

# A LAND USE PLAN FOR THE TOWN OF DOVER: 2020

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this report.*

COMMUNITY ASSISTANCE PLANNING REPORT  
NUMBER 243

**A LAND USE PLAN FOR THE TOWN OF DOVER: 2020  
RACINE COUNTY, WISCONSIN**

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# TABLE OF CONTENTS

	Page		Page
<b>Chapter I—INTRODUCTION</b> .....	1	Surface Water Resources .....	34
The Planning Area .....	1	Lakes .....	34
Early Town History .....	1	Streams .....	34
Regional Influences .....	3	Floodlands .....	34
Study Purpose .....	7	Wetlands .....	34
The Community Land Use Planning Process .....	8	Woodlands .....	34
Inventory and Analysis .....	8	Prairie Vegetation .....	34
Formulation of Community Land Use		Wildlife Habitat Areas .....	34
Planning Objectives .....	8	Natural Areas .....	39
Identification of Community Land Use		Resource-Related Elements .....	39
and Facility Requirements .....	8	Existing Outdoor Recreation	
Development and Adoption		and Open Space Sites .....	39
of Recommended Plan .....	8	Recreational Trails and Rustic Roads .....	40
Plan Implementation .....	9	Historic Sites .....	40
Report Structure .....	9	Environmental Corridors and	
<b>Chapter II—POPULATION, HOUSEHOLDS</b>		Isolated Natural Resource Areas .....	41
<b>AND EMPLOYMENT INVENTORY</b>		Primary Environmental Corridors .....	44
<b>ANALYSIS AND FORECAST</b> .....	11	Secondary Environmental Corridors .....	44
Introduction .....	11	Isolated Natural Resource Areas .....	44
Historic and Forecast Population,		Summary .....	44
Household, and Employment Levels .....	11	<b>Chapter IV—MAN-MADE</b>	
Population .....	11	<b>ENVIRONMENT</b> .....	47
Households .....	13	Introduction .....	47
Employment .....	13	Existing Land Use .....	47
Population and Housing Characteristics .....	15	Urban Land Uses .....	47
Summary .....	17	Nonurban Land Uses .....	47
Population, Household, and		Transportation Facilities .....	49
Employment Forecasts .....	17	Arterial Streets and Highways .....	49
Population and Housing Characteristics .....	19	Freight Railway Facilities .....	49
<b>Chapter III—NATURAL RESOURCE</b>		Public Utilities .....	50
<b>BASE INVENTORY AND ANALYSIS</b> .....	23	Sanitary Sewer Service .....	50
Introduction .....	23	Public Water Supply System .....	53
Soils .....	23	Engineered Stormwater Drainage System .....	53
General Soil Groups .....	23	Community Facilities and Services .....	53
Soil Suitability Interpretations .....	23	Schools .....	53
Soil Suitability for Residential Development		Library Services .....	53
Served by Public Sanitary Sewers .....	24	Fire Protection, Emergency Medical	
Soil Suitability for Onsite		Services, and Police Service .....	53
Sewage Disposal Systems .....	24	Solid Waste Disposal .....	55
Agricultural Soil Suitability .....	28	Summary .....	55
Soil Suitability for Sand		<b>Chapter V—EXISTING</b>	
and Gravel Extraction .....	28	<b>LAND USE REGULATIONS</b> .....	57
Topographic and Topographic-Related Features .....	30	Introduction .....	57
Slopes .....	30	Zoning .....	57
Scenic Overlooks .....	30	Basic Zoning Districts .....	57
Watersheds, Subwatersheds, and Subbasins .....	30	Overlay Zoning Districts .....	62

	Page		Page
Land Subdivision and Land Improvement Regulations .....	65	Plan Adoption .....	81
Racine County Sanitary Code .....	66	Zoning .....	81
Federal Wetland Regulations .....	66	Zoning Text Changes .....	81
Other State Resource Regulatory Programs .....	66	Environmental Corridors and Isolated Natural Resource Areas.....	82
Summary .....	67	Residential Densities.....	82
<b>Chapter VI—LAND USE PLAN.....</b>	<b>69</b>	Rural Cluster Development .....	83
Introduction .....	69	Subdivision and Certified Survey Map Review.....	83
Plan Determinants .....	69	Official Mapping .....	85
Objectives and Standards.....	69	Precise Neighborhood Unit Development Plans.....	87
Town of Dover Urban Service Area .....	70	Summary.....	87
Future Population, Household, and Employment Levels.....	70	<b>Chapter VIII—SUMMARY .....</b>	<b>89</b>
Public Informational Meeting.....	72	Introduction.....	89
Recommended Land Use Plan for the Town of Dover.....	73	Planning Area .....	89
Residential Development.....	73	Existing Conditions.....	89
Commercial and Industrial Development .....	73	Population and Employment Levels.....	89
Governmental and Institutional Land Uses.....	76	Natural Resource Base .....	89
Park and Recreation Land Uses .....	76	Land Use .....	90
Agricultural, Rural Residential, and Open Lands .....	77	Land Use Regulations .....	90
Environmentally Significant Areas .....	77	Objectives .....	90
Primary Environmental Corridors .....	77	Anticipated Growth and Change.....	90
Secondary Environmental Corridors and Isolated Natural Resource Areas .....	78	The Recommended Plan .....	90
Recommended Arterial Streets and Highways.....	78	Urban Residential Land Use.....	91
Summary .....	78	Other Urban Land Use .....	91
<b>Chapter VII—PLAN IMPLEMENTATION.....</b>	<b>81</b>	Environmental Corridors and Isolated Natural Resource Areas .....	91
Introduction .....	81	Agricultural, Rural Residential, and Open Lands.....	91
		Plan Implementation.....	91
		Concluding Remarks .....	91

## LIST OF APPENDICES

Appendix	Page
A      Soil Survey Maps for the Town of Dover.....	95
B      Town Plan Commission Resolution Adopting the Town of Dover Land Use Plan.....	103
C      Guidelines for Development Considered Compatible with Environmental Corridors.....	105

## LIST OF TABLES

Table	Page
<b>Chapter II</b>	
1      Historical and Forecast Population Levels for the Region, Racine County, and the Town of Dover: 1850-2020 .....	12

Table		Page
2	Existing and Forecast Population by Age Group in the Region, Racine County and the Town of Dover: 1990 and 2020.....	14
3	Historical and Forecast Households in the Region, Racine County, and the Town of Dover: 1960-2020.....	15
4	Historical and Forecast Population per Occupied Housing Unit in the Region, Racine County, and the Town of Dover: 1960-2020.....	16
5	Historical and Forecast Employment in the Region, Racine County, and the Town of Dover: 1970-2020.....	16
6	Educational Attainment of Persons 25 Years and Over in the Region, Racine County, and the Town of Dover: 1990.....	18
7	Household and Family Income in the Region, Racine County, and the Town of Dover: 1989.....	18
8	Residential Building Activity in the Town of Dover: 1965-1993.....	19
9	Value of Specified Owner-Occupied Housing Units in the Region, Racine County, and the Town of Dover: 1990.....	20
10	Housing Characteristics of the Region, Racine County, and the Town of Dover: 1990.....	20
11	Employed Persons 16 Years and Older by Class of Worker in the Region, Racine County, and the Town of Dover: 1990.....	21
12	Employed Persons 16 Years and Older by Occupation in the Region, Racine County, and the Town of Dover: 1990.....	21
<b>Chapter III</b>		
13	Soil Suitability for Onsite Sewage Disposal Systems in the Town of Dover .....	28
14	Natural Areas in the Town of Dover: 1994.....	39
15	Existing Park and Open Space Sites in the Town of Dover: 1994.....	41
16	Point Values for Natural Resource Base and Natural Resource Base-Related Elements .....	42
<b>Chapter IV</b>		
17	Existing Land Use in the Town of Dover: 1990.....	49
18	Land Use in the Town of Dover: 1963, 1970, 1980, and 1990.....	50
<b>Chapter V</b>		
19	Summary of Basic Zoning Regulations: Racine County Ordinance.....	59
20	Existing Zoning in the Town of Dover: 1994.....	63
<b>Chapter VI</b>		
21	Urban Land Use Standards for the Town of Dover .....	71
22	Population and Households for the Town of Dover: 1990 and 2020.....	72
23	Planned Land Use in the Town of Dover: 2020.....	75

## LIST OF FIGURES

Figure		Page
<b>Chapter II</b>		
1	Historical and Forecast Population Levels for the Town of Dover: 1920-2020 .....	13
2	Historical and Forecast Household Levels for the Town of Dover: 1960-2020 .....	15
3	Historical and Forecast Employment Levels for the Town of Dover: 1970-2020.....	17

**Chapter VII**

4	Example of Rural Residential Cluster Development in the Town of Dover.....	84
5	Example of Rural Residential Cluster Development in the Town of Dover.....	85
6	Preservation of Primary Environmental Corridor: Five-Acre Lot Design.....	86
7	Preservation of Primary Environmental Corridor: Cluster Development on One-Acre Lots .....	86
8	Preservation of Primary Environmental Corridor: Condominium Development.....	86

**LIST OF MAPS****Chapter I**

1	Location of the Town of Dover in the Southeastern Wisconsin Region.....	2
2	Historic Urban Growth in the Town of Dover: 1920-1990.....	4
3	Adopted 2020 Regional Land Use Plan as Related to the Town of Dover.....	5
4	Adopted Regional Transportation System Plan as Related to the Town of Dover: 2020 .....	6

**Chapter III**

5	General Soil Associations in the Town of Dover.....	24
6	Soil Suitability for Residential Development Served by Public Sanitary Sewer Service .....	25
7	Soil Suitability for Conventional Onsite Sewage Disposal Systems under Current Administrative Rules .....	26
8	Soil Suitability for Mound Sewage Disposal Systems under Current Administrative Rules.....	27
9	Agricultural Soil Capability in the Town of Dover.....	29
10	Areas Where Soil Survey Data Indicate that Potential Sand and Gravel Deposits May Occur in the Town of Dover.....	31
11	Surface Drainage, Wetlands, Floodlands, and Watershed Features in the Town of Dover .....	32
12	Slope Analysis for the Town of Dover .....	33
13	Woodlands in the Town of Dover: 1990.....	36
14	Wildlife Habitat Areas in the Town of Dover: 1985.....	37
15	Natural Areas in the Town of Dover: 1994.....	38
16	Existing Park and Open Space Sites in the Town of Dover: 1994.....	40
17	Environmental Corridors and Isolated Natural Resource Areas in the Town of Dover: 1990.....	43

**Chapter IV**

18	Existing Land Use in the Town of Dover: 1990 .....	48
19	Prime Agricultural Land in the Town of Dover: 1990.....	51
20	Arterial Street and Highway System in the Town of Dover: 1994.....	52
21	Existing and Planned Sanitary Sewer Service in the Town of Dover: 1994.....	54

**Chapter V**

22	Existing Zoning in the Town of Dover: 1994.....	58
23	Shoreland Areas in the Town of Dover.....	64

**Chapter VI**

24	Recommended Land Use Plan for the Town of Dover: 2020.....	74
25	Arterial Street and Highway System Plan for the Town of Dover: 2020.....	79

## Chapter I

# INTRODUCTION

Section 60.10(2)(c) of the *Wisconsin Statutes* provides that town boards may adopt village powers, including comprehensive planning powers delegated to cities and villages under Section 62.23 of the *Statutes*—the city planning enabling act. The Town of Dover has adopted such powers.

The city planning enabling act, as set forth in Section 62.23 of the *Statutes*, provides for the creation of plan commissions and charges those commissions with the duty and function of making and adopting a "master"—or comprehensive—plan for the physical development of the municipality. The scope and content of the comprehensive plan, as set forth in the *Statutes*, is very broad, extending to all aspects of the physical development of a community. The *Statutes* indicate that the master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the community which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as efficiency and economy in the process of development. To carry out the planning responsibilities attendant to the adoption of village powers, the Town Board created a Town Plan Commission in April 1974.

In February 1993, the Town of Dover requested that Racine County and the Southeastern Wisconsin Regional Planning Commission assist the Town in the preparation of a Town land use plan. The plan was to provide Town officials with a tool to better guide and shape land use development in the Town. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. It is intended to assist in defining the land use development objectives of the Town and in identifying means for achieving those objectives over time.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting development in the Town, including the preparation of projections of the possible range of future population and economic activity levels within the Town; extensive inventories of the natural and man-made bases of the Town—including existing land use, soils, flood hazard areas, woodlands, wildlife habitat, and wetlands; an inventory of existing local plan implementation devices; careful analyses of

the inventory findings; and the development and adoption of a plan which may be expected to accommodate probable future population and employment levels in a manner consistent with the local land use development objectives of the Town. The plan, when adopted by the Town Plan Commission and Town Board, is intended to serve as a guide for use by Town officials in making better development decisions over time that will promote public health, safety, and general welfare.

## THE PLANNING AREA

The planning area considered consists of the Town of Dover. The Town is located in central Racine County and encompasses an area of about 36.2 square miles. As shown on Map 1, the Town is bounded on the north by the Town of Norway, on the east by the Town of Yorkville, on the west by the Towns of Burlington and Rochester, and on the south by the Town of Brighton in Kenosha County.

## EARLY TOWN HISTORY

The year 1836 marked the completion of the U. S. Public Land Survey over the area that now comprises the Southeastern Wisconsin Region, including Racine County. The survey, which was established by an act of the Continental Congress in 1785, formed an important basis for defining county and local government civil division boundaries and stands today as the basis for all division of land and for all real property boundary descriptions in the area. The U. S. Public Land Survey permitted the ready transfer of the ownership of land from the Federal government to private citizens, and was essential for settlement and private development of the area.

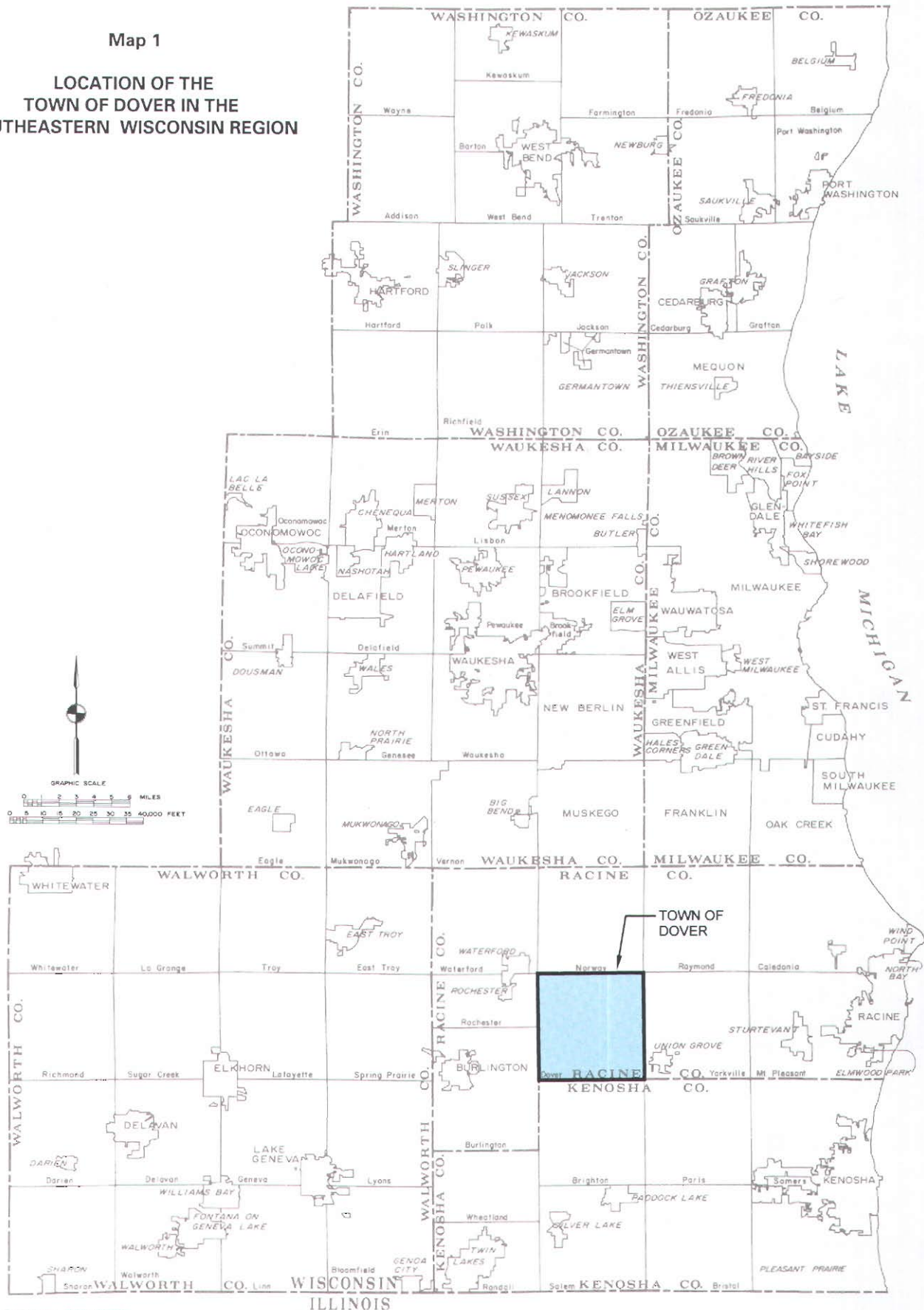
By an act of the Territorial Legislature on January 2, 1838, the civil Town of Rochester was established,

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*The history of the Town of Dover was derived, in part, from: Racine—Growth and Change in a Wisconsin County, SEWRPC Technical Record Vol. 4, No. 3; and Session Laws of Wisconsin Territory.*

Map 1

LOCATION OF THE  
TOWN OF DOVER IN THE  
SOUTHEASTERN WISCONSIN REGION



Source: SEWRPC.

encompassing approximately the western half of Racine County. The original Town of Rochester was divided in 1839 to create the Town of Burlington; in 1842 to create the Town of Yorkville; and in 1844 to create the Town of Brighton. In 1850, by act of the Racine County Board, the civil Town of Dover was created from lands encompassing portions of the Towns of Yorkville, Brighton, Burlington, and Rochester.

Available land attracted farming families to the area now known as the Town of Dover following completion of the U. S. Public Land Survey. The area was first settled by Captain John Todd Trowbridge and his family near what would become Kansasville. While the Trowbridge family were the first native-born Americans to settle in the Town of Dover, at the same time in 1836, Samuel Ormiston and his wife Grace Caldwell, immigrants from Scotland, were the first of a relatively large group of British immigrants to settle in the Town.

By 1845, settlers had bought up most of the land in the Town. Early Census figures indicate that only 46 percent of the settlers were first-generation Americans with the remainder comprised largely of British immigrants. The British settlers in the Town including English, Irish, and Scottish immigrants, established two communities, the English Settlement in the western portion of the Town and the Scotch Settlement in the eastern portion of the Town.

In 1876, a United States Post Office was established at Dover Station. The train station there allowed dairy products to be shipped to urban markets from this farming community. Farming played a major role in the history of the Town, especially dairy farming. In 1913, the Spring Valley Sanitary Milk Company (later known as the Pure Milk Association) was built in Kansasville.

In the time prior to refrigeration, Eagle Lake was utilized as a source of ice. An example of this was the Fox Ice Company established on the southeast shore of Eagle Lake which later became the site of the Cabin Lane Resort and eventually the present day Giovanni's Supper Club. By the 1920s, the Eagle Lake area had also become popular as a summer resort and cottage area, attracting people from the Milwaukee and Racine urban areas.

The Southern Wisconsin Center for the Developmentally Disabled and the Robert E. Ellsworth Correctional Center on Spring Street in the southeast portion of the Town was originally utilized as a prison farm from the early 1950s through the early 1970s. The original structure

for the Correctional Center, first named Atherton Hall, was constructed in 1952 as a bunk house for employees of the Southern Wisconsin Center.

While the Town of Dover was sparsely populated compared to the rest of Racine County, settlement communities were established at Pan Yack Park, located on the north shore of Eagle Lake; Kansasville and Dover Station (later known as Rosewood) along the southwestern line of the then Chicago, Milwaukee, St. Paul & Pacific Railroad; and Beaumont at the crossroads of what is now CTH S and STH 20 and 75. The pattern of historic urban growth in the Town of Dover is shown on Map 2.

## REGIONAL INFLUENCES

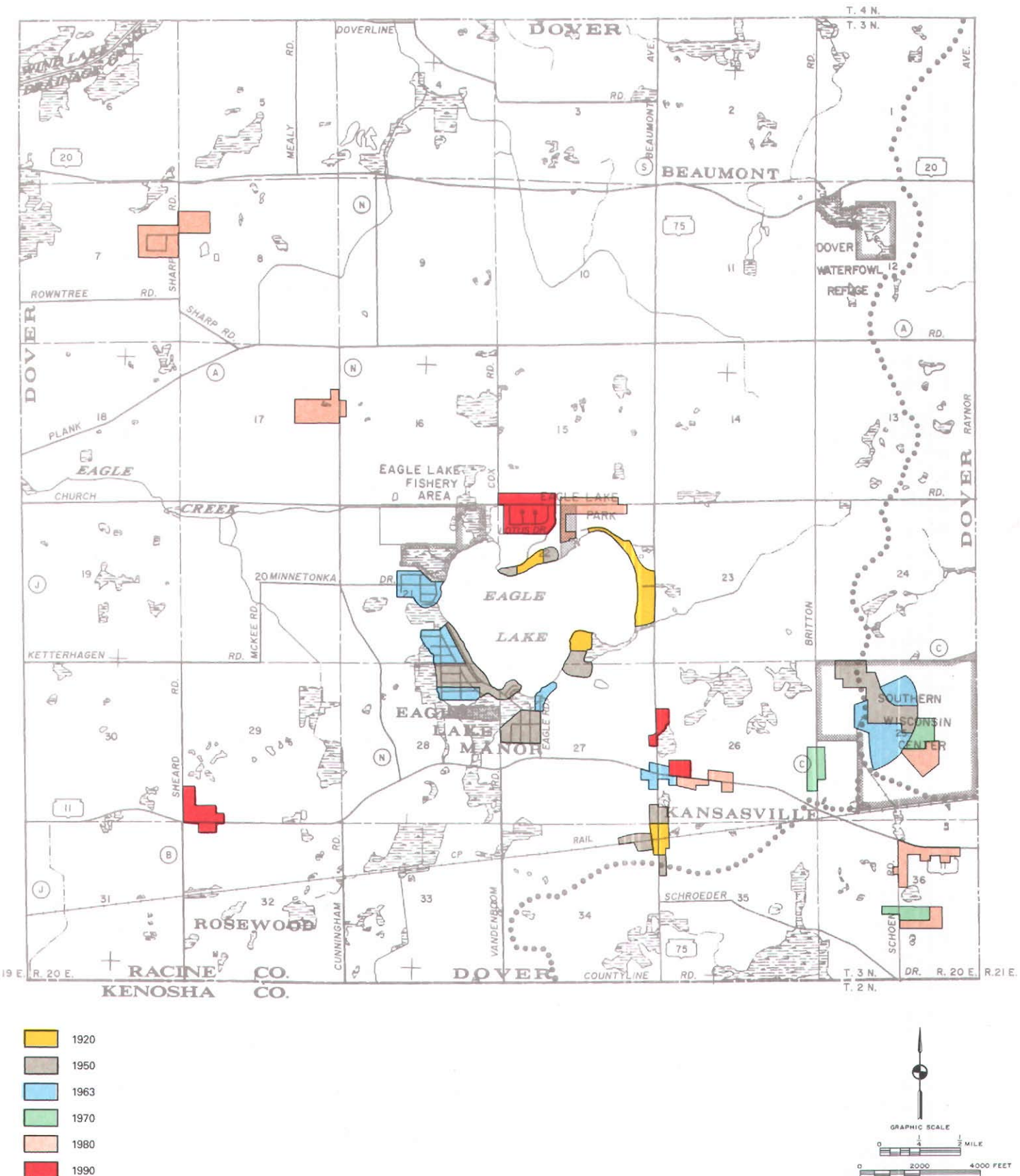
Sound planning practice dictates that local plans be prepared within the framework of broader areawide plans. The Southeastern Wisconsin Regional Planning Commission is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Racine County and the Town of Dover. The Commission has, since its creation in 1960, pursued the preparation of an advisory plan for the physical development of the Region through the systematic formulation of those elements of such a plan considered most important to the units and agencies of government operating within the Region. The salient recommendations of the adopted regional plan elements applicable to the Town of Dover are graphically summarized on Maps 3 and 4.

The adopted regional land use plan, as set forth in SEWRPC Planning Report No. 45, *A Regional Land Use Plan for Southeastern Wisconsin: 2020*, provides recommendations with respect to the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region. Particularly pertinent to the preparation of a land use plan for the Town of Dover are the recommendations contained within the adopted regional land use plan for the preservation of the primary environmental corridors and the most productive farmland of the Region, and for the encouragement of a more compact pattern of urban development in those areas that are covered by soils suitable for urban use; that are not subject to special hazards such as flooding; and that can be readily and economically served by such essential urban facilities and services as public sanitary sewerage and water supply. These salient recommendations of the regional land use plan provide a sound framework for the development of



Map 2

HISTORIC URBAN GROWTH IN THE TOWN OF DOVER: 1920-1990

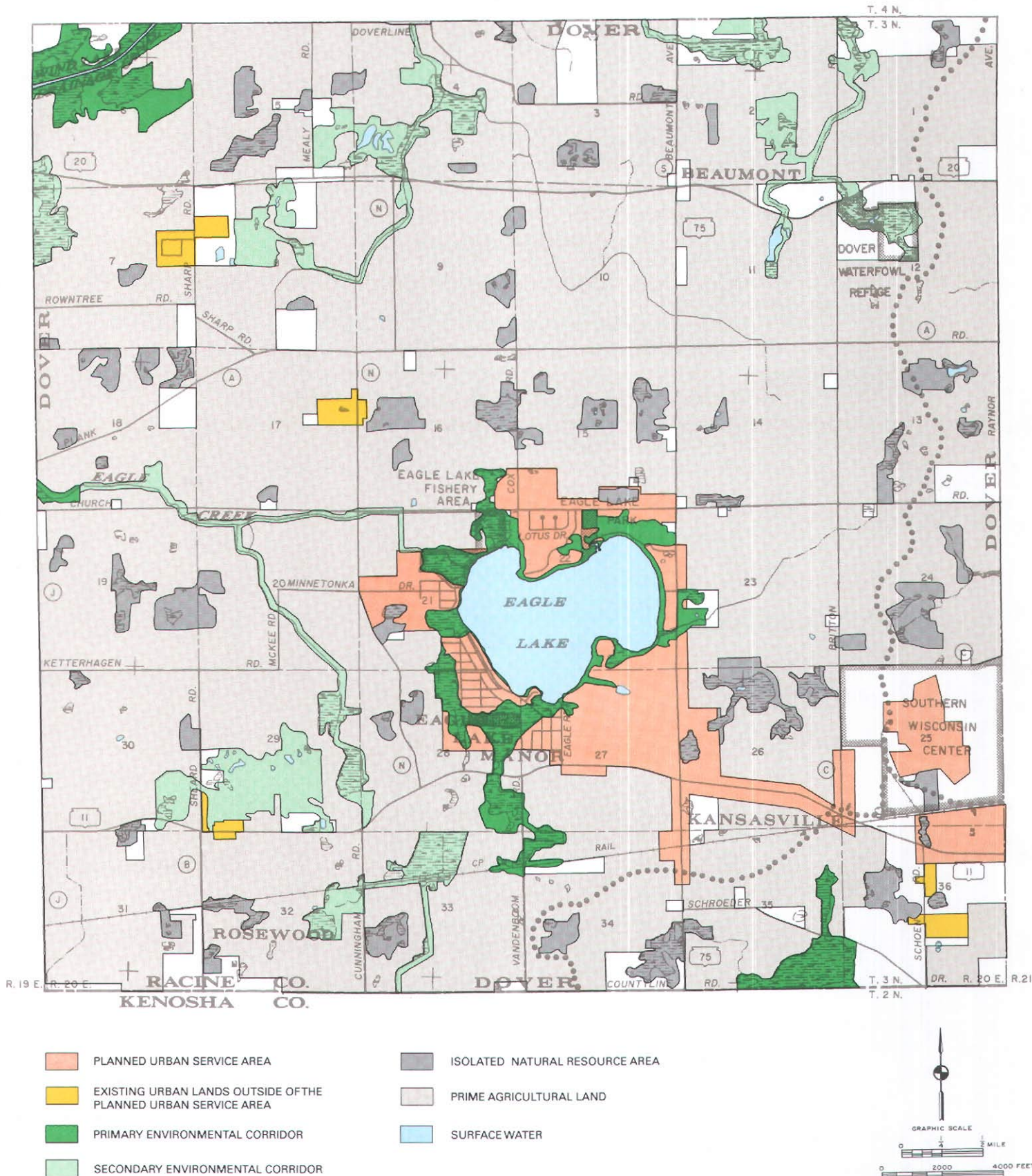


Source: SEWRPC.



Map 3

ADOPTED 2020 REGIONAL LAND USE PLAN AS RELATED TO THE TOWN OF DOVER

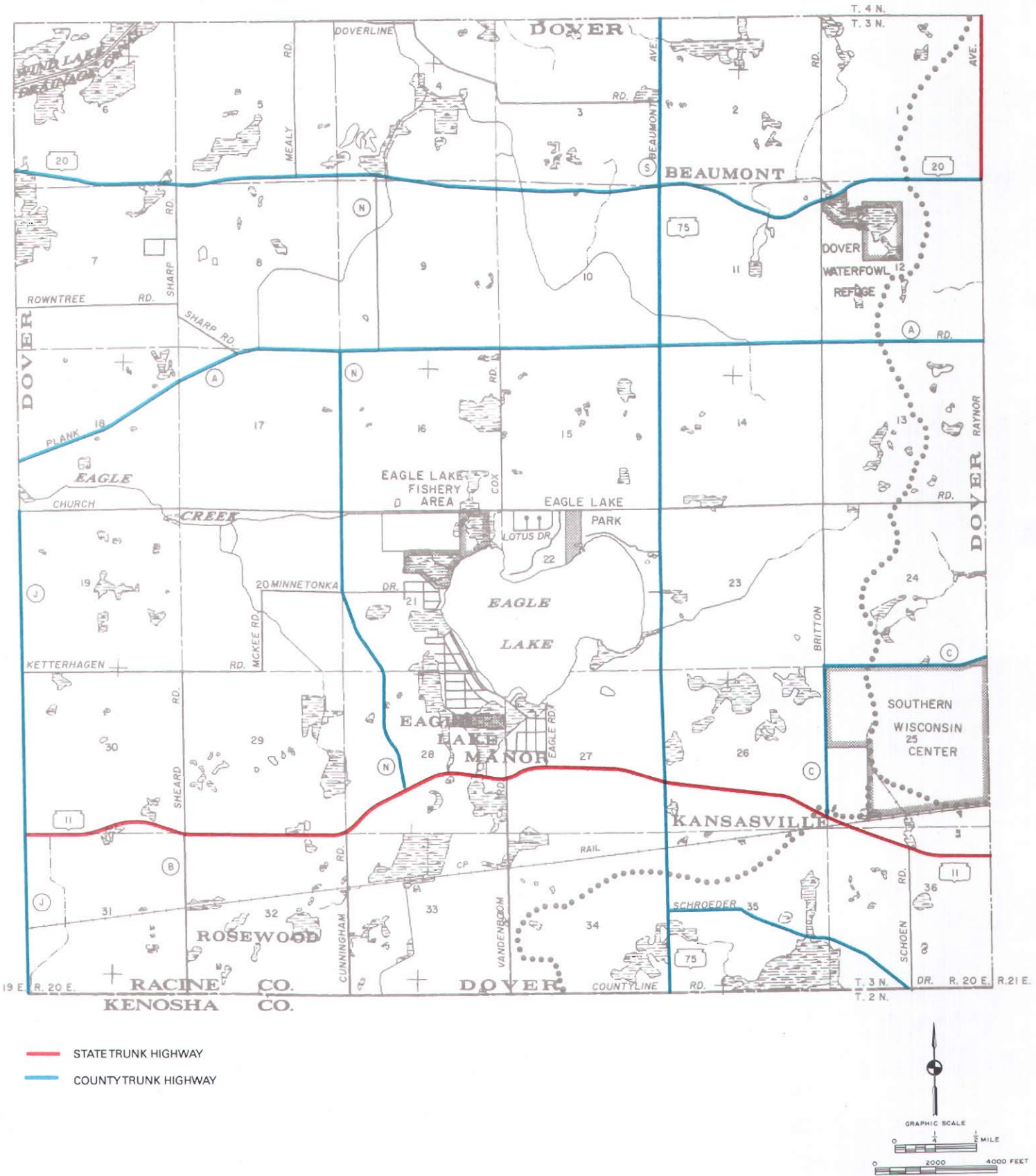


Source: SEWRPC.



Map 4

ADOPTED REGIONAL TRANSPORTATION SYSTEM PLAN AS RELATED TO THE TOWN OF DOVER: 2020



Source: SEWRPC.

a local land use plan. It should be noted that in Racine county the most productive farmland are generally those areas identified as prime agricultural lands in the Racine County farmland preservation plan. The adopted regional land use plan as it pertains to the Town of Dover as well as the afore-referenced prime agricultural lands are shown on Map 3.

The adopted regional transportation system plan, as described in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*, provides recommendations as to how the regional land use plan can best be served by arterial street and highway and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2020, 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 transportation system plan as it pertains to the Town of Dover planning area is shown on Map 4.

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000*, identifies 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 to meet these needs and to provide form and structure to urban development within the Region. The adopted regional plan has been refined and detailed by the Commission for Racine County, as documented in SEWRPC Community Assistance Planning Report No. 134, *A Park and Open Space Plan for Racine County*, adopted by Racine County in 1989.

The findings and recommendations of the water quality management planning program for Southeastern Wisconsin are described in Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000*. The plan documented in this report consists of a land use and sanitary sewer service area element, a point source water pollution abatement element, a nonpoint source water pollution abatement element, a wastewater sludge management element, and a water quality monitoring element. The regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage

treatment facility and related trunk sewer facilities in the Region. These initially recommended sanitary sewer service areas were based upon the urban land use configuration identified in the Commission-adopted regional land use plan for the year 2000. The recommended sanitary sewer service area for the Town of Dover, as identified in regional plans, has been refined and detailed by the Commission as documented in SEWRPC Community Assistance Planning Report No. 206, *Sanitary Sewer Service Area for the Eagle Lake Sewer Utility District*, adopted by the Town of Dover in 1992, and amended in 1998, and No. 180, *Sanitary Sewer Service Area for the Village of Union Grove and Environs*, adopted by the Village of Union Grove in 1990.

In addition to the regional plan elements, there are subregional plan elements which are also of importance to the Town of Dover planning area. These plan elements consist of comprehensive plans for the Fox River and Root River watersheds and are documented in SEWRPC Planning Report No. 12, *A Comprehensive Plan for the Fox River Watershed*, and No. 9, *A Comprehensive Plan for the Root River Watershed*. These subregional plans contain recommendations for generalized land use, resource conservation, park and outdoor recreation, flood control, and stream and lake water pollution abatement, as well as water supply plan elements which pertain to the Town of Dover planning area.

The findings and recommendations of the regional and subregional plan elements all have important implications for any comprehensive planning effort for the Town of Dover. The pertinent recommendations of these plan elements contained in these reports are included in this plan by reference and are considered further in the inventory and analysis chapters of this report.

## STUDY PURPOSE

The purpose of the requested planning effort is to provide the Town of Dover with one of the key elements of a comprehensive community development plan—a land use plan. This plan, while primarily intended to meet local planning objectives, is also intended to carry related regional and county plan elements into greater depth and detail as necessary for sound regional county and local planning. In conducting this planning effort, every attempt was made to identify the physical constraints imposed upon, and the opportunities open to, the Town of Dover; to set forth a sound set of land use development objectives for the Town; and to determine proper locations for the various anticipated land uses within the Town to the plan

design year 2020. Finally, plan implementation measures and devices needed to effectively carry out the recommended plan were identified with particular emphasis upon recommended revisions to the Racine County/Town of Dover Zoning Ordinance and Subdivision Control Ordinances.

## **THE COMMUNITY LAND USE PLANNING PROCESS**

The recommended plan presented herein was developed through a land use planning process consisting of the following steps: 1) a comprehensive inventory of the factors affecting development in the Town; 2) a careful analysis of the inventory data; 3) the formulation of community land use objectives; 4) the identification of land use needs in the planning area through the year 2020, based upon the population and economic activity forecasts and the land use objectives; 5) the development and evaluation of the recommended plan; and 6) the recommendation of plan implementation measures. The preparation of the plan was guided by a Town Plan Committee representing a wide range of interests in the Town of Dover. Membership of this Committee is listed on the inside front cover of this report.

