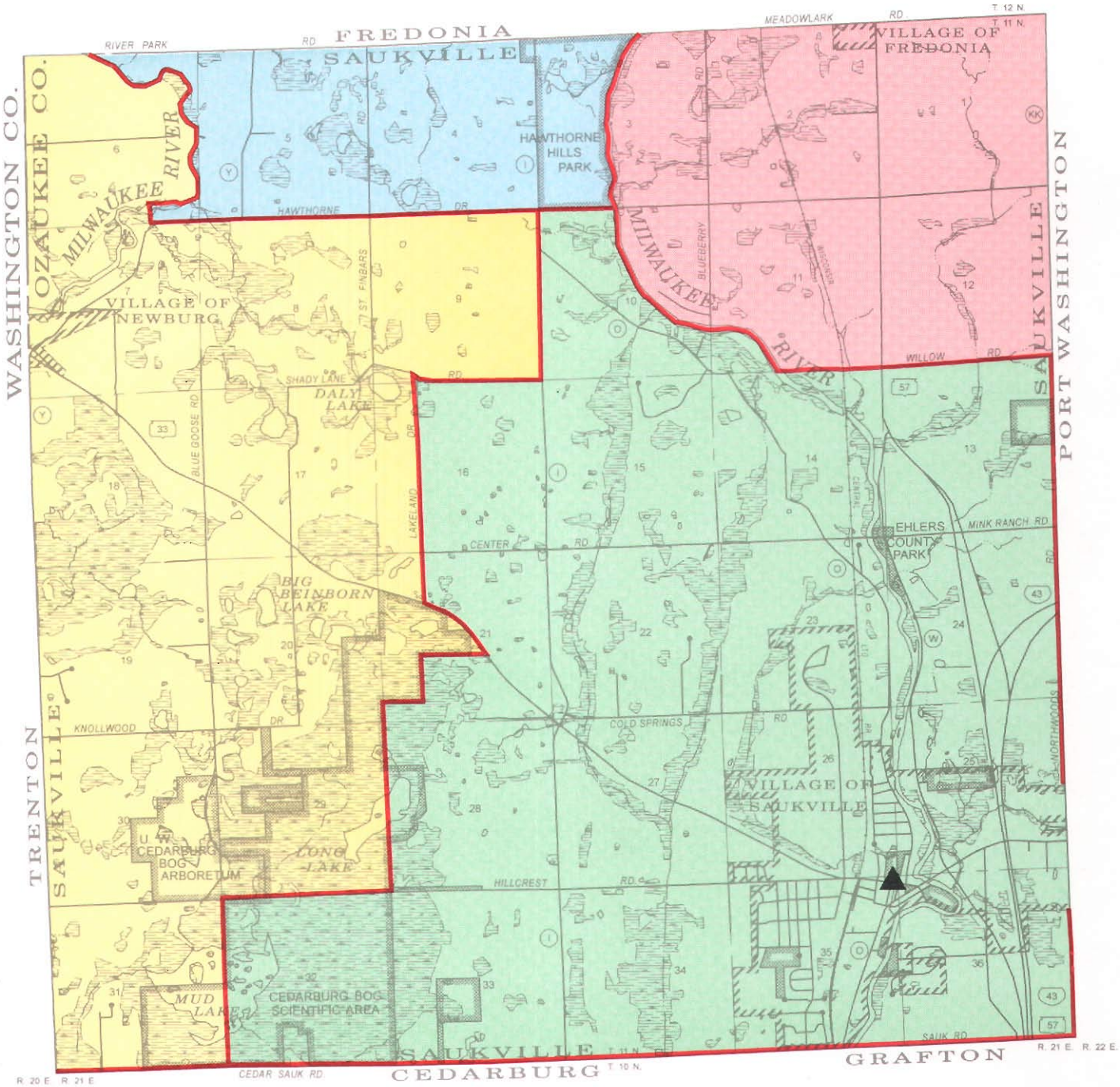
4. The Town is located within two school districts—the Port Washington-Saukville School District and the Northern Ozaukee School District. A total of eight schools—four elementary schools, two middle schools and two high schools—are operated by the two school districts. None of the schools are located in the Town.

5. Fire protection and emergency medical services in the Town are provided through a contract with the Village of Newburg Fire Department. Law enforcement services are provided by the Ozaukee County Sheriff's Department.

6. Town residents are not served by a centralized sanitary sewerage system or a public water supply system.

Map 25

FIRE PROTECTION SERVICE AREA BOUNDARIES IN THE TOWN OF SAUKVILLE STUDY AREA: 1995



FIRE PROTECTION SERVICE AREA BOUNDARY

FIRE STATION LOCATION

SERVICE AREAS

NEWBURG FIRE DEPARTMENT

SAUKVILLE FIRE DEPARTMENT

FREDONIA FIRE DEPARTMENT

WAUBEKA FIRE DEPARTMENT

GRAPHIC SCALE

0 ¼ ½ 1 MILE

0 2000 4000 FEET

Source: SEWRPC.

(This page intentionally left blank)

Chapter V

EXISTING LOCAL PLAN IMPLEMENTATION DEVICES

The proper preparation of a land use plan for the Town of Saukville requires careful consideration of existing pertinent land use and development regulations, including zoning and land subdivision control ordinances. Each of these existing plan implementation devices is described in this chapter as they affect the physical development of the Town, and the ability of the Town to implement the adopted land use plan.

EXISTING ZONING

Good community development depends not only upon sound long-range plan formulation at all levels of government, but on practical plan implementation as well. Zoning is one of the major plan implementation devices available to a community. The primary function of zoning should be to implement the community's land use plan. A secondary function of zoning should be to protect desirable existing development. Zoning should be a major tool for the implementation of community plans and not a substitute for such plans.

A zoning ordinance is a public law that regulates and restricts the use of private property in the public interest. Zoning seeks to confine certain land uses to those areas of the community which are best suited to those uses, and seeks to set aside land for these particular uses, thereby encouraging the most appropriate use of land throughout the community. Zoning seeks to assure adequate light, air, and open space for each building, and to avoid overcrowding, traffic congestion, and the overloading or underuse of utility systems. Zoning should also be designed to protect and preserve natural resources. A single set of regulations applying to the entire community could not achieve these objectives of zoning, since different areas of the community differ in character and function. Accordingly, a zoning ordinance consists of two parts: 1) a map delineating the boundaries of various zoning districts; and 2) a text that sets forth the regulations that apply in each of the various zoning districts, together with related procedural, administrative, and legal provisions. The zoning ordinance text includes both "use" and "bulk" regulations for each district. Use regulations specify the type of buildings or uses that can occupy land in a given district; including principal permitted uses; conditional uses, which require review and approval by the Plan Commission; and accessory uses, which are permitted if they are incidental to a principal use. Bulk regulations specify minimum lot sizes, maximum building heights, building setbacks from property lines, and similar details.

Zoning ordinances commonly contain a number of different zoning districts, including, for example, agricultural districts, residential districts; business districts; industrial districts; park and institutional districts; and conservancy districts. The zoning ordinance lists specific regulations that apply within each district. In this respect the zoning ordinance differs from building, housing, and sanitation codes which, in general, apply uniformly to all lands or buildings of like use wherever they may be located in a community. It should be noted, however, that the same zoning regulations will apply to all properties that have the same zoning district designation, regardless of the property's location in the community.

Wisconsin enabling legislation requires that zoning regulations be made in accordance with a "comprehensive plan." There are a number of different interpretations of the meaning of the term "comprehensive plan" in this context. These vary from the idea that, to be deemed in accordance with a comprehensive plan, zoning must regulate land use, building height, and lot area; that zoning must be applied to the entire corporate limits of the community; that zoning must be based upon careful and comprehensive study prior to adoption; and that zoning must be based upon a documented long-range land use plan and must seek to implement that plan. The last concept is that which is the most commonly accepted by professional planners.

Town of Saukville Zoning Ordinance

The Town of Saukville enacted its first zoning ordinance in 1967, with the most recent revision taking place in January 1995. The Town zoning ordinance contains six basic zoning districts and one overlay district. Included in the basic districts are two agricultural districts; one residential district; one business district; one industrial district; and one park district. The overlay district is a lowland conservancy overlay which regulates wetlands in the Town.

The application of these districts, as of December 1995, is shown on Map 26. Table 16 presents a summary of the zoning regulations applicable within each zoning district, including principal and conditional uses, minimum lot size and floor area, minimum yard requirements, and maximum building height.

Table 17 presents a summary of the acreage allocated to each zoning district in the Town. As of December 1995, approximately 88 percent of all land in the Town was zoned for general or exclusive agriculture use; approximately 5 percent was zoned for residential use; approximately 5 percent was zoned for park use; and the remaining approximated 2 percent was zoned for industrial or commercial use. In addition, approximately 23 percent of the Town was protected with lowland conservancy overlay zoning.

Ozaukee County Floodplain and Shoreland Zoning Ordinance

Ozaukee County has not adopted a countywide general zoning ordinance, and thus, the Town zoning ordinance is the principal zoning ordinance in effect in the Town. Pursuant to Section 59.971 of the *Wisconsin Statutes*, however, Ozaukee County has adopted a County Floodplain and Shoreland Zoning Ordinance. The floodplain and shoreland zoning ordinance applies to shorelands in all unincorporated areas of Ozaukee County. "Shorelands" are defined in the *Wisconsin Statutes* as all lands lying within 1,000 feet of the shoreline of navigable lakes and ponds, or within 300 feet of the shoreline of navigable rivers and streams. The shoreland also includes areas within the 100-year recurrence interval floodplain. If the floodplain extends more than 300 feet from the shoreline of a river or stream, or more than 1,000 feet from the shoreline of a navigable lake or pond, the shoreland regulations apply to the landward edge of the floodplain. The Ozaukee County Floodplain and Shoreland Zoning Ordinance, as it applies within the Town of Saukville, regulates the use of floodplains and shoreland-wetlands. The ordinance essentially protects these areas from intensive development.

The shoreland-wetland district, administered as an overlay district to Town zoning, is intended to preserve wetlands five acres or more located wholly or partially within the statutorily defined "shoreland" jurisdiction. The floodplain district, also administered as an overlay district, is intended to regulate development within the 100-year recurrence interval floodplain as identified in the *Flood Insurance Study for Ozaukee County, Wisconsin, and Incorporated Areas*, published by the Federal Emergency Management Agency in 1991. Overlay districts provide for the possibility of superimposing certain additional requirements upon a basic zoning district. In the instance of conflicting requirements, the more stringent of the conflicting requirements applies. Accordingly, when there is a conflict between the Town's general zoning ordinance and the County's floodland and shoreland zoning ordinance, the more restrictive of the ordinances concerned applies.

Map 27 delineates the boundary of the County floodplain and shoreland zoning jurisdiction within the Town of Saukville as of July 1995. Approximately 9,918 acres, or about 46 percent of the Town lies within the County shoreland jurisdiction. Within that jurisdiction, approximately 5,080 acres, or about 24 percent of the Town, has been mapped as floodplain; and approximately 4,079 acres, or about 19 percent of the Town, has been mapped as shoreland-wetland.

Since July 1995, the Ozaukee County Department of Environmental Health, in cooperation with the Wisconsin Department of Natural Resources, has been revising the County shoreland boundaries based upon field inspections of navigable waterways. To ensure precise administration of zoning regulations within the Town, a set of the revised shoreland maps should be acquired and kept on file at the Town Hall.

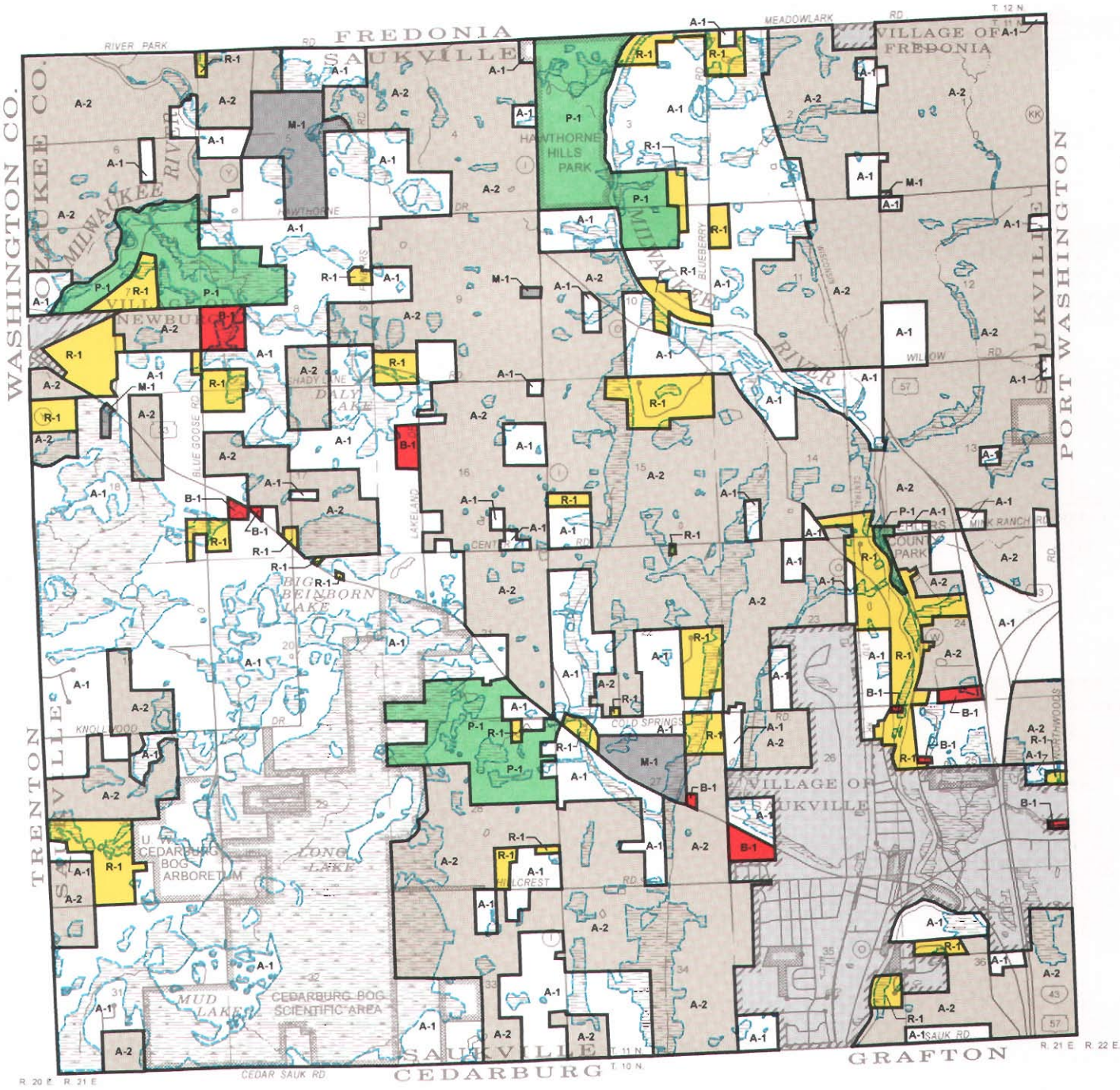
THE LAND SUBDIVISION CONTROL ORDINANCE

A land subdivision control ordinance is a public law that regulates the division of land into smaller parcels. Land subdivision control ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new urban development is appropriately located; that minimum lot sizes specified in the zoning ordinances are observed; that adequate rights-of-way for arterial and collector streets are appropriately located and dedicated or reserved; that access to arterial streets and highways is appropriately limited in order to preserve the traffic-carrying capacity and safety of such facilities; that adequate land for parks, school sites, drainageways and other open spaces is appropriately located and preserved; that street, block, and lot layouts are properly designed; and that adequate public improvements are provided.

Chapter 236 of the *Wisconsin Statutes* requires the preparation and approval of a subdivision plat when five or more lots of one and one-half acres or smaller are created. The Statutes set forth requirements for surveying lots and streets, plat review and approval by state and local

Map 26

EXISTING ZONING IN THE TOWN OF SAUKVILLE: 1995



ZONING DISTRICT BOUNDARY

ZONING DISTRICTS

A-1	GENERAL AGRICULTURAL
A-2	EXCLUSIVE AGRICULTURAL
R-1	SINGLE-FAMILY RESIDENTIAL
B-1	COMMERCIAL
M-1	INDUSTRIAL
P-1	PARK
C-1	CONSERVANCY

GRAPHIC SCALE

0 1/4 1/2 MILE

0 2000 4000 FEET

Source: SEWRPC.

Table 16

SUMMARY OF EXISTING ZONING DISTRICTS FOR THE TOWN OF SAUKVILLE: 1995

Zoning Districts	Principal Permitted Uses	Principal Conditional Uses	Minimum Lot Size and Floor Area			Minimum Yard Requirements			Maximum Principal Building Height (feet)
			Minimum Lot Size	Minimum Floor Area (square feet)	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	
R-1 Single-Family Residential District	Single-family dwellings	Government and cultural uses; utilities; schools and churches; two-family and multi-family dwellings; clubs; rest homes; residential businesses; boarders and lodgers; mineral extraction operations; and energy conversion uses	5 acres	1,200	250	85 feet setback from the centerline of the right-of-way; but not less than 45 feet from the right-of-way line	20 feet for one-story; 30 for two-story	75	35
B-1 Commercial District	Antique shops; art galleries; appliance stores; bakeries; barber shops; beauty shops; boutiques and specialty goods stores; business and professional offices; clinics; cocktail lounges; department stores; florists; grocery stores; laundry and dry cleaning establishments; pet shops; personal service establishments; variety stores; and vegetable stores	Utilities; public passenger transportation terminals; schools and churches; automotive sales, rental, service, washing, and repair stations; drive-in theaters; drive-in establishments; funeral homes; adult oriented uses; commercial recreation facilities; mineral extraction operations; and energy conversion uses	1.5 acres	--	150	85 feet setback from the centerline of the right-of-way; but not less than 45 feet from the right-of-way line	15	100	35
M-1 Industrial District	Agriculture; auto body repairs; upholstery; cleaning; pressing; and dyeing establishments; commercial bakeries; commercial greenhouses; distributors; food locker plants; printing and publishing; trade and contractors; packaging and assembling plants; machinery and equipment sales and storage	Animal hospitals; dumps; disposal areas and incinerators; manufacturing and processing; outside storage and manufacturing areas; mineral extraction operations; and energy conversion uses	5 acres	--	250	85 feet setback from the centerline of the right-of-way; but not less than 45 feet from the right-of-way line	30	100	--
A-1 General Agricultural District	Apiculture; dairying; floriculture; forestry; farming; grazing; greenhouses; nurseries; orchards; stables; truck farming; viticulture; and essential services	Airports, airstrips and landing fields; utilities; colleges; hospitals; sanitariums; correctional institutions; cemeteries; residential uses; farm related veterinary services; dumps; disposal areas and incinerators; commercial animal raising, propagation, boarding and butchering; indoor storage of non-farm equipment; mineral extraction operations; and energy conversion uses	5 acres	1,200	250	85 feet setback from the centerline of the right-of-way; but not less than 45 feet from the right-of-way line	75	75	100
A-2 Exclusive Agricultural District	Apiculture; dairying; floriculture; forestry; farming; grazing; greenhouses; nurseries; orchards; stables; truck farming; viticulture; and essential services	Airports, airstrips and landing fields; utilities; colleges; hospitals; sanitariums; correctional institutions; cemeteries; residential uses; farm related veterinary services; dumps; disposal areas and incinerators; commercial animal raising, propagation, boarding and butchering; indoor storage of non-farm equipment; mineral extraction operations; and energy conversion uses	35 acres	1,200	330	85 feet setback from the centerline of the right-of-way; but not less than 45 feet from the right-of-way line	20 feet for one-story; 30 for two-story	75	100
C-1 Conservancy Overlay District (see Text)	Hiking; fishing; trapping; hunting; swimming; boating; pasturing; silviculture; and wild crop harvesting	Construction of roads; development of park and recreation areas; and construction and maintenance of nonresidential buildings, utilities and railroads	--	--	--	--	--	--	--
P-1 Park District (see Text)	Parks; arboretums; playgrounds; fishing; swimming beaches; skating; sledding; skiing; sustained yield forestry; wildlife preservation; soil and water conservation; and essential services	Government and cultural uses; utilities; schools; colleges; hospitals; sanitariums; correctional institutions; and cemeteries	--	--	--	--	--	--	--

Source: Town of Saukville Zoning Ordinance and SEWRPC.

Table 17

ZONING BY ACREAGE IN THE TOWN OF SAUKVILLE: 1995

District Name	Acreage	Percent of Total
A-1 General Agriculture	8,880	41.2
A-2 Exclusive Agriculture	10,172	47.2
R-1 Single-Family Residential	1,121	5.2
B-2 Commercial	108	0.5
M-1 Industrial	280	1.3
P-1 Park	990	4.6
C-1 Conservancy Overlay[a]	4,992	23.2
Total	21,551	100.0

[a]Overlay district does not apply toward total Town acreage.

Source: SEWRPC.

agencies, and recording approved plats. Section 236.45 of the Statutes allows any city, village, town, or county that has established a planning agency to adopt a land subdivision control ordinance; provided the local ordinance is at least as restrictive as the State platting requirements. Local land subdivision control ordinances may include the review of other divisions of land not defined as "subdivisions" by the Statutes; such as when fewer than five lots are being created. Land subdivision control ordinances adopted by cities and villages may be applied to extraterritorial areas adjacent to the municipal boundaries as well as to incorporated areas. It is possible to have concurrent jurisdiction over land divisions by both a county and a town in unincorporated areas, or by an incorporated city or village, a town, and a county in the incorporated municipality's extraterritorial plat approval area.

Town of Saukville Land Division Ordinance

The Town of Saukville Land Division Ordinance regulates the subdivision and minor subdivision of lands within the Town. The Town ordinance defines subdivision more restrictively than does the State. The Town ordinance defines a subdivision as the division of a lot, parcel, or tract of land by the owners, or their agents, for the purpose of transfer of ownership or building development, where the act of division creates three or more parcels or building sites of 10 acres or less, or where the act of division creates three or more parcels or building sites of 10 acres or less in area by successive division within a period of five years. Such land divisions are created by filing an approved subdivision plat with the County Register of Deeds. All land divisions other than "subdivisions" are identified as minor subdivisions. Minor subdivisions are also regulated by the Town ordinance, and must be created through use of a certified survey map.

The land division ordinance sets forth design and performance standards, and specifies the information which is to be provided on, and with, all preliminary plats, final plats, and certified survey maps. Importantly, this ordinance requires a subdivider to install certain improvements such as roadway surfacing, stormwater drainage facilities, utilities, street lights, street signs, street pavements, and erosion and sediment control devices; to provide easements for certain improvements; and to provide lands dedicated to open space and park use or fees in lieu of dedication.

The Town land division ordinance provides that the Plan Commission has up to 40 days to review a preliminary plat and up to 60 days to review a final plat. The same amount of time is provided for the review of land divisions other than subdivisions. Chapter 236 of the *Wisconsin Statutes* provides that a municipality may have up to 90 days to review a preliminary plat and 60 days to review a final plat.