### **Inventory and Analysis**

Reliable basic planning data are absolutely essential to the formulation of a workable land use plan. Consequently, inventory becomes the first operational step in the planning process. The crucial nature of factual information in the planning process should be evident, since no intelligent forecasts can be made or alternative courses of action evaluated without knowledge of the current state of the system being planned. The sound formulation of a land use plan for the Town of Dover requires that factual data be developed on historic and existing population and employment levels. The plan will also require data on the existing land use pattern, on the potential demand for each of the various major land use categories, on the major determinants of these demands, and on local planning objectives and constraints, as well as on the underlying natural resource base.

The necessary inventory 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, as well as opportunities and potentials for urban growth. The inventory data are also crucial

to the forecasting of community development needs, and to developing and evaluating the land use plan.

### **Formulation of Community Land Use Planning Objectives**

An objective may be defined as a goal or end toward the attainment of which plans and policies are directed. Planning is a rational process for formulating and attaining objectives. The objectives developed serve as a guide to the preparation of the land use plan. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented owing to changing public attitudes and values. The formulation of objectives should involve the active participation of officials and citizens. The active participation of the Town citizenry and elected and appointed officials in the planning process was facilitated through public meetings, including several Town land use Committee meetings, and the incorporation of the findings of recently completed Town surveys. The two surveys concerned are the *Town of Dover Community Survey* completed in 1991 by the University of Wisconsin Extension and the *Eagle Lake Use and Quality Survey* completed in 1992 by the firm of Losik & Associates.

### **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 requirements as a basis for the development of the plan. In the planning effort, forecasts are required of future events and conditions which are outside the scope of the system to be planned. The future demand for land and facilities will depend primarily upon the size of the future population and the nature of future economic activity within the Town. Control of changes in population and economic activity levels, however, lie largely—although not entirely—outside the scope of government activity at the local level, and therefore outside the scope of the local planning process. Future population and economic activity levels must, therefore, be forecast. These forecasts, in turn, can be used to determine the probable future demand for land uses and facilities. This is not to say that governmental policies at the local level cannot influence the course of development and, consequently, of population and economic activity growth rates.

### **Development and Adoption of Recommended Plan** Having estimated the probable future demand for land

use and facilities, a land use plan which meets the demands can be developed. The plan should be evaluated based on its ability to attain the agreed-upon land use objectives. The evaluation should be made by the Town Land Use Plan Committee. Such evaluation involves the use of data obtained during the inventory and analysis stages of the planning process, as well as during the later plan design stages.

### **Plan Implementation**

Implementation of the adopted land use plan requires the use of several planning tools of a legal nature. A zoning ordinance and accompanying zoning map should be used to legally assure that private development and redevelopment 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, the intensity of the use of land, and the supporting facilities needed to carry out the intent of the land use plan. Land subdivision regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the plan with respect to the proposed land uses to be accommodated. Implementation of the plan should also be furthered by the formulation of public policies that will ensure plan implementation.

## **REPORT STRUCTURE**

This planning report consists of eight chapters. Following this introductory chapter, Chapter II, "Population, Households, and Employment Inventory, Analysis, and Forecasts," presents both the historic and forecast population, household, and employment data for the year 2020 that were used in the planning effort. Chapter III, "Natural Resource Base," presents information pertaining to the natural resource base of the Town of Dover, including data on soils, topography, drainage, wetlands, floodlands, scenic vistas, woodlands, wildlife habitat, and parks. Chapter IV, "Man-Made Environment," presents relevant data on the significant man-made features of the Town of Dover, including data on existing land use, and community facilities and services. Chapter V, "Existing land Use Regulations," presents information pertaining to zoning, land subdivision control and other Town and County ordinances. Chapter VI, "Land Use Plan," presents the community land use objectives upon which the land use plan was based, as well as the community land use needs to the design year 2020 based upon the forecast population and employment levels described in Chapter II. Chapter VII, "Plan Implementation," describes the legal instruments needed to implement the plan. Finally, a complete summary of the plan is provided in Chapter VIII.

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## Chapter II

# POPULATION, HOUSEHOLDS, AND EMPLOYMENT INVENTORY, ANALYSIS, AND FORECAST

## INTRODUCTION

Information on the size, characteristics, and distribution of the resident population, households, and employment levels and anticipated changes in these socioeconomic factors over time is essential to the preparation of a sound land use plan. In the final analysis, the purpose of any local planning program is to benefit the resident population by maintaining and enhancing living conditions in the area. Moreover, certain of the land use requirements and needs that a land use plan seeks to meet are directly related to the existing and probable future population, household, and employment levels of the area.

## HISTORIC AND FORECAST POPULATION, HOUSEHOLD, AND EMPLOYMENT LEVELS

In the Town of Dover, preparation of population, household, and employment forecasts are particularly difficult because of economic uncertainties and are subject to periodic revisions as new information becomes available. The population, household, and employment forecasts presented in this land use plan were developed from regional and county forecasts reflecting alternative futures for the Southeastern Wisconsin Region developed by the Regional Planning Commission and used by the Commission in its regional, county, and local planning efforts.

Two alternative future scenarios were prepared for the Region as a basis for the regional population, household, and employment forecasts: an intermediate-growth scenario with a centralized development pattern, and a high-growth scenario with a decentralized development pattern. Under each scenario, land use development patterns were developed which were believed to represent conditions that could occur in the Southeastern Wisconsin Region and the Town of Dover over the plan design period. These two alternative future scenarios for growth and development were used as a basis for preparing the population, household, and employment forecasts for the Town because it was believed that these scenarios provided a realistic range of population, household,

and employment levels for the Town over the plan design period.

## Population

Historic and forecast population levels for the Region, Racine County, and the Town of Dover are set forth in Table 1. A review of Table 1 indicates relatively rapid rates of population growth in the Region and Racine County during the period 1850 to 1930, compared to the somewhat erratic population changes experienced in the Town of Dover during this same period. Table 1 further indicates that during the time period in 1930 to 1960, the Town of Dover experienced significantly higher rates of population growth than either the Region or the County. During this time period, regional population levels increased from about 1,006,000 persons in 1930 to about 1,573,000 persons in 1960, an increase of over 567,000 persons, or about 56 percent; while the population of Racine County increased from a level of 90,200 persons to 141,800 persons, an increase of 51,600 persons, or about 57 percent. Population levels in the Town of Dover during this same time period increased from about 1,470 persons in 1930 to over 3,500 persons in 1960, an increase of about 2,030 persons, or more than 138 percent. During the 1960s and 1970s, the rates of population growth in the Town of Dover were lower than either the Region or the County. This changed during the 1980s when the Town once again experienced higher rates of population growth than the Region or County.

As indicated in Table 1 and shown in Figure 1, the recent trend of higher rates of population growth for the Town of Dover relative to the Region and Racine County may be expected to continue under the high-growth decentralized alternative. Under the intermediate-growth centralized regional plan, population growth in the Town is anticipated to be lower than both the Region and Racine County. Indeed, while the resident population of the Region and of the County are envisioned to increase by about 15 and 12 percent respectively under the intermediate-growth centralized regional plan—the adopted regional plan; and by about 31 and 42 percent, respectively, under the high-growth decentralized alternative thereto, the Town of Dover is envisioned to grow by

Table 1

**HISTORICAL AND FORECAST POPULATION LEVELS FOR  
THE REGION, RACINE COUNTY, AND THE TOWN OF DOVER: 1850-2020**

Year	Region			Racine County			Town of Dover		
	Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent
1850	113,389	--	--	14,973	--	--	839	--	--
1860	190,409	77,020	67.9	21,360	6,387	42.7	1,108	269	32.1
1870	223,546	33,137	17.4	26,740	5,380	25.2	1,047	-61	-5.5
1880	277,119	53,573	24.0	30,922	4,182	15.6	927	-120	-11.5
1890	386,774	109,655	39.6	36,268	5,346	17.3	924	-3	-0.3
1900	501,808	115,034	29.7	45,644	9,376	25.9	853	-71	-7.7
1910	631,161	129,353	25.8	57,424	11,780	25.8	820	-33	-3.9
1920	783,681	152,520	24.2	78,961	21,537	37.5	1,100	280	34.1
1930	1,006,118	222,437	28.4	90,217	11,256	14.3	1,473	373	33.9
1940	1,067,699	61,581	6.1	94,047	3,830	4.2	1,782	309	21.0
1950	1,240,618	172,919	16.2	109,585	15,538	16.5	2,450	668	37.5
1960	1,573,614	332,996	26.8	141,781	32,196	29.4	3,503	1,053	43.0
1970	1,756,083	182,469	11.6	170,838	29,057	20.5	3,780	277	7.9
1980	1,764,796	8,713	0.5	173,132	2,294	1.3	3,419	-361	-9.6
1990	1,810,364	45,568	2.6	175,034	1,902	1.1	3,631	212	6.2
2020 Intermediate- Growth Centralized Regional Plan	2,077,900	267,536	14.8	195,600	20,566	11.7	3,840	209	5.8
2020 High-Growth Decentralized Alternative	2,367,000	556,636	30.7	248,200	73,166	41.8	5,450	1,819	50.1

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

about 210 persons, or by about 6 percent under the intermediate-growth centralized regional plan, and by over 1,800 persons, or by about 50 percent, under the high-growth decentralized alternative.<sup>1</sup> It should be noted that the forecast 2020 population levels under both growth scenarios envisioned approximately 720

persons residing in group quarters at the Southern Wisconsin Center.

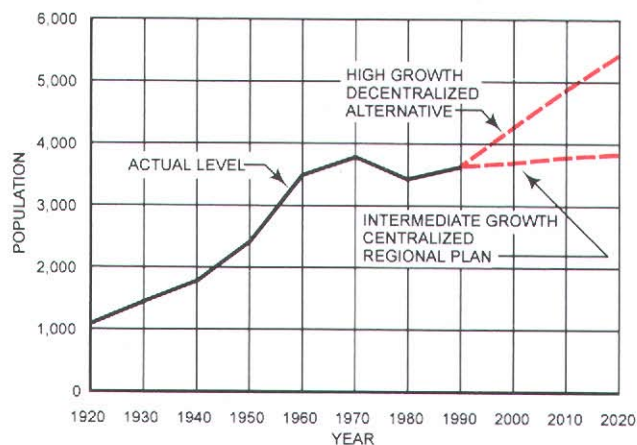
<sup>1</sup>The State-estimated population level of the Town of Dover, as of January 1, 1998, is 3,759. This represents an increase of approximately 4 percent, or 16 persons per year, since 1990. This rate of increase is higher than the rate of increase of 7 persons per year envisioned under the intermediate-growth plan, but significantly lower than the 60 persons per year rate of increase envisioned by the year 2020 under the high-growth plan.

Actual and forecast population levels by age group for the Region, Racine County, and the Town of Dover are shown in Table 2. As shown in the table, under the high-growth alternative, the percentage of school age population ages 5 through 18 in Racine County relative to the total County population may be expected to decrease slightly from its 1990 level of about 22 percent to about 20 percent by the year 2020. Similarly, the percentage of school age population in the Town of Dover relative to the total population in the Town may be expected to decrease slightly from about 19 percent in 1990, to about 17 percent by the year 2020 under this plan. The proportion of population 65 years of age and older in Racine County relative to the total County



Figure 1

### HISTORICAL AND FORECAST POPULATION LEVELS FOR THE TOWN OF DOVER: 1920-2020



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

population may be expected to increase from its 1990 level of about 12 percent to about 17 percent by the year 2020 under the high-growth alternative. Similarly, the proportion of this age group in the Town may be expected to increase from about 9 percent in 1990 to about 15 percent by the year 2020. These figures suggest that the Town may need to address the needs of a steadily increasing elderly population.

### Households

Historic and forecast household levels for the Region, Racine County, and the Town of Dover are set forth in Table 3. Table 3 indicates that historic household formation rates in the Town of Dover were significantly greater than such rates in either the Region or the County. During the 1960 to 1990 time period, households in the Region increased by about 210,200, or about 45 percent, from about 465,900 in 1960 to about 676,100 in 1990. During the same time period, household levels in Racine County increased by almost 23,000, or 56 percent, from about 40,700 in 1960 to about 63,700 in 1990. Household levels in the Town of Dover during this time period, however, increased by over 580, or 132 percent, from about 450 in 1960 to about 1,030 in 1990. The trend toward higher rates of growth in households in the Town of Dover relative to the Region or the County may be expected to continue under the high-growth decentralized alternative. Under the intermediate-growth centralized regional plan, the rate of growth in households in the Town is anticipated to be lower than both the Region and Racine County. As indicated in Table 3 and shown

in Figure 2, households in the Town of Dover may be expected to increase by about 120, or about 11 percent, from a level of 1,030 in 1990 to 1,150 in the year 2020, under the intermediate-growth centralized regional plan. The rate of growth in the number of households within the Region and the County would approximate 22 and 23 percent, respectively, under this plan. Under the high-growth decentralized alternative, households in the Town of Dover would increase by about 620, about 60 percent, from about 1,030 households in 1990 to 1,650 in the year 2020. This rate of increase surpasses the envisioned rates of increase of about 34 percent and about 50 percent for the Region and the County, respectively, under this alternative.

As indicated in Table 4, the increase in the number of households in the Region, Racine County, and in the Town of Dover in the 1960 to 1990 time period has been accompanied by a decrease in the number of persons per occupied housing unit. The most significant decline in the number of persons per housing unit occurred in the time period between 1970 and 1980, over which household sizes in the Region, Racine County, and the Town of Dover declined more than 14 percent. During this time period, the number of persons per housing unit declined from 3.20 to 2.75 in the Region; from 3.35 to 2.86 in the County; and 3.59 to 3.05 in the Town of Dover. While the decline in the number of persons per occupied housing unit continued from 1980 to 1990, the rate of decline was significantly less than was experienced in the previous decade. Table 4 also indicates that the Town of Dover experienced larger household sizes than either Racine County or the Region in each decade 1960 to 1990. The decline in household sizes for the Region, Racine County, and the Town of Dover may be expected to continue through the year 2020 under both the intermediate-growth centralized regional plan and the high-growth decentralized alternative.

### Employment

Historic and forecast employment in the Region, Racine County, and in the Town of Dover are set forth in Table 5. Employment levels, or "jobs," are enumerated at their location, and are thus often referred to in terms of "place of work" data. Enumeration of jobs does not distinguish between full- and part-time jobs or indicate whether or not the job is held by a resident of the jurisdiction in which the job is enumerated or by someone living outside of the jurisdiction. Table 5 indicates that from 1970 to 1990 the employment growth in the Town of Dover was lower than the Region or Racine County.

Table 2

**EXISTING AND FORECAST POPULATION BY AGE GROUP IN THE REGION,  
RACINE COUNTY AND THE TOWN OF DOVER: 1990 AND 2020**

Age Group	Region			
	1990		Alternative Forecast Range: 2020 <sup>a</sup>	
	Number	Percent	Number	Percent
Under 5 .....	138,286	7.6	131,020-172,830	6.3-7.3
5 to 14 .....	266,913	14.7	253,428-318,028	12.2-13.4
15 to 19 .....	123,160	6.8	126,439-153,231	6.1-6.5
20 to 64 .....	1,055,633	58.4	1,220,050-1,354,709	58.7-57.2
65 and Older .....	226,372	12.5	346,954-368,222	16.7-15.6
All Ages .....	1,810,364	100.0	2,077,891-2,367,020	100.0-100.0

Age Group	Racine County			
	1990		Alternative Forecast Range: 2020 <sup>a</sup>	
	Number	Percent	Number	Percent
Under 5 .....	13,664	7.8	12,220-17,870	6.3-7.2
5 to 14 .....	27,715	15.8	24,290-33,755	12.4-13.6
15 to 19 .....	11,560	6.6	11,572-15,637	5.9-6.3
20 to 64 .....	101,093	57.8	112,492-139,737	57.5-56.3
65 and Older .....	21,002	12.0	34,987-41,201	17.9-16.6
All Ages .....	175,034	100.0	195,561-248,200	100.0-100.0

Age Group	Town of Dover			
	1990		Alternative Forecast Range: 2020 <sup>a</sup>	
	Number	Percent	Number	Percent
Under 5 .....	243	6.7	214-358	5.6-6.6
5 to 14 .....	491	13.5	385-635	10.0-11.7
15 to 19 .....	186	5.1	185-306	4.8-5.6
20 to 64 .....	2,403	66.2	2,313-3,323	60.3-60.9
65 and Older .....	308	8.5	743-828	19.3-15.2
All Ages .....	3,631	100.0	3,840-5,450	100.0-100.0

<sup>a</sup>The first number shown on the range represents the forecast under the intermediate-growth centralized regional plan; the second number represents the forecast under the high-growth decentralized alternative.

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

Between 1970 and 1990, employment levels in the Region increased by 283,100, or by about 36 percent, from 784,100 in 1970 to 1,067,200 in 1990. During this same time period, employment levels in Racine County increased by 24,300, or by about 38 percent, from 64,500 in 1970 to 88,800 in 1990. Employment levels in the Town of Dover during this period, however, increased by only 450 jobs, or 23 percent from 1,940 in 1970 to 2,390 in 1990. The trend toward lower rates of employment growth for the Town of Dover relative to the Region or Racine County is not expected to continue

under both alternatives. As indicated in Table 5 and shown in Figure 3, employment levels in the Town of Dover may be expected to increase by about 23 percent under the intermediate-growth centralized regional plan, compared to the about 20 percent and 22 percent rates of increase envisioned for the Region and Racine County, respectively, under this plan. Under the high-growth decentralized alternative, employment levels in the Town would increase by about 26 percent, compared to about 28 percent and about 35 percent for the Region and for Racine County, respectively.



Table 3

**HISTORICAL AND FORECAST HOUSEHOLDS IN THE REGION,  
RACINE COUNTY, AND THE TOWN OF DOVER: 1960-2020**

Year	Region			Racine County			Town of Dover		
	Households	Change from Previous Time Period		Households	Change from Previous Time Period		Households	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent
1960	465,913	--	--	40,736	--	--	446	--	--
1970	536,486	70,573	15.1	49,796	9,060	22.2	622	176	39.5
1980	627,955	91,469	17.0	59,418	9,622	19.3	836	214	34.4
1990	676,107	48,152	7.7	63,736	4,318	7.3	1,033	197	23.6
2020 Intermediate-Growth Centralized Regional Plan	827,100	150,993	22.3	78,200	14,464	22.7	1,150	117	11.3
2020 High-Growth Decentralized Alternative	905,100	228,993	33.9	95,800	32,064	50.3	1,650	617	59.7

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

## POPULATION AND HOUSING CHARACTERISTICS

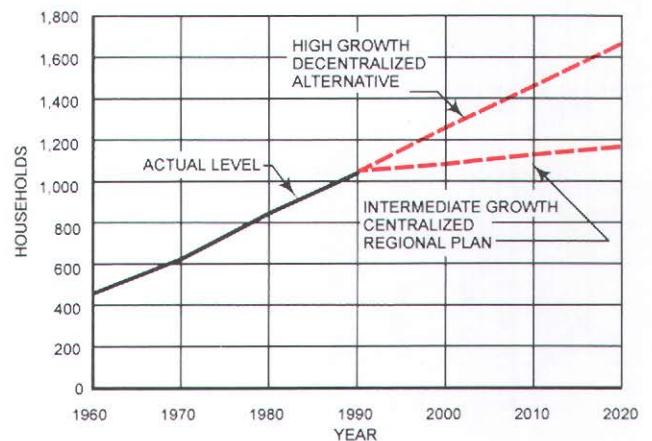
This section of the chapter provides pertinent information concerning the characteristics of the resident population and housing units in the Town of Dover, including information on educational attainment, household and family income, residential building activity, value of owner-occupied housing units, characteristics of the housing stock, and occupation characteristics of the employed labor force in the Town.

Table 6 provides information on the educational attainment of persons 25 years and over in the Region, Racine County, and the Town of Dover. Table 6 indicates that in 1990 the Town of Dover had a smaller percentage of persons with at least a high school diploma—about 61 percent—than the Region—79 percent—or Racine County—about 76 percent. Approximately 27 percent of those persons 25 years and over in the Town of Dover had some college, or a degree, compared to 46 percent for the Region and 41 percent for Racine County.

Household and family income levels in the Region, Racine County, and the Town of Dover in 1989 are set forth in Table 7. The table indicates that the 1989 household and family income levels for the Town of Dover, are very similar to the 1989 income levels of households and of families in the Region and in Racine

Figure 2

**HISTORICAL AND FORECAST HOUSEHOLD  
LEVELS FOR THE TOWN OF DOVER: 1960-2020**



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

County. Indeed, the 1989 mean household income of \$37,600 for Town of Dover households was only about \$950, or 3 percent, less than the mean household income in the Region. The mean household income in the Town was also only about \$530, or 1 percent, less than the mean household income in Racine County. Similarly, the 1989 median household income of about \$32,700 for the Town of Dover was about \$1,920, or about 6 percent higher than the median household

Table 4

**HISTORICAL AND FORECAST POPULATION PER OCCUPIED HOUSING UNIT  
IN THE REGION, RACINE COUNTY, AND THE TOWN OF DOVER: 1960-2020**

Year	Region			Racine County			Town of Dover		
	Population Per Occupied Housing Unit	Change from Previous Time Period		Population Per Occupied Housing Unit	Change from Previous Time Period		Population Per Occupied Housing Unit	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent
1960	3.30	--	--	3.39	--	--	3.81	--	--
1970	3.20	-0.10	-3.0	3.35	-0.04	-1.2	3.59	-0.22	-5.8
1980	2.75	-0.45	-14.1	2.86	-0.49	-14.6	3.05	-0.54	-15.0
1990	2.62	-0.13	-4.7	2.70	-0.16	-5.6	2.85	-0.20	-6.6
2020 Intermediate- Growth Centralized Regional Plan	2.45	-0.17	-6.5	2.46	-0.24	-8.9	2.65	-0.20	-7.0
2020 High-Growth Decentralized Alternative	2.55	-0.07	-2.7	2.56	-0.14	-5.2	2.75	-0.10	-3.5

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

Table 5

**HISTORICAL AND FORECAST EMPLOYMENT IN THE REGION,  
RACINE COUNTY, AND THE TOWN OF DOVER: 1970-2020**

Year	Region			Racine County			Town of Dover		
	Total Employment	Change from Previous Time Period		Total Employment	Change from Previous Time Period		Total Employment	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent
1970	784,100	--	--	64,500	--	--	1,940	--	--
1980	945,200	161,100	20.5	80,900	16,400	25.4	2,300	360	18.6
1990	1,067,200	122,000	12.9	88,800	7,900	9.8	2,390	90	3.9
2020 Intermediate- Growth Centralized Regional Plan	1,277,100	209,900	19.7	108,700	19,900	22.4	2,950	560	23.4
2020 High-Growth Decentralized Alternative	1,362,600	295,400	27.7	119,400	30,600	34.5	3,000	610	25.5

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

income in the Region; and about \$50, or less than 1 percent lower than the median household income level in Racine County.

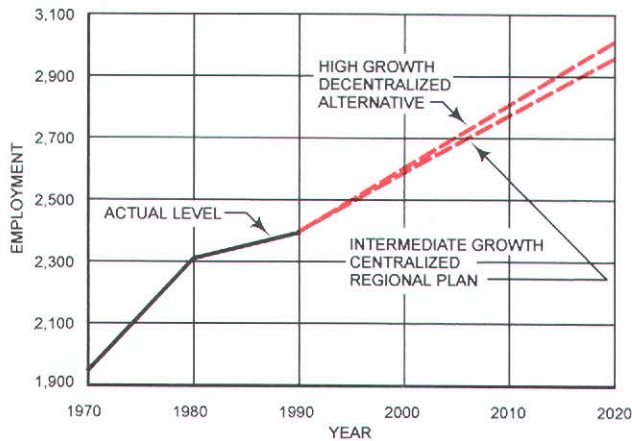
Residential building activity in the Town of Dover during the time period 1965 to 1993 as evidenced by the number of single-family housing units authorized by zoning permits is set forth in Table 8. As indicated in this table, 340 zoning permits for single-family housing units were authorized during this 28-year time

period, ranging from a low of two permits in 1965 to a high of 25 permits in 1988. Readily apparent is the significantly higher number of zoning permits authorized in the time period 1988 to 1993, when the Region as well as the Town of Dover, were experiencing significant growth in residential development activity. During the 1988 to 1993 time period, a total of 112 permits were authorized, representing about 33 percent of the total number of permits authorized during the entire 28-year time period.



Figure 3

**HISTORICAL AND FORECAST EMPLOYMENT  
LEVELS FOR THE TOWN OF DOVER: 1970-2020**



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

Table 9 sets forth the value of specified owner-occupied housing units in the Region, Racine County, and the Town of Dover—1990. The mean value of specified owner-occupied housing units in the Town of Dover—about \$83,800—is about \$9,800, or about 13 percent higher than the mean value of \$74,000 for Racine County; and about \$2,000, or about 2 percent lower than the mean value of \$85,700 for the Region. Almost 58 percent of the total number of owner-occupied housing units in the Town of Dover were valued between \$50,000 and \$125,000.

Selected housing characteristics for the Region, Racine County, and the Town of Dover are set forth in Table 10. In 1990, about 84 percent of the total number of housing units in the Town of Dover were occupied, compared to 94 percent and 95 percent, respectively, for the Region and Racine County. This is primarily due to the fact that a significantly higher portion of the total housing stock in the Town of Dover—about 11 percent—has been classified for seasonal, recreational, or occasional use; compared to 2 percent and 1.4 percent of the housing units in the Region and Racine County, respectively. Renter-occupied housing units made up a significantly smaller percentage of the housing stock in the Town of Dover, about 16 percent, compared to the Region—about 37 percent, and Racine County—about 30 percent.

Employed persons 16 years or older by class of worker in the Region, Racine County, and the Town of Dover in 1990 are set forth in Table 11. Employed persons, the

“civilian labor force,” are enumerated where they reside and are thus often referred to as “place of residence” employment data. This table indicates that Racine County and the Region have about 84 percent of the employed persons 16 years and older classified as private wage and salary workers, while the Town has about 72 percent of persons 16 years and older in this classification. When compared to the Region and Racine County, the Town of Dover has a higher proportion of employed persons classified as Federal, State, or local government workers, as well as a higher proportion of employed persons classified as self-employed. Table 12 sets forth information for employed persons 16 years of age and older by occupation in the Region, Racine County, and the Town of Dover. This table indicates that when compared to the Region and Racine County, the Town of Dover has a lower proportion of the employed labor force classified as executive, administrative, and managerial; professional specialty; sales; administrative support; and protective service personnel. Conversely, they have a higher proportion of their employed labor force classified as service, farming, forestry, and fishing; precision production, craft, and repair; machine operators, assemblers, and inspectors; and transportation and material moving.

## SUMMARY

### Population, Household, and Employment Forecasts

The selection of forecast of population, household, and employment levels for use in the preparation of a land use plan for the Town of Dover was based upon consideration of alternative population, household, and employment forecasts to the design year 2020 prepared by the Regional Planning Commission and used by the Commission in its regional and local planning efforts. Two alternative population, household, and employment forecasts were developed, one based upon the intermediate-growth centralized regional plan—the adopted regional plan, and one based on a high-growth decentralized alternative thereto. Town of Dover population levels, which stood at 3,630 persons in 1990, are envisioned to increase by about 210 persons, or by about 6 percent, to a level of about 3,840 persons under the intermediate-growth centralized regional plan; and by over 1,800 persons, or by about 50 percent, to about 5,450 persons under the high-growth decentralized alternative. Household levels which stood at about 1,030 in 1990 are envisioned to increase by about 120, or by about 11 percent, to a level of about 1,150 under the intermediate-growth centralized regional plan; and to increase by about 620, or by about 60 percent, to a level of about 1,650 under the high-growth decentralized alternative.

Table 6

**EDUCATIONAL ATTAINMENT OF PERSONS 25 YEARS AND OVER  
IN THE REGION, RACINE COUNTY, AND THE TOWN OF DOVER: 1990**

Education Level Attained	Region		Racine County		Town of Dover	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less than 9th Grade .....	87,026	7.6	9,567	8.7	552	22.7
9th to 12th Grade, No Diploma .....	154,773	13.4	16,554	15.0	389	16.0
High School Diploma (includes GED) .....	378,384	32.9	38,863	35.1	834	34.3
Some College, No Degree .....	222,708	19.3	20,276	18.3	355	14.6
Associate Degree .....	77,221	6.7	7,134	6.5	88	3.6
Bachelor's Degree .....	159,775	13.9	12,740	11.5	164	6.7
Graduate Degree .....	71,258	6.2	5,459	4.9	52	2.1
Total	1,151,145	100.0	110,593	100.0	2,434	100.0

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

Table 7

**HOUSEHOLD AND FAMILY INCOME IN THE REGION, RACINE COUNTY, AND THE TOWN OF DOVER: 1989**

Range	Region				Racine County				Town of Dover			
	Households		Families		Households		Families		Households		Families	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less than \$5,000 .....	24,879	3.7	11,757	2.5	2,117	3.3	1,179	2.5	36	3.6	14	1.8
\$5,000 to \$ 9,999 .....	63,191	9.3	26,032	5.5	5,543	8.7	2,308	4.9	47	4.7	32	4.0
\$10,000 to \$12,499 .....	29,465	4.3	13,128	2.8	2,886	4.5	1,426	3.0	61	6.0	17	2.1
\$12,500 to \$14,999 .....	26,147	3.9	12,932	2.7	2,369	3.7	1,280	2.7	22	2.2	22	2.8
\$15,000 to \$17,499 .....	29,003	4.3	15,821	3.3	2,836	4.4	1,639	3.5	39	3.9	31	3.9
\$17,500 to \$19,999 .....	27,707	4.1	15,741	3.3	2,545	4.0	1,639	3.5	72	7.0	53	6.7
\$20,000 to \$22,499 .....	30,503	4.5	17,930	3.8	2,862	4.5	1,896	4.0	33	3.3	27	3.4
\$22,500 to \$24,999 .....	26,473	3.9	17,313	3.7	2,428	3.8	1,685	3.6	53	5.3	28	3.5
\$25,000 to \$27,499 .....	30,020	4.4	19,757	4.2	2,647	4.1	1,877	4.0	55	5.5	34	4.3
\$27,500 to \$29,999 .....	24,880	3.7	17,590	3.7	2,355	3.7	1,794	3.8	46	4.6	33	4.2
\$30,000 to \$32,499 .....	30,327	4.5	21,487	4.5	3,070	4.8	2,420	5.1	38	3.8	38	4.8
\$32,500 to \$34,999 .....	24,118	3.6	18,614	3.9	2,354	3.7	1,845	3.9	25	2.5	23	2.9
\$35,000 to \$37,499 .....	27,610	4.1	20,837	4.4	2,715	4.3	2,298	4.8	56	5.5	56	7.1
\$37,500 to \$39,999 .....	23,380	3.5	18,537	3.9	2,365	3.7	2,022	4.3	31	3.1	22	2.8
\$40,000 to \$42,499 .....	27,513	4.1	22,056	4.7	2,776	4.4	2,334	4.9	40	4.0	41	5.2
\$42,500 to \$44,999 .....	21,174	3.1	18,038	3.8	2,190	3.4	1,923	4.1	41	4.1	47	5.9
\$45,000 to \$47,499 .....	22,261	3.3	18,788	4.0	2,138	3.4	1,928	4.1	24	2.4	24	3.0
\$47,500 to \$49,999 .....	18,646	2.8	16,070	3.4	1,789	2.8	1,547	3.3	22	2.2	22	2.8
\$50,000 to \$54,999 .....	34,933	5.1	30,624	6.5	3,564	5.6	3,192	6.7	68	6.6	51	6.4
\$55,000 to \$59,999 .....	26,800	3.9	23,617	5.0	2,545	4.0	2,341	4.9	38	3.8	28	3.5
\$60,000 to \$74,999 .....	52,685	7.8	47,097	10.0	4,915	7.7	4,475	9.3	91	8.9	89	11.3
\$75,000 to \$99,999 .....	31,826	4.7	28,301	6.0	2,918	4.6	2,625	5.5	55	5.5	45	5.7
\$100,000 to \$124,999 .....	10,308	1.5	9,347	2.0	906	1.4	812	1.7	4	0.4	4	0.5
\$125,000 to \$149,999 .....	4,091	0.6	3,777	0.8	326	0.5	308	0.7	0	0.0	0	0.0
\$150,000 or More .....	8,653	1.3	7,755	1.6	629	1.0	574	1.2	11	1.1	11	1.4
Total	676,593	100.0	472,946	100.0	63,788	100.0	47,367	100.0	1,008	100.0	792	100.0
Mean Income .....	\$38,541	--	\$44,401	--	\$38,129	--	\$43,058	--	\$37,596	--	\$41,182	--
Median Income .....	\$30,783	--	\$37,500	--	\$32,751	--	\$37,991	--	\$32,700	--	\$36,964	--

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

Table 8

**RESIDENTIAL BUILDING ACTIVITY IN  
THE TOWN OF DOVER: 1965-1993**

Year	Number of Single-Family Housing Units Authorized by Zoning Permit
1965	2
1966	9
1967	8
1968	10
1969	13
1970	6
1971	12
1972	11
1973	6
1974	13
1975	8
1976	13
1977	11
1978	20
1979	17
1980	10
1981	10
1982	5
1983	8
1984	10
1985	12
1986	6
1987	8
1988	25
1989	22
1990	18
1991	16
1992	19
1993	12
Total	340
Mean Annual	12

Source: Racine County Planning and Zoning Department and SEWRPC.

### Population and Housing Characteristics

Of the approximately 2,430 persons in the Town of Dover 25 years and over, about 940, or 39 percent, have less than a 12th grade education; about 830, or 34 percent, have a high school diploma; and about 660, or 27 percent, have some college or a degree. The 1989 household and family income levels in the Town of Dover, are very similar to the income levels of households and families in the Region and in Racine County. 1989 mean household income within the Town totaled almost \$38,000, while mean family income in the Town exceeded \$41,000. Similarly, 1989 median household income levels in the Town approximated \$32,700, while median family income levels in the Town totaled almost \$37,000.

During the 28-year time period 1965 to 1993, 340 zoning permits for single-family housing units in the Town of Dover were authorized, ranging from a low of two permits in 1965 to a high of 25 permits in 1988. Building activity has recently increased, as evidenced by the number of zoning permits authorized during the 1988-1993 time period—a total of 112 permits, or about 33 percent of the total number of permits authorized during the 28-year time period. The 1990 mean value of specified owner-occupied housing units in the Town of Dover is about \$83,800, about \$9,800, or 13 percent more than the mean value of owner-occupied housing units in Racine County; and about \$2,000, or 2 percent less than the mean value of owner-occupied housing units for the Region. About 1,030 housing units, or about 84 percent of the 1,230 housing units in the Town of Dover are classified as occupied. A relatively high percentage, about 11 percent of the total housing units in the Town, are classified as seasonal, recreational, or occasional use. Renter-occupied comprise about 16 percent of the total housing stock, significantly lower than the proportion of renter-occupied housing units for the Region or Racine County.

Employment levels in the Town of Dover, which stood at about 2,390 jobs in 1990 are envisioned to increase by about 560, or by about 23 percent, to a level of about 2,950 under the intermediate-growth centralized regional plan; and to increase by 610, or 26 percent, to a level of about 3,000 under the high-growth decentralized alternative.

Of the 1,600 employed persons 16 years or older in the Town, about 1,160, or about 72 percent, are classified as private wage and salaried workers. When compared to the Region and Racine County, the Town of Dover has a lower proportion of their employed labor force classified as executive, administrative, and managerial; professional specialty; sales; administrative support; and protective service. Conversely, they have a higher proportion of their employed labor force classified as service, farming, forestry, and fishing; precision production, craft, and repair; machine operators, assemblers, and inspectors, and transportation and material moving.