Extraterritorial Plat Review

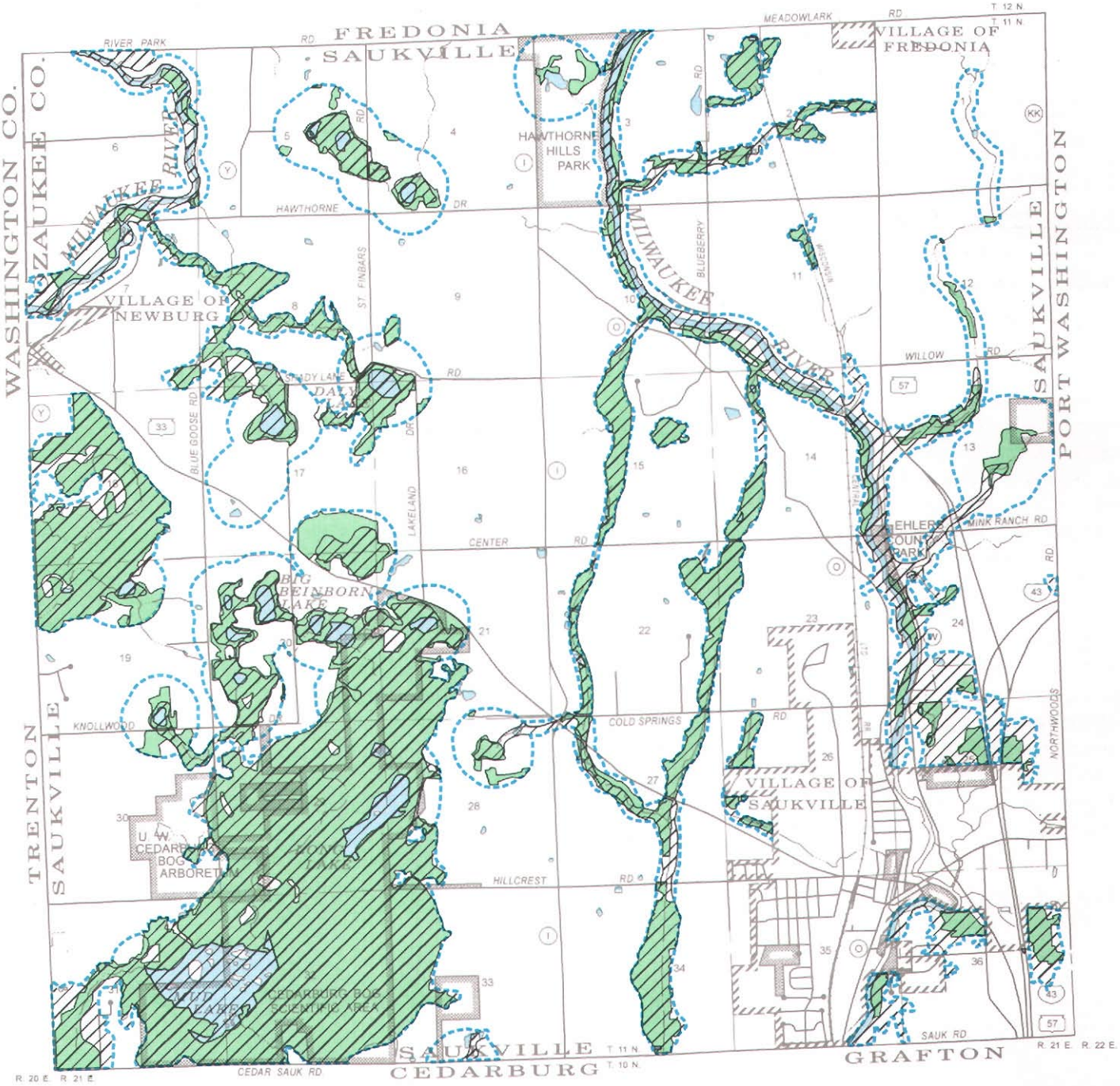
As previously noted, the *Wisconsin Statutes* provide that any City or Village which has adopted a local subdivision control ordinance may require the review of subdivision plats and minor land divisions within their extraterritorial plat approval jurisdiction. The Villages of Fredonia, Newburg, and Saukville each have such extraterritorial plat approval authority within 1.5 miles of their respective corporate limits. The Town, as approving authority, must submit copies of all plats and certified survey maps to the affected Village for review. The Village has 20 days to review and comment on the proposal. If no comments are received within the 20-day review period, The Town determines that there are no objections.

Land Subdivision Regulation by Ozaukee County

The Ozaukee County Floodplain and Shoreland Zoning Ordinance regulates subdivisions within the shoreland areas of Ozaukee County. Like the Town land division ordinance, the County ordinance also defines "subdivision" more restrictively than the State—all land divisions that result in the creation of five or more parcels which are five acres each or less in area. The requirements of the County ordinance apply in addition to the requirements of the Town land division ordinance. The requirements of the County ordinance are similar to those of the Town ordinance; however, the County ordinance does not regulate land divisions other than subdivisions.

Map 27

OZAUKEE COUNTY FLOODPLAIN AND SHORELAND ZONING IN THE TOWN OF SAUKVILLE: 1995



SHORELAND AREA BOUNDARY

100-YEAR RECURRENCE INTERVAL FLOODPLAIN

SHORELAND-WETLAND

SURFACE WATER

GRAPHIC SCALE

0 1/4 1/2 1 MILE

0 2000 4000 FEET

Source: SEWRPC.

OFFICIAL MAPPING

The official map is one of the oldest plan implementation devices at the disposal of municipalities. It is also one of the most effective and efficient devices available to reserve land needed for future public use. Sections 61.35 and 62.23(6) of the *Wisconsin Statutes* provide that the governing body of any local municipality may establish an official map for the identification of right-of-way lines and site boundaries for streets, highways, waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed public facilities.

The official map is intended to implement the community's street and park plans and can also assist in the implementation of adopted utility and stormwater management plans. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. The official map is a plan implementation device that operates on a communitywide basis in advance of land development and can thereby effectively assure the integrated development of the street system. Unlike subdivision control, which operates on a plat-by-plat basis in reaction to development proposals, the official map can operate over the entire Town in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans, since it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby avoids the altogether too common situation of development being undertaken without knowledge or regard for long-range street and park planning. Thus it can help avoid public resistance when plan implementation becomes imminent. The Town has not adopted an official map ordinance.

SUMMARY

Land use development can be guided and shaped in the public interest through the sound application of public land use controls. Existing land use regulations in effect in the Town of Saukville were examined as they relate to the physical development of the Town and to the ability of Town government to implement the adopted land use plan. The following summarizes the findings set forth in this chapter:

1. The Town of Saukville Zoning Ordinance regulates all land within the Town of Saukville. As of December 1995, approximately 88 percent of all land in the Town was zoned for general or exclusive agriculture use; approximately 5 percent was zoned for residential use; approximately 5 percent was zoned for park use; and the remaining approximated 2 percent was zoned for industrial or commercial use. In addition, approximately 23 percent of the Town area was protected by lowland conservancy overlay zoning.

2. The Ozaukee County floodplain and shoreland zoning ordinance applies to lands in the Town of Saukville which are located within 1,000 feet of navigable lakes, ponds, and flowages; within 300 feet of navigable rivers and streams; and within the 100-year recurrence interval floodplain. Shoreland and floodland zoning regulations overlay approximately 9,918 acres, or about 46 percent, of the lands in the Town.

3. Since July 1995, the Ozaukee County Department of Environmental Health, in cooperation with the Wisconsin Department of Natural Resources, has been revising the County shoreland boundaries based upon field inspections of navigable waterways. To ensure precise administration of zoning regulations within the Town, a set of the revised shoreland zoning maps, should be acquired and kept on file at the Town Hall.

4. The Town of Saukville and Ozaukee County have land division control regulations in effect in the Town. The Town land division ordinance covers all land in the Town. The land division regulations of Ozaukee County apply to shorelands and floodplains in the Town. The Villages of Fredonia, Newburg, and Saukville exercise extraterritorial plat review authority within 1.5 miles of their corporate boundaries.

(This page intentionally left blank)

Chapter VI

FRAMEWORK FOR PLAN DEVELOPMENT

Previous chapters of this report have presented the findings of various inventories and analyses undertaken as part of the planning process for the Town. These inventories and analyses have included a review of pertinent county and regional plans; population, household, and employment forecast ranges for the Town through the year 2010; demographic, economic, and natural resource base inventories of the Town; existing land uses in the Town; and land use controls affecting the Town.

This chapter describes several remaining factors that are important to the preparation of the Town land use plan, factors that will substantially contribute to the nature and design of the plan. Specifically, this chapter presents the following:

1. A summary of findings of the Town of Saukville resident attitudinal land use survey conducted in January 1996;

2. A review of probable future population, household, and employment levels for the Town through the year 2010; and

3. Land use development objectives chosen by the Town Plan Commission to guide the preparation of the land use plan.

THE TOWN OF SAUKVILLE ATTITUDINAL SURVEY

As a means of assessing the attitudes of Town residents with respect to the land use planning process, the Town conducted a resident attitudinal survey in January 1996. Issues addressed by the survey included resident perceptions concerning desirable land uses, the value of natural resource preservation, satisfaction with services provided in the Town, and what residents liked most and least about living in the Town. While not intended as a referendum on the various issues, the survey results were intended to provide the Plan Commission with additional insights into the desires of Town residents. With this knowledge, the ability of the Plan Commission to make land use planning decisions likely to be supported by Town residents would be enhanced.

The survey was prepared and administered by the University of Wisconsin-Extension (UWEX) staff in Ozaukee County. The survey data contained in this report were furnished to SEWRPC by UWEX staff. The survey consisted of a return mail questionnaire sent to all resident and nonresident property owners in the Town. In total, 691 questionnaires were mailed out and 367 households responded, representing a return rate of approximately 53 percent. This is considered a high return rate for this type of questionnaire. The following summarizes the key findings of the survey.

Future Growth

Residents overwhelmingly favored a slow to moderate growth rate in the Town over the next ten years. Approximately 51 percent indicated that they favored slow growth while an additional 34 percent favored moderate growth. The remaining 15 percent were split among residents who wanted no additional growth, rapid growth, or had no opinion.

Residential Development

A majority of respondents, nearly 66 percent, indicated that the development of low density clustered residential areas that preserve farmland and open space should be encouraged. Additionally, nearly 60 percent of respondents indicated that a density of one dwelling unit per five acres was appropriate for new housing. Eighty-six percent of respondents indicated that the development of two-family and multi-family housing should be discouraged.

Commercial and Industrial Development

Survey respondents, 57 percent and 53 percent, respectively, indicated that new light industrial and commercial development serving the Town is best suited for areas within, and close to, the neighboring Villages of Fredonia, Newburg, and Saukville. Survey respondents were nearly evenly split on whether the Town should encourage light industrial development on scattered sites throughout the Town—42 percent indicating the Town should encourage it, while 41 percent indicating the Town should discourage it. Approximately 79 percent of respondents indicated that the Town should discourage additional heavy industrial development anywhere within the Town.

Other Development

Public parks and recreational areas appeared to have a high priority for respondents. Approximately 60 percent indicated the Town should develop park and recreation areas. Approximately 68 percent of the respondents indicated that the Town should discourage mineral extraction operations.

Natural Resources Preservation

The preservation of the natural resources in the Town appeared to be a high priority for survey respondents. In each question regarding the importance of a specific natural resource, a majority of respondents indicated that the preservation of the resource was very important.

Farmland

Respondents favored farmland preservation in the Town, with nearly 83 percent in support. Only 3 percent indicated that farmland preservation should be discouraged. Fourteen percent had no opinion on the topic.

Woodlands

Respondents favored the preservation of woodlands in the Town, with approximately 78 percent indicating that it was very important, and an additional 22 percent indicating that it was somewhat important.

Wetlands

Respondents favored the preservation of wetlands in the Town, with approximately 73 percent indicating that it was very important, and an additional 21 percent indicating that it was somewhat important.

Rivers and Streams

Respondents favored the preservation of rivers and streams in the Town, with approximately 85 percent indicating that it was very important, and an additional 13 percent indicating that it was somewhat important.

Hills and Steep Slopes

Respondents favored the preservation of hills and steep slopes in the Town, with approximately 65 percent indicating that it was very important, and an additional 24 percent indicating that it was somewhat important.

Wildlife Habitat

Respondents favored the preservation of wildlife habitat in the Town, with approximately 76 percent indicating that it was very important, and an additional 18 percent indicating that it was somewhat important.

The complete survey analysis as prepared by the UWEX staff is included in Appendix B of this report.

SELECTED FORECASTS

The range of resident population, household, and employment levels envisioned in the Town under the alternative future land use plans prepared by the Regional Planning Commission as part of its regional land use planning program are set forth in Chapter II of this report. Under the alternative land use plans prepared, year 2010 population levels for the Town could range from approximately 1,600 under the intermediate-growth centralized plan to approximately 3,800 under the high-growth decentralized plan; household levels could range from approximately 540 under the intermediate-growth centralized plan to approximately 1,170 under the high-growth decentralized plan; and employment levels could range from approximately 280 under the intermediate-growth centralized plan to approximately 550 under the high-growth decentralized plan.

On the basis of careful review of past growth trends in the Town, particularly residential building permit activity over the past 10 years (see Table 10 in Chapter II), and upon review of the factors that might affect those trends, the Town of Saukville Plan Commission determined that a set of forecasts within the range identified by the Commission would best represent the probable future of the Town. The population, household, and employment forecasts chosen as the basis for preparing the land use plan are shown in Figures 4 through 6.

Population

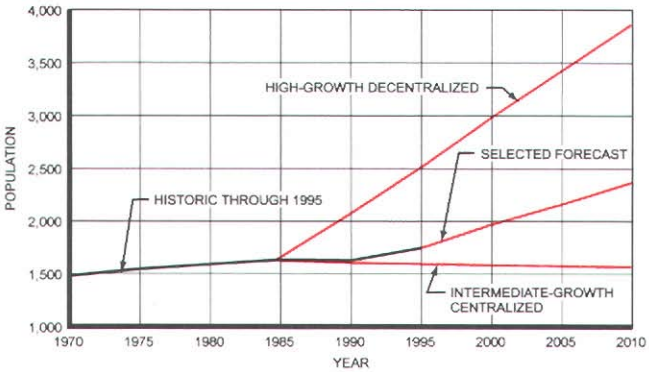
The population of the Town is expected to increase from 1,670 residents in 1990 to 2,360 residents in 2010, an increase of 690 residents, or 41 percent, during the 1990 to 2010 time period. An increase in resident population during the 1990 to 1995 time period has already added about 80 residents, resulting in an expected additional increase of approximately 610 residents, or 35 percent, during the 1996 to 2010 time period.

Households

The number of households in the Town is envisioned to increase from 555 in 1990 to approximately 850 by 2010, an increase of 295 households, or approximately 53 percent. During the 1990 to 1995 time period, the Town issued 86 residential building permits, thus reducing to about 210 the number of households expected to be added by 2010. This represents a 33 percent increase over

Figure 4

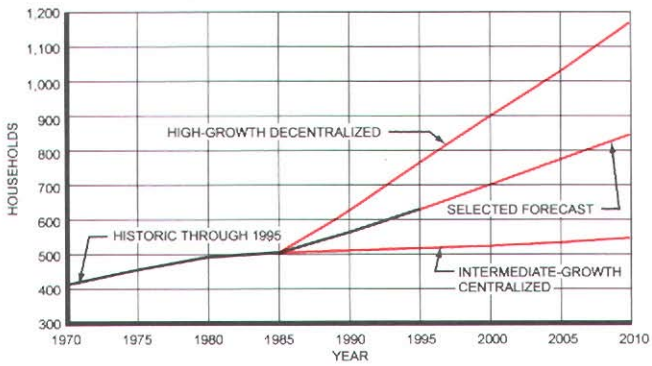
SELECTED POPULATION FORECAST FOR THE TOWN OF SAUKVILLE



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

Figure 5

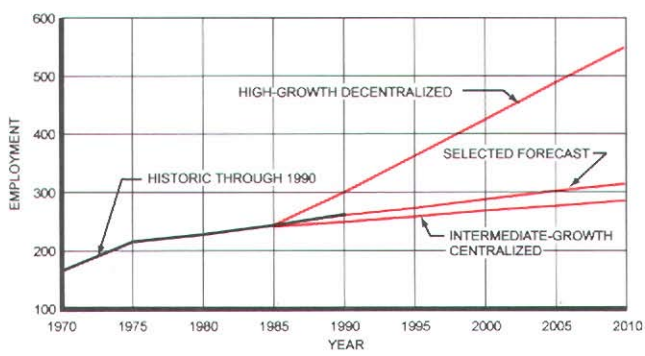
SELECTED HOUSEHOLD FORECAST FOR THE TOWN OF SAUKVILLE: 2010



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

Figure 6

SELECTED EMPLOYMENT FORECAST FOR THE TOWN OF SAUKVILLE: 2010



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

1995 and equates to approximately 14 additional households annually during the 1996 to 2010 time period.

Employment

The number of jobs in the Town may be expected to increase from a 1990 total of 260 to approximately 320 jobs in 2010, an increase of about 23 percent. The relatively modest increase in the total number of jobs envisioned for the Town is based upon the Town residents' desire to maintain the primarily rural character of the Town. The growth in employment anticipated in the Town can be attributed to limited commercial development along STH 33, an increase in jobs at existing employment bases in the Town, and the growing trend toward self-employment and home-occupation work.

DEVELOPMENT OBJECTIVES

As part of the land use planning process, the following ten major land use development objectives were formulated by the Town Plan Commission and used as a guide in the preparation of the plan.

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 Town residents.

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 public facility systems, assuring an economical provision of the services that these facilities provide.

4. To provide reasonable access to community and regional facilities and services; to employment, commercial, industrial, cultural, and government centers; and to educational facilities through the appropriate component of the transportation system.

5. To preserve, insofar as practicable, the prime agricultural lands of the Town, that is, lands best suited to agricultural use, so as to protect both the rural character and economic base of the Town.

6. To preserve and protect, insofar as practicable, the remaining environmental corridors and isolated natural resource areas in the Town. Preserving

these areas will help 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.

7. To accommodate new residential development only at rural densities—a maximum of one dwelling unit per five acres—to avoid the need to provide urban facilities and services to such development, and to preserve and protect the open space and rural character of the Town.

8. To accommodate new residential development only on soils that are well suited to such development when served by onsite sewage disposal systems and private wells, in order to avoid the creation of water pollution and public health problems.

9. To assure an integrated system of public outdoor recreation sites and related open space areas that will provide the resident population of the Town with adequate opportunities to participate in a wide range of outdoor recreation activities.

10. To preserve and enhance property values in the Town by establishing and implementing appropriate land use, zoning, and design controls.

SUMMARY

This chapter has presented a framework for development of a land use plan for the Town of Saukville. That framework includes the pertinent findings of the resident attitudinal land use survey conducted in January 1996; the population, household, and employment forecasts chosen by the Town Plan Commission to represent the most probable development scenario through the year 2010; and development objectives formulated to help shape the future environment of the Town. Key findings in this respect include:

1. Residents of the Town favor slow to moderate growth; low density single-family residential development; light industrial and commercial development only in areas within or close to neighboring communities; the development of additional park and open space sites; and the preservation of natural resources, including prime farmland. Residents are strongly opposed to any additional heavy industrial development.

2. A 2010 forecast level of approximately 850 households within the Town was selected by the Plan Commission. This assumes the addition of approximately 14 households per year through 2010, and represents an increase of about 296 households between 1990 and 2010. With 86 residential building permits issued during the 1990 to 1995 time period, an addition of about 210 households are anticipated between 1996 and 2010—an increase of 33 percent over 1995.

3. The addition of about 296 households from 1990 through 2010 with an assumed average household size of 2.78 persons translates into a population forecast for the Town of approximately 2,360 persons. Since the population of the Town grew by about 80 persons during the 1990 to 1995 time period, this represents an increase of about 610 persons, or 35 percent, between 1996 and 2010.

4. Employment in the Town is envisioned to increase from its 1990 level of about 260 jobs to a 2010 level of about 320 jobs. This represents an increase of 60 jobs, or 23 percent, between 1990 and 2010.

5. Ten development objectives were formulated by the Town Plan Commission. These objectives are to be used to design a land use plan to accommodate the forecast growth.

Chapter VII

RECOMMENDED LAND USE PLAN

A land use plan is an official statement setting forth a community's major objectives concerning the desirable physical development of the area. The land use plan for the Town of Saukville, as set forth in this chapter, consists of recommendations for the type, amount, and spatial location of the various land uses required to serve the anticipated needs of Town residents through the year 2010.

The plan is intended to be used as a tool to help guide the physical development of the Town into an efficient and attractive pattern and to promote the public health, safety, and general welfare. The plan is also intended to promote the public interest rather than the interests 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 all development proposals, whether privately or publicly advanced, to the overall physical development of the community.

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

PLAN PURPOSE AND VISION

The Town of Saukville has been experiencing residential development pressures in recent years, leading to a steady increase in the number of scattered, large lot homesites. If this trend continues unfettered, it may have serious implications for the maintenance of the Town's rural character. With each new homesite, farmland is lost, traffic on rural roads increases, and the cost of providing schools and other services grows. These concerns prompted the Town Board to initiate the development of a land use plan in August 1996.

From its inception, the Town planning process encouraged residents to participate by sharing their views as to how the Town should evolve as a community. The community survey, in particular, helped identify resident preferences. It was through this public participation, in conjunction with Town Plan Commission analysis of information provided by the Regional Planning Commission, that a vision of the Town's preferred future was shaped.

The vision shared by local residents and elected officials alike, is that of a rural, pastoral community, in which family farms and rural homesites would share the landscape. Residential development would be sensitive to the Town's agricultural past and unique natural features by utilizing open space and conservation design concepts. Where possible, residential areas would be linked together by a network of permanently preserved environmental corridors and open spaces. Recreational opportunities in the Town would be provided by numerous parks and open space sites, both public and private. The STH 33 corridor would provide travelers passing through the Town with relatively unobstructed rural vistas of greenspace, free of excessive signage and billboards. While some nonintensive business development would be accommodated in the STH 33 corridor, it would be screened from the road by natural landscaping, providing the perception of an undeveloped and green corridor. Retail development in the Town would be unnecessary, since nearby communities would provide adequately for the shopping needs of local residents.

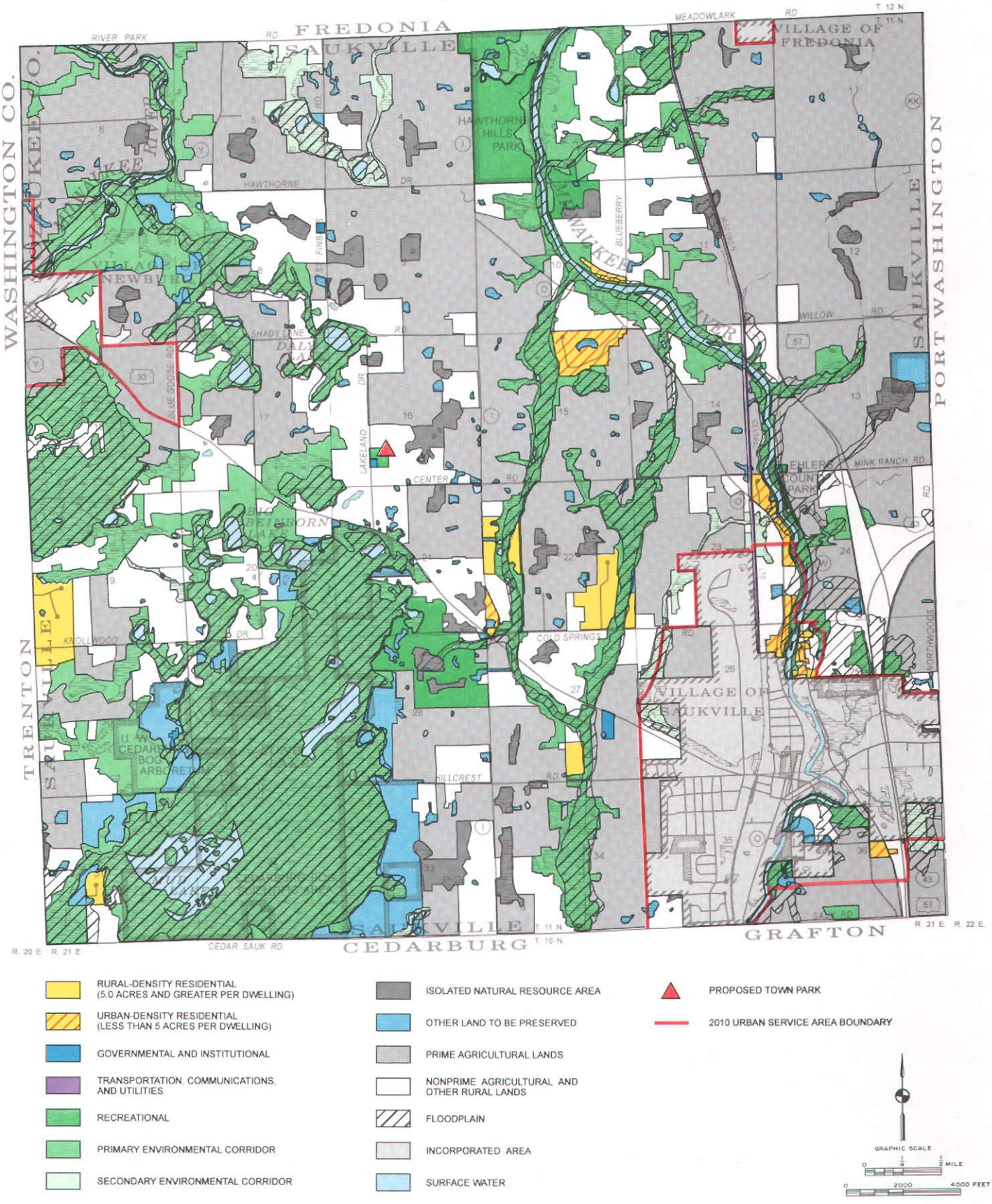
RECOMMENDED LAND USE PLAN

The recommended land use plan for the Town is presented graphically on Map 28. Acreage totals relative to the plan are presented in Table 18. The Town plan was developed, essentially, by detailing the regional land use plan as it pertains to the Town of Saukville in accordance with the local development objectives and the forecasts of population, households, and employment set forth in Chapter VI. In brief, key recommendations of the plan include:

1. That new residential development be accommodated at rural densities, utilizing open space and conservation design concepts.

Map 28

RECOMMENDED LAND USE PLAN FOR THE TOWN OF SAUKVILLE: 2010



Source: SEWRPC.

Table 18

PLANNED LAND USE IN THE TOWN OF SAUKVILLE: 2010

Land Use Category	1995		Planned Change: 1995-2010		2010	
	Acres	Percent of Total	Acres	Percent Change	Acres	Percent of Total
Urban						
Urban Residential	160	0.8	5[a]	3.1	165	0.8
Commercial and Industrial	22	0.1	20[b]	90.9	42	0.2
Government and Institutional	13	0.1	0	0.0	13	0.1
Recreational	457	2.1	8[c]	1.7	465	2.2
Extractive	191	0.9	-191	-100.0	0	0.0
Transportation, Communications and Utilities	791	3.7	50[d]	6.3	841	3.9
Urban Land Use Subtotal	1,634	7.7	-108	-6.6	1,526	7.2
Nonurban						
Rural Residential	564	2.6	945[e]	167.6	1,509	7.1
Prime Agricultural Land	8,397	39.5	-398[f]	-4.7	7,999	37.6
Other Agricultural and Rural Lands	4,062[g]	19.1	-906[h]	-22.3	3,156	14.8
Primary Environmental Corridor	5,880	27.7	0	0.0	5,880	27.7
Secondary Environmental Corridor	344	1.6	0	0.0	344	1.6
Isolated Natural Resource Area	380	1.8	0	0.0	380	1.8
Other Land To Be Preserved	0	0.0	467	100.0	467	2.2
Nonurban Land Use Subtotal	19,627	92.3	108	0.6	19,735	92.8
Land Use Total	21,261[i]	100.0	--	--	21,261	100.0

[a]Total acreage based on three urban-density lots totaling approximately five acres in the Deerfield Estates subdivision.

[b]Total estimated acreage based on assumption of four commercial development sites averaging five acres per site.

[c]Town park site.

[d]Planned increment is based on new land access streets needed to serve anticipated rural residential development.

[e]Planned acreage estimate based on 1,050 acres allocated to rural residential homesites less 105 acres (10 percent of all rural residential development) that remains allocated to environmental corridors and isolated natural resource areas. The total planned acreage may vary based on actual number of homesites developed and density of development.

[f]Total estimated acreage based on assumption of 378 acres allocated to new rural residential homesites and 20 acres allocated to new land access streets needed to serve residential development.

[g]Total based on 1995 acreage totals for "other agricultural land" and "open land" as identified in Chapter IV of this report.

[h]Planned acreage estimate is based on: 1) assumption of 567 acres allocated to new rural residential homesites; 2) 30 acres allocated to land access streets needed for residential development; 3) 467 acres of land to be reclassified as other lands to be preserved; 4) 20 acres allocated to commercial uses; 5) five acres allocated to urban residential; and 6) eight acres allocated to Town park site. One hundred ninety-one acres previously allocated to extractive land uses have been reallocated to this land use category.

[i]The total land use acreage varies from the total identified in Chapter IV due to agricultural acreage that may have been included as part of environmental corridors and isolated natural resource areas and water features located outside the environmental corridors and isolated natural resource areas that have not been included in this table.

Source: SEWRPC.

2. That most environmental corridors, isolated natural resource areas, and other environmentally significant areas be preserved in essentially natural, open use.

3. That new nonresidential development be limited to nonintensive, low-impact professional service type businesses located within the STH 33 corridor.

4. That farming activities be encouraged to continue, particularly on prime agricultural lands, as long as possible.

Land uses recommended in the plan are detailed below.

Residential Land Use

Residential land use is probably the most critical element of the Town plan. By establishing a logical, well defined policy towards residential development, the Town may be assured of maintaining its rural character and high quality of life. Factors which may have direct implications for the specific amount, type and location of new housing in the Town are described below.

Forecasted Growth

As noted in Chapter II, the adopted 2010 Regional Land Use Plan anticipated approximately 540 total housing units in the Town under the intermediate-growth centralized scenario—the scenario chosen for regional development. Under the high-growth decentralized scenario, approximately 1,170 total housing units were anticipated. With nearly 640 total housing units in existence in the Town in 1996, the intermediate growth-centralized scenario had already been exceeded by approximately 100 units. By projecting recent residential development activity in the Town, it appears more likely that approximately 850 total units would be needed by 2010. This total is based on an average increase of approximately 14 housing units per year between 1996 and 2010, an increase of 210 housing units. While the 850 units anticipated by 2010 is higher than the forecast chosen under the adopted 2010 regional plan, it is still within the range of alternative futures developed by the Regional Planning Commission.

Conversion of Farmland

Farming has historically been the predominant land use in the Town. Over the years, however, interest in residential development has been on the rise, resulting in a decrease in the number of acres farmed due to the increase in the number of housing units. This trend is expected to continue during the planning period as more people choose to relocate to, and raise families in, the Town of Saukville.

The Town plan, while recommending that agricultural lands be maintained in agricultural use as long as possible, acknowledges that changes occurring in the local farming community may have a significant impact on the ability of local farmers to successfully continue operating. Ever increasing land values, higher taxes, smaller contiguous tracts of farmland, the decrease in the number of agricultural support businesses, as well as the aging of farmers who may not have anyone to take over their operation upon retirement makes the preservation of farmland in the Town a very difficult task. Continued participation in the State Farmland Preservation Program, as well as the implementation of other farmland preservation initiatives at the local level may, however, help to slow the conversion of farmland to other uses. Farmland preservation tools that could be utilized in the Town are presented in the next chapter of this report.

Under the Town plan, equal consideration would be given to all land owners interested in rezoning agricultural land for residential development. However, development proposals on prime agricultural land located within the A-2 Exclusive Agricultural Zoning District would be required to meet criteria established for rezoning lands out of an exclusive agricultural district as set forth in Section 91.77 of the *Wisconsin Statutes*.[1] If the criteria established by the State cannot be met, a rezone request would be denied.

Additional information relative to the conversion of agricultural lands to residential uses is presented later in this chapter in the section dealing with agricultural land uses.

---

[1]*Section 91.77 of the Wisconsin Statutes allows a town to approve petitions for zoning lands out of exclusive agricultural districts only after findings are made based upon the following: 1) Adequate public facilities to accommodate development either exist or will be provided within a reasonable time; 2) Provision of public facilities to accommodate development will not place an unreasonable burden on the ability of affected local units of government to provide them; 3) The land proposed for rezoning is suitable for development and development will not result in undue water or air pollution, cause unreasonable soil erosion or have unreasonable adverse effects on rare or irreplaceable natural areas; and 4) Land which is rezoned shall be subject to a lien for the amount of tax credits paid on the land rezoned.*

Rural-Density[2] Residential Development

Areas shown in yellow on Map 28 are groupings of existing rural-density residential homesites. In 1995, approximately 564 acres of land were occupied by such existing rural residential development. Each of these areas consist of a concentrated grouping of rural-density homesites located on improved interior streets or private drives that were built exclusively to provide access to such development. As a means of fully utilizing existing interior and local streets, and in order to minimize new lots that take access from arterial and other through roads, the plan recommends infill and/or expansion of these existing residential areas, when possible.

Other individual, large lot, rural residential homesites are scattered throughout the Town. In most cases, these individual homesites are stripped along Town roads. Under the Town plan, the continuation of this type of development would be discouraged so as to limit the number of ingress/egress points on through roads; to maintain rural character; and to minimize the cost of service delivery to scattered homesites.

As introduced in Chapter VI of this report, a major development objective of the Town plan is the accommodation of all future rural residential development at densities no greater than one dwelling per five acres. The plan further recommends that open space and conservation design concepts be applied to all residential development, whether individual homesites or subdivisions. When properly designed, this type of development can help maintain the overall rural character of the landscape, preserve significant natural features and agricultural lands, and minimize road construction and other site improvement costs. Importantly, it may also minimize the visual impact of residential development and help maintain a sense of open space along highway corridors through the Town. Open space and conservation design concepts that can be applied in the Town are detailed in the next chapter of this report.

Under the Town plan, specific areas intended to accommodate new rural residential development have not been identified on the plan map. The Plan Commission determined that, based upon the number of new residences anticipated by 2010, no specific areas would be identified. Rather, any land owners interested in selling or developing their land for residential use would be given equal consideration by the Town. Development reviews would be based upon, among other considerations, environmental constraints; potential effects on the transportation system; compatibility with surrounding land uses; and, if prime agricultural land is proposed for development, whether it would meet State criteria for rezoning out of an exclusive agricultural district.

Assuming the application of a rural density of five acres for each new dwelling unit, an additional 1,050 acres would be needed to accommodate the 210 new housing units anticipated by 2010 under the recommended plan. The additional 1,050 acres was reduced by 10 percent, to 945 acres, on the assumption that some of the acreage associated with new homesites would remain in environmental corridors or isolated natural resource areas. It should be recognized that this figure could vary significantly based on the actual number of housing units built and the lot sizes chosen.

Urban-Density[3] Residential Development

Several existing urban-density residential areas are identified on Map 28. These areas, which comprised approximately 160 developed acres in 1995, include the Deerfield Hills subdivision, the River Hills Court development, the Riverview Forest development, and several other smaller areas. Under the Town plan, it is recommended that all remaining buildable urban-density parcels located outside the 100-year floodplain be made available for infill development. It is estimated that three such parcels remained in the Deerfield Hills subdivision in 1995. The plan does not recommend the addition or expansion of any other urban-density residential areas in the Town.

Under the Town plan, urban-density residential land uses, as shown in Table 18, may be expected to increase by approximately five acres during the planning period, resulting in a total of approximately 165 acres allocated to the urban residential land use category by 2010.

Lands Within Urban Service Areas

As of 1995, approximately 925 acres of Town land were located within the sanitary sewer service areas of the

---

[2] *"Rural-density" is defined as a density less than or equal to one dwelling unit per five acres.*

[3] *"Urban-density" is defined as a density greater than one dwelling unit per five acres.*

Villages of Newburg[4] and Saukville.[5] While nearly 660 acres of this land were in agricultural use in 1995, it may be expected that this total will decrease as both Villages expand within their respective urban service areas. Boundaries of both urban service areas are shown on Map 28.

Under the Town plan, it is recommended that agricultural lands located within these urban service areas remain in agricultural use until such time that municipal water and sanitary sewer service are available.

The Town plan also recommends that cooperative planning be undertaken with the Villages of Newburg and Saukville for Town lands within the urban service areas. Such efforts may establish ultimate corporate boundaries, define preferred land uses, determine appropriate densities for residential development, and identify locations for other urban amenities such as neighborhood parks and government facilities.

Commercial and Industrial Land Use

Under the Town plan, it is recommended that commercial and industrial land uses in the Town be limited to those uses which existed prior to the adoption of the land use plan, as well as new nonretail commercial services located within the STH 33 corridor.

The reasons for limiting new commercial and industrial uses in the Town are three-fold: 1) to minimize demands on local infrastructure such as roads and emergency services; 2) there is already a significant amount of retail trade and industry available in nearby communities, making such uses in the Town unnecessary; and 3) to preserve the rural character of the Town.

The type of businesses appropriate for the STH 33 corridor would be nonintensive, low-traffic generating, professional service related businesses such as architects, information technology consultants, lawyers, or financial services. These types of businesses would not be dependant on high-volume customer traffic, would not need visibility from the roadway or large signs, and would not be involved in direct sales or distribution of products. Such uses would only be allowed to develop on non-prime agricultural or other rural lands as shown on Map 28, would be set back and screened from the highway by natural vegetation, and would be single-tenant occupancies.

The commercial and industrial land use category, as identified in Table 18, may be expected to increase by approximately 20 acres during the planning period as a result of new commercial uses. This would result in a total of approximately 42 acres allocated to the commercial and industrial land use category in 2010.

Governmental and Institutional Land Use

In 1995, 13 acres were allocated to government and institutional land uses. No expansion of governmental or institutional land uses is anticipated in the Town during the planning period. However, should residential growth in the community stimulate interest in the construction of churches, such uses would be considered.

Recreational Land Use

During the planning period, a Town park may be developed. An eight-acre site adjacent to the Town Hall on Lakeland Road is currently under consideration. Park amenities being considered are soccer fields, a picnic area, and modern playground equipment. Further study of the site, possible park amenities, and funding sources are necessary in order to determine the suitability of the site and its proposed amenities. No other allocation of acreage to this land use category is anticipated during the planning period.

While not requiring the allocation of additional acreage to the recreational land use category, the Town plan recommends the designation of a bicycle-way system plan that would connect major recreational and open-space sites in the Town to existing and future residential areas.[6] As shown on Map 29, this system would initially

---

[4]*The Village of Newburg sanitary sewer service area plan, adopted in 1993, is documented in SEWRPC Community Assistance Planning Report No. 205,* Sanitary Sewer Service Area for the Village of Newburg, *March 1993.*

[5]*The Village of Saukville sanitary sewer service area plan, adopted in 1983, is documented in SEWRPC Community Assistance Planning Report No. 90,* Sanitary Sewer Service Area for the Village of Saukville, *September 1983.*

[6]*A "bicycle-way" is a general term that includes any road, path, or way that may legally be used for bicycle travel. Types of bicycle-ways include "bicycle paths," which are physically separated from motorized vehicles; "bicycle lanes," which are portions of roadways that are designated by striping, signing, and pavement markings for*

(continued on page 81)

consist of approximately 19 miles of signed, on-road bicycle routes intended to serve as the framework for a larger system of on- and off-road bicycle routes that would grow as the community develops. The recommended system plan refines, and expands upon, the recommendations of SEWRPC Planning Report No. 43, *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010.*

Further design considerations and potential funding sources relative to a Town park and bicycle-way system plan will be presented in the next chapter of this report dealing with plan implementation.

Mineral Extraction Land Use

In 1995, there were 10 sites in the Town, totaling approximately 191 acres, involved in quarrying and asphalt operations. The Town plan envisions that all of these sites would discontinue operations during the planning period. Upon closure, these sites would be restored to rural lands in accordance with the Town zoning ordinance.

Transportation, Communication and Utility Land Use

As shown in Table 18, transportation, communication, and utility land uses encompassed about 791 acres in the Town in 1995. Major land uses in this category include streets and highways and the Wisconsin Central Ltd. Railroad right-of-way. These existing land uses are reflected on the recommended land use plan map. As further shown by Table 18, an increase of 50 acres in this category is anticipated under the plan, which represents the area to be converted to land access streets to serve new residential development.

Agricultural Land Use

As presented in Chapter IV, nearly 60 percent of all land uses in the Town were related to farming activities in 1995. The preservation of agricultural lands, particularly prime agricultural lands, is an important factor in ensuring the continued availability of productive farmland as well as maintaining the rural character of the Town. For the purpose of this report, agricultural lands are separated into two categories: prime agricultural lands and other agricultural and rural lands. Plan details relative to each agricultural category are presented below.

Prime Agricultural Land

The Town land use plan reaffirms the recommendations of the regional land use plan and the Ozaukee County Farmland Preservation Plan with respect to the preservation of prime agricultural lands in the Town. Under the Town plan, as well as the regional plan, prime agricultural lands are defined as encompassing farm units of at least 35 acres in area which meet selected soil productivity standards and which occur in blocks of similar farm units of at least 100 acres in size. To be considered prime, at least one-half of the farm unit must be covered by soils meeting U. S. Natural Resources Conservation Service standards for national prime farmlands, largely Class I and II soils, or farmland of statewide importance, largely Class III soils.

The Town plan recommends the preservation of most remaining prime agricultural lands in the Town. These areas, generally zoned A-2 Exclusive Agriculture, would be retained in units of at least 35 acres in order to preserve workable farmland and to prevent the intrusion of incompatible development. Structures would be limited to those consistent with agricultural use, with residences limited to homes for the farm operators, as specified in the Town zoning ordinance. Under the plan, it is anticipated that approximately 398 acres of prime agricultural land would be converted to nonfarm uses associated with rural residential development during the planning period.

As indicated in Table 18, prime agricultural lands in the Town encompassed approximately 8,397 acres, or about 40 percent of the total area of the Town, in 1995. Under the Town plan, this total may be expected to decrease by approximately 398 acres, or 5 percent, to 7,999 acres in 2010.

Other Agricultural and Rural Lands

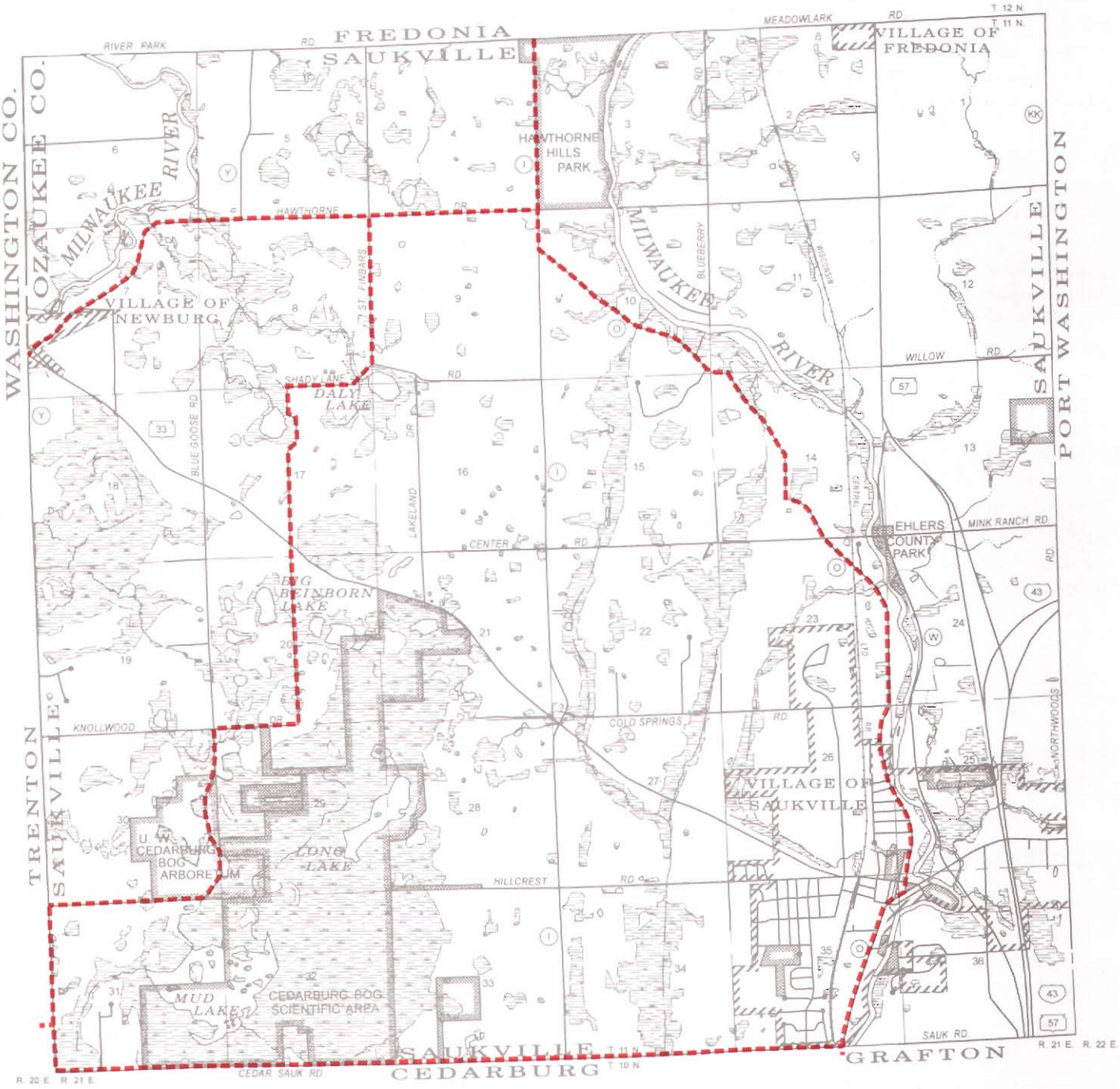
This land use category includes the balance of agricultural lands in the Town as well as other rural lands not allocated to other land uses. Under the Town plan, it is recommended that most of these areas be maintained in rural uses such as agriculture and rural residential development.

(continued from page 80)

the exclusive or preferential use of bicycles; and "shared roadways," which are roadways that do not have a designated bicycle lane, but may be legally used for bicycle travel. A "bike route" is a bicycle way designated with directional and information markers, and may consist of a combination of bicycle paths, bicycle lanes, and shared roadways.

Map 29

BICYCLE-WAY SYSTEM PLAN FOR THE TOWN OF SAUKVILLE STUDY AREA: 2010



Source: SEWRPC.