Table 9

**VALUE OF SPECIFIED OWNER-OCCUPIED HOUSING UNITS  
IN THE REGION, RACINE COUNTY, AND THE TOWN OF DOVER: 1990**

Range	Region		Racine County		Town of Dover	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less than \$15,000 .....	1,263	0.4	160	0.4	0	0.0
\$15,000 to \$ 19,999 .....	1,506	0.4	268	0.7	0	0.0
\$20,000 to \$ 24,999 .....	3,092	0.9	409	1.1	19	3.3
\$25,000 to \$ 29,999 .....	4,548	1.3	607	1.6	13	2.3
\$30,000 to \$ 34,999 .....	8,719	2.5	1,230	3.3	19	3.3
\$35,000 to \$ 39,999 .....	11,952	3.5	2,072	5.6	26	4.5
\$40,000 to \$ 44,999 .....	14,254	4.1	2,494	6.7	32	5.6
\$45,000 to \$ 49,999 .....	17,887	5.2	3,114	8.4	25	4.3
\$50,000 to \$ 59,999 .....	45,791	13.3	6,402	17.2	74	12.8
\$60,000 to \$ 74,999 .....	72,105	20.9	7,746	20.8	118	20.5
\$75,000 to \$ 99,999 .....	80,918	23.5	6,638	17.9	110	19.1
\$100,000 to \$124,999 .....	36,619	10.6	2,847	7.7	29	5.0
\$125,000 to \$149,999 .....	19,829	5.8	1,396	3.8	62	10.8
\$150,000 to \$174,999 .....	9,248	2.7	634	1.7	18	3.1
\$175,000 to \$199,999 .....	5,446	1.6	392	1.1	17	3.0
\$200,000 to \$249,999 .....	5,393	1.6	356	1.0	7	1.2
\$250,000 to \$299,999 .....	2,527	0.7	138	0.4	0	0.0
\$300,000 to \$399,999 .....	2,195	0.6	156	0.4	7	1.2
\$400,000 to \$499,999 .....	708	0.2	43	0.1	0	0.0
\$500,000 or More .....	638	0.2	32	0.1	0	0.0
Total	344,638	100.0	37,134	100.0	576	100.0
Mean Value	\$85,749	--	\$74,004	--	\$83,824	--

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

Table 10

**HOUSING CHARACTERISTICS OF THE REGION, RACINE COUNTY, AND THE TOWN OF DOVER: 1990**

Characteristic	Region		Racine County		Town of Dover	
	Number	Percent	Number	Percent	Number	Percent
Occupied Housing Units						
Owner-Occupied .....	414,049	57.8	43,555	65.1	833	67.7
Renter-Occupied .....	262,058	36.5	20,181	30.1	197	16.0
Total	676,107	94.3	63,736	95.2	1,030	83.7
Vacant Housing Units						
For Rent, For Sale, Rented or Sold but Not Occupied .....	20,126	2.8	1,672	2.5	52	4.2
For Seasonal, Recreational, or Occasional Use .....	13,690	1.9	951	1.4	131	10.7
Other Vacant .....	7,252	1.0	586	0.9	17	1.4
Total	41,068	5.7	3,209	4.8	200	16.3
Total Housing Units	717,175	100.0	66,945	100.0	1,230	100.0

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



Table 11

**EMPLOYED PERSONS 16 YEARS AND OLDER BY CLASS OF WORKER  
IN THE REGION, RACINE COUNTY, AND THE TOWN OF DOVER: 1990**

Class	Region		Racine County		Town of Dover	
	Number	Percent	Number	Percent	Number	Percent
Private Wage and Salary Worker .....	739,155	83.6	71,123	84.6	1,160	72.4
Federal Government Worker .....	15,469	1.8	1,117	1.3	19	1.2
State Government Worker .....	16,486	1.9	2,006	2.4	188	11.7
Local Government Worker .....	69,574	7.9	5,784	6.9	127	7.9
Self-Employed Worker .....	39,608	4.5	3,790	4.5	104	6.5
Unpaid Family Worker .....	2,424	0.3	239	0.3	5	0.3
<b>Total</b>	<b>882,716</b>	<b>100.0</b>	<b>84,059</b>	<b>100.0</b>	<b>1,603</b>	<b>100.0</b>

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

Table 12

**EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION  
IN THE REGION, RACINE COUNTY, AND THE TOWN OF DOVER: 1990**

Class	Region		Racine County		Town of Dover	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty						
Executive, Administrative, and Managerial .....	103,680	11.7	8,645	10.3	155	9.7
Professional Specialty .....	122,673	13.9	10,656	12.7	129	8.0
Technical, Sales, Administrative Support						
Technicians and Related Support .....	31,301	3.5	2,846	3.4	54	3.4
Sales .....	103,033	11.7	8,517	10.1	131	8.2
Administrative Support, including Clerical .....	150,205	17.0	12,807	15.3	220	13.7
Service						
Private Household .....	1,758	0.2	176	0.2	4	0.2
Protective Service .....	12,724	1.4	1,171	1.4	12	0.7
Service, except Protective and Household .....	98,458	11.2	9,662	11.5	241	15.1
Farming, Forestry, and Fishing .....	9,288	1.1	1,260	1.5	53	3.3
Precision Production, Craft, Repair .....	103,690	11.7	11,777	14.0	235	14.7
Operators, Fabricators, and Laborers						
Machine Operators, Assemblers, Inspectors .....	80,106	9.1	9,410	11.2	212	13.2
Transportation and Material Moving .....	32,522	3.7	3,395	4.0	86	5.4
Handlers, Equipment Cleaners, Helpers, Laborers .....	33,278	3.8	3,737	4.4	71	4.4
<b>Total</b>	<b>882,716</b>	<b>100.0</b>	<b>84,059</b>	<b>100.0</b>	<b>1,603</b>	<b>100.0</b>

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

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## Chapter III

# NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

## INTRODUCTION

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

This chapter, then, presents the results of an inventory and analysis of the natural resource base of the Town of Dover. Included is descriptive information regarding soils, topography, water resources, vegetation, wildlife habitat, and natural areas. Also included is a description of items closely related to the natural resource base, including outdoor recreation sites and historic sites. This chapter concludes with a description of the environmental corridors that have been identified within the Town. These corridors represent concentrations of the most important remaining elements of the natural resource base.

## SOILS

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

In order to assess the significance of the diverse soils found in Southeastern Wisconsin, the Regional Planning Commission in 1963 negotiated a cooperative agreement with the U. S. Soil Conservation Service<sup>1</sup> under which

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<sup>1</sup>Now known as the U. S. Department of Agriculture-Natural Resource Conservation Service.

detailed operational soil surveys were completed for the entire seven-county Region. The survey reports were published in SEWRPC Planning Report No. 8 and in soil survey reports subsequently prepared by the Soil Conservation Service.<sup>2</sup> The surveys have provided sound, definitive data on the physical, chemical, and biological properties of the soils and have provided interpretations of the soil properties for planning, engineering, agricultural, and resource conservation purposes.

### General Soil Groups

Map 5 provides an overview of the pattern of soils that exists within the Town. As shown, three broad groups of soils, or soil associations, occur within the area: the Hebron-Montgomery-Aztalan association, Morley-Beecher-Ashkum association, and Varna-Elliott-Ashkum association. The Varna-Elliott-Ashkum association, is predominant—covering about 60 percent of the Town, and consists of well-drained to poorly drained soils that have a silty clay loam or clay subsoil. The soils are nearly level to rolling and occur on low, broad ridges and knobs and generally well suited for farming.

### Soil Suitability Interpretations

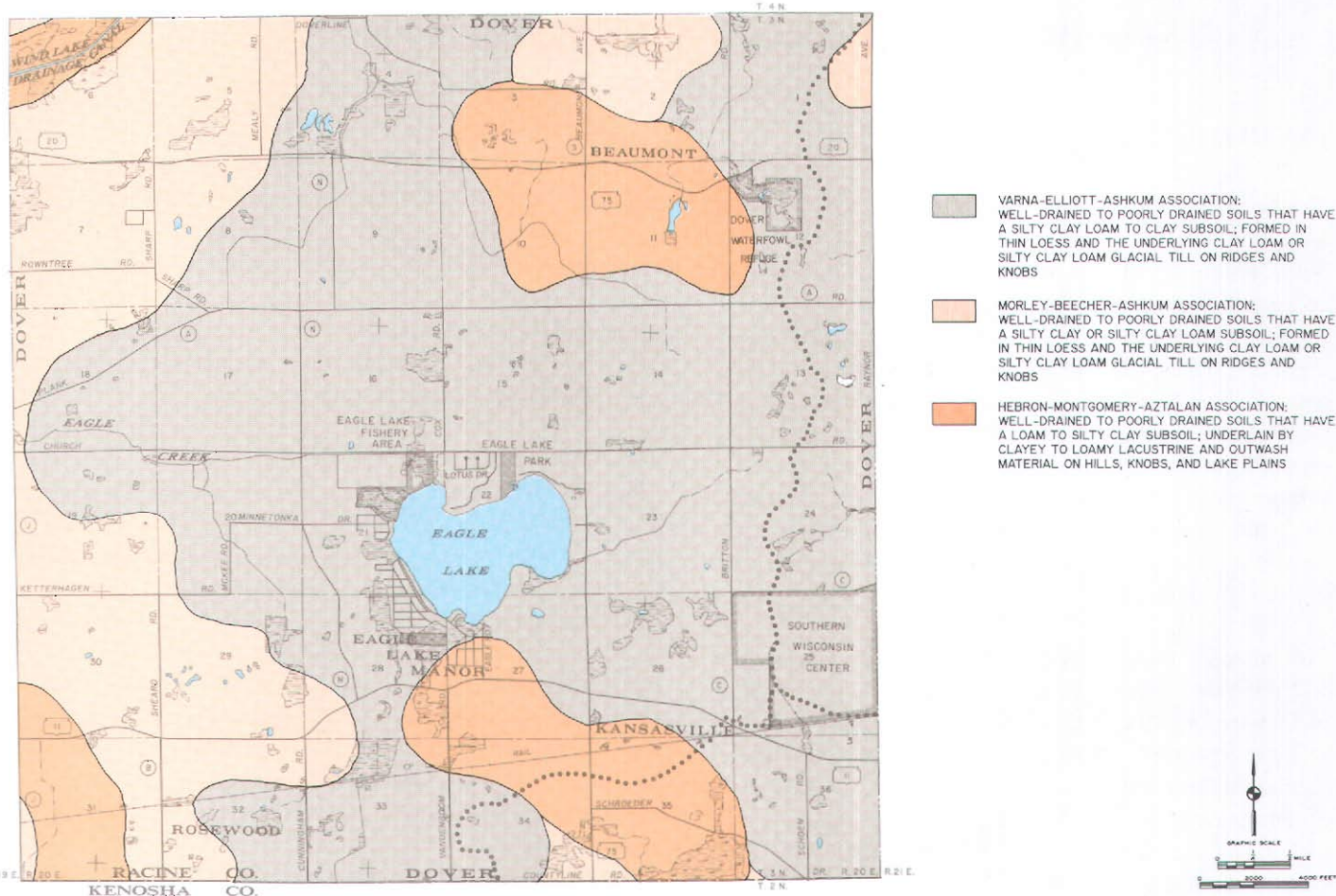
The soil surveys provide important information regarding the suitability of the land for various urban and rural uses. Interpreting soil surveys in this manner involves evaluating those characteristics of a soil which influence the particular use and predicting the kinds and degrees of limitations those soil properties and qualities, taken together, are likely to impose on the land use in question. Of particular importance in preparing a land use plan for the Town of Dover are suitability interpretations for residential development with public sanitary

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<sup>2</sup>SEWRPC Planning Report No. 8, *Soils of Southeastern Wisconsin, 1966*; and U. S. Department of Agriculture, *Soil Conservation Service, Soil Survey of Kenosha and Racine Counties, Wisconsin, 1970*. The detailed operational soil surveys covering the Town of Dover are shown on a series of six maps and are set forth in Appendix A.

Map 5

# GENERAL SOIL ASSOCIATIONS IN THE TOWN OF DOVER



Source: U. S. Natural Resources Conservation Service and SEWRPC.

sewer service, for residential development with onsite sewage disposal systems, and for agriculture.

## **Soil Suitability for Residential Development Served by Public Sanitary Sewers**

In view of the fact that public sanitary sewer service is provided within a portion of the Town, it is important to consider the suitability of soils for residential development served by public sanitary sewers. The detailed soil survey indicates that about 12.4 square miles, or about 34 percent of the total area of the Town, are covered by soils that have severe limitations for residential development with public sanitary sewer service, or stated differently, are poorly suited for residential development of any kind. These soils occur in widely dispersed

enclaves intermixed with other soils throughout the Town (See Map 6).

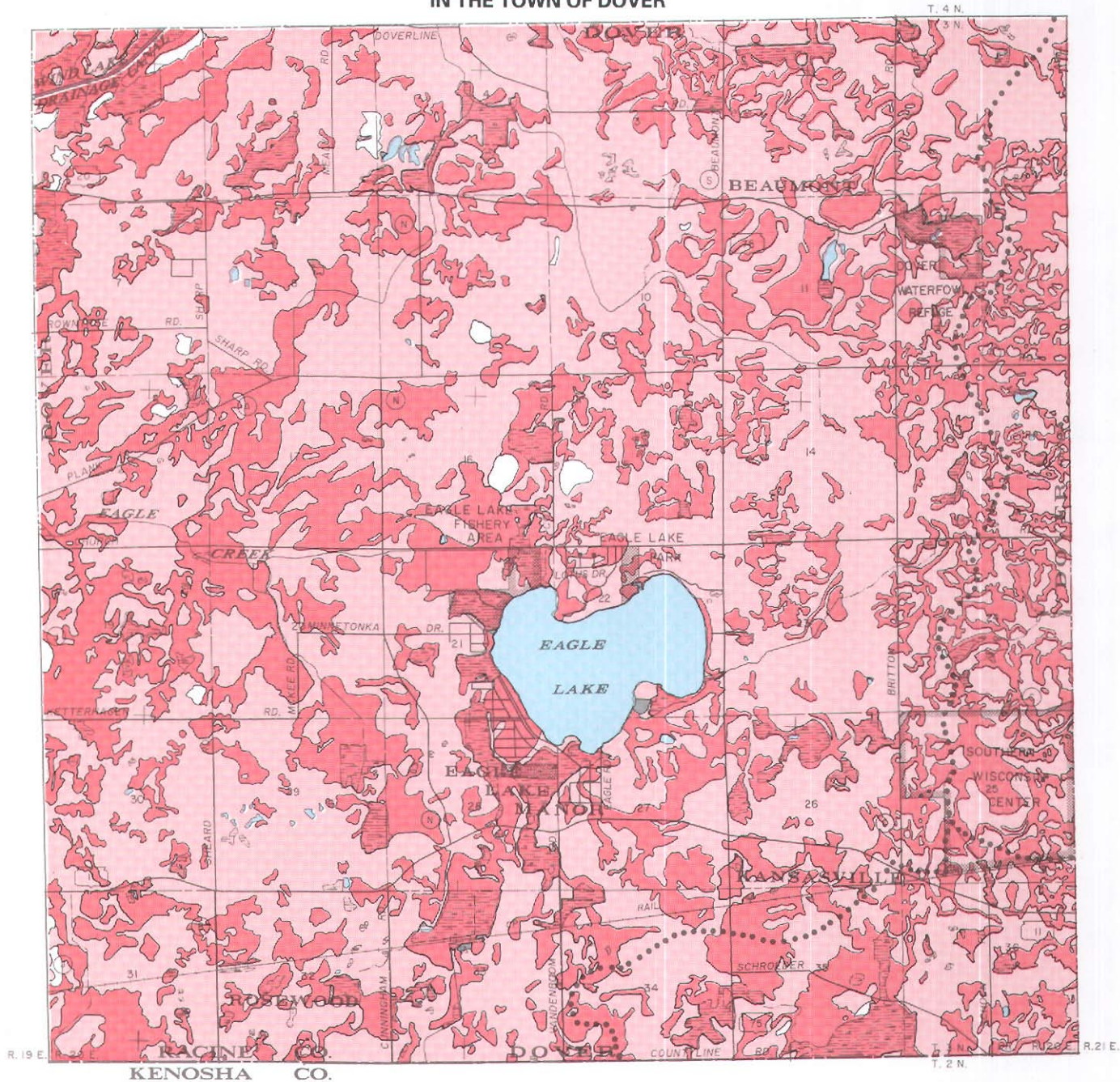
## **Soil Suitability for Onsite Sewage Disposal Systems**

The suitability of soils in the Town for onsite sewage disposal systems is indicated on Maps 7 and 8. Map 7 indicates suitability for conventional onsite sewage disposal systems; Map 8 indicates suitability for mound sewage disposal systems. The ratings are expressed in terms of the likelihood of meeting the criteria governing the siting of onsite sewage disposal systems set forth in Chapter Comm 83 of the Wisconsin Administrative Code. On these maps, areas shown as "suitable" have a high probability of meeting the code requirements for the system concerned, and areas shown as "unsuitable" have a high probability of not meeting the requirements. Areas

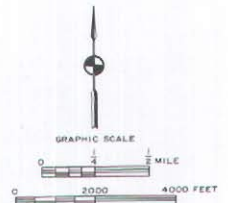


Map 6

SOIL SUITABILITY FOR RESIDENTIAL DEVELOPMENT SERVED BY PUBLIC SANITARY SEWER SERVICE  
IN THE TOWN OF DOVER



- |   |  |
|---|--|
| <span style="display: inline-block; width: 15px; height: 10px; background-color: #ff0000; border: 1px solid black;"></span> AREAS COVERED BY SOILS HAVING SEVERE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE   | <span style="display: inline-block; width: 15px; height: 10px; background-color: #808080; border: 1px solid black;"></span> UNCLASSIFIED SOILS |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: #ff6666; border: 1px solid black;"></span> AREAS COVERED BY SOILS HAVING MODERATE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE | <span style="display: inline-block; width: 15px; height: 10px; background-color: #00bfff; border: 1px solid black;"></span> SURFACE WATER      |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: #ffffff; border: 1px solid black;"></span> AREAS COVERED BY SOILS HAVING SLIGHT LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE   |  |

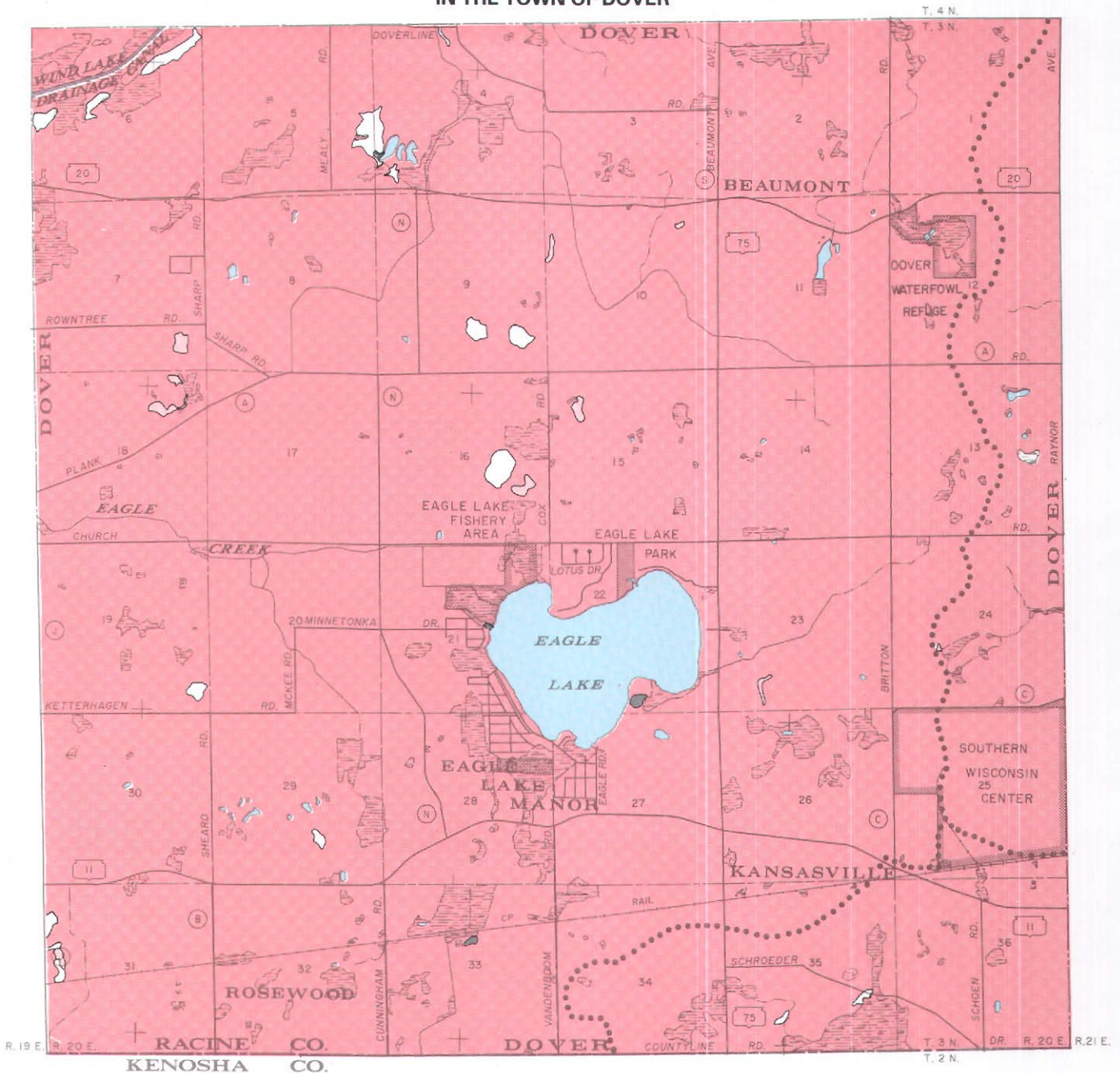


Source: U. S. Natural Resources Conservation Service and SEWRPC.



Map 7

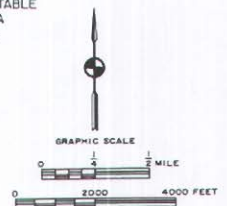
**SOIL SUITABILITY FOR CONVENTIONAL ONSITE  
SEWAGE DISPOSAL SYSTEMS UNDER CURRENT ADMINISTRATIVE RULES  
IN THE TOWN OF DOVER**



- UNSUITABLE: AREAS COVERED BY SOILS HAVING 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

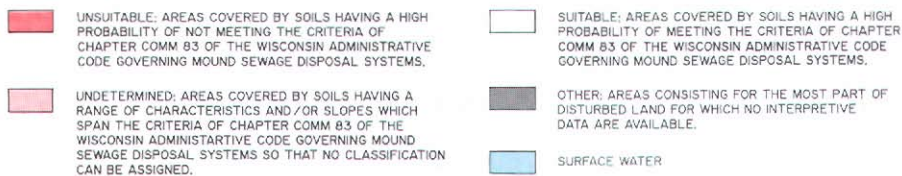
NOTE: ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEM.



Source: U. S. Natural Resources Conservation Service and SEWRPC.



## SOIL SUITABILITY FOR MOUND SEWAGE DISPOSAL SYSTEMS UNDER CURRENT ADMINISTRATIVE RULES IN THE TOWN OF DOVER



27

Table 13

## SOIL SUITABILITY FOR ONSITE SEWAGE DISPOSAL SYSTEMS IN THE TOWN OF DOVER

Classification	Conventional Systems		Mound Systems	
	Square Miles	Percent of Town	Square Miles	Percent of Town
Unsuitable .....	35.0	96.7	21.5	59.4
Undetermined .....	0.1	0.3	12.9	35.6
Suitable .....	0.2	0.5	0.9	2.5
Other <sup>a</sup> .....	0.9	2.5	0.9	2.5
Total	36.2	100.0	36.2	100.0

<sup>a</sup>Includes disturbed areas for which no soil survey data are available and surface water.

Source: SEWRPC.

shown as "undetermined" include soils having a range of characteristics which spans the applicable administrative code criteria, so that no classification can be assigned without more detailed field investigation. It should be noted that Maps 7 and 8 are intended to illustrate the overall pattern of soil suitability for onsite sewage disposal systems. Detailed site investigations based upon the requirements of Chapter Comm 83 are essential to the determination of whether or not the soils on any specific tract of land are suitable for development served by onsite sewage disposal systems.

As indicated in Table 13, about 35.0 square miles, or about 97 percent of the Town, is covered by soils classified as unsuitable for conventional onsite sewage disposal systems; about 0.2 square mile, or less than 1 percent, is classified as suitable; and about 0.1 square mile, or less than 1 percent, are covered by soils of undetermined suitability. The remaining 0.9 square mile, or about 2 percent of the Town, consist of areas for which, because of disturbed condition, no soil survey data are available, or consist of surface water. From further review of Table 13 and from a comparison of Maps 7 and 8, it is evident that the development of the mound sewage disposal systems and other alternative systems has significantly increased the area of the Town which may be able to accommodate development served by onsite sewage disposal systems. In this regard, it should be noted that approximately 13 square miles, or about 36 percent of the Town, is covered by soils of undetermined suitability, that is, which may prove suitable for mound systems upon the completion of detailed field investigations.

The soil ratings for onsite sewage disposal systems presented on Maps 7 and 8 reflect the requirements of Chapter Comm 83 of the *Wisconsin Administrative Code* as it existed in 1998. The Wisconsin Department of Commerce, the State agency responsible for the regulation of such systems, has proposed new rules which would significantly alter the existing regulatory framework, potentially increasing the area in which onsite disposal systems may be utilized.

#### ***Agricultural Soil Suitability***

Much of the area of the Town is covered by soils which are well suited for agricultural use. Soil suitability for agricultural use within the undeveloped portion of the Town, based upon the U. S. Natural Resources Conservation Service classification system, is shown on Map 9. National prime farmland is defined as land that is well suited for the production of food, feed, forage, fiber, and oilseed crops. Such farmland has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when properly treated and managed. Farmland of statewide importance includes land in addition to national prime farmland which is of statewide importance for the production of food and fiber. Areas identified on Map 9 as national prime farmland encompass 29.6 square miles, or 84 percent of the undeveloped area of the Town. Areas identified as farmland of statewide importance encompass 2.2 square miles, or 6 percent of the undeveloped area of the Town.

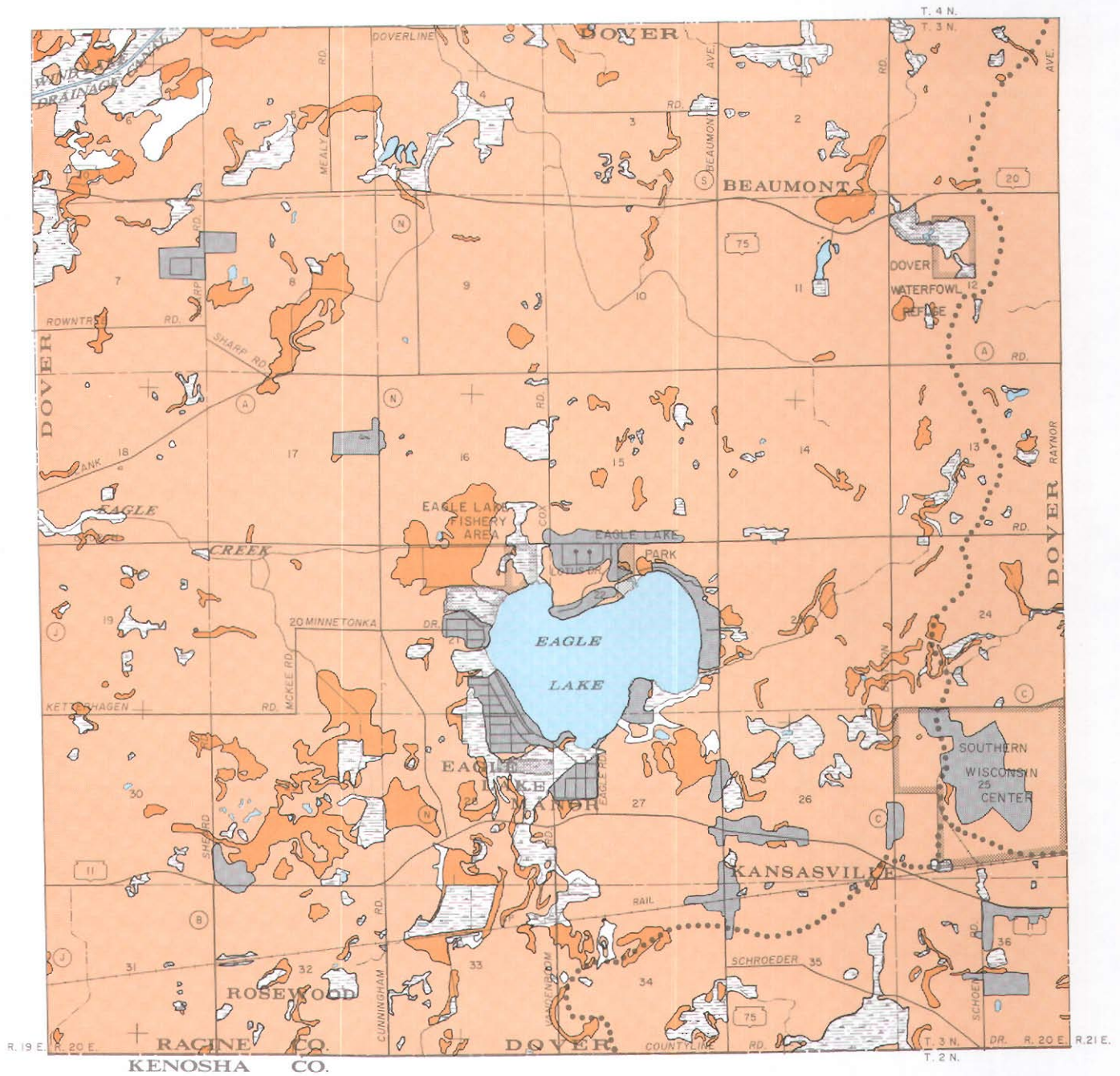
#### ***Soil Suitability for Sand and Gravel Extraction***

Sand and gravel are an important economic resource which should be carefully husbanded. The regional soil

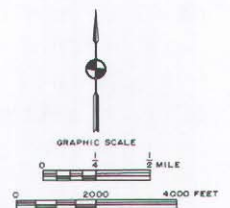


Map 9

AGRICULTURAL SOIL CAPABILITY IN THE TOWN OF DOVER



- |  |  |
|--|--|
|  NATIONAL PRIME FARMLAND          |  OTHER LANDS NOT WELL-SUITED FOR AGRICULTURAL USE |
|  FARMLAND OF STATEWIDE IMPORTANCE |  SURFACE WATER                                    |
|  DEVELOPED URBAN AREA: 1990       |  |



Source: U. S. Natural Resources Conservation Service and SEWRPC.

survey provides an indication of the location of potentially commercially workable sand and gravel deposits. The regional soil survey rates soil mapping units as "probable" or "improbable" sources of sand and gravel. The rating is intended only to show the probability of the presence of material of suitable quality in workable quantities. As shown on Map 10, only about 0.3 square mile, or less than 1 percent of the total area of the Town, are covered by soil mapping units which have been identified as probable sources of sand or gravel and are scattered in relatively small enclaves primarily in the western portion of the Town. Consequently, it would appear that there is limited opportunity for economically feasible sand and gravel extractive operations in the Town.

## **TOPOGRAPHIC AND TOPOGRAPHIC-RELATED FEATURES**

The topography, or the relative elevation of the land surface, in the Town of Dover is determined, generally, by the configuration of the bedrock geology, and by the overlying glacial deposits. The topography of the Town, shown in ten-foot interval contours, is depicted on Map 11. As shown, the topography ranges from nearly level in certain areas to gently rolling and hilly in other areas.

### **Slopes**

Slope is an important determinant of the land uses practicable on a given parcel of land. Lands with steep slopes are generally poorly suited for urban development and for most agricultural purposes and, therefore, should be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed low-density residential use. Lands which are gently sloping or nearly level are best suited for agricultural production and for medium-density residential, commercial, or industrial 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 greater should be considered unsuitable for urban development and most types of agricultural uses and, thus, should for the most part be maintained in essentially natural, open uses. As shown on Map 12, areas having a slope of 12 percent or greater encompass

about 0.3 square mile, or about 1 percent of the total area of the Town.

### **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 of Dover, 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 features, 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.

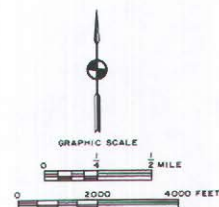
A special inventory of scenic overlooks meeting these criteria was conducted. Using the best available topographic maps, areas with a relief greater than 30 feet and a slope of 12 percent or greater were identified. Areas of steep slope with a ridge of at least 200 feet in length and a view of at least 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 Dover, one such scenic overlook was identified and is located in the northwest part of the Town, north of STH 20, and overlooks the wetland/woodland complex along the Wind Lake Drainage Canal.

## **WATERSHEDS, SUBWATERSHEDS, AND SUBBASINS**

The Town of Dover is located within the Des Plaines, Fox, and Root River watersheds. As shown on Map 11, approximately 33.5 square miles, or 93 percent of the Town, are located west of the subcontinental divide, including about 31 square miles within the Fox River watershed and 2.5 square miles within the Des Plaines River watershed, both of which are tributary to the Mississippi River drainage system. The balance of the Town—2.7 square miles within the Root River watershed—is located east of the subcontinental divide and is part of the Great Lake-St. Lawrence River drainage system. As indicated on Map 11, the foregoing watersheds are divided into subwatersheds, which, in turn, are further subdivided into individual drainage areas, termed subbasins.



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



31



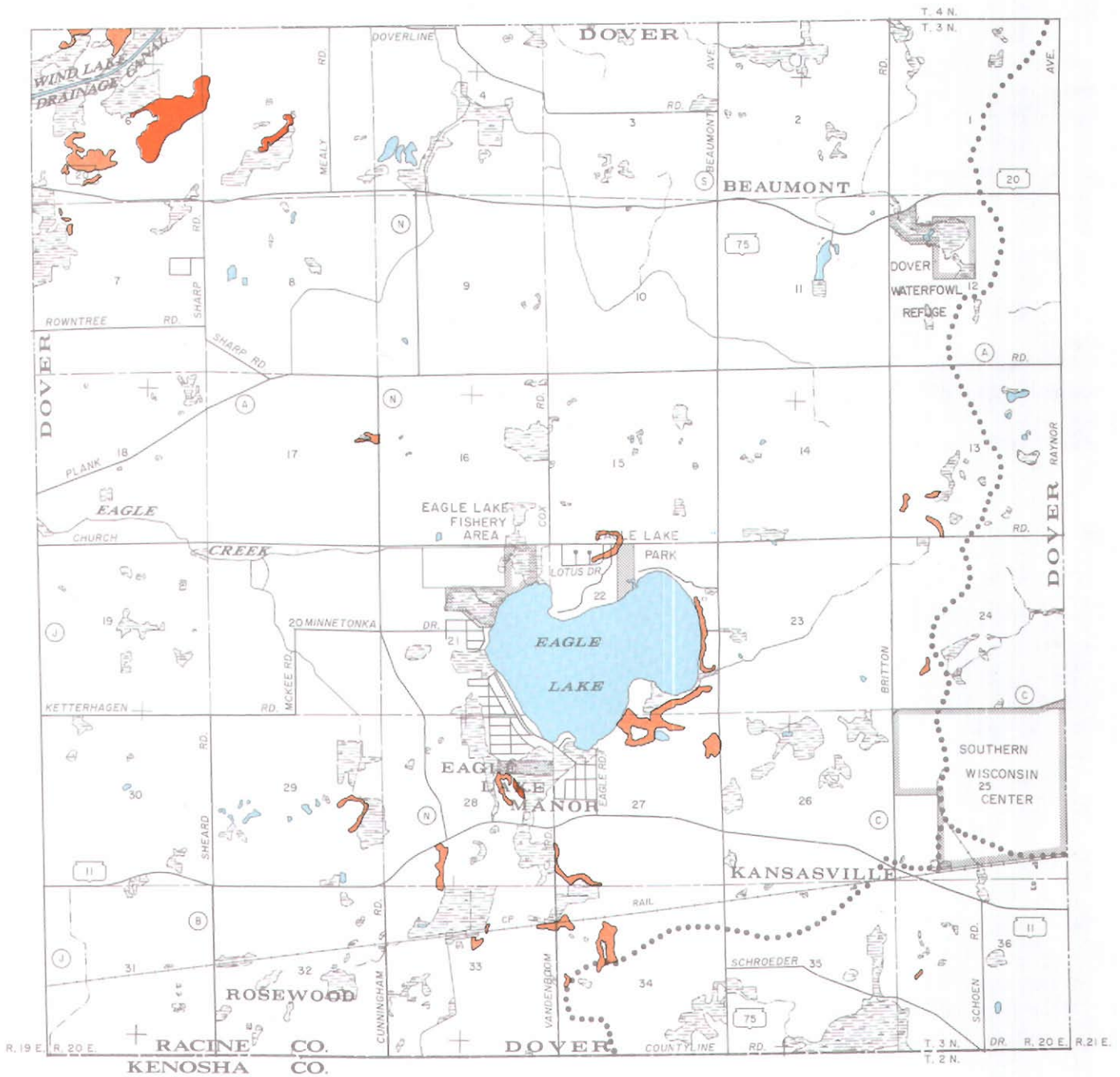
## SURFACE DRAINAGE, WETLANDS, FLOODLANDS, AND WATERSHED FEATURES IN THE TOWN OF DOVER





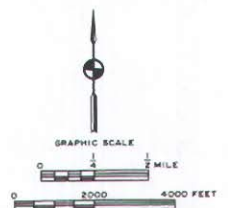
Map 12

SLOPE ANALYSIS FOR THE TOWN OF DOVER



LEGEND

- SOILS HAVING SLOPES RANGING FROM 12 TO 20 PERCENT
- SOILS HAVING SLOPES OF 20 PERCENT OR MORE
- SURFACE WATER



Source: U. S. Natural Resources Conservation Service and SEWRPC.



## **SURFACE WATER RESOURCES**

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

### **Lakes**

Lakes have been classified by the Regional Planning Commission as being either major or minor. Major lakes have 50 acres or more of surface water area; minor lakes have less than 50 acres of surface water area. The one major lake located within the Town is Eagle Lake, a 520-acre lake located in the central portion of the Town.

As shown on Map 11, there are, in addition, a limited number of smaller, generally unnamed lakes and ponds in the Town.

### **Streams**

Perennial streams are defined as watercourses that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. The perennial streams in the Town of Dover are shown on Map 11. Perennial streams in the Town include Eagle Creek, which traverses the western portion of the Town in a generally east-west direction, two unnamed streams in the northern portion of the Town which are tributary to the Goose Lake Branch Canal in the Town of Norway, an unnamed tributary to the Hoosier Creek Canal in the Town of Brighton in Kenosha County, and the Wind Lake Drainage Canal which is tributary to the Fox River.

### **Floodlands**

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

For planning and regulatory purposes, floodlands are normally defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This is the event that may be expected to be reached or exceeded in severity once in every 100 years; or, stated another way, there is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and soils poorly suited to urban uses. The floodland areas, however, generally contain important elements of the natural resource base, such as woodlands, wetlands, and wildlife habitat and thus constitute prime locations for needed park and open space areas. Every effort should be made to discourage incompatible urban development on floodlands while encouraging compatible park and open space use.

The identification of the 100-year recurrence interval flood hazard areas in the Town is important for the preparation of a sound land use plan. Floodland delineations were prepared by the Regional Planning Commission as part of its Fox River and Root River watershed planning programs, the findings and recommendations of which are set forth in SEWRPC Planning Report No. 12, *A Comprehensive Plan for the Fox River Watershed*, and No. 9, *A Comprehensive Plan for the Root River Watershed*. In addition, the Federal Emergency Management Agency (FEMA) has identified additional areas in the Town that may be subject to flood hazards. The FEMA study was conducted for flood insurance purposes. Floodland delineations in the Town of Dover currently identified by the Regional Planning Commission and FEMA are shown on Map 11. These floodlands encompass an area of about 2.7 square miles, or about 7 percent of the Town. These floodlands are located along Eagle Creek, the

unnamed tributaries associated with the Goose Lake Branch Canal in the Town of Norway, and the Hoosier Creek Canal in the Towns of Burlington and Brighton, the Wind Lake Drainage Canal and associated with Eagle Lake.

### **Wetlands**

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

Wetlands perform an important set of natural functions. The functions include support of a wide variety of desirable, and sometimes unique, forms of plant and animal life; stabilization of lake levels and streamflows; entrapment and storage of plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and weed and algae growth; contribution to the atmospheric oxygen and water supplies; reduction in stormwater runoff by providing areas for floodwater impoundment and storage; protection of shorelines from erosion; entrapment of soil particles suspended in runoff and reduction in stream sedimentation; provision of groundwater recharge and discharge areas; and provision of the population with opportunities for certain scientific, education, and recreational pursuits.

Wetlands have severe limitations for residential, commercial, and industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, as well as the associated high water table. If ignored in land use planning and development, those limitations may result in flooding, wet basements, unstable foundations, failing pavement, and excessive infiltration of clear water into sanitary sewers. In addition, there are significant onsite preparation and maintenance costs associated with the development of wetland soils, particularly as related to roads, foundations, and public utilities.

Recognizing the important natural functions of wetlands areas, continued efforts should be made to protect these areas by discouraging costly, both in monetary and environmental terms, wetland draining, filling, and urbanization.

Map 11 shows the location of wetlands existing in the Town of Dover in 1990. These areas encompass about 2.0 square miles, or 6 percent of the Town. The largest concentrations of wetlands occur along the Wind Lake Drainage Canal and in the areas adjacent to Eagle Lake.

### **WOODLANDS**

Under good management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life. Unfortunately, woodlands which required a century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values—for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection.

Woodlands comprised 2.2 square miles, or 6 percent of the Town of Dover, in 1990. The distribution of these woodlands is shown on Map 13. As shown, woodlands occur in a scattered pattern throughout the Town.

### **PRAIRIE VEGETATION**

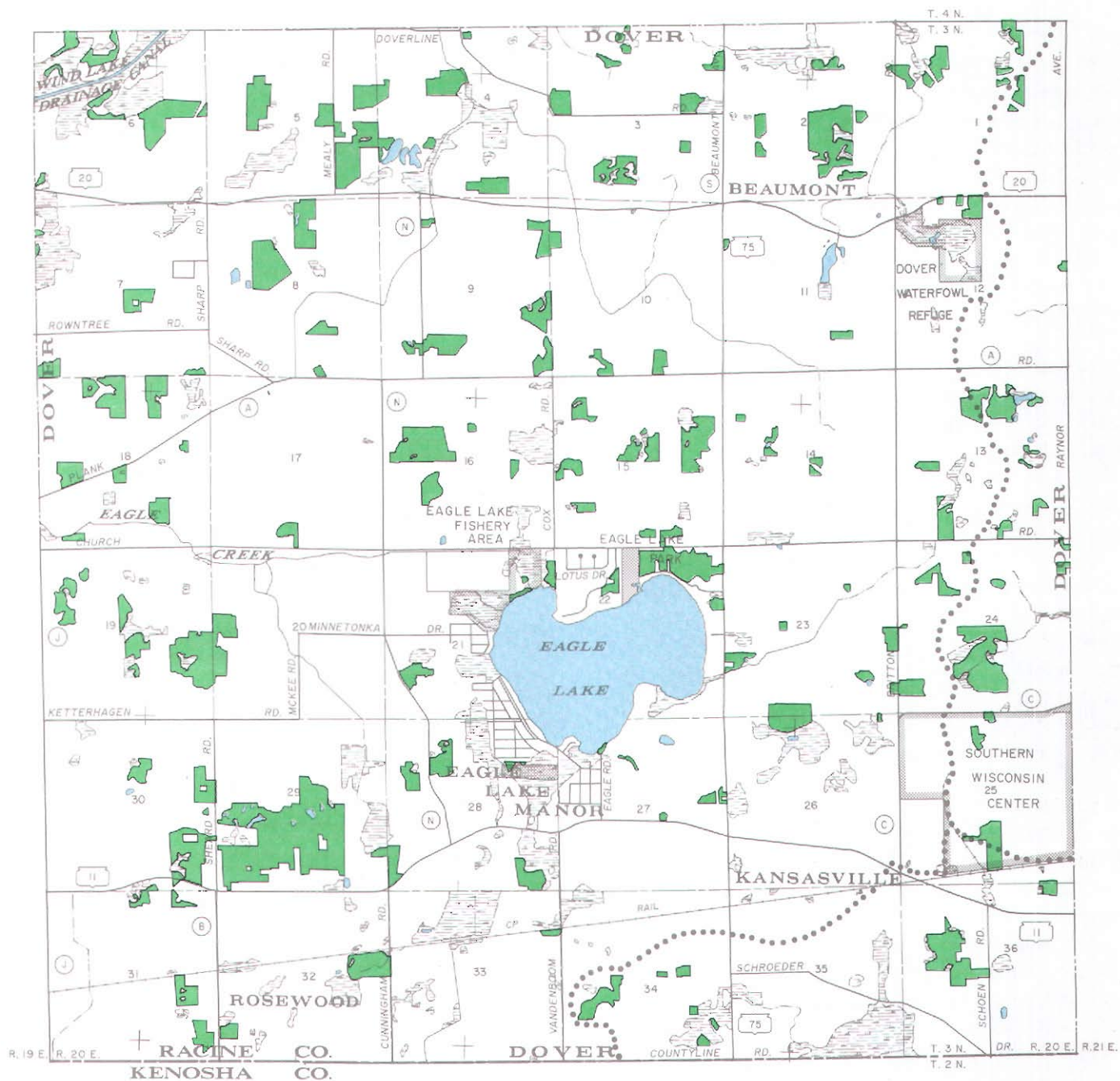
Prairies are open, generally treeless, areas in the landscape that are dominated by native grasses. Such areas have important ecological and scientific values. The two known prairies within the Town of Dover—the Kansasville Railroad Prairie, an approximately 11-acre site located in U. S. Public Land Survey Sections 25 and 35; and the Rosewood Railroad Prairie, an 18-acre site, located in U. S. Public Land Survey Sections 31, 32, 33, and 34, occur along the CP Rail System right-of-way. These two sites, shown on Map 15, are mesic prairie remnants located in the southern portion of the Town.

### **WILDLIFE HABITAT AREAS**

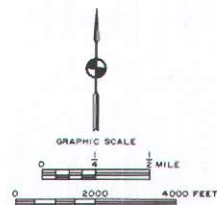
Wildlife in the Town of Dover include both game and nongame species such as rabbit, squirrel, and woodchuck; predators such as mink, fox, and raccoon; game birds including pheasant; and marsh furbearers such as muskrat and beaver. Other species include songbirds and marsh and shorebirds. In addition, water fowl are present and white-tailed deer are found in many areas. The spectrum of

Map 13

WOODLANDS IN THE TOWN OF DOVER: 1990



WOODLANDS  
SURFACE WATER



Source: SEWRPC.

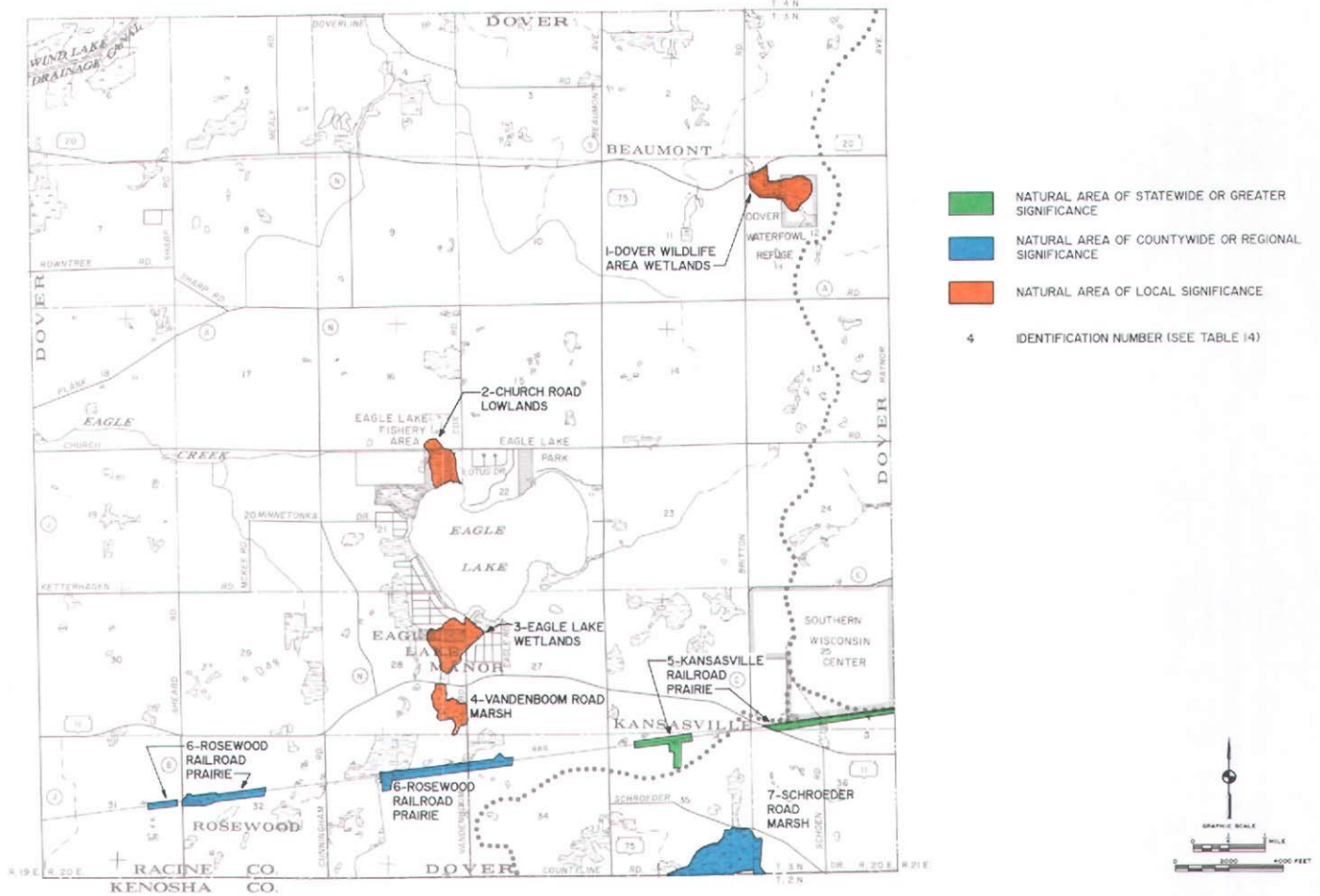
## WILDLIFE HABITAT AREAS IN THE TOWN OF DOVER: 1985





Map 15

NATURAL AREAS IN THE TOWN OF DOVER: 1994



Source: SEWRPC.

wildlife species has undergone significant alterations since settlement of the area by Europeans. These alterations were the direct result of the changes in land use and wildlife habitat made by the European settlers, beginning with the clearing of forests and the draining of wetlands for agricultural purposes, and, in some areas, ending with the development of intensive urban land uses. This process of change, which began in the early nineteenth century, is still occurring today.

In 1985, the Regional Planning Commission and the Wisconsin Department of Natural Resources cooperatively conducted an inventory of wildlife habitat in Southeastern Wisconsin. As part of that inventory, areas were evaluated in terms of the diversity of animal species, the territorial requirements of those species, the composition and structure of existing vegetation, proximity to other wildlife habitat areas, and level of disturbance by man's activities. As part of the inventory, three classes of wildlife habitat were identified: 1) Class I, which consists of areas that contain a good diversity of wild-

life, that are of sufficient size to meet all of the habitat requirements for each species, and that are generally located in proximity to other wildlife habitat areas; 2) Class II, which consists of wildlife habitat areas lacking one of the three criteria necessary for a Class I designation; and 3) Class 3, which consists of those wildlife habitat areas that are generally remnant in nature and that lack two of the three criteria necessary for Class I designation.

As shown on Map 14, wildlife habitat areas in the Town of Dover generally occur in association with existing surface water, wetland, and woodland resources. In 1985, wildlife habitat areas covered about 5.6 square miles, or 15 percent of the Town. Class I wildlife habitat area, comprised 1.8 square miles, or 33 percent of the identified wildlife habitat; Class II wildlife habitat comprised 1.9 square miles, or 34 percent of the total; and Class III wildlife habitat, comprised 1.8 square miles, or 33 percent. As shown on Map 14, Class I, Class II, and Class III wildlife habitat occur in scattered locations throughout the Town of Dover.



Table 14

## NATURAL AREAS IN THE TOWN OF DOVER: 1994

Map Reference Number	Classification	Area (acres)	Location U.S. Public Land Survey Section	Existing or Proposed Park or Open Space Site
1	Natural Area of Local Significance	36	12	Dover Waterfowl Refuge-Wetlands
2	Natural Area of Local Significance	25	16, 21	Eagle Lake Fishery Area-Church Road Lowlands
3	Natural Area of Local Significance	47	27, 28	Eagle Lake Wetlands
4	Natural Area of Local Significance	28	28	Vandenboom Road Marsh
5	Natural Area of Statewide or Greater Significance	11 <sup>a</sup>	25, 35	Kansasville Railroad Prairie
6	Natural Area of Countywide or Regional Significance	18	31, 32, 33, 34	Rosewood Railroad Prairie
7	Natural Area of Countywide or Regional Significance	75 <sup>b</sup>	35, 36	Schroeder Road Marsh
--	Total	240	--	--

<sup>a</sup>Does not include approximately 3-acre portion of site located in the Town of Yorkville.

<sup>b</sup>Does not include approximately 109-acre portion of site located in the Town of Brighton, Kenosha County.

Source: SEWRPC.

## NATURAL AREAS

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

A total of seven such sites have been identified in the Town of Dover. These sites, which together encompass about 240 acres, or just over 1 percent of the Town, are shown on Map 15 and described in Table 14.

## RESOURCE-RELATED ELEMENTS

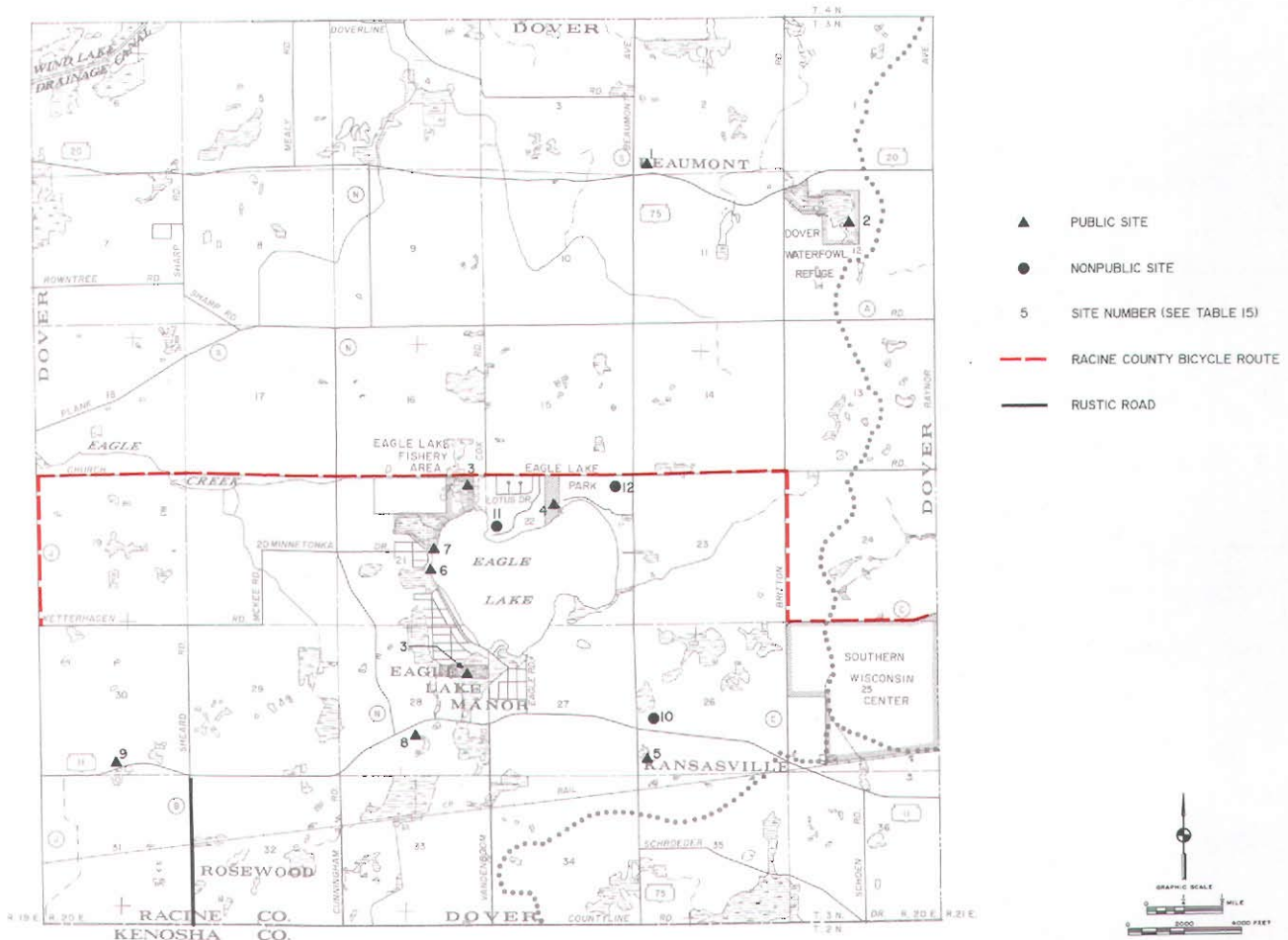
Park and open space sites and historic sites, while not strictly defined as part of the natural resource base, are closely linked to the underlying natural resource base. Park and open space sites and historic sites may be enhanced by the presence of natural resource features; conversely, the commitment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

### Existing Outdoor Recreation and Open Space Sites

Existing public and nonpublic outdoor recreation and open space sites in the Town of Dover are shown on Map 16 and described in Table 15. The Dover Waterfowl Refuge and the Eagle Lake Fishery Area, owned and

Map 16

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



Source: SEWRPC.

managed by the Wisconsin Department of Natural Resources, constitute the largest public open space sites in the Town. These sites encompass 142 acres, or less than one percent of the total area of the Town.

The Town of Dover maintains two park and open space sites. As shown on Map 16, these sites—Mohican Park, and Tomahawk Park—are located on the west shore of Eagle Lake, adjacent to the Eagle Lake Terrace subdivision. Playground and picnic areas are provided at the Mohican Park site, while a public boat launch and picnic area is provided at the Tomahawk Park site. In addition, as shown on Map 16 and in Table 15, a variety of private recreation sites are available to serve residents of the Town.

### Recreational Trails and Rustic Roads

Racine County has developed biking facilities throughout the County, including an eight-mile segment of the 100-mile "on-the-road" Racine County bicycle route located in the central portion of the Town (see Map 16). In addition, a one mile segment of a designated rustic road—scenic, lightly traveled country roads designated for the leisurely enjoyment of hikers, bikers, and motorists—is located on CTH B in the southwestern portion of the Town.

### Historic Sites

A number of inventories and surveys of historic sites have been conducted by various units and agencies of

Table 15

**EXISTING PARK AND OPEN SPACE SITES IN THE TOWN OF DOVER: 1994**

Site Name	Number on Map 18	Acreage	Facilities
<b>Public</b>			
Beaumont Park .....	1	1	Open Space Site
Dover Waterfowl Refuge .....	2	80	Open Space Site
Eagle Lake Fishery Area .....	3	62	Open Space Site
Eagle Lake Park .....	4	25	Baseball Diamond, Boat Launch, Playground
Kansasville School .....	5	2	Playfield, Playground, Softball Diamond
Mohican Park .....	6	1	Playground, Open Space
Tomahawk Park .....	7	2	Boat Launch, Open Space
VFW Wayside .....	8	3	--
Wayside .....	9	2	--
Subtotal	9 sites	178	--
<b>Nonpublic</b>			
Bat n' Brew .....	10	3	Softball Diamond
Pan-Yack Park .....	11	22	Golf Course
St. Mary School .....	12	1	Basketball Goal, Playfield, Playground
Subtotal	3 sites	26	--
<b>Total</b>	<b>12 sites</b>	<b>204</b>	<b>--</b>

Source: Town of Dover, Racine County Planning and Zoning Department, and SEWRPC.

government in the Southeastern Wisconsin Region. The results of these inventories and surveys, on file at such agencies as the Wisconsin State Historical Society, indicate that there are more than 1,000 historic sites in Racine County. Particularly significant historic sites are listed on the National Register of Historic Places. About 35 historic sites and 4 historic districts in Racine County are listed on the National Register. The National Register lists no historic sites within the Town. The Register lists one historic district in the Town, the Southern Wisconsin Home Historic District, located in the southeast portion of the Town.

## **ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS**

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in the Region in which concentrations of the best remaining elements of the natural resource base occur. It was recognized that preservation of such areas is essential both to the maintenance of the overall environmental

quality of the Region and to the continued provision of the amenities required to maintain a high quality of life for the resident population.

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

The delineation of these 12 natural resource and natural resource-related elements on maps results in a concentration of such elements in an essentially linear pattern

of relatively narrow, elongated areas which have been termed "environmental corridors" by the Regional Planning Commission.

The environmental corridors of the Town of Dover were delineated, using the following natural resource and natural resource-related element criteria:

1. Point values from one to 20 were assigned to each natural resource and natural resource-related element. These point values were based on the premise that those natural resource elements having intrinsic natural resource values and a high degree of natural diversity should be assigned relatively high point values, whereas natural resource-related elements having only implied natural values should be assigned relatively low point values. These values for each element of corridor are shown in Table 16.
2. Each natural resource element was mapped, and point values for overlapping resource elements in a given area were totaled.
3. Environmental corridors were then delineated on the basis of cumulative point values and the size of the areas containing natural resource and resource-related elements, as follows:
  - Primary environmental corridors include areas with a cumulative point value of 10 or more that are at least 400 acres in size, two miles in length, and 200 feet in width.
  - Secondary environmental corridors include areas with a cumulative point value of 10 or more that are at least 100 acres in size and one mile in length.
  - Isolated natural resource areas also have a cumulative point value of 10 or more, with a minimum size of five acres. Isolated natural resource areas are generally separated physically from primary and secondary environmental corridors by intensive urban or agricultural land uses.

The preservation of the environmental corridors in essentially natural, open uses can assist in flood-flow attenuation, water pollution abatement, noise pollution abatement, and air quality maintenance. Such corridor preservation is also essential to facilitate the movement

Table 16

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

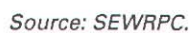
Element	Point Value
<b>Natural Resource Base</b>	
Lake	
Major (50 acres or more) .....	20
Minor (5 to 49 acres) .....	20
Rivers or Streams (perennial) .....	10
Shoreland	
Lake or Perennial River or Stream .....	10
Intermittent Stream .....	5
100-Year Floodland .....	3
Wetland .....	10
Woodland .....	10
Wildlife Habitat	
Class I .....	10
Class II .....	7
Class III .....	5
Steep Slope	
20 Percent or Greater .....	7
12 Percent to 19 Percent .....	5
Prairie .....	10
<b>Natural Resource Base-Related</b>	
Existing Park or Open Space Site	
Rural Open Space Site .....	5
Other Park and Open Space Site .....	2
Potential Park Site	
High Value .....	3
Medium Value .....	2
Low Value .....	1
Historic Site	
Structure .....	1
Other Cultural .....	1
Archaeological .....	2
Scenic Viewpoint .....	5
Scientific and Natural Area	
State Scientific Area .....	15
Natural Area of Statewide or Greater Importance .....	15
Natural Area of Countywide or Regional Significance .....	10
Natural Area of Local Significance .....	5

Source: SEWRPC.

of wildlife, especially in times of stress, and for the movement and dispersal of seeds for a variety of plant species. In addition, because of the many interacting relationships which exist between living organisms and their environment, the destruction or deterioration of one important element of the total environment may lead to a chain reaction of deterioration and destruction of other elements. The drainage of wetlands, for example, may destroy fish spawning areas, wildlife habitat, groundwater recharge areas, and natural filtration and flood-water storage areas of interconnecting stream systems.



## ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE TOWN OF DOVER: 1990





The resulting deterioration of surface water quality may, in turn, lead to a deterioration of the quality of ground-water. Similarly, destruction of ground cover may result in soil erosion, stream siltation, more rapid run-off, and increased flooding, as well as the destruction of wildlife habitat. Although the effects of any one of these environmental changes may not by itself be overwhelming, the combined effects may eventually lead to a serious deterioration of the underlying and sustaining natural resource base and of the overall quality of the environment for life. In addition, the intrusion of intensive urban land uses into such areas may result in the creation of serious and costly problems, such as failing foundations for pavements and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewerage systems, and poor drainage. The need to maintain the integrity of the remaining environmental corridors and isolated natural resource areas in Southeastern Wisconsin should, thus, be apparent.

### **Primary Environmental Corridors**

As shown on Map 17, the primary environmental corridors are located primarily in the northwest portion of the Town along the Wind Lake Drainage Canal and the center of the Town around Eagle Lake and include woodlands, wetlands, significant natural areas, wildlife habitats and undeveloped natural shoreland areas. It should be noted, however, that significant concentrations of urban development also occur in the aforementioned shoreland areas around Eagle Lake. The manicured lawns, boat houses, and other intensive uses in such shoreland areas are not included within the environmental corridor delineation. Even though such shoreland areas do not have intrinsic resource value, such as wetlands or woodlands, they still can serve as an important buffer area between surface waters and more intensive urban development and should, to the extent practicable, be maintained in natural open space uses. Maintaining such areas in natural open space use provides for the reduction of soil erosion and nonpoint source pollution that could otherwise result in negative water quality impacts on the associated water bodies. County zoning and State regulations do, in fact, provide for certain restrictions of intensive urban development in these shoreland areas. Primary environmental corridors encompass a total of 2.0 square miles, representing about 6 percent of the total area of the Town.

### **Secondary Environmental Corridors**

As shown on Map 17, the secondary environmental corridors are generally located along the perennial streams within the Town. Together, these areas encompasses a total of 1.8 square miles, or about 5 percent of the Town.

### **Isolated Natural Resource Areas**

Isolated natural resource areas in the Town consist largely of smaller pockets of wetlands or woodlands. As shown on Map 17, 62 such areas are scattered throughout the Town. In combination, these areas account for about 1.9 square mile, or about 5 percent of the Town area.

## **SUMMARY**

This chapter has presented the results of an inventory and analysis of the natural resource base of the Town of Dover undertaken in support of the preparation of a land use plan for the Town. The major findings of that inventory and analysis are described below.

1. Soil limitations for various urban and nonurban uses are an important consideration in any sound land use planning effort. Detailed soil survey data indicate that about 12.4 square miles, or about 34 percent of the total area of the Town of Dover, are covered by soils that have severe limitations for residential development served by public sanitary sewer service, or stated differently, are poorly suited for residential development of any kind. With respect to unsewered development, the soil survey data indicate that 35.0 square miles, or about 97 percent of the total area of the Town, are covered by soils classified as unsuitable for conventional onsite sewage disposal systems; about 0.2 square mile, or less than 1 percent, are classified as suitable; and about 0.1 square mile, or less than 1 percent, are covered by soils of undetermined suitability.
2. The Town is located largely within the Fox River watershed, but also includes a portion of the Des Plaines River watershed, both of which are part of the Mississippi River drainage system. The Town also includes a portion of the Root River watershed which is part of the Great Lakes-St. Lawrence River drainage system. Areas of the Town lying within the 100-year recurrence interval floodplain encompass about 2.7 square miles, or 7 percent of the Town.
3. The Town encompasses a number of significant natural resource base features, including wetland areas which total about 2.0 square miles, or 6 percent of the total area of the Town; woodlands encompassing 2.2 square miles, or 6 percent; and wildlife habitat areas encompassing 5.6 square miles, or 15 percent. The Town also contains seven

sites identified as natural areas under criteria established by the Wisconsin Scientific Areas Preservation Council.

4. The largest public outdoor recreation sites in the Town—the Dover Waterfowl Refuge and the Eagle Lake Fishery Area, owned and managed by the Wisconsin Department of Natural Resources—encompasses about 142 acres, or less than 1 percent of the total area of the Town.
5. The most important elements of the natural resource base and features closely related to that base—including wetlands, woodlands, prairie, wildlife

habitat, major lakes and streams and associated shorelands and floodlands, and outdoor recreation sites—when combined, result in an essentially linear pattern in the Town referred to by the Regional Planning Commission as environmental corridors. 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 long, and 200 feet wide. Primary environmental corridors in the Town are primarily associated with the natural resources located along the Wind Lake Drainage Canal and around Eagle Lake. Together, these areas encompass a total of about 2.0 square miles, representing about 6 percent of the total area of the Town.

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## Chapter IV

# MAN-MADE ENVIRONMENT

## INTRODUCTION

Whereas the previous chapter of this report presented a description of the natural resource base of the Town of Dover, this chapter provides a description of the man-made environment of the Town. Specifically, this chapter presents information regarding the existing land use pattern and changes in that pattern over the past three decades; the existing transportation system; and existing community utilities and facilities. Definitive information regarding existing land use and other related aspects of the man-made environment is essential to any sound land use planning effort.

## 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 location of the major categories of land use within the Region. The first such inventory was conducted in 1963; the most recent inventory was conducted in 1990. The existing land use pattern in the Town of Dover, based upon the 1990 land use inventory, is shown on Map 18 and is quantitatively summarized in Table 17. The trend in land use development for the period from 1963 through 1990 is presented for the Town in Table 18.

As shown on Map 18, existing urban development within the Town of Dover includes a number of relatively densely developed residential areas around Eagle Lake; residential and commercial uses in the old settlements of Beaumont and Rosewood; residential, commercial and industrial uses in Kansasville; and concentration of institutional uses, namely the Midwest Rehabilitation Center located in the northwest portion of the Town and the Southern Wisconsin Center located in the southeast portion of the Town. The Town encompasses many environmentally significant wetland and woodland areas and large blocks of productive farmland.

### Urban Land Uses

Urban land uses—consisting primarily of residential, commercial, industrial, recreational, governmental and

institutional, and transportation uses—encompassed about 1,680 acres, representing about 7 percent of the total area of the Town in 1990. Lands devoted to these urban uses increased by about 460 acres, or about 37 percent, between 1963 and 1990.

Residential lands and transportation, communications and utility uses comprised the largest urban land use categories, encompassing about 1,370 acres, or 82 percent of all urban land, and 6 percent of the total area of the Town. Residential lands occurred both in concentrated enclaves—as noted above—and as scattered homesites in many areas of the Town.

By 1990, 1,304 lots had been created through residential subdivision plats in the Town of Dover. Five hundred eighty of these—located primarily in the Eagle Lake Manor subdivision along the west shore of Eagle Lake—remained as undeveloped, vacant residential lots in 1990. It should be noted that many of the undeveloped lots in this subdivision may not be suitable for development due to existing physical constraints. In this regard, about 260, or 45 percent, of such lots are impacted by Federal and State wetland regulations and, consequently, may not be developable.

### Nonurban Land Uses

Nonurban land uses—consisting of agricultural lands, wetlands, woodlands, other open lands, and surface water—comprised about 21,500 acres, or about 93 percent of the total area of the Town, in 1990. Nonurban lands decreased by about 460 acres, or 2 percent, between 1963 and 1990.

Agricultural lands encompassed about 17,900 acres in the Town in 1990, accounting for about 83 percent of all nonurban land, and about 77 percent of the total area of the Town. Woodlands, wetlands, and surface water together encompassed about 3,320 acres, about 15 percent of all nonurban lands and about 14 percent of the total area of the Town.

Of the 17,900 acres of farmland existing in the Town in 1990, about 15,700 acres, or 88 percent, were identified as prime farmland under the Racine County farmland preservation plan, adopted by the Racine County



### EXISTING LAND USE IN THE TOWN OF DOVER: 1990



**Table 17**  
**EXISTING LAND USE IN THE TOWN OF DOVER: 1990**

Land Use Category <sup>a</sup>	Acres	Percent of Urban/Nonurban	Percent of Total
<b>Urban</b>			
Residential .....	653	38.9	2.8
Commercial.....	25	1.5	0.1
Industrial .....	25	1.5	0.1
Transportation, Communication and Utilities.....	714	42.6	3.1
Governmental and Institutional .....	171	10.2	0.7
Recreational .....	90	5.4	0.4
Urban Subtotal	1,678	100.0	7.2
<b>Nonurban</b>			
Agricultural .....	17,918	83.4	77.3
Natural Areas			
Woodlands.....	1,422	6.6	6.1
Wetlands .....	1,315	6.1	5.7
Surface Water .....	583	2.7	2.5
Natural Areas Subtotal	3,320	15.4	14.3
Extractive and Landfill .....	3	-- <sup>b</sup>	-- <sup>b</sup>
Unused Land.....	248	1.2	1.1
Nonurban Subtotal	21,489	100.0	92.8
<b>Total</b>	<b>23,167</b>	<b>--</b>	<b>100.0</b>

<sup>a</sup>Parking included in associated use.

<sup>b</sup>Less than 0.05 percent.

Source: SEWRPC.

Board in 1982.<sup>1</sup> Under that plan, prime farmlands were identified as consisting of farm units meeting the following criteria: 1) the farm unit must be at least 35 acres in size; 2) at least one-half of the farm unit must be covered by soils meeting U. S. Natural Resources Conservation Service criteria for prime farmland or farmland of statewide importance; and 3) the farm unit must occur in a farming area of at least 100 acres in size. Map 19 shows those lands which were identified as prime agricultural land under the County farmland preservation plan and which met the criteria and remained in agricultural use in 1990.

<sup>1</sup>SEWRPC Planning Report No. 46, *A Farmland Preservation Plan for Racine County, Wisconsin, 1981*.

## TRANSPORTATION FACILITIES

### Arterial Streets and Highways

The existing streets and highways which function as arterials in the Town of Dover in 1994 are shown on Map 20. Also shown on Map 20 are the nonarterial county trunk highways. No significant highway improvements are planned within the Town of Dover.