As indicated in Table 18, the other agricultural and rural lands category totaled approximately 4,062 acres, or about 19 percent of the total area of the Town, in 1995. Under the Town plan, by 2010, approximately five acres of this total may be converted to urban residential uses; 567 acres may be converted to uses associated with rural residential development; 30 acres may be converted to land access streets to serve new residential development; eight acres may be converted to a Town park; and an additional 20 acres may be developed for commercial uses. As presented in the next section of this chapter, an additional 467 acres of lands within this category will be reclassified as other lands to be preserved. The 191 acres of land currently used for extractive operations are planned to be converted to this use after mining operations cease; for a net loss of 906 acres in this land use category.

Environmentally Significant Areas

Chapter III of this report presented detailed information regarding the location and extent of environmental corridors and isolated natural resource areas within the Town. The essentially linear environmental corridors represent a composite of the best remaining elements of the natural resource base in the Town and have immeasurable environmental and recreational value. Substantial preservation of the primary environmental corridors, and careful consideration of preserving secondary environmental corridors and isolated natural resource areas, in an essentially open, natural state serve to maintain a high level of environmental quality and natural beauty in the Town. Preservation of the component parts of these environmentally significant areas was identified as a priority by Town residents in the results of the community survey conducted in 1996.

Primary Environmental Corridors

Primary environmental corridors represent elongated areas in the landscape which contain concentrations of the most important remaining elements of the natural resource base. As indicated in Table 18, approximately 5,880 acres of primary environmental corridor existed in the Town in 1995. While most of this acreage is protected wetlands, approximately 1,040 acres is classified as upland woods. In addition, three natural areas of Statewide significance were also located within these corridors—the Cedarburg Bog State Natural Area, the Riveredge Creek and Ephemeral Pond State Natural Area, and the Sapa Spruce Bog Natural Area. These natural areas, as identified in the Regional Planning Commission report titled, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, 1997, are each partially protected through public or public-interest ownership. The portions of these natural areas not under protective ownership as of 1994 are recommended for public acquisition under the Regional Natural Areas Plan.

Several other sections of primary environmental corridor in the Town have also been preserved through public ownership in the Cedarburg Bog Scientific Area, the Riveredge Nature Center, and in Hawthorne Hills County Park. The Ozaukee County Park and Open Space Plan, as described in Chapter I of this report, also includes a recommendation that primary environmental corridors along the main stem of the Milwaukee River be acquired for future parkway considerations.

The Town land use plan recommends substantial preservation of all remaining primary environmental corridors. Development within corridors not already preserved should be limited to required transportation and utility facilities; compatible outdoor recreation facilities; and limited rural-density residential development carefully designed so as to minimize its impact on the natural resource base of the corridors.

Under the Town plan, the primary environmental corridor acreage in the Town would remain unchanged during the planning period. It may be expected, however, that approximately 65 acres of upland woods within the primary environmental corridor would be utilized for carefully designed rural-density residential development.

Secondary Environmental Corridors

Secondary environmental corridors also contain a variety of resource elements, often being remnants of primary environmental corridors that have been partially converted to agricultural or other uses. The Town land use plan recommends that most secondary environmental corridors be considered for preservation in essentially natural open use. As indicated in Table 18, there were approximately 344 acres of secondary environmental corridor in the Town in 1995. Approximately 57 acres of upland woods were included in these corridors.

Under the Town plan, the secondary environmental corridor acreage in the Town would remain unchanged during the planning period. It may be expected, however, that approximately 25 acres of upland woods within the secondary environmental corridor would be utilized for carefully designed rural-density residential development.

Isolated Natural Resource Areas

Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from the primary and secondary environmental corridors. Approximately 380 acres of isolated natural resource areas were scattered throughout the Town in 1995. Approximately 204 acres of this total were upland woods. The Town land use plan recommends that most of these areas also be considered for preservation in essentially natural open use.

Under the Town plan, acreage associated with isolated natural resource areas in the Town would remain unchanged during the planning period. It may be expected, however, that approximately 15 acres of upland woods within the isolated natural resource areas would be utilized for carefully designed rural-density residential development.

Other Lands to Be Preserved

The Town plan also recommends the preservation of other smaller areas in the Town that contain important natural resource features. Most of these areas do not qualify as part of an environmental corridor or isolated natural resource area because, individually, they are each smaller than five acres in size, or they are lowlands used for grazing. These small woodlands, wetlands, and lowland pastures total approximately 467 acres. It is recommended that these areas be preserved in essentially natural open space and agricultural uses. It is further recommended that those areas two acres or larger in size be recognized and protected through the Town zoning ordinance.

The "Other Lands to be Preserved" land use category shown on Map 28 includes the planned expansion of three natural areas in the Town—the Cedarburg Bog State Natural Area, the Riveredge Creek and Ephemeral Pond State Natural Area, and the Sapa Spruce Bog Natural Area. The 496 acres associated with these expansions, however, are not included in the total acreage identified in the "Other lands to be preserved" land use category identified in Table 18. The additional acreage is included in other non urban land use categories such as environmental corridors and farmland—uses expected to continue on these lands during the planning period.

Recognizing that the Town plan will allow limited residential development in environmentally significant areas, specific site design criteria should be established to ensure that each development minimizes its impact on the natural resources present. Residential development techniques that may be used within environmentally significant areas are presented in the next chapter of this report.

ARTERIAL STREETS AND HIGHWAYS

The amendment to the *Ozaukee County Jurisdictional Highway Plan*, January 1993, as presented in Chapter I of the report, details the arterial street and highway system proposed to serve the probable future traffic demands within the Town through 2010.

The Town land use plan recognizes and supports the adopted County jurisdictional highway plan with regard to its general intent to safely and efficiently move traffic through the Town. The Town Plan Commission does not, however, support the specific recommendations of the County plan with regard to expanding STH 33 from a two-lane arterial to a four-lane arterial, or the proposed location of a bridge across the Milwaukee River at Cold Spring Road. The Town plan, therefore, recommends that STH 33 be maintained as a two-lane arterial through the Town and also recommends that any additional river crossing, if it is to be located in the Town, be located so that it has limited environmental impact while providing maximum benefit for residents of the Town.

SUMMARY

This chapter has presented a recommended land use plan for the Town of Saukville through the year 2010. The Town plan represents a detailing of the regional land use plan, in accordance with the Town land use objectives set forth in the Chapter VI of this report.

The land use plan is presented graphically on Map 28, while associated data relating to planned land use is presented in Table 18. The most important recommendations of the plan include the following: 1) that new residential development be accommodated at rural densities, and utilize open space and conservation design concepts; 2) that environmental corridors, isolated natural resource areas, and other environmentally significant areas be preserved in essentially natural, open use; 3) that new nonresidential development be limited to nonintensive, low-impact professional service type businesses located within the STH 33 corridor; and 4) that farming activities be encouraged to continue, particularly on prime agricultural lands, as long as possible.

The recommended land use plan is intended to serve as a guide to the orderly development of the Town of Saukville, providing for a safe, healthful, attractive, and efficient environment. Consistent application of the plan will help assure protection of the Town's natural resources, including agricultural lands and environmental corridors, while providing for the needs of the existing and probable future resident population of the Town.

(This page intentionally left blank)

Chapter VIII

PLAN IMPLEMENTATION

In a practical sense the Town land use plan is not complete until the steps needed to implement the plan are specified. This chapter presents techniques that can be used to implement the plan in order for the Town to realize its objectives. Included in this chapter is an overview of the plan adoption process; suggested revisions to the zoning and land division control ordinances; suggested general site planning and design guidelines; appropriate development types for environmentally significant areas; guidelines for recreational facility development; farmland preservation techniques; approaches to intergovernmental cooperation; and recommendations for future plan reevaluations.

It should be recognized that formal adoption of the land use plan is only the beginning of a series of actions necessary to achieve the objectives expressed in this report. In order for the plan to be a success, long-term dedication to implementation of the plan by Town officials is critical.

PUBLIC INFORMATIONAL MEETINGS, PUBLIC HEARING, AND PLAN ADOPTION

Wisconsin planning enabling legislation does not require local plan commissions to hold public hearings on recommended plans before their adoption. It is nevertheless good planning practice to hold informational meetings and hearings in order to acquaint residents and landowners with the proposed plan and to solicit public reactions to the plan proposals. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at these meetings. Accordingly, a public informational meeting was held on the preliminary recommended plan on August 13, 1998, and a formal public hearing was held on the plan on August 27, 1998. Minutes of these meetings were prepared by the Town and are on file in the Town Hall. A review of comments received at these public meetings indicated that no significant changes to the plan were warranted, and as such, it was the recommendation of the Town Plan Commission that the land use plan for the Town of Saukville remain as presented at the public meetings.

An important step in plan implementation is the formal adoption of the recommended plan by the Town Plan Commission and certification of the adopted plan to the Town Board, pursuant to State enabling legislation. Although formal adoption of the plan by the Town Board is not legally required, this step is recommended to demonstrate acceptance and support by the governing body. Upon such adoption, the plan becomes the official guide intended to be used by Town officials in making development decisions. The recommended land use plan was adopted by the Town Plan Commission on September 9, 1998, and subsequently adopted by the Town Board on September 15, 1998. The adopting resolutions are in Appendices C and D, respectively.

ZONING

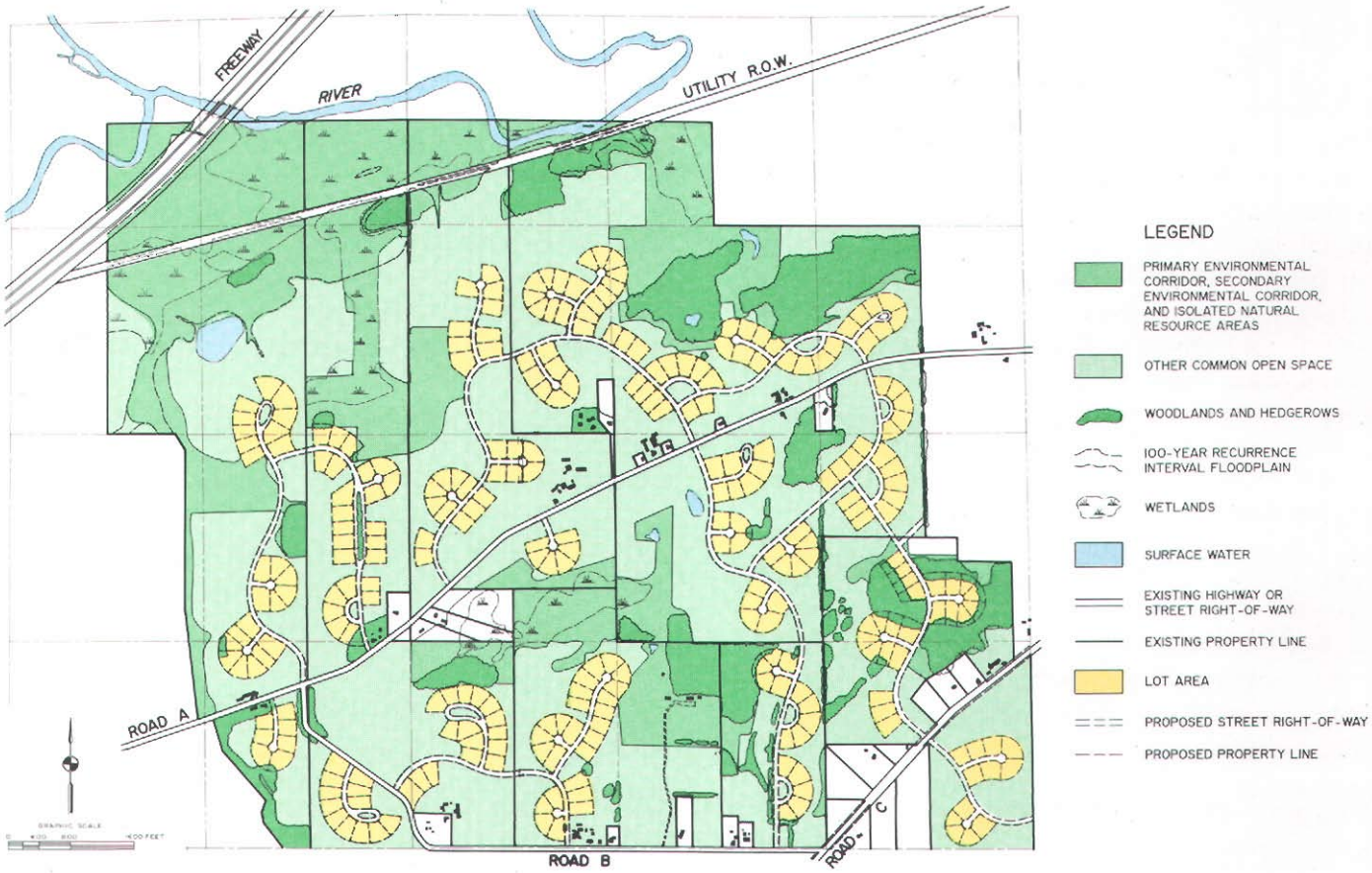
Of all the land plan use implementation devices currently available, the most important is the zoning ordinance. In order for the Town to implement the recommended land use plan, changes to the existing Town zoning ordinance will be required. The Town Zoning Ordinance should allow for limited development, permit design flexibility to help preserve rural character, and protect and preserve natural resources and farmland.

As a minimum, the following changes to the zoning ordinance should be carefully considered by the Town Plan Commission and Town Board as the basis for implementing the land use plan.

1. Consideration should be given to adding new provisions to the zoning ordinance which would permit flexibility in subdivision design. The A-1 General Agricultural District and the R-1 Single-Family Residential District currently permit conventional residential development on minimum five-acre lots. The five-acre lot requirement forces dispersed placement of homes across a development parcel, regardless of landscape features or environmental constraints. Two alternative forms of residential development that would permit more site sensitive design in multiple-lot developments are conserva-

Figure 7

EXAMPLE OF A RURAL AREA PLAN EMPHASIZING CLUSTERED RESIDENTIAL DEVELOPMENT



Source: SEWRPC.

tion design, also known as cluster development,[1] and lot averaging. Both alternatives provide more flexibility in site design and lot layout than conventional subdivisions.

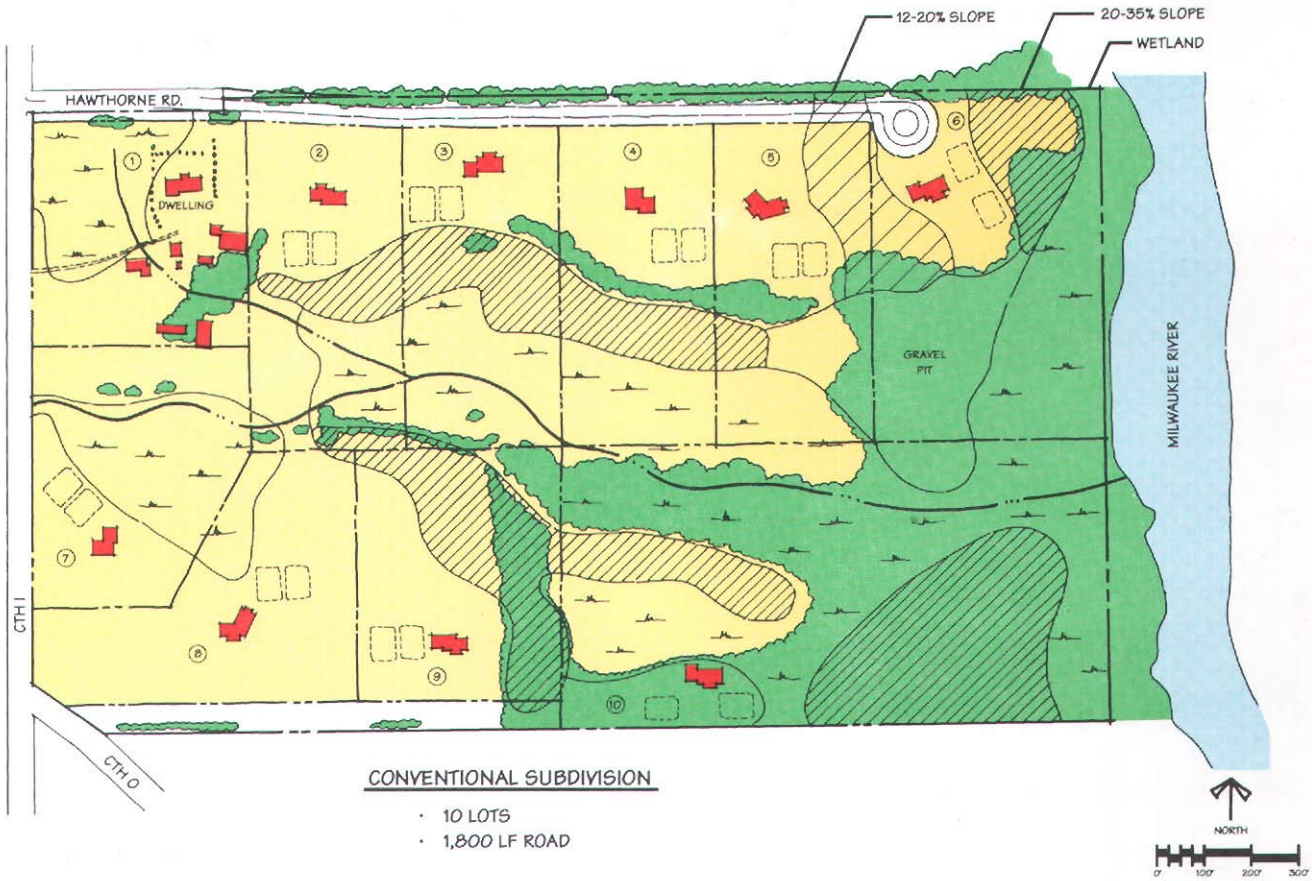
The term "conservation subdivision design" refers to a form of residential development in rural areas that preserves open space while permitting development at densities no less than that permitted under conventional development. As illustrated in Figure 7, a residential development incorporating conservation subdivision design concentrates, or "clusters," the permitted number of lots on a portion of the tract, leaving the remaining acreage in open space. When properly designed, the visual impact of this type of residential development can be minimized, maintaining the rural character of the landscape, preserving significant natural features and agricultural lands, creating opportunities for non-public ownership of open space, and increasing the efficiency of infrastructure development.

In the conservation subdivision design process, open space preservation areas should be delineated first, with residential clusters designed around those areas. The residential clusters should be integrated with the topographic and other natural features, taking full advantage of the settings provided by those features without causing undue disturbance. They should be buffered from nearby agricultural

[1]*Detailed site design and zoning considerations relative to the implementation of conservation design standards are presented in SEWRPC Planning Guide No. 7,* Rural Cluster Development Guide, *December 1996.*

Figure 8

CONVENTIONAL SUBDIVISION



Source: SEWRPC.

and mineral-extraction lands, as appropriate, so as to minimize conflicts between farming or mining and residential uses. To the extent practicable, the residential clusters should be located in areas which are visually screened from public roadways, so that existing rural open space vistas are maintained.

The open space may be owned jointly by the residents of the development, the local municipality, a private conservation organization, or the original landowner. Conservation easements and deed restrictions should be used to protect the common open space from future conversion to more intensive uses. Scenic easements may also be used to limit development for the purposes of preserving open space vistas.

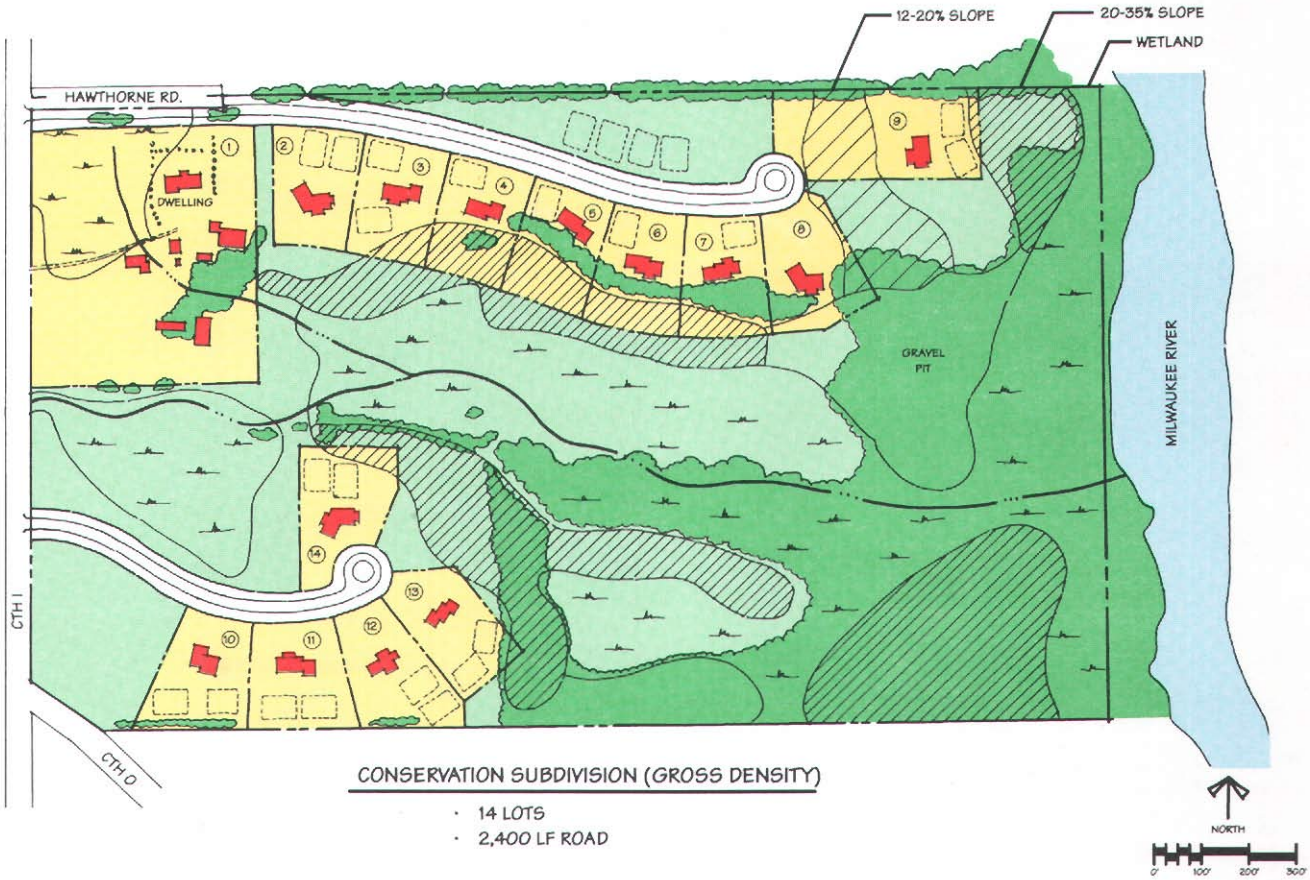
Presented below are illustrations of alternative lot layouts of a 70-acre parcel at an overall five-acre density using conventional development, conservation design, and lot averaging.

Conventional Development—As illustrated in Figure 8, with a minimum lot size of five acres, a total of 10 lots could be created on the 70-acre parcel under a conventional development scenario. The lot layout was based on geometrically maximizing the number of lots on the parcel, rather than on conserving the natural features of the site. As a result, the creek, wetlands, woodlands, and steep slopes fall under multiple ownership, with no guarantee of proper land management.

Conservation Design—Figure 9 illustrates how the same 70-acre parcel used in the illustration of a

Figure 9

CONSERVATION SUBDIVISION (GROSS DENSITY)



Source: SEWRPC.

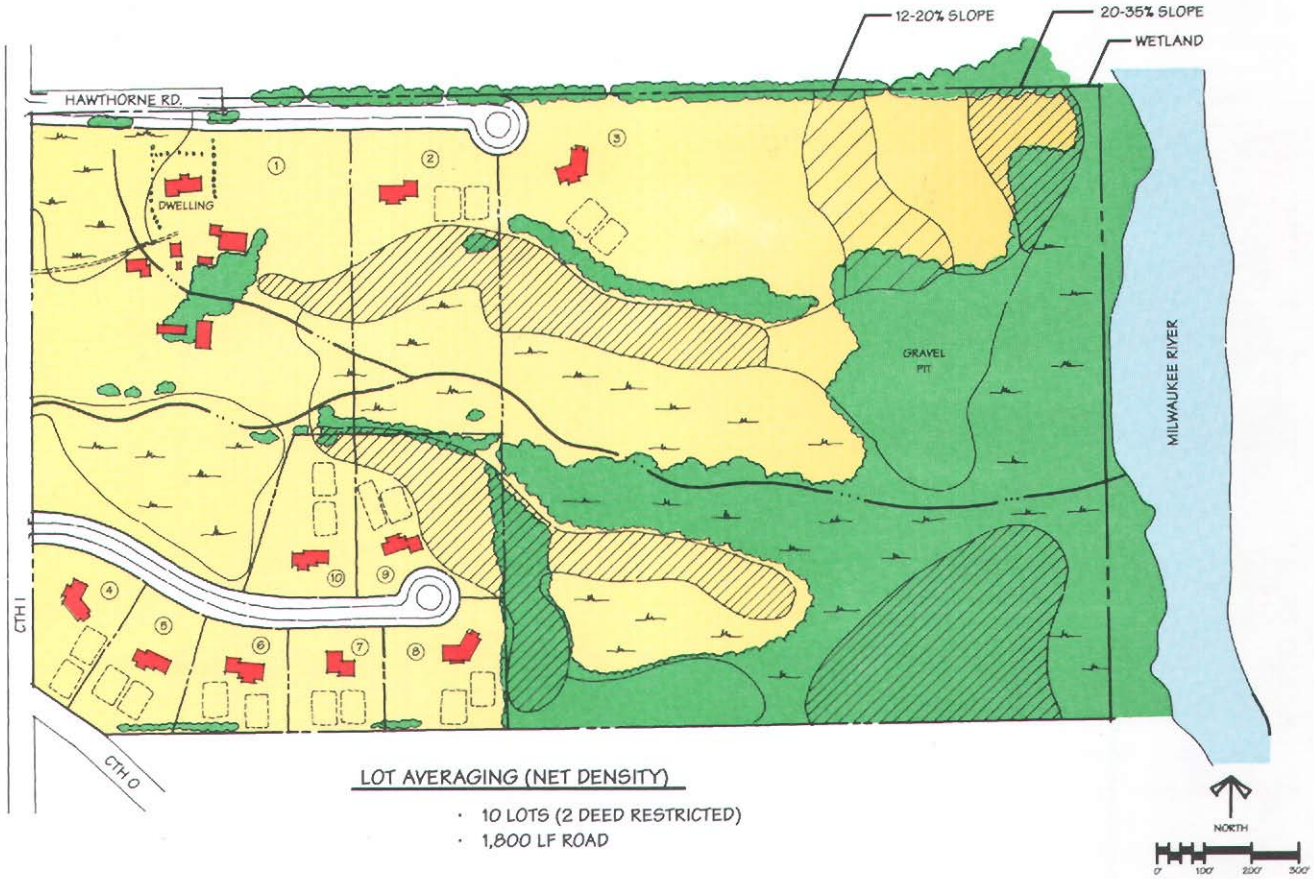
conventional subdivision might be developed using conservation subdivision design. The minimum lot size is reduced from five acres to one acre, but the overall density (the number of lots permitted) is not increased, preserving over 60 percent of the entire parcel in permanent open space, to be managed by a homeowners' association. The natural features come under unified ownership as common open space, and may therefore be managed as a whole, preserving the integrity of the ecosystem. By applying gross density, 14 lots were permitted on the site. This creates a win/win situation, which provides to the Town, at no cost, open space and preservation of landscape character and sensitive natural features, while providing the developer with more lots than could be achieved under conventional development.

Lot Averaging—Like conservation subdivisions, lot averaging also provides design flexibility, allowing for site sensitive placement of homes on a development parcel. Individual lot sizes may vary within a development that utilizes lot averaging, with some lots smaller than five acres, and others larger, but the overall density of the development is held to no greater than one dwelling unit per five acres. Although the opportunity to maintain environmentally sensitive features under unified ownership is lessened, the flexibility in the location of home sites still permits more site sensitive design than does conventional development. Because lot averaging can provide the design flexibility necessary to preserve environmental features without creating common open space, a homeowners' association is not needed.

Figures 10 and 11 illustrate the concept of lot averaging as it applies to the same 70-acre parcel illustrated in Figures 8 and 9. In Figure 10, the number of lots permitted is based on net density,

Figure 10

LOT AVERAGING (NET DENSITY)



Source: SEWRPC.

and in Figure 11, the number of lots permitted is based on gross density.

It is recommended that conservation subdivision and/or lot averaging concepts be added as permitted or conditional uses in the R-1 District. The ordinance could be written to allow such development at gross or net densities, or limit the density to that which could be achieved under conventional development.

Land in an A-1 or A-2 zoning district should be rezoned to R-1 if a subdivision using these concepts is approved. Agriculturally zoned lands should remain zoned for such use until an acceptable development proposal is submitted for approval.

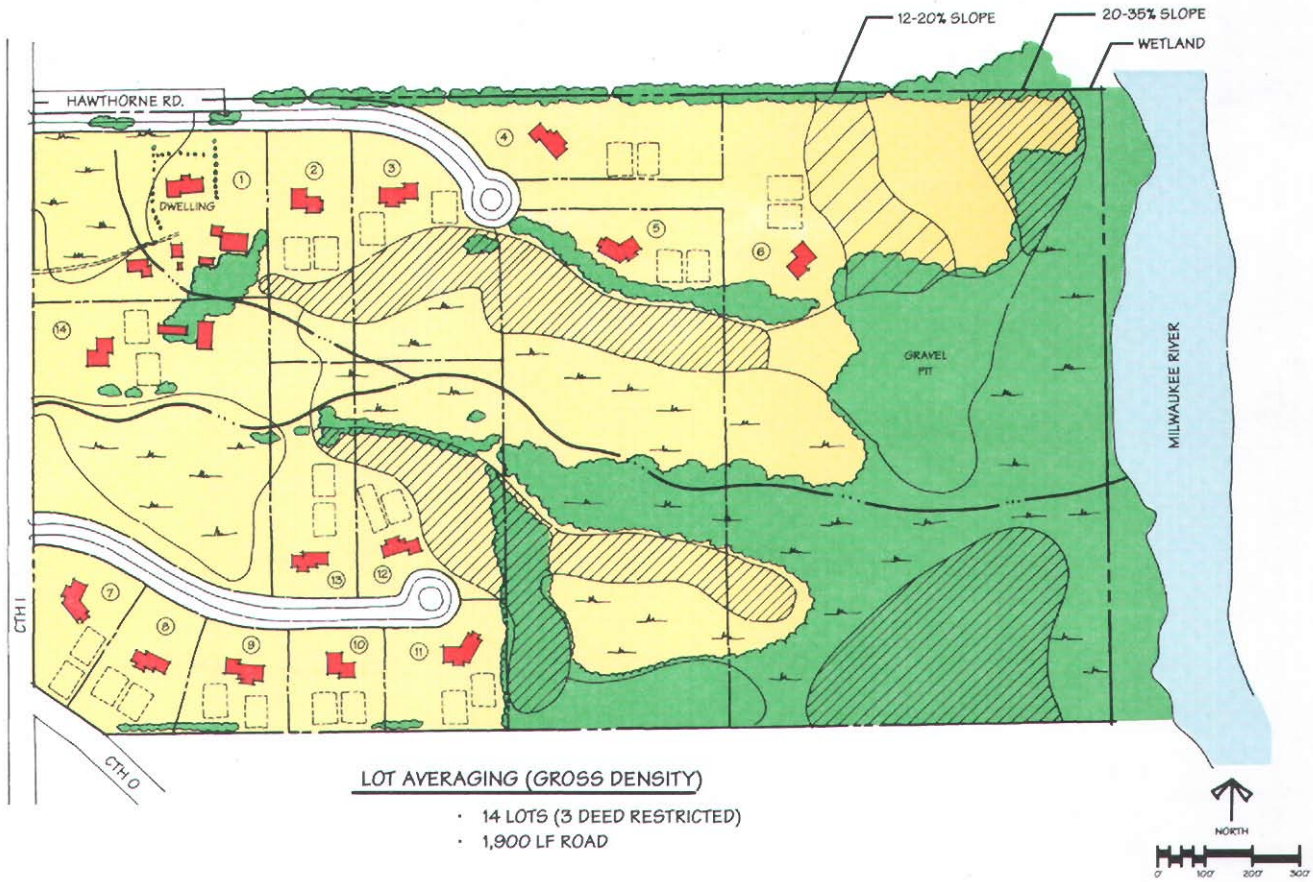
2. It is recommended that the B-1 Commercial District text be modified to limit new uses to those consistent with the types of businesses identified as desirable in the Town Plan.

3. The existing C-1 Conservancy Overlay District should be revised to reflect the protection of most ponds, streams, and delineated wetlands in the Town. The existing C-1 District protects only those lowland areas five acres or larger in size. The addition to the C-1 district of lowland areas two acres or larger would contribute to flood control and water quality enhancement, as well as to the protection of critical breeding, nesting, and feeding habitat for wildlife in the Town.

4. A new C-2 Upland Conservancy Overlay District should be created to help preserve other environmentally significant areas in the Town. A C-2 district is intended to prevent the destruction of

Figure 11

LOT AVERAGING (GROSS DENSITY)



Source: SEWRPC.

valuable natural resources, particularly woodlands, wildlife habitat areas, areas of steep slope topography, and related scenic areas. Regulating these areas would serve to control erosion and sedimentation and promote the preservation of the natural beauty of the Town. A C-2 district should permit residential development in upland conservancy areas at a rural density no greater than one dwelling unit per five acres. Mowed or cleared areas in an upland conservancy district, as well as areas of impervious coverage, such as buildings, driveways, walks, and patios, should be limited to one acre, or 20 percent of the entire parcel, whichever is greater.

5. The C-1 and C-2 districts should contain additional provisions permitting existing agricultural uses to continue provided they do not involve the extension of cultivated areas, the extension or creation of new drainage systems, and further provided they do not substantially disturb or impair the natural fauna, flora, topography, or water regimen. These additional provisions will help preserve existing natural resources while allowing existing agricultural uses conducted in accordance with Ozaukee County Conservation Standards.

   Both the C-1 and C-2 districts should be identified as overlay zoning districts. By designating the lands with overlay zoning, the C-2 designation will not affect the amount of land zoned within the exclusive agricultural district, thus minimizing any potential impact that such designation could have on farmers required to maintain exclusive agricultural zoning in order to participate in the State Farmland Preservation Program.

6. The Town plan recommends that only existing commercial and industrial uses, as well as limited

additional nonintensive commercial uses in the STH 33 corridor, be allowed in the Town. Undeveloped lands in the Town that are zoned B-1 Commercial or M-1 Industrial that do not have development proposals submitted for review or approval should be rezoned to a zoning district appropriate for the existing use.

7. Substandard lots in the A-1 General Agricultural District—lots smaller than five acres in size—should be rezoned to the R-1 Single-Family Residential District.

8. State mandated zoning ordinance updates relative to community-based residential facilities; foster family homes; family day care; and the Americans with Disabilities Act should be included in the Town Ordinance. Specific ordinance language relative to cell towers; construction site erosion control measures; and contemporary zoning administration practices should also be included.

In addition to the above-noted regulatory revisions to the zoning ordinance, it is recommended that, with the objective of maintaining the existing rural character of the Town, zoning regulations implementing the following site planning and design controls also be adopted:

1. To maintain an overall Town density of no more than one dwelling per five acres for new construction, individually developed residential lots should have a minimum size of five acres.

2. Mowed, cleared, or developed areas on individual residential lots located in areas other than upland conservancy should be limited to two acres, or 20 percent of the entire lot, whichever is greater. This acreage should include all areas of impervious coverage, such as buildings, driveways, walks, and patios. The balance of the lot should be preserved in natural open space or agricultural use and should be deed restricted against expansion of the developed, mowed and cleared areas.

3. Land divisions that create common open space, such as in conservation subdivisions, should attempt to incorporate the entirety of any significant natural land features in the common open space.

4. Building envelopes—that portion of the lot on which buildings are allowed to locate—should not extend into environmentally sensitive areas such as wetlands and steep slopes.

5. Building envelopes should have a setback from the road adequate to accommodate a landscaped buffer capable of screening structures from the road.

6. Removal of natural vegetation such as woodlands, hedgerows, large individual tree and shrubs, natural grasses, and wildflowers should be limited.

7. Adherence to stormwater control and erosion control measures should be required.

8. Nonresidential buildings and associated parking areas should be set back from existing roads to accommodate a landscaped buffer capable of partially screening the structures and associated parking and loading areas from the road.

9. Removal of existing vegetation should be limited to that which is necessary for the construction of nonresidential buildings and associated improvements. Cutting and clearing should be conducted in a manner that minimizes erosion and sedimentation.

10. Nonexotic native plants should be preserved wherever possible, particularly in areas of steep topography and along roadways to preserve rural character and to achieve a "natural" appearance.

11. Nonresidential structures and associated paved areas should be extensively landscaped.

12. Trees should be protected and preserved during construction projects in accordance with sound tree conservation practices including the use of wells and islands. Special consideration should be given to preventing soil compaction and stockpiling of soil or construction materials in existing tree root zones, even if such placement is temporary.

13. Nonresidential driveway ingress/egress points should be limited to one per parcel, wherever possible.

14. All outside lighting for nonresidential developments should be arranged and shielded to prevent glare or reflection, nuisance, inconvenience, or hazardous interference of any kind with adjoining properties.

15. Signage for nonresidential development should be limited in number and size and should be compatible with the surrounding land uses.

A detailed analysis and comprehensive revision of the Town's existing zoning ordinance and attendant zoning district map, incorporating the above recommendations, should immediately follow the adoption of the land use plan. A comprehensive revision may help to ensure a systematic implementation of the land use plan.

In addition to the above noted regulatory, site planning, and design controls, it is recommended that additional design guidelines be included in the zoning ordinance as an appendix and referred to as a guide to aid the Plan Commission in their decision making in the course of plat and site plan review. As a minimum, the following design guidelines should be considered:

1. The location of a building on a site should have a functional relationship to the site's topography, existing vegetation, and other natural land features. Natural land features should be recognized and integrated into the site design to minimize their disruption.

2. Site design and building placement should minimize the visual impact of new structures on views from adjacent existing roads.

3. Buildings should not be located on ridgelines.

4. Driveways should be located and configured to minimize the visual impact of the driveway from roadways and adjacent land uses. Adequate vision clearance triangles should be provided at ingress/egress points of all driveways.

5. Historic structures and farm features such as barns, silos, and fieldstone fences located within the property boundaries of a proposed development should be considered for preservation and integration into the overall development.

6. Structures should be placed adjacent to existing tree lines and wooded field edges.

7. Structures placed in open fields should be screened by landscaping.

8. Architectural styles and building materials used on all nonresidential structures should be consistent with the rural residential character of the community.

SUBDIVISION AND CERTIFIED SURVEY MAP REVIEW

Sound land division regulations are an important means of implementing a land use plan and of coordinating the layout, design, and construction of private land development proposals within the Town. Land divisions and improvement of land within the Town are governed by the Town of Saukville Land Division Ordinance and the Ozaukee County Floodplain and Shoreland Zoning Ordinance. The Town ordinance regulates all land divisions creating three or more parcels of 10 acres each or less in a five-year period. The County ordinance regulates land divisions creating five or more parcels of five acres each or less in a five-year period on lands located within the designated shoreland areas of the Town.

Following the adoption of the Town's land use plan, and the revision of the Town Zoning Ordinance, the Town should revise the Town Land Division Ordinance. The existing Town Land Division Ordinance, adopted in 1969 with only minor amendments occurring since, should, at a minimum, be revised to include the following:

1. Under current provisions of the Town Land Division Ordinance, the Town does not regulate land divisions resulting in parcels larger than 10 acres. Consideration should be given to applying the Town Land Division Ordinance to all land divisions in the Town.

2. The Town Land Division Ordinance provides that the Plan Commission has up to 40 days to review a preliminary plat and 60 days to review a final plat. The same amount of time is provided for the review of land divisions other than subdivisions. Chapter 236 of the *Wisconsin Statutes* provides that a municipality may have up to 90 days to review a preliminary plat and 60 days to review a final plat. The Town should revise the review period for preliminary plats so that it is consistent with the review period set forth in the *Wisconsin Statutes*.

3. Consideration should be given to removing Section 10, "Fees," of the Land Division Ordinance and adopting a separate ordinance that identifies the appropriate type and amount of each relevant administrative fee. Thus, a future change in fees

would require approval by the Town Board, but not a public hearing.

4. Proposed State legislation with respect to impact fees and court interpretations of the existing impact fee law (Section 66.55 of the *Wisconsin Statutes*) may change the ability of local communities to collect fees in lieu of land dedications for park, recreation, and open space needs. This may require modification to the Land Division Ordinance relative to Section 2.3 of the ordinance, "Dedication and Reservation of Land".

In addition to the above noted regulatory revisions to the Land Division Ordinance, it is recommended that, with the objective of maintaining the existing rural character of the Town, regulations implementing the following site planning and design controls also be adopted as part of the Ordinance:

1. Land divisions should utilize existing natural boundaries such as hills, drainageways, wetlands and woodlands when establishing property lines.

2. Adherence to stormwater control and erosion control measures should be required.

3. Proposed minor land divisions that may eventually be incorporated into a larger development on an adjoining parcel held by the same owner should include a sketch plan of the overall development showing the potential integration of the adjoining sites.

4. Driveways should follow the natural contour of the land, limit the removal of natural vegetation, and should not interfere with natural drainage patterns or bisect farmland.

5. Property owners proposing joint use of driveways should have a recorded multi-party access and maintenance agreement noted on the deed.

6. Trees should be protected during construction in accordance with sound tree conservation practices including the use of wells and islands. Special consideration should be given to preventing soil compaction and stockpiling of soil or construction materials in existing tree root zones, even if such placement is temporary.

7. Adequate vision clearance triangles should be provided at each ingress/egress point on STH 33.

The Town should consider the initiation of a comprehensive revision of the Town Land Division Ordinance. Incorporating, as a minimum, the changes noted above will help to ensure that the objectives of the land use plan are met.

APPROPRIATE DEVELOPMENT WITHIN ENVIRONMENTALLY SIGNIFICANT AREAS

While calling for the preservation of environmental corridors, isolated natural resource areas, as well as other environmentally significant land features, the Town plan recognizes that, besides limited residential development, land uses such as transportation and utility facilities and certain recreational uses may be accommodated within environmental corridors. In this respect, general guidelines for development that may be accommodated within the various component natural resource features of the environmental corridors have been developed and are set forth in Appendix E. While these guidelines are not exhaustive, with good judgment they may be extended to, and used for the evaluation of, proposals for similar types of development not specifically listed.

RECREATIONAL FACILITY DEVELOPMENT

As presented in Chapter VII, the Town plan recommends the development of a bicycle-way system and the possible development of a Town Park. As a means of facilitating the implementation of these recommendations, general design guidelines and funding sources are presented below:

Bicycle-Way System

Bicycle-ways should provide for safe and convenient access between activity centers, residential areas, and adjacent communities. The provision of such facilities should be based, in part, on the detailed planning and design standards established in the regional bicycle and pedestrian facilities system plan as presented in Chapter I.

The type of bicycle facility that should be provided in a specific location is dependant upon a number of factors. For bicycle-ways proposed to be located within a road right-of-way, factors that should be considered include motor vehicle speeds and volumes; the number

of trucks using the roadway; the number of intersections; pavement and right-of-way width; and shoulder width and surfacing.

Because of the high traffic volume and speed of motor vehicles on arterial streets and highways, it is generally necessary to provide a wide outside travel lane, a bicycle lane, or a paved shoulder to accommodate bicyclists. In some cases, a separate bicycle path within a highway right-of-way may be needed to safely accommodate bicycle travel.

Most Town roads, while generally carrying lower volumes of traffic than arterial streets and highways, tend to serve as through-roads that may experience higher motor-vehicle speeds than the posted speed limit indicates. At a minimum, paved shoulders should be provided on Town roads that incorporate bicycle-ways. Adding or improving shoulders can be a cost-effective way to accommodate bicyclists on rural roads. When possible, shoulders should be paved to a width of four to six feet at the time of road reconstruction. A pavement stripe should be used to separate the motor vehicle travel lane from the shoulder.

Land access and collector roads normally accommodate traffic at slower speeds than other roadways. While these roadways can generally accommodate bicycle travel without special roadway improvements, care should be taken in determining bicycle facility needs on these roadways if they have been identified as part of the bicycle-way system route.

When possible, newly developed residential areas; public facilities such as parks and schools; other points of interest in the community; as well as neighboring communities should be connected via bicycle-ways and/or multi-purpose recreation trails. These bicycle-ways and trails should be integrated into the larger framework of the bicycle-way system plan as individual developments are proposed.

Signage along the bicycle-way should be undertaken as the system is developed and improved. Signage should clearly direct residents along the system route as well as indicate various points of interest within the community.

Funding of the bicycle-way system can best be accomplished through the incorporation of improvements into larger roadway improvements. This is usually the most cost-effective means of developing a bicycle-way system. Bicycle accommodations developed in this manner are often referred to as "incidental" improvements by the Wisconsin Department of Transportation when such bicycle improvements are part of new road construction or reconstruction projects using State and/or Federal funding.

It should be recognized that any bicycle-way system route planning that may incorporate County or State highways should be coordinated with the agency having jurisdiction. As presented in Chapter VII, the proposed bicycle-way system plan for the Town includes segments along CTH I and CTH O as well as segments that intersect with STH 33. Development of these segments of the proposed system will require State and County participation.

The Town should coordinate its proposed bicycle-way development activities with the Wisconsin Department of Transportation and the Regional Planning Commission prior to finalizing any plans.

Town Park

A Town park should provide, at a minimum, 2.2 acres for each 1,000 residents; a location for recreation activities such as picnicking and playground activity, youth athletics, and other community events; be readily accessible to Town residents; and be located in conjunction with a community facility such as a town hall or fire station. The proposed Town park site adjacent to the Town Hall meets these criteria.

In determining the viability of acquiring land and developing a Town park, a cost estimate must be prepared and funding sources must be determined. Traditionally, one of the major sources of funding for local parks has been revenue collected from new development as fees in lieu of land dedication, as required by the Town Land Division Ordinance. While this may continue as a funding source, proposed State legislation may lead to the eventual end of this source of revenue. Alternatively, the Town may adopt an impact fee ordinance, based on a capital improvements program, to generate revenue for park acquisition and development.

The State and Federal governments also provide funds to local governments for the acquisition and development of parks. It is important to recognize that all of the programs available require that the local government submit to the Wisconsin Department of Natural Resources a comprehensive outdoor recreation plan, or a master plan with a park component, that has been approved by resolution by the submitting local government.

The Town should coordinate any proposed park development activities with the Wisconsin Department of Natural Resources prior to finalizing any plans.