### Freight Railway Facilities

As of 1994, local freight railway service was provided on an as needed basis between Kansasville and Sturtevant over a railway line through the southeastern portion of the Town of Dover by the CP Rail System. This railway connects to the main line of the CP Rail System at Sturtevant. That mainline railway line provided freight

Table 18

## LAND USE IN THE TOWN OF DOVER: 1963, 1970, 1980, AND 1990

Land Use Category*	Land Use (Acres)				Change in Land Use					
	1963	1970	1980	1990	1963-1970		1970-1980		1980-1990	
					Acres	Percent	Acres	Percent	Acres	Percent
<b>Urban</b>										
Residential .....	393	462	631	653	69	17.6	169	36.6	22	3.5
Commercial .....	19	21	23	25	2	10.5	2	9.5	2	8.7
Industrial .....	19	20	23	25	1	5.3	3	15.0	2	8.7
Transportation, Communication and Utilities .....	651	696	714	714	45	6.9	18	2.6	--	--
Governmental and Institutional .....	100	152	173	171	52	52.0	21	13.8	-2	-1.2
Recreational .....	39	69	89	90	30	76.9	20	29.0	1	1.1
<b>Urban Subtotal</b>	<b>1,221</b>	<b>1,420</b>	<b>1,653</b>	<b>1,678</b>	<b>199</b>	<b>16.3</b>	<b>233</b>	<b>16.4</b>	<b>25</b>	<b>1.5</b>
<b>Nonurban</b>										
Agricultural .....	18,275	17,943	17,948	17,918	-332	-1.8	5	--b	-30	-0.2
<b>Natural Areas</b>										
Woodlands .....	1,528	1,470	1,362	1,422	-58	-3.8	-108	-7.3	60	4.4
Wetlands .....	1,316	1,463	1,341	1,315	147	11.2	-122	-8.3	-26	-1.9
Surface Water .....	550	571	588	583	21	3.8	17	3.0	-5	-0.9
<b>Natural Areas Subtotal</b>	<b>3,394</b>	<b>3,504</b>	<b>3,291</b>	<b>3,320</b>	<b>110</b>	<b>3.2</b>	<b>-213</b>	<b>-6.1</b>	<b>29</b>	<b>0.9</b>
Extractive and Landfill .....	21	3	3	3	-18	-86.0	--	--	--	--
Unused Land .....	256	297	272	248	42	16.3	-25	-8.5	-24	-8.8
<b>Nonurban Subtotal</b>	<b>21,946</b>	<b>21,747</b>	<b>21,514</b>	<b>21,489</b>	<b>-199</b>	<b>-0.9</b>	<b>-233</b>	<b>-1.1</b>	<b>-25</b>	<b>-0.1</b>
<b>Total</b>	<b>23,167</b>	<b>23,167</b>	<b>23,167</b>	<b>23,167</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>--</b>

\*Parking included in associated use.

<sup>b</sup>Less than 0.05 percent.

Source: SEWRPC.

service to a corridor through Southeastern Wisconsin, between Chicago and Minneapolis-St. Paul.

As of 1994, the railway line west of Kansasville through the southern and southwestern portions of the Town was still owned by the CP Rail System, but no longer serves any customers and was being considered for abandonment.

## PUBLIC UTILITIES

Public utility systems are one of the most important and permanent elements influencing growth and development in a community. 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 water course 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 areas for extensive urban use without certain utilities may create serious and costly environmental and public health problems.

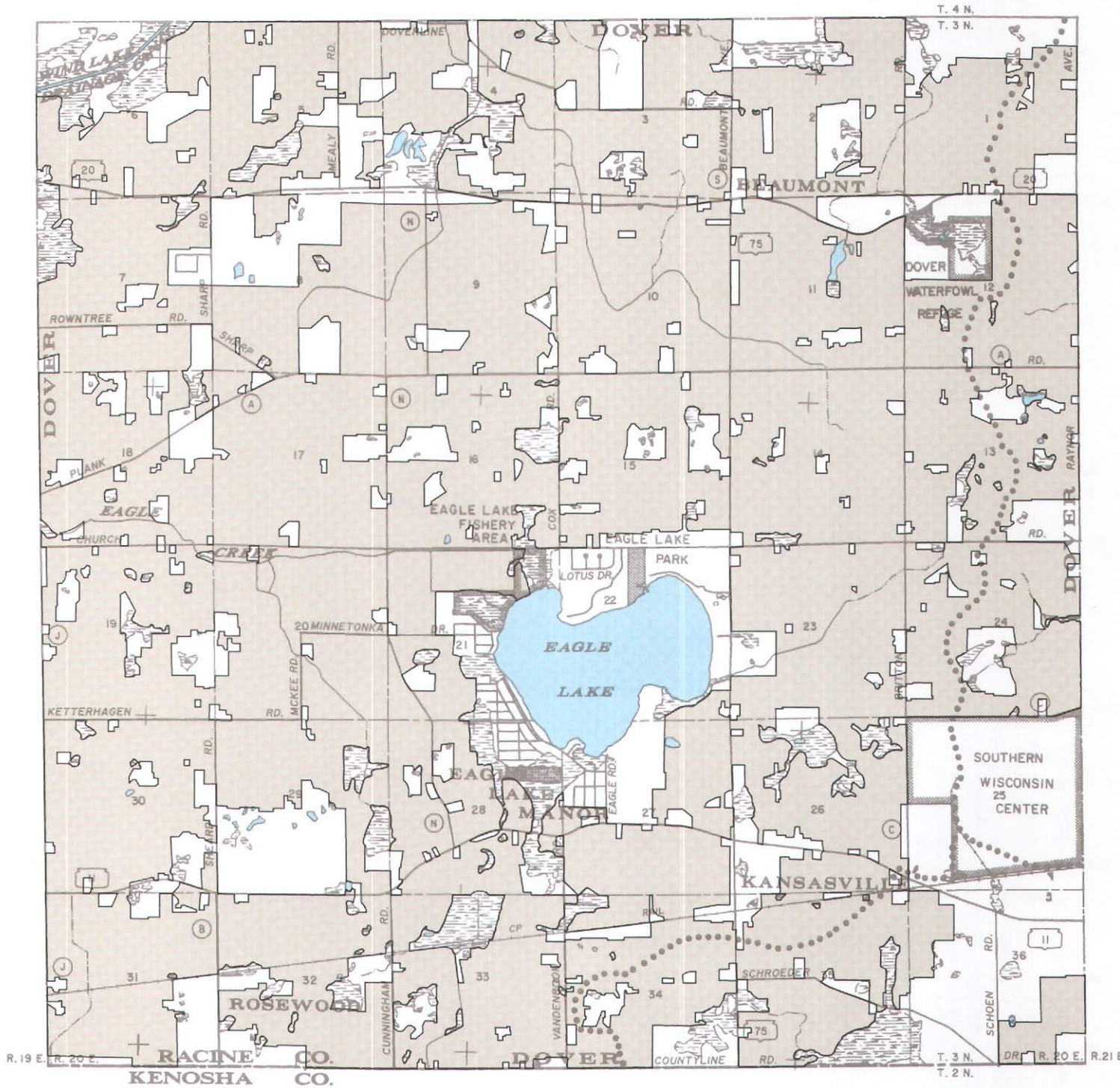
### Sanitary Sewer Service

The provision of public sanitary sewer service within the Town of Dover was initiated with the creation of the Eagle Lake Sewer Utility District in 1970. It was not until 1976, however, that consultants to the Eagle Lake Sewer Utility District completed a sewerage facilities plan for the District with public sanitary sewer service becoming available in 1978. In 1992, the Regional Planning Commission worked with the Town to complete a sewer service area plan for this area, as set forth in a report entitled Community Assistance Planning Report No. 206, *Sanitary Sewer Service Area for the Eagle Lake Sewer Utility District, Racine County, Wisconsin*, December 1992. This plan was subsequently amended in June 1998. Public sanitary sewer service is also provided

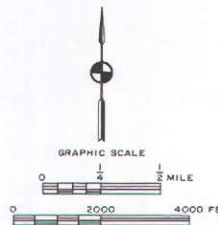


Map 19

PRIME AGRICULTURAL LAND IN THE TOWN OF DOVER: 1990



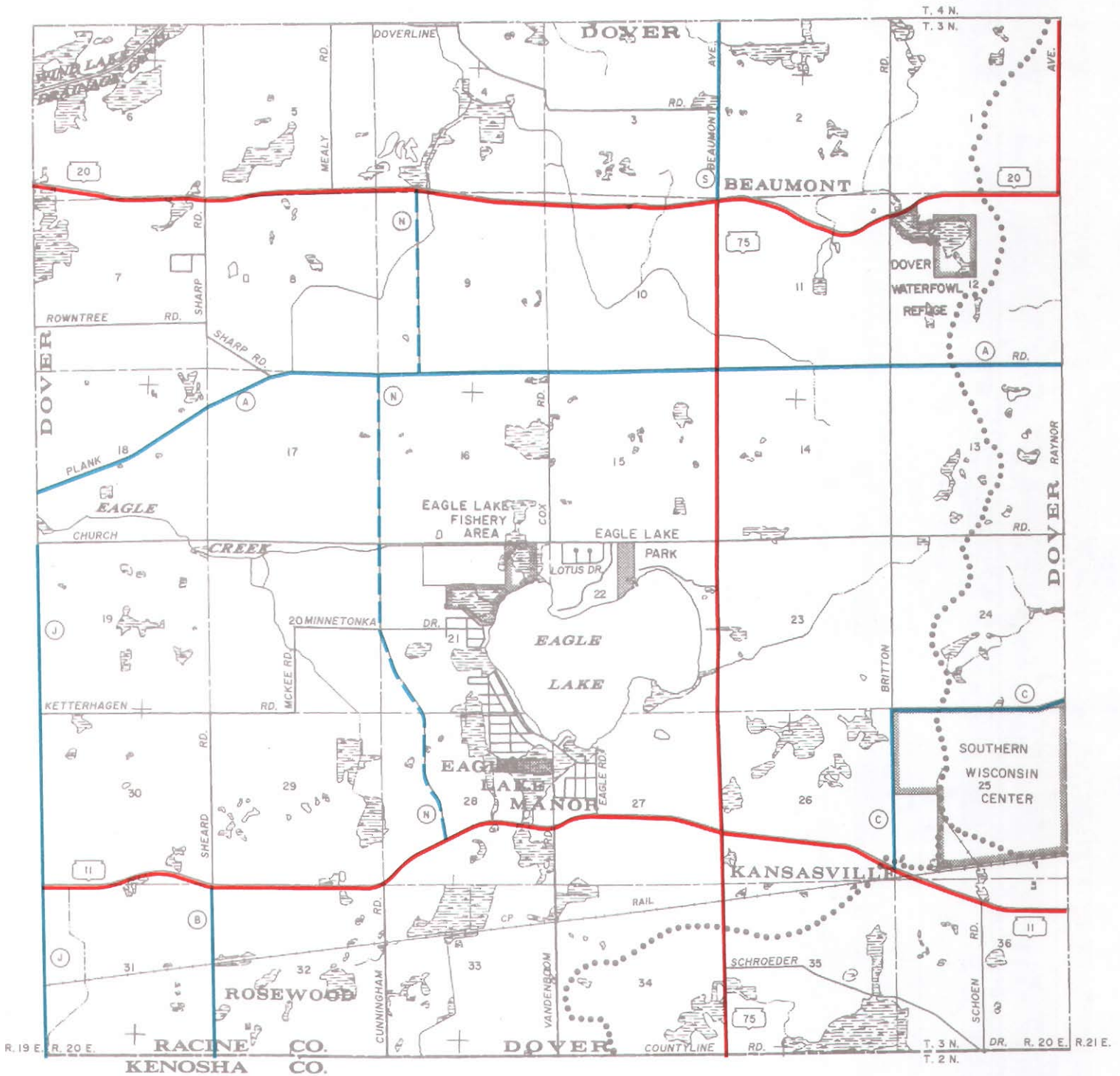
- PRIME AGRICULTURAL LAND
- OTHER AGRICULTURAL, OPEN AND URBAN LANDS
- SURFACE WATER



Source: SEWRPC.



ARTERIAL STREET AND HIGHWAY SYSTEM IN THE TOWN OF DOVER: 1994



in the Town to the Southern Wisconsin Center through the Village of Union Grove sewerage system. A sewer service area plan for this area had been completed by the Village of Union Grove in 1990 as set forth in Community Assistance Planning Report No. 180, *Sanitary Sewer Service Area for the Village of Union Grove and Environs, Racine County, Wisconsin*, July 1991.

The sanitary sewer service area plans were intended both to identify a sewer service area large enough to accommodate the planned population levels envisioned to be served within the Town of Dover—consistent with sewerage facility plans—and to identify and detail the environmentally significant lands within those service areas. These sewer service areas are shown on Map 21. As shown on Map 21, the planned sewer service area for the Eagle Lake Sewer Utility District encompasses about 3.0 square miles. Of this total area, about 0.6 square mile, or 20 percent, were provided with public sanitary sewer service in 1994. The sewer service area also contains 1.3 square miles of environmentally significant lands. About 1.1 square miles of land thus remain available to accommodate new urban development within the presently planned sewer service areas for the Eagle Lake Sewer Utility District. Also shown on Map 21 is that portion of the Village of Union Grove sewer service area that extends into the southeastern portion of the Town. This area encompasses about 0.4 square mile. Of this total area, about 0.2 square mile, about 50 percent, remains available to accommodate new urban development in the Town.

Also shown on Map 21 are the current limits of the Eagle Lake Sewer Utility District. Review of this map indicates that there are about 170 acres of lands currently located outside of the planned sanitary sewer service area for Eagle Lake but within the legally defined limits of the Eagle Lake Sewer Utility District. Since these lands do not contain significant natural resource amenities, all said lands would be available for urban development should these lands, at some time in the future, be included within a refined sanitary sewer service area.

#### **Public Water Supply System**

In 1994, the Town of Dover was not served by a public water supply system. Water for domestic and other uses was supplied by groundwater through the use of private wells.

#### **Engineered Stormwater Drainage System**

The Town of Dover does not have an engineered stormwater management system. Stormwater drainage is provided by natural watercourses and roadside ditches and culverts.

## **COMMUNITY FACILITIES AND SERVICES**

### **Schools**

In 1994, the Town of Dover was served by three public high school districts—the Burlington District which served the southwestern portion of the Town and operated the Burlington High School in the City of Burlington; the Union Grove Union High School District which served the eastern portion of the Town and operated the Union Grove Union High School in the Village of Union Grove; and the Waterford Union High School District which served the northern portion of the Town and operated the Waterford Union High School in the Village of Waterford. In Addition, the Town of Dover was served by the County Schools Office of the Racine County Handicapped Children's Education Board. This office provided special education and related services to all the school districts in the Town.

A number of elementary schools served the Town of Dover. These include: Burlington Middle School and Waller Grade School, both located in the City of Burlington; Kansasville Grade School in the Town of Dover; North Cape Grade School in the Town of Raymond; Union Grove Grade School in the Village of Union Grove; Evergreen Elementary School, Fox River Middle School, and Maple View Elementary School, all in the Village of Waterford; and Yorkville Grade School in the Town of Yorkville.

One nonpublic school, St. Mary School, an elementary school, is also located in the Town of Dover.

### **Library Services**

There is no public library in the Town of Dover. However, the Town is served by the Lakeshore Library System. This system allows Dover residents to check out books and materials in all public libraries in Racine County as well as in many other libraries Statewide.

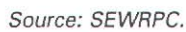
### **Fire Protection, Emergency Medical Services, and Police Service**

In 1994, fire protection service within the Town was provided by the Kansasville Fire Department. The fire station is located on STH 11 west of STH 75 in Kansasville.

With the exception of the northwest portion of the Town which was served by Village of Waterford Fire Department Ambulance Service, and the extreme western part of the Town served by the City of Burlington Fire and Rescue Department, emergency medical ser-



## EXISTING AND PLANNED SANITARY SEWER SERVICE IN THE TOWN OF DOVER: 1994



vices in the Town were provided largely by the Union Grove-Yorkville Fire and Rescue Department.

In 1994, police service in the Town was provided principally through the Racine County Sheriff's Department. Additional police support was provided by two elected constables, who serve as part-time employees of the Town.

### **Solid Waste Disposal**

In 1994, the Town relied on a private firm for removal and disposal of solid waste. In addition, the Town maintained a solid waste recycling and transfer station at the Town Hall. Town residents were responsible for conveying solid waste to this site for recycling and disposal. In 1994, there were no active landfill sites in the Town.

## **SUMMARY**

This chapter has presented a description of the existing land use pattern and other pertinent aspects of the man-made environment of the Town of Dover. A summary of the most important findings of this chapter follows.

1. Existing urban development within the Town of Dover includes a number of relatively densely developed residential areas around Eagle Lake; concentrations of residential and commercial uses in the old settlements of Beaumont and Rosewood; residential, commercial, and industrial uses in Kansasville; and institutional uses in the northwest and southeast portions of the Town. The Town also encompasses many environmentally significant wetland and woodland areas and relatively large blocks of farmland.
2. Urban land uses—consisting primarily of residential, commercial, industrial, recreational, governmental and institutional, and transportation uses—encompassed about 1,680 acres, representing about 7 percent of the total area of the Town of Dover, in 1990. Lands devoted to these urban uses increased by about 460 acres, or about 37 percent, between 1963 and 1990. Residential lands and transportation, communications and utility uses comprised the largest urban land use categories, encompassing about 1,370 acres, or 82 percent of all urban land, and 6 percent of the total area of the Town.
3. By 1990, 1,304 lots had been created through residential subdivision plats in the Town of Dover. Of these, about 580 remain vacant in 1990, of which about 45 percent are impacted by Federal and State wetland regulations.
4. Nonurban land uses—consisting of agricultural lands, wetlands, woodlands, other open lands, and surface water—comprised about 21,500 acres, or about 93 percent of the total area of the Town, in 1990. Nonurban lands decreased by about 460 acres, or 2 percent, between 1963 and 1990. Agricultural lands encompassed about 17,900 acres in the Town in 1990, accounting for about 83 percent of all nonurban land, and 77 percent of the total area of the Town. Of the 17,900 acres of agricultural lands, about 15,700 acres, or about 88 percent, were identified as prime agricultural lands in the Racine County farmland preservation plan.
5. Vehicular access to and within the Town is provided through the State and county trunk highways which comprise the arterial street and highway system and local collector and access streets. No significant highway improvements are planned in the Town.
6. Public sanitary sewer service is provided to the Town of Dover by Eagle Lake Sewer Utility District Treatment Plant and the Village of Union Grove Treatment Plant. The planned service area in the Town envisioned to be tributary to the Eagle Lake Sewer Utility District sewerage treatment plant encompasses about 3.0 square miles. Of this total area, 0.6 square mile, or 20 percent are currently provided with public sanitary sewer service. The sewer service area of the District also contains 1.3 square miles of environmentally significant lands. About 1.1 square miles of land thus remain available to accommodate new urban development within the planned sewer service area of the District

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## Chapter V

# EXISTING LAND USE REGULATIONS

## INTRODUCTION

Good community development depends not only on sound long-range planning at all levels of government, but on practical plan implementation as well. Zoning is one of the major plan implementation devices available to any community. The primary function of zoning should be to implement the community land use plan. A secondary function 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.

## ZONING

A zoning ordinance is a public law which regulates and restricts the use of private property in the public interest. A zoning ordinance divides a community into districts for the purpose of regulating the use of land and structures; the height, size, shape, and placement of structures; and the density of population. Zoning seeks to confine certain land uses to those areas of the community which are well 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; to reduce fire hazard; to prevent the overcrowding of land, traffic congestion, and the overloading of the utility systems. Zoning should also seek to protect and preserve the natural resource base.

A zoning ordinance typically consists of two parts: 1) a text setting forth regulations that apply to each of the various zoning districts, together with related procedural, administrative, and legal provisions; and 2) a map delineating the boundaries of the various districts to which the differing regulations apply.

The Town of Dover is under the jurisdiction of the Racine County general zoning and shoreland/floodplain zoning ordinance. The ordinance currently in effect was adopted by Racine County in 1982 and approved by the Town of Dover the same year.

The general zoning provisions of the County zoning ordinance are jointly administered by Racine County and the Town of Dover. As stipulated in Chapter 59 of

the Wisconsin Statutes, towns which are under the jurisdiction of a county zoning ordinance must be given the opportunity to review and comment upon all county proposed zoning amendments. If a town board formally disapproves a proposed zoning district boundary change within the town—or if a majority of towns disapprove a change in district regulations—a county may not approve the proposed zoning changes without revision. Conversely, zoning changes proposed by a town must also be formally approved by the county.

Under Wisconsin Statutes, counties are responsible for the zoning of shoreland areas within civil towns. Shoreland areas are defined in the Statutes as lands within the following distance from the ordinary high-water mark of navigable waters: one thousand feet from a lake, pond, or flowage; and three hundred feet from a river or stream or to the landward side of the floodplain, whichever distance is greater. Zoning amendments within shoreland areas do not require approval and are not subject to disapproval by town boards. In practice, however, Racine County and the Town of Dover act together to cooperatively implement zoning in the shoreland areas of the Town.

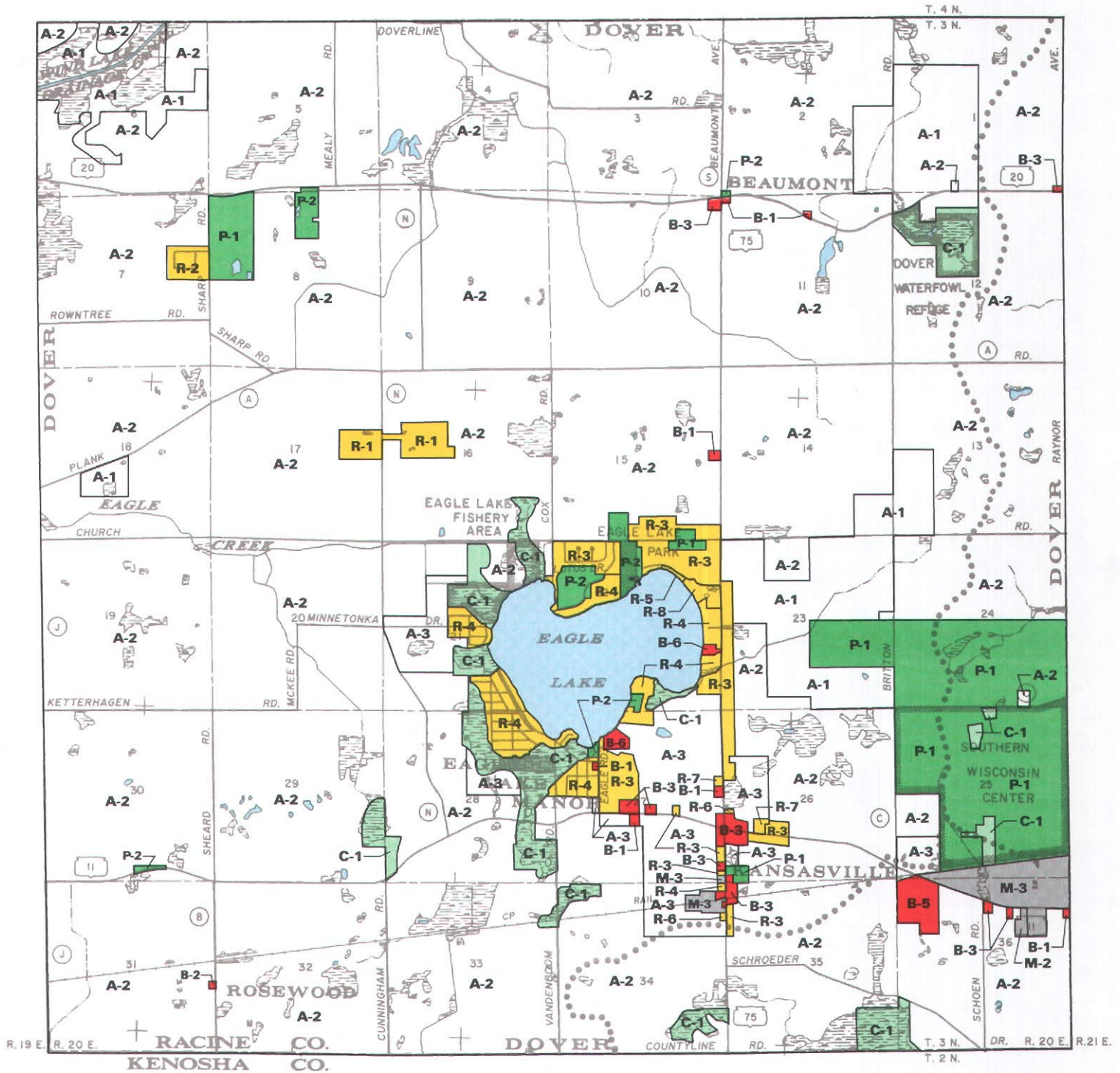
### Basic Zoning Districts

Existing (1994) zoning districts within the Town of Dover are shown on Map 22. The permitted uses and the lot size, width, and setback requirements for the various districts are summarized in Table 19. A tabular summary of the areal extent of the various districts is presented in Table 20.

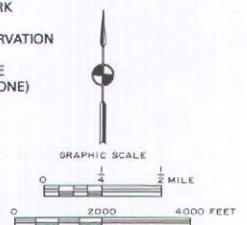
As indicated in Table 20, agricultural zoning as in place on about 20,210 acres—about 31.6 square miles—or about 87 percent of the total area of the Town. The A-1 General Farming I district, which establishes a minimum parcel size of 35 acres, has been applied to about 1,030 acres—about 1.6 square miles—or 5 percent of the total area of the Town. The A-2 General Farming and Residential II district, which establishes a minimum parcel size of 40,000 square feet, has been applied to about 18,500 acres—about 29 square miles—or 80 percent of the total area of the Town. The A-3 General Farming III district has been applied to about 670 acres—about one square mile—or 3 percent of the total area of the Town. The Wisconsin Farmland Preservation Program provides property tax relief in the form of State income tax credits



## EXISTING ZONING IN THE TOWN OF DOVER: 1994



R-1	COUNTRY ESTATE	R-6A	TWO - FAMILY RESIDENTIAL II (NONE)	B-7	ADULT ENTERTAINMENT BUSINESS (NONE)	P-1	INSTITUTIONAL PARK
R-2	SUBURBAN RESIDENTIAL, UNSEWERED	R-7	MULTI - FAMILY RESIDENTIAL	M-1	LIGHT INDUSTRIAL AND OFFICE (NONE)	P-2	RECREATIONAL PARK
R-2S	SUBURBAN RESIDENTIAL, SEWERED (NONE)	R-8	PLANNED RESIDENTIAL	M-2	GENERAL INDUSTRIAL AND OFFICE	C-1	RESOURCE CONSERVATION
R-3	SUBURBAN RESIDENTIAL, SEWERED	B-1	NEIGHBORHOOD BUSINESS	M-3	GENERAL INDUSTRIAL	C-2	UPLAND RESOURCE CONSERVATION (NONE)
R-3A	SUBURBAN RESIDENTIAL, SEWERED (NONE)	B-2	COMMUNITY BUSINESS	M-4	QUARRYING (NONE)		
R-4	URBAN RESIDENTIAL I	B-3	COMMERCIAL SERVICE	A-1	GENERAL FARMING I		
R-5	URBAN RESIDENTIAL II	B-4	PLANNED BUSINESS (NONE)	A-2	GENERAL FARMING AND RESIDENTIAL II		
R-5A	URBAN RESIDENTIAL III (NONE)	B-5	HIGHWAY BUSINESS	A-3	GENERAL FARMING III		
R-6	TWO - FAMILY RESIDENTIAL	B-6	WATER - ORIENTED BUSINESS	A-4	TRUCK FARMING RESIDENTIAL II (NONE)		



Source: SEWRPC.

Table 19

## SUMMARY OF BASIC ZONING REGULATIONS: RACINE COUNTY ORDINANCE

District	Typical Principal Uses	Typical Conditional Uses <sup>b,c</sup>	Minimum Lot Size		Minimum Yards <sup>a</sup>			Maximum Building Height (feet)
			Total Area	Total Width (feet)	Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	
R-1 Country Estate District	One-family dwellings on estate lots and sustained yield forestry	Stables, nurseries, orchards, riding trails, schools and churches	5 acres	300	100	50	100	35
R-2 Suburban Residential District (unsewered)	One-family dwellings on lots not served by public sanitary sewer	Schools and churches	40,000 square feet	150	50	15	50	35
R-2S Suburban Residential District (sewered)	One-family dwellings on larger lots served by public sanitary sewer	Schools and churches	40,000 square feet	150	50	15	50	28
R-3 Suburban Residential District (sewered)	One-family dwellings on lots served by public sanitary sewer	Schools and churches	20,000 square feet	100	50	10	50	35
R-3A Suburban Residential District (sewered)	One-family dwellings on lots served by public sanitary sewer	Schools and churches	13,500 square feet	90	35	10	50	35
R-4 Urban Residential District I	One-family dwellings on lots served by public sanitary sewer	Schools and churches	10,000 square feet	75	25	10	25	35
R-5 Urban Residential District II	One-family dwellings on lots served by public sanitary sewer	Schools and churches	7,200 square feet	60	25	10	25	35
R-5A Urban Residential District III	One-family dwellings on lots served by public sanitary sewer	Schools and churches	10,000 square feet	65	25	10	25	28
R-6 Two-Family Residential District	Two-family dwellings on lots served by public sanitary sewer	Rest homes, nursing homes, clinics, children's nurseries, schools and churches	10,000 square feet	100	25	10	25	35
R-6A Two-Family Residential District II	Two-family dwellings on lots served by public sanitary sewer	Rest homes, nursing homes, clinics, children's nurseries, schools and churches	20,000 square feet	100	50	10	50	28
R-7 Multi-Family Residential District	Multi-family dwellings, not to exceed 8 dwelling units per structure, on lots served by public sanitary sewer	Rest homes, nursing homes, clinics, children's nurseries, clubs, religious and charitable institutions, schools and churches	15,000 square feet <sup>d</sup>	120	35	20	50	35
R-8 Planned Residential District	Two-family dwellings, multi-family dwellings, and clustered one-family lot developments, all served by public sanitary sewer, and park land	Schools and churches	Varies <sup>e</sup>	Varies <sup>f</sup>	30	10	25	35
B-1 Neighborhood Business District	Neighborhood level retail and service	Residential quarters, heliports, bus and rail depots, vehicle sales, service stations, garages, taxi stands and public parking lots	15,000 square feet	75	25	10	25	35
B-2 Community Business District	All B-1 principal uses, and community level retail, office and service	Residential quarters, heliport, bus and rail depots, funeral homes, drive-in banks, vehicle sales, service stations, garages, taxi stands, and public parking lots	15,000 square feet	75	25	10	25	35

Table 19 (continued)

District	Typical Principal Uses	Typical Conditional Uses <sup>b,c</sup>	Minimum Lot Size		Minimum Yards <sup>a</sup>			Maximum Building Height (feet)
			Total Area	Total Width (feet)	Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	
B-3 Commercial Service District	All B-1 and B-2 principal uses, automotive sales and service, boat sales and service, bicycle sales and service, vending machine sales and service, animal hospitals, auction galleries, employment agencies, exterminating shops, motorcycle sales and service, private clubs and lodges, and taxidermists	Residential quarters, commercial recreation facilities, clubs, lodges, heliport, bus and rail depots, funeral homes, drive-in banks, self-service storage facilities, taxi stands and public parking lots	15,000 square feet	75	25	10	25	35
B-4 Planned Business District	All uses are conditional uses	All B-2 principal uses, residential quarters, commercial recreation facilities, heliport, bus and rail depots, drive-in banks, taxi stands and public parking lots	2 acres	200	80	10	40	45
B-5 Highway Business District	All uses are conditional uses	All B-1 principal uses, residential quarters, lodges, heliports, bus and rail depots, motels, funeral homes, drive-in banks, tourist homes, truck and bus terminals, self-service storage facilities, public parking lots, places of entertainment, commercial recreational facilities, drive-in theaters, taxi stands, and public parking lots	4 acres	400	100	40	40	35
B-6 Water-Oriented Business District	Water-oriented commercial uses such as bait shops, bath houses, fishing, boat sales, service and storage, boat launches, dance halls, hotels, motels, resorts, restaurants and taverns	Residential quarters, commercial recreation facilities, tourist homes, service stations, taxi stands and public parking lots	40,000 square feet	150	50	50	50	35
B-7 Adult Entertainment Business District	All uses are conditional uses	Adult bath houses, adult bookstores, adult video stores, adult modeling studios, massage parlors, cabaret, theaters and novelty shops	4 acres	400	100	40	40	35
M-1 Light Industrial and Office District	Offices, laboratories, training centers, wholesalers, light industrial plants	Restaurant, fueling stations, heliport, bus and rail depots	--	150	100/25 <sup>a</sup>	100/25 <sup>a</sup>	25	35
M-2 General Industrial District	All M-1 principal uses, additional light manufacturing, assembly and packaging	Restaurants, fueling stations, airstrips, animal hospitals, heliport, bus and rail depots, and self-service storage facilities	--	33	50	20	25	45
M-3 Heavy Industrial District	All M-1 and M-2 principal uses, heavy manufacturing	Same as M-2 District conditional uses	--	33	50	20	25	60
M-4 Quarrying District	Mineral extraction operations and concrete products manufacturing	--	--	--	200 <sup>b</sup>	200 <sup>b</sup>	200 <sup>c</sup>	45

Table 19 (continued)

District	Typical Principal Uses	Typical Conditional Uses <sup>b,c</sup>	Minimum Lot Size		Minimum Yards <sup>a</sup>			Maximum Building Height (feet)
			Total Area	Total Width (feet)	Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	
A-1 General Farming District I	Agriculture, farm dwellings associated to farming operations, roadside stands	Animal hospitals, commercial egg production, commercial raising of animals, creameries, airstrips, migratory laborers' housing, and sod farming	35 acres	--	100	100	100	50
A-2 General Farming and Residential District II	All A-1 principal uses, one and two-family dwellings	Same as A-1 District conditional uses, airport, airstrips, universities, hospitals, cemeteries, storage and maintenance of construction equipment	40,000 square feet	150	75	25	25	28
A-3 General Farming District III	All A-1 principal uses, holding district	Same as A-1 District conditional uses	35 acres	--	100	100	100	50
A-4 Truck Farming District	Greenhouses, nurseries, orchards, cash crops, roadside stands, farm dwellings associated to principal use	Animal hospitals, airstrips, universities, hospitals, and cemeteries	10 acres	300	50	15	50	50
P-1 Institutional Park District	Public and private institutional uses such as schools, colleges, hospitals, penal institutions, cemeteries and crematories	Airports, airstrips, and churches	20 acres	--	100	100	100	50
P-2 Recreational Park District	Public and private recreational uses such as arboreturns, fishing, boating, swimming, and recreational trails	Private recreational or assembly structures, golf courses, campgrounds, playgrounds, driving ranges, polo fields, swimming pools, zoological gardens, athletic fields, lodges, picnic areas, archery ranges, and firearm ranges	10 acres	--	100	100	100	35
C-1 Resource Conservation District	Fishing, floodwater storage, pedestrian and equestrian trails, fish hatcheries, hunting, navigation, preservation of scenic, historic and scientific areas, soil and water conservation practice, sustained yield forestry, stream bank and lake shore protection, wildlife areas	Drainageways, game farms, grazing, orchards, swimming, truck farming, and wild crop harvesting	N/A	N/A	N/A	N/A	N/A	N/A
C-2 Upland Resource Conservation District	Farming and related agricultural uses when conducted in accordance with soil conservation service standards; hunting and fishing; forest preservation; forest and game management; preservation of scenic, historic and scientific areas; park and recreation areas; arboreta; botanical gardens; one single-family dwelling	Hunting and fishing clubs; recreation camps, public or private campgrounds; gardening, tool, and storage sheds incidental to the residential use; general farm buildings, including barns, silos, sheds and storage bins; private garages and carports; and clustered residential developments	3 acres	300	100	25	100	28



## Footnotes to Table 19

<sup>a</sup>In addition to the street, side, and rear yards, most districts specify a minimum shore yard of 75 feet from the ordinary high water mark of any navigable water.

<sup>b</sup>Utilities are allowed as conditional uses in all districts provided all principal structures and uses are not less than 50 feet from any residential district lot line.

<sup>c</sup>Governmental and cultural uses such as fire and police stations, community centers, libraries, public emergency shelters, parks and museums are allowed as conditional uses in all but the C-1, M-4 and agricultural districts.

<sup>d</sup>No less than 2,000 square feet per efficiency unit; 2,500 square feet per 1-bedroom unit, and 3,000 square feet per 2 or more bedroom unit.

<sup>e</sup>4,000 square feet per row-house; 8,000 square feet for one-family dwellings.

<sup>f</sup>120 feet for 1½-story row-houses; 65 feet for one-family dwellings.

<sup>g</sup>The first figure indicates minimum setback when adjacent to residential districts or opposite a more restrictive district; the second figure is the minimum setback in other cases.

<sup>h</sup>Extractive operations must be set back at least 200 feet from any road right-of-way or property line; accessory uses must be set back at least 100 feet.

Source: Racine County and SEWRPC.

to eligible farmland owners. Zoning certificates issued by the Racine County Department of Planning and Development indicate that in 1994 two landowners claimed farmland preservation tax credits on farmland encompassing a total of about 370 acres.

About 510 acres—about 0.8 square mile—or about 2 percent of the total area of the Town, have been placed in C-1 Resource Conservation district to protect the underlying natural resource base.

The balance of the Town has been, placed in various residential, commercial, industrial, and institutional or park-recreational districts. Specifically, about 620 acres, representing about 3 percent of the Town, have been placed in residential zoning districts; about 110 acres, or less than one percent of the Town, have been placed in commercial districts; about 150 acres, or less than 1 percent of the Town, have been placed in manufacturing districts; and about 1,050 acres, or about 5 percent of the Town, have been placed in institutional or park-recreational districts.

### Overlay Zoning Districts

As indicated in Table 20, the County zoning ordinance includes nine overlay districts. Just two of these, the GFO-General Floodplain Overlay District, and the SWO-Shoreland Wetland Overlay District, are currently applied within the Town of Dover.

The GFO district is intended to prevent development in flood hazard areas, as well as to protect the floodwater conveyance and storage capacity of the floodplains. County floodplain regulations apply to all lands within the 100-year recurrence interval flood hazard area (see Map 11 in Chapter III). Such areas encompass about 1,740 acres—about 2.7 square miles—or 7 percent of the Town. The existing floodplain regulations prohibit virtually all new structures within the floodplain, including the floodway and flood fringe areas, in accordance with sound floodland management practice.

The SWO District is intended to protect wetland resources within the regulatory shoreland jurisdictional area. The establishment of a shoreland-wetland zoning district is required under Chapter NR 115 of the Wisconsin Administrative Code. Generally permitted uses in the overlay district must be carried out without filling, flooding, draining, dredging, or other disturbing of the wetland resources.

Racine County, under NR 115, has the authority to solely and directly regulate activities in shoreland-wetland areas. These areas are defined as wetlands five acres or larger in size laying within the previously defined shoreland areas. For the purpose of this ordinance, rivers and streams are presumed to be navigable if they are designated as either continuous or intermittent waterways on the United States Geological Survey quadrangle maps until such time that the

Table 20

## EXISTING ZONING IN THE TOWN OF DOVER: 1994

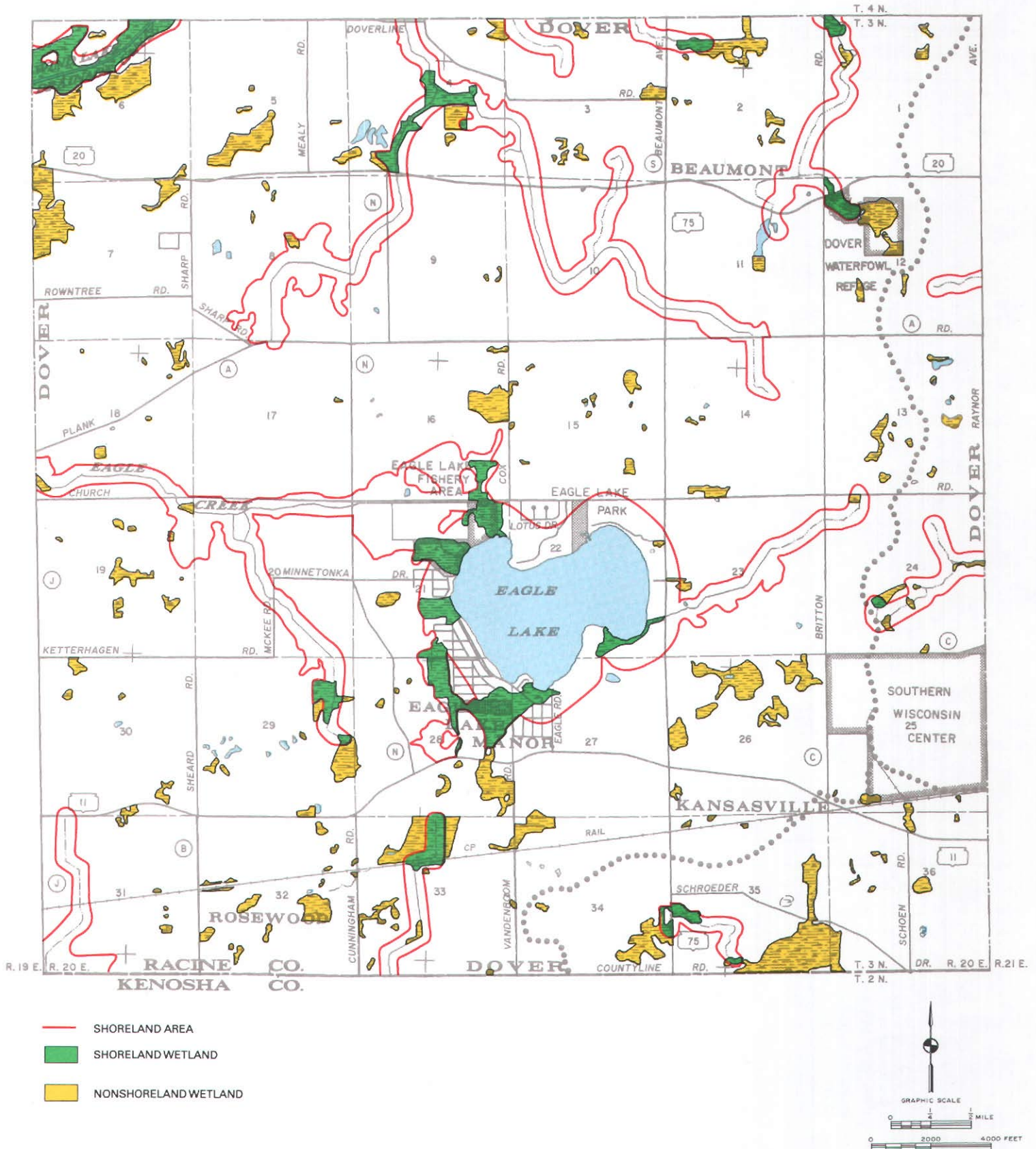
District Type		District Name		Area (Acres)	Percent of Total
Basic Districts	Residential	R-1	Country Estate	61	0.3
		R-2	Suburban Residential - Unsewered	30	0.1
		R-2S	Suburban Residential - Sewered	0	0.0
		R-3	Suburban Residential - Sewered	269	1.2
		R-3A	Suburban Residential - Sewered	0	0.0
		R-4	Urban Residential I	237	1.0
		R-5	Urban Residential II	3	0.0
		R-5A	Urban Residential III	0	0.0
		R-6	Two-Family Residential	2	0.0
		R-6A	Two-Family Residential II	0	0.0
		R-7	Multi-Family Residential	7	0.0
		R-8	Planned Residential	11	0.1
		Subtotal		620	2.7
	Commercial	B-1	Neighborhood Business	9	0.0
		B-2	Community Business	1	0.0
		B-3	Commercial Service	45	0.2
		B-4	Planned Business	0	0.0
		B-5	Highway Business	45	0.2
		B-6	Water-Oriented Business	12	0.1
		B-7	Adult Entertainment Business	0	0.0
		Subtotal		112	0.5
	Industrial	M-1	Light Industrial and Office	0	0.0
		M-2	General Industrial	6	0.0
		M-3	Heavy Industrial	143	0.6
		M-4	Quarrying	0	0.0
		Subtotal		149	0.6
	Agricultural	A-1	General Farming I	1,032	4.5
		A-2	General Farming and Residential II	18,501	79.9
		A-3	General Farming III	673	2.9
		A-4	Truck Farming	0	0.0
		Subtotal		20,206	87.3
	Public	P-1	Institutional Park	951	4.1
		P-2	Recreational Park	100	0.4
		Subtotal		1,051	4.5
	Conservancy	C-1	Resource Conservation	509	2.2
		C-2	Upland Resource Conservation	0	0.0
		Surface water not included in Basic Zoning District <sup>a</sup>		520	2.2
	--	Total Town		23,167	100.0
Overlay Districts	--	FW	Urban Floodway	0	0.0
		FCO	Urban Floodplain Conservancy	0	0.0
		FFO	Urban Floodplain Fringe	0	0.0
		GFO	General Floodplain	1,740	7.5
		APD	Airport Protection	0	0.0
		SSO	Structural Setback	0	0.0
		NSO	Nonstructural Setback	0	0.0
		SWO	Shoreland Wetland	460	2.0
		PUD	Planned Unit Development	0	0.0

<sup>a</sup>Includes Eagle Lake.

Source: SEWRPC.

Map 23

SHORELAND AREAS IN THE TOWN OF DOVER



Wisconsin Department of Natural Resources has made a determination that the waterway is not, in fact, navigable. It should be noted that the shoreland areas which may be associated with ponds because the determination of the navigability of ponds is subject to a site specific analysis by the Wisconsin Department of Natural Resources.

Wetlands subject to SWO District zoning are shown on Map 23. These wetlands encompass about 460 acres—about 0.7 square mile—or about 2 percent of the Town and about 35 percent of the wetlands in the Town. Non-shoreland wetlands are also shown on Map 23. These wetlands encompass about 855 acres—1.3 square miles—or about 4 percent of the Town and about 65 percent of the wetlands in the Town. These wetlands, although not subject to regulations through NR 115, along with shoreland wetlands, are subject to other State and Federal regulations discussed later in this chapter.

It should be noted that when a more restrictive overlay district is in place, e.g., GFO, SWO, the restrictions of the overlay district would supersede the requirements of the basic underlying districts.

While not currently mapped within the Town of Dover, Racine County also has a Planned Unit Development Overlay District (P.U.D.), which may be applied to lands in the Town, on a case-by-case basis when appropriate. This district is intended to permit developments that will, over a period of time, be enhanced by coordinated site planning and diversified location of structures. Such developments are intended to provide a safe and efficient system for pedestrian and vehicle traffic, to provide attractive recreation and open spaces as integral parts of the developments, to enable economic design in the location of public and private utilities and community facilities, and to ensure adequate standards of construction and planning.

## **LAND SUBDIVISION AND LAND IMPROVEMENT REGULATIONS**

The division and improvement of land in the Town of Dover is governed by the State of Wisconsin Statutes, the Racine County Land Division Control Ordinance, the Town of Dover Land Division Ordinance, and by the extraterritorial plat review authority of the Villages of Union Grove and Waterford.

Chapter 236 of the Wisconsin Statutes sets forth general regulations governing the platting of land, including, among others, street layout requirements, necessary approvals, recording procedure and the vacating and

altering of plats. The statutes also grant authority to local government units such as Racine County to review the plat with respect to local plans or official maps, area-wide water quality management plans, shoreland management regulations, storm water runoff, topography and appropriate lot layouts and street patterns.

The Racine County Land Division Control Ordinance further details the review requirements of those factors designated by the State for local review. It also defines a land subdivision as the division of land for the purpose of transfer of ownership or building development where the act of division creates five or more parcels or building sites of three acres each or less in area; or where the act of division creates five or more parcels or building sites of three acres each or less in area by successive division within a period of five years. The land division ordinance sets forth procedures to be followed in the submittal and review of preliminary and final subdivision plats by the County and establishes certain basic design standards as noted previously. Under the County ordinance, certain improvement requirements, such as those pertaining to road surfacing and to the installation of curbs and gutters, sidewalks, and street lamps, are left to the determination of the town boards of the respective towns.

Importantly, however, the County land division control ordinance does not apply to divisions of tracts of land resulting in the creation of parcels larger than three acres, nor does the ordinance apply to land divisions which result in the creation of up to four parcels or building sites of any size. Racine County, therefore, does not review minor land division by certified survey maps, resulting in the potential for the creation of new parcels which may not conform to the requirements of the County zoning ordinance.

The Town of Dover Land Division Control Ordinance includes not only the same guidelines and procedures as the County ordinance, but also includes sections on sidewalks, streets, park dedication and construction site erosion control, and does apply to minor land divisions not covered by the County ordinance.

Section 7 of the Town ordinance regulates the dedication and construction of all streets and highways to be accepted by the Town as public ways. The ordinance requires a minimum right-of-way of 66 feet for all streets and highways. It requires a minimum roadway surface of 22 feet in width.

Sections 2.03 and 7.10, and 10.06 of the Town ordinance established a park land dedication, or fee in lieu of dedication, requirement for land subdivisions. The ordi-



nance indicates that upon request of the Town Board, the subdivider shall provide and dedicate to the public, adequate land to provide for the park and recreation needs of the subdivision. The amount of land to be provided is one acre for each 50 proposed dwelling units or, in lieu of lands, the amount of \$250 for each dwelling unit/lot within the plat.

It is the practice of the Town to require a developer's agreement between the Town and subdivider specifying the land dedication or fee in lieu of dedication requirements, time schedule for installation of required street and drainage improvements, and financial guarantees to ensure that the developer will pay for all required improvements.

As provided by the Wisconsin Statutes, the Villages of Union Grove and Waterford exercise extraterritorial plat review authority in unincorporated areas within one and one-half miles of the corporate limits of the Villages of Union Grove and Waterford. Plats in the Town of Dover located in the extraterritorial platting jurisdiction of these communities are subject to approval by those municipalities.

## **RACINE COUNTY SANITARY CODE**

The Racine County sanitary code and private sewage system ordinance regulates the location, design, construction, alteration, and maintenance of all private waste disposal systems. The private sewage system regulations apply throughout the County and are listed in Chapter 19, "Utilities," of the Racine County Code of Ordinances.

Under the sanitary code, a holding tank may be installed in the case of the failure of a conventional private sewage system or mound system. Before obtaining permission for a holding tank, however, the applicant must have exhausted all alternative means of private sewage treatment, such as construction of a mound system.

## **FEDERAL WETLAND REGULATIONS**

Section 404 of the Federal Clean Water Act requires the U. S. Department of the Army, Corps of Engineers, working in cooperation with the U. S. Environmental Protection Agency, to regulate the discharge of dredged and fill materials into waters of the United States, including lakes, rivers, and wetlands. In carrying out this responsibility, the Corps of Engineers identifies waters of the United States including wetlands, and determines when permits are required for the discharge

of dredged and fill materials. Some silviculture, mining, and agricultural activities in water and wetland areas may be exempt from the individual permit requirement; and certain minor activities, such as boat ramp construction and shore stabilization, may be undertaken under a pre-approved general or nationwide permit.

Under the provisions of Section 401 of the Clean Water Act, the issuance of Federal permits must be consistent with State water quality policies and standards.

## **OTHER STATE RESOURCE REGULATORY PROGRAMS**

Chapter NR 103 of the Wisconsin Administrative Code establishes water quality standards for wetlands. These standards, like the more general policies set forth for wetlands protection under Chapter NR 1.95, are applied by the Wisconsin Department of Natural Resources in all decision making under existing State authority and in State review for certification of Section 404 permits. The water quality standards for wetlands are intended to provide protection of all waters of the State, including wetlands, for all present and potential future uses, such as for public and private water supply; for use by fish and other aquatic life, as well as wild and domestic animals; for preservation of natural flora and fauna; for domestic and recreational uses; and for agricultural, commercial, industrial, and other uses. In cases where State certification is denied, the U. S. Department of the Army permit would also be denied.

Chapters NR 110 and Comm 82 of the Wisconsin Administrative Code require that the Wisconsin Department of Natural Resources, in its regulation of public sanitary sewers, and the Wisconsin Department of Commerce, in its regulation of private sanitary sewers, make a finding that all proposed sanitary sewer extensions are in conformance with adopted areawide water quality management plans and the sanitary sewer service areas identified in such plans. If a locally proposed sanitary sewer extension is designed to serve areas not recommended for sewer service in an areawide water quality management plan, the State agencies concerned must deny approval of the extension. More specifically, the State agency concerned must make a finding that the area proposed to be served is located 1) within an approved sewer service area; and 2) outside of areas having physical or environmental constraints which, if developed, would have adverse water quality impacts. Areas having such physical or environmental constraints may include wetlands, shorelands, floodways and floodplains, steep slopes, highly erodible soils and other limit-

ing soil types, and groundwater recharge areas. In the Town of Dover, these areas are generally found within the environmental corridors as identified on Map 17 in Chapter III.

## SUMMARY

This chapter has presented a description of those regulations which have a direct bearing on the use of land in the Town of Dover. A summary of the major findings of this chapter follows:

1. The Town of Dover is under the jurisdiction of the Racine County general zoning and shoreland/floodplain zoning ordinance. The general zoning provisions are administered jointly by Racine County and the Town of Dover. Under county-town general zoning in Wisconsin, towns must be given the opportunity to review and comment upon all County proposed zoning amendments. If a town board formally disapproves a proposed zoning district boundary change, or if a majority of towns disapprove a proposed change in district regulations, a county may not approve the proposed amendment without revision. Under Wisconsin Statutes, counties are solely responsible for the zoning of shoreland areas within civil towns. Zoning amendments within shoreland areas do not require approval and are not subject to disapproval by town boards. In practice, however, Racine County and the Town of Dover act together to cooperatively implement zoning in the shoreland areas.
2. In 1994, lands in the Town of Dover were zoned for major land use categories as follows: agricultural—20,210 acres, or 87.3 percent of the total area of the Town; conservancy district—510 acres, or 2.2 percent; residential—620 acres, or 2.7 percent; commercial—110 acres, or less than 1 percent; manufacturing—150 acres, or less than 1 percent; institutional—950 acres, or 4.1 percent; and recreational—100 acres, or less than 1 percent.
3. County floodplain regulations apply to all lands within the 100-year recurrence interval flood hazard area; such areas encompass about 1,740 acres, or 7 percent of the Town. The existing floodplain regulations prohibit virtually all new structures throughout the floodplain, in accordance with sound floodland management practice.
4. In addition to State statutes governing land divisions, the division and improvement of land in the Town is also governed by the Racine County Land Division Control Ordinance and the Town of Dover Land Division Ordinance. The County Land Division Control Ordinance sets forth procedures to be followed in the preparation of preliminary and final subdivision plats and establishes certain basic design standards. Under that ordinance, basic improvement requirements, such as those pertaining to road surfacing and to the installation of curbs and gutters, sidewalks, and street lamps, are left to the determination of the town boards of the respective towns. The Town of Dover Land Division Ordinance includes not only the same guidelines and procedures as the County ordinance but also regulates the dedication and construction of streets and highways to be accepted by the Town as public ways. The Town Ordinance also establishes a park land dedication, or fee in lieu of dedication, requirement for land subdivisions.
5. The discharge of dredged and fill materials into waters of the United States, including certain wetlands, is regulated by the U. S. Department of the Army, Corps of Engineers under Section 404 of the Federal Clean Water Act. The issuance of Federal permits for the discharge of dredged or fill materials into surface water and wetland areas must be consistent with State water quality policies and standards.
6. A number of policies and regulatory programs of the State of Wisconsin have a direct bearing on the use of land and water resources in the Town. Under Chapter NR 103 of the Wisconsin Administrative Code, the Wisconsin Department of Natural Resources is responsible for the protection of the function of wetlands. Under Chapters NR 110 and Comm 82, the State has the responsibility to ensure that those resources located in the urban and urbanizing areas of the State served by sanitary sewer are protected, thereby assuring the maintenance of water quality within the State.

County shoreland-wetland regulations apply to wetlands five acres or larger in size within the designated shoreland areas. These shoreland wetlands encompass 460 acres, or about 2 percent of the Town and about 35 percent of the wetlands in the Town. However, all wetlands in the Town are subject to State and Federal regulations.

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## Chapter VI

# LAND USE PLAN

## INTRODUCTION

A land use plan is an official statement setting forth a municipality's major objectives concerning the desirable physical, economic, and social development of the community. The land use plan for the Town of Dover, as set forth in this report, consists of recommendations for the type, amount, and spatial location of the various land uses required to serve the needs of the residents of the Town to the year 2020. The plan is intended to be used as a tool to help guide the physical development of the community into a more efficient and attractive pattern and to promote the public health, safety, and general welfare.

The land use plan for the Town of Dover represents a refinement of the adopted regional land use plan. The regional land use plan, and, as a consequence, the land use plan for the Town of Dover, recognizes not only the effects and importance of the urban land market in shaping land use patterns, but also seeks to influence the operation of that market in order to achieve a more healthful, attractive, and efficient settlement pattern. Thus, like the regional land use plan, the Town of Dover land use plan seeks to accommodate new intensive urban development only in those areas which are not subject to such environmental hazards as flooding and steep topography and which can be readily served by such essential public services as centralized sanitary sewer; discourages intensive and incompatible urban development from occurring in primary environmental corridors and other environmentally significant lands; and, to the extent practicable, preserves the most productive farmlands in the Town.

The land use plan should 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 any development proposal, whether privately or publicly advanced, to the overall physical development of the entire community, as well as consideration of the infrastructure provided to service the physical development.

The land use plan is a long-range plan, providing a means of relating day-to-day development decisions to long-range development needs in order to coordinate development through time and to ensure that today's decisions will lead toward tomorrow's goals. In the case of the Town of Dover, the land use plan is designed for a planning period extending to the year 2020. In this way, the plan is intended to provide for the future as well as present needs of the Town.

The land use plan, however, should not be considered as a rigid and unchangeable pattern to which all development proposals must conform, but rather as a flexible 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.

The first section of this chapter presents the Town of Dover plan determinants, including a set of objectives intended to guide the preparation of the plan; consideration of an urban service area for the Town; and forecast population, household, and employment levels for the Town to the plan design year 2020. The second section of this chapter presents the land use plan for the Town designed in accordance with the aforementioned plan determinants.

## PLAN DETERMINANTS

### Objectives and Standards

The preparation of the Town of Dover Land Use Plan was guided by the Town of Dover Land Use Plan Committee. The membership of that Committee was comprised of both public officials and private citizens representing a variety of interests, including those of business and industry, including agriculture; of education; and of the general public. The full Committee membership is set forth on the inside front cover of this report.



Land use concerns identified at a series of meetings of that Committee, together with pertinent issues identified in the Town of Dover Community Survey conducted by the University of Wisconsin Extension in 1991, were used to develop a set of land use development objectives for the Town. Such objectives relate to the allocation and distribution of the various land uses and the provision of community facilities and supporting services to meet the needs of the existing and probable future resident population of the Town to the plan design year 2020, as well as the protection of the natural resource base, and the preservation of agricultural lands.

The land use plan for the Town of Dover is intended to achieve the following objectives:

- To provide a balanced allocation of space to each of the various land uses in order to meet the social, physical, and economic needs of the Town.
- To achieve a harmonious adjustment and logical relationship between existing and new land uses.
- To achieve a spatial distribution of the various land uses which is properly related to the existing and planned transportation, utility, and community facility systems in order to assure the economical provision of public services.
- 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.
- To preserve the most productive farmlands within the Town and to thereby provide an agricultural reserve for future generations, to protect the agricultural economy of the Town, and to preserve the rural character of its farming areas.
- To preserve the remaining primary environmental corridor lands in the Town and, to the extent practicable, to preserve the remaining secondary environmental corridor lands and isolated natural resource areas in the Town in order to maintain the overall quality of the environment; to provide opportunities for recreational and educational activities; to avoid serious environmental and developmental problems.

- To accommodate new residential development outside of the planned urban area at rural densities—a minimum of three acres per dwelling unit—in areas identified as agricultural and open lands.

Table 21 presents a set of urban land use standards for the Town of Dover, which are intended to support the aforelisted land use development objectives. These standards were adapted for the Town from standards developed and used by the Regional Planning Commission in the preparation of the regional land use plan.

#### **Town of Dover Urban Service Area**

The Town of Dover Land Use Plan Committee identified a planned urban service area for the Town that was based upon the sanitary sewer service area boundary identified in SEWRPC Community Assistance Planning Report No. 206, *Sanitary Sewer Service Area for the Eagle Lake Sewer Utility District*, as amended in 1998, and the existing Eagle Lake Sewer Utility District boundary. The Committee further recommended that the planned population level for that defined urban service area<sup>1</sup> should not exceed the capacity of the existing sewerage system serving that area.

An analysis of the Eagle Lake Sewer Utility District sewerage system components indicated that the system can accommodate a resident population of approximately 2,200 persons. Increases in planned population above the 2,200 level would require significant and costly modifications to the Eagle Lake Sewer Utility pumping stations and to the sewage treatment plant itself.

#### **Future Population, Household, and Employment Levels**

The range of resident population levels envisioned in the Town of Dover under the alternative future land use plans prepared by the 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 2020 population levels for the Town would range from about 3,840 persons under the intermediate-growth centralized regional plan, to about 5,450 persons under the high-growth decentralized alternative. Current growth trends in the Town, indicate that the year 2020 population

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<sup>1</sup>The sanitary sewer service area for Eagle Lake identified in the land use plan is a modification of the currently adopted sewer service area. The proposed changes should be taken into consideration in the next reevaluation of the Eagle Lake sewer service area plan.

Table 21

## URBAN LAND USE STANDARDS FOR THE TOWN OF DOVER

Land Use Category	Development Standard (gross acres <sup>a</sup> )
Residential	
Suburban-density (0.3-0.6 housing unit per net residential acre).....	183 acres per 100 housing units <sup>b</sup>
Low-density (0.7-1.1 housing units per net residential acre) .....	115 acres per 100 housing units <sup>c</sup>
Medium-low-density (1.2-2.2 housing units per net residential acre) .....	57 acres per 100 housing units <sup>d</sup>
Medium-density (2.3-6.9 housing units per net residential acre) .....	40 acres per 100 housing units <sup>e</sup>
Commercial	
Neighborhood Retail and Service Center .....	5-15 acres for population of 4,000 to 10,000 persons
Public Outdoor Recreation Sites	
State and County Sites .....	Sites to be provided in accordance with the Racine County park and open space plan
Town Park Site .....	25 acres

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

<sup>b</sup>Assumes 1.5-acre residential lots.

<sup>c</sup>Assumes 40,000-square-foot residential lots.

<sup>d</sup>Assumes 20,000-square-foot residential lots.

<sup>e</sup>Assumes 13,500-square-foot residential lots.

Source: SEWRPC.

level in the Town would fall within the range of population levels envisioned under the regional plan alternatives. Taking into consideration current development trends (see Table 8, Chapter II), and the planned residential densities of the remaining developable lands in the defined urban service area, the Town could achieve a resident population level of about 4,900 persons by the year 2020, an increase of approximately 1,300 persons, or about 36 percent over the 1990 level. Of the approximately 1,300-person increase, about 900 persons, or about 70 percent, are envisioned to occur within the Eagle Lake planned urban service area. It should be noted that in determining the population level which could be accommodated within the defined urban service area, it was assumed that the Eagle Lake Manor, Eagle Lake Terrace, Island, and Pan Yack Park subdivisions could be considered fully developed; that areas having soils with severe limitations for residential development would not be developed;<sup>2</sup> that 3 percent of the year-round housing

stock would be unoccupied at any given time; that 50 percent of the existing seasonal housing units would be unoccupied at any given time; and that 20 percent of the developable land acreage would remain undeveloped, reflecting the working of a competitive urban land market. The plan design also recognized that some additional population increase may occur outside of the Eagle Lake planned urban service area. In those areas, the resident population may be expected to increase by about 400 persons, or about an 18 percent over the 1990 level.

It is anticipated that approximately 520 additional housing units will have to be added to the 1990 stock of 1,033 housing units in the Town to accommodate the anticipated increases in population and households. Of the 520 additional housing units, about 320, or about 62 percent, would be located in the Eagle Lake planned urban service area; and about 200, or about 38 percent, would be located in areas outside of the Eagle Lake planned urban service area (see Table 22).

Employment levels in the Town may be expected to increase by about 600 jobs, or about 25 percent, from 2,390 jobs in 1990 to about 3,000 jobs in 2020. It should

<sup>2</sup> Approximately 130 acres, or about 23 percent of lands available for new urban development within the Eagle Lake planned urban service area, contain soils with severe limitations for residential development (see Map 6, Chapter III).

Table 22

## POPULATION AND HOUSEHOLDS FOR THE TOWN OF DOVER: 1990 AND 2020

Condition	Population			Households		
	Within Eagle Lake Planned Urban Area	Outside Eagle Lake Planned Urban Area	Total	Within Eagle Lake Planned Urban Area	Outside Eagle Lake Planned Urban Area	Total
Existing 1990 .....	1,392	2,239	3,631	522	511	1,033
Planned 2020 .....	2,282	2,647	4,929	842	711	1,553
Change: 1990-2020						
Number .....	890	408	1,298	320	200	520
Percent .....	63.9	18.2	35.7	61.3	39.1	50.3

Source: SEWRPC.

be noted that of the increase of approximately 600 jobs, about 450, or 75 percent, would be attendant to expansion of industrial uses on lands currently zoned for such uses within the Union Grove urban service area in the southeastern portion of the Town.

## PUBLIC INFORMATIONAL MEETING

The recommended land use plan for the Town of Dover was presented in preliminary form at public informational meetings held at the Town Hall on July 13, 1996, and December 11, 1997. Public hearings on the plan were held at the Town Hall on July 17, 1996, and December 16, 1997.

Based upon comments received at the public informational meetings and public hearings and upon the careful consideration of those comments by the Town Land Use Plan Committee, the following changes to the preliminary plan were made:

- The recommended use of all lands identified as prime agricultural lands or other agricultural, rural residential, and open land was changed to agricultural, rural residential, and open lands.
- The recommended use of about 15 acres in the southwest quadrant of the intersection of STH 11 and STH 75 was changed from medium density residential and agricultural, rural residential, and open land to commercial.
- The recommended use of about 70 acres in the southeast quadrant of STH 75 and STH 11 was changed from agricultural, rural residential, and open land to low-density residential.
- The recommended density for rural residential development in agricultural, rural residential, and open land was changed from five acres or more per dwelling unit to three acres or more per dwelling unit.
- A separate map showing the arterial street and highway system plan was added to the plan report.
- The recommended zoning district map and associated text was deleted from the plan report.
- A recommendation was added to the plan report that the Town require cluster development designs for developments in rural areas, which would preserve at least 60 percent of the open space, or require the developer to demonstrate why a cluster design would not be appropriate for the parcel proposed to be developed.
- A recommendation was added to the plan report that the Town have the option to require sketch plans when reviewing minor land divisions to show how the remainder of the parcel would be developed in the future.

These changes were incorporated into the recommended land use plan for the Town of Dover. The recommended plan is described in the following sections of this chapter.

## RECOMMENDED LAND USE PLAN FOR THE TOWN OF DOVER

The recommended land use plan for the Town of Dover is presented graphically on Map 24. Quantitative data relative to the plan are provided in Table 23. The plan was developed to accommodate the envisioned increase in population, household, and employment levels in accordance with the previously identified plan determinants. The Town land use plan seeks to encourage new intensive urban development within the identified planned urban service area; it envisions that new residential development outside of the planned urban service area would occur primarily at rural densities; and calls for the preservation of primary environmental corridors and most of the productive farmlands within the Town.

### Residential Development

Proper consideration of the land use plan requires an understanding of the residential density concepts involved. The adopted regional plan defines "urban" residential development as development at densities of less than five acres per dwelling unit; while "rural" residential development is defined as development at densities of five acres or greater per dwelling unit. The staff recommended that these same guidelines be used in the development of the land use plan for the Town of Dover. Upon careful consideration of this matter, taking into account community objectives, the Committee recommended that for purposes of this study, "urban" residential development should be defined as development at densities of less than three acres per dwelling unit; while "rural" residential development should be defined as development at densities of three acres or greater per dwelling unit, contrary to staff recommendations. Urban residential development was further classified as "suburban-density" development, with lot sizes ranging from about 1.5 acres to three acres; "low-density" development, with lot sizes ranging from about 40,000 square feet to 1.5 acres; "medium-low-density" development, with lot sizes ranging from about 19,000 square feet to about 40,000 square feet; and "medium-density" development, with lot sizes

ranging from about 6,200 square feet to about 19,000 square feet.<sup>3</sup>

Under the plan, additional urban residential land uses would be created through the infilling of existing vacant residential lots in areas already committed to such use throughout the Town, as well as on vacant developable land in designated residential areas located within the Eagle Lake planned urban service area. As set forth in Table 23, urban residential land uses in the Town of Dover totaled 605 acres, or about 3 percent of the Town, in 1990. By the year 2020, urban residential lands within the Town are anticipated to increase by about 545 acres, or about 90 percent, and thus, by the year 2020, would total about 1,150 acres, or about 5 percent of the total area of the Town. About 510 acres, or 94 percent of the 545 acres of new urban residential land envisioned to occur in the Town over the 1990 to 2020 time period are—consistent with plan objectives—anticipated to occur within the Eagle Lake planned urban service area. Map 24 and Table 23 also indicate the amount and spatial distribution of urban residential land by residential density category. These residential density categories are intended to reflect the overall density within a given area. The specific residential density category identified could be comprised of an appropriate mix of housing types and styles, including single-family, two-family, and multi-family structures subject to appropriate zoning.

Under the plan, rural residential development could be accommodated on lands identified as "agricultural, rural residential and open land," as described later in this chapter.

### Commercial and Industrial Development

The land use plan envisions the following with respect to commercial and industrial development within the Town:

1. Additional commercial land uses in the Town would be created through the development of those lands currently zoned for commercial use and through the development of a neighborhood shopping center by expansion of the existing commercial

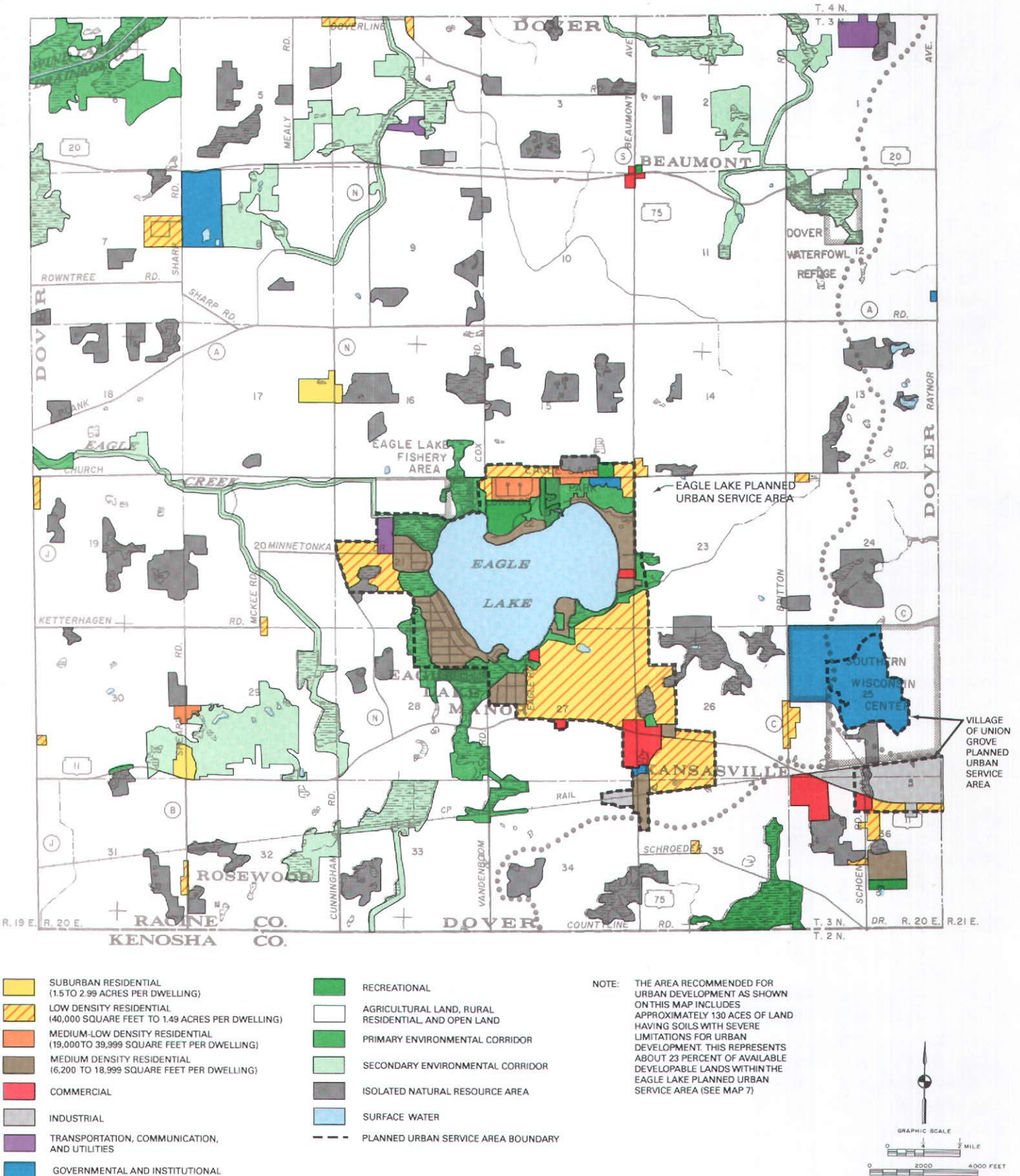
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<sup>3</sup>Urban residential development also includes "high-density" development, which provides 2,400 to 6,200 square feet of lot area per dwelling unit. No high-density residential development exists, or is expected to exist, within the Town.



Map 24

RECOMMENDED LAND USE PLAN FOR THE TOWN OF DOVER: 2020



Source: SEWRPC.