FARMLAND PRESERVATION TECHNIQUES[2]

The Town plan reaffirms the recommendations of the regional land use plan and the Ozaukee County Farmland Preservation Plan with respect to the preservation of most remaining prime agricultural lands in the Town. Currently, the County plan, adopted in 1983, is the primary vehicle for guiding the preservation of agricultural lands in Ozaukee County. The plan allows farmers who maintain farmlands located within designated farmland preservation areas to receive annual State income tax credits. While the tax credit program has helped local farmers offset annual operating costs, additional farmland preservation efforts may be needed in order to ensure the long term viability of farming in the Town.

Several techniques that have proved successful in other communities experiencing development pressures may have relevance for the Town of Saukville. These include:

1. Conservation Easements
   A conservation easement is a legally recorded, voluntary agreement that limits land to specific uses. Conservation easements may apply to entire parcels of land or to specific parts of the property. Easements may be permanent or for a term that imposes restrictions for a limited number of years. Land protected by conservation easements remains on the tax rolls and is privately owned and managed. Purchase of an agricultural conservation easement (PACE) programs, better known as purchase of development rights (PDR), pays farmers to keep their land available for agricultural use. Landowners sell an agricultural conservation easement to a qualified government agency or private conservation organization. Development rights to the land are relinquished in exchange for compensation. The landowner retains full ownership and use of the land for agricultural purposes.

2. Agriculture Security Districts
   Agricultural security districts allow farmers to form special areas in a community where agricultural uses are encouraged and protected. Programs are authorized by the State legislature and implemented locally. Enrollment in agricultural security districts is voluntary. In exchange for enrollment, farmers receive a package of benefits that may include such things as protection from annexations and eminent domain, limits on the construction of infrastructure, and exemptions from special assessments. Wisconsin does not currently have enabling legislation allowing the creation of agricultural security districts.

3. Specialty Cropping
   Specialty cropping involves farmers that diversify their crop production in order to take advantage of a large metropolitan population base. A few of the factors that may encourage diversification include: the ready market for fresh, high-value produce in suburban supermarkets and restaurants, including higher demand for more naturally produced meat, fruit, dairy products, and vegetables; the greater viability of "u-pick" farms; and an increased demand for nursery stock, horse stabling services, and aquaculture products.

4. Farm Tourism
   Farm tourism involves the coordination of agriculture related special events in a community, such as farm breakfasts, in order to attract tourists to a farming community. Not unlike the coordination of activities in a retail business district, the coordination of agriculture-related special events may attract customers that would not otherwise visit, creating an additional source of revenue for farmers.

5. Right-To-Farm Ordinances
   A right-to-farm ordinance is intended to provide some degree of protection to farmers and farm operations from public and private nuisance claims[3]. Wisconsin has right-to-farm legislation (Section

[2] *Additional information relative to farmland preservation can be found in* Saving American Farmland: What Works, *American Farmland Trust, 1997; and* Rural By Design, *Randall Arendt, 1994.*

[3] *Nuisance claims are lawsuits relating to impacts from noise, dust, chemicals, irrigation, odors generated by farming activities, or impeded traffic movements.*

823.08 of the *Wisconsin Statutes*)[4] which protects farmers against nuisance lawsuits, unreasonable local regulation, and provides for recapture of legal costs. Local communities are encouraged by the State to use their zoning powers to further protect agricultural activities.

6. Agricultural Nuisance Notices
   A notification to buyers of agricultural land that agriculture is the primary economic activity of that area, and that the buyer may experience inconvenience or discomfort arising from accepted agricultural practices. In some cases, the notice may be recorded on the deeds to new homes. Such notices may help to ensure that people who purchase homes in an agricultural area will more likely tolerate the inconvenience caused by the agricultural uses.

While some of these preservation techniques, such as the purchase of conservation easements and agricultural security districts, may not be immediately viable, they should not be discounted. As the financial resources of the Town grow, and as State and County farmland preservation programs evolve, these techniques, and others, may become quite prevalent. Establishing a framework for farmland preservation that includes a diversity of possible techniques will help to ensure the success of any local initiative.

It should be recognized that any meaningful attempt at farmland preservation in the Town will require, as a minimum, a long-term commitment on the part of the local farming community as well as the Town government. However, while this commitment will be critical to the success of any local effort, participation in this effort on the part of local farmers should be voluntary.

Other plan implementation techniques that may help in the preservation of farmland in the Town include:

1. The Town should continue to meet the statutory requirements of the State Farmland Preservation Program in order to allow local qualifying farmers to continue to receive annual farmland preservation tax credits.

2. Agricultural lands should remain zoned for agricultural use until such time that a development proposal is brought forth and a rezone request is submitted.

3. At the time of a rezone request, development proposals on prime agricultural land located within the A-2 Exclusive Agricultural Zoning District would be required to meet criteria established for rezoning lands out of an exclusive agricultural district as set forth in State statutes and presented in Chapter VII.

4. In the event that a rezone request is granted for the conversion of agricultural land, the development proposal should include an agricultural buffer adequate to separate the new development from adjoining agricultural lands. Such a buffer may be a deed-restricted area at the rear of extra-deep lots.

INTERGOVERNMENTAL COOPERATION

The land use plan presented in this report includes land use recommendations for the entire civil Town of Saukville. The Town abuts portions of the Villages of Fredonia, Newburg and Saukville. Under Wisconsin law, cities and villages have been granted a considerable measure of influence over development in adjacent town areas. Incorporated communities have extraterritorial subdivision plat approval authority; they may administer extraterritorial zoning jointly with the adjacent town; and ultimately, they may annex unincorporated areas. It is recommended that the Town of Saukville and its neighboring municipalities take a cooperative approach to planning and decision-making regarding future land use in areas of mutual concern. Activities in this respect could range from periodic meetings of Town officials and those of neighboring municipalities for the purpose of discussing land use matters, to preparing and executing formal agreements regarding future boundaries and the provision of public services, as authorized under Sections 66.023 and 66.30 of the *Wisconsin Statutes*. Such cooperative efforts increase the likelihood for coordinated development along current boundary areas, achieving, insofar as practicable, land use objectives for the benefit of all municipalities involved.

---

[4]*Right-to-farm legislation in Iowa similar to Wisconsin's legislation was struck down in September 1998 by the Iowa Supreme Court on the basis that it constituted a "taking" of the property rights of landowners adjacent to farms. The Wisconsin right-to-farm legislation has not been challenged. The Town should consult with its attorney before adopting local right-to-farm legislation.*

PLAN REEVALUATION

A land use plan is intended to serve as a guide for decision-making regarding land development in a community. As a practical matter, local land use plans should be prepared for a period extending beyond 10 years. The design year chosen as a basis of the preparation of the Town land use plan is 2010. The Town plan should be reevaluated regularly to ensure that it continues to reflect local development conditions and local land use objectives. It is recommended that this reevaluation take place every 10 years, or more frequently if warranted by changing conditions.

SUMMARY

The land use plan implementation measures available to the Town include public informational meetings and hearings; plan adoption; adoption of design controls, subdivision plat and certified survey map review; and perhaps most importantly, amendment of the Town zoning ordinance, zoning map, and land division control ordinance. In addition, a voluntary farmland preservation effort should be undertaken in the Town to help ensure the continuation of farming in the community and to preserve the Town's rural character.

(This page intentionally left blank)

Chapter IX

SUMMARY

In July 1996, the Town of Saukville requested that the Southeastern Wisconsin Regional Planning Commission assist the Town in the preparation of a land use plan intended to provide local officials with a tool to help guide and shape the physical development of the Town through the year 2010. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. The plan identifies the land development objectives of the Town and sets forth the means for achieving those objectives over time.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land development in the Town, including past planning efforts; alternative future resident population, household, and employment levels; inventories of natural resources such as soils, topography, flood hazards, wetlands, woodlands, and wildlife habitats; and inventories of existing land uses and local land use regulatory devices. Upon completion of the analyses, a framework for plan development was established in which land use development objectives were identified and probable future population, household, and employment levels were selected. Finally, a land use plan was prepared that may be expected to accommodate the needs of residents in a manner consistent with the Town's objectives for land development.

Throughout the planning process, public participation was encouraged. In January 1996, a community survey was conducted in which residents were asked for their perceptions concerning desirable land uses, the value of natural resource preservation, satisfaction with services provided in the Town, and what residents liked most and least about living in the Town. Resident input was also garnered through comment periods provided at each Town Plan Commission meeting in which the land use plan was discussed. In addition, an informational meeting was held on August 13, 1998, and a public hearing was held on August 27, 1998, to present the recommended plan to the public.

The plan, adopted in September 1998, will serve as a guide to help direct and shape future land development in the Town, while promoting the protection of environmentally significant resources.

PLANNING AREA

The planning area consists of the Town of Saukville; that is, that portion of U.S. Public Land Survey Township 11 North, Range 21 East, located outside the corporate limits of the Villages of Saukville, Newburg and Fredonia. The planning area encompasses approximately 34 square miles. The study area includes all of U. S. Public Land Survey Township 11 North, Range 21 East, and encompasses approximately 36.7 square miles.

AREAWIDE PLANS INFLUENCING THE LOCAL PLANNING EFFORT

Sound local planning practice should give consideration to broader areawide plans. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Ozaukee County and the Town of Saukville. The Commission has, since its creation in 1960, prepared advisory plans for the physical development of the Region through the systematic formulation of those elements of such plans most important to the units and agencies of government operating within the Region. While always advisory in nature to the government agencies concerned and to private sector interests, this framework of regional plan elements is intended to serve as a basis for more detailed county and local planning, and is intended to influence both public and private sector decision-making with respect to development matters. An understanding of pertinent recommendations contained in regional, subregional, county, and local plans, as described in Chapter I, are, therefore, important to the proper preparation of a land use plan for the Town.

EXISTING CONDITIONS

Inventory is the first operational step in the planning process. It is important that existing conditions in the planning area be thoroughly documented and analyzed before recommendations that will invariably affect the future of that area are formulated. A description of the demographic base and trends, natural resources, land uses, and land use regulations within the Town is presented

in Chapters II through V. A summary of existing conditions in the Town follows.

Demographic Trends

The population of the Town fluctuated significantly between 1860 and 1995. The Town reached a peak population of 1,941 residents in 1880. The incorporation of the Village of Saukville in 1915, with a population of 330 residents, caused a significant decline in the Town population at that time. The decline in the population of the Town continued for the next 15 years until it reached its all-time low population of 986 residents in 1930. The population stabilized during the following decade, with an increase of approximately 8 percent, to 1,070 residents. During the 1940 to 1970 time period, the Town population grew significantly, by nearly 46 percent, to 1,516 residents. From 1970 to 1990 the growth continued but slowed, with an increase of approximately 10 percent, to 1,749 residents. Wisconsin Department of Administration estimates for 1990 through 1995 indicate that the Town population continues to grow, with an additional 78 residents during this time period.

Growth in the number of occupied housing units, or households, in the Town has increased at a faster rate than the Town population in recent decades. Between 1970 and 1990, the number of households increased from 409 to 555, or nearly 36 percent. The increase in the number of households has been accompanied by a decrease in the average household size, from 3.71 persons per household in 1970 to 3.01 persons per household in 1990.

There were about 160 jobs in the Town in 1970. During the 1970 to 1990 time period, the Town experienced an increase of approximately 100 jobs, or nearly 63 percent.

Natural Resources

The location and extent of various elements of the natural resource base, including soils and topography characteristics; water resources and associated floodlands and wetlands; woodlands; and wildlife habitat areas; were inventoried and mapped under the Town planning effort, and are further described in Chapter III. Related elements such as scenic overlooks, park and open space sites, and natural areas of scientific value were also identified. The most significant of these features lie within areas referred to as environmental corridors and isolated natural resource areas.

Primary environmental corridors include a wide variety of important natural resource and resource-related elements and are, by definition, at least 400 acres in size, two miles in length, and 200 feet in width. Preserving primary environmental corridors in an essentially open, natural state, including park and open space uses, limited agricultural uses, and very low-density residential uses, will do much to maintain the overall quality of the environment and natural beauty of the Town. Such preservation can also help prevent the creation of new environmental and developmental problems such as flood damage, poor drainage, wet basements, failing foundations of roads and buildings, and water pollution. In 1995, about 5,880 acres, or about 28 percent of the Town, lay within primary environmental corridors.

Secondary environmental corridors, often remnants of primary corridors that have been partially converted to intensive urban or agricultural use, also contain a variety of resource elements. By definition, secondary environmental corridors are at least one mile long and 100 acres in size. Secondary environmental corridors are generally located along streams in the Town and include wetlands and steeply sloped woodlands. Maintenance of these corridors in open uses can facilitate natural surface water drainage, retain pockets of natural resource features and lend attractive settings for urban and rural development. In 1995, secondary environmental corridors encompassed about 345 acres, or less than 2 percent of the Town.

Isolated natural resource areas represent smaller concentrations of natural resource features that have been separated from the environmental corridors by agricultural or urban uses. These areas sometimes serve as the only available wildlife habitat in an area, and lend attractive diversity to a community. Such areas, which are by definition at least five acres in size, in combination encompassed about 380 acres, or about 2 percent of the Town, in 1995.

Existing Land Use

If the Town land use plan is to constitute a sound and realistic guide for making decisions concerning physical development, pertinent features of the built environment must be given due consideration in the plan design. For the purposes of the planning effort, existing land uses and public facilities were identified in Chapter IV. In 1995, the Regional Planning Commission conducted inventories of existing land uses throughout the Region, including the Town of Saukville, to determine the current type, amount, and spatial distribution of the existing urban and rural land uses.

Land encompassing agricultural uses and other natural resource areas made up approximately 86 percent of all land use in the Town in 1995. Agriculture was the single

largest land use, encompassing approximately 11,653 acres, or about 54 percent of the Town, while natural resource areas encompassed approximately 6,895 acres, or about 32 percent. Residential land use occupied approximately 723 acres, or about 3 percent of the Town in 1995. The balance of Town lands were incorporated into other urban uses or open lands.

Land Use Regulations

Land development can be guided and shaped in the public interest through the application of sound public land use controls. Existing land use regulations in effect in the Town were examined as they relate to the physical development of the Town and are described in Chapter V. The most important of these are zoning and land division control.

The Town of Saukville enacted its first zoning ordinance in 1967, with the most recent revision occurring in 1995. The Town zoning ordinance contains six basic zoning districts and one overlay district. Included in the basic districts are two agricultural districts; one residential district; one business district; one industrial district; and one park district. The overlay district is a lowland conservancy overlay which regulates wetlands in the Town. As of December 1995, approximately 88 percent of all land in the Town was zoned for general or exclusive agriculture use; approximately 5 percent was zoned for residential use; and approximately 5 percent was zoned for park use. The remaining approximated 2 percent was zoned for industrial or commercial use. In addition, approximately 23 percent of the Town area was protected with conservancy overlay zoning.

Ozaukee County has a floodplain and shoreland zoning ordinance in place in all towns within Ozaukee County. "Shorelands" are defined in the *Wisconsin Statutes* as all lands lying within 1,000 feet of the shoreline of navigable lakes and ponds, or within 300 feet of the shoreline of navigable rivers and streams. Shorelands also include areas within the 100-year recurrence interval floodplain. If the floodplain extends more than 300 feet from the shoreline of the river or stream or more than 1,000 feet from the shoreline of navigable lakes and ponds, the shoreland regulations apply to the landward edge of the floodplain. The Ozaukee County Floodplain and Shoreland Zoning Ordinance, as it applies within the Town of Saukville, regulates the use of floodplains and shoreland-wetlands. The ordinance essentially protects these areas from intensive development.

Most land divisions within the Town are regulated by the Town of Saukville Land Division Ordinance, and by land subdivision regulations contained in the Ozaukee County Floodplain and Shoreland Zoning Ordinance. Both ordinances contain design standards and prescribe specific data to be provided on all preliminary plats, final plats, and, in the case of the Town ordinance, certified survey maps. The requirements of the County ordinance apply only to the division of lands resulting in the creation of a subdivision within the shorelands of the unincorporated areas of Ozaukee County.

A number of other County, State, and Federal laws and regulations govern the use of waters and wetlands or otherwise minimize the potential impacts of development on water quality. These include Chapters NR 103, NR 110, and Comm 82 of the Wisconsin Administrative Code; and Sections 401 and 404 of the Federal Clean Water Act.

FRAMEWORK FOR PLAN DEVELOPMENT

Chapter VI describes other factors important to the preparation of the Town land use plan, including a summary of key findings of the community survey; the selected population, housing, and employment forecasts; and the adopted land use development objectives which were used as a guide in the preparation of the plan.

Community Survey

As a means of assessing the attitudes of Town residents with respect to the land use planning process, the Town conducted a community survey in January 1996. Issues addressed by the survey included resident perceptions concerning desirable land uses, the value of natural resource preservation, satisfaction with services provided in the Town, and what residents liked most and least about living in the Town. Survey results indicated that most Town residents favored development at a slow to moderate rate of growth; strongly favored the preservation of agricultural lands and natural resources; favored single-family residential development that clustered units at a five-acre per unit density; were nearly evenly split on the expansion of commercial and industrial development in the Town; favored the development of a Town park; and disapproved of the expansion of mineral extractive uses in the Town.

Anticipated Growth/Selected Forecasts

The population, household, and employment forecasts used in preparing the Town land use plan were selected from a range of population, household, and employment projections in the regional land use plan, which reflect alternative future growth scenarios for the Southeastern Wisconsin Region to the year 2010. On the basis of careful review of the alternative forecasts, as well as the analysis of residential building permit activity in the Town over the past 10 years, the Town Plan Commission determined that a set of forecasts within the range identified by the Regional Planning Commission would best represent the probable future of the Town in preparing the land use plan.

The population of the Town is expected to increase from 1,670 residents in 1990 to 2,360 residents in 2010, an increase of 690 residents, or 41 percent. An increase in resident population during the 1990 to 1995 time period has already added about 80 residents, resulting in an additional increase of approximately 610 residents, or 35 percent, during the 1996 to 2010 time period.

The number of households in the Town is expected to increase from 555 in 1990 to approximately 850 by 2010, an increase of 295 households, or approximately 53 percent. During the 1990 to 1995 time period, the Town issued 86 residential building permits, thus reducing to 210 the number of households expected to be added by 2010. This represents a 33 percent increase over 1995 and equates to an average of approximately 14 additional households annually during the 1996 to 2010 time period.

The number of jobs in the Town may be expected to increase from a 1990 total of 260 to approximately 320 in 2010, or about 23 percent. The relatively modest increase in total number of jobs envisioned for the Town is based upon the Town residents' desire to maintain the primarily rural character of the Town. The growth in employment anticipated in the Town can be attributed to limited commercial development along STH 33, an increase in jobs at existing employment bases in the Town, and the growing trend toward self-employment and home-occupation work.

Development Objectives

The planning process included the formulation of a set of land use development objectives intended to express the long-term land use goals of the Town. Ten development objectives were established to help guide the preparation of the land use plan. The objectives relate to: 1) land use allocation, 2) logical relationships between existing and future land uses 3) spatial distribution of land uses, 4) access to community and regional facilities and services, 5) preservation of prime agricultural lands, 6) preservation of environmental corridors and other natural resources, 7) accommodation of new residential development at rural densities; 8) accommodation of residential development only on suitable soils; 9) provision of adequate outdoor recreational facilities; and 10) the preservation and enhancement of property values through the implementation of comprehensive land use, zoning, and design controls.

THE RECOMMENDED PLAN

The recommended land use plan for the Town is presented in Chapter VII. The plan sets forth specific recommendations concerning the type, amount, and location of specific land uses in the Town through 2010.

The most important recommendations of the plan include the following: 1) that most new residential development be accommodated at rural densities, and utilize open space and conservation design concepts; 2) that most environmental corridors, isolated natural resource areas, and other environmentally significant areas be preserved in essentially natural, open use; 3) that new nonresidential development be limited to nonintensive, low-impact professional service type businesses located within the STH 33 corridor; and 4) that farming activities be encouraged to continue, particularly on prime agricultural lands, as long as possible.

The following summarizes specific recommendations relative to each land use:

Residential Land Use

Residential land use is probably the most important element of the Town plan. By establishing a logical, well defined policy towards residential development, the Town may be assured of maintaining its rural character and high quality of life. Factors which may have direct implications for the specific amount, type and location of new housing in the Town are described below.

Conversion of Farmland

The Town plan, while recommending that agricultural lands be maintained in agricultural use as long as possible, acknowledges that changes occurring in the local farming community may have a significant impact on the ability of local farmers to successfully continue operating. Equal consideration would be given to all land owners interested in rezoning agricultural land for single-family residential

development. Development review would be based upon, among other considerations, environmental constraints; potential effects on the transportation system; compatibility with surrounding land uses; and, if prime agricultural land is proposed for development, whether it would meet State criteria for rezoning out of an exclusive agricultural district.

Rural-Density[1] Residential Development

In 1995, approximately 564 acres of land were occupied by rural residential development. As a means of fully utilizing existing interior and land access streets, and in order to minimize new lots that take access from arterial roads, the plan recommends infill and/or expansion of existing rural residential areas, where possible.

The plan also recommends that scattered, large lot residential homesites stripped along Town roads be discouraged so as to limit the number of driveways on arterial roads; to maintain rural character; and to minimize the cost of service delivery to scattered homesites.

The plan further recommends that open space and conservation design concepts be applied to all residential development, whether individual homesites, minor land divisions, or subdivisions. When properly designed, this type of development can help maintain the overall rural character of the landscape, preserve significant natural features and agricultural lands, and minimize road construction and other site improvement costs. Importantly, it may also minimize the visual impact of residential development and help maintain a sense of open space along highway corridors through the Town.

Urban-Density[2] Residential Development

Several existing urban-density residential areas exist in the Town. These areas include the Deerfield Hills subdivision, the River Hills Court development, the Riverview Forest development, and several other smaller areas. Under the Town plan, it is recommended that all remaining buildable urban-density parcels located outside the 100-year floodplain be made available for infill development. The plan does not recommend the development or expansion of any other urban-density residential areas in the Town.

Lands Within Urban Service Areas

As of 1995, approximately 925 acres of land were located within the sanitary sewer service areas, or urban service areas, of the Villages of Newburg and Saukville. It may be expected that this total will decrease as both Villages annex land within their respective urban service areas during the planning period. The Town plan recommends that agricultural and other open lands located within the urban service areas remain in agricultural and other open space uses until such time that municipal water and sanitary sewer service are available.

Commercial and Industrial Land Use

The Town plan recommends that commercial and industrial land uses in the Town be limited to those uses which existed prior to the adoption of the land use plan, and to a limited number of nonretail commercial service businesses. New businesses would only be located within the STH 33 corridor on nonprime agricultural lands. Such uses would be single-tenant occupancies and would be set back and screened from the highway by natural vegetation and/or landscaping.

New businesses would be limited to nonintensive, low-traffic generating, professional service type businesses such as legal or architectural services, information technology consultants, or financial services. These types of businesses would not be dependant on high-volume customer traffic, would not need visibility from the roadway or large signs, and would not be involved in direct sales or distribution of products.

Governmental and Institutional Land Use

No expansion of governmental or institutional land uses is anticipated during the planning period. Should residential growth in the community stimulate the need for additional governmental and institutional uses, however, such uses would be considered.

Recreational Land Use

A site adjacent to the Town Hall is currently under consideration as a Town park. Additional study is necessary in order to determine the suitability of the site, proposed improvements, and potential funding sources.

---

[1] *"Rural-density" is defined as a density less than or equal to one dwelling unit per five acres.*

[2] *"Urban-density" is defined as a density greater than one dwelling unit per five acres.*

The Town plan recommends the designation of a bicycle-way system connecting major recreational and open-space sites in the Town to existing and future residential areas. The system would include marked, on-road bicycle routes intended to serve as the framework for a larger system of on- and off-road bicycle routes that would grow as the community develops.

Mineral Extraction Uses
The Town plan envisions that all existing mineral extraction facilities would conclude operations during the planning period. Upon closure, these sites would be restored to rural land uses.

Agricultural Land Use
The preservation of agricultural lands, particularly prime agricultural lands, is an important factor in helping to ensure the maintenance of the Town's rural character. The Town land use plan reaffirms the recommendations of the regional land use plan and the Ozaukee County Farmland Preservation Plan with respect to the preservation of prime agricultural lands in the Town. The Town plan recommends the preservation of most remaining prime agricultural lands in the Town. These areas, generally zoned A-2 Exclusive Agriculture, would be retained in units of at least 35 acres in order to preserve workable farmland and to prevent the intrusion of incompatible development. Unless rezoned for residential development, structures would be limited to those consistent with agricultural use, with residences limited to homes for the farm operators, as specified in the Town zoning ordinance. The plan also recommends that most other agricultural and rural lands be maintained in rural uses such as agriculture and rural-density residential development.

Environmental Corridors,
Isolated Natural Resource Areas,
and Other Lands to be Preserved
The Town plan recommends substantial preservation of all remaining primary and secondary environmental corridors and isolated natural resource areas. Development within these area should be limited to required transportation and utility facilities, compatible outdoor recreation facilities, and, in upland areas, carefully sited rural-density residential homesites.

The Town plan also recommends the preservation of other smaller areas in the Town that contain important natural resource features, but are located outside an environmental corridor or isolated natural resource area. These smaller woodlands, wetlands, and lowland pastures are recommended to be preserved in open space, agricultural, or other rural use.

ARTERIAL STREETS AND HIGHWAYS

The Town land use plan recognizes and supports the amendment to the *Ozaukee County Jurisdictional Highway Plan*, February 1992, as presented in Chapter I of the report, with regard to its general intent to safely and efficiently move motor vehicle traffic through the Town. The Town Plan Commission does not, however, support the specific recommendations of the County plan with regard to expanding STH 33 from a two-lane arterial to a four-lane arterial, or the proposed location of a bridge across the Milwaukee River at Cold Spring Road.

The Town plan recommends that STH 33 be maintained as a two-lane arterial road through the Town and also recommends that any additional river crossing, if it is to be located in the Town, be located so that it has limited environmental impact while providing maximum benefit for residents of the Town.

PLAN IMPLEMENTATION

Successful implementation of the land use plan will require faithful, long-term dedication to the underlying land use development objectives. Chapter VIII outlines the major steps to be taken in order to implement the plan. Implementation steps include plan adoption; comprehensive revision of the Town zoning ordinance, zoning district map, and land division control ordinance; and the development of general site planning and design guidelines. The recommended land use plan was adopted by the Town Plan Commission on September 9, 1998, and subsequently adopted by the Town Board on September 15, 1998.

It should be recognized that of all the implementation devices available, the zoning ordinance is the most critical. To help ensure the preservation of the Town's rural character and natural resource base, the revised zoning ordinance should allow for flexibility in development design yet provide detailed design standards to guide development. The ordinance should also include the most current State mandated zoning provisions relative to such things as community-based

residential facilities, foster family homes, family day care, the Americans with Disabilities Act, and farmland preservation. In addition, the ordinance should also include specific and up-to-date zoning language relative to antenna towers, construction site erosion control measures, mineral extraction operations, and contemporary zoning administration practices.

Also important to plan implementation is a comprehensive land division ordinance. Consideration should be given to applying the ordinance to all land divisions occurring in the Town. Site planning and design controls should be updated and/or added to the ordinance to ensure preservation of the Town's rural character. Consideration should also be given to lengthening the review period for preliminary plats. Also, removing the "Fees" section of the land division ordinance and enacting it as a separate ordinance would allow future changes in the types and amounts of fees to be approved by a vote of the Town Board without a public hearing for a change to the land division ordinance.

Chapter VIII also includes other pertinent information relative to plan implementation and reevaluation. This includes an outline of appropriate types of development in environmentally significant areas; guidelines for recreational facility development; a summary of farmland preservation techniques; various approaches to intergovernmental cooperation; and plan reevaluation considerations. This information is intended to provide a framework from which additional research and/or action relative to each subject can be pursued.

CONCLUSION

The primary purpose of the Town land use plan is to provide information and recommendations that public officials can use in making consistent decisions about growth and development in the Town. The plan also provides developers and other private interests a clearer indication of Town land use objectives, enabling them to take those objectives into account when preparing development proposals.

The land use plan, once adopted, should serve as the basis on which all rezoning requests, preliminary subdivision plats, and certified survey maps are reviewed. Only those proposed rezonings or land divisions which are consistent with the objectives of the plan should be approved.

The land use plan, together with supporting implementation measures, provides an important means for promoting the orderly development of the Town in the public interest. To the extent that the plan is implemented over time, a safer, more healthful and attractive environment will be created within the Town.

(This page intentionally left blank)

APPENDICES

(This page intentionally left blank)

Appendix A

LAND USE PLANNING EFFORTS UNDERTAKEN BY THE TOWN OF SAUKVILLE PLAN COMMISSION LONG RANGE PLANNING COMMITTEE: 1993-1995

In 1993, the Town of Saukville Plan Commission created a Long Range Planning Committee to initiate the development of a long range plan for the Town. With the assistance of the University of Wisconsin Extension-Ozaukee County, the Committee developed a work plan which included the preparation of a land use goal, development objectives, and the preparation of a draft land use plan map. The draft plan map, as shown on Map 8, identified existing land uses as well as perceived transitional areas—those lands on which uses were expected to change in the future. The work of the Committee continued until December 1995, when, at the direction of the newly elected Town Board, all long range planning efforts were put on hold and the Committee was dissolved. The Board determined that it would be in the best interest of the Town to allow the newly elected leadership an opportunity to evaluate the Town's long range planning efforts, as well as survey the Town residents with regard to land use planning issues, prior to moving forward with the effort.

While the efforts of the Long Range Planning Committee were never formalized into an adopted land use plan for the Town, they were given full consideration during the current planning effort.

The following documents the land use goal and development objectives prepared by the Long Range Planning Committee prior to its dissolution:

Goal

To develop a long range plan for the orderly development of the Town of Saukville. It is intended that development be maintained in a manner that is consistent with the reasonable desires of landowners in the Town to change zoning as time goes on.

Residential Objective

1. To maintain a five acre minimum lot size;
2. To ensure that development is consistent with applicable County zoning regulations (within shoreland and wetland area); and
3. To allow higher density (three acre minimum) development in areas where the soils are suitable for on-site sewage disposal systems, other than holding tanks.

Commercial and Manufacturing Objective

To allow development only where it is directly accessible to either State or County trunk roadways in order to accommodate vehicular traffic.

Agricultural Objective

1. To allow farmland to exist where it is presently located; and
2. To allow farmers a choice to either remain in exclusive agricultural zoning or to rezone for other acceptable land uses.

Recreational and Conservancy Objective

To allow development and use of land that is consistent with the designated State or County zoning regulations.

Institutional Objective

To allow religious and other not-for-profit uses to be developed where they are directly accessible to the State or County trunk roadways and in areas zoned for business.

Transportation Objective

1. To support construction of another bridge crossing of the Milwaukee River. A location between Mink Ranch Road and CTH W would best serve the interests of the Town of Saukville; and
2. To make proposed future improvements included in the Ozaukee County Jurisdictional Transportation Plan and the Regional Transportation Plan.

(This page intentionally left blank)

Appendix B

TOWN OF SAUKVILLE
LAND USE/DEVELOPMENT SURVEY RESULTS

BACKGROUND

In December 1995, the Town of Saukville conducted a survey of residents as an initial step in the process of creating a long-range comprehensive land use plan. Like many other rural areas on the urban fringe, the Town had been experiencing the forces of change. Development influenced by a number of variables—social, economic, and political—is capable of altering landscape character in a relatively short time. Between 1980 and 1990 alone, for example, the Town's population increased by 10.8 percent.

To meet the challenge of change, and in so doing help define a vision for the future of the community, the Town of Saukville worked with the Ozaukee County UW-Extension office to conduct the survey. This promoted objectivity and protected confidentiality as the results are an important building block for the planning process. Simply put, the Town Chairman's cover letter to residents/landowners stated, "The enclosed survey is a way to make sure that your views are known by your Town government."

There are many other means of input which will continue—public informational meetings/hearings, Town Plan Commission and Board meetings, correspondence, and personal contacts. However, none are likely to generate the same extent of participation and representativeness or the comparability of data. The survey was a means of directly and discreetly approaching all landowners (in a way the data would later reveal was preferred by a majority). Equal opportunity to contribute viewpoints and equal voice given to all respondents were thus afforded.

The assembly of a "picture" representing Town views now becomes more thorough and, in fact, more accurate. The survey data, combined with other public input, will be used by the Town Plan Commission in working with the Southeastern Wisconsin Regional Planning Commission on a new land use plan. Therefore, the effort and results described here reflect an important step toward a planned vision that really is the Town of Saukville's.

THE SURVEY RESPONDENTS

Data were collected on the households responding to the survey. This helps to characterize the sample group and enables later analysis should it be useful to determine how preferences may have been affected by variables such as location, age, length of residence, land ownership, and employment (questions 19-27). The demographic characteristics of the response groupings may also be compared, if desired, with cross-sectional data regarding the Town population.

It is important to note that the nature and source of individual responses are not relevant in analyzing the survey data. Those variables may be important in receiving and deliberating testimony from public hearings and correspondence; but the survey intent from initial design to response tabulation through trend analysis was for individual anonymity to prevail.

Moreover, the value of survey data is in determining what the community as a whole has to say, rather than what individuals might have to say. In this respect, what individuals communicate becomes important in determining collective preference.

The 367 returned surveys represent some 52 percent of the number sent out and reflect an excellent response rate for a single mailing. In part that signifies the public interest in contributing to the Town's future planning. It also underscores the value of hearing from such a large group on an equal footing (to utilize meetings alone risks lower and less broad participation). In the adjacent Towns of Fredonia and Trenton, similar surveys conducted within five months of the Saukville mailing generated return rates of 42 and 59 percent, respectively.

The Saukville surveys were returned in a fairly balanced way from throughout the Town. The four quadrants each generated no fewer than 22.3 percent nor more than 28.0 percent of the responses. Not surprisingly the highest number of returns came from the northwest and southeast parts of the Town, where larger numbers of residences occur near the Villages of Newburg and Saukville, respectively. The lowest number of returns came from the southwest, where the Cedarburg Bog removes a substantial area from residential development potential.

Though the respondent ages varied between 18 years and 65 years or older, it is notable that over two-thirds (68.4 percent) were between the ages of 36 and 65 (39.5 percent aged 36-50, and 28.9 percent aged 51-65). Length of residence in the Town was one of the most evenly distributed variables. None of the categories held less than 14.0 percent nor more than 19.0 percent of the respondents. It is notable that 38.6 percent of respondents have lived in the Town 10 years or less, while 42.9 percent are residents of 21 years or more. Thus, both "newcomers" and "long-timers" are well represented in the survey data.

Ninety-eight and one-half percent of responding residents own (real) property in the Town, which is not surprising given the group sampled. Roughly three-fifths (59.3 percent) own 10 acres or less in the Town (20.0 percent under five acres, 39.3 percent own five to 10 acres). Only 6.5 percent of respondents own more than 120 acres in the Town, with considerably fewer operating farmers probably each working considerably more acres.

The Town of Saukville is much more a place of residence for survey respondents than a place of employment, with only 12.4 percent indicating that they work or own a business in the Town. The type of employment varies widely by category with the three largest being professional (30.3 percent), manufacturing (20.7 percent) and service (13.5 percent) in nature. Another 13.0 percent are retired, while agriculture/farming holds only 9.8 percent as a category.

The survey responses reinforce other data which indicate Saukville is a town of many commuters. At least 43.6 percent travel 10 or more miles to work, with 29.3 percent traveling 20 or more miles each way (the category five to 10 miles possibly included some others traveling a full 10 miles). Further, if the 17.6 percent checking not applicable were excluded, the percentage of remaining responses in each commuter category would increase. Only 24.2 percent of respondents report working at home or locally (five miles travel or less).

Other key findings generated by Town of Saukville survey responses follow.

KEY FINDINGS*

Satisfaction is expressed regarding the Town as a farming community and place of rural residence, with resistance or apprehension regarding rapid change:

- In response to an open-ended question, a very substantial 202 responses cite rural living, small town atmosphere as the things liked most about the Town; an additional 21 mentioned location (proximity to Milwaukee and other conveniences) (Q16).

- Regarding vision, a very substantial 182 combined open-ended responses identified rural residential atmosphere/ preserve farmland and open spaces (102 responses) or slow growth/little change from today (80 responses); 17 such responses favor moderate growth (Q3).

**Responses of "no opinion" are not cited in this analysis if they constitute less than 10 percent of the total responses for any given question. Though generally lower in number, open-ended responses are considered significant due to their being offered without direct suggestion as an alternative choice. They are generally cited here if mentioned by 10 or more respondents. Question number references at the end of respective points (Q...) correspond to order within the survey. Wording associated with the findings is typically that found within the questions or open-ended responses themselves.*

- Three-fifths of respondents favor slow population growth (51 percent) or no more growth (10 percent) in the next 10 years. Only 2 percent would favor rapid growth (Q1).

- Among those supporting change, a moderate or cautious approach is preferred, as 34 percent would favor moderate population growth (Q1). Open-ended questions yielded 19 responses believing that limited business/light industrial development or slow controlled residential/industrial growth would benefit the Town (Q4); 15 least like outsiders trying to change (the) lifestyle while 10 least like the growing number of subdivisions/growing population (Q17).

Agriculture and farmland protection are viewed by respondents as very important in the Town of Saukville.

- 83 percent say farmland preservation should be encouraged (including agriculture, forestry, nurseries, orchards, and stables); only 3 percent say it should be discouraged, while 14 percent have no opinion (Q2).

- An overwhelming 98.1 percent say productive farmland is very important (76.6 percent) or somewhat important (21.5 percent) as a natural resource that should be protected. Only 1.9 percent say that it is not important (Q9).

- One of the keys to the survey revealing support for low density residential development may be the qualification, "in cluster areas that provide farmland and open spaces" (66 percent say encourage, 20 percent discourage, 14 percent no opinion) (Q2).

- The above support exists, despite only 9.8 percent of respondents which derive their employment from agriculture/ farming (Q26); however, of those respondents whose land is presently zoned A2 (exclusive agriculture) *and* are presently enrolled in the Wisconsin Farmland Preservation Program, 17 plan to retain that status (44.7 percent), while 21 do not (55.3 percent). The reasons given include development plans and objections to restrictions/regulations (Q6.d).

Outright opposition to all types of development does not exist, but Town residents would like growth to proceed in a balanced, conditional way:

- While two-thirds (66 percent) would encourage low density residential development in cluster areas, that is the only type of development in the Town supported by a majority of responses. The next closest is light industrial development on scattered sites, which is supported by about the same number (42 percent) as compared to those opposed (41 percent) (Q2).

- Regarding other land uses, the most intensive types drew the greatest opposition. Those that a majority of responses say should be discouraged in the Town include duplexes, townhouses, and apartment buildings (86 percent), heavy industrial development (79 percent), and mineral extraction operations (quarries and gravel pits) (68 percent). By contrast, public parks and recreational facilities were supported by a majority of responses (60 percent say encourage) (Q2).

- Greater support for light industrial and commercial development exists for the surrounding villages of Fredonia, Newburg, and Saukville (57 percent and 53 percent say encourage, respectively). Combined with opposition to other types of development in the Town, this suggests awareness of a broader regional community, the desirability of centralizing certain types of development, and preferences for town character that respondents do not want compromised (Q2).

- In open-ended responses, the *way* in which development occurs is tied to peoples' vision for the Town. Twenty six respondents favor a balanced mix of residential, commercial, light industrial, and farming; 15 favor development of an industrial park; and 21 favor clustered light industrial and residential development (12 responses), or commerce and industry along major highways and/or clustered (9 responses) (Q3).

There is strong support for residential lot sizes of between five and 10 acres in the Town, particularly centering around a five-acre minimum:

- Three of every five responses (59.7 percent) said a minimum of five acres was most appropriate; an additional 14.5 percent preferred a minimum of five to 10 acres (Q6.b).

- The large drop-off between those favoring a 5-acre minimum lot size and those favoring five to 10 acres does not mean that five to 10 acres are disfavored. Rather, support diminishes markedly for *requiring* lots larger than five acres (compare Q6.b and c).

- Respondents are very evenly distributed with respect to their current lot sizes. No identified category held more than 27.2 percent nor less than 20.0 percent of the responses. Thus, significant numbers of those living on lots less than five acres and, particularly, on more than 10 acres felt that five acres is an appropriate minimum (Q6.a).

- In the A1 zone, which permits animals and home-based businesses, a minimum lot size of five acres remains the most preferred (46.7 percent support). However, the portion favoring five to 10 acres (37.0 percent) and over 10 acres (12.6 percent) are substantially larger than for the Town in general (Q6.c).

- Among open-ended questions, 33 respondents mentioned low density residential development, five-acre minimum lots, as their preferred vision for the Town in the next 10 to 20 years (Q3).

Natural resources and environmental issues are important to Town of Saukville residents:

- An overwhelming portion of responses say the protection of natural resources including wooded areas, wetlands and springs, rivers and streams, hills and steep slopes, and wildlife habitat are very important or somewhat important (Q.9). Excluding hills and steep slopes (88.9 percent support), the favorable rating averages 96.1 percent, with over three-fourths (78.2 percent) saying protection of these resources is very important.

- 76.6 percent say new or expanded commercial and industrial development in the Town should be required to meet minimum standards for landscaping, lighting, signage, noise, and building materials (Q8)—variables affecting the condition of the human environment.

- The Town vision generated a substantial 102 open-ended responses favoring the rural residential atmosphere/ preserve farmland and open spaces, and 14 others favoring the preservation of natural resources (forest, wetlands) (Q3).

- In what is liked least about the Town of Saukville, 30 open-ended responses include heavy industry, noise, pollution, odor (15 responses) or eyesores/junk yards (15 responses), (Q17); 27 others think future changes including preservation of nature areas and more parks (15 responses) or removal/clean-up of all junk yards (12 responses) would be beneficial (Q4).

There is support for Town government action to guide the vision that most citizens have for the Town of Saukville:

- Less than one in five respondents (18 percent) feel that zoning regulations are an unnecessary restriction on the rights of property owners, and that changes and appeals should be routinely granted; nearly three-fourths (72 percent) feel zoning regulations bring security to all citizens as well as individuals landowners—and that changes, variances and conditional uses should be made only under compelling circumstances; 10 percent fall somewhere between these views (Q5).

- 58.6 percent say rezoning and major land divisions should be discouraged until the land use plan is completed; 29.9 percent say no; 11.5 percent have no opinion (Q7).

- Over three-fourths (76.6 percent) say industrial and commercial development should be required to meet minimum site design and performance standards; only 13.6 percent say no (Q8).

- 82.5 percent of responses say that the Town of Saukville should have some involvement in the protection of groundwater quality and drinking water supplies—61.3 percent say regulate land uses that adversely impact water quality and 21.2 percent say provide information only; 17.5 percent favor no involvement (Q10).

- In open-ended questions, the future changes believed most beneficial to the Town included 23 responses of a well thought out master plan and 16 favoring strictly enforced planning and zoning (Q4); however, 22 responses say few land use restrictions and regulations is the thing liked most about the Town (Q16); and 12 responses name increasing taxes as the thing liked least (Q17).

Issues related to Town government, services provided, and information/ communication get mixed reactions:

- 102 responses to an open-ended question say dissatisfaction with past and present town government (too much bickering) is the thing liked least about the Town of Saukville, while an additional 14 list hostility among citizens (Q17). The latter is countered by 13 responses indicating that friendly, neighborly people is the thing liked most about the Town (Q16).

- The most often mentioned category of change that would be beneficial to the Town (37 open-ended responses) is effective/responsible Town government (Town Board that works together) (Q4). This complements the preceding point.

- The issue of waste management presents an opportunity for improvement in the view of some respondents. Under services for the Town to establish, 19 say rubbish/trash/garbage pick-up and 12 say extended recycling center hours as the two most frequent responses (Q12). Future changes believed beneficial to the Town include 20 responses saying either removal/clean-up of all junk yards (12 responses) or improvement of recycling center, extended hours (8 responses) (Q4).

- Respondents generally rank services in the Town as good, with slightly higher marks given for services provided to the Town by others (2.0 and 1.8 average ratings, respectively, where 2 = good and 1 = excellent) (Q11).

- Only slightly more responses than not (45.7 percent vs. 44.1 percent) indicate that citizens feel they have adequate information about Town issues and actions; 10.5 percent have no opinion (Q13).

- Just over a third of responses (34.2 percent) identify a Town newsletter as the most effective way that Town of Saukville government can provide information to its residents. When combined with direct mail fact sheets, brief written material delivered to personal residences is favored by 56.9 percent, about twice the number that feel meetings and/or office hours at the Town Hall are most effective (28.6 percent) (Q14). If a Town newsletter were published, 39.6 percent feel quarterly distribution should occur. The remainder favoring distribution more and less frequently are about evenly divided (between 32 percent and 29 percent, respectively) (Q15).

G. K. Korb
UWEX-SEWRPC
6/12/96

TOWN OF SAUKVILLE SURVEY AND RESULTS

January 15, 1996

Dear Town Resident/Landowner:

What would you like our Town to be in five years? Ten? Twenty-five? Your ideas are important!

The Town of Saukville, like many other rural areas, is facing changes - development driven by a variety of factors, both social and economic. In order to meet the challenge of change, and to define a vision for the future of our community, the Town Plan Commission has been charged with the responsibility of creating a land use plan for the Town of Saukville.

The members of the Commission believe that, to be valid, a land use plan must grow out of the values and concerns of townspeople. Our varied views - as well as the laws of our County, State and Nation - will be a necessary planning resource for the Town Plan Commission, as it works with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to develop this important vision for the future.

The enclosed survey is a way for you to make sure that your views are known by your Town Government.

This survey has been developed in cooperation with the Ozaukee County UW-Extension Office, as well as SEWRPC, and is being mailed to every resident and landowner in the Town. In order to protect your privacy, the survey does not ask your name.

Please take time to think about the questions posed in this survey, and to answer them. After you complete the survey, please use the enclosed envelope to return it to the Ozaukee County UWEX office by February 15, 1996.

When the results are tabulated, the Commission will share them with the community. Your responses will then be used in developing recommendations for land use goals, objectives, policies and ordinances that reflect the concerns and values of the majority of the Town's residents and landowners.

We encourage you to attend the monthly land use planning meetings to keep informed regarding our progress and to share your ideas. Results of the land use development survey will be presented at an informational meeting next year, after the results have been tabulated by the Ozaukee County UWEX Office.

Thank you for your thoughtful responses. They will be important to the future of the Town of Saukville.

Sincerely,

Dan Gute, Town Chairman

N = 367 responses received

RESULTS OF
TOWN OF SAUKVILLE LAND USE/DEVELOPMENT SURVEY

TOWN VALUES AND TRENDS

1. Between 1980 and 1990 the Town of Saukville's population increased by 10.8%. In the next ten years, would you like to see:

	10%	No more growth	(0%)
	51%	Slow growth	(0-7.4%)
N=367	34%	Moderate growth	(7.5-14.9%)
	2%	Rapid growth	(>15%)
	3%	No opinion	

2. Please indicate how appropriate the following land uses are for the town. Indicate either "Encourage", "Discourage" or "No Opinion":

N=367

Encourage	Discourage	No Opinion	
83 %	3 %	14 %	Farmland preservation (agriculture, forestry, nurseries, orchards, stables, etc.)
5	86	9	Duplexes, townhouses, apartment buildings
66	20	14	Low density residential development in cluster areas that preserves farmland and open space areas.
12	79	9	Heavy industrial development (large manufacturing plants, asphalt plants, salvage yards, etc.)
42	41	17	Light industrial development on scattered sites
57	27	16	Light industrial development in surrounding villages (Fredonia, Saukville, Newburg)
30	57	13	Commercial development on scattered town sites
53	28	19	Commercial development in surrounding villages
37	49	14	Strip development of commerce and industry along major roadways - (Rt.57, Rt.33, Hwy.I)
39	46	15	Development of commerce and industry in cluster areas that are set back, but accessible to major roadways
60	24	16	Public parks and recreational facilities
20	68	12	Mineral extraction operations (quarry, gravel pits, etc.)

3. Describe how you would like the Town of Saukville to be in the next 10 or 20 years (your vision):
See attached

4. What future changes do you think would be beneficial to the Town?
See attached

LAND USE AND ZONING ISSUES

5. Which statement most agrees with your views?

18% Zoning regulations are an unnecessary restriction on the rights of property owners. Changes in zoning and appeals to regulations should be routinely granted so that each landowner can use his/her land according to personal needs and wishes.

N=362 72% Zoning regulations are designed to provide for use of land which brings security to all citizens of the Town as well as the individual landowner, and should be followed by all citizens equally. Zoning changes, variances and conditional use permits should be made only with justification, and with protection of neighbors and the public.

10% Other Somewhere in between these views / should be able to sell/transfer between family members

6. Current zoning allows homes on 5 acres in the R1 residential zone, on 5 acres in the A1 (general agriculture) zone, and on 35 acres in the A2 (exclusive agriculture) zone.

a. If you reside in the town, please indicate what lot size you currently live on:

N=294
- 24.2% Under 5 acres
- 23.2 5 acres
- 20.0 5-10 acres
- 27.2 Over 10 acres
- 5.4 Not Appropriate

b. What minimum lot size is most appropriate for new homes in the Town of Saukville?

N=365
- 16.4% Under 5 acres
- 59.7 5 acres
- 14.5 5-10 acres
- 2.5 Over 10 acres
- 6.9 No Opinion

c. In the A1 zone, where animals are allowed and homebased businesses may be permitted, what should the minimum lot size be?

N=349
- 3.7% Under 5 acres
- 46.7 5 acres
- 37.0 5-10 acres
- 12.6 Over 10 acres

d. If your land is presently zoned A2 (exclusive agriculture), and you are presently enrolled in the Farmland Preservation program, do you plan to retain that status?

N=17 Yes N=21 No If no, why not? Want to sell/subdivide; too restrictive; too many regulations

7 While the Land Use Plan is being updated, should rezoning and major land divisions be discouraged until the plan is completed?

N=365 58.6% Yes 29.5% No 11.5% No Opinion

8. Should new or expanded commercial and industrial development in the Town of Saukville be required to meet standards which set minimum requirements for landscaping, lighting, signage, noise, and building materials?

N=367 76.6% Yes 13.6% No 9.8% No Opinion

9. How important is it for the following natural resources to be protected?

FEATURE	VERY IMPORTANT	SOMEWHAT IMPORTANT	NOT IMPORTANT
Productive farmland N=354	76.6%	21.5%	1.9%
Wooded areas N=347	78.4%	19.3%	2.3%
Wetlands and springs N=329	73.2%	21.3%	5.5%
Rivers and streams N=346	85.0%	13.0%	2.0%
Hills and steep slopes N=332	64.8%	24.1%	11.1%
Wildlife habitat N=348	76.2%	18.1%	5.7%

10. What level of involvement should the Town of Saukville have in the protection of groundwater quality and drinking water supplies?

N=359
- 17.5% No involvement
- 61.3% Regulate land uses that adversely impact water quality
- 21.2% Provide information only

TOWN FACILITIES OR SERVICES

11. The following facilities or services are provided to Town of Saukville residents. Please indicate if you have used them and how would you rate then. (1-Excellent; 2-Good; 3-Fair; 4-Poor; 5-No opinion)

Use #	Rating Average	Provided **by** Town of Saukville
258	1.9	Recycling Center
245	1.9	Town Hall
284	2.0	Voting
88	2.1	Constable Services
149	2.0	Building Inspection Services

Use #	Rating Average	Provided **to** town by others
174	1.9	Library Services
264	2.1	Road Maintenance
290	1.9	Snow Removal
164	1.6	Northern Ozaukee Schools
56	1.8	Saukville/Port Washington Schools
165	1.6	Fire Protection, Emergency, Ambulance
199	1.7	Sheriff/Law Enforcement

12. Are there any services that the Town of Saukville should establish?
See attached

13. Do you feel that you have adequate information about Town issues and actions?

N=361 45.4% Yes 44.1% No 10.5% No Opinion

14. What is the most effective way that Town of Saukville government can provide information to its residents?

121	Town Board Meetings	148	Direct mail fact sheets
36	Separate public information meetings	222	Town Newsletter
29	Office hours at Town Hall	61	Public notices in more/better places
33	Other News releases,display ads; have clerk read minutes at each meeting; another location other than tavern (Baumann's)		

15. If a Town Newsletter were to be published, how often should it be distributed?

95	Monthly	33	Twice a year
135	Quarterly	49	Only when major issues arise
16	Once a year	13	Other Bi-monthly

QUALITY OF LIFE

16. What do you like most about the Town of Saukville?
See attached

17. What do you like least about the Town of Saukville?
See attached

18. Please list additional comments, or problems and concerns here:
See attached

DEMOGRAPHIC INFORMATION

19. What is your interest in the Town of Saukville? (indicate as many as appropriate)

	92.8%	Resident
N=293	12.4	Work or own a business here
	7.3	Own property here but live elsewhere

20. If you are a resident, do you:

	1.5%	Rent
N=272	98.5	Own

21. For owners - How much land do you own in the Town of Saukville?

	20.0%	Less than 5 acres	10.7	26-60 acres
N=290	39.3	5-10 acres	6.6	61-120 acres
	16.9	11-25 acres	6.5	Over 120 acres

22. If you are a resident, how long have you lived in the Town of Saukville?

	19.1%	Less than 5 years	14.0	21 to 30 years
N=308	19.5	5 to 10 years	15.3	Over 30 years
	18.5	11 to 20 years	13.6	All my life

23. a. How many people are in your household?
2.85 persons/hshld

N=269

b. How many children under 18 years in your household?
97 households responded w/ 1.85 children/hshld>18

24. What is your age?

	14.3%	18-35	28.9	51-65
N=329	39.5	36-50	17.3	Over 65

25. Approximately how many miles do you travel to your place of employment?

	2.7%	Less than one mile	29.3	20 or more
	12.2	1-5 (local)	9.3	Work at home
N=335	14.6	5-10	17.6	Not applicable
	14.3	10-20		

26. Please indicate the nature of your employment:

	9.8%	Agriculture/farming	4.3	Homemaker
	20.7	Manufacturing	13.0	Retired
N=347	30.3	Professional	8.4	Other
	13.5	Service		

27. In which part of the Town of Saukville do you live? (Please refer to map on back page.)

	28.0%	Northwest	23.5	Northeast
N=260	22.3	Southwest	26.2	Southeast

A:\SAUK.EVL

TOWN OF SAUKVILLE LAND USE/DEVELOPMENT SURVEY
COMMENTS TO QUESTIONS 3, 5, 16, 17 and 18

3. Describe how you would like the Town of Saukville to be in the next 10 or 20 years (your vision):

102	Rural residential atmosphere/preserve farmland and open spaces
80	Slow growth/little change from today
33	Low density residential development, 5 acre minimum lots preferred
26	Balanced mix of residential, commercial, light industrial and farming
17	Moderate growth
15	Development of an industrial park
14	Preservation of natural resources (forest, wetlands)
12	Cluster light industrial and cluster residential
9	Development of commerce & industry along major highways &/or cluster develop.
7	Discourage large subdivisions
6	Improvement of recreational facilities
6	Restrict quarry development
5	Expanded tax base
5	Clean up eye sores
4	Expanded housing opportunities
3	Increased shopping, restaurants, etc.
2	Improvement of recycling center

4. What future changes do you think would be beneficial to the Town?

37	Effective/responsible town government (Town Bd that works together)
23	Well thought out master plan
16	Strictly enforced planning and zoning
15	Preservation of nature areas and more parks
12	Removal/clean-up of all junk yards
12	Limited business/light industrial development
8	Improvement of recycling center, extend hours
7	Slow controlled residential/industrial growth
6	More shopping and recreational options (movie, restaurants, YMCA)
5	Encouragement of large lots (5 acres)
5	Bike paths, walking/hiking areas
4	Keep property taxes down
4	Water, gas and sewer access throughout the town
3	Stricter odor, smoke and noise control of industry
3	Moratorium on industry
2	Better communication with residents
2	Maintain country atmosphere
2	Eliminate or reduce gun club hours to 8pm
2	Historic preservation
2	Confinement of industrial development
2	Avoid "cookie cutter" rural developments
2	Encourage cluster development
1	More community events
1	No low income housing
1	Town administrator
1	Better records kept of conditional use permits
1	Development of "downtown" area
1	Discourage non-point water pollution
1	Educational talks and seminars
1	Encourage building near village border
1	Stop annexation by surrounding communities
1	Bridge over river at Cold Springs Road
1	Less zoning restrictions
1	Encourage a mix of industrial/residential/farmland
1	Small meeting hall
1	Mandatory attached 2 car garage

12. Are there any services that the Town of Saukville should establish?

19	Rubbish/trash/garbage pick-up
12	Extended recycling center hours
7	Cable TV
5	Professional management and up-to-date communication (Web site)
5	Newsletter
3	Expansion of sewer, gas and water systems
3	Better road and roadside maintenance
3	Drop off site for brush and tree trimmings and for non-recyclable items
2	Park with nature trails and other recreational facilities
2	Community meetings
2	More youth activities
2	More sheriff patrol
2	Hazardous waste disposal site
1	Commission to encourage rustic roads
1	Constable services
1	Metro telephone
1	Bike lanes
1	Coordinate with other townships for road repair/plowing
1	Secondary voting location
1	Assistance (transportation) for the elderly
1	Regular town hall hours for accessibility to records
1	Up-to-date plat sheets for town
1	Fall festival
1	Improved mail service

16. What do you like most about the Town of Saukville?

202	Rural living (open areas/wildlife), small town atmosphere (quiet and peaceful)
22	Few land use restrictions and regulations
21	Location (proximity to Milwaukee and other conveniences)
13	Friendly, neighborly people
7	Low crime rate
6	Good schools
4	Recreational facilities available
4	Good tax base
3	Five acre minimum for development
3	Milwaukee River
3	Officials who are trying to make this a better town
2	Lack of commercial development
2	Diversity
2	Affordability
2	Current level of services
2	Gun club
1	Library programs
1	Industry
1	Good roads
1	Recycling center

17. What do you like least about the Town of Saukville?

102	Dissatisfaction with past and present town government (too much bickering)
15	Heavy industry noise, pollution, odor
15	Eyesores/junk yards
15	People ("outsiders") trying to change lifestyle
14	Hostility among citizens
12	Increasing taxes
10	Growing number of subdivisions/growing population
9	Quarry
7	Unwillingness of some to grow
6	Asphalt plant
6	Gun club
6	Lack of enforcement of zoning codes
6	Development of farmlands into commercial/residential sites
5	Increasing traffic (including truck traffic)
5	Excessive speed on some town roads
4	Lack of recreational facilities and programs, particularly for kids
4	Hodge-podge development
3	Road conditions
2	Lack of shopping
2	Schools
2	Lack of respect for environment
1	Lack of sheriff's patrol
1	Odor from Freeman Chemical
1	Mail delivery
1	Excessive zoning regulations
1	Lack of services
1	Land use problems
1	Scattered industrial sites
1	Lack of organized recycling
1	Lack of transit between Milwaukee and Sheboygan

18. Please list comments, or problems and concerns here:

New development should be along internal roads not directly connected to section line roads or state highways.

Opposed to restrictive zoning re: parking of unlicensed vehicles, additional zoning restrictions on current landowners.

Prevent any more building permits along Hwy 33 without proper landscaping and fencing.

Land use zoning designations. Some newer home constructions sites have retained the A1 designation while others were changed to R1.

Stop and go lights needed on Hwy 33 and Hwy W.

Milwaukee River pollution.

Investigate ways to prevent the Village of Saukville from annexing town land.

I would like to see a 5 person board with majority vote on issues.

I sincerely wish the group of people who continue to sneer, grumble, mumble and make critical remarks to one another during town and plan commission meetings, would contain themselves and use their criticism in more constructive ways.

Our community does not need a full or part-time treasurer/secretary at $30-36,000 per year. Continue with the present situation, but utilize people who are truly interested in service to their community, for the community's benefit, and not their own. Service to our community should truly be that, community service, not a job!

Town chairman who is not forthright with his constituents. Attending meetings with multiple attorneys and judges, badgering citizens that would like to have input on the issues at hand.

The town needs to take a pro-active approach to development. Growth will happen, we need to regulate and control it to benefit all including nature, residents, wildlife and business.

Inadequate prior notice of meetings and agendas.

Town chairman is trying to put too many controls/restrictions on residents - 2

When we moved here taxes were $900; then $1,800, then $2,700. Now they're at $3,100. Why are they climbing so fast?

18. Please list comments, or problems and concerns here: (continued)

Many residents of Saukville Township are living here because of their appreciation of rural areas and nature. Many programs are available to promote wildlife, etc. We could be making better use of them - such as the Cedar Lake group which buys key lands and helps people with projects that benefit all of us.

An administrator is unnecessary. The Town Board should be told to do the job they were voted in for. Water quality - very important. DNR has some control, where does theirs stop and the town's begin if necessary to protect this life giving substance.

I appreciate this attempt to solicit our thoughts.

I think this survey is not adequate.

Could public hearings be held on a separate evening so the Board has time to reflect on what it has heard, before reconvening to vote on the issue?

The lack of control our present town chairman has over town issues and meetings.

I'm concerned that the town will become another "Mequon."

My concern is that we try too hard to exclude others. The charm is the mixture so let's preserve the mix.

Please clearly demonstrate the cost in taxes that each new residence creates, then also demonstrate the comparison between residential taxes, manufacturing taxes and farm taxes (R.E.). Demonstrate that this survey wasn't screwered by some people "voting" more often than permitted. What if 2 live in a house and mark this as if there are 3, 4, or vote for all of their 7 children too? This whole thing may be invalid due to this.

We are concerned that town officials lack the knowledge of Wisconsin law and often do not follow law, thereby denying taxpayers their rights.

Some politicians are advocating growth in jobs while employers cannot find workers - we should rethink what we want in our communities. A master plan is a start and is sorely needed. There is ample room for industrial development near large cities and high unemployment as well. Let's encourage industrial growth in Milwaukee and provide tax incentives to offset high land values there. Let's move the jobs to the people and not vice versa. If we don't, we'll lose our rural character to urban sprawl.

Any major laws that would effect the town (such as the proposal about how your yard should look) should be put before the entire town through a referendum during a local election.

Lack of central cohesive pride in this wonderful place.

18. Please list comments, or problems and concerns here: (continued)

I hope that a land use plan can bring harmony to our community. I doubt that matters what is decided, everyone cannot be pleased.

One of my concerns is the way the town chairman and clerk are spending our tax dollars wastefully and trying to force unnecessary rules and regulations on our rural farming community and encouraging neighbor against neighbor. Even this survey was not done right.

Cut down the sprawl of developments, salvage riverfront properties for natural corridors.

Still the threat of a quarry nearby, concern of the Tesker rezoning.

Why were not all the taxpayers or landowners in the Town of Saukville sent this survey? I think all landowners should be given an equal chance to voice their opinion on the future of the town. They have all their addresses on the tax roll.

Being overrun by corporate monies with no real concern for surroundings (nature, wildlife, grandchildren).

No restriction on farmers doing field work or operation equipment any time of night or day especially during spring planting or fall harvesting.

The present administration really listens to the residents and tries to be fair. It is frightening when a few people (in past administrations) force their own agenda on t he whole township. I think we need more than three members on the Town Board.

I am on a widow's pension and would like to stay on my property as long as possible. I'm afraid that I won't be able to keep on paying the property tax.

All changes in local government rules should be put to all voters for equal change to vote in the issue.

We moved to the Town of Saukville for its quiet, rural atmosphere. Industrial development, quarries, asphalt companies, etc., do not fit in with this scenario. Please do not give in to the short-sighted views of an outspoken minority. The Town of Saukville is a wonderful place to live - let's keep it that way!!

Current town officials are elitist, egotistical, partisan and self-serving.

When surveys concerning the whole town are conducted all residents should be included, not just a select few. This winds up as an impartial conclusion and possibly biased opinions.

I feel the present town administration is unfriendly to business and commercial develop...

18. Please list comments, or problems and concerns here: (continued)

Your 'demographic information' is a sign to the problem. The Town of Saukville wants to be our land use manager, sociologist, and all knowledgeable Big Government. Is one's survey irrelevant if they rent? Does it carry more weight if one is a professional? These questions are not relevant to a land use survey and can only foster the town's intent of propagating damn lies and statistics.

The snow plowing, not only this winter, but previous winters, has been very slipshod. Enough snow is left on roads east of the river so that in short order they are paved with ice.

Limit Charter Rollings growth at its current site.

Controversy between "old timers" who want no rules applied to them and "new comers" who sometimes want to change the town into Mequon, by regulating machinery or items kept on a person's property. There has to be some middle ground. I am pleased this land use plan is being developed. It should have been done years ago.

We have deep anxieties that premature irreparable changes in our town zoning ordinance brought on by pressure groups will be very damaging to the town in the future. Therefore, it is our recommendation that there be a moratorium on all zoning laws/changes until SEWRPC has completed its study and we have adopted a master land use plan.

Appendix C

TOWN PLAN COMMISSION RESOLUTION NO. 98-6
ADOPTING THE TOWN OF SAUKVILLE LAND USE PLAN

WHEREAS, the Town of Saukville, pursuant to the provisions of Section 61.10(2)(c) of the Wisconsin Statutes, has been authorized to exercise village powers; and

WHEREAS, the Town of Saukville, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

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

WHEREAS, the Town of Saukville requested the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to help prepare a land use plan for the Town, which plan includes:

1. Collection, compilation, processing, and analyses of various types of demographic, economic, natural resource, recreation and open space, land use, transportation, and other information pertaining to the Town;

2. A forecast of growth and change;

3. Statements of land use objectives, principles, and standards, and results of a community survey;

4. A land use plan;

5. Recommended activities to implement the plan; and

WHEREAS, the aforementioned forecasts, inventories, analyses, objectives, land use plan, and implementation recommendations are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 232, *A Land Use Plan for the Town of Saukville: 2010, Ozaukee County, Wisconsin*; and

WHEREAS, the Town of Saukville Plan Commission has held public meetings to acquaint residents, landowners, and local government officials with the plan recommendations, including a public informational meeting held on the 13th day of August, 1998, and a public hearing held on the 27th day of August, 1998; and

WHEREAS, the Town Plan Commission has carefully considered the plan over an extended period of time, including statements and requests during the planning process, and has proceeded to incorporate, where deemed appropriate, changes to the recommended land use plan; and

WHEREAS, the Town Plan Commission considers the plan to be a necessary guide to the future development of the Town.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the Town of Saukville Plan Commission hereby adopts the recommended land use plan as a guide for the future development of the Town of Saukville; and

BE IT FURTHER RESOLVED, that the Secretary of the Town of Saukville Plan Commission transmit a certified copy of this resolution, after recording the action on the adopted plan, to the Town Board of the Town of Saukville and to the Southeastern Wisconsin Regional Planning Commission.

PASSED AND ADOPTED the 9 day of Sept, 1998.

Terry M Hoffman
Chairman
Town of Saukville Plan Commission

ATTEST:
Victoria Cottrell
Secretary
Town of Saukville Plan Commission

(This page intentionally left blank)

Appendix D

TOWN OF SAUKVILLE
OZAUKEE COUNTY, WISCONSIN
RESOLUTION NO. 98-7
Adopting the Town of Saukville LAND USE PLAN

WHEREAS, the Town of Saukville, pursuant to the provisions of Section 60.10 (2) (c) of the Wisconsin Statutes, has been authorized to exercise village powers; and

WHEREAS, the Town of Saukville, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

WHEREAS, THE Town Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), a plan for the physical development of the Town of Saukville, said plan embodied in SEWRPC Community Assistance Planning Report No. 232, *A Land Use Plan for the Town of Saukville: 2010, Ozaukee County, Wisconsin*; and

WHEREAS, the Town Plan Commission on the 9th day of September, 1998, adopted the recommended land use plan, and has submitted a certified copy of that resolution to the Town Board of the Town of Saukville and

WHEREAS, the Town Board of the Town of Saukville concurs with the Town Plan Commission and the objectives and recommendations set forth in the land use plan.

NOW, THEREFORE, BE IT RESOLVED, that the Town Board of the Town of Saukville hereby adopts e recommended land use plan as a guide for the future development of the Town of Saukville; and

BE IT FURTHER RESOLVED, that the Town Plan Commission shall review the Town land use plan every seven years, or more frequently if necessary, and shall recommend extensions, changes or additions to the Plan which the Commission considers necessary. Should the Town Plan Commission find that no changes are necessary, this finding shall be reported to the Town Board.

PASSED and **ADOPTED** the 15th day of September , 1998.

APPROVED: Terry m Hoffman
Terry Hoffman, Town Board Chairman

Date Approved: September 15, 1998

This is to certify that the foregoing Resolution was adopted by the Town Board of the Town of Saukville, Wisconsin, at a meeting held on the 15th day of September.

Walter H. Clarke, Clerk

Published: 9-24, 1998

(This page intentionally left blank)

Appendix E

DEVELOPMENT TYPES COMPATIBLE WITH ENVIRONMENTAL CORRIDORS

Component Natural Resource and Related Features within Environmental Corridors	Permitted Development															
	Transportation and Utility Facilities				Recreational Facilities											
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities	Trails	Picnic Areas	Family Camping	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts	Parking	Buildings	Rural-Density Single-Family Residential Development
Lakes, Rivers, and Streams	--	--	--	--	--	--	--	X	X	--	--	--	--	--	--	--
Shoreline	X	X	X	X	X	X	--	X	X	--	X	--	--	X	--	--
Floodplain	--	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--
Wetland	--	X	X	X	X	--	--	--	X	--	--	--	--	--	--	--
Wet Soils	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--
Woodland	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--	--	--	--	--	--	X	X	--	--	--	--	--
Prairie	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--
Historic Site	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X
Scientific or Natural Area Site	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

NOTE: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence. For more detailed guidelines relative to appropriate development types within environmentally sensitive areas refer to SEWRPC Planning Report No. 45, *A Regional Land Use Plan for Southeastern Wisconsin: 2020.*

Source: SEWRPC.