Table 23

## PLANNED LAND USE IN THE TOWN OF DOVER: 2020

Land Use Category*	1990				Planned Change: 1990-2020				2020			
	Acres			Percent of Total	Acres			Percent	Acres			Percent of Total
	Within Eagle Lake Planned Urban Area	Outside Eagle Lake Planned Urban Area	Total		Within Eagle Lake Planned Urban Area	Outside Eagle Lake Planned Urban Area	Total		Within Eagle Lake Planned Urban Area	Outside Eagle Lake Planned Urban Area	Total	
Urban												
Residential												
Suburban-density (1.5 to 2.99 acres per dwelling).....	--	30	30	0.1	--	15	15	50.0	--	45	45	0.2
Low-density (40,000 square feet to 1.49 acres per dwelling) .....	39	239	278	1.2	496	17	513	184.5	535	256	791	3.4
Medium-low-density (19,000 to 39,999 square feet per dwelling) .....	28	13	41	0.2	15	--	15	36.6	43	13	56	0.2
Medium-density (6,200-18,999 ... square feet per dwelling) .....	227	29	256	1.1	1	--	1	0.4	228	29	257	1.1
Urban Residential Subtotal	294	311	605	2.6	512	32	544	89.9	806	343	1,149	4.9
Commercial .....	22	7	29	0.1	28	40	68	234.5	50	47	97	0.4
Industrial .....	17	12	29	0.1	--	102	102	351.7	17	114	131	0.6
Governmental and Institutional .....	7	249	256	1.1	--	105	105	41.0	7	354	361	1.5
Recreational .....	65	21	86	0.4	25	--	25	29.1	90	21	111	0.5
Other Urban .....	20	105	125	0.6	--	--	--	--	20	105	125	0.6
Urban Subtotal	425	705	1,130	4.9	565	279	844	74.7	990	984	1,974	8.5
Nonurban												
Agricultural, Rural Residential, and Open Lands .....	569	17,874	18,443	79.6	-569	-284	-853	4.6	--	17,590	17,590	76.0
Primary Environmental Corridor .....	739	525	1,264	5.5	4	5	9	0.7	743	530	1,273	5.5
Secondary Environmental Corridor .....	1	1,099	1,100	4.7	--	--	--	--	1	1,099	1,100	4.7
Isolated Natural Resource Area .....	40	1,190	1,230	5.3	--	--	--	--	40	1,190	1,230	5.3
Nonurban Subtotal	1,349	20,688	22,037	95.1	-565	-279	-844	-3.8	784	20,409	21,193	91.5
Total	1,774	21,393	23,167	100.0	--	--	--	--	1,774	21,393	23,167	100.0

\*Street and parking areas are included in the associated land use categories.

Source: SEWRPC

uses located at the intersection of STH 11 and STH 75. Neighborhood shopping centers should provide the day-to-day retail and service needs of nearby residents and should be oriented to residential areas. A grocery store or supermarket typically serves as the anchor for the neighborhood shopping center and services such as banking and dry cleaning are commonly provided.

As indicated in Table 23, commercial land uses in the Town of Dover totaled 29 acres, less than 1 percent of the total area of the Town in 1990. By the year 2020, commercial lands within the Town are anticipated to increase by 68 acres, or about 235 percent, and thus, by the year 2020, commercial

lands would total 97 acres, or less than 1 percent of the total area of the Town. Of the anticipated 68-acre increase in commercial lands, about 28 acres, or about 44 percent, would be attributable to the neighborhood shopping center and other commercial development at the intersection of STH 11 and STH 75. All of the remaining commercial areas are located on lands currently zoned for commercial uses, including a two-acre area located at the intersection of STH 75 and STH 20, and a 38-acre truck storage facility located on STH 11 west of Schoen Road.

2. As indicated in Table 23, industrial land uses in the Town of Dover totaled 29 acres, less than

1 percent of the total area of the Town in 1990. By the year 2020, industrial lands within the Town are anticipated to increase by 102 acres, or about 350 percent, and thus, by the year 2020, industrial lands would total 131 acres, or less than 1 percent of the total area of the Town. All of the anticipated increase would be attributable to lands currently zoned for industrial uses within the Union Grove urban service area in the southeastern portion of the Town. Any expansion of existing industrial facilities in other areas of the Town can be accommodated in areas adjacent to existing uses and would not conflict with plan objectives.

### **Governmental and Institutional Land Uses**

The land use plan envisions the following with respect to governmental and institutional land development within the Town:

1. As indicated in Table 23, governmental and institutional uses in the Town of Dover totaled 256 acres, or about 1 percent of the total area of the Town, in 1990. By the year 2020, governmental and institutional lands within the Town are anticipated to increase by 105 acres, or about 41 percent, and thus, by the year 2020, governmental and institutional lands would total 361 acres, or about 2 percent of the total area of the Town. All of the anticipated increase would be attributable to the development of the proposed Veterans Memorial Cemetery at the Southern Wisconsin Center lands.
2. The land use plan does not envision any other additional land being required for governmental or institutional land uses. Any expansion of existing governmental and institutional facilities, such as schools, which may be necessary as development occurs within the Town, can be accommodated in areas adjacent to existing uses and would not conflict with plan objectives.

### **Park and Recreation Land Uses**

Recommendations regarding County and State park and recreation lands and facilities under the land use plan are identical to those set forth in the Racine County park and open space plan, which was adopted by the Racine County Board of Supervisors in 1989. In addition, because of the growth in population and household levels envisioned under the plan, the Town land use plan recommends the development of a Town park.

More specifically, the land use plan for the Town envisions implementation of the following recommenda-

tions included in the County park and open space plan, and in the Town land use plan:

1. Eagle Lake Fishery Area: The County park and open space plan calls for additional acquisition of privately held land by the Wisconsin Department of Natural Resources within, as well as adjacent to, its adopted Eagle Lake Fishery Area project boundary. The Department currently owns lands encompassing about 62 acres in the Eagle Lake Fishery Area. This would increase by about 140 acres upon acquisition of the remaining privately held lands within and adjacent to the Department of Natural Resources project area.
2. Proposed Town Park: The land use plan for the Town recommends the development of a Town park. The proposed Town park would be located on undeveloped lands northwest of the intersection of STH 11 and STH 75, and would encompass about 25 acres.

Rural towns like the Town of Dover may not have the population densities to warrant the provision of the wide range of urban parks and intensive outdoor recreational facilities. A town-owned park and limited recreational facilities may be warranted in rural areas, however, in order to promote a desirable sense of community; to serve as a focal point for special local civic events; and to meet certain outdoor recreation needs, such as the need for softball diamonds and picnic areas. In order to accommodate the basic park and recreation facility needs of the residents of rural town units of government, towns that currently lack park and outdoor recreation facilities should have the opportunity to acquire and develop one town park and associated recreation facilities.

Town parks are recommended to provide facilities such as softball diamonds, tennis courts, basketball courts, playgrounds, shelters, restrooms, and parking. The precise location of such a facility is subject to further study through the completion of a precise neighborhood unit development plan for the subject area.

As indicated in Table 23, recreational land uses in the Town of Dover totaled 86 acres, less than 1 percent of the total area of the Town, in 1990. By the year 2020, recreational lands within the Town are anticipated to increase by 25 acres, or about 29 percent, and thus, by

the year 2020, recreational lands would total 111 acres, or less than 1 percent of the total area of the Town.

### **Agricultural, Rural Residential, and Open Lands**

These lands consist of agricultural lands; rural estate density residential development; and other open lands, such as small wetlands and woodlands not included within an environmental corridor or isolated natural resource area.

The land use plan envisions the following with respect to agricultural, rural residential and open lands within the Town:

1. Agricultural and open lands in the Town within the planned urban service area would, as market demand dictates, be converted to urban uses during the planning period.
2. Agricultural and open lands outside of the planned urban service area are intended to remain in those uses, or could be converted to residential development at rural densities of at least three acres per dwelling unit. Rural development should be carefully designed to avoid steep slopes, poorly drained soils, and other physical constraints.

It is important to recognize that rural residential development may occur in the form of individual lots three acres or greater in size or in the form of clustered development. Agricultural lands which are converted to residential development should be done so at rural densities utilizing cluster development designs where this is feasible. By utilizing cluster development designs, the plan seeks to preserve large blocks of the most productive farmlands<sup>4</sup> within which farming operations can proceed with minimal intrusions from urban land uses. Cluster development will be discussed in detail in the next chapter. It is anticipated that about 200 additional housing units accommodating about 540 persons would be developed predominantly at rural residential densities on agricultural or open lands outside of the urban service area in the Town.

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<sup>4</sup>*It should be noted that in the Town of Dover the most productive farmlands are generally those areas identified as prime agricultural lands in the Racine County farmland preservation plan. While the Town plan does not specifically identify prime agricultural lands, the Town will continue to rely on the County farmland preservation plan for the identification of such lands as necessary.*

As indicated in Table 23, agricultural, rural residential and open lands in the Town of Dover totaled 18,443 acres, or about 13 percent of the total area of the Town in 1990. By the year 2020, these lands within the Town are anticipated to decrease by 853 acres, or about 5 percent, and thus, by the year 2020, these lands would total 17,590 acres, or 76 percent of the total area of the Town.

### **Environmentally Significant Areas**

#### ***Primary Environmental Corridors***

As already noted, primary environmental corridors represent elongated areas in the landscape which contain concentrations of the most important remaining elements of the natural resource base. By definition, these corridors are at least 400 acres in area, two miles long, and at least 200 feet in width. Primary environmental corridors within the Town of Dover are associated with the natural resources located along the Wind Lake Drainage Canal in the northwestern portion of the Town, and around Eagle Lake in the center of the Town. The preservation of these corridors in essentially natural, open uses is critical to the maintenance of the natural environment of the Town; and, conversely, since these corridors are generally physically unsuited for urban development, such preservation will help prevent further developmental problems.

The land use plan envisions the following with respect to primary environmental corridors in the Town:

1. Existing primary environmental corridors would be preserved in essentially natural, open uses. Development within such corridors would be limited to that needed to accommodate required transportation and utility facilities, compatible outdoor recreational facilities, and, on a limited basis, rural-density residential use at rural densities of no more than one housing unit per five acres of land.

Residential development maintaining an overall density of no more than one housing unit per five acres of land could be permitted within environmental corridors, provided the development is carefully planned to protect the elements of the resource base found in the corridor. Such development should be carefully designed to avoid steep slopes, poorly drained soils and other physical constraints. This density of development will protect the environmental corridor areas, because they allow woodlands, wetlands, and wildlife habitats to be preserved and permit wildlife to sustain itself in the area.



Where residential development takes place in environmental corridors, cluster development designs should be utilized where feasible. The smaller area covered by buildings and appurtenances allows more land to be left as open space, protected from future development through deed restrictions. Open space in the cluster development provides common areas for recreational use by property owners in the development, and limits development on steep slopes, in wooded areas, in drainageways, and in other areas that should not be developed because of physical or environmental constraints. Cluster development will be discussed in detail in the next chapter.

2. The configuration of primary environmental corridors would under 2020 plan conditions be expanded to encompass agricultural lands within the Eagle Lake Fishery Area which lie within the 100-year floodplain, as those lands revert, over time, to natural vegetation.

As indicated in Table 23, primary environmental corridor lands in the Town of Dover totaled 1,264 acres, or about 6 percent of the total area of the Town in 1990. With the aforementioned planned additions, the primary environmental corridor acreage would increase by 9 acres, or about 1 percent, and thus, by the year 2020, primary environmental corridor lands would total 1,273 acres, or about 6 percent of the total area of the Town.

### ***Secondary Environmental Corridors and Isolated Natural Resource Areas***

Secondary environmental corridors also contain a variety of resource elements, often being remnants of primary environmental corridors that have been partially converted to intensive urban or agricultural uses. By definition, secondary environmental corridors are at least one mile long and 100 acres in area. Secondary environmental corridors within the Town of Dover are generally located along the perennial streams within the Town. Secondary environmental corridor lands encompassed 1,100 acres, or about 5 percent of the total area of the total area of the Town, in 1990.

Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from the primary and secondary environmental corridors. By definition, isolated natural resource areas are at least five acres in size. Sixty-two such areas, encompassing a total of about 1,230 acres, or about 5 percent of the

total area of the Town, were located throughout the Town of Dover in 1990.

The land use plan envisions the following with respect to secondary environmental corridors and isolated natural resource areas:

1. Secondary environmental corridors would be considered for preservation as the process of urban development proceeds based upon local needs and concerns. While such corridors may serve as an attractive setting for well-planned residential developments, they also can serve as economical drainageways, stormwater detention basins, and provide needed open space in developing urban areas.
2. Isolated natural resource areas would be preserved in natural, open uses to the extent practicable.

## **RECOMMENDED ARTERIAL STREETS AND HIGHWAYS**

The arterial highway network needed to serve the existing and probable future traffic demands in the Town through the year 2020 is shown on Map 25. The recommended plan incorporates the highway system recommendations of the regional transportation system plan as documented in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*. No significant highway improvements are planned within the Town of Dover.

## **SUMMARY**

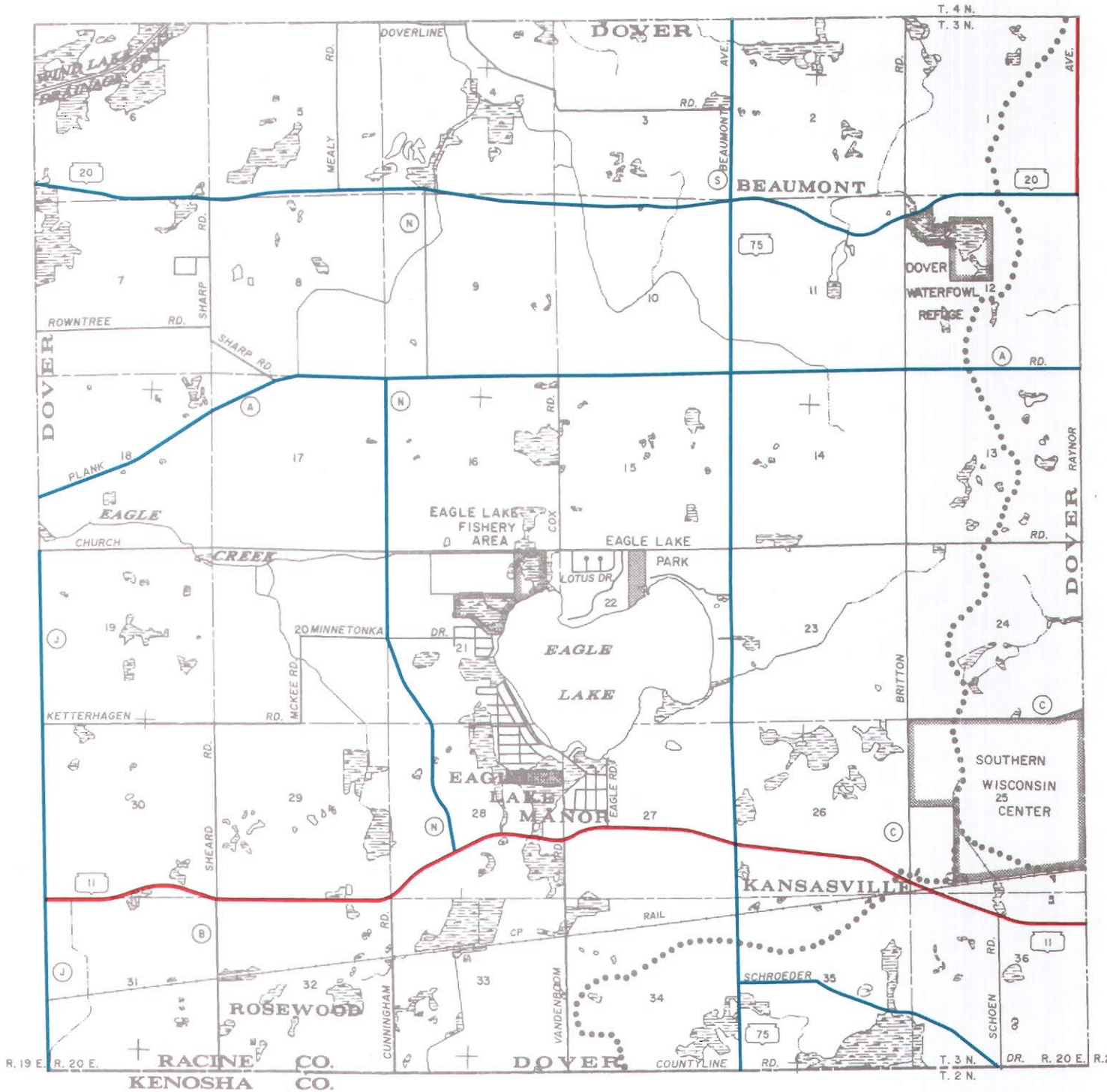
This chapter has presented land use objectives for the Town of Dover along with the land use plan designed to achieve those objectives.

The principal function of this land use plan is to provide information that local officials can use over time in making decisions about growth and development in the Town of Dover. The plan recommends the preservation of existing environmentally sensitive areas and to the extent practicable, the most productive farmlands. At the same time, the plan provides for residential and commercial growth that is compatible with and reinforces the objectives of the land use plan.

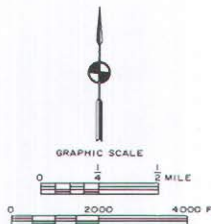
The land use plan should not be considered as rigid or unchangeable. Such a plan is intended to be used as a guide in the public review of development proposals and a tool to help officials make decisions concerning such

Map 25

ARTERIAL STREET AND HIGHWAY SYSTEM PLAN FOR THE TOWN OF DOVER: 2020



- STATE TRUNK HIGHWAY
- COUNTY TRUNK HIGHWAY



proposals. As conditions change from those used as a basis in the plan preparation, the plan should be revised. Accordingly, the plan should be reviewed periodically to determine whether the objectives are still valid and the extent to which these objectives are being realized. The adopted plan should, however, represent a commitment by the Plan Commission and Town Board to strive for the selected land use objectives.

The land use plan is shown graphically on Map 24, while associated tabular data relating to population, households,

and land use for both rural and urban service areas of the Town are shown in Tables 22 and 23.

The recommended land use plan, together with the supporting implementation measures, provides an important means for promoting the orderly development of the Town of Dover, as well as providing for a safe, healthful, attractive, and efficient environment. Consistent application of the plan will help assure protection of the Town's natural resource base, including environmental corridors and agricultural lands, while providing for the needs of the existing and probable future resident population of the Town.

## Chapter VII

# PLAN IMPLEMENTATION

## INTRODUCTION

The recommended land use plan for the Town of Dover is described in Chapter VI of this report. In a practical sense, however, the plan is not complete until the steps to implement that plan are specified. After formal adoption of the land use plan, realization of the plan will require faithful, long-term dedication to the underlying objectives by Town and County officials concerned with its implementation. Thus, adoption of the plan is only the beginning of a series of required actions necessary to achieve the objectives expressed in this report. The plan is intended to be used as a guide when making decisions concerning land development in the Town. In addition to its regular use as a reference document, the plan should be reevaluated regularly to ensure that it continues to reflect current conditions properly. It is recommended that such reevaluation take place at ten-year intervals, more frequently if warranted by changing conditions.

Attainment of the goals set forth in the recommended land use plan for the Town will require some changes in the development policies of the Town and the County. Since the attainment and maintenance of the desired character of the Town as expressed in the land use plan is dependent to a considerable extent upon the preservation and protection of the natural resource and agricultural base, new residential development in the Town should occur through the infilling of existing vacant lots in areas already committed to such use in platted subdivisions and on vacant developable land in designated residential areas located within the planned urban service area. Development should be avoided if it would entail the conversion of agricultural lands outside the planned urban service area to urban use, the intrusion of urban development into primary environmental corridors, the draining and filling of wetlands, or the logging or heavy grading of hilly wooded areas. These policies are central to a sound development strategy for the Town. Development policies and practices that respect the limitations of the natural environment will, in the long term, not only preserve the overall quality of the environment in the Town, but will also avoid the creation of serious and costly environmental and developmental problems.

## PLAN ADOPTION

An important step in plan implementation is the formal adoption of the recommended land use plan by the Town

Plan Commission and certification of the adopted plan to the Town Board pursuant to State enabling legislation. Upon such adoption, the recommended plan becomes an official guide for the use of Town officials as decisions are made concerning the development of the Town. The recommended land use plan was adopted by the Town Plan Commission on March 22, 1999, as indicated in the resolution in Appendix B. Following adoption of the plan by the Town Plan Commission and, desirably, endorsement also by the Town Board, the plan should be submitted to the Racine County Planning and Development Committee and the Racine County Board for adoption.

## ZONING

Of all the devices currently available to implement land use plans, perhaps the most important is the zoning ordinance. As indicated in Chapter V, land use regulation by zoning in the Town of Dover is a joint County-Town function, involving the administration of the Racine County Comprehensive Zoning Ordinance and the Racine County Shoreland-Floodplain Zoning Ordinance. The County zoning districts applicable to the Town are listed in Table 19 and the related zoning regulations are summarized in Chapter V of this report. The current application of those districts within the Town is shown on Map 22 in Chapter V.

In order to assist the Town in fully implementing the recommended land use plan, the plan recommends changes to the existing County Zoning Ordinance. These changes consist of modifications to the text, or regulations, of the zoning ordinance to: add a zoning district that could accommodate rural residential development with an overall density of three acres or more per housing unit; add an overlay district which would accommodate rural cluster developments; and modify the upland conservancy district to accommodate rural residential development with an overall density of five acres or more per housing unit. These changes are critical to the implementation of the Town land use plan.

### Zoning Text Changes

It is recommended that the Town of Dover and Racine County immediately initiate action to create an Agricultural/Rural Residential District and a PRD, Planned Rural Development Overlay District, in the Racine County Zoning Ordinance. It is also recommended that the minimum parcel size in the C-2, Upland Resource



Conservation District, be changed from three acres to five acres.

The Agricultural/Rural Residential District, should be intended to provide for the maintenance, preservation, and enhancement within the Town and County of agricultural lands historically utilized for crop production. The district would also permit the creation of large rural residential lots, at densities not to exceed one dwelling unit per three acres. This is intended to accommodate the demand for rural single-family residential development by that segment of the population which, while in fact urban in character, nevertheless desires to live in an essentially rural environment. This district could be applied to those areas shown on the adopted Town land use plan as "agricultural, rural residential, and open land."

The PRD, Planned Rural Development Overlay District, is intended to provide for the development of lands currently zoned for agricultural uses utilizing cluster residential development designs, while still preserving the rural character of the Town, and provide the Town and County a means, through zoning, of controlling this type of development.

The C-2, Upland Resource Conservation District, is intended to preserve and protect all significant woodlands related scenic areas and areas of hilly topography within the Town and County. The current C 2 District provides for limited residential development not to exceed one dwelling unit per three acres. The text of this district should be modified to establish a minimum density of one dwelling unit per five acres. This would be consistent with the recommendations of the Town plan and the regional water quality management plan attendant to sewer development within upland portions of primary environmental corridors. This district could be applied to the upland portions of those areas shown on the adopted Town land use plan as "primary and secondary environmental corridors and isolated natural resource areas."

As noted, these zoning districts could accommodate limited residential development at rural densities. The recommended PRD overlay zoning district would allow cluster residential developments as a conditional use. This provides flexibility in locating dwellings outside environmentally sensitive areas and allows for the preservation of open space. Rural cluster development is discussed later in this chapter.

In order to effect these changes in the existing County Zoning Ordinance, the Town Board should petition the County Board to amend the County ordinance. In the alternative, the Racine County Planning and Develop-

ment Committee could initiate the needed action and notify the towns within the County of the proposed changes. If the County Board adopts the proposed changes to the text of the ordinances, the eight towns under the jurisdiction of the County ordinances would have 40 days in which to accept or reject each amendment. If a simple majority of the towns approve or do not formally reject the amendments within the 40-day period, the amendments would take effect.

## **ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS**

As noted earlier, areas which have been designated as primary and secondary environmental corridors or isolated natural resource areas could be placed into the appropriate conservancy zoning district. While the placement of the lowland portions of the corridors into the C-1, Resource Conservation District, serves to reinforce Federal, State and County regulations that protect such areas from inappropriate development, the placement of the upland portions into the C-2, Upland Resource Conservation District, serves to protect resources such as woodlands and steep slopes that may not be protected by Federal, State, or local regulations.

While calling for the preservation of environmental corridor lands, the land use plan recognizes that besides limited residential development, such land uses as transportation and utility facilities and certain recreational uses may be accommodated within the corridors without jeopardizing the overall integrity of the corridors. In this respect, general guidelines for types of development which may be accommodated within the various component natural resource features of the environmental corridors have been developed and are set forth in Appendix C. 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.

## **RESIDENTIAL DENSITIES**

As noted in Chapter VI, the urban residential density categories identified on Map 24 are intended to reflect the overall density within a given area. The specific residential density category identified could be comprised of varying lot sizes, including substandard lots in the older subdivisions of the Town, as well as an appropriate mix of housing types and styles. While it is anticipated that most of the new residential development will be in the form of single-family homes, it is possible that cluster developments

utilizing two-family and multi-family structures could also achieve the recommended overall densities subject to appropriate zoning.

## RURAL CLUSTER DEVELOPMENT

Rural cluster development involves the grouping of dwellings on a portion of a development tract, preserving the remainder of the parcel in open space. Management options for the open space areas include, among others, preservation of existing natural features, restoration of natural conditions, and continued agricultural use. The open space may be owned by a homeowners' association, the local municipality, the State, Racine County, 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.<sup>1</sup>

Cluster development offers many benefits over conventional development involving the same number of dwelling units. Cluster development can help preserve the rural character of the landscape, preserve significant natural features, preserve agricultural land, and achieve better site design. Infrastructure installation costs borne by the developer and public infrastructure maintenance costs may be reduced due to shortened street and utility lengths.

The plan encourages the use of cluster development designs in rural areas utilizing the proposed PRD overlay district as described in this chapter. Cluster designs would be required to maintain 60 percent of the parcel in open space or agricultural uses thereby providing for limited residential development while preserving the rural character of the planning area. Examples of cluster designs for parcels within the Town of Dover are shown on Figures 4 and 5.

Where possible the plan recommends that cluster housing units be located entirely outside of primary and secondary environmental corridors and isolated natural resource areas. While calling for such preservation of environmental corridor lands, the plan recognizes that in some cases it may be necessary to allow limited rural residential density development on such lands. It would be desirable for such development to utilize cluster development designs. Figures 6 through 8 show

three alternative site design options for rural residential development within a primary environmental corridor. All the design options provide a means of preserving environmentally sensitive areas while maintaining an overall density of no more than one housing unit per five acres of land. Figure 6 shows the site divided into eight five-acre lots. Each housing unit is carefully located to avoid environmentally significant areas. Figure 7 shows the same site with the housing units clustered on eight contiguous one-acre parcels, which allows most of the site to remain undisturbed while still providing each homeowner with a private residence and lot. Figure 8 shows the site with the eight housing units clustered into two buildings, each containing four condominium units. This option would be most appealing to those who prefer living in a relatively undeveloped area, but are unwilling or unable to care for a detached housing unit and attendant yard. It should be noted that even such limited development will have some impact on the resources concerned. The Plan Commission should carefully take into account such impacts as well as the impacts the development may have on the environmental corridor as a whole in their review of development proposals.

In some cases it may be determined that a cluster development is not appropriate for a particular parcel. In other cases the community may be uncomfortable with the idea of joint ownership of common open spaces. In such cases, the community could consider permitting lot-averaging as a means of preserving rural areas. Maintaining an overall rural density, the lot sizes would be permitted to vary as long as the lot area that is taken from one lot is transferred to one or more other lots, so that a minimum average lot size is maintained within the development site concerned. Although no common open space is created, the advantage of lot averaging is flexibility of site design and the ability to concentrate some of the permitted dwellings on smaller lots in certain areas of the development parcel while the remaining permitted dwellings would be located on a few larger lots. Features of the rural landscape or environmentally sensitive areas can be preserved, albeit on private lots.

## SUBDIVISION AND CERTIFIED SURVEY MAP REVIEW

Properly applied, sound land division regulations can be an important means of implementing a land use plan and of coordinating the layout, design, and improvement of private land development proposals within the Town. The existing Racine County Land Division Control Ordinance and the Town of Dover Land Division Control Ordinance, which govern the division of land in the Town of Dover, are basically sound; however, the

<sup>1</sup>See *SEWRPC Planning Guide No. 7, Rural Cluster Development Guide, December 1996, for additional information regarding the rural cluster development concept and the manner in which it may be applied as a planning and zoning technique.*

Figure 4

EXAMPLE OF RURAL RESIDENTIAL CLUSTER DEVELOPMENT IN THE TOWN OF DOVER



Source: SEWRPC.

County land division control ordinance does not apply to minor land divisions created by certified survey maps. It is recommended that the Town in its review of certified survey maps under the Town ordinance should request a cooperative review by Racine County to ensure that new parcels conform to the requirements of the County Zoning Ordinance and other County ordinances, and comply with this land use plan. It is also recommended that Racine County consider amending its land division ordinance to include the regulation of minor land divisions in cooperation with the towns.

It is also recommended that the Town land division control ordinance be amended to allow the Plan Commission the flexibility to require sketch plans or concept plans for entire parcels when reviewing minor land divisions. The sketch plans would identify the future development of the parcel including general road and lot locations. This would ensure the proper planning

of, and consequently the orderly development of a parcel consistent with the long term objectives of the plan. The sketch plan would also be subject to review by Racine County. It will be necessary for the Town and County to establish an internal system for tracking such plans to ensure future land divisions are consistent with the sketch plan.

In addition, it is recommended that the land division ordinance be amended as it relates to subdivision review. In the case of land divisions resulting in the creation of a subdivision, the property owner or developer would be required to submit a proposed cluster development plan for the subject property. As an alternative, the individual may seek an exemption from this requirement by presenting information to the Plan Commission that indicates that a cluster development is not practicable or appropriate for the subject property.



Figure 5

EXAMPLE OF RURAL RESIDENTIAL CLUSTER DEVELOPMENT IN THE TOWN OF DOVER



Source: SEWRPC.

Following the adoption of the Town land use plan, the plan should serve as a basis for the review of all preliminary subdivision plats and certified survey maps in the Town. The review should ascertain that each proposed land division is properly related to existing and proposed land uses. Land divisions should consider the proper layout of streets, blocks, and lots as well as the topography, soils, and vegetation. The design should achieve internal unity by recognizing that the subdivision is an integral part of the larger community. Land divisions that do not meet the rural density requirements of the land use plan should not be approved.

## OFFICIAL MAPPING

Following adoption of the recommended land use plan, the existing and proposed streets, highways, parks,

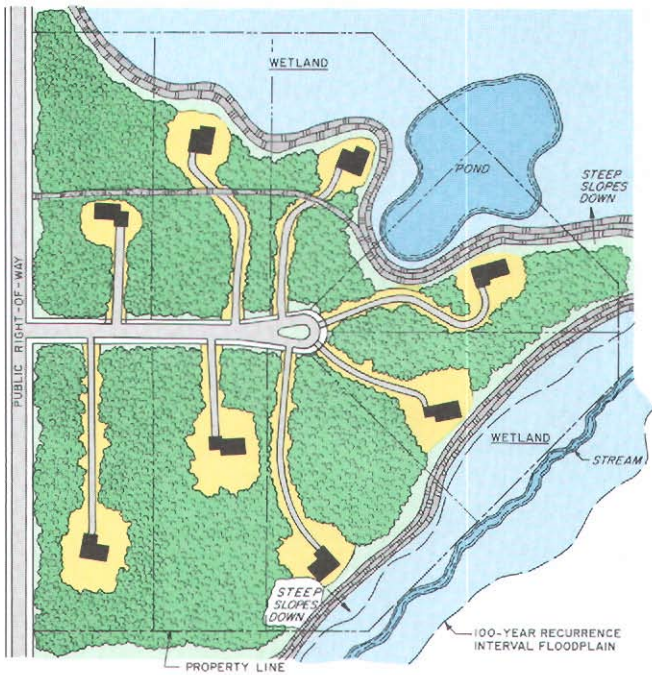
parkways, and playgrounds shown on the plan should be incorporated into an official map of the Town. Section 62.23(6) of the Wisconsin Statutes provides that a town board acting under village powers may establish an official map. Such a map has all the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, and parkways and the location and extent of existing and proposed parks and playgrounds.

One of the basic purposes of the official map is to prohibit the construction of buildings or structures and associated improvements on land that has been designated for current or future public use. The official map is the only arterial street and highway system plan implementation device that operates on a communitywide



Figure 6

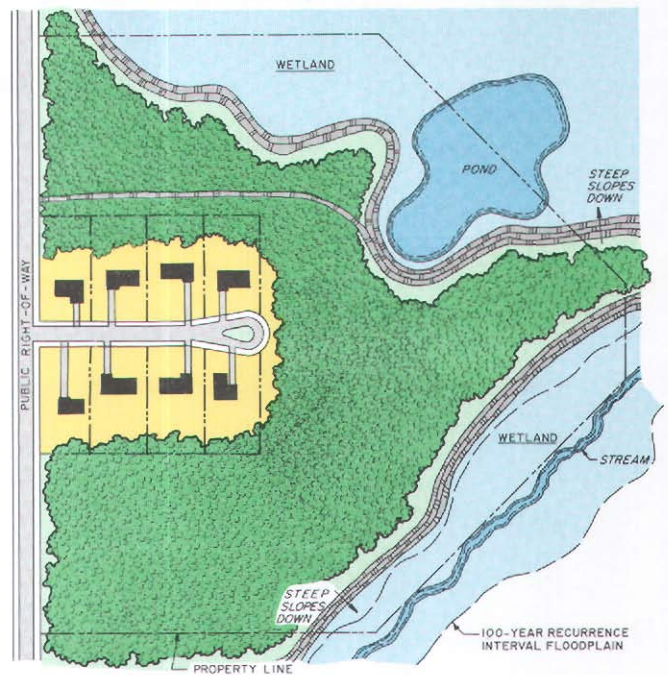
**PRESERVATION OF PRIMARY ENVIRONMENTAL CORRIDOR: FIVE-ACRE LOT DESIGN**



Source: SEWRPC

Figure 7

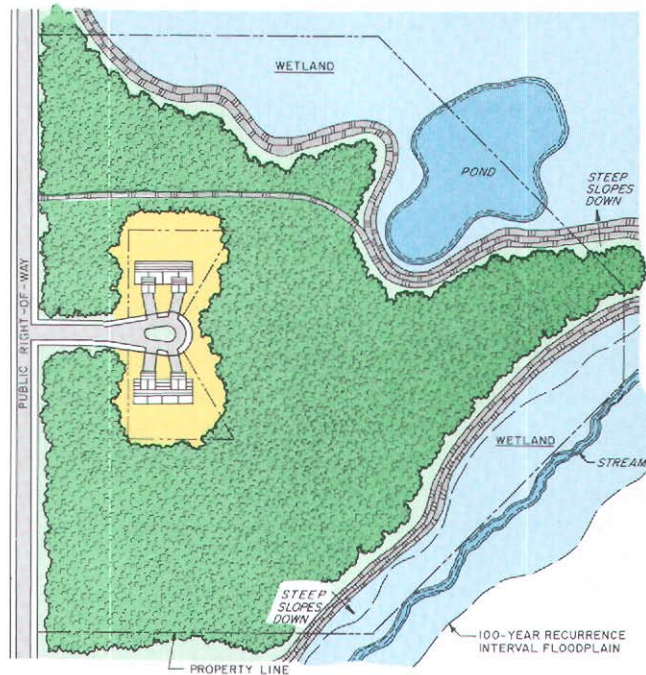
**PRESERVATION OF PRIMARY ENVIRONMENTAL CORRIDOR: CLUSTER DEVELOPMENT ON ONE-ACRE LOTS**



Source: SEWRPC.

Figure 8

**PRESERVATION OF PRIMARY ENVIRONMENTAL CORRIDOR: CONDOMINIUM DEVELOPMENT**



Source: SEWRPC.

basis in advance of land development. As such, it can effectively assure the integrated development of the street and highway system. Unlike subdivision control, which operates on a plat-by-plat basis, the plan, with the official map as one of its implementation instruments, can operate over a wide planning area well in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby avoids the all together too common situation of development being undertaken without knowledge or regard for the long-range plan, and thereby does much to avoid local resistance when plan implementation becomes imminent.

## **PRECISE NEIGHBORHOOD UNIT DEVELOPMENT PLANS**

Subsequent to the adoption of the land use plan, steps should be taken by the Town to initiate the preparation of precise neighborhood unit development plans for existing and future urban areas delineated in the land use plan. The preparation of precise neighborhood unit development plans is based on the concept that urban areas should be formed of, and developed in, a number of individual cellular units rather than as a single, large, formless mass. A neighborhood may be defined as that area of a community most closely associated with the daily activities of family life, such as an area served by elementary education and convenience shopping facilities. A group of neighborhoods which functions as a unit may be defined as a community. Through precise planning of neighborhood units, residential environments can be established that are healthy, safe, convenient, and attractive. Such plans greatly assist public officials in guiding and shaping land use development in accordance with the adopted land use plan.

Such plans should provide detailed designs that assure economical and practical land use development, while avoiding the creation of expensive traffic, sewerage, drainage, and water problems. The precise neighborhood design plans should consist of four basic

components. The first component of the plans should consist of an inventory and analysis of existing site conditions and other pertinent factors which affect land use development within the delineated neighborhood, including topography and surface drainage, soils, woodlands, wetlands, existing land use, land use regulations, community utilities and facilities, street and highway facilities, and real property ownership. The second component of the plans should describe the design criteria and land use development standards used in the preparation of alternative design plans. The third component of the plans should provide a series of alternative design plans, together with a description of the recommended design plan. The recommended design plan should include precise locations for residential, commercial, governmental and institutional, park and recreational, and industrial land uses; environmental corridors; and arterial, collector, and minor access streets. The final component of the plans should provide specific recommendations as to how the plan should be implemented. The street patterns and park and parkway sites shown on the completed and adjusted neighborhood unit plan should be incorporated into the Town of Dover Official Map.

## **SUMMARY**

The land use plan implementation measures available to the Town include plan adoption; subdivision plat and certified survey map review under the Racine County and Town of Dover Land Division Ordinances; review and comment on proposed zoning actions; official mapping; precise neighborhood unit planning; and, perhaps most importantly, working with the Racine County Board to amend the existing Racine County Zoning Ordinance. Recommended changes to the zoning ordinance include the addition of an agricultural/rural residential zoning district and a planned rural development overlay district, and the modifications to the C-2 zoning district to accommodate rural residential development and to afford greater protection to its natural resources while providing for a reasonable amount of growth.

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## Chapter VIII

# SUMMARY

### INTRODUCTION

In 1993, the Town of Dover requested that Racine County and the Southeastern Wisconsin Regional Planning Commission assist the Town in the preparation of a land use plan. The plan was to provide Town officials with a tool to help better guide and shape land use development in the Town. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting the Town's land use development, including the population, economic base, natural resource base, land use, and land use regulations. The planning effort further involved the preparation of projections of future population, household, and employment levels; the formulation of land use development objectives; and the design of a plan that could accommodate possible future population, household, and employment levels in a manner consistent with the Town's development objectives. The land use plan for the Town was prepared within the framework of the design year 2020 regional land use plan and represents a refinement and detailing of the regional land use plan.

### PLANNING AREA

The planning area consists of the Town of Dover. The planning area is located in central Racine County and encompasses an area of about 36.2 square miles.

### EXISTING CONDITIONS

A description of the population and employment levels, natural resources, land use, and land use regulations within the Town of Dover is presented in Chapters II through V of this report. A summary of existing conditions in the Town follows.

#### Population and Employment Levels

The population of the planning area in 1990, the year of the most recent U.S. Census, was 3,631. The population level increased by 128 persons, to a level of 3,759 persons in 1998, about 4 percent greater than the 1990 level, according to State population estimates.

In 1990, there were about 1,030 households in the Town of Dover planning area, representing an increase of over 580, or 132 percent, from 1960. The increase in the number of households has been accompanied by a decrease in the average household size, from 3.81 persons per households in 1960 to 2.85 persons per household in 1990.

There were about 2,390 employment opportunities, or jobs, in the planning area in 1990. The planning area has experienced a modest increase in employment over the past two decades, with the number of jobs increasing by about 450, or 23 percent, between 1970 and 1990.

#### Natural Resource Base

The location and extent of various elements of the natural resource base, including wetlands, woodlands, and surface water resources and associated shorelands and floodplains, were inventoried and mapped under the planning program. 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. Primary environmental corridors are located primarily in the northwest portion of the Town along the Wind Lake Drainage Canal and the center of the Town around Eagle Lake. Such corridors in 1990 encompassed about 2.0 square miles, or about 6 percent of the Town. The preservation of these corridors in essentially natural, open use is important to the overall quality of the environment and natural beauty of the Town of Dover. Since these corridors are generally poorly suited for urban development, their preservation also helps to avoid the creation of new environmental and developmental problems.

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 area. In 1990, these corridors encompassed about 1.8 square miles, or about 5 percent of the Town. Maintenance of these corridors in open uses can facilitate natural surface water drainage and provide corridors for the movement of wildlife.



Isolated natural resource areas represent smaller concentrations of natural resource features that have been separated from the environmental corridors. Such areas, which are by definition at least five acres in size, in combination encompassed 1.9 square miles, or 5 percent of the Town, in 1990. These areas sometimes serve as the only available wildlife habitat in an area, and may function as surface water retention areas.

### **Land Use**

In 1990, urban land uses—consisting primarily of residential, commercial, industrial, recreational, governmental and institutional, and transportation, communication and utility uses—encompassed about 1,680 acres, or about 7 percent of the Town of Dover. Residential land and transportation, communication and utility uses comprised the largest share of the urban land area. These uses encompassed about 1,370 acres, representing 82 percent of all urban land and about 6 percent of the Town, in 1990.

In 1990, nonurban land uses—including agricultural lands, wetlands, woodlands, other open lands, and surface water—encompassed about 21,500 acres, or about 93 percent of the Town. Agricultural land comprised the largest share of the nonurban land area. Agricultural land, excluding associated streets, encompassed about 17,900 acres, accounting for about 83 percent of all nonurban land and about 77 percent of the Town, in 1990.

### **Land Use Regulations**

The Town of Dover is under the jurisdiction of the Racine County general zoning and shoreland/floodplain zoning ordinances. Existing zoning district regulations in effect within the Town are summarized in Table 19 in Chapter V of this report. The application of those districts in 1990 is shown on Maps 22 and 23 in Chapter V.

Land divisions in the Town of Dover planning area are governed by the Racine County Land Division Control Ordinance and the Town of Dover Land Division Ordinance.

A number of State and Federal laws and regulations govern the use of waters and wetlands. 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.

## **OBJECTIVES**

The planning process included the formulation of a set of land use objectives for the planning area, as documented in Chapter VI of this report. Seven basic land use objectives were developed by the Land Use Plan Com-

mittee to guide the preparation of the land use plan. The objectives relate to a balanced allocation of space to each of the needed land uses; the proper relationship among the various land uses; the proper location of development in relation to community and regional facilities and services; reasonable access to community and regional facilities and services through the transportation system; the preservation of farmland; the preservation and protection of the natural environment; and the maintenance of rural character outside the planned urban service area.

## **ANTICIPATED GROWTH AND CHANGE**

The population, household, and employment projections used as a point of departure in preparing the land use plan for the Town of Dover are presented in Chapter II of this report. The projections were selected from a range of population, household, and employment projections reflecting alternative future growth scenarios for the Southeastern Wisconsin Region to the year 2020. Two alternative future scenarios—an intermediate growth scenario and a high growth scenario—were considered.

Under an intermediate growth scenario, the population of the Town would increase from 3,630 in 1990 to 3,840 in 2020; the number of households would increase from 1,030 in 1990 to 1,150 in 2020; and the number of jobs would increase from 2,390 in 1990 to 2,950 in 2020. Under a high growth scenario, the population of the Town would increase to 5,450 by 2020, the number of households would increase to 1,650, and the number of jobs would increase to 3,000. Current growth trends in the Town indicate that the year 2020 population, households and employment could reach levels that fall within the range envisioned under the intermediate and the high-growth scenarios, and the plan is designed in the context of such possibilities.

## **THE RECOMMENDED PLAN**

The recommended land use plan for the Town of Dover represents a refinement and detailing of the regional land use plan, in accordance with the Town land use objectives. The land use plan is presented graphically on Map 24 in Chapter VI, while associated data pertaining to planned land use and planned population, household, and employment levels are presented in Tables 22 and 23 of Chapter VI.

The most important recommendations of the plan include the following: 1) that new urban development be encouraged to occur within the planned sanitary sewer service area; 2) that all primary environmental corridor lands be

preserved in essentially natural, open use; and 3) that other areas of the Town be maintained in rural use, with development limited to rural residential development at an average density of at least three acres per dwelling unit.

### **Urban Residential Land Use**

For purposes of the plan, "urban" residential development is defined as residential development at a density greater than one dwelling unit per three acres. Under the plan, the area devoted to urban residential use, including associated streets, would increase by about 545 acres, or about 90 percent, from about 605 acres in 1990 to about 1,150 acres in the year 2020. Urban residential development would involve the infilling of existing vacant lots in areas already committed to such uses in platted subdivisions, as well as new development within the Eagle Lake planned sanitary sewer service area.

### **Other Urban Land Use**

The land use plan recommends the development of additional commercial and industrial land uses in the Town through the development of those lands currently zoned for such uses, as well as the development of a neighborhood shopping center. Increases in governmental and institutional land uses would occur as a result of the development of the proposed Veteran's Memorial Cemetery at the Southern Wisconsin Center lands. Increases in park and recreation land uses would occur as a result of the development of a Town park. Other urban land uses, namely, transportation and utility land uses, are not specifically recommended to be increased over the plan design period.

### **Environmental Corridors and Isolated Natural Resource Areas**

The Town of Dover land use plan recommends the preservation of existing primary environmental corridors in essentially natural, open uses. Development within such corridors should be limited to compatible outdoor recreation facilities, and, on a limited basis, rural-density residential use at a density of at least five acres per dwelling unit.

Under the plan, secondary environmental corridors and isolated natural resource areas would be preserved in natural, open use to the extent practicable, or possibly incorporated as drainageways or stormwater detention basins in developing areas.

### **Agricultural, Rural Residential, and Open Lands**

The balance of the Town—consisting of areas which have been designated neither for future urban use nor for preservation as environmental corridors or isolated natural resource areas—are identified as "agricultural, rural

residential, and open land." The plan proposes that these areas be maintained in agricultural and open uses, or perhaps be converted to residential development limited to an average density of at least three acres per dwelling unit. The plan recommends the use of residential cluster designs to achieve the recommended rural density. Such designs involve the grouping of dwellings on a portion of a parcel, preserving the remainder of the parcel in open space. Cluster development can preserve the rural character of the landscape, preserve significant environmental features, preserve agricultural land, achieve better site design, and reduce street and other infrastructure installation and maintenance costs.

## **PLAN IMPLEMENTATION**

Realization of the land use plan will require faithful, long-term dedication to the underlying objectives by the local officials concerned with its implementation. Thus, the adoption of the plan is only the beginning of a series of actions necessary to achieve the plan objectives.

Chapter VII of this report indicates the major steps to be taken in order to implement the Town of Dover land use plan. Following formal adoption by the Town Plan Commission and desirably by the Town Board, important plan implementation measures include: the use of rural cluster development designs; the application of land division ordinances in accordance with the plan; official mapping; precise neighborhood unit planning; and changes to the County Zoning Ordinance including the addition of an Agricultural/Rural Residential zoning district and a Planned Rural Development overlay district, and modification of the C-2 Upland Resource Conservancy district in the Town.

## **CONCLUDING REMARKS**

The principal function of the Town of Dover land use plan is to provide information and recommendations that Town officials can consider over time in making decisions about growth and development in the Town. The plan also provides land developers and other private interests a clear indication of Town land use objectives, enabling them to take those objectives into account in formulating development proposals.

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

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## **APPENDICES**



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**APPENDIX A**  
**SOIL SURVEY MAPS FOR THE TOWN OF DOVER**

SOIL LEGEND

The first capital letter is the initial one of the soil name. A second capital letter, A, B, C, D, or E, shows the slope. Most symbols without a slope letter are those of nearly level soils or land types, but some are for soils or land types that have a considerable range of slope. The final number, 2, or 3, in a symbol indicates that the soil is eroded or severely eroded.

SYMBOL

NAME

Ac	Adrian muck
Am	Alluvial land
ArA	Ashkum silty clay loam, 0 to 3 percent slopes
AuA	Aztalan sandy loam, 1 to 3 percent slopes
AzA	Aztalan loam, 0 to 2 percent slopes
AzB	Aztalan loam, 2 to 6 percent slopes
BcA	Beecher silt loam, 1 to 3 percent slopes
BlA	Blount silt loam, 1 to 3 percent slopes
BmB	Boyer loamy sand, 1 to 6 percent slopes
BmC2	Boyer loamy sand, 6 to 12 percent slopes, eroded
BnB	Boyer sandy loam, 2 to 6 percent slopes
CcB	Casco sandy loam, 2 to 6 percent slopes
CcC2	Casco sandy loam, 6 to 12 percent slopes, eroded
CeB	Casco loam, 2 to 6 percent slopes
CeB2	Casco loam, 2 to 6 percent slopes, eroded
CeC2	Casco loam, 6 to 12 percent slopes, eroded
CeD2	Casco loam, 12 to 20 percent slopes, eroded
CoC	Casco-Miami loams, 6 to 12 percent slopes
CoD	Casco-Miami loams, 12 to 20 percent slopes
CrC	Casco-Rodman complex, 6 to 12 percent slopes
CrD2	Casco-Rodman complex, 12 to 20 percent slopes, eroded
CrE	Casco-Rodman complex, 20 to 35 percent slopes
Cv	Clayey land
Cw	Colwood silt loam
CyA	Conover silt loam, 1 to 3 percent slopes
DaA	Darroch fine sandy loam, neutral variant, 0 to 3 percent slopes
Dh	Dorchester silt loam
DrA	Dresden loam, 1 to 3 percent slopes
Dr	Drummer silt loam, gravelly substratum
ErA	Elliott silty clay loam, 0 to 2 percent slopes
ErB	Elliott silty clay loam, 2 to 6 percent slopes
FaA	Fabius loam, 1 to 3 percent slopes
FmB	Fox sandy loam, 1 to 6 percent slopes
FmC2	Fox sandy loam, 6 to 12 percent slopes, eroded
FoA	Fox loam, 0 to 2 percent slopes
FoB	Fox loam, 2 to 6 percent slopes
FoC2	Fox loam, 6 to 12 percent slopes, eroded
FrA	Fox loam, clayey substratum, 0 to 2 percent slopes
FrB	Fox loam, clayey substratum, 2 to 6 percent slopes
FsA	Fox silt loam, 0 to 2 percent slopes
FsB	Fox silt loam, 2 to 6 percent slopes
Gf	Granby fine sandy loam
Gm	Granby fine sandy loam, loamy substratum
GnA	Granby fine sandy loam, brown subsoil variant, 0 to 3 percent slopes
GsB	Griswold loam, 2 to 6 percent slopes
GsC2	Griswold loam, 6 to 12 percent slopes, eroded
HbB	Hebron sandy loam, 2 to 6 percent slopes
HeA	Hebron loam, 0 to 2 percent slopes
HeB2	Hebron loam, 2 to 6 percent slopes, eroded
HeC2	Hebron loam, 6 to 12 percent slopes, eroded
HmB	Hochheim loam, 2 to 6 percent slopes
HmC2	Hochheim loam, 6 to 12 percent slopes, eroded
HmD2	Hochheim loam, 12 to 20 percent slopes, eroded
Hr	Houghton muck
KaA	Kane loam, 1 to 3 percent slopes
KhA	Kane silt loam, clayey substratum, 1 to 3 percent slopes
KmB	Knowles silt loam, 2 to 6 percent slopes
Lp	Lawson silt loam, calcareous variant
Lu	Loamy land
LyB	Lorenzo loam, 2 to 6 percent slopes

SYMBOL

NAME

MeB	Markham silt loam, 2 to 6 percent slopes
MeB2	Markham silt loam, 2 to 6 percent slopes, eroded
MeC2	Markham silt loam, 6 to 12 percent slopes, eroded
Mf	Marsh
MgA	Martinton silt loam, 1 to 3 percent slopes
MkA	Matherton loam, 1 to 3 percent slopes
MlA	Matherton loam, clayey substratum, 1 to 3 percent slopes
MpB	McHenry silt loam, 2 to 6 percent slopes
MpC2	McHenry silt loam, 6 to 12 percent slopes, eroded
MwB	Miami loam, 2 to 6 percent slopes
MwC2	Miami loam, 6 to 12 percent slopes, eroded
MwD2	Miami loam, 12 to 20 percent slopes, eroded
MxB	Miami loam, sandy loam substratum, 2 to 6 percent slopes
MxC2	Miami loam, sandy loam substratum, 6 to 12 percent slopes, eroded
MxD2	Miami loam, sandy loam substratum, 12 to 20 percent slopes, eroded
MyB	Miami silt loam, 2 to 6 percent slopes
MyC2	Miami silt loam, 6 to 12 percent slopes, eroded
Mzc	Montgomery silty clay
MzdB	Morley silt loam, 2 to 6 percent slopes
MzdB2	Morley silt loam, 2 to 6 percent slopes, eroded
MzdC	Morley silt loam, 6 to 12 percent slopes
MzdC2	Morley silt loam, 6 to 12 percent slopes, eroded
MzdD	Morley silt loam, 12 to 20 percent slopes
MzdD2	Morley silt loam, 12 to 20 percent slopes, eroded
MzdE	Morley silt loam, 20 to 30 percent slopes
MzeC3	Morley soils, 6 to 12 percent slopes, severely eroded
MzeD3	Morley soils, 12 to 20 percent slopes, severely eroded
MzfA	Mundelein silt loam, 1 to 3 percent slopes
Mzg	Muskego muck
Mzk	Mussey loam
Na	Navan silt loam
Oc	Ogden muck
Pa	Palms muck
Ph	Pella silt loam
Pt	Plano silt loam, gravelly substratum
RaA	Radford silt loam, 0 to 3 percent slopes
RgB	Ringwood silt loam, 2 to 6 percent slopes
RgC	Ringwood silt loam, 6 to 12 percent slopes
Rt	Rollin muck
Ry	Rough broken land
SeA	Sr. Charles silt loam, gravelly substratum, 0 to 2 percent slopes
SeB	Sr. Charles silt loam, gravelly substratum, 2 to 6 percent slopes
Sf	Sandy and gravelly land
Sfb	Sandy lake beaches
Sg	Sawmill silt loam, calcareous variant
ShA	Saylesville silt loam, 0 to 2 percent slopes
ShB	Saylesville silt loam, 2 to 6 percent slopes
ShC2	Saylesville silt loam, 6 to 12 percent slopes, eroded
SkA	Saylesville silt loam, dark surface variant, 0 to 2 percent slopes
SkB	Saylesville silt loam, dark surface variant, 2 to 6 percent slopes
Sm	Sebewa silt loam
So	Sebewa silt loam, clayey substratum
SrB	Sisson fine sandy loam, 1 to 6 percent slopes
SaB	Sisson fine sandy loam, clayey substratum, 1 to 6 percent slopes
SzA	Symerton loam, 0 to 2 percent slopes
SzB	Symerton loam, 2 to 6 percent slopes
ThB	Theresa silt loam, 2 to 6 percent slopes

SYMBOL

NAME

VaB	Varna silt loam, 2 to 6 percent slopes
VaB2	Varna silt loam, 2 to 6 percent slopes, eroded
VaC2	Varna silt loam, 6 to 12 percent slopes, eroded
Wa	Waikiki silt loam
WeA	Warsaw loam, 0 to 2 percent slopes
WeB	Warsaw loam, 2 to 6 percent slopes
WgA	Warsaw loam, clayey substratum, 0 to 2 percent slopes
WgB	Warsaw loam, clayey substratum, 2 to 6 percent slopes
WhA	Warsaw silt loam, 0 to 2 percent slopes
WhB	Warsaw silt loam, 2 to 6 percent slopes
WmA	Wasepi sandy loam, 1 to 3 percent slopes
WnA	Wasepi sandy loam, clayey substratum, 1 to 3 percent slopes
Ww	Wer alluvial land
WyA	Worthen silt loam, 0 to 3 percent slopes
YaA	Yahara fine sandy loam, 1 to 3 percent slopes
ZuA	Zurich silt loam, 0 to 2 percent slopes
ZuB	Zurich silt loam, 2 to 6 percent slopes
ZuC2	Zurich silt loam, 6 to 12 percent slopes, eroded

Soil map constructed 1969 by Cartographic Division, Soil Conservation Service, USDA, from 1963 aerial photographs. Controlled mosaic based on Wisconsin plane coordinate system, south zone, Lambert conformal conic projection, 1927 North American datum.







N

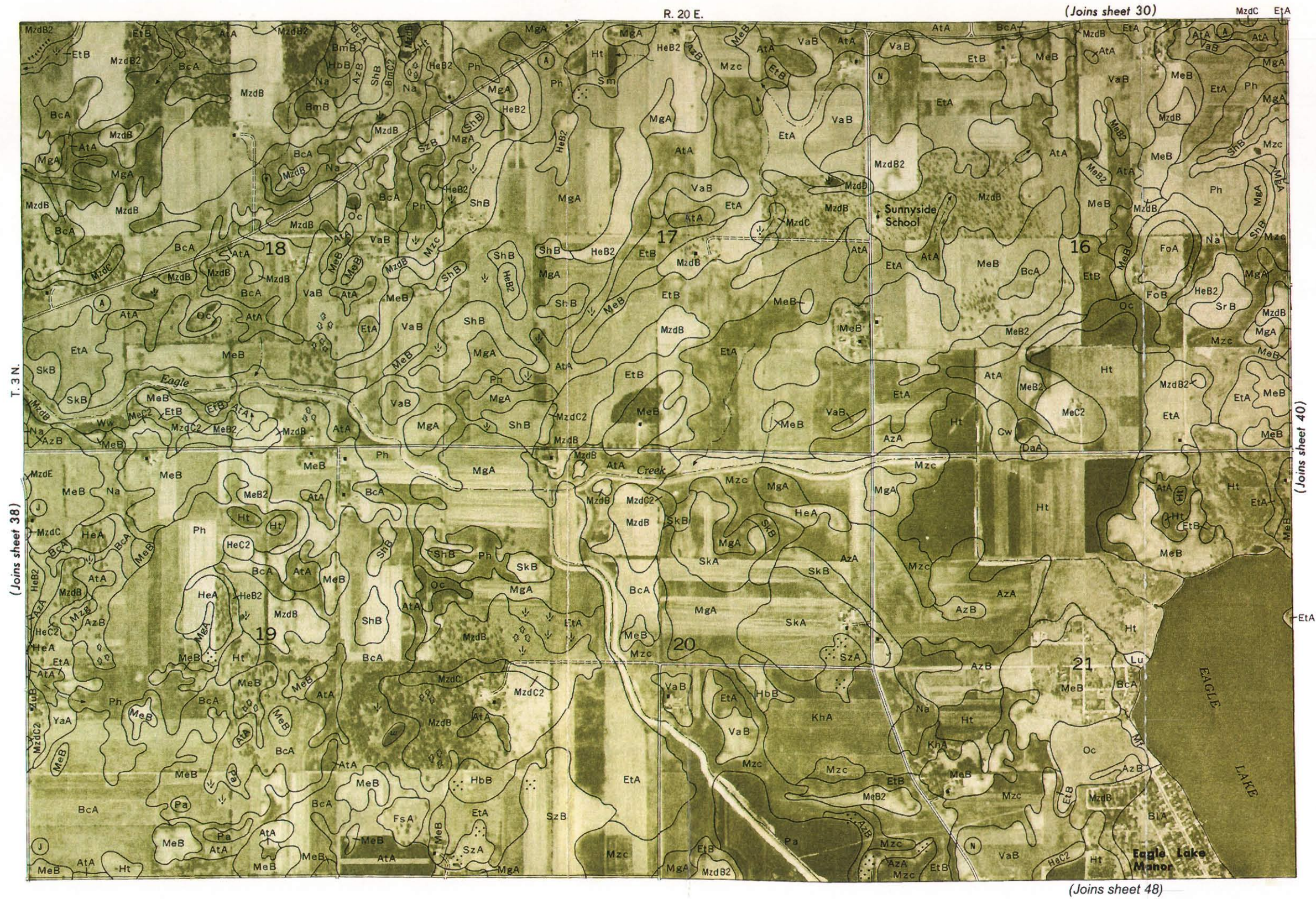


KENOSHA AND RACINE COUNTIES, WISCONSIN NO. 31

This map is one of a set compiled in 1969 as part of a soil survey by the Soil Conservation Service, United States Department of Agriculture and the University of Wisconsin, Wisconsin Geological and Natural History, Soils Department, and Wisconsin Agricultural Experiment Station.

Land division corners are approximately positioned on this map.

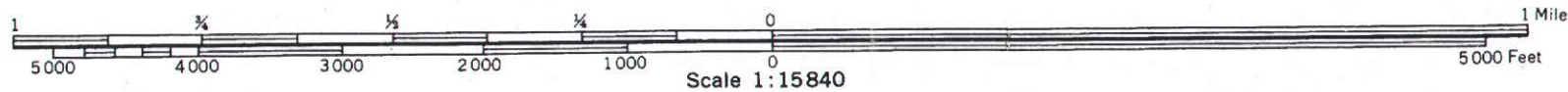




KENOSHA AND RACINE COUNTIES, WISCONSIN NO. 39

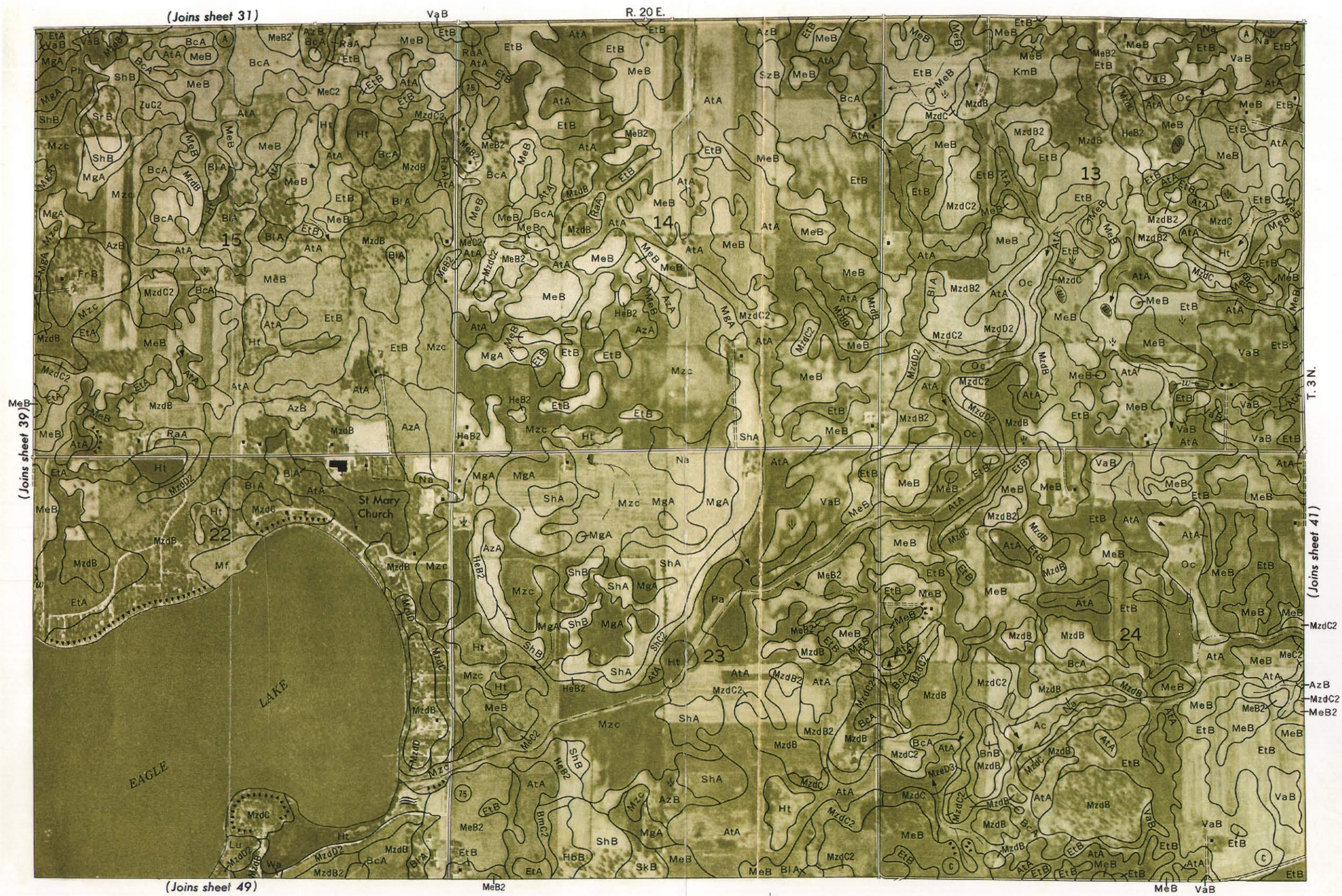
This map is one of a set compiled in 1969 as part of a soil survey by the Soil Conservation Service, United States Department of Agriculture and the University of Wisconsin, Wisconsin Geological and Natural History, Soils Department, and Wisconsin Agricultural Experiment Station.

Land division corners are approximately positioned on this map.





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KENOSHA AND RACINE COUNTIES, WISCONSIN NO. 40

Land division corners are approximately positioned on this map.  
This map is one of a set compiled in 1969 as part of a soil survey by the Soil Conservation Service, United States Department of Agriculture and the University of Wisconsin, Wisconsin Geological and Natural History, Soils Department, and Wisconsin Agricultural Experiment Station.



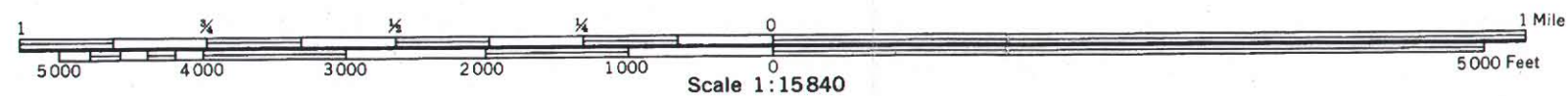
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KENOSHIA AND RACINE COUNTIES, WISCONSIN NO. 48

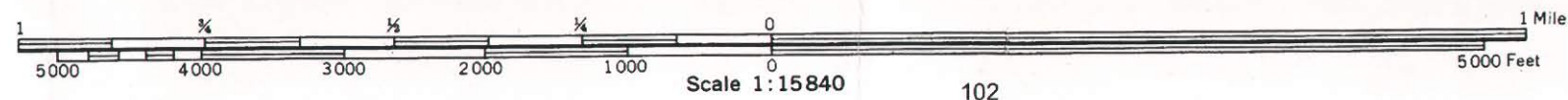
Land division corners are approximately positioned on this map.

This map is one of a set compiled in 1969 as part of a soil survey by the Soil Conservation Service, United States Department of Agriculture and the University of Wisconsin, Wisconsin Geological and Natural History, Soils Department, and Wisconsin Agricultural Experiment Station.





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## **Appendix B**

### **TOWN PLAN COMMISSION RESOLUTION ADOPTING THE TOWN OF DOVER LAND USE PLAN**

WHEREAS, The Town of Dover, 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 Dover, 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 Dover; and

WHEREAS, the Town Board of the Town of Dover designated a Town of Dover Land Use Plan Committee, the membership of that Committee comprised of both public officials and private citizens with a variety of backgrounds, including members of the Town Board, Town Plan Commission, and representatives of concerned citizens of the Town; and

WHEREAS, the Town of Dover requested Racine County and the Southeastern Wisconsin Regional Planning Commission to assist that Committee in the preparation of a land use plan for the Town; which plan includes:

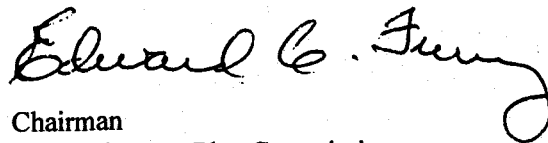
1. Collection , compilation, processing, and analyses of various types of demographic, natural resource, recreation and open space, land use, transportation and other information pertaining to the Town.
2. A forecast of growth and change.
3. A land use and arterial street system plan map.
4. Recommended activities to implement the plan; and

WHEREAS, the aforementioned inventories, analyses, objectives, forecasts, land use plan, and implementing ordinance revisions are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 243, *A Land Use Plan for the Town of Dover: 2020*; and

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

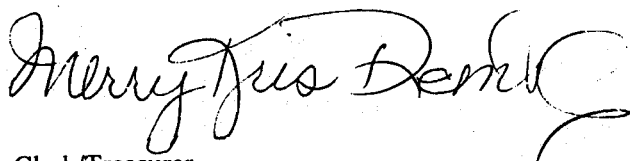
NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 62.23 (3) (b) of the Wisconsin Statutes, the Town of Dover Plan Commission on the 22nd day of March, 1999, hereby adopts SEWRPC Community Assistance Planning Report No. 243, *A Land Use Plan for the Town of Dover: 2020*; as a guide for the future development of the Town of Dover.

BE IT FURTHER RESOLVED, that the Clerk/Treasurer of the Town of Dover transmit a certified copy of this resolution to the Town Board of the Town of Dover.



Chairman  
Town of Dover Plan Commission

ATTEST:



Clerk/Treasurer  
Town of Dover



## Appendix C

### GUIDELINES FOR DEVELOPMENT CONSIDERED COMPATIBLE WITH ENVIRONMENTAL CORRIDORS

Component Natural Resource and Related Features within Environmental Corridors <sup>a</sup>	Permitted Development															Rural Density Single-Family Residential Development (see General Development Guidelines below)
	Transportation and Utility Facilities (see General Development Guidelines below)				Recreational Facilities (see General Development Guidelines below)											
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities <sup>b</sup>	Trail <sup>c</sup>	Picnic Area	Family Camping <sup>d</sup>	Swimming Beach	Boat Access	Ski Hill	Golf	Playfield	Hard Surface Courts	Parking	Buildings	
Lakes, Rivers, Streams . . .	.. <sup>e</sup>	.. <sup>f,g</sup>	..	.. <sup>h</sup>	.. <sup>i</sup>	..	..	X	X	..	..	..	..	..	..	..
Shoreline . . . . .	X	X	X	X	X	X	..	X	X	..	X	..	..	X	..	..
Floodplain . . . . .	.. <sup>j</sup>	X	X	X	X	X	..	X	X	..	X	X	..	X	X	..
Wetland <sup>k</sup> . . . . .	.. <sup>j</sup>	X	X	X	X <sup>i</sup>	..	..	..	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	..	..	.. <sup>m</sup>	..	..	..	..	X <sup>n</sup>	X	..	..	..	..	..
Prairie . . . . .	..	.. <sup>g</sup>	..	..	.. <sup>m</sup>	..	..	..	..	..	..	..	..	..	..	..
Park . . . . .	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	..
Historic Site . . . . .	..	.. <sup>g</sup>	..	..	.. <sup>m</sup>	..	..	..	..	..	..	..	..	..	..	..
Scenic Viewpoint . . . . .	X	X	..	..	X	X	X	..	X	X	X	..	..	X	X	X
Scientific or Natural Area Site . . . . .	..	.. <sup>g</sup>	..	..	.. <sup>m</sup>	..	..	..	..	..	..	..	..	..	..	..

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.

#### GENERAL DEVELOPMENT GUIDELINES

- **Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions.

The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- **Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings.

The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- **Single-Family Residential Development:** Limited single-family residential development within the environmental corridor may occur in various forms ranging from development on large rural estate lots to clustered single-family development. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor area within the site less the area covered by surface water and wetlands by five. Individual lots should contain a minimum of approximately one acre of land determined to be developable for each housing unit--with developable lands being defined to include upland wildlife habitat and woodlands, but to exclude areas of steep slope.

Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the land use plan.

- <sup>a</sup> The natural resource and related features are defined as follows:

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

**Shoreline:** Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes; and a band 200 feet in depth along the Lake Michigan shoreline.

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

**Wetlands:** Includes areas one acre or more in size in which the water table is at, near, or above the land surface and which are characterized by both hydric soils and by the growth of sedges, cattails, and other wetland vegetation.

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

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

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

**Steep Slope:** Includes areas with land slopes of 12 percent or greater.

**Prairies:** Includes open, generally treeless areas which are dominated by native grasses.

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

**Historic Site:** Includes sites listed on the National Register of Historic Places.

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

**Scientific and Natural Area Sites:** Includes tracts of land and water so little modified by man's activity that they contain intact native plant and animal communities believed to be representative of the presettlement landscape.

- <sup>b</sup> Includes such improvements as stream channel modifications and such facilities as dams.

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

- <sup>d</sup> Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles which remain at the site for short periods of time--typically ranging from an overnight to a two-week stay.

- <sup>e</sup> It should be recognized that certain transportation facilities such as bridges may be constructed over such resources.

- <sup>f</sup> It should be recognized that utility facilities such as sanitary sewers may be located in or under such resources.

- <sup>g</sup> It should be recognized that electric power transmission lines and similar lines may be suspended over such resources.

- <sup>h</sup> It should be recognized that certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

- <sup>i</sup> It should be recognized that bridges for trail facilities may be constructed over such resources.

- <sup>j</sup> It should be recognized that streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands.

- <sup>k</sup> Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

- <sup>l</sup> Only an appropriately designed boardwalk/trail should be permitted.

- <sup>m</sup> Only appropriately designed and located hiking and cross country ski trails should be permitted.

- <sup>n</sup> Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC.