

A MASTER PLAN FOR THE TOWN OF BELGIUM: 2020

OZAUCHEE COUNTY WISCONSIN

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Elizabeth A. Larsen, MSN Administrative Officer
John G. McDougall Geographic Information
Systems Manager
John R. Meland Chief Economic Development Planner
Donald M. Reed Chief Biologist
William J. Stauber, AICP Chief Land Use Planner

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COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 248

A MASTER PLAN FOR THE TOWN OF BELGIUM: 2020 OZAUKEE COUNTY, WISCONSIN

Prepared by the

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

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REPORT SUMMARY

In November 1997, the Town of Belgium requested the Southeastern Wisconsin Regional Planning Commission to assist the Town in the preparation of a master plan. The plan would provide local officials with a tool to help guide and shape the physical development of the Town through the year 2020. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. The plan identifies the planning objectives of the Town and sets forth means for achieving those objectives over time.

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

Throughout the planning process, public participation was encouraged. In 1997, a community survey was conducted in which residents were asked for their perceptions concerning desirable land uses, the value of farmland and natural resource preservation, and what residents liked most and least about living in the Town. Resident input was also garnered through comments received at the Town Plan Commission meetings in which the master plan was discussed. In addition, an informational meeting was held on May 18, 2000, and a public hearing was held on June 7, 2000, to present a

preliminary recommended plan to the public and solicit further public input. Also, the Town sent a report summary to the local governing body of adjacent communities and invited them to the aforementioned meetings.

The plan, once adopted, will serve as a guide to direct and shape future development in the Town, while promoting the protection of agricultural lands and environmentally significant resources.

PLANNING AREA

The planning area consists of the Town of Belgium, located in the northeast portion of Ozaukee County. The Town, together with the Village of Belgium, lies entirely within U.S. Public Land Survey Township 12 North, Ranges 22 and 23 East. The lands within this defined area, excluding Lake Michigan, encompass about 37.7 square miles. In 1995, the Town of Belgium encompassed approximately 36.2 square miles of these townships, while the remaining 1.5 square miles were occupied by the Village of Belgium.

EXISTING CONDITIONS

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

Demographic Trends

The Town of Belgium has historically experienced somewhat erratic population changes from 1850 to 1990. During the latter part of this time period, the

population of the Town increased from 1,284 persons in 1940 to 1,646 persons in 1960, an increase of 362 persons, or 28 percent, over that 20-year period. Between 1960 and 1990, the Town population decreased by 241 persons, or 15 percent. The population level subsequently increased, reaching a level of about 1,476 persons in 1997, or about 5 percent greater than the 1990 level, according to State population estimates.

Growth in the number of occupied housing units, or households, in the Town has increased at a faster rate than the Town population in recent decades. Between 1960 and 1990, the number of households increased from 387 to 484, an increase of 97 households, or 25 percent, despite the decrease in the Town population during this period. The increase in the number of households has been accompanied by a decline in the average household size, from 4.25 persons per household in 1960 to 2.90 persons per household in 1990.

There were about 370 employment opportunities, or jobs, in the Town in 1990. The Town has recently experienced an increase in employment from 1980 to 1990 of about 90 jobs, or 24 percent, over the 1980 level of about 280 jobs.

Natural Resources

The location and extent of various elements of the natural resource base, including soils and topography characteristics; water resources and associated floodplains and wetlands; woodlands; and wildlife habitat areas; were inventoried and mapped. Related elements such as scenic overlooks, park and open space sites, and natural areas were also identified. The most significant of these features lie within areas referred to by the Regional Planning Commission 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 mostly in the north central portion of the Town and along Lake Michigan. Preserving these corridors in an essentially open, natural state will do much to maintain the overall quality of the environment and natural beauty of the Town of Belgium. Such preservation can also help prevent the creation of new environmental and developmental problems such as flood damage, poor drainage, wet basements, failing foundations of roads and buildings, and water pollution. In 1995, about 1.3 square

miles, or 4 percent of the Town of Belgium, were within primary environmental corridors.

Secondary environmental corridors, often remnants of primary corridors that have been partially converted to intensive urban or agricultural use, also contain a variety of resource elements. By definition, secondary environmental corridors are at least one mile long and 100 acres in area. Secondary environmental corridors in the Town are generally located along streams and include large wetland complexes associated with these streams. Maintenance of these corridors in open uses can facilitate natural surface water drainage, retain pockets of natural resource features, provide corridors for the movement of wildlife, and lend aesthetic character and natural diversity to an area. Secondary environmental corridors encompassed about 2.2 square miles, or 6 percent of the Town in 1995.

Isolated natural resource areas represent smaller concentrations of natural resource features that have been separated from the environmental corridors. These areas sometime serve as the only available wildlife habitat in an area, lend attractive diversity to an area, and function as surface water retention areas. Such areas, which are by definition at least five acres in size, in combination encompassed about 0.4 square mile, or 1 percent of the Town in 1995.

Agricultural lands are also an important component of the natural resource base and, as such, should be preserved and protected as a matter of sound public policy. Even though no Class I soils exist in the Town, about 31.3 square miles, or 86 percent of the Town, are covered by Class II and III soils. These soils are particularly well suited for agricultural production by historically exhibiting high crop yields and are, therefore, an important economic asset to the Town.

Existing Land Uses

In 1995, the Southeastern Wisconsin Regional Planning Commission conducted inventories of existing land use throughout the Region, including the Town of Belgium, to determine the current type, amount, and spatial distribution of urban and rural land uses. This information was mapped and analyzed in order to help provide a basis for determining probable land use needs through the year 2020, and to assist in the design of an appropriate pattern of future land use in the Town.

Land encompassing agricultural uses and other natural resource areas made up approximately 91 percent of all land use in the Town in 1995. Agriculture was the

largest land use, encompassing approximately 19,053 acres, or 82 percent of the Town, while natural resource areas encompassed approximately 2,057 acres, or 9 percent. Residential land use occupied approximately 470 acres, or 2 percent of the Town in 1995. All other lands within the Town were in other urban uses or open lands.

Land Use Regulations

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

The Town of Belgium is regulated by the Town of Belgium Zoning Ordinance and the Ozaukee County Floodplain and Shoreland Zoning Ordinance. The Town zoning ordinance contains five basic zoning districts and one conservancy overlay district. Each district contains specific zoning regulations, including permitted and conditional uses, minimum lot sizes, minimum yard requirements, and maximum building heights. As of December 1997, approximately 92 percent of all land in the Town was zoned for agricultural use, and the remaining 8 percent was zoned for residential, commercial, industrial, or park uses. In addition, about 6 percent of the Town was protected with conservancy overlay zoning.

Ozaukee County has a floodplain and shoreland zoning ordinance that applies to all unincorporated areas of the County, as well as certain incorporated areas. "Shorelands" are defined in the *Wisconsin Statutes* as all lands lying within 1,000 feet of the shoreline of navigable lakes, ponds, and flowages, or within 300 feet of the shoreline (ordinary highwater mark) of navigable rivers and streams. If the floodplain extends more than 300 feet from the shoreline of the navigable river or stream, the shoreland regulations apply to the landward edge of the floodplain. The County ordinance also regulates the use of floodplains and shoreland-wetlands. The ordinance essentially protects these areas from intensive development.

Land divisions are regulated by the Town in accordance with Chapter 236 of the *Wisconsin Statutes*, even though the Town does not have its own land division ordinance, and by land subdivision regulations contained in the Ozaukee County Floodplain and Shoreland Zoning Ordinance. Both the Town and County require specific

data to be provided on all preliminary and final plats. The requirements of the County ordinance apply only to the division of lands resulting in the creation of a subdivision within the shorelands of unincorporated areas.

A number of State and Federal regulatory programs govern the use of waters and wetlands as well as the potential water quality impacts of development. 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.

PLAN FRAMEWORK

Other factors important to the preparation of the Town master plan include recommendations of areawide planning efforts; the findings of a community survey; the selected population, household, and employment forecasts; and the formulation of planning objectives.

Areawide Plans

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

The most pertinent recommendations contained in these plans as related to the Town of Belgium include regional plans relating to land use, transportation, bicycle-way systems, water quality management, and natural area plans, as well as the Ozaukee County transit system, farmland preservation, and park and open space plans.

Town Survey

As a means of assessing the concerns and desires of Town residents with respect to planning issues, the

Town conducted a community survey in 1997. Included in the survey were questions about Town character, population growth, preferred land uses, preservation of farmland and natural resources, and the role of government in shaping the Town's future. Survey results indicated that most residents favored growth at the present rate or slower. They strongly favored the preservation of farmland and natural resources; generally do not support residential development, but if such development occurs, it should be near concentrations of existing residential development; and generally oppose quarrying and industrial development, but supported commercial development and recreational uses. Overall, most residents wished to retain the Town's farmlands and rural character while concentrating new urban development where such development already exists.

Anticipated Growth and Change

The population, household, and employment forecasts considered in the preparation of the Town master plan were selected based on review of historic data as well as from a range of population, household, and employment projections prepared by the Regional Planning Commission reflecting alternative future growth scenarios for the Southeastern Wisconsin Region to the year 2020. Other issues such as development constraints, market forces, and local desires were also taken into consideration.

Based on careful review of past and current growth trends in the Town, particularly recent residential building permit activity and the factors that might affect those trends, the Town Plan Commission determined that a set of forecasts within the range identified by the Commission would best represent the probable future of the Town in preparing the master plan. The population of the Town of Belgium may be expected to increase to about 1,750 persons by the year 2020, an increase of about 345 residents, or 25 percent, over the 1990 level of 1,405 persons. The number of occupied households within the Town may be expected to increase to about 650 units by 2020, an increase of about 166 units, or 34 percent, over the 1990 level of about 484 units. The number of jobs may be expected to increase from about 370 jobs in 1990 to about 400 jobs by 2020, an increase of about 30 jobs, or 8 percent.

Planning Objectives

The planning process included the formulation of a set of objectives intended to express the long-term land use

goals of the Town. Nine objectives were established to guide the preparation of the master plan. These 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 facilities and services, the provision of a safe and efficient transportation system, the accommodation of residential development only on suitable soils, the preservation of farmland, the protection of the natural environment, the assurance of recreational opportunities, and the maintenance of rural character.

THE RECOMMENDED PLAN

The recommended master plan is intended to provide planning recommendations for the Town of Belgium through the year 2020. The plan sets forth specific recommendations concerning the type, amount, and geographic location of the various land uses for the Town.

The most important recommendations of the plan include the following:

- That most agricultural lands be preserved, particularly, prime agricultural lands. Agricultural lands in the Town that are also located within the Village of Belgium planned urban service area should be maintained in agricultural use as long as possible.
- That environmental corridors, isolated natural resource areas, and other environmentally significant areas be preserved in natural, open uses.
- That most new nonfarm related residential development be directed toward nonprime agricultural lands and existing concentrated residential areas, and utilize open space and conservation design concepts whenever possible.
- That new businesses be limited to the type that support or complement the agricultural base of the Town.

The Town master plan is designed for that area of U.S. Public Land Survey Township 12 North, Ranges 22 and 23 East, encompassing the civil division of the Town of Belgium, and excluding those areas of the townships located within the 1995 corporate limits of the Village of Belgium. Of the total approximately 36-square-mile

Town area considered in the recommended plan, about 34 square miles, or 94 percent, would consist of rural uses, and the remaining two square miles, or 6 percent, would consist of urban uses.

Important elements of the future character of the Town may be noted from the recommended plan. First, agricultural lands would still constitute the largest land use in the Town, occupying almost 80 percent of the Town. Preserved natural areas would continue as the next largest land use, representing about 14 percent of the Town, consisting of environmental corridors, isolated natural resource areas, and other environmentally sensitive lands. Third, residential land uses would represent about 4 percent of the Town. Residential uses, however, would represent the largest urban land use in the Town, and would be concentrated where such uses already exist along Lake Michigan, near the Village of Belgium, at the intersection of CTH B and CTH D, and in the hamlets of Dacada, Holy Cross, and Lake Church. Commercial and industrial uses would be limited to certain home occupations, expansion of existing uses, and mostly new agriculture-related businesses. It is envisioned that Town residents would continue to utilize commercial centers in surrounding communities for retail shopping and service needs.

Active outdoor recreational land uses are not planned to be expanded beyond those that currently exist in the Town which essentially consist of Harrington Beach State Park and the Squires Country Club, an 18-hole golf course. These existing private and public recreation uses are supported by the presence of Lake Michigan and its tributaries, which provide opportunities for water-related recreational activities such as fishing, boating, and swimming. Harrington Beach State Park is a major park that serves a multi-county area by providing such facilities as a swimming beach, areas for picnicking and fishing, and other passive recreation activities. The Town plan recognizes that a draft master plan for the State Park, which has not yet been adopted, recommends that the park be expanded to include about 200 additional acres west of its present boundary. The draft master plan also recommends improvements to wildlife and vegetation areas, construction and management of recreation facilities, promotion of educational services, and expansion of existing hiking and cross-country ski trails.

The master plan recommends a bicycle-way system that would connect major recreational and open-space

sites in the Belgium area to existing and future residential areas. This potential system would consist of about 23 miles of bicycle-ways in the Belgium area that would be a part of a larger system of on-and off-road bicycle routes connecting to the City of Sheboygan, Kohler-Andrae State Park, and the Villages of Oostburg and Cedar Grove to the north; the City of Port Washington to the south; and the Village of Fredonia and Hawthorne Hills County Park to the west of the Town of Belgium.

The master plan incorporates the arterial highway system recommendations of the year 2020 regional transportation system plan as it relates to the Town. Recommended major arterial street improvements in the Town of Belgium include the resurfacing or reconstruction of IH 43/STH 32 and County Trunk Highways A, B, D, H, K, P, KK, and KW to maintain essentially the same capacity on these roads that currently exists.

PLAN IMPLEMENTATION

Successful implementation of the master plan will require faithful, long-term dedication to its underlying objectives. Thus, the adoption of the plan is only the beginning of a series of actions necessary to achieve the plan objectives.

After holding a public informational meeting and hearing on the recommended master plan, an important step in plan implementation is the formal adoption of the plan by the Town Plan Commission and the Town Board. The recommended master plan was adopted by the Town Plan Commission on June 7, 2000, and subsequently adopted by the Town Board on July 3, 2000. Upon such adoptions, the plan should serve as a basis for the review of all rezoning requests as well as preliminary subdivision plats and certified survey maps. Only those proposals that are consistent with the objectives of the plan should be approved. The plan should be periodically reevaluated to ensure that it continues to properly reflect current conditions and local planning objectives.

Other important plan implementation measures include: comprehensive revision of the Town zoning ordinance and zoning district map, including the potential addition of an I-1 Institutional District, A-2 Agricultural/Rural Residential District, and C-2 Upland Conservancy Overlay District; creation of a Town land division

ordinance; guidelines for bicycle facility development; the use of open space or conservation design concepts; and approaches to intergovernmental cooperation. Most recommended revisions to the zoning district map are intended to protect environmentally sensitive areas such as wetlands, woodlands, and steep slopes.

Additionally, voluntary farmland preservation efforts should be considered to help ensure the continuation of farming in the community and to help preserve the Town's rural character.

The Town indicated that it intends to conduct a comprehensive amendment of the zoning ordinance and attendant map, and create a Town land division ordinance after adoption of the master plan. At a minimum, Town officials should consider the recommended changes discussed in this report.

CONCLUSION

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

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

Chapter I

INTRODUCTION

Section 60.10(2)(c) of the *Wisconsin Statutes* provides that town boards may exercise village powers, including comprehensive planning powers delegated to cities and villages under Section 62.23 of the *Statutes*. The Town of Belgium adopted such powers on April 14, 1961.

The State municipal planning enabling act, as set forth in Section 62.23 of the *Wisconsin Statutes*, provides for the creation of municipal plan commissions and charges those commissions with the responsibility of creating and adopting a "master" plan for the physical development of the municipality. The scope and content of the master 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 plan shall be prepared for 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 fostering efficiency and economy in the process of development. To help carry out the planning responsibilities attendant to the adoption of village powers, the Town Board established a Town Plan Commission on August 10, 1965.

In November 1997, the Town of Belgium requested the Southeastern Wisconsin Regional Planning Commission to assist the Town in preparing a master plan. The plan, upon adoption by the Town Plan Commission and the Town Board, is intended to serve as a guide to the physical development of the Town of Belgium, providing a basis for the Town to make informed land use decisions. The plan, while intended primarily to

meet local planning objectives, is also intended to carry regional and county plan elements into greater depth and detail as necessary for sound community development. This report sets forth the master plan for the Town of Belgium.

THE PLANNING AREA

The planning area consists of the Town of Belgium, located in the northeast portion of Ozaukee County, as shown on Map 1. The Town, together with the Village of Belgium, lies entirely within U.S Public Land Survey Township 12 North, Ranges 22 and 23 East. The lands within this defined area, excluding Lake Michigan, encompass 24,144 acres, or about 37.7 square miles. The corporate limits of the Village of Belgium in 1995 encompassed an area of approximately 947 acres or about 1.5 square miles. Thus, the Town of Belgium encompassed about 36.2 square miles.

As shown on Map 1, neighboring communities within Ozaukee County include the Town and Village of Fredonia to the west; the Town and Village of Saukville to the southwest; and the Town and City of Port Washington to the south. The Town of Belgium is also bounded by the Sheboygan County communities of the Town of Holland and Village of Cedar Grove to the north, and the Town of Sherman and Village of Random Lake to the northwest.

EARLY BELGIUM HISTORY

The settlement of Southeastern Wisconsin by Europeans began in about 1836, shortly after completion of the

LOCATION OF THE TOWN OF BELGIUM



Source: SEWRPC.

U.S. Public Land Survey in the Region. Established by an act of the Continental Congress in 1785, the Survey 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 Survey permitted the ready transfer of the ownership of land from the government to private citizens and was essential for settlement and private development of the area.

On March 11, 1848, the Town of Belgium was formally established from a part of what had originally been the Town of Port Washington. Port Washington was considered the final stop for immigrant European Luxembourgers traveling from Milwaukee to a new life in the future area, "The Green Heart of Luxembourg in Wisconsin."¹ Hence, the Belgium area attracted a large contingent of European settlers from Luxembourg who arrived mostly between 1845 and 1853. Settlement of the area was accompanied by the conversion of land covered by a dense forest of oak, elm, maple, and hickory trees to agricultural and urban uses. The majority of the early settlers were farmers, and agriculture continues as the dominant land use in the Town to this day. Historically, the Luxembourgers claim to fame as dairy farmers contributed to Wisconsin's title, "Dairy State," through their strong work ethic and their herds of milch cows with high milk production.

Several hamlet communities were created in the general area with Belgic-Luxembourger's initially settling in the Holy Cross area of Belgium. The Luxembourg Society of Wisconsin designated Belgium along with Dacada, Fredonia, Holy Cross, Lake Church, Waubeka, and Port Washington as the seven historic, authentic Luxembourg settlements occupied predominantly by Belgic-Luxembourgers.

Completion in 1872 of the old Milwaukee, Lake Shore & Western Railway, later referred to as the Chicago & North Western Railway and today the Union Pacific Railroad, from Sheboygan to Milwaukee brought further opportunity for development in Belgium. Map 2 shows the general pattern of historic development from 1900 to 1995 in the Belgium area, including both the Town and Village of Belgium.

¹ Data obtained from a book titled, *Tapestry of Luxembourgers, compiled and edited by Beatrice Wester Krier, 1987.*

THE PLANNING PROCESS

The master plan presented in this report was developed through a planning process consisting of the following steps: 1) inventory, 2) analysis and forecast, 3) formulation of objectives, 4) plan design, 5) plan evaluation, and 6) plan refinement and adoption. Throughout the planning process, the active participation of citizens and town officials was essential for identifying important issues and preparing a plan with realistic goals for the community. Plan implementation, although a step beyond the foregoing planning process, was considered throughout the process so that realization of the plan could be fostered.

Inventory

Reliable planning data are essential for the formulation of workable master plans. Consequently, inventory becomes the first operational step in the planning process. It includes collating existing information and gathering new information by direct measurement. Much of the necessary inventory data are available in the Southeastern Wisconsin Regional Planning Commission files. Data that are not available in these files were collated from other sources or otherwise collected.

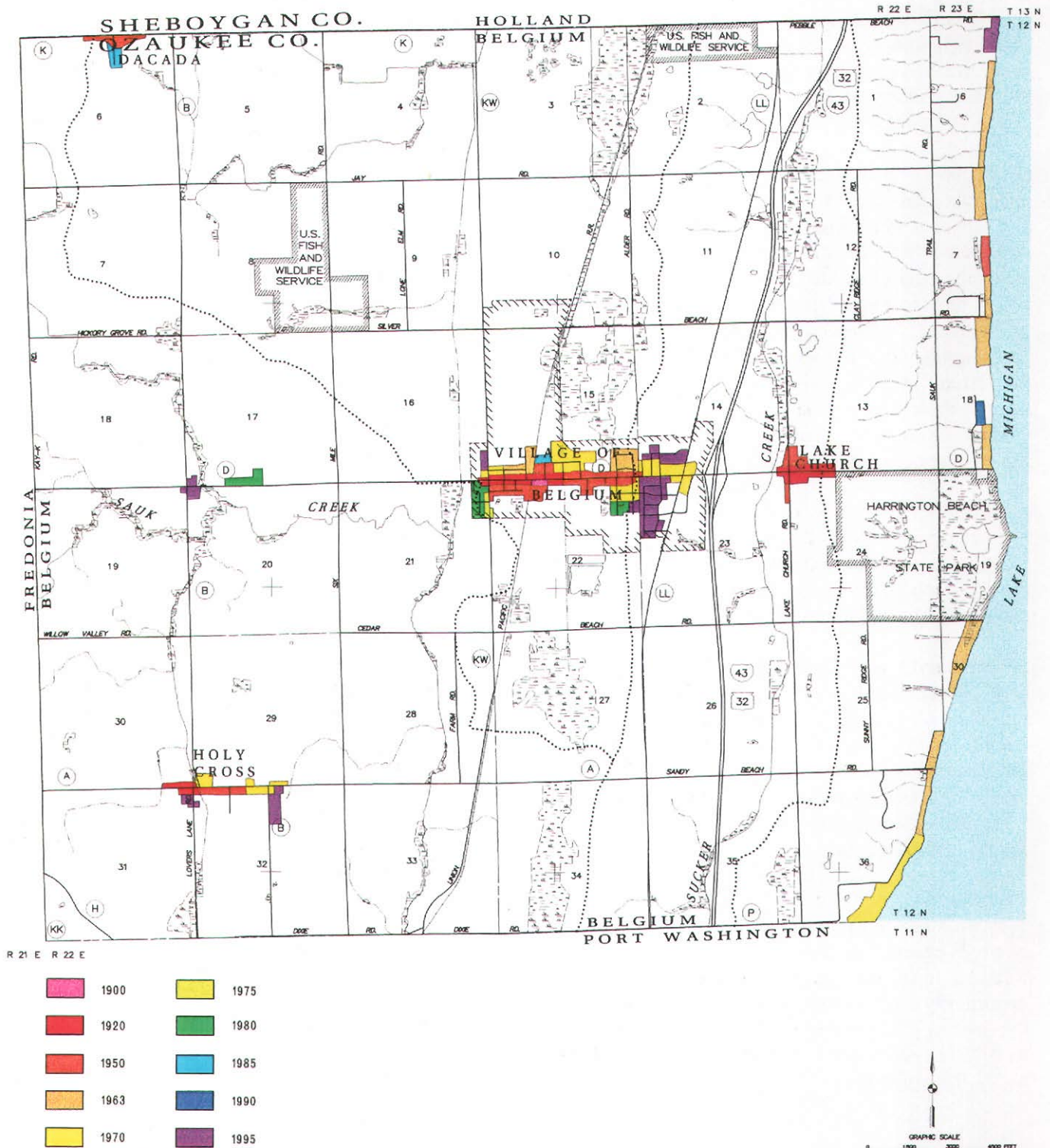
Where possible, inventories requiring graphic presentation were compiled using a geographic information system. Converting graphic data inventories to a computer-compatible format increased the options available in the presentation of material and in later steps of the planning process. Inventory data were grouped into four categories: 1) demographic and economic characteristics, 2) natural resource features, 3) existing land uses, and 4) existing land use regulations.

Analyses and Forecasts

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

Map 2

HISTORIC URBAN GROWTH IN THE BELGIUM AREA: 1900-1995



Formulation of Objectives

An objective is a goal toward the attainment of which a plan is directed. Planning is a rational process for formulating and attaining objectives. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented due to changing public attitudes and values. Because objectives are essentially reflections of the values held by residents of a planning area, the formulation of objectives should involve the active participation of Town officials and citizens. Since objectives serve as a guide in the design of the plan, they must be related in a demonstrable way to the physical development of the planning area.

Plan Design and Evaluation

Plan design and evaluation is the heart of the planning process. The results of the three previous steps, inventory, analyses and forecasts, and formulation of objectives, help shape the plan design. In this step, a plan is designed, or alternative plans are designed, to address the needs of the community. The plan or plan alternatives should be evaluated on the ability to meet the agreed-upon objectives. This evaluation is important since it provides the opportunity to determine if the plan ultimately to be recommended is realistic, sound, and workable. If alternative plans have been designed, this step permits the study of each and the selection of the best.

Plan Refinement and Adoption

The last step in the planning process involves the presentation of the plan in a public forum, the refinement of the plan as necessary, given the public input received, and the adoption of the plan by the Town Plan Commission. Adoption of the plan by the Town Board is also recommended to demonstrate acceptance and support by the governing body. Upon adoption of the plan, it becomes a guide to local planning decision making.

Plan Implementation

Implementation of the master plan should be furthered by the formulation of public policies that promote and ensure plan implementation. Implementation of the adopted master plan requires the use of several planning tools of a legal nature. A Town zoning ordinance and accompanying zoning district map should be used to legally assure that private development and redevelopment will occur in conformance with the adopted plan. Zoning regulations govern, not only the types of land uses permitted in various parts of the community, but also 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 master plan. Land division regulations in the form of a Town land division ordinance should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the plan with respect to the type, location, and extent of the land uses proposed to be accommodated.

Plan Reevaluation

The preparation of a Town master plan does not signal an end to the planning process. Indeed, if the Town of Belgium plan is to remain viable, it must be periodically reviewed and reevaluated to make sure that it will meet the continually changing needs of the Town. Periodic review of the plan will serve to remind the Town Plan Commission and Board members of the objectives identified in the plan preparation process, introduce plan concepts to new Town officials, and may even prompt work on plan amendments required as a result of changing public policy related to future land uses in the Town.

REPORT FORMAT

This planning report consists of the report summary and eight chapters. Following this introductory chapter, Chapter II, "Population, Housing, and Employment Trends and Projections," presents both the historic and projected population, household, and employment data for the year 2020 that were used in the planning effort. Chapter III, "Natural Resources," presents information pertaining to the natural resource base of the Town of Belgium, including data on soils, topography, drainage, wetlands, floodlands, scenic vistas, woodlands, wildlife habitat, parks, and other features. Chapter IV, "Existing Land Uses," presents relevant data on the significant human-made features of the Town of Belgium, 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 important regulations. Chapter VI, "Framework for Plan Development," presents a framework for preparing the Town plan which includes previous areawide planning efforts as related to the Town, key findings of a community survey, the selection of population, housing, and employment forecasts, and a set of community planning objectives. Chapter VII, "The Master Plan," presents the recommended master plan for the Town of Belgium. Chapter VIII "Plan Implementation," describes the legal instruments needed to implement the plan.

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Chapter II

POPULATION, HOUSING, AND EMPLOYMENT TRENDS AND PROJECTIONS

Information on the size, characteristics, and distribution of the resident population, households, and employment in a Town, and on anticipated changes in these socio-economic factors over time, is essential to the preparation of a sound master plan. Some of the land use requirements and needs that a master plan seeks to meet are directly related to the existing and probable future population, household, and employment levels of the area.

The preparation of population, household, and employment forecasts for a community such as the Town of Belgium, when set in a dynamic region, is a particularly difficult task, fraught with uncertainties and subject to periodic revision as new information becomes available. The population, household, and employment forecasts eventually selected as a basis for the Town plan were derived from regional and county projections reflecting alternative future growth scenarios for the Southeastern Wisconsin Region developed by the Regional Planning Commission and used by the Commission in its regional and local planning efforts.

Two alternative future scenarios were prepared for the Region as a basis for the regional population, household, and employment projections: an intermediate-growth scenario and a high-growth scenario. Under each scenario, land use development patterns were developed which were believed to represent conditions that could occur in the Southeastern Wisconsin Region, including the Town of Belgium, over approximately the next 20 years. An additional variable, referred to as centralized and decentralized popula-

tion distributions which deals with the degree of concentration or "centrality" of incremental urban land use development as measured by the relative nearness of new urban land uses to the major population centers in the Region, was added to the analysis of each scenario. In reviewing these alternative projections, two of the alternative scenarios for growth and development, an intermediate-growth future scenario with a centralized development pattern and a high-growth future scenario with a decentralized development pattern, were selected as a basis for preparing the future population, household, and employment levels for the Town. It is believed that they represent a realistic range of levels for the Town through the year 2020.¹

The base year for the projections presented in this chapter is 1990. While these projections of growth and change in the Town represent reasonable estimates of future conditions, they are provided for information purposes and as a starting point in the consideration of the concerns which will ultimately affect the design of the plan. Chapter VI presents forecasts of population, households, and employment selected by the Town Plan Commission to guide the design of the Town plan. Such

¹ For a detailed description of the methodology used to develop these projections, see SEWRPC Technical Report No. 25, *Alternative Futures for Southeastern Wisconsin, 1980*; Technical Report No. 11, (3rd Edition), *The Population of Southeastern Wisconsin, 1995*; and Technical Report No. 10, (3rd Edition), *The Economy of Southeastern Wisconsin, 1995*.

Table 1

**HISTORIC AND PROJECTED POPULATIONS IN THE REGION,
OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1850-2020**

Year	Region			Ozaukee County			Town of Belgium		
	Population	Change from Previous Period		Population	Change from Previous Period		Population	Change from Previous Period	
		Number	Percent		Number	Percent		Number	Percent
1850	113,389	--	--	-- ^a	--	--	--	--	--
1860	190,409	77,020	67.9	15,682	--	--	2,223	--	--
1870	223,546	33,137	17.4	15,564	-118	-0.8	1,979	-244	-11.0
1880	277,119	53,573	24.0	15,461	-103	-0.7	1,948	-31	-1.6
1890	386,774	109,655	39.6	14,943	-518	-3.4	1,690	-258	-13.2
1900	501,808	115,034	29.7	16,363	1,420	9.5	1,547	-143	-8.5
1910	631,161	129,353	25.8	17,123	760	4.6	1,643	96	6.2
1920	783,681	152,520	24.2	16,335	-788	-4.6	1,516	-127	-7.7
1930	1,006,118	222,437	28.4	17,394	1,059	6.5	1,300 ^b	-216	-14.2
1940	1,067,699	61,581	6.1	18,985	1,591	9.1	1,284	-16	-1.2
1950	1,240,618	172,919	16.2	23,361	4,376	23.0	1,467	183	14.3
1960	1,573,614	332,996	26.8	38,441	15,080	64.6	1,646	179	12.2
1970	1,756,083	182,469	11.6	54,461	16,020	41.7	1,625	-21	-1.3
1980	1,764,796	8,713	0.5	66,981	12,520	23.0	1,424	-201	-12.4
1990	1,810,364	45,568	2.6	72,831	5,850	8.7	1,405	-19	-1.3
1997 ^c	1,899,285	88,921	4.9	79,436	6,605	9.1	1,476	71	5.1
2020 Projections									
Intermediate-Growth Centralized	2,077,900	267,536 ^d	14.8 ^d	88,900	16,069 ^d	22.1 ^d	1,550	145 ^d	10.3 ^d
High-Growth Decentralized	2,367,000	556,636 ^d	30.7 ^d	135,900	63,069 ^d	86.6 ^d	1,900	495 ^d	35.2 ^d

^aIn 1853, seven towns (Belgium, Cedarburg, Fredonia, Grafton, Mequon, Port Washington, and Saukville) and the Village of Port Washington, then in Washington County and which contained a resident population of 8,281 persons in 1850, were detached from the remainder of Washington County to form Ozaukee County.

^bThe Village of Belgium was incorporated in 1922 and contained a population of 268 in 1930.

^cEstimates from the Wisconsin Department of Administration.

^dReflects change from 1990 Census.

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

forecasts take into account changes which have occurred within the Town between 1990 and 1997.

This chapter presents a range of future levels for three geographic areas, the Region, Ozaukee County, and Town of Belgium, as well as pertinent historic information concerning the characteristics of the Town residents and housing units of these areas.

POPULATION

Population Trends and Projections

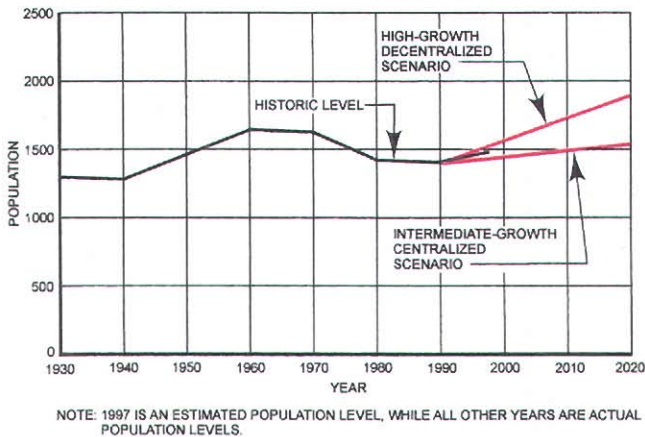
Historic and future populations for the Region, Ozaukee County, and the Town of Belgium are set forth in Table 1 and Figure 1. A review of this table indicates relatively rapid rates of population growth in the

Region during the period 1850 to 1990, compared to the somewhat erratic population changes experienced in both Ozaukee County and the Town of Belgium during this same period. The Town was at a peak population of 2,223 residents in 1860, but experienced a 42 percent decrease in population through 1940, partially due to the incorporation of the Village of Belgium in 1922. After regaining some of this population from 1940 to 1960, the Town again experienced a decrease from 1960 to 1990. However, the State-estimated population level for the Town in 1997 was about 1,476 persons, an increase of about 71 persons, or 5 percent, over the 1990 level of 1,405.

As shown in Table 1 and graphically illustrated in Figure 1, it is envisioned that this recent increase would

Figure 1

HISTORIC AND PROJECTED POPULATIONS FOR THE TOWN OF BELGIUM: 1930-2020



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

continue in the Town as indicated in the range of future population levels considered under the alternative future growth scenarios. The intermediate-growth centralized scenario envisions that the population would increase to 1,550 by the year 2020, an increase of about 145 residents, or 10 percent, over the 1990 level of 1,405. In contrast, under the high-growth decentralized scenario, the population of the Town is envisioned to increase by approximately 495 residents, or 35 percent, during the same time period.

Age Distribution

The age distribution of the population has important implications for planning and the formation of public policies in the areas of education, recreation, health, housing, and transportation. The age composition of the Region, County, and Town are set forth by age group in Table 2. In general, as the resident population of the Region increased during the last two decades, the number of adults increased significantly, while the number of children decreased.

Between 1970 and 1990, the number of children under the age of five decreased by about 10 percent in the Region, increased about 5 percent in the County, and decreased about 25 percent in the Town of Belgium. While the number of children under the age of five decreased between 1970 and 1980 for all three geographic areas, the number of children in this age group increased for all three areas between 1980 and

1990. In addition, the number of school-age children, ages five through 17, between 1970 and 1990 decreased by about 28 percent in the Region, 16 percent in the County, and 44 percent in the Town. While the decline in the school-age population for the Region and Town continued from 1980 to 1990, the rate of decline was significantly less than in the previous decade. The school-age population may be expected to continue to decline in the Town over the planning period.

Table 2 shows the number of working-age adults, ages 18 through 64, between 1970 and 1990, increased about 15 percent in the Region and about 60 percent in the County, while the Town saw a slight decrease of about 3 percent. The number of persons aged 65 and older, however, significantly increased in all three areas between 1970 and 1990, with an increase of about 34 percent in the Region, 103 percent in the County, and 55 percent in the Town of Belgium. The increase in the size of the elderly population, which may be expected to continue throughout the planning period, is also expected to increase the demand for specialized housing units, transportation, and health care services for the elderly.

Educational Attainment

Table 3 provides information on the educational attainment of persons 25 years of age and older in the Region, Ozaukee County, and the Town of Belgium. In 1990, about 73 percent of the residents 25 years of age and older in the Town of Belgium, or 645 persons, had a high school or higher level of education. This percentage is somewhat lower than the corresponding percentages for the populations of the Region and the County, where 79 and 87 percent of the populations, respectively, have attained this level of education.

Household and Family Income²

The 1989 annual income levels in the Region, County, and Town are set forth in Table 4. For comparison purposes, both the average and median incomes are presented. The median income level is found by listing, in a sequential order, the annual income of every household or family and selecting the value in the middle of the list. This middle value is generally used in

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

Table 2

**AGE COMPOSITION OF THE POPULATION IN THE REGION,
OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1970-1990**

Region												
Age Group	1970 ^a		1980 ^b		1990		1970-1980 Change		1980-1990 Change		1970-1990 change	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5.....	153,243	8.7	128,085	7.2	138,444	7.7	-25,158	-16.4	10,359	8.1	-14,799	-9.7
5 through 17	472,342	26.9	375,653	21.3	338,629	18.7	-96,689	-20.5	-37,024	-9.9	-133,713	-28.0
18 through 64	960,887	54.8	1,065,887	60.4	1,106,820	61.1	105,000	10.9	40,933	3.8	145,933	15.2
65 and Older	169,415	9.6	195,294	11.1	226,471	12.5	25,879	15.3	31,177	16.0	57,056	33.7
All Ages	1,765,887	100.0	1,764,919	100.0	1,810,364	100.0	9,032	0.5	45,445	2.6	54,477	3.1

Ozaukee County												
Age Group	1970 ^c		1980		1990		1970-1980 Change		1980-1990 Change		1970-1990 Change	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5.....	5,074	9.3	4,771	7.1	5,323	7.3	-303	-6.0	552	11.6	249	4.9
5 through 17	17,165	31.6	16,174	24.1	14,362	19.7	-991	-5.8	-1,812	-11.2	-2,803	-16.3
18 through 64	28,213	51.8	40,374	60.3	45,086	61.9	12,161	43.1	4,712	11.7	16,873	59.8
65 and Older	3,969	7.3	5,662	8.5	8,060	11.1	1,693	42.7	2,398	42.4	4,091	103.1
All Ages	54,421	100.0	66,981	100.0	72,831	100.0	12,560	23.1	5,850	8.7	18,410	33.8

Town of Belgium												
Age Group	1970		1980		1990		1970-1980 change		1980-1990 Change		1970-1990 Change	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5.....	160	9.9	109	7.7	120	8.5	-51	-31.9	11	10.1	-40	-25.0
5 through 17	514	31.6	291	20.4	286	20.4	-223	-43.4	5	-1.7	-228	-44.4
18 through 64	821	50.5	845	59.3	798	56.8	24	2.9	-47	-5.6	-23	-2.8
65 and Older	130	8.0	179	12.6	201	14.3	49	37.7	22	12.3	71	54.6
All Ages	1,625	100.0	1,424	100.0	1,405	100.0	-201	-12.4	-19	1.3	-220	-13.5

^aThe 1970 regional population of 1,755,887 excludes 196 persons who were added after the conduct of the 1970 census but were not allocated to the various age group categories.

^bThe 1980 regional population of 1,764,919 includes 123 persons who were subtracted from these numbers after the conduct of the 1980 census but whose removal were not allocated to the various age group categories.

^cThe 1970 county population of 54,421 excludes 40 persons who were added after the conduct of the 1970 census but were not allocated to the various age group categories.

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

summarizing income data because the average value can be inordinately affected by a relatively small number of households or families at the extreme high or low end of the income range.

A comparison of income levels among the three geographic areas indicates that the 1989 annual median incomes for both households and families in the Town were lower than in the County, but higher than in the Region. The median annual household income in 1989

in the Town was \$36,141; in Ozaukee County, \$42,695; and in the Region, \$32,146.

HOUSING

Household Trends and Projections

Historic and future household levels for the Region, Ozaukee County, and the Town of Belgium are set forth in Table 5. As indicated in Table 5, there was a steady increase in the number of occupied housing units

Table 3

**EDUCATIONAL ATTAINMENT OF PERSONS 25 YEARS OF AGE AND OLDER
IN THE REGION, OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1990**

Education Level Attained	Region		Ozaukee County		Town of Belgium	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less than Ninth Grade.....	87,026	7.6	2,609	5.5	137	15.5
Ninth to 12th Grade, No Diploma	154,773	13.4	3,556	7.5	104	11.7
High School Diploma (includes GED).....	378,384	32.9	13,921	29.6	343	38.7
Some College, No Degree	222,708	19.3	9,363	19.9	128	14.4
Associate Degree	77,221	6.7	3,615	7.7	45	5.1
Bachelor Degree	159,775	13.9	9,587	20.4	77	8.7
Graduate Degree	71,258	6.2	4,407	9.4	52	5.9
Total	1,151,145	100.0	47,058	100.0	886	100.0

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

Table 4

HOUSEHOLD AND FAMILY INCOME IN THE REGION, OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1989^a

Range	Region				Ozaukee County				Town of Belgium			
	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	328	1.3	107	0.5	6	1.2	6	1.6
\$5,000 to 9,999	63,191	9.3	26,032	5.5	1,053	4.1	180	0.9	23	4.7	9	2.3
\$10,000 to 12,499	29,465	4.3	13,128	2.8	640	2.5	264	1.3	13	2.7	8	2.1
\$12,500 to 14,999	26,147	3.9	12,932	2.7	666	2.6	346	1.7	22	4.5	17	4.4
\$15,000 to 17,499	29,003	4.3	15,821	3.3	814	3.2	477	2.3	20	4.1	12	3.1
\$17,500 to 19,999	27,707	4.1	15,741	3.3	760	3.0	413	2.0	12	2.5	10	2.6
\$20,000 to 22,499	30,503	4.5	17,930	3.8	866	3.4	599	2.9	17	3.5	14	3.6
\$22,500 to 24,999	26,473	3.9	17,313	3.7	731	2.8	596	2.9	29	5.9	21	5.5
\$25,000 to 27,499	30,020	4.4	19,757	4.2	947	3.7	664	3.2	27	5.5	25	6.5
\$27,500 to 29,999	24,880	3.7	17,590	3.7	901	3.5	710	3.5	25	5.1	16	4.2
\$30,000 to 32,499	30,327	4.5	21,487	4.5	1,035	4.0	826	4.0	25	5.1	18	4.7
\$32,500 to 34,999	24,118	3.6	18,614	3.9	847	3.3	663	3.2	15	3.1	13	3.4
\$35,000 to 37,499	27,610	4.1	20,837	4.4	1,170	4.5	926	4.5	23	4.7	16	4.2
\$37,500 to 39,999	23,380	3.5	18,537	3.9	889	3.4	785	3.8	17	3.5	13	3.4
\$40,000 to 42,499	27,513	4.1	22,056	4.7	1,129	4.4	1,016	4.9	22	4.5	18	4.7
\$42,500 to 44,999	21,174	3.1	18,038	3.8	942	3.7	824	4.0	20	4.1	20	5.2
\$45,000 to 47,499	22,261	3.3	18,788	4.0	900	3.5	841	4.1	11	2.2	11	2.9
\$47,500 to 49,999	18,646	2.8	16,070	3.4	743	2.9	687	3.4	14	2.9	9	2.3
\$50,000 to 54,999	34,933	5.1	30,624	6.5	1,671	6.5	1,508	7.4	27	5.5	24	6.2
\$55,000 to 59,999	26,800	3.9	23,617	5.0	1,219	4.7	1,113	5.4	23	4.7	15	3.9
\$60,000 to 74,999	52,685	7.8	47,097	10.0	2,830	11.0	2,617	12.8	31	6.3	29	7.6
\$75,000 to 99,999	31,826	4.7	28,301	6.0	2,179	8.5	2,063	10.1	32	6.5	30	7.8
\$100,000 to 124,999	10,308	1.5	9,347	2.0	875	3.4	807	3.9	9	1.8	6	1.6
\$125,000 to 149,000	4,091	0.6	3,777	0.8	418	1.6	402	2.0	14	2.9	12	3.1
\$150,000 or More	8,653	1.3	7,755	1.6	1,146	4.5	1,083	5.3	12	2.5	12	3.1
Total	676,593	100.0	472,946	100.0	25,699	100.0	20,517	100.0	489	100.0	384	100.0
Average Income	\$38,541	--	\$44,401	--	\$54,348	--	\$60,683	--	\$45,223	--	\$48,284	--
Median Income	\$32,146	--	\$38,516	--	\$42,695	--	\$47,578	--	\$36,141	--	\$38,846	--

^aData reported in 1990 Census of Population and Housing actually represents calendar year 1989.

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

Table 5

**HISTORIC AND PROJECTED NUMBER OF HOUSEHOLDS^a
IN THE REGION, OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1960-2020**

Year	Region			Ozaukee County			Town of Belgium		
	Households	Change from Previous Period		Households	Change from Previous Period		Households	Change from Previous Period	
		Number	Percent		Number	Percent		Number	Percent
1960	465,913	--	--	10,417	--	--	387	--	--
1970	536,486	70,573	15.1	14,753	4,336	41.6	421	34	8.8
1980	627,955	91,469	17.0	21,763	7,010	47.5	469	48	11.4
1990	676,107	48,152	7.7	25,707	3,944	18.1	484	15	3.2
2020 Projections									
Intermediate-Growth Centralized	827,100	150,993	22.3	35,400	9,693	37.4	575	91	18.8
High-Growth Decentralized	905,100	228,993	33.9	52,500	26,793	104.2	690	206	42.6

^aOccupied housing units.

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

in all three geographic areas between 1970 and 1990. This table also demonstrates that the rate of increase in the number of occupied housing units exceeded the rate of population change in each of these three areas. With the number of households increasing at a faster rate than the population, household size throughout the Region has steadily decreased, as discussed in the next section.

The trend towards a steady increase in the number of households for the Town may be expected to continue under both the intermediate-growth centralized scenario and the high-growth decentralized scenario. As indicated in Table 5, by the year 2020 household levels in the Town are envisioned to range from approximately 575 units under the intermediate-growth scenario to approximately 690 units under the high-growth scenario for an increase of about 19 and 43 percent, respectively, over the 1990 level of 484 units.

Household Size

Table 6 compares historic and future year 2020 household sizes in the Region, County, and Town. While the number of households in the Town of Belgium has increased, the average size of a household has decreased from 1960 to 1990, a trend seen throughout the Region and the nation. The Town, however, had larger household sizes than either Ozaukee County or the Region. The decline in household size can be attributed to a decrease in the number of children per family and an increase in the number of

single-parent families and single-person households. In the past, the decline in average house-hold size contributed to the population decrease experienced in the Town.

Table 6 indicates that the household size is anticipated to continue to decline to the year 2020 under the two future scenarios considered. The average household size, under the intermediate-growth centralized scenario, may be expected to decline in all three geographic areas, with household size in the Town decreasing from 2.90 persons per household in 1990 to 2.69 in 2020. Under the high-growth decentralized alternative, the average household size in the Town is expected to also decrease, but not as much as under the other scenario, to 2.76 persons. The variation in projected household size under the high-growth scenario is generally due to a greater assumed proportion of two-parent households with more children than under the intermediate-growth scenario.

Housing Stock Characteristics

Housing characteristics for the Region, County, and Town are set forth in Table 7. In 1990, about 85 percent of all housing units in the Town were occupied, compared to 97 and 94 percent, respectively, for the County and Region. The lower rate of occupancy in the Town, as compared to the County and the Region, is because a significantly higher portion of the total housing stock in the Town, about 14 percent, has been

Table 6

**HISTORIC AND PROJECTED NUMBER OF PERSONS PER HOUSEHOLD
IN THE REGION, OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1960-2020**

Year	Region			Ozaukee County			Town of Belgium		
	Persons per Household	Change from Previous Period		Persons per Household	Change from Previous Period		Persons per Household	Change from Previous Period	
		Number	Percent		Number	Percent		Number	Percent
1960	3.30	--	--	3.65	--	--	4.25	--	--
1970	3.20	-0.10	-3.0	3.66	-0.01	-0.3	3.83	-0.42	-9.9
1980	2.75	-0.45	-14.1	3.04	-0.62	-16.9	3.04	-0.79	-20.6
1990	2.62	-0.13	-4.7	2.79	-0.25	-8.2	2.90	-0.14	-4.6
2020 Projections									
Intermediate-Growth Centralized	2.46	-0.16	-6.1	2.47	-0.32	-11.5	2.69	-0.21	-7.2
High-Growth Decentralized	2.56	-0.06	-2.3	2.56	-0.23	-8.2	2.76	-0.14	-4.8

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

Table 7

**HOUSING CHARACTERISTICS OF THE REGION,
OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1990**

Characteristics	Region			Ozaukee County			Town of Belgium		
	Number	Percent of Subtotal	Percent of Total	Number	Percent of Subtotal	Percent of Total	Number	Percent of Subtotal	Percent of Total
Year-Round Housing Units									
Owner-Occupied	414,049	58.9	57.7	19,128	72.8	72.2	367	74.2	64.1
Renter-Occupied	262,058	37.2	36.6	6,579	25.1	24.9	117	23.6	20.4
Vacant	27,378	3.9	3.8	552	2.1	2.1	11	2.2	1.9
Subtotal	703,485	100.0	98.1	26,259	100.0	99.2	495	100.0	86.4
Seasonal Housing Units	13,690	--	1.9	223	--	0.8	78	--	13.6
Total	717,175	--	100.0	26,482	--	100.0	573	--	100.0

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

classified as being in seasonal use, compared to 1 and 2 percent of such housing units in the County and Region, respectively. As may be expected because of the rural nature of the Town, renter-occupied housing units made up a smaller percentage of the housing stock in the Town, about 20 percent, than in Ozaukee County, about 25 percent, and the Region, about 37 percent.

Housing Age and Building Activity

Table 8 indicates the number of housing units constructed during certain time periods for the Region, County, and Town which, in turn, provides an indication

of the general age of the housing stock for each of the geographical areas. The table indicates that the Town of Belgium contains a higher percentage of older housing units in comparison to those in the Region and Ozaukee County. Many of the housing units, about 48 percent, within the Town of Belgium were constructed before 1940, whereas about 28 and 17 percent, respectively, were constructed in the Region and Ozaukee County before 1940.

Table 9 provides a summary of residential building permit activity in the Town of Belgium from 1970

Table 8

**NUMBER AND YEAR OF HOUSING UNIT CONSTRUCTION
IN THE REGION, OZAUKEE COUNTY, AND THE TOWN OF BELGIUM**

Time Period Constructed	Region		Ozaukee County		Town of Belgium	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
1980 to March 1990	74,785	10.4	4,289	16.2	53	9.3
1970 to 1979	122,214	17.0	7,302	27.6	77	13.4
1960 to 1969	110,771	15.5	5,045	19.0	40	7.0
1950 to 1959	137,304	19.2	4,027	15.2	67	11.7
1940 to 1949	71,725	10.0	1,320	5.0	63	11.0
Before 1940	200,376	27.9	4,499	17.0	273	47.6
Total	717,175	100.0	26,482	100.0	573	100.0

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

through 1997. During this time period, 147 new single-family residential building permits were issued for an overall average of about five permits per year. From 1970 through 1989, a total of 69 permits were issued over this 20-year time period for an average of about four permits per year. Over the eight-year time period from 1990 through 1997, a total of 78 permits were issued, which represents a higher average number of permits issued per year, about 10, than the average from 1970 through 1989. Even though this data does not specifically indicate whether the units were actually built, it could be assumed that most units were constructed.

Housing Value and Costs

Table 10 sets forth the value of owner-occupied housing units in 1990 in the Region, County, and the Town. The value, as recorded by the U.S. Census, is the homeowner's estimate of what the property, house and lot, would bring on the market if it were sold. Value data for mobile homes and units on 10 acres or more were excluded by the U.S. Census in this tabulation. A comparison of housing values among the three geographic areas indicates that both the average and median housing values in the Town were lower than in the County, but higher than in the Region. Most of the owner-occupied housing units, nearly 56 percent, in the Town were valued between \$50,000 and \$100,000. Table 10 does not include data on the value of 145 owner-occupied housing units in the Town, since such information was not available from the Census data.

Table 11 provides the monthly owner costs, including debt costs, of mortgaged owner-occupied housing

units in the Region, County, and Town. This indicates that, overall, the 1990 median monthly mortgage cost in the Town, \$732, was comparatively lower than such cost for the County, \$913, and the Region, \$764. In 1990, the Town had 214 mortgaged owner-occupied dwelling units representing about 58 percent of the 367 total owner-occupied housing units in the Town. Table 11 does not include data on monthly mortgage cost for 74 owner-occupied dwelling units, since such information was not available from the Census data.

Table 12 provides the 1990 gross rent of renter-occupied housing in the Region, Ozaukee County, and Town of Belgium. The gross rent data includes contract rents plus estimated utility and heating costs for those contract rents that do not include such costs. This data, however, does not include the gross rent for rental units located on 10 or more acres of land. The data indicates that in 1990 the median and average monthly gross rent for renter-occupied housing in the Town was lower than those for both the Region and the County during the same time period. Table 12 does not include data on the gross rent for 38 renter-occupied units in the Town, since such information was not available from the Census data.

EMPLOYMENT

Employment Trends and Projections

Historic and projected future employment levels in the Region, County, and Town are set forth in Table 13. Employment means the number of jobs, regardless of

Table 9**RESIDENTIAL BUILDING PERMITS ISSUED
IN THE TOWN OF BELGIUM: 1970-1997**

Year	Single-Family Housing Units
1970	8
1971	3
1972	3
1973	4
1974	4
1975	3
1976	1
1977	2
1978	4
1979	2
1980	4
1981	3
1982	5
1983	3
1984	2
1985	6
1986	2
1987	2
1988	3
1989	5
1990	8
1991	11
1992	8
1993	8
1994	15
1995	10
1996	8
1997	10
Total	147
Average Annual	5

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

the residency of the worker and whether the jobs are part- or full-time employment. Table 13 indicates that from 1970 to 1990 the rate of employment growth in the Town of Belgium was slower than that of the Region or the County. Between 1970 and 1990, employment levels increased in the Region by about 36 percent, in the County by about 72 percent, and in the Town by about 30 percent.

The historic trend of employment growth for the three geographic areas may be expected to continue as indicated in the range of future employment levels considered under the alternative future scenarios. As indi-

cated in Table 13, the employment level in the Town is envisioned to experience a slight increase to about 390 jobs by the year 2020, an increase of about 20 jobs, or 6 percent, under the intermediate-growth centralized scenario. Under the high-growth decentralized scenario, it is envisioned that the Town would experience an employment level of about 420 jobs by 2020, an increase of about 50 jobs, or 14 percent.

Occupational Characteristics

Table 14 provides information on the employed population 16 years of age and older by class of worker for the Region, Ozaukee County, and the Town of Belgium in 1990. In this data set, the number of employed persons is based upon the residency of the workers rather than the location of the job. As may be expected, the majority of workers in all three geographic areas are identified as private wage and salary workers. Of particular note, however, is the large percentage, approximately 16 percent, of self-employed workers and unpaid family workers in the Town in 1990. This percentage is significantly larger than that for the Region and County, which identified less than 5 percent and 7 percent, respectively, of workers as self employed or unpaid family workers. The high percentage of self-employed and unpaid family workers in the Town may be attributed to the fact that Belgium has a strong farming community.

Similarly, as shown in Table 15, the percentage of employed Town residents that work in the farming, forestry, and fishing occupations, about 16 percent, is significantly larger than that for the Region and County which identified approximately 1 and 2 percent, respectively. While the agriculture industry has a significant effect on the local labor force, other occupational groups employed a larger percentage of Town residents in 1990. The managerial and professional specialty occupations employed about 22 percent; the technical, sales, and administrative support occupations employed about 19 percent; and the operator, fabricator, and laborer occupations employed about 18 percent of the Town labor force. However, within the Regional and County labor force, the managerial and professional specialty occupations and the technical, sales, and administrative support occupations each held a larger percentage than did the Town.

Place of Work

Table 16 provides data on the place of work of workers 16 years and older living in Ozaukee County and in the Town of Belgium in 1990. The data indicate that 473 Town residents, or about 68 percent of the Town labor

Table 10

**VALUE OF OWNER-OCCUPIED HOUSING UNITS
IN THE REGION, OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1990**

Range	Region		Ozaukee County		Town of Belgium	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less than \$15,000	1,263	0.4	12	0.1	0	0.0
\$15,000 to 19,999	1,506	0.4	11	0.1	1	0.4
\$20,000 to 24,999	3,092	0.9	9	0.1	0	0.0
\$25,000 to 29,999	4,548	1.3	11	0.1	1	0.4
\$30,000 to 34,999	8,719	2.5	24	0.2	2	0.9
\$35,000 to 39,999	11,952	3.5	45	0.3	2	0.9
\$40,000 to 44,999	14,254	4.1	88	0.5	7	3.2
\$45,000 to 49,999	17,887	5.2	156	0.9	13	5.9
\$50,000 to 59,999	45,791	13.3	648	3.9	32	14.4
\$60,000 to 74,999	72,105	20.9	2,421	14.7	44	19.8
\$75,000 to 99,999	80,918	23.5	4,720	28.8	49	22.1
\$100,000 to 124,999	36,619	10.6	2,888	17.6	19	8.6
\$125,000 to 149,999	19,829	5.8	1,972	12.0	9	4.0
\$150,000 to 174,999	9,248	2.7	1,041	6.3	12	5.4
\$175,000 to 199,999	5,446	1.6	680	4.1	12	5.4
\$200,000 to 249,999	5,393	1.6	689	4.2	13	5.9
\$250,000 to 299,999	2,527	0.7	436	2.7	1	0.4
\$300,000 to 399,999	2,195	0.6	388	2.4	5	2.3
\$400,000 to 499,999	708	0.2	121	0.7	0	0.0
\$500,000 or More	638	0.2	51	0.3	0	0.0
Total	344,638	100.0	16,411	100.0	222	100.0
Average Value	\$85,749	--	\$122,410	--	\$104,578	--
Median Value	\$73,200	--	\$100,200	--	\$ 81,000	--

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

Table 11

**NUMBER OF HOUSING UNITS OF OWNER-OCCUPIED MORTGAGED HOUSING BY MONTHLY
OWNER COSTS IN THE REGION, OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1990**

Actual Monthly Owner Costs with Mortgage	Region		Ozaukee County		Town of Belgium	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less than \$300	2,788	1.3	68	0.6	2	1.4
\$300 to \$399	9,220	4.1	234	2.0	3	2.1
\$400 to \$499	18,936	8.5	467	3.9	5	3.6
\$500 to \$599	27,594	12.3	778	6.6	26	18.6
\$600 to \$699	32,750	14.6	1,387	11.7	26	18.6
\$700 to \$799	32,393	14.5	1,466	12.4	25	17.9
\$800 to \$899	26,738	11.9	1,343	11.3	21	15.0
\$900 to \$999	21,348	9.5	1,340	11.3	10	7.1
\$1,000 to \$1,249	28,724	12.8	1,968	16.6	7	5.0
\$1,250 to \$1,499	11,211	5.0	1,085	9.2	6	4.3
\$1,500 to \$1,999	8,104	3.6	1,105	9.3	7	5.0
\$2,000 or more	4,159	1.9	602	5.1	2	1.4
Total	223,965	100.0	11,843	100.0	140	100.0
Average Costs	\$840	--	\$1,036	--	\$850	--
Median Costs	\$764	--	\$ 913	--	\$732	--

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

Table 12

**NUMBER OF RENTER-OCCUPIED HOUSING UNITS BY MONTHLY GROSS RENT
IN THE REGION, OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1990**

Monthly Gross Rent	Region		Ozaukee County		Town of Belgium	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less than \$100.....	1,335	0.5	9	0.1	0	0.0
\$100 to \$149.....	9,245	3.6	111	1.8	0	0.0
\$150 to \$199.....	7,563	2.9	83	1.3	3	3.8
\$200 to \$249.....	9,722	3.8	208	3.3	7	8.8
\$250 to \$299.....	14,604	5.6	110	1.7	5	6.3
\$300 to \$349.....	22,986	8.9	342	5.4	9	11.4
\$350 to \$399.....	32,201	12.4	585	9.2	4	5.1
\$400 to \$449.....	37,462	14.5	847	13.4	24	30.4
\$450 to \$499.....	35,382	13.7	862	13.6	8	10.1
\$500 to \$549.....	26,480	10.2	657	10.4	4	5.1
\$550 to \$599.....	18,610	7.2	694	11.0	4	5.1
\$600 to \$649.....	12,782	4.9	591	9.3	2	2.5
\$650 to \$699.....	8,884	3.4	442	7.0	0	0.0
\$700 to \$749.....	5,802	2.2	236	3.7	0	0.0
\$750 to \$999.....	9,166	3.5	269	4.2	3	3.8
\$1,000 or more.....	2,060	0.8	88	1.4	0	0.0
No Cash Rent.....	4,836	1.9	202	3.2	6	7.6
Total	259,120	100.0	6,336	100.0	79	100.0
Average Rent	\$439	--	\$492	--	\$381	--
Median Rent	\$442	--	\$495	--	\$418	--

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

Table 13

**HISTORIC AND PROJECTED EMPLOYMENT IN THE REGION,
OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1970-2020**

Year	Region			Ozaukee County			Town of Belgium		
	Employment	Change from Previous Period		Employment	Change from Previous Period		Employment	Change from Previous Period	
		Number	Percent		Number	Percent		Number	Percent
1970	784,100	--	--	21,200	--	--	285	--	--
1980	945,200	161,000	20.5	28,100	6,900	32.5	280	-5	-1.8
1990	1,067,200	122,000	12.9	36,400	8,300	22.8	370	90	24.3
2020 Projections									
Intermediate-Growth Centralized	1,277,100	209,900	19.7	50,000	13,600	37.4	390	20	5.5
High-Growth Decentralized	1,362,600	295,400	27.7	57,700	21,300	58.5	420	50	13.5

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

Table 14

**EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER BY CLASS OF WORKER
IN THE REGION, OZAUKEE COUNTY, AND THE TOWN OF BELGIUM: 1990**

Class of Worker	Region		Ozaukee County		Town of Belgium	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Private Wage and Salary Worker.....	739,155	83.6	33,111	84.7	533	75.7
Federal Government Worker.....	15,469	1.8	447	1.1	15	2.1
State Government Worker.....	16,486	1.9	459	1.2	14	2.0
Local Government Worker	69,574	7.9	2,604	6.7	30	4.3
Self-Employed Worker.....	39,608	4.5	2,323	5.9	101	14.3
Unpaid Family Worker.....	2,424	0.3	156	0.4	11	1.6
Total	882,716	100.0	39,100	100.0	704	100.0

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

Table 15

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

Occupation	Region		Ozaukee County		Town of Belgium	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty						
Executive, Administrative, and Managerial.....	103,680	11.7	6,211	15.9	84	11.9
Professional Specialty	122,673	13.9	6,046	15.5	68	9.7
Technical, Sales, Administrative Support						
Technicians and Related Support.....	31,301	3.5	1,131	2.9	17	2.4
Sales.....	103,033	11.7	5,100	13.0	53	7.5
Administrative Support, including Clerical	150,205	17.0	5,682	14.5	64	9.1
Service						
Private Household	1,758	0.2	128	0.3	0	0.0
Protective Service.....	12,724	1.4	278	0.7	0	0.0
Service, except Protective and Household.....	98,458	11.2	3,696	9.4	70	9.9
Farming, Forestry, and Fishing.....	9,288	1.1	661	1.7	113	16.1
Precision Production, Craft, Repair.....	103,690	11.7	4,898	12.5	108	15.3
Operators, Fabricators, and Laborers						
Machine Operators, Assemblers, Inspectors	80,106	9.1	3,308	8.5	95	13.5
Transportation and Material Moving.....	32,522	3.7	767	2.0	16	2.3
Handlers, Equipment Cleaners, Helpers, Laborers	33,278	3.8	1,194	3.1	16	2.3
Total	882,716	100.0	39,100	100.0	704	100.0

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

force, worked in Ozaukee County, while 224 Town residents, or about 32 percent, worked outside of the County. Of the total Town residents that worked outside of the County, most worked in Milwaukee

and Sheboygan Counties, about 16 and 10 percent, respectively. The significant number of Town residents that lived and worked in the County may be due to the Town of Belgium functioning largely as a "farming"

Table 16

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

Place of Work	Ozaukee County		Town of Belgium	
	Number of Workers	Percent of Total	Number of Workers	Percent of Total
Ozaukee County	19,592	50.1	473	67.9
Washington County				
City of West Bend	424	1.1	0	0.0
Remainder of Washington County	592	1.5	4	0.6
Subtotal	1,016	2.6	4	0.6
Milwaukee County				
City of Milwaukee	9,887	25.3	81	11.6
City of Glendale	1,346	3.4	13	1.9
Village of West Milwaukee	24	0.1	2	0.3
City of West Allis	412	1.0	3	0.4
City of Wauwatosa	599	1.5	4	0.6
City of Cudahy	24	0.1	0	0.0
Remainder of Milwaukee County	2,450	6.3	7	1.0
Subtotal	14,742	37.7	110	15.8
Waukesha County				
City of Waukesha	404	1.0	2	0.3
City of Brookfield	491	1.3	4	0.6
Remainder of Waukesha County	1,230	3.1	15	2.1
Subtotal	2,125	5.4	21	3.0
Racine County	41	0.1	2	0.3
Kenosha County	29	0.1	0	0.0
Sheboygan County	614	1.6	73	10.4
Chicago, Illinois PMSA ^a	110	0.3	0	0.0
Worked Elsewhere	831	2.1	14	2.0
Total	39,100	100.0	697	100.0

^aThe Chicago Primary Metropolitan Statistical Area (PMSA) includes Cook, DeKalb, DuPage, Grundy, Kane, Kendall, Lake, McHenry, and Will Counties.

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

community, even though data was not available on the number of Town residents that both lived and worked in the Town.

SUMMARY

Inventory is the first operational step in the planning process. It is important that the planning area be properly described before recommendations that will invariably affect the future of that area are formulated. This chapter has presented information on the historic

characteristics of the population, housing, and employment for the Town of Belgium, Ozaukee County, and the Southeastern Wisconsin Region, and on anticipated changes in these socioeconomic factors over time. Of particular significance to the preparation of the Town of Belgium master plan are the following findings:

- The Town of Belgium has historically experienced somewhat erratic population changes from 1850 to 1990. During the latter part of this time period, from 1940 to 1960, the population of the

Town of Belgium increased nearly 28 percent to 1,646 residents. Following this time period, the population of the Town decreased from 1,646 in 1960 to 1,405 persons in 1990. However, the recent State-estimated population level for the Town in 1997 was about 1,476 persons, an increase of about 5 percent over the 1990 level of 1,405.

- Alternative future regional scenarios prepared by the Regional Planning Commission provide a range of population, household, and employment projections for consideration by the Town of Belgium. Population in the Town of Belgium, which stood at 1,405 in 1990, is envisioned to increase under the intermediate-growth centralized scenario by approximately 145 residents, or 10 percent, to 1,550 residents during the 1990 to 2020 time period. Alternatively, under the high-growth decentralized scenario, the population of the Town is envisioned to increase by approximately 495 residents, or 35 percent, to 1,900 residents in 2020.
- The number of households or occupied housing units in the Town of Belgium, which stood at 484

in 1990, is envisioned to increase under the intermediate-growth centralized scenario by approximately 91 households, or 19 percent, to 575 households during the 1990 to 2020 time period. Alternatively, under the high-growth decentralized scenario, the Town is envisioned to experience an increase of approximately 206 households, or 43 percent, to 690 households in 2020.

- The average household size in the Town of Belgium is envisioned to decline under the intermediate-growth centralized scenario from 2.90 persons per occupied household in 1990 to 2.69 in 2020. Under the high-growth decentralized scenario, the average household size in the Town is envisioned to decrease from 2.90 persons per household to 2.76 in 2020.
- Employment in the Town of Belgium, which stood at approximately 370 jobs in 1990, is envisioned to increase under the intermediate-growth centralized scenario by approximately 20 jobs, or 6 percent, to 390 jobs in 2020. Alternatively, under the high-growth decentralized scenario, it is envisioned that the Town would experience an increase of approximately 50 jobs, or 14 percent, to 420 jobs in 2020.

Chapter III

NATURAL RESOURCES

The conservation and wise use of the natural resources of an area are fundamental to achieving sound physical development and to the continued ability of the area to provide a pleasant and habitable environment for life. This master plan recognizes that the natural resources of the Town are limited and that urban and rural development need to be properly adjusted to the natural resource base to avoid serious environmental problems and to maintain resources for the future. This chapter presents an inventory and analysis of the natural resource base of the Town of Belgium.

Included in this chapter is descriptive information regarding soils, topography, water resources, vegetation, wildlife habitat, natural areas, and park and open space sites. The environmentally sensitive natural resources described in this chapter—hydric soils, lakes, streams, floodplains, wetlands, woodlands, steep slopes, wildlife habitat—generally occur in elongated areas of the landscape and are interdependent. The wise use and preservation of one resource is critical to the continued existence of others. Areas of concentrated natural resources have long been delineated by the Regional Planning Commission and have become widely known as environmental corridors. The environmental corridors encompass those areas in which concentrations of recreational, aesthetic, ecological, and cultural resources occur, and which, therefore, should be preserved and protected in essentially natural, open uses.

SOIL PROPERTIES

Soil properties exert a strong influence on the manner in which people use land. Soils are an irreplaceable

resource, and mounting pressures upon land are constantly making this resource more and more valuable. A need exists, therefore, in any planning effort to examine not only how land and soils are presently used, but also how they can best be used and managed for future use.

The soil information presented in this chapter is based on the Ozaukee County soil survey report prepared by the U.S. Soil Conservation Service¹ under a 1963 cooperative agreement with the Southeastern Wisconsin Regional Planning Commission.² The soils survey data are definitive with respect to physical, chemical, and biological properties. The survey also includes interpretations of the soil properties for planning, engineering, agricultural, and resource-conservation purposes.

Soil Suitability for Development Using Onsite Sewage-Disposal Systems

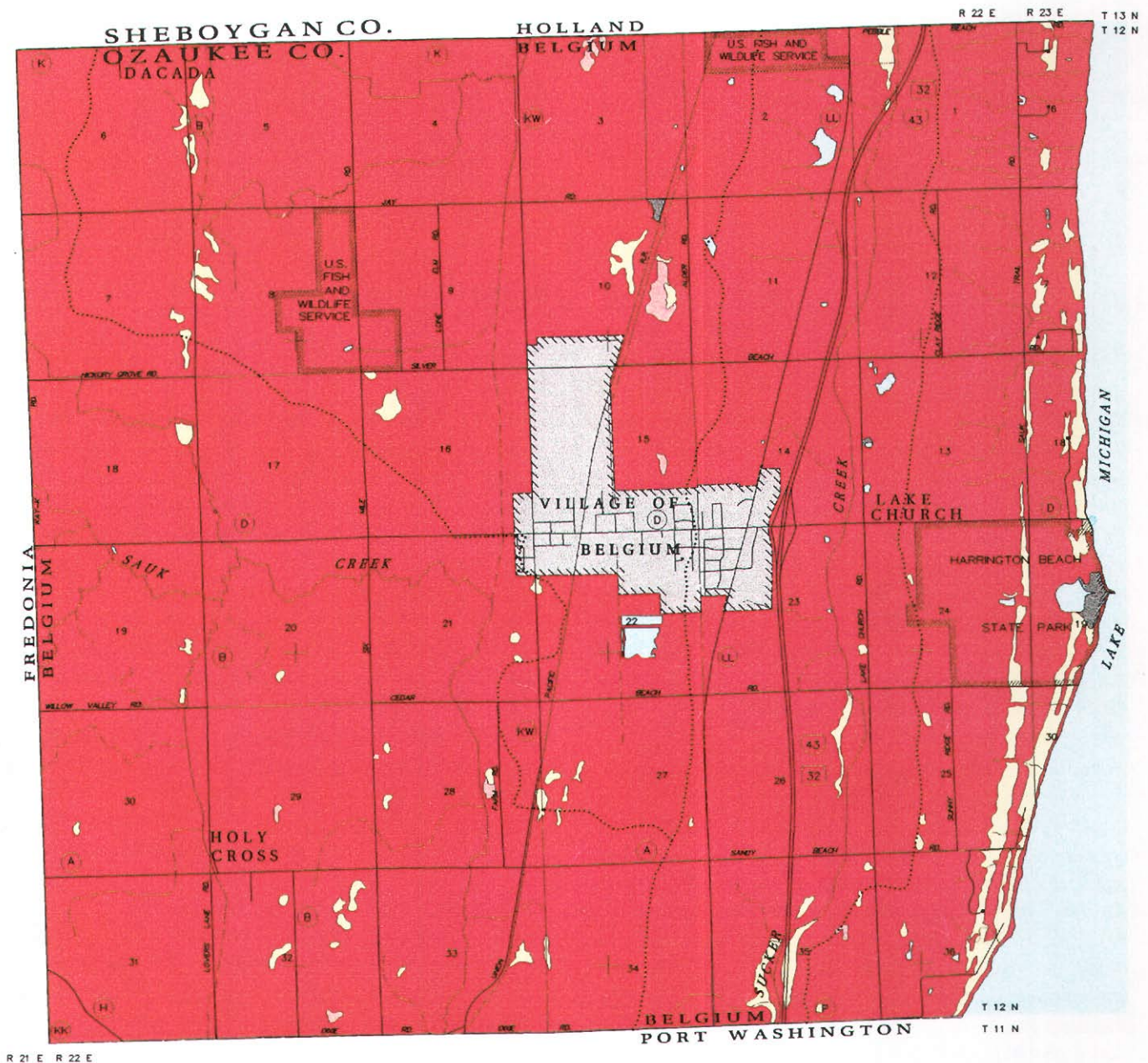
As shown in Map 3 and Table 17, approximately 35.0 square miles, or about 97 percent of the total area of the Town, are covered by soils unsuitable for the use of conventional onsite sewage-disposal systems, i.e., septic tanks with underground disposal fields. These soils have low permeability rates, high or fluctuating water tables, high shrink-swell ratios, and may be

¹ *The U.S. Soil Conservation Service was renamed the U.S. Natural Resources Conservation Service in 1996.*

² *The results of the soil survey are contained in SEWRPC Planning Report No. 8, Soils of Southeastern Wisconsin, 1966, and the U.S. Department of Agriculture Soil Conservation Services, Soil Survey of Ozaukee County, Wisconsin, 1970.*

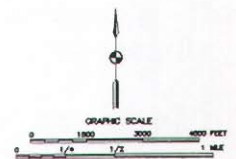
Map 3

SOIL SUITABILITY FOR CONVENTIONAL ONSITE SEWAGE-DISPOSAL SYSTEMS IN THE TOWN OF BELGIUM



- UNSUITABLE: AREAS COVERED BY SOILS WHICH HAVE A HIGH POTENTIAL 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 OF 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: Wisconsin Department of Commerce, U.S. Natural Resources Conservation Service, and SEWRPC.

Table 17

SOIL SUITABILITY FOR ONSITE SEWAGE-DISPOSAL SYSTEMS IN THE TOWN OF BELGIUM

Classification	Conventional Systems		Mound Systems	
	Square Miles	Percent of Total	Square Miles	Percent of Total
Unsuitable Land	35.0	96.8	13.0	36.0
Undetermined Land	0.1	0.2	22.0	60.8
Suitable Land	0.9	2.5	1.0	2.7
Other ^a	0.2	0.5	0.2	0.5
Total	36.2	100.0	36.2	100.0

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

Source: SEWRPC.

located on steep slopes and be subject to flooding and surface ponding. The suitability of an additional approximately 0.1 square mile cannot be determined without detailed site inspections. Such inspections would probably reveal additional lands that have underlying soils unsuitable for the use of absorption fields for septic tank effluent. As shown in Table 17, only approximately 0.9 square mile, or about 3 percent of the Town, can be definitively identified on the basis of the soil surveys as suitable for septic tank systems.

The data in Table 17 and a comparison between Maps 3 and 4, shows that the development of the mound sewage-disposal system and other alternative systems may significantly increase the area of the Town which may be able to accommodate development served by onsite sewage-disposal systems. It should be recognized that Maps 3 and 4 are intended to illustrate the overall pattern of soil suitability for onsite sewage-disposal systems. Detailed site investigations based on the requirements of Chapter Comm 83 (formerly ILHR 83)³ of the Wisconsin Administrative Code are necessary

to determine if the soils on a specific parcel of land are suitable for development proposed to be served by either type of onsite system. It should be further noted that a draft revision of the Wisconsin Administrative Codes governing new onsite sewage-disposal system is presently under consideration by the State legislature and would likely increase the areas designated as suitable for onsite sewage-disposal systems by permitting the use of new types of systems. In general, areas covered by soils that are unsuitable for both conventional and mound sewage-disposal systems should not be considered for urban development unless public sanitary sewers are provided.

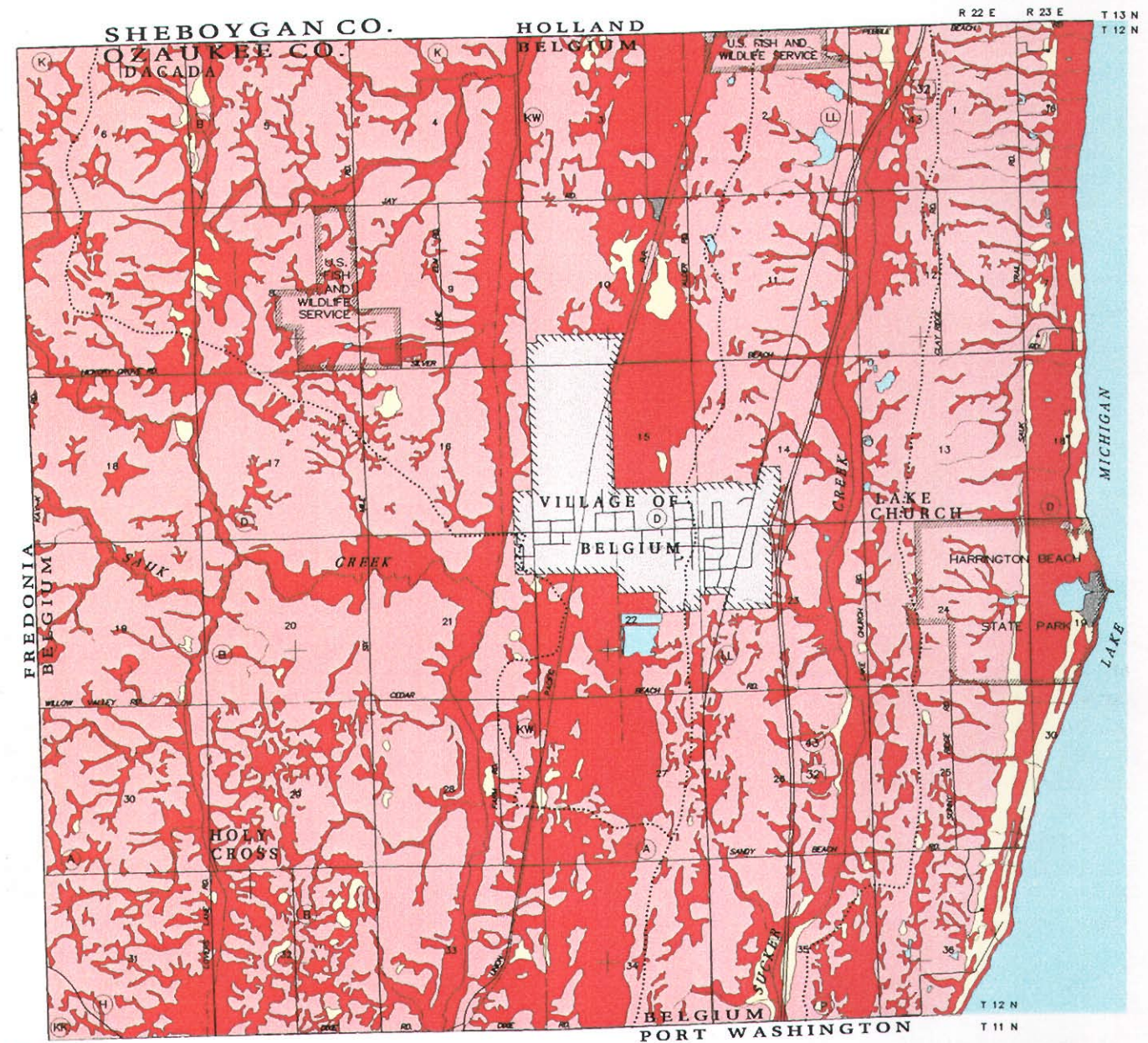
Soil Suitability for Residential Development Using Public Sanitary Sewer Service

Map 5 indicates that about 12.3 square miles, or about 34 percent of the Town, are covered by soils that would have severe limitations for residential development served by public sanitary sewer service. Such areas may also be considered poorly suited for residential development of any kind. Urban development of these lands may be expected to result in failing foundations for buildings, roads, walks, and parking areas; wet basements with excessive operation of sump pumps; excessive infiltration of clear water into sanitary sewer systems; and drainage and flooding problems.

³ The State agency regulating private sanitary sewers changed from the Wisconsin Department of Industry, Labor, and Human Relations (ILHR) to the Wisconsin Department of Commerce (Comm) in 1996.

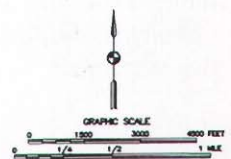
Map 4

SOIL SUITABILITY FOR MOUND SEWAGE-DISPOSAL SYSTEMS IN THE TOWN OF BELGIUM



- UNSUITABLE: AREAS COVERED BY SOILS WHICH HAVE A HIGH POTENTIAL OF NOT MEETING THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND SEWAGE DISPOSAL SYSTEMS.
- UNDETERMINED: AREAS COVERED BY SOILS HAVING A RANGE OF CHARACTERISTICS AND/OR SLOPES WHICH SPAN THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND SEWAGE DISPOSAL SYSTEMS SO THAT NO CLASSIFICATION CAN BE ASSIGNED.
- SUITABLE: AREAS COVERED BY SOILS HAVING A HIGH PROBABILITY OF MEETING OF THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND SEWAGE DISPOSAL SYSTEMS.
- OTHER: AREAS CONSISTING FOR THE MOST PART OF DISTURBED LAND FOR WHICH NO INTERPRETIVE DATA ARE AVAILABLE.
- SURFACE WATER

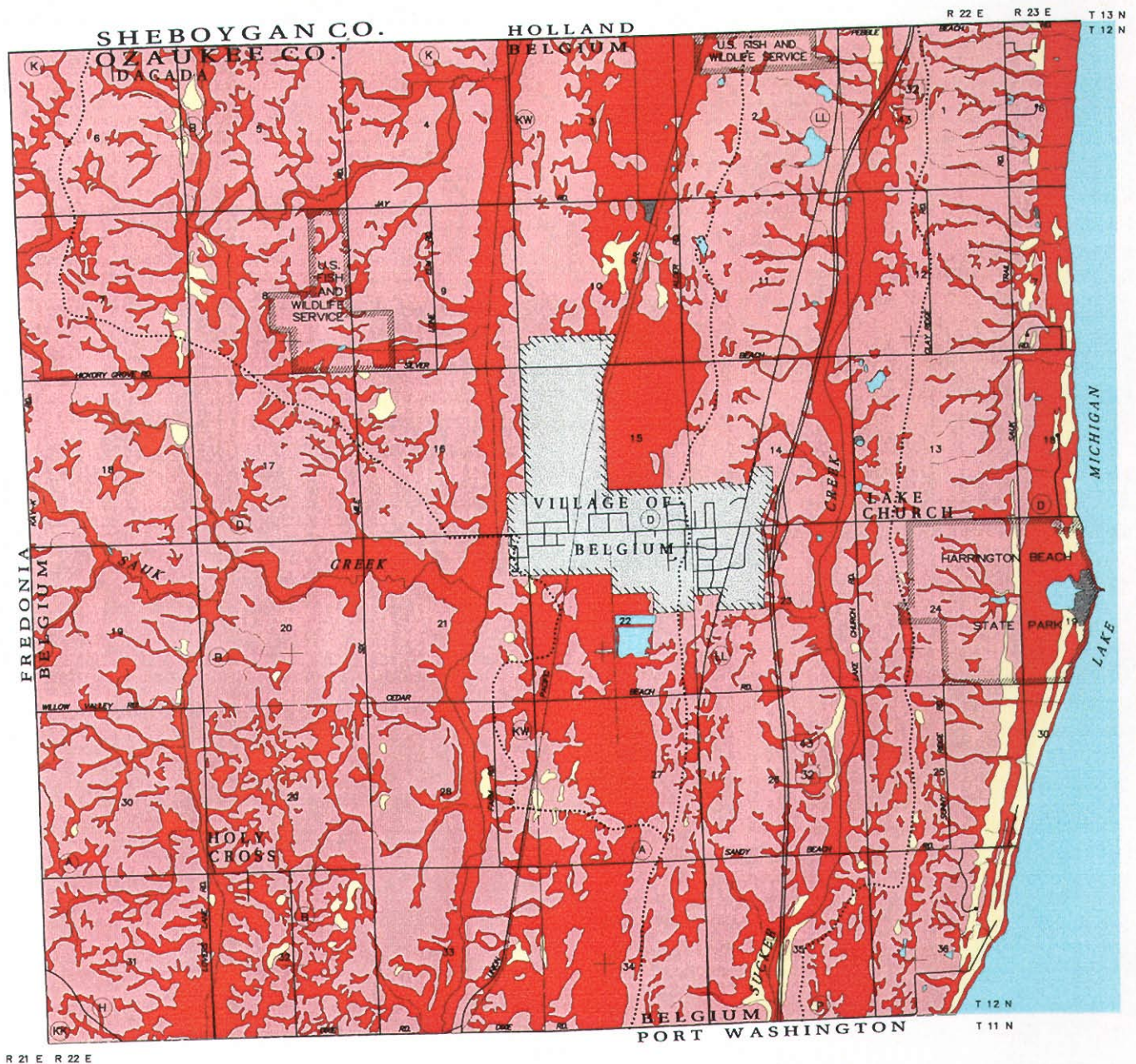
NOTE: ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A MOUND SEWAGE DISPOSAL SYSTEM.



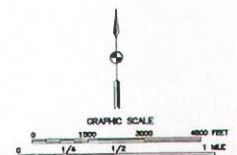
Source: Wisconsin Department of Commerce, U.S. Natural Resources Conservation Service, and SEWRPC.

Map 5

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



- AREAS COVERED BY SOILS HAVING SEVERE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE.
- AREAS COVERED BY SOILS HAVING MODERATE LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE.
- AREAS COVERED BY SOILS HAVING SLIGHT LIMITATIONS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE.
- AREAS CONSISTING FOR THE MOST PART OF DISTURBED LAND FOR WHICH NO INTERPRETIVE DATA ARE AVAILABLE.
- SURFACE WATER



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

Soil Suitability for Agricultural Use

Much of the Town is covered by soils that are well suited for the production of crops. Such farmland has the soil quality, growing season, and moisture supply needed to produce sustained high yields of crops when properly treated and managed. Soil suitability for agricultural use within the Town, based on the U.S. Natural Resources Conservation Service classification system, is shown on Map 6. Table 18 provides a description of each soil class. Generally, Class I and II soils are considered National Prime Farmland and Class III soils are considered Farmlands of Statewide Importance. The Ozaukee County Farmland Preservation Plan, as further discussed in Chapter VI, was prepared to help preserve agricultural lands historically exhibiting high crop yields. Such lands were identified as generally those covered by Class I, II, and III soils.

Even though no Class I soils were identified in the Town, Map 6 shows that Class II soils encompass about 24.9 square miles, or about 69 percent of the Town. Areas identified as Class III encompass about 3.3 square miles, or about 9 percent of the Town. Additional areas in the Town are covered by soils rated Class IV or lower if undrained and Class II or Class III if drained. Approximately 3.1 square miles, or about 8 percent of the Town, have been drained and therefore fall into the Class II or III rating. As a result, in all about 31.3 square miles, or about 86 percent of the Town, are covered by Class II and III soils.

Potential Sand and Gravel Deposits

Sand and gravel are an important economic resource which should be taken into careful consideration whenever land is being considered for development. The soil survey provides an indication of the location of potential commercially workable sand and gravel deposits. The soil survey rates soil mapping units as "probable" and "improbable" sources of sand and gravel. The rating is intended only to show the probability of the presence of material of suitable quality in workable quantities. As shown on Map 7, about 1.7 square miles, or about 5 percent of the Town, are covered by soil mapping units which have been identified as probable sources of sand and gravel. Such large areas occur primarily in the western half of the Town with other smaller areas located throughout the Town.

TOPOGRAPHIC FEATURES

The topography, or relative elevation of the land surface, within the Town of Belgium has been determined by the configuration of the bedrock geology and by overlying glacial deposits across the landscape. The surficial landform is further affected by human activities and natural influences such as the erosive forces of wind, waves, and runoff. The topography of the Town, shown in 10-foot interval contours, is depicted on Map 13. As shown, the surface elevations within the Town range from a low of about 590 feet above mean sea level in the eastern part of the Town along Lake Michigan, to a high of more than 870 feet in the far northwestern corner of the Town. In general, the topography of the Town is relatively level to gently rolling in some areas, with low lying areas associated with the streams and wetlands. The nature of the Lake Michigan shoreline also varies within the Town. At the far northern and southern ends, the shoreline is characterized by steep slopes, ranging up to about 40 to 60 feet in height, set back from Lake Michigan, while the height of the slopes decreases to about four to five feet along most of the shoreline.

Slopes

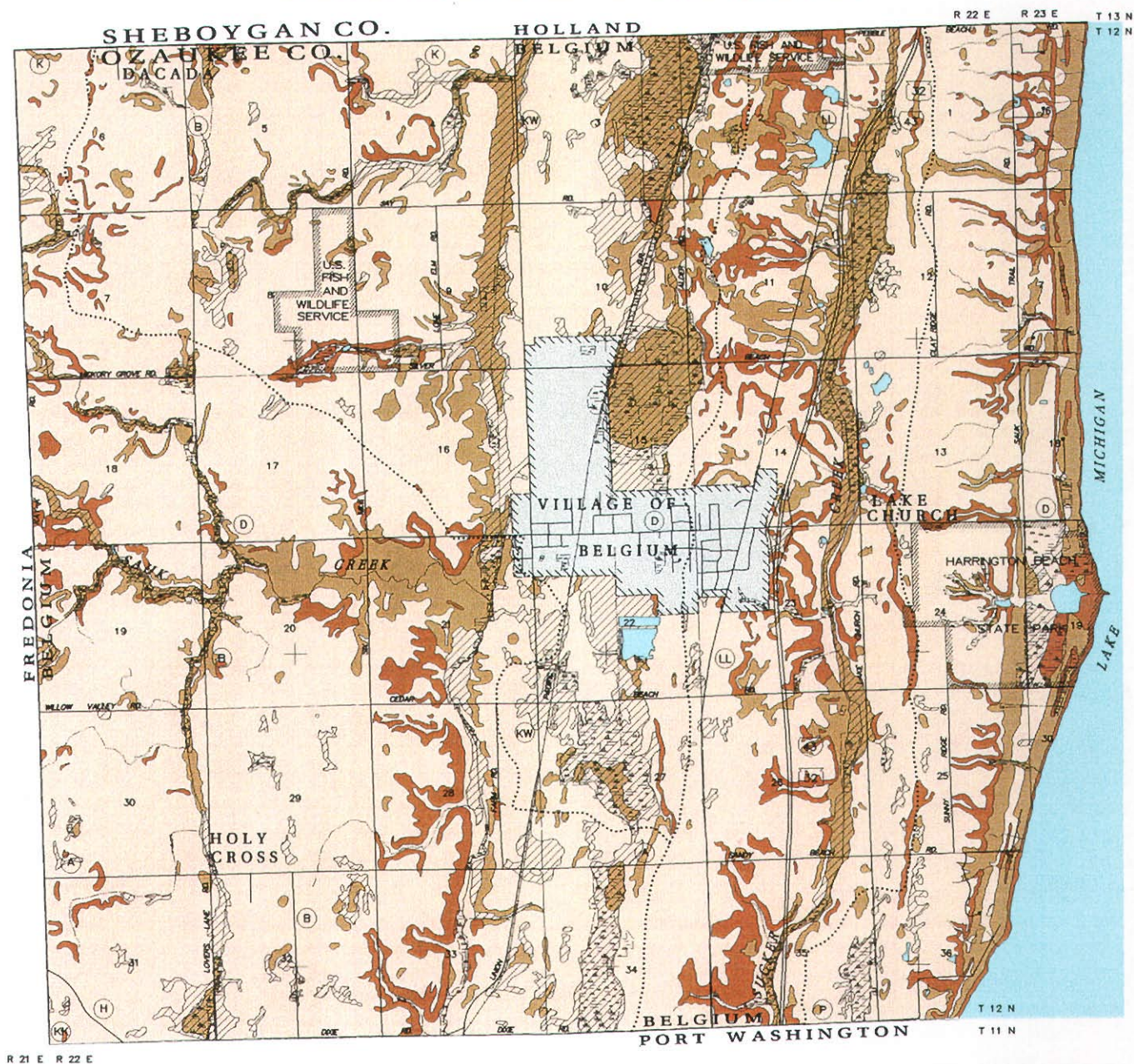
Slope is an important determinant of the practical use of land. Lands with steep slopes are generally poorly suited for urban development as well as for most agricultural purposes and, therefore, should be maintained in natural vegetative cover for the purposes of erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasture lands, and for certain urban uses, such as carefully designed rural-density residential areas. Lands which are gently sloping or nearly level are best suited for agricultural production and medium-density residential, industrial, or commercial uses. Since slope is directly related to water runoff and erosion hazards, the type and extent of both urban and rural land uses should be carefully adjusted to the slope of the land. In general, slopes of 12 percent or more should be considered unsuitable for urban development and most types of agricultural land uses and, therefore, should be maintained in natural, open uses. Approximately 0.5 square mile, or about 2 percent of the Town, has slopes of 12 percent or more.

Lake Michigan Shoreline and Bluffs

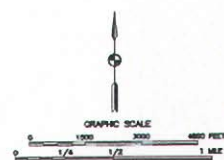
Shoreline erosion and bluff stability conditions are important considerations in planning for the protection and sound development and redevelopment of lands

Map 6

AGRICULTURAL SOIL CAPABILITY IN THE TOWN OF BELGIUM



- (NONE) CLASS I
- CLASS II
- CLASS II IF DRAINED; UNDRAINED SOILS ARE CLASS V OR VI
- (NONE) CLASS II IF DRAINED; UNDRAINED SOILS AREA CLASS III
- CLASS III
- CLASS III IF DRAINED; UNDRAINED SOILS ARE CLASS V
- CLASS IV, V, VI, VII, AND VIII SOILS AND UNCLASSIFIED AREAS
- SURFACE WATER



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

Table 18

AGRICULTURAL SOIL CAPABILITY CLASSES

Class	Qualitative Description
I	Soils have few limitations that restrict their use.
II	Soils have some limitations that reduce the choice of plants or require moderate conservation practices.
III	Soils have moderate or severe limitations that reduce the choice of plants, require special conservation practices, or both.
IV	Soils have very severe limitations that restrict the choice of plants, require careful management, or both.
V	Soils are subject to little or no erosion but have other limitations, impractical to remove, that limit their use largely to pasture, range, woodland, or wildlife food and cover.
VI	Soils have severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture, range, woodland, or wildlife food and cover.
VII	Soils have very severe limitations that make them unsuited to cultivation and that restrict their use largely to grazing, woodland, or wildlife.
VIII	Soils and landforms have limitations that preclude their use for commercial plant production and restrict their use to recreation, wildlife, water supply, or to aesthetic purposes.

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

located along the Lake Michigan shoreline. Such conditions can change over time since they are related, in part, to changes in climate, water level, the geometry of the beach and near-shore areas, the extent and condition of shore protection measures, the type and extent of vegetation, and the type of land uses in shoreland areas. It should be noted that since shoreline erosion tends to be episodic rather than continuous, erosion and recession rates will vary widely from year to year. The Regional Planning Commission recently completed a study of current shoreline erosion and bluff stability conditions along the Lake Michigan shoreline of Southeastern Wisconsin, including the Town of Belgium.⁴ The Town of Belgium includes about 6.4 linear miles of Lake Michigan shoreline.

The shoreline of the Town of Belgium contained no significant segments of bluff, with the majority of the shoreline consisting of gently sloping beach, and low sand dune ridge and swale complex. Since the existing natural bluffs in this area were set well back from the

lake shore and separated from the shoreline by an extensive bluff terrace, bluff slope stability analyses were not conducted for the Belgium area.

In 1995, land uses along the shoreline were comprised of open space and recreational uses at Harrington Beach State Park and residential lands mixed with some undeveloped tracts and agricultural uses. As of 1995, most of the shoreline, about 80 percent, was protected by shoreline protection structures. Existing structures generally protected either individual properties or short reaches incorporating more than one property. The most common shore protection measures were riprap and revetments.

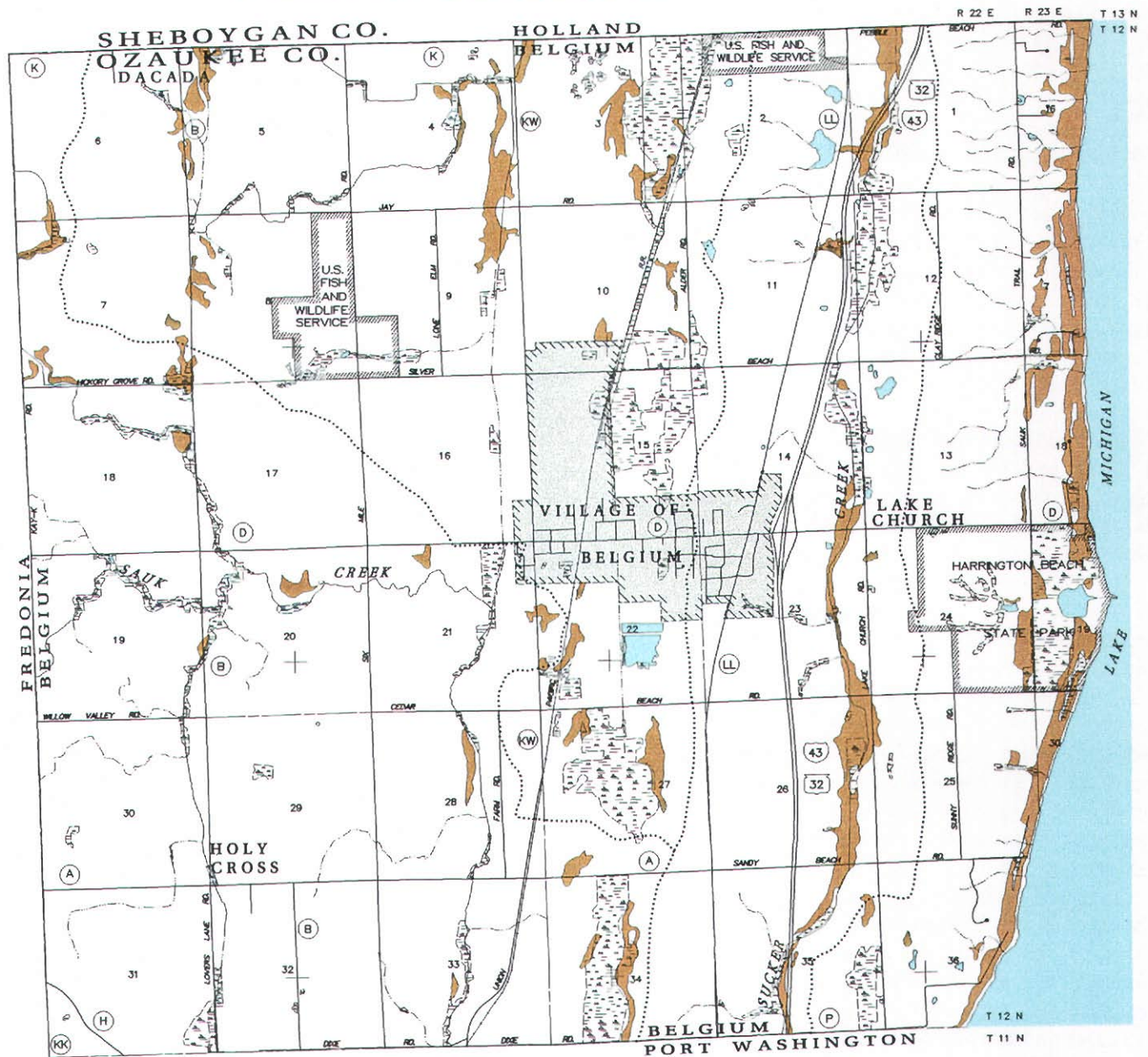
Beach widths varied from nonexistent to 150 feet, with the widest beach located in Harrington Beach State Park. The beach widths found in 1995 were generally greater than the beach widths reported in a 1977 study.⁵

⁴ *The shoreline erosion and bluff stability conditions of Lake Michigan in Southeastern Wisconsin are documented in SEWRPC Technical Report No. 36, Lake Michigan Shoreline Recession and Bluff Stability in Southeastern Wisconsin: 1995, December 1997.*

⁵ *D.M. Mickelson, L. Acomb, N. Brouwer, T.B. Edil, C. Fricke, B. Haas, D. Hadley, C. Hess, R. Klauk, N. Lasca, and A.F. Schneider, Shore Erosion Study, Technical Report, Shoreline Erosion and Bluff Stability Along Lake Michigan and Lake Superior Shorelines of Wisconsin, Wisconsin Coastal Management Program, February 1997.*

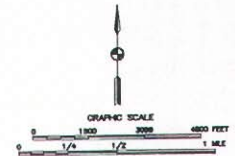
Map 7

POTENTIAL SAND AND GRAVEL DEPOSITS IN THE TOWN OF BELGIUM



- AREAS OF POTENTIAL SAND AND GRAVEL DEPOSITS
- SURFACE WATER

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



Shoreline recession rates estimated in 1995 were generally greater than that estimated during the 1977 study. Recession rates generally ranged from zero to 4.1 feet per year during the period from 1963 to 1995, and from zero to three feet per year during the period from 1975 to 1995. Long-term recession rate estimates reported in the 1977 study were 0.1 to 0.2 foot per year.

WATER RESOURCES

Surface water resources such as lakes and streams, and their associated floodplain, form a particularly important element of the natural resource base of the Town of Belgium. The contribution of these resources, including groundwater resources, is immeasurable to the economic development, recreational activity, and aesthetic quality of the Belgium area.

Watersheds and Subbasins

Map 8 identifies three watersheds and the direct drainage areas into Lake Michigan in the Town of Belgium, which are all part of the Great Lakes-St. Lawrence River drainage system. As shown on Map 8, approximately 12.8 square miles, or about 35 percent, of the Town are located within the Sauk Creek watershed, approximately 10.4 square miles, or about 29 percent, within the Sheboygan River watershed, approximately 7.2 square miles, or about 20 percent, within the Sucker Creek watershed, and the remaining 5.8 square miles, or about 16 percent, are areas that drain directly into Lake Michigan. For stormwater management planning purposes, all the watersheds are further subdivided into individual drainage areas, termed subbasins, as shown on Map 8.

Surface Water Resources

Surface water resources, consisting of streams, rivers, lakes, and associated floodplain, form a particularly important element of the natural resource base. Lakes and streams constitute a focal point for 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. Lakes and streams are, however, readily susceptible to degradation through improper land development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, from malfunctioning and improperly located onsite sewage disposal systems; sanitary sewer overflows; urban runoff, including runoff from construction sites; and careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive

development of riparian areas and the inappropriate filling of peripheral wetlands. This adds new sources of undesirable nutrients and sediment, while removing needed areas for trapping such nutrients and sediments. Surface water resources in the Town are shown on Map 9, and are described in more detail in the following paragraphs. In 1995, inland surface waters covered approximately 93 acres, or less than 1 percent, of the Town of Belgium.

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, and minor lakes have less than 50 acres of surface water area. Even though no major inland lakes exist in the Town, two minor inland lakes, three-acre Puckett's Pond and the 18-acre Quarry Lake, both exist within the Harrington Beach State Park. As shown on Map 9, there are also a limited number of smaller, generally unnamed inland lakes and ponds in the Town. Most notably, the entire east side of the Town is bounded by Lake Michigan with approximately 6.4 miles of shoreline.

Streams

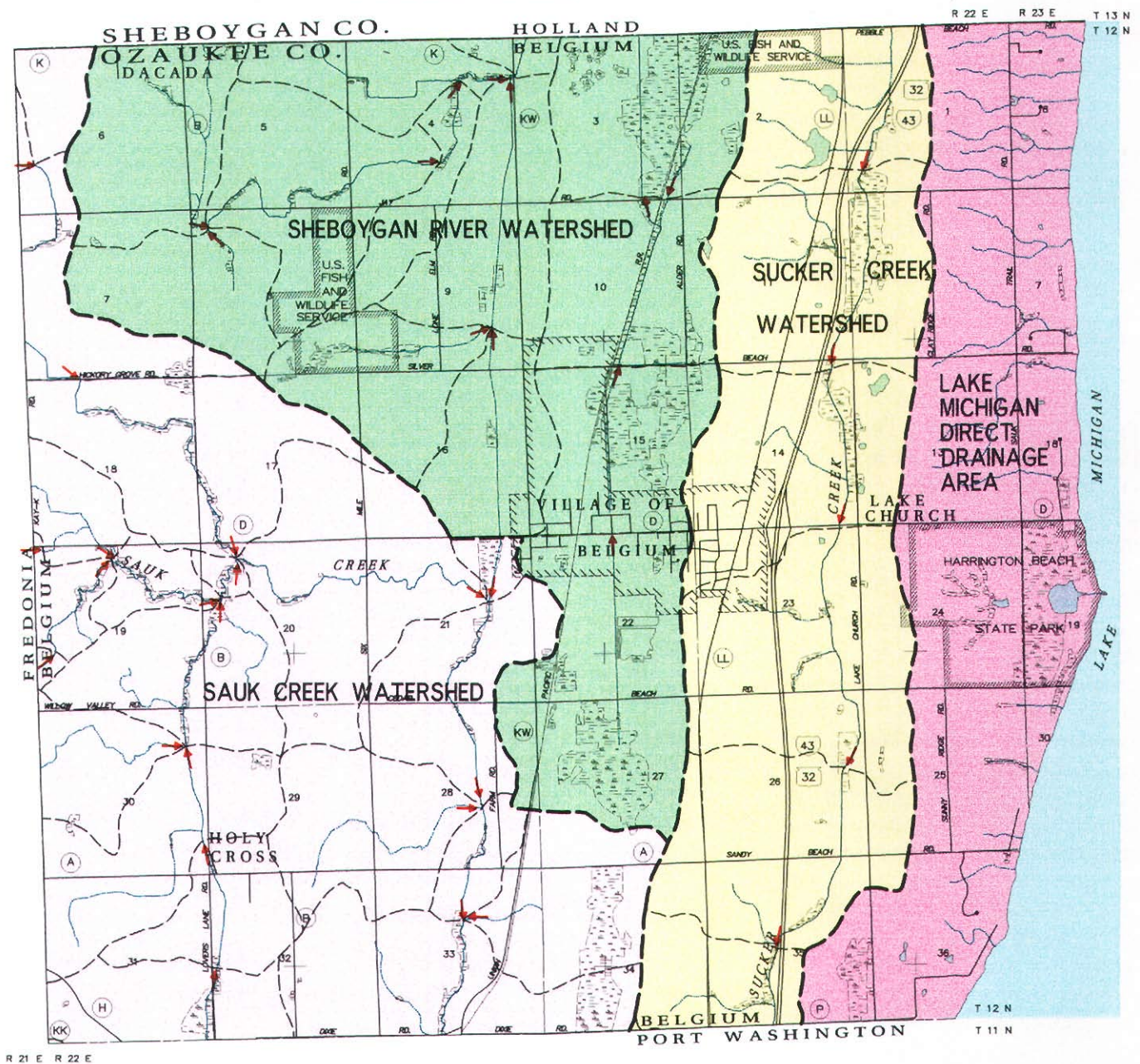
Rivers and streams are classified as either perennial or intermittent. Perennial streams are defined as watercourses which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Intermittent streams are defined as watercourses which do not maintain a continuous flow throughout the year. Major streams in the Town of Belgium include Sauk Creek, flowing from west to east to south through the southwestern part of the Town, having a length of approximately 6.7 miles; and Sucker Creek, flowing north to south through the eastern half of the Town, having a length of approximately 5.5 miles. Overall, a total of approximately 63.3 lineal miles of perennial and intermittent watercourses exists within the Town. Of this total, about 26.3 lineal miles, or about 42 percent, are perennial watercourses, and the remaining 37.0 lineal miles, or about 58 percent, are intermittent watercourses.

Floodplains

The floodplains of a river or stream include the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. For planning and regulatory purposes, floodplains are normally defined as those areas 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,

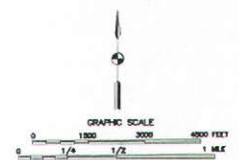
Map 8

WATERSHED FEATURES IN THE BELGIUM AREA



- WATERSHED BOUNDARY
- SUBBASIN BOUNDARY
- PERENNIAL STREAM OR WATERCOURSE
- INTERMITTENT STREAM OR WATERCOURSE
- DIRECTION OF SURFACE DRAINAGE FLOW AT DISCHARGE POINT
- SURFACE WATER

Source: SEWRPC.



there is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodplains 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 floodplains, however, generally contain important elements of the natural resource base such as high-value woodlands, wetlands, and wildlife habitat and, therefore, constitute prime locations for parks and open space areas. Every effort should be made to discourage indiscriminate and incompatible urban development on floodplains, while encouraging compatible park and open space uses.

Map 9 shows the approximate location and extent of delineated floodplains, as well as associated surface waters, lying within the 100-year recurrence interval flood hazard area or floodplain in the Town of Belgium.⁶ These floodplains are regulated by Ozaukee County under State-mandated, county-wide floodplain and shoreland zoning provisions. About 2.7 square miles, or about 8 percent of the Town, were located within the 100-year recurrence interval floodplain.

Groundwater Resources

An adequate supply of high quality groundwater is essential if used for domestic consumption. Like surface water, groundwater is susceptible to depletion and deterioration. The available quantity of groundwater can be reduced by the loss of recharge areas, excessive or overly concentrated pumping, and changes in ground cover. In addition, groundwater quality is subject to degradation from onsite sewage disposal systems, surface water pollution, improper agricultural practices, and other soil and water pollutants. An understanding of the relationship between groundwater resources and proper land use planning is, therefore, important to prevent future development from adversely affecting the availability and quality of groundwater.

Groundwater within the Belgium area is available from two main water-bearing geologic units. The upper unit includes shallow limestone, referred to as the Niagara aquifer, and overlying glacial deposits, referred to as the sand and gravel aquifer. These two interconnected aquifers are often called collectively the "shallow aquifer." Separated from the shallow aquifer by a relatively impervious barrier, the Maquoketa shale

formation, is a deeper sandstone aquifer commonly referred to as the "deep aquifer."

Water table levels within the shallow aquifer vary seasonally and with topography. Properly constructed wells can obtain adequate yields of groundwater from the shallow aquifer in most areas of the Town. The deep sandstone aquifer can yield large quantities of groundwater suitable for municipal water supply purposes.

WETLANDS

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency and duration that is sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. As shown on Map 9, wetlands occur in depressions, near the bottom of slopes, along lake-shores and stream banks, and on land areas that are poorly drained.

Wetlands are generally unsuited or poorly suited for most agricultural or urban development purposes. Wetlands, however, have important recreational and ecological values. Wetlands contribute to flood control and water quality enhancement, since such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows and to trap sediments, undesirable nutrients, and other water pollutants. Wetlands may also serve as groundwater recharge and discharge areas. Additional important natural functions of wetlands, which make them particularly valuable resources, include the provision of breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife. In view of the important natural functions of wetland areas, continued efforts should be made to protect these areas by discouraging wetland draining, filling, and urbanization, which can be costly in both monetary and environmental terms. Wetlands in the Town, as shown on Map 9, encompassed approximately 2.4 square miles, or about 7 percent, of the Town in 1995.

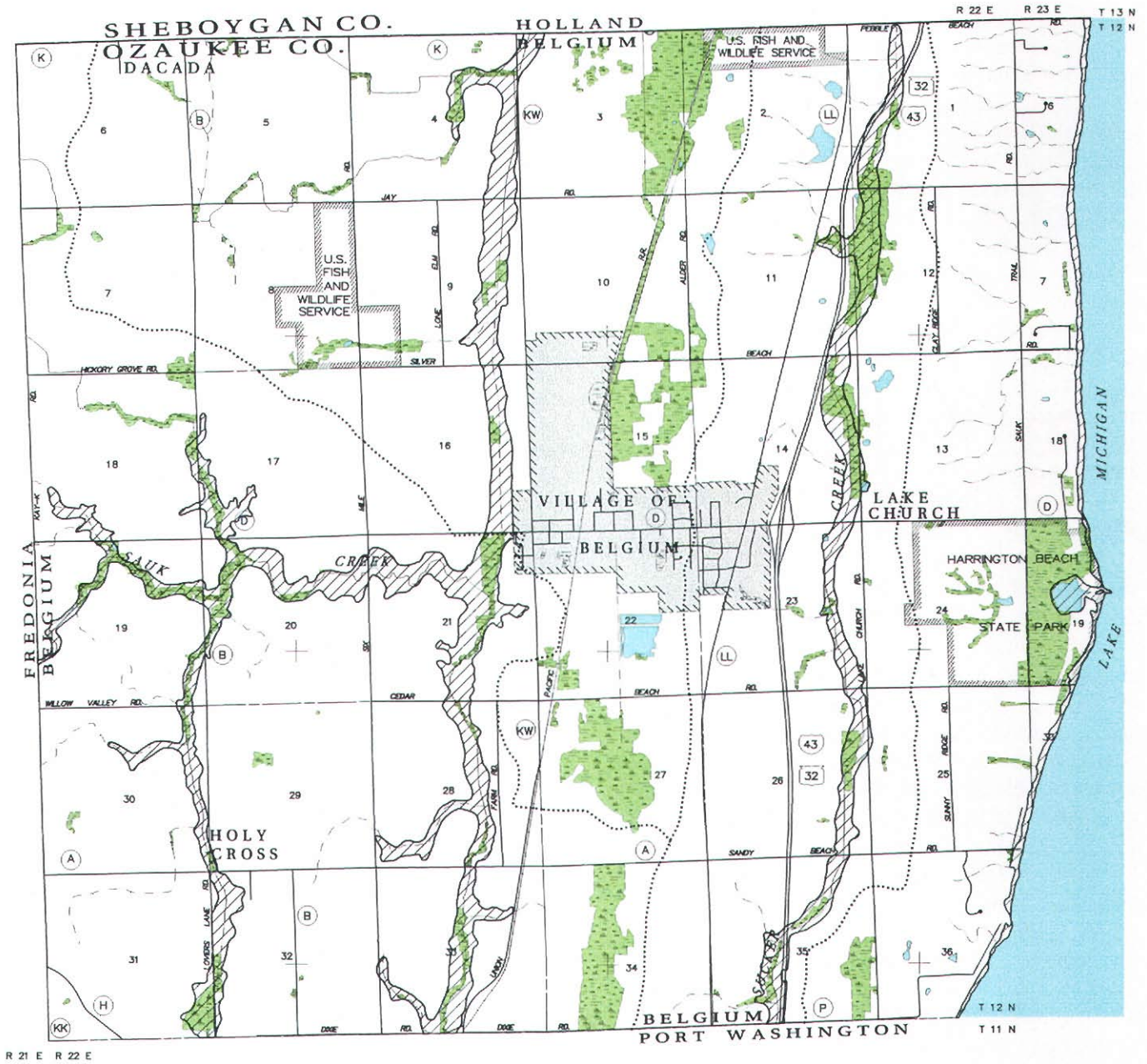
WOODLANDS




Woodlands are upland areas one acre or more in size having 17 or more deciduous trees per acre, each measuring at least four inches in diameter at chest height, and having 50 percent or more tree canopy coverage. Coniferous tree plantations and reforestation projects are also classified as woodlands. Under good

⁶ The floodplain approximations are derived from the Federal Emergency Management Agency, Flood Insurance Study for Ozaukee County, Wisconsin and Incorporated Areas, March 1991.

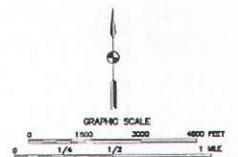
Map 9

WETLANDS, FLOODPLAINS, AND SURFACE WATER IN THE TOWN OF BELGIUM: 1995



-  100-YEAR RECURRENCE INTERVAL FLOODPLAINS
-  WETLANDS
-  SURFACE WATER

Source: Federal Emergency Management Agency and SEWRPC.



management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the presence of woodlands within the Town can contribute to the maintenance of a diversity of plant and animal life. The existing woodlands in the Town, which required a century or more to develop, can be destroyed through mismanagement within a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to rapid storm water runoff, the siltation of lakes and streams, and the destruction of wildlife habitat.

As shown on Map 10, woodlands occur in scattered locations throughout the Town. In 1995, upland wooded areas covered about 0.7 square mile, or about 2 percent, of the Town of Belgium. These woodlands should be maintained for their scenic, wildlife habitat, open space, educational, recreational, and air and water quality protection values.

WILDLIFE HABITATS

Wildlife in the Town of Belgium include species such as rabbit, squirrel, woodchuck, fox, raccoon, whitetail deer, and pheasant. Bird life also includes songbirds, marshbirds, shorebirds, and water fowl. The spectrum of wildlife species originally present in the Town has, along with the habitat, undergone tremendous alterations since settlement by Europeans and the subsequent clearing of forests and draining of wetlands for agricultural purposes and urban development.

In 1985, the Regional Planning Commission and the Wisconsin Department of Natural Resources cooperatively conducted an inventory of the Region's wildlife habitat. This data was reinventoried in 1995 for the Town of Belgium; these results are shown on Map 11. Three classes of wildlife habitat were identified: Class I areas contain a good diversity of wildlife, are large enough to provide all of the habitat requirements for each species, and are generally located near other wildlife habitat areas; Class II areas lack one of the three criteria necessary for a Class I designation; and Class III areas lack two of the three criteria for Class I designation.

Wildlife habitats in the Town generally occur in association with existing surface water, wetland, and woodland resources. In 1995, wildlife habitat areas covered about 7.6 square miles, or about 21 percent of the Town of Belgium. Of this total area, about 2.2 square miles, or about 6 percent of the Town, were rated

as Class I; about 1.0 square mile, or about 3 percent of the Town, were rated as Class II; and about 4.4 square miles, or about 12 percent of the Town, were rated as Class III.

NATURAL AREAS, CRITICAL SPECIES HABITATS, AND GEOLOGICAL SITES

A special inventory was completed in 1994 to identify the most important remaining natural areas and critical species habitats, along with significant geological sites and archaeological sites, in the Southeastern Wisconsin Region and to recommend means for their protection and management.⁷ Even though no known archaeological sites were identified in the Town of Belgium, sites in the other three categories that existed in the Town are discussed below.

Natural Areas

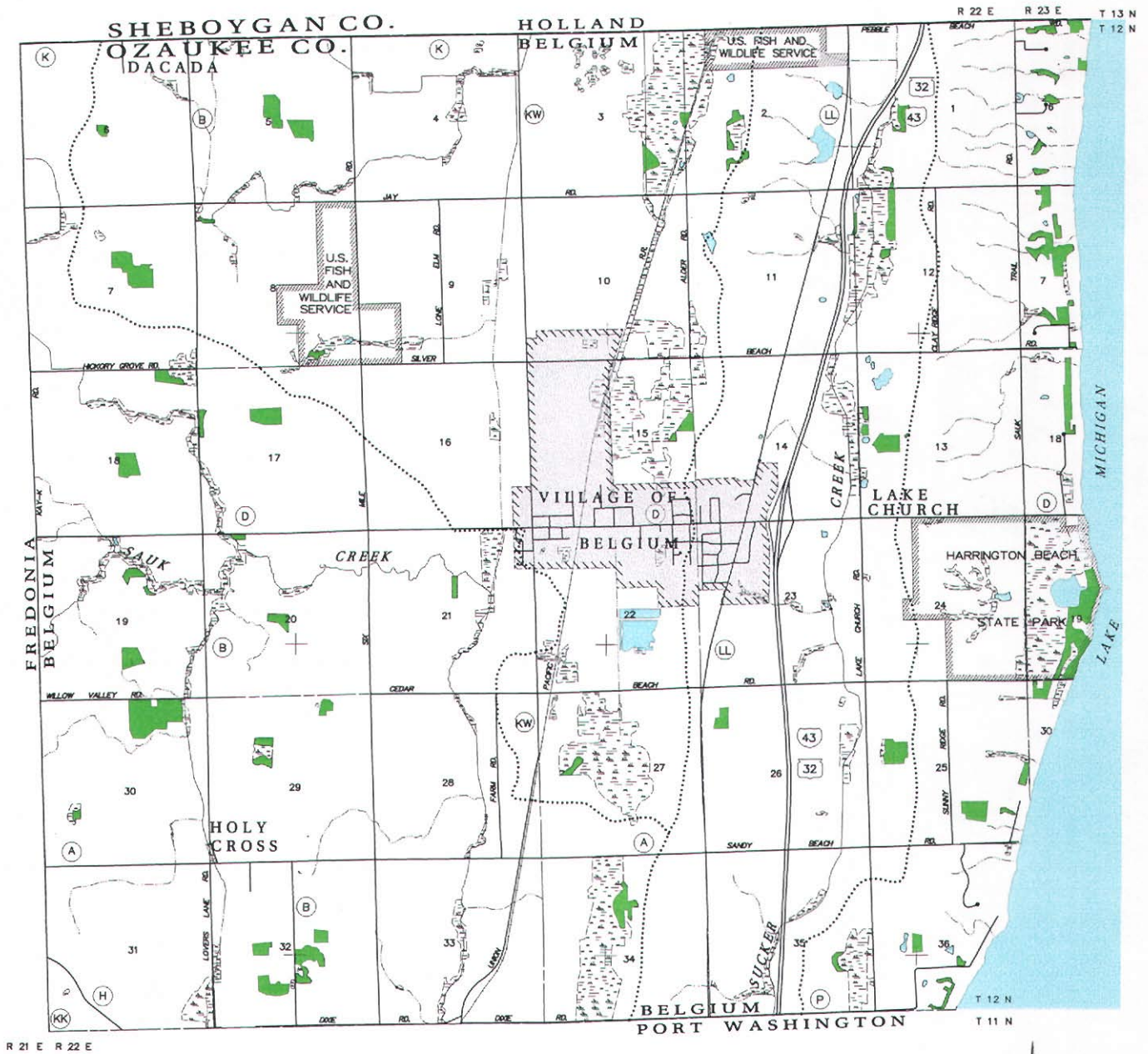
Natural areas are tracts of land or water so little modified by human activities that they contain intact native plant and animal communities believed to be representative of the pre-European settlement landscape. Natural areas are classified into one of three categories: natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), or natural areas of local significance (NA-3). Classification of an area into one of the three categories is based upon consideration of the diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from human activities such as logging, grazing, and agriculture; water level changes and pollution; the commonness of the plant and animal communities present; unique natural features within the area; the size of the area; and the educational value.

Four natural areas, encompassing a total of about one square mile, or about 3 percent of the Town, were identified in an inventory completed in 1994. These sites are shown on Map 12 and listed in Table 19. One of the four natural areas in the Town is in public ownership, located in Harrington Beach State Park, and is thereby protected from incompatible development.

⁷ *SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997.*

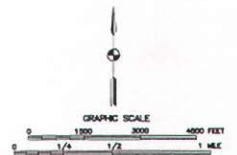
Map 10

WOODLANDS IN THE TOWN OF BELGIUM: 1995



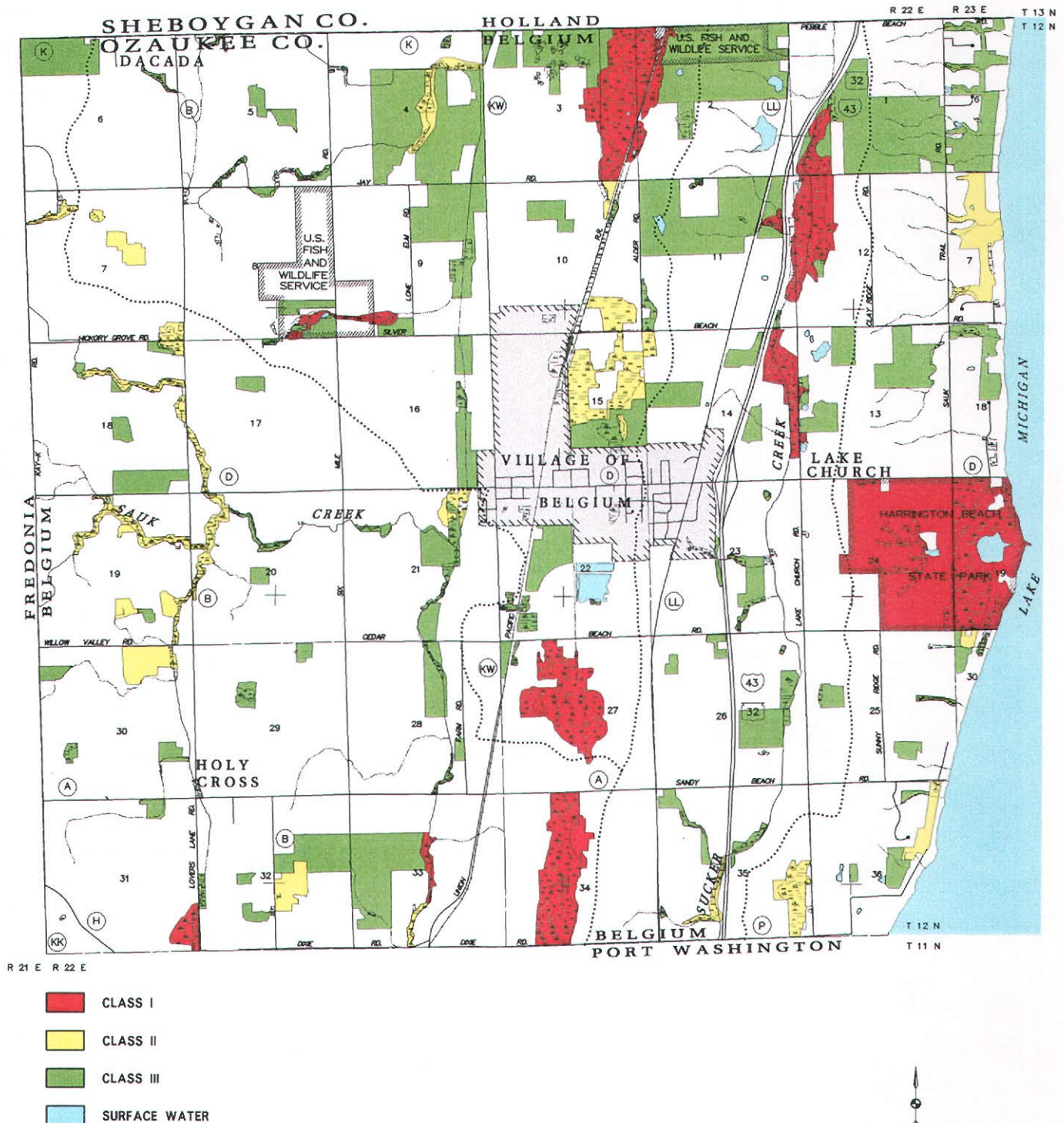
- WOODLANDS
- SURFACE WATER

Source: SEWRPC.



Map 11

WILDLIFE HABITATS IN THE TOWN OF BELGIUM: 1995



Critical Species Habitats

Critical species habitats are those areas, outside of natural areas, where the chief value lies in their ability to support rare, threatened, or endangered plant or animal species. Such areas constitute "critical" habitat that is important to ensure survival of a particular species or group of species of special concern.

One site supporting rare, special concern, or uncommon bird species has been identified in the Town of Belgium. This site, which encompassed an area of about 400 acres, or about 2 percent of the Town, is shown on Map 12 inside Harrington Beach State Park and is described in Table 19.

Geological Sites

Significant geological sites are tracts of land that include such glacial features as eskers and kames, fossil beds, and rock outcrop and exposed bedrock sites of scientific and educational value. These sites, like natural areas and critical species habitats, are subject to inadvertent disturbance or destruction as urbanization within the Region continues, resulting in the potential loss of opportunities for educational and scientific pursuits. Significant geological sites are classified as being of statewide or greater significance (GA-1), countywide or regional significance (GA-2), or local significance (GA-3).

Two geological sites were identified in the Town of Belgium. These sites encompassed an area of about 133 acres, or less than 1 percent of the Town, and are identified on Map 12 and described in Table 19. One of the sites consist of an abandoned quarry filled with water and known as Quarry Lake within the Harrington Beach State Park.

RESOURCE-RELATED ELEMENTS

Park and open space sites and scenic overlooks, while not strictly defined as part of the natural resource base, are closely linked to the underlying natural resource base. These resource-related elements may be enhanced by the presence of natural resources and at the same time contribute to the preservation of the existing resource features.

Existing Outdoor Recreation and Open Space Sites

An inventory of park and open space sites and outdoor recreational facilities in the Town indicates that there were four such sites in 1995 as shown on Map 13. The Town of Belgium owns no park sites. Town residents,

however, utilize Lake Michigan and Harrington Beach State Park for recreational purposes. Other recreational facilities are found in the nearby communities of the Villages of Belgium and Cedar Grove, including an indoor swimming pool located in Cedar Grove High School. In addition, one of three parks owned by the Village of Belgium, the 6.4-acre Community Park, is the site of the annual "Luxembourg Festival" for the Belgium area. Belgium residents also frequently use a number of facilities in the City of Port Washington, including a large community park with an outdoor swimming pool and water slide as well as an indoor swimming pool located in Thomas Jefferson Middle School.

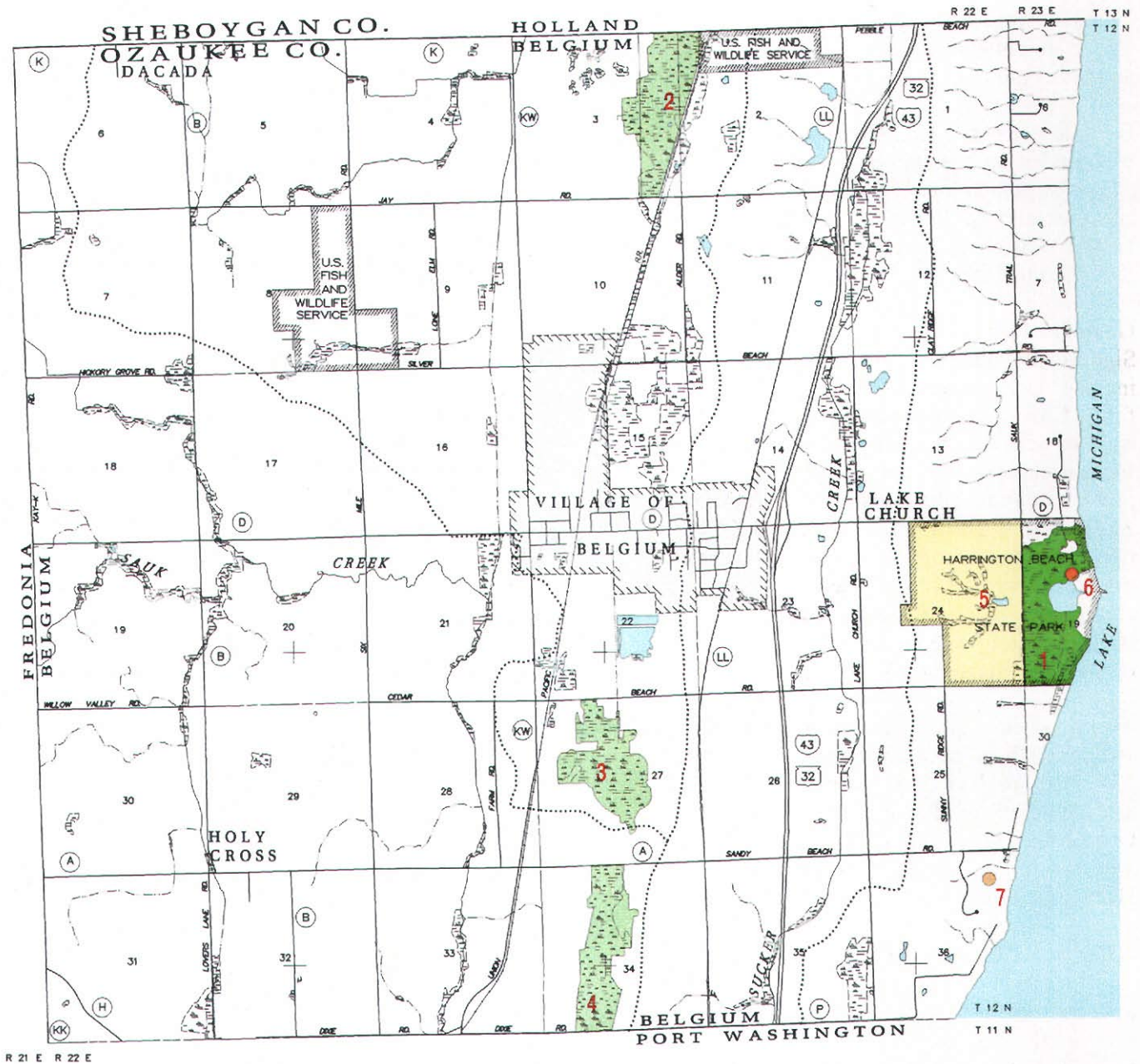
As indicated on Map 13, one of the sites in the Town of Belgium is the Harrington Beach State Park owned and managed by the Wisconsin Department of Natural Resources. This State park constitutes the largest public open space site in the Town encompassing about one square mile, or about 3 percent of the Town, and includes approximately one mile of Lake Michigan shoreline. The park is comprised of two distinct areas. The upper park area, west of Sauk Trail Road, contains old field grasslands occupied by a variety of bird species. The other lower, eastern portion consists of mostly wooded areas with white cedar swamp, ferns, wild flowers, and a variety of other vegetation. The park includes open air shelters, picnic areas, trails, Puckett's Pond, Quarry Lake, restrooms, and parking lots. Various types of trails, including cross-country ski, hiking, and nature trails, are provided for a combined total of about five linear miles. East of the park from Point Picnic Area is a sunken Great Lakes steamship called the Niagara that is on the National Register of Historic Places. Two historic kilns from an old quarry operation previously named "Stonehaven Village" also exist in the eastern part of the park.

Another site providing outdoor recreational opportunities is the privately owned Squires Country Club, situated in the far southeast corner of the Town, near CTH P. This privately owned, 18-hole golf course is open to the public.

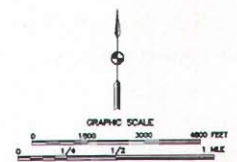
The other two sites shown on Map 13 are owned by the U.S. Fish and Wildlife Service. Both open space sites, totaling about 400 acres, were purchased for the primary purpose of preserving and improving the open lands as a habitat for breeding, raising, and, eventually, releasing waterfowl in Wisconsin.

Map 12

NATURAL AREAS, CRITICAL SPECIES HABITATS, AND SIGNIFICANT GEOLOGICAL SITES
IN THE TOWN OF BELGIUM: 1994



- NATURAL AREA OF COUNTYWIDE OR REGIONAL SIGNIFICANCE (NA-2)
- NATURAL AREA OF LOCAL SIGNIFICANCE (NA-3)
- CRITICAL BIRD SPECIES HABITAT
- GEOLOGICAL AREA OF LOCAL SIGNIFICANCE (GA-2)
- GEOLOGICAL AREA OF COUNTYWIDE OR REGIONAL SIGNIFICANCE (GA-3)
- SURFACE WATER
- 7 IDENTIFICATION NUMBER (SEE TABLE 19)



Source: Wisconsin Department of Natural Resources and SEWRPC.

Table 19

**NATURAL AREAS, CRITICAL SPECIES HABITATS, AND
SIGNIFICANT GEOLOGICAL SITES IN THE TOWN OF BELGIUM: 1994**

Number on Maps 12 and 21	Area Name	Classification Code ^a	Location	Ownership	Size (acres)	Description and Comments
1	Harrington Beach Lacustrine Forest	NA-2	T12N, R23E Section 19 Town of Belgium	Department of Natural Resources	178	Moderate- to good-quality mature second growth northern wet-mesic forest, located just west of the shoreline beach ridge. Dominant trees include green and black ashes, basswood, and white cedar. This is a regionally rare community type, heavily used by migratory birds
2	Cedar Grove Swamp	NA-3	T12N, R22E Sections 2, 3 Town of Belgium	Private	177	Extensive second-growth forest on ditched lacustrine flats with clay soils. Dominated by red and silver maple, black ash, yellow birch, American elm, and swamp white oak. Repeatedly logged and encroached on by agriculture and ditching
3	Belgium Swamp— North	NA-3	T12N, R22E Section 27 Town of Belgium	Private	150	An extensive, but young, lacustrine forest 2.5 miles from Lake Michigan, with American elm, black ash, and red and silver maples. Disease, logging, and windthrow have opened the canopy, permitting a brushy understory to develop
4	Belgium Swamp— South	NA-3	T12N, R22E Section 34 Town of Belgium	Private	148	Low, flat, wet forested area of black ash and silver and red maples, with some yellow birch and basswood. Old windfalls and dead standing trees are common. There is a history of disturbance, resulting in a very open and brushy appearance
5	Harrington Beach State Park Old Fields	CHS-B	T12N, R22E Section 24 T12N, R23E Section 19 Town of Belgium	Department of Natural Resources	400	Supports rare or special concern bird species such as upland sandpiper and bobolink
6	Harrington Beach State Park Quarry	GA-2	T12N, R23E Section 19 Town of Belgium	Department of Natural Resources	25	Large, water-filled quarry and restored pot kiln, and extensive exposures of Devonian rock containing abundant, highly diverse marine fossils
7	Belgium Abandoned Shoreline	GA-3	T12N, R22E Section 36 Town of Belgium	Private	108	Gravel and sand beaches and wind-cut cliffs and terraces indicating higher ancient lake levels

^a NA-2 identifies Natural Area sites of countywide or regional significance
 NA-3 identifies Natural Area sites of local significance
 CHS-B identifies critical bird species habitat sites
 GA-2 identifies Geological Area sites of countywide or regional significance
 GA-3 identifies Geological Area sites of local significance.

Source: Wisconsin Department of Natural Resources and SEWRPC.

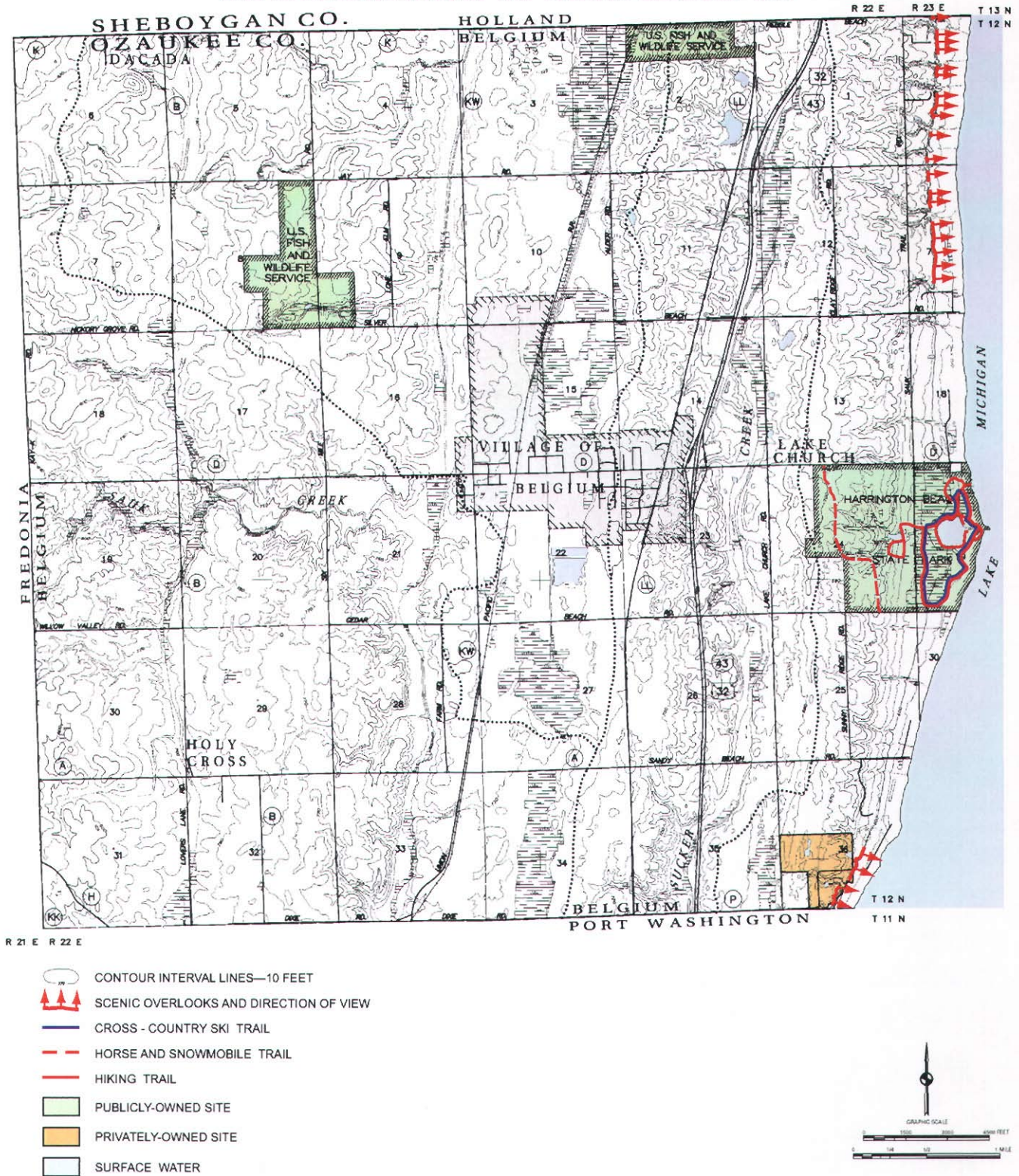
Scenic Overlooks

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 overlook from which the scenery is viewed. In identifying the scenic overlooks in the Town of Belgium,

three basic criteria were applied: 1) a variety of features to be viewed should exist harmoniously in a natural or rural landscape, 2) there should be one dominant or particularly interesting feature, such as a river or lake, which serves as the focal point of the picturesque view, and 3) the vantage point or overlook should present an unobstructed observation point from which the variety of natural resources can be seen.

Map 13

TRAILS, SCENIC OVERLOOKS, AND PARK AND OPEN SPACE SITES IN THE TOWN OF BELGIUM: 1995



Source: Wisconsin Department Of Natural Resources, U.S. Fish And Wildlife Service, and SEWRPC.

An inventory of scenic overlooks meeting these criteria was conducted. Using the best available topographic maps, areas with a relief greater than 30 feet and a slope of 12 percent or greater were identified. Areas of steep slope with a ridge 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 Belgium, 11 overlooks were identified near Lake Michigan, as shown on Map 13.

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

As defined by the Regional Planning Commission, environmental corridors are elongated areas in the landscape that encompass concentrations of recreational, aesthetic, ecological, and cultural resources. Such areas generally include one or more of the natural resource base elements previously discussed in this chapter.

Map 14 shows the location and extent of environmental corridors and other environmentally significant areas, termed "isolated natural resource areas," within the Town as delineated by the Regional Planning Commission.⁸ The essentially linear corridors represent a composite of the best remaining elements of the natural resource base in the Town and have immeasurable environmental and recreational value. Preservation of the primary environmental corridors, and careful consideration of preserving secondary environmental corridors and isolated natural resource areas, in an essentially open, natural state—including compatible park and open space uses and rural-density residential uses—will serve to maintain a high level of environmental quality in the area, protect the natural beauty of the area, and provide valuable recreational opportunities. Preservation will also avoid the creation of serious and costly environmental and development problems such as flood damage, poor drainage, wet basements, excessive operation of sump pumps, failing pavements and other structures, and water pollution.

Primary Environmental Corridors

Primary environmental corridors are by definition at least 400 acres in size, two miles long, and 200 feet wide. The primary environmental corridors include woodlands, wetlands, natural areas, and wildlife habitats. In 1995, about 1.3 square miles, or about 4 percent of the Town of Belgium, were encompassed within the primary environmental corridors shown on Map 14. These corridors are generally located in the northcentral portion of the Town and along Lake Michigan and its tributaries. The protection of primary environmental corridors from intrusion by incompatible rural and urban uses, and thereby from degradation and destruction, should be one of the principal objectives of a local master plan.

Secondary Environmental Corridors

While secondary corridors may have many of the same qualities as primary corridors, they are smaller in size. Such corridors are by definition at least 100 acres in size and one mile long, often containing remnant resources from former primary environmental corridors which have been lost to intensive agricultural or urban land uses. As shown on Map 14, a total of about 2.2 square miles, or about 6 percent of the Town, were encompassed within the secondary environmental corridors in 1995. Secondary environmental corridors in the Town are mostly located along streams and include the large wetlands complexes associated with these streams. Secondary environmental corridors facilitate surface water drainage, maintain "pockets" of natural resource features, and provide for the movement of wildlife, as well as for the movement and dispersal of seeds for a variety of plant species. Such corridors should be preserved in essentially open natural uses as development proceeds within the Town, particularly when the opportunity is presented to incorporate such corridors into stormwater detention areas, associated drainageways, and parks and open spaces.

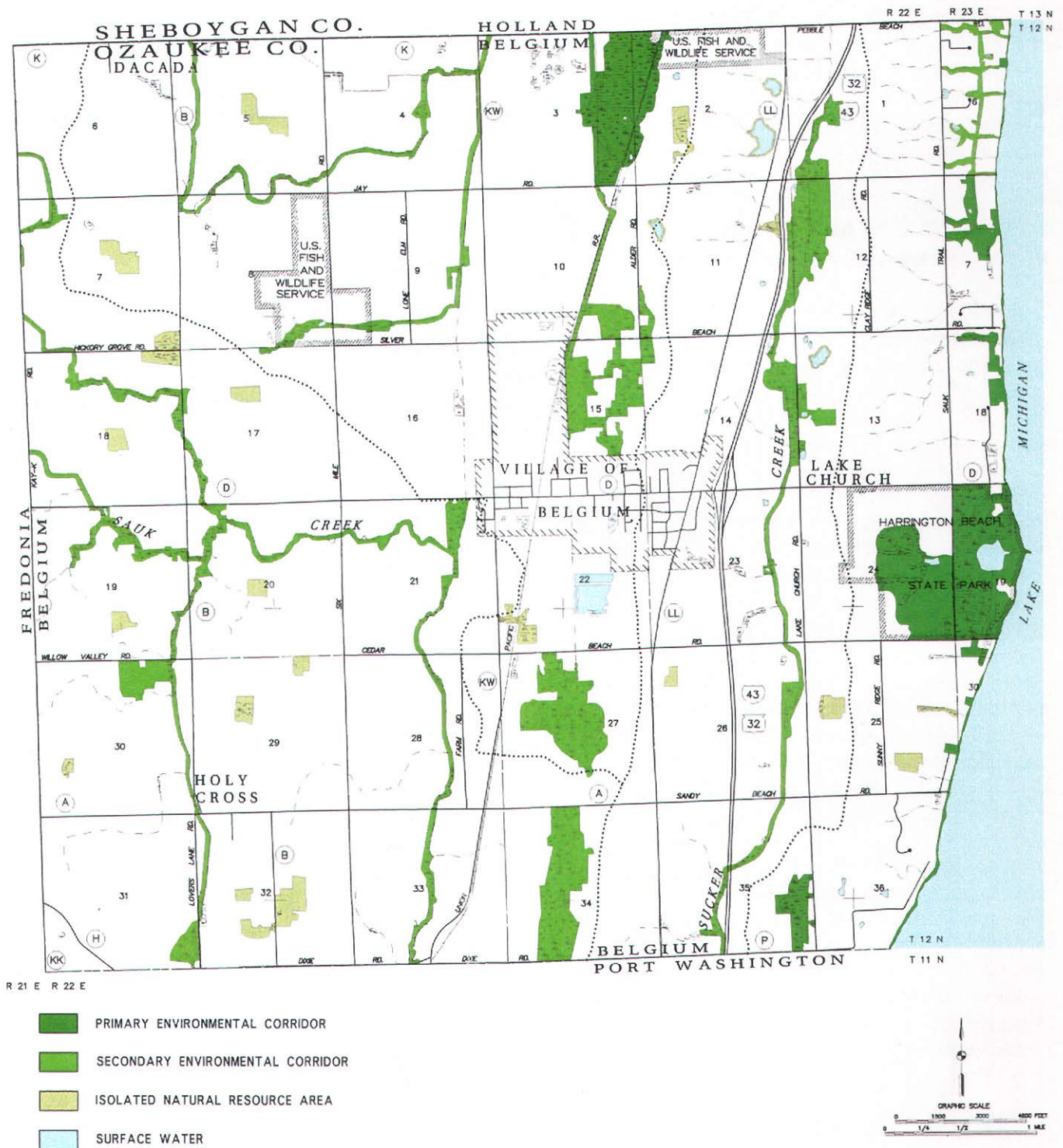
Isolated Natural Resource Areas

In addition to the primary and secondary environmental corridors, other, small concentrations of natural resource base elements exist within the Town. These resource base elements are isolated from the environmental corridors by urban development or agricultural uses and, although separated from the environmental corridor network, may have important residual natural values. Isolated natural features may provide the only available wildlife habitat in an area, provide good locations for local parks and nature areas, and lend aesthetic character and natural diversity to an area. Important isolated

⁸ A detailed description of the process for delineating environmental corridors in Southeastern Wisconsin is presented in SEWRPC Technical Record, Vol. 4, No. 2, Refining the Delineation of Environmental Corridors in Southeastern Wisconsin, March 1981, pp. 1-21.

Map 14

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS
IN THE TOWN OF BELGIUM: 1995



Source: SEWRPC.

natural resource areas within the Town include a geographically well-distributed variety of isolated wetlands, woodlands, and wildlife habitat. These isolated natural resource areas should be protected and preserved in a natural state whenever possible. Isolated natural resource areas of five acres or greater in size are shown on Map 14. In 1995, these areas encompassed an area of about 0.5 square mile, or about 1 percent of the Town.

SUMMARY

This chapter has presented an inventory of the natural resources of the Town of Belgium, emphasizing those resources that require careful consideration in any planning effort. The information was thus incorporated into the design of the master plan and provides a good reference for the Town of Belgium when judging the merits of land development proposals. A summary of pertinent inventory findings follows.

- Soil limitations for various urban and nonurban uses are an important consideration in any sound master planning effort. In comparison, about 35 square miles, or about 97 percent of the Town, are covered by soils classified as unsuitable for conventional onsite sewage-disposal systems, while about 13 square miles, or about 36 percent of the Town, contained such unsuitable soils for mound sewage-disposal systems. Only about one square mile, or 3 percent of the Town, is covered by soils classified as suitable for each of conventional and mound sewage-disposal systems. The soil suitability of the remaining areas for both types of onsite sewage-disposal systems were uncertain, requiring onsite inspection to resolve. With respect to soil suitability for development served by public sanitary sewer service, approximately 12 square miles, or about 34 percent of the Town, are covered by soils that would have severe limitations for residential development with public sanitary sewer service.
- The Town of Belgium has a rich agricultural base. Even though no Class I soils exist in the Town, about 31.3 square miles, or about 86 percent of the Town, is covered by Class II and III soils. These soils are particularly well suited for agricultural production and are an economic asset to the Town.
- The Town of Belgium contains portions of three watersheds. About 35 percent of the Town lies within the Sauk Creek watershed, about 29 percent lies within the Sheboygan River watershed, and about 20 percent lies within the Sucker Creek watershed. The remaining 16 percent of the Town drains directly into Lake Michigan. These watersheds are part of the Great Lakes-St. Lawrence River drainage system. The major surface water resources in the Town include Sauk and Sucker Creeks and their tributaries; two minor lakes or ponds—Quarry Lake and Puckett's Pond—and a limited number of other small, generally unnamed lakes and ponds. Areas of the Town lying within the 100-year recurrence interval floodplain of Lake Michigan, Sauk Creek, Sucker Creek, and their tributaries encompass about three square miles, or 8 percent of the Town.
- The Town of Belgium exhibits some significant natural resource base features. In 1995, the Town included wetland areas encompassing about two square miles, or 7 percent of the Town; woodlands encompassing about one square mile, or 2 percent; and wildlife habitat areas encompassing about eight square miles, or 21 percent. The Town includes four sites identified as natural areas under criteria established by the Wisconsin Natural Areas Preservation Council; one site identified as critical bird species habitat; and two sites identified as significant geological sites.
- Other natural resource related features include four park and open space sites in the Town. Two sites provide opportunities for outdoor recreational pursuits. Harrington Beach State Park provides opportunities for swimming, picnicking, fishing, and trail activities. The other recreational site is the privately-owned Squires Country Club which contains an 18-hole golf course open to the public. The remaining two sites, totaling almost 400 acres of open space, are both owned by the U.S. Fish and Wildlife Service for the purpose of breeding, raising, and releasing waterfowl.
- The best remaining elements of the natural resource features of the Town of Belgium, as in other parts of the Southeastern Wisconsin Region, occur in linear concentrations in the landscape and are referred to as environmental corridors. Primary environmental corridors in the Town

are associated primarily with the natural resources located along Lake Michigan, and, in 1995, encompassed a total of about 1.3 square miles, representing about 4 percent of the Town. Secondary environmental corridors in the Town encompassed a total of about 2.2 square miles

in 1995, representing about 6 percent of the Town. Other small concentrations of the natural resource base, known as isolated natural resource areas, encompassed a total of about 0.5 square mile in 1995, representing about 1 percent of the Town.

Chapter IV

EXISTING LAND USES

Whereas the previous chapter presented a description of the natural resource base of the Town of Belgium, this chapter describes pertinent features of the built environment. Specifically, this chapter presents information on existing land uses, community facilities and services, and public utilities. Detailed information regarding existing land uses and other related aspects of the built environment is essential to the preparation of a sound master plan.

EXISTING LAND USE BASE

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

The existing land use pattern in the Town of Belgium in 1995 is shown on Map 15 and quantitatively summarized in Table 20. The inventory indicates that the land uses in the Town are still predominantly rural with agricultural uses and natural resource areas encompassing about 91 percent of the Town area.

Urban Land Uses

Urban land uses consist of the buildings, parking, and sites associated with residential, commercial, industrial, transportation and utilities, governmental and institutional, and recreational land uses. Urban uses comprised

1,535 acres, or about 2.4 square miles, representing nearly 6.6 percent of the Town in 1995.

Residential

The residential land use portion of a master plan usually holds the most interest for community residents. Since the residential element of the plan seeks primarily to provide a safe, attractive, and comfortable setting for residential development, it is important that this element be given careful consideration.

In 1995, single-family residential lands encompassed 470 acres, or about 31 percent of all urban land uses and about 2 percent of the total area of the Town. Residential land uses in the Town are generally characterized by scattered-site farm homesteads and by several concentrated areas of single-family residential developments that exist mostly along the Lake Michigan shoreline and in the unincorporated hamlets of Dacada, Holy Cross, and Lake Church.

Commercial and Industrial

In 1995, commercial retail sales, services, and offices, and industrial uses each occupied about seven acres, or about 1 percent of all urban land and less than 1 percent of the total area of the Town. Commercial activities are located primarily along the arterial highways in the Town and in the Dacada, Holy Cross, and Lake Church areas. Industrial uses are also located mostly along arterial highways near the intersection of CTH B and CTH D and in the Lake Church area.

Transportation and Utilities

Transportation and utility land uses, which include arterial streets and highways, collector streets, minor

Map 15

EXISTING LAND USE IN THE TOWN OF BELGIUM: 1995

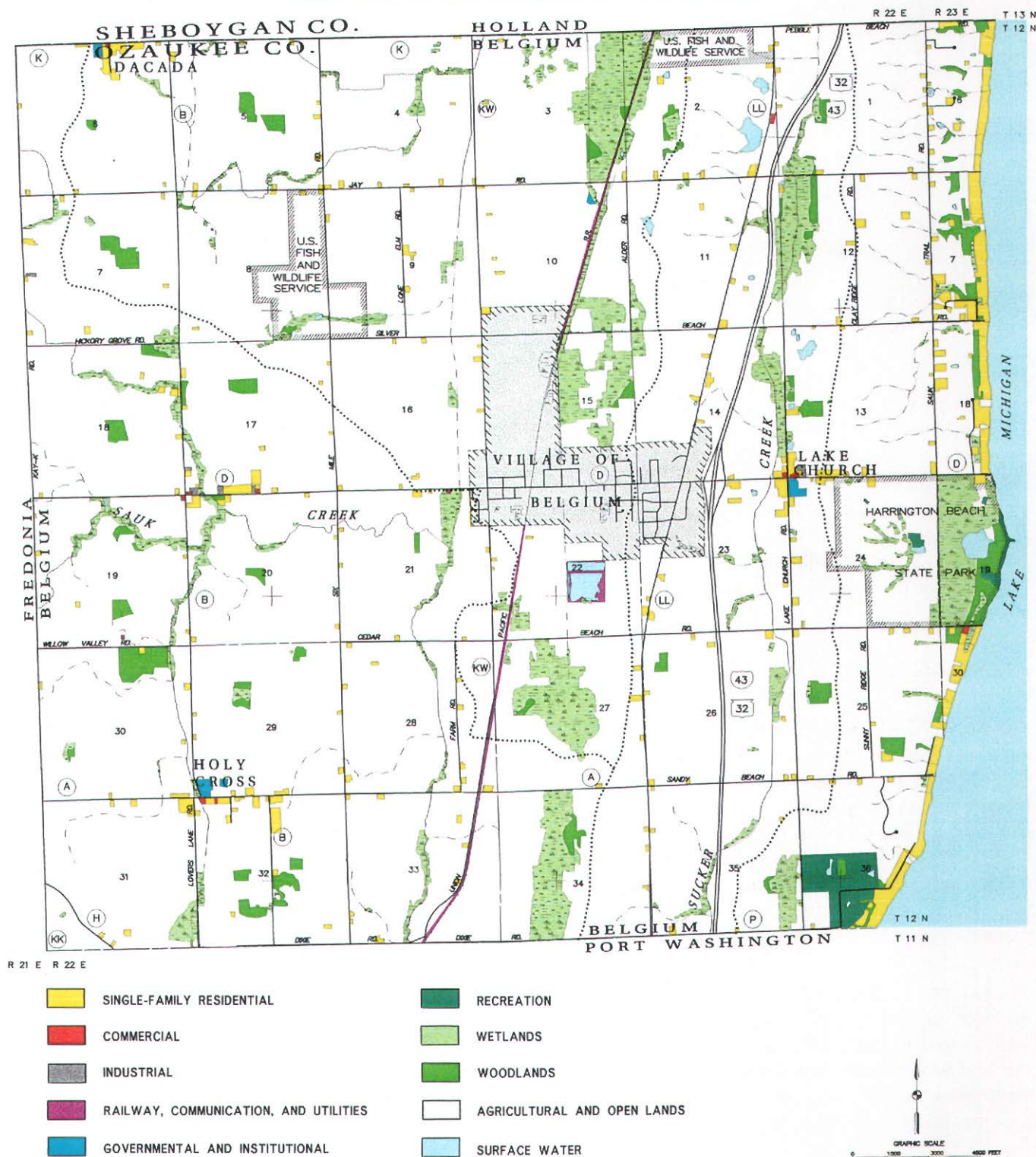


Table 20

SUMMARY OF LAND USE IN THE TOWN OF BELGIUM: 1995

Land Use Category	Number of Acres	Percent of the Urban or Rural Subtotal	Percent of Total
Urban^a			
Single-Family Residential ^b	470	30.6	2.0
Commercial.....	7	0.5	-- ^c
Industrial	7	0.5	-- ^c
Transportation and Utilities			
Arterial Streets and Highways	435	28.3	1.9
Collector and Local Streets	419	27.3	1.8
Railways	42	2.8	0.2
Communications, Utilities, and Others	14	0.9	0.1
Subtotal	910	59.3	4.0
Government and Institutional	16	1.0	0.1
Recreational ^d	125	8.2	0.5
Urban Subtotal	1,535	100.0	6.6
Rural			
Natural Resource Areas			
Woodlands	422	2.0	1.8
Wetlands.....	1,542	7.1	6.7
Surface Water	93	0.4	0.4
Subtotal	2,057	9.5	8.9
Agricultural Lands	19,053	88.0	82.1
Unused Open Lands.....	552	2.5	2.4
Rural Subtotal	21,662	100.0	93.4
Total	23,197	--	100.0

^aIncludes related off-street parking areas for each urban land use category.

^bIncludes farm residences. Other farm buildings were included in the agricultural land use category.

^cLess than 0.05 percent.

^dIncludes only those lands used for intensive outdoor recreational activities.

Source: SEWRPC.

land-access streets, railways, and communications and utility facilities, occupied approximately 910 acres, or about 59 percent of all urban land and about 4 percent of the total area of the Town. Arterial highways serving the Town include IH 43/STH 32 and CTHs A, B, D, H, K, P, KK, KW, and LL. These highways occupied approximately 435 acres, or about 28 percent of all urban land uses in the Town in 1995. The local and collector street

system in the Town occupied approximately 419 acres, or about 27 percent of all urban land uses in the Town in 1995. The balance of the transportation and utility land uses in the Town were occupied by a railway and small communication and utility facilities.

Railway freight service is provided to the Belgium area by the Union Pacific (UP) Railroad. This common

carrier railroad service is provided over the UP's main line from Milwaukee to Sheboygan while passing through both the Town and Village of Belgium.

Even though no public airports are located in the Town of Belgium, a small private turf airstrip, Didier airstrip, is located near the southern border of the Town and serves small private aircraft. In addition, air services are provided within reasonable commuting distances from the Town. Both the West Bend Municipal Airport, located southwest of the Town in the City of West Bend, and the Sheboygan County Memorial Airport, located north of the Town in the City of Sheboygan, provide chartered air service and air freight.

Governmental and Institutional

In 1995, governmental and institutional land uses occupied about 16 acres. These uses, which are mostly church-related uses, including a school and cemeteries, occupied a total of about 1 percent of all urban lands and less than 0.1 percent of the total area of the Town.

Recreational

Recreational land uses accounted for about 125 acres, or about 8 percent of all urban lands and about 1 percent of the total area of the Town. Recreational land, as shown on Map 15, consists of two park and outdoor recreational areas, the Harrington Beach State Park parklands and beach and the 18-hole golf course privately owned by Squires Country Club, which is open to the public.

Rural Land Uses

Rural land uses consist of wetlands, woodlands, surface water, agricultural lands, and unused open lands. Rural lands and waters comprised 21,662 acres, or about 33.8 square miles, and represented about 93.4 percent of the total area of the Town in 1995.

Natural Resource Areas

Natural resource areas include wetlands, woodlands, and surface waters. Such areas encompassed about 3.2 square miles, or about 9 percent of Town of Belgium in 1995. Of this total, wetland areas encompassed about 2.4 square miles, or about 7 percent of the area of the Town; woodlands encompassed about 0.7 square mile, or about 2 percent of the Town; and inland surface water areas encompassed about 0.2 square mile, or less than 1 percent of the area of the Town. More detailed information regarding the distribution and importance of natural resource areas is provided in Chapter III.

Agricultural and Open Lands

The agricultural land use category shown on Map 15 includes all croplands, pasture lands, orchards, nurseries, and nonresidential farm buildings. Farm residences, together with a 20,000 square foot dwelling site area, were classified as single-family residential land uses. In 1995, agricultural lands occupied about 29.8 square miles, or about 82 percent of the Town of Belgium.

Open lands include lands in rural areas that are not being farmed, as well as lands in concentrated urban areas that have not been developed. Examples of open lands in urban areas include excess transportation rights-of-way, subdivision outlots, and undeveloped portions of commercial and industrial lots. Open lands accounted for about 0.9 square mile, or about 2 percent of the total area of the Town.

COMMUNITY FACILITIES AND SERVICES

Town Hall

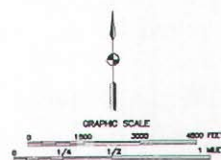
The Town Hall is located at 814 Main Street in the Village of Belgium. The building is over 70 years old. Various community activities occur within this building ranging from Boy Scout activities to official Town meetings.

Schools

The Town of Belgium is located in three school districts as shown on Map 16. The northeastern part of the Town is located in the Cedar Grove-Belgium School District. The northwestern portion of the Town is located in the Random Lake School District. The remaining southern part of the Town is located in the Northern Ozaukee School District. No public schools from the three school districts are located in the Town nor Village of Belgium. A private school, however, associated with St. Mary's Catholic Church, exists in the Town of Belgium in the Lake Church area and serves grades kindergarten through 6.

Public institutions of higher education also serve the Belgium area and are within reasonable commuting distances from the Town. The University of Wisconsin Sheboygan County Campus in the City of Sheboygan and Washington County Campus in the City of West Bend are two of 14 two-year campuses in the University of Wisconsin System. The private Lakeland College is also located northwest of the Town in Plymouth and offers various bachelor and master degree programs. In addition, the Milwaukee Area Technical College-North Campus in the City of Mequon serves the Ozaukee School District and the Lake Shore Technical College

SCHOOL DISTRICTS IN THE BELGIUM AREA: 1995



Cleveland Campus serves the Random Lake and Cedar Grove-Belgium School Districts. These two technical colleges offer various types of general programs consisting of associate degree programs, vocational diploma programs, adult and continuing education programs, and apprenticeship training.

Fire Protection, Emergency Medical Services, and Law Enforcement

Fire protection and emergency medical services in the Town as well as the Village of Belgium are provided mostly by the Belgium Fire Department which is operated as an all volunteer fire department. The Random Lake Fire Department, also consisting of volunteers, provides fire protection services for a small area in the northwest portion of the Town. The Belgium Fire Department is located in the Village of Belgium and accommodates eight pieces of major fire fighting equipment operated by the 40 volunteer firefighters, including 12 emergency medical technicians. The Random Lake Fire Department is located in the Village of Random Lake and accommodates nine pieces of major fire fighting equipment operated by 45 volunteer firefighters, including 28 emergency medical technicians. These departments have mutual aid pacts with other fire departments that are situated within Ozaukee and Sheboygan Counties for additional fire-protection services if needed.

In addition, ambulance services are provided by the Northern Ozaukee Ambulance Service, located in the Village of Fredonia, for all areas located west of CTH LL in the Town of Belgium. The remaining area located east of CTH LL is served by the Port Washington Ambulance Service, located in the City of Port Washington.

In accordance with Chapter 60 of the *Wisconsin Statutes*, Towns may appoint a constable who conducts specific law enforcement duties within the Town. The Town of Belgium does not have an appointed Town Constable, relying on the Ozaukee County Sheriff's Department for law enforcement.

Solid Waste Disposal

The Town relies on a private firm for removal and disposal of solid waste. The Town maintains a solid waste recycling and transfer station on a site located on the south side of Jay Road, just west of the Union Pacific Railway in the northern central part of the Town. Town residents are responsible for conveying solid waste to this site for recycling and disposal. There are no active landfill sites in the Town.

UTILITIES

Public utility systems are one of the most important elements influencing community growth and development. Urban development today is highly dependent on these utility systems, which provide individual land uses with power, heat, light, communication, water, and sanitary sewer services. Moreover, certain utility facilities are closely linked to surface water and groundwater resources and may, therefore, affect the overall quality of the natural resource base. This is particularly true of sanitary sewerage, water supply, and stormwater drainage facilities, which are, in a sense, modifications or extensions of the natural lake, stream, and watercourse systems of the area and of the underlying groundwater reservoir. The provision of certain public utilities to a largely rural area is normally impractical. Conversely, the development of areas for extensive urban use without certain utilities may create serious and costly environmental and public health problems.

Sanitary Sewerage

All developed properties in the Town rely on private onsite sewage disposal systems. The Town of Belgium is not served by a centralized sanitary sewerage system such as the Village of Belgium public centralized sewerage system. This public system could be extended to serve lands presently lying in the Town.

Water Supply

Water for domestic and other uses in the Town is supplied by groundwater through the use of private wells. The Town of Belgium does not have a public water supply system. The Village of Belgium operates such a public water supply system that provides water to those areas served by the municipal sanitary sewer system. This public system could be extended to serve lands presently lying in the Town. A discussion of groundwater resources in the Town can be found in Chapter III of this report.

Stormwater Drainage

Stormwater in the Town of Belgium drains through natural watercourses, roadside ditches, and culverts. The Town does not have an engineered stormwater drainage system.

SUMMARY

This chapter describes the existing land use pattern and other pertinent aspects of the developed environment of the Town of Belgium. The most important findings are described below.

- Existing urban development within the Town of Belgium is concentrated mostly along the shoreline of Lake Michigan and in the hamlets of Dacada, Holy Cross, and Lake Church. Despite scattered farm homesteads in other areas of the Town, the Town encompasses intact relatively large blocks of farmland.
- Urban land uses, consisting primarily of residential, commercial, industrial, recreational, governmental and institutional, and transportation and utility uses, encompassed about 2.4 square miles or about 6.6 percent of the total area of the Town of Belgium. Residential uses and associated transportation land uses were the largest urban uses in the Town; each representing, respectively, 31 and 58 percent of all urban land, and about 2 and 4 percent of the total area of the Town.
- Rural land uses, such as wetlands, woodlands, surface water, agricultural lands, and other open lands, comprised about 33.8 square miles, or about 93.4 percent of the total area of the Town. Agricultural lands encompassed about 29.8 square miles in the Town in 1995, accounting for about 88 percent of all rural land, and about 82 percent of the total Town area.
- The Town is served by three school districts: Cedar Grove-Belgium, Random Lake, and Northern Ozaukee School Districts. None of the districts have schools located within the Town.
- Fire protection and emergency medical services in the Town are provided mostly by the Belgium Fire Department. Ambulance services are provided by the Northern Ozaukee Ambulance Service, which serves Town areas west of CTH LL, and by the Port Washington Ambulance Service, which serves the remaining Town areas east of CTH LL. Law enforcement services in the Town are provided by the Ozaukee County Sheriff's Department.
- In the Town of Belgium, wastewater is treated by onsite sewage disposal systems; domestic water is provided from onsite private wells; and stormwater drains through natural watercourses, roadside ditches, and culverts. The Town does not have a public sanitary sewerage system, public water supply system, nor engineered stormwater drainage system.

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Chapter V

EXISTING LAND USE REGULATIONS

Good community development depends not only on sound long-range planning, but also on practical plan implementation as well. Land use and development regulations perform a critical role in assuring that a master plan is properly implemented. This chapter describes the existing regulations in effect in the Town including zoning, land division control, and other pertinent County, State, and Federal regulations.

ZONING

Zoning is one of the major plan implementation devices available to any community. The primary function of zoning should be to implement the community's master plan. A secondary function of zoning should be to protect desirable existing development. Zoning should be a major tool for the implementation of community plans and not a substitute for such plans.

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

A zoning ordinance typically consists of two parts. The first part, the text, sets forth regulations that apply to each of the various zoning districts, together with related

procedural, administrative, and legal provisions. The second part, the map, shows the boundaries of the various districts to which the regulations apply.

Town of Belgium Zoning Ordinance

All land development and building activity in the Town of Belgium is regulated by the Town's zoning ordinance. The Town of Belgium enacted its initial zoning ordinance in 1966 and has updated it from time to time. The ordinance currently contains five basic zoning districts and one overlay district. The application of these districts, as of December 31, 1997, is shown on Map 17. Table 21 presents a summary of the zoning regulations applicable within each district, including principal and conditional uses, minimum lot size, minimum yard requirements, maximum building height, and the area and proportion of the Town in each zoning district.

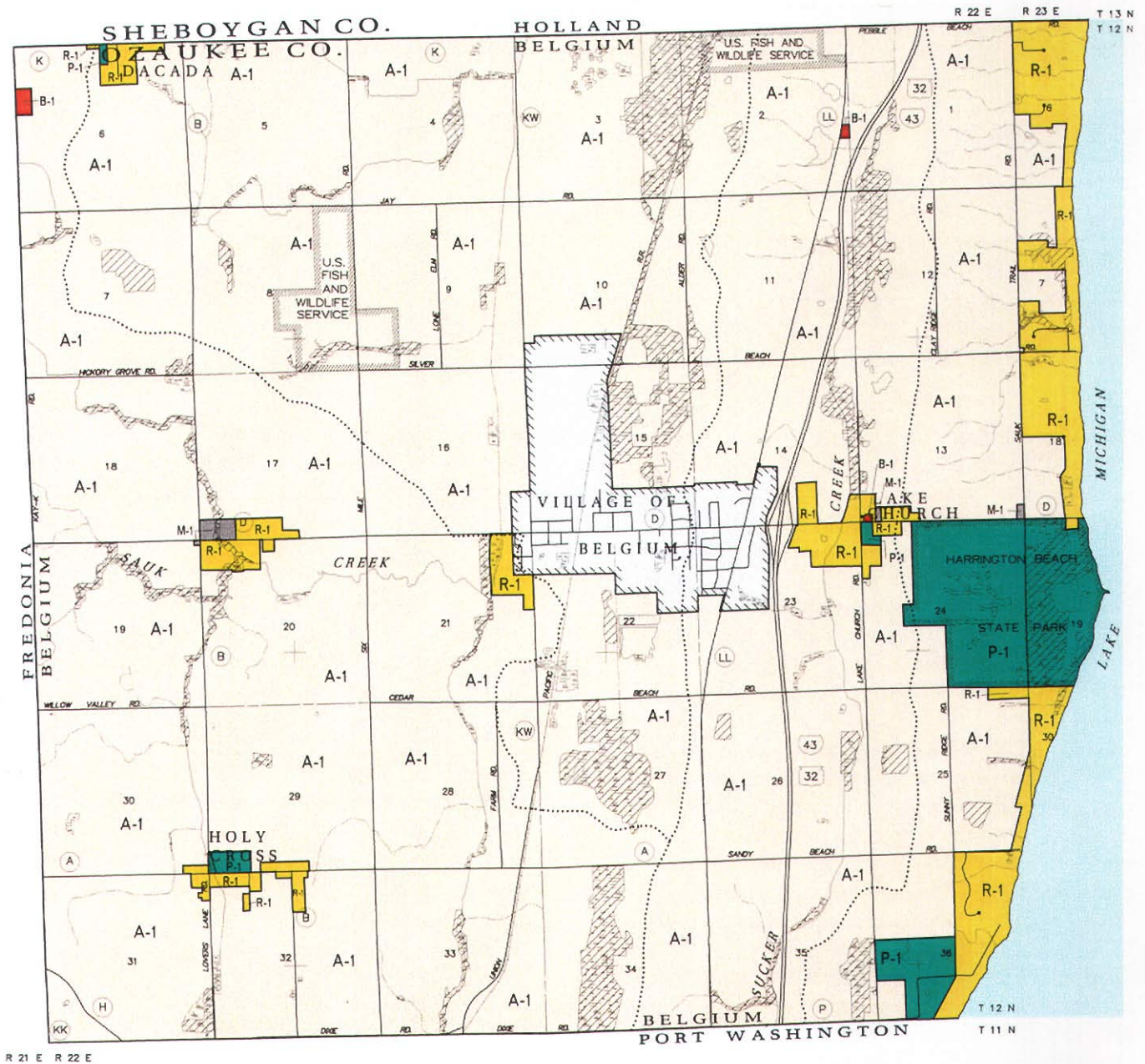
Table 22 presents a summary of the area allocated to each zoning district in the Town. As of December 1997, approximately 91.6 percent of all land in the Town was zoned for agriculture use; approximately 4.8 percent was zoned for residential use; approximately 3.4 percent was zoned for park use; and the remaining 0.2 percent was zoned for commercial and industrial use. In addition, approximately 6.3 percent of the Town was protected with lowland conservancy overlay zoning.

Ozaukee County Floodplain and Shoreland Zoning Ordinance

Ozaukee County has not adopted a countywide general zoning ordinance, and thus, the Town zoning ordinances are the principal zoning ordinances in effect within each of Ozaukee County's six unincorporated

Map 17

TOWN OF BELGIUM ZONING MAP: 1997



ZONING DISTRICTS

- ZONING DISTRICT BOUNDARY
- A-1 AGRICULTURAL
- R-1 SINGLE-FAMILY RESIDENTIAL
- B-1 COMMERCIAL
- M-1 INDUSTRIAL
- P-1 PARK
- C-1 CONSERVANCY OVERLAY

Source: Town of Belgium and SEWRPC.

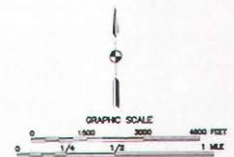


Table 21

SUMMARY OF EXISTING ZONING DISTRICTS FOR THE TOWN OF BELGIUM: 1997

Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size		Minimum Building Area (square feet)	Minimum Yard Requirements				Maximum Principal Building Height ^a (feet)
			Area (acres)	Width at Setback Line (feet)		Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Shoreyard (feet)	
A-1 Agricultural District	Apiculture, dairying, floriculture, forestry, farming, grazing, greenhouses, nurseries, orchards, stables, truck farm, viticulture, and single-family farm dwelling	Airports, airstrips and landing fields, utilities, colleges, hospitals, sanitariums, correctional institutions, cemeteries, farm-related veterinary services, dumps, disposal areas and incinerators, commercial animal propagation and butchering, and housing for farm laborers	35	500	1,200	75 feet from center line	75	50	75	100 ^b
R-1 Single-Family Residential District	Single-family dwellings	Governmental and cultural uses: utilities, schools and churches, planned residential developments, clubs, rest homes, home occupations, and boarders and lodgers	1.5	150	1,200	75 feet from center line	20 feet for one-story, 30 feet for two-story	50	75	35
B-1 Commercial District	Retail establishments including bakeries, barber shops, bars, beauty shops, offices, clinics, clothing stores, clubs, cocktail lounges, florists, gift stores, grocery stores, pickup laundry and dry cleaning establishments, vegetable stores, restaurants, and supermarkets	Governmental and cultural uses, utilities, public passenger transportation terminals, schools and churches, banks, department stores, variety stores, secondhand stores, coin-operated laundries, broadcasting studios, hotels, motels, publishing businesses, liquor stores, food lockers, drive-in theaters, drive-in restaurants, tourist homes, automotive sales and services, and commercial recreation facilities	1.5	150	--	75 feet from center line	30	50	75	35
M-1 Industrial District	Auto body repairs, upholstery, pressing and dyeing establishments, commercial bakeries, commercial greenhouses, distributors, farm machinery, food locker plants, printing and publishing, trade and contractors, packaging and assembling plants, machinery and equipment sales and storage	Airports, governmental and cultural uses, utilities, passenger transportation terminals, animal hospitals, sewage disposal plants, condenseries, freight yards, scrap yards, breweries, planned industrial developments, and manufacturing and processing of certain products	1.5	200	--	75 feet from center line	30	50	75	45
P-1 Park District	Parks, arboretums, playgrounds, fishing, swimming beaches, skating, sledding, skiing, sustained yield forestry, wildlife preserves, soil and water conservation, and water measurement and water control facilities	Governmental and cultural uses, utilities, schools, and churches, colleges, hospitals, sanitariums, correctional institutions, cemeteries, archery ranges, firearm ranges, golf courses, hunting, swimming pools, and zoological and botanical gardens	--	--	--	--	--	--	--	--
C-1 Conservancy Overlay District	Fishing, hunting, navigation, preserves, public fish hatcheries, soil and water conservation, sustained yield forestry, streambank and lake shore protection, and water retention	Drainageways, public water measurement and water control facilities, grazing, orchards, truck farms, wild crop harvesting, and utilities excluding structures	--	--	--	--	--	--	--	--

^aUnless specified, the maximum height requirement for accessory buildings is 15 feet.

^bPertains to maximum height requirement for farm structures and not residential dwellings.

Source: Town of Belgium Zoning Ordinance and SEWRPC.

Table 22

**ZONING BY ACREAGE IN THE
TOWN OF BELGIUM: 1997**

Zoning District Name	Acreage	Percent of Total
A-1 Agriculture	21,248	91.6
R-1 Single-Family Residential	1,110	4.8
B-1 Commercial	13	0.1
M-1 Industrial	23	0.1
P-1 Park	801	3.4
Total	23,195	100.0
C-1 Conservancy Overlay	1,465	6.3

Source: SEWRPC.

Towns. Pursuant to a State mandate set forth in Section 59.692 of the *Wisconsin Statutes*, however, Ozaukee County has adopted a County Floodplain and Shoreland Zoning Ordinance. This ordinance applies to shorelands and floodplains in all towns within Ozaukee County. "Shorelands," are defined in the *Wisconsin Statutes* as all lands lying within 1,000 feet of the shoreline of navigable lakes, ponds, and flowages, or within 300 feet of the shoreline of navigable rivers and streams. Shorelands also include areas within the 100-year recurrence interval floodplain. If the floodplain extends more than 300 feet from the shoreline of the navigable river or stream, the shoreland regulations apply to the landward edge of the floodplain.

The Ozaukee County Floodplain and Shoreland Zoning Ordinance, as it applies within the Town of Belgium, focuses on the regulation of the use of floodplains and shoreland-wetlands. The ordinance essentially protects these areas from intensive development. In addition, the Ozaukee County Floodplain and Shoreland Zoning Ordinance requires a 75-foot minimum setback for structures from the ordinary highwater mark of a navigable body of water, with greater setback requirements along Lake Michigan based on the height of lake bluffs and ravines; limitations on the removal of shore cover within 35 feet of the ordinary highwater marks; and restrictions on extensive filling, grading, lagooning, dredging, ditching, and excavating in shoreland areas.

The Ozaukee County Floodplain and Shoreland Zoning Ordinance contains four districts: a shoreland-wetland

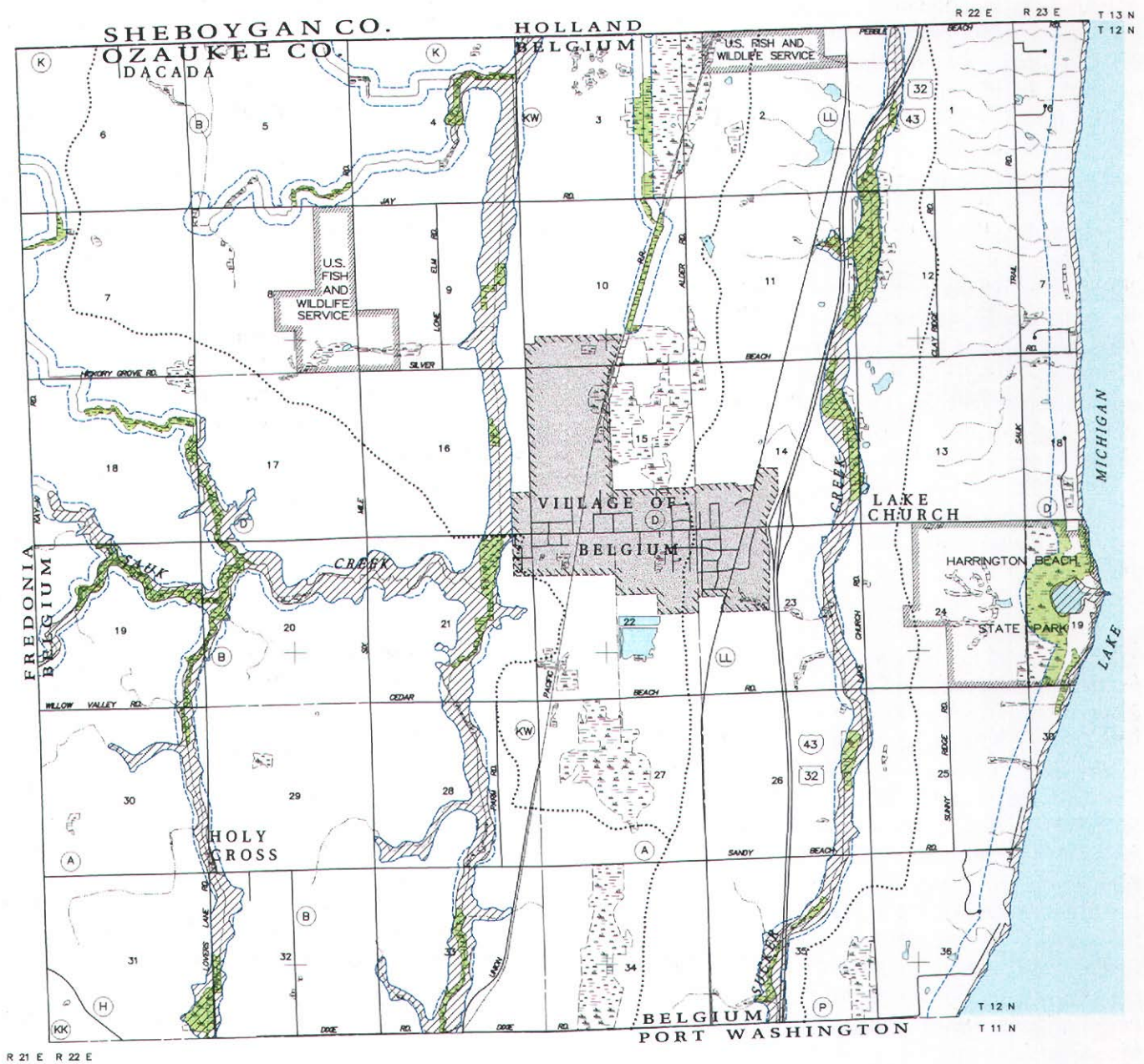
district, a recreational-residential district, a general purpose district, and a floodplain district. The recreational-residential and the general purpose districts are administered as overlay districts to local town zoning ordinance requirements. The shoreland-wetland district is intended to preserve wetlands five or more acres in area within the statutorily defined "shoreland" jurisdiction. The floodplain district is intended to regulate development within the 100-year recurrence interval floodplain as identified in the Flood Insurance Study for Ozaukee County, Wisconsin and Incorporated Areas, published by the Federal Emergency Management Agency (FEMA) in 1991. The floodplain district is divided into three subdistricts—the floodway subdistrict, the flood fringe subdistrict, and the general floodplain subdistrict. Only the general floodplain subdistrict is mapped. The shoreland-wetland and floodplain districts are also applied as overlay districts to local town zoning ordinance requirements.

Overlay zoning districts provide for the possibility of superimposing certain additional requirements upon a basic zoning district. In the instance of conflicting requirements, the more stringent requirement applies. Accordingly, when there is a conflict between the Town's general zoning ordinance and the County's floodplain and shoreland zoning ordinance, the most restrictive of the ordinances concerned applies.

Map 18 illustrates the extent of floodplain and shoreland zoning within the Town of Belgium in 1995 which is based on 1985 shoreland boundaries, the 100-year recurrence interval floodplain as determined by the FEMA study, and existing 1995 wetlands. Approximately 5.3 square miles, or about 15 percent of the Town, lies within the County shoreland jurisdiction. Within that jurisdiction, about 2.7 square miles, or about 8 percent of the Town, has been mapped as floodplain; and about 0.9 square mile, or about 2 percent of the Town, has been mapped as shoreland-wetland. The Ozaukee County Department of Environmental Health, in conjunction with the Wisconsin Department of Natural Resources and the Southeastern Wisconsin Regional Planning Commission, has been working on updating the County shoreland and shoreland-wetland boundaries based upon field inspections of navigable waterways. Upon completion and subsequent adoption of all revisions to the shoreland maps, a set of these updated shoreland maps as they apply to the Town of Belgium should be acquired and kept on file at the Town Hall to ensure proper administration of zoning regulations within the Town.

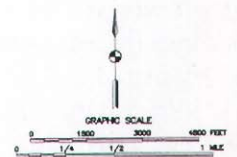
Map 18

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



- SHORELAND BOUNDARY
- 100-YEAR RECURRENCE INTERVAL FLOODPLAIN
- SHORELAND-WETLANDS
- OTHER WETLANDS
- SURFACE WATER

Source: Ozaukee County and SEWRPC.



LAND DIVISION REGULATIONS

A land division ordinance is a public law that regulates the division of land into smaller parcels. Land division ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new urban development is appropriately located; that lot size minimums specified in zoning ordinances are observed; that adequate rights-of-way for arterial and collector streets are appropriately located and dedicated or reserved; that access to arterial streets and highways is appropriately limited in order to preserve the traffic-carrying capacity and safety of such facilities; that adequate land for parks, drainageways, and other open spaces is appropriately located and preserved; that street, block, and lot layouts are appropriate; and that adequate public improvements are provided. The division and improvement of land in the Town of Belgium is currently governed by the State of Wisconsin, the Ozaukee County Floodplain and Shoreland Zoning Ordinance, and by the extraterritorial plat review authority of the Village of Belgium.

Chapter 236 of the *Wisconsin Statutes*, titled *Platting Lands and Recording and Vacating Plats*, requires the preparation and approval of a subdivision plat when five or more lots of 1.5 acres or smaller are created at any one time or by successive divisions within a five-year period. The Statutes set forth requirements for surveying lots and streets, plat review and approval by state and local units of government, recording approved plats, penalties and remedies for failure to comply with the platting requirements, and procedures for vacating or altering previously approved plats. Chapter 236 allows any city, village, town, or county that has established a planning agency to adopt a land division ordinance provided that it is at least as restrictive as the state platting requirements. Local land division ordinances may include the review of other divisions of land not defined as "subdivisions" by the *Wisconsin Statutes*; such as when fewer than five lots are created, usually through the use of a certified survey map. Land division ordinances adopted by cities and villages may be applied to extraterritorial areas adjacent to the municipal boundaries as well as to the incorporated area. It is possible to have concurrent jurisdiction over land divisions by both a county and a town in unincorporated areas, or by an incorporated city or village, a town, and a county in the incorporated municipality's extraterritorial plat approval area.

Land Division Control by the Town of Belgium

Even though the Town of Belgium does not have its own land division ordinance, the Town regulates land divisions in accordance with Chapter 236 of the *Wisconsin Statutes*. This Statute specifically authorizes the Town to regulate all subdivisions defined as the division of land into five or more parcels of 1.5 acres each or smaller in size; or the division of land into five or more parcels of 1.5 acres each or smaller by successive division in a period of five years.

The Statute indicates that a town which has established a planning agency may adopt a land division ordinance governing the subdivision or other division of land which is more restrictive than the provisions in Chapter 236. Such an ordinance may regulate division of land into parcels larger than 1.5 acres or the division of land into fewer than five parcels. In addition to specifying review and approval processes, the town ordinance may set forth design standards and other specific data requirements to be provided on all preliminary plats, final plats, and certified survey maps. The appropriate design requirements may include those for lots, streets, subdivision access, drainageways, and open space.

Land Subdivision Regulation by Ozaukee County

The Ozaukee County Floodplain and Shoreland Zoning Ordinance contains a section addressing subdivision regulations, which applies to all divisions of land resulting in the creation of a subdivision within the shorelands of unincorporated areas in Ozaukee County. A "subdivision" is defined as all land divisions that result in the creation of five or more lots of five acres each or less in area within a five-year period. The requirements of the County ordinance apply in addition to the requirements of town land division ordinances. The requirements of the Ozaukee County ordinance are similar to those of many town ordinances; however, the County ordinance does not regulate land divisions other than subdivisions.

Extraterritorial Plat Review

The *Wisconsin Statutes* provide that any city or village which has adopted a land division ordinance may require the review and approval of subdivision plats and minor land divisions within its extraterritorial plat approval jurisdiction. The Village of Belgium has adopted extraterritorial plat review authority to review plats within one and one-half miles of its corporate limits. Plats in the Town of Belgium located in the extraterritorial platting jurisdiction of the Village of Belgium are subject to approval by the Village.

OFFICIAL MAPPING

Official maps, which are authorized by Section 62.23(6) of the *Wisconsin Statutes*, are an important but historically underutilized plan implementation tool. The official map is intended to precisely identify the location and width of existing and proposed streets, highways, parkways, and drainageways, and the location and extent of parks and playgrounds. The adoption of an official map prevents the construction of new buildings in the areas identified for existing and future public use. Neither the Town of Belgium nor Ozaukee County has adopted an official map. The Village of Belgium, however, adopted such a map in 1996. Key components of this map include proposed location and right-of-way widths of future streets and a bicycle path within the Village and in certain surrounding areas located in the Town of Belgium. This map also includes the proposed location of major drainage easements extending through and beyond the Village into certain areas lying in the Town.

OZAUKEE COUNTY SANITARY CODE

The Ozaukee County Sanitary Code outlines general provisions for the design, installation, operation, and maintenance of private water-supply systems, septic tanks, effluent-disposal systems, holding tanks, and septic sludge disposal. These regulations apply throughout the County and are listed in Chapter 9, "Sanitation and Health," of the Ozaukee County Codes.

Most pertinent to land use planning are provisions regulating the location of private water-supply and onsite sewage-disposal systems. The use of private sewage-disposal systems in particular is restricted in floodland areas, in areas with steep slopes, and in areas with soil unsuitable for the operation of such systems.

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 its decisions under existing State authority. In cases where State certification of a proposed wetland modification is denied, the U.S. Army Corps of Engineers permit would also be denied. 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 by wild and domestic animals; for preservation of natural flora and fauna; for domestic and recreational uses; and for agricultural, commercial, industrial and other uses.

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,¹ in its regulation of private sanitary sewers, make a finding that all proposed sanitary sewer extensions conform with adopted areawide water quality management plans and the sanitary sewer service areas identified in such plans. If a locally proposed sanitary sewer extension is designed to serve areas not recommended for sewer service in an areawide water quality management plan, the State agencies concerned must deny approval of the extension. The State agency concerned must find that the area proposed to be served is located 1) within an approved sewer service area and 2) outside of areas involving physical or environmental constraints which, if developed, would have adverse water quality impacts. Areas in the Town of Belgium having such physical or environmental constraints may include wetlands, shorelands, floodplains, steep slopes, highly erodible soils and other limiting soil types, and groundwater recharge areas, as identified in Chapter III.

FEDERAL WETLAND REGULATORY PROGRAM

Under Section 404 of the Federal Clean Water Act as amended, the U.S. Congress has provided for the regulation of most of the wetlands of the Nation. That statute requires the U.S. Army Corps of Engineers, working in cooperation with the U.S. Environmental Protection Agency, to regulate the discharge of dredged and fill materials into the 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 wetlands areas may be exempt from the individual permit requirement; certain minor activities, such as boat ramp construction

¹ The State agency regulating private sanitary sewers has changed from the Wisconsin Department of Industry, Labor, and Human Relations (ILHR) to the Wisconsin Department of Commerce (Comm).

and shore stabilization, may be undertaken under a pre-approved general, or nationwide, permit. Section 401 of the Act requires that the issuance of such Federal permits must be consistent with State water quality policies and standards.

SUMMARY

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

- The Town of Belgium Zoning Ordinance regulates all land within the Town of Belgium. As of December 1997, about 92 percent of all land in the Town was zoned A-1 Agricultural District; about 5 percent was zoned R-1 Single-Family Residential District; about 3 percent was zoned P-1 Park District; and the remaining area, about 0.2 percent, was zoned B-1 Commercial or M-1 Industrial. About 6 percent of the Town was protected with lowland conservancy zoning through the C-1 Conservancy Overlay District.
- The Ozaukee County Floodplain and Shoreland Zoning Ordinance applies to areas in the Town of Belgium which are located within 1,000 feet of navigable lakes, ponds, and flowages; within 300 feet of navigable rivers and streams; and within the 100-year recurrence interval floodplain. Shoreland and floodplain zoning regulations overlay about 5.3 square miles, or about 15 percent, of the area in the Town of Belgium.
- Ozaukee County has been updating the County shoreland and shoreland-wetlands boundaries based upon field inspections of navigable waterways. Upon completion and adoption of all revisions to the shoreland maps, a set of these

updated maps, as they relate to the Town of Belgium, should be acquired and kept on file at the Town Hall to ensure proper administration of zoning regulations within the Town.

- Both the Town of Belgium and Ozaukee County enforce land division regulations which are in effect in the Town. The Town of Belgium does not have its own land division ordinance, but exercises the authority to regulate subdivisions in accordance with the provisions provided in Chapter 236 of the *Wisconsin Statutes*. Ozaukee County has adopted land subdivision regulations with jurisdiction over 5.3 square miles of shoreland in the Town of Belgium. In addition, the Village of Belgium has adopted extraterritorial plat review and approval authority to review plats within one and one-half miles of its corporate limits.
- The Town of Belgium and Ozaukee County do not have an official map ordinance. The Village of Belgium, however, has adopted such a map which shows the proposed location and right-of-way widths of future streets and a bicycle path, and the location of proposed major drainage easements extending through and beyond the Village into certain areas lying in the Town.
- The Ozaukee County Sanitary Code outlines general provisions for the design, installation, operation, and maintenance of private water-supply systems, septic tanks, effluent-disposal systems, holding tanks, and septic sludge disposal. Most pertinent to land use planning are provisions regulating the location of private water-supply and onsite sewage-disposal systems.
- A series of State and Federal regulatory programs control the use of waters and wetlands as well as the potential water quality impacts of development. 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.

Chapter VI

FRAMEWORK FOR PLAN DEVELOPMENT

Previous chapters of this report have presented the results of inventories and analyses of the demography and economy, the natural resource base, existing land uses, and land use controls in the Town of Belgium undertaken as part of the planning process for the Town. This chapter describes other factors that are important to the preparation of a master plan for the Town. Specifically, this chapter presents a summary of pertinent county and regional plans; key findings of the Town survey; probable future population, housing, and employment levels in the Town through the year 2020; and a set of planning objectives which will be used as a guide in the preparation of the plan.

EXISTING PLANS

A number of areawide plans that relate to the Town of Belgium should be taken into consideration in the preparation of a Town master plan. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide planning agency for the seven-county Southeastern Wisconsin Region which includes Ozaukee County and the Town of Belgium. The Commission has, since its creation in 1960, prepared advisory comprehensive plans for the physical development of the Region. While always advisory in nature to the government agencies concerned and to private sector interests, this framework of regional plan elements is intended to serve as a basis for more detailed county and local government planning, and is intended to influence both public and private sector decision-making with respect to development matters. An understanding of pertinent recommendations contained in regional and county plans is, therefore, important to

the proper preparation of a master plan for the Town of Belgium.

Regional Land Use Plan

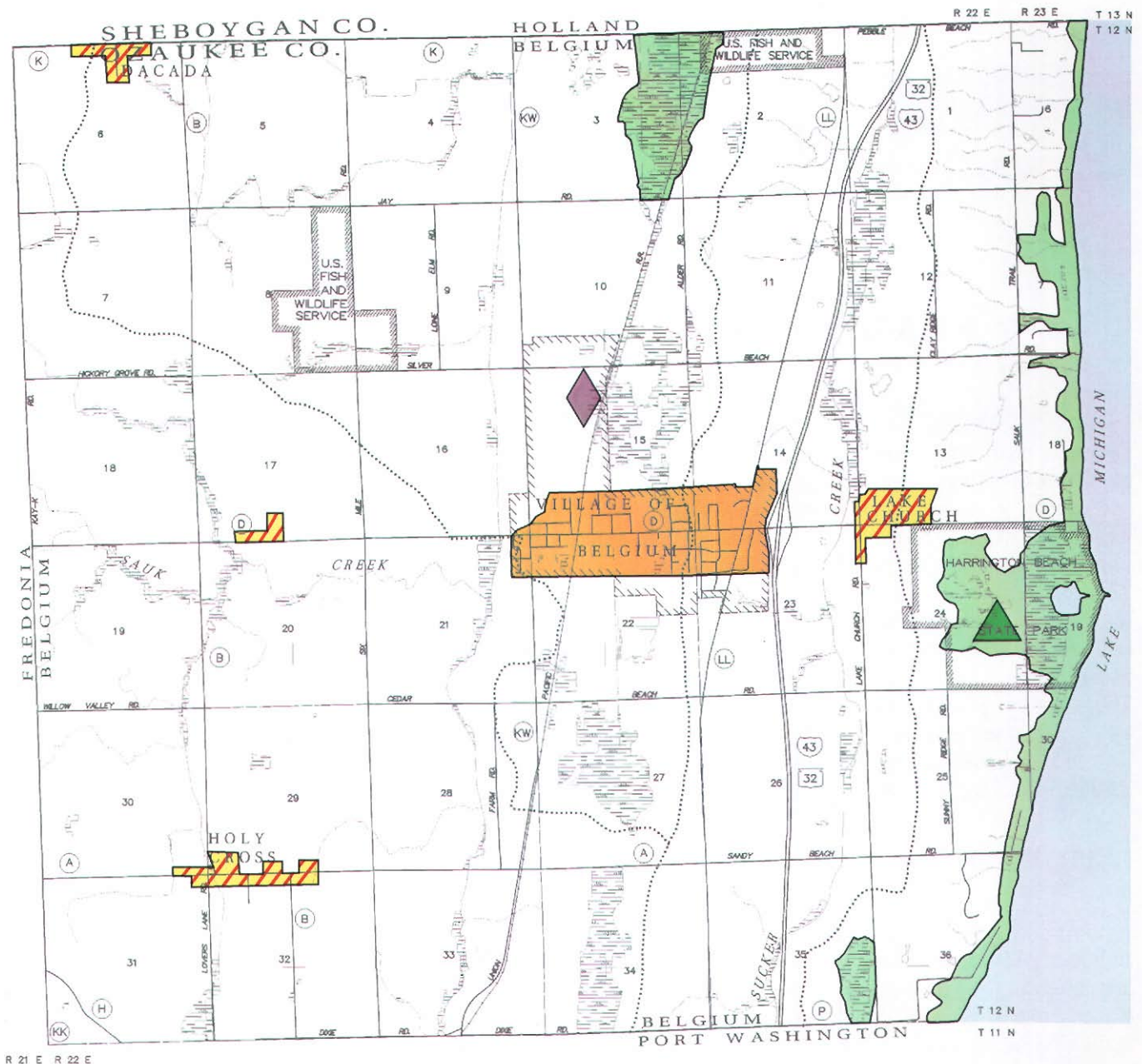
The adopted regional land use plan, as documented in SEWRPC Planning Report No. 45, *A Regional Land Use Plan for Southeastern Wisconsin: 2020*, December 1997, provides recommendations regarding the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region. Particularly pertinent to the preparation of a master plan for the Town of Belgium are the recommendations for the preservation of the primary environmental corridors and agricultural lands of the Region, and for the encouragement of a more compact pattern of urban development. The regional plan recommends that urban development be encouraged to occur contiguous to and outward from the existing urban centers of the Region in areas which are covered by soils suitable for such use; which are not subject to hazards, such as flooding; and which can be readily and efficiently served by such essential urban facilities as public sanitary sewerage and water supply. These important recommendations provide a basic framework around which a town master plan should be developed. The regional land use plan, as it pertains to the Town of Belgium, is shown on Map 19.






Transportation Plans



The adopted regional transportation system plan, presented in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*, December 1997, provides recommen-

Map 19

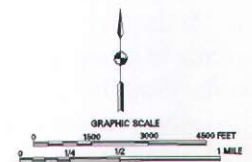
YEAR 2020 REGIONAL LAND USE PLAN AS RELATED TO THE BELGIUM AREA



-  LOW-DENSITY RESIDENTIAL
(0.7-2.2 DWELLING UNITS PER NET RESIDENTIAL ACRE)
-  MEDIUM-DENSITY RESIDENTIAL
(2.3-6.9 DWELLING UNITS PER NET RESIDENTIAL ACRE)
-  PRIMARY ENVIRONMENTAL CORRIDOR
-  AGRICULTURAL AND RURAL-DENSITY
RESIDENTIAL LAND
-  SURFACE WATER

-  MAJOR PUBLIC OUTDOOR RECREATION—
MULTI-USE SITE
-  MAJOR UTILITY CENTER—
PUBLIC SEWAGE TREATMENT PLANT

Source: SEWRPC.



dations on how the regional land use plan can best be served by highways and arterial streets, and by 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, as it pertains to the Town of Belgium, is shown on Map 20. The arterial street and highway system plan shown on Map 20 is intended to facilitate the through movement of traffic within the Town as well as between the Town and other areas of the County and Southeastern Wisconsin Region. The plan calls for improvements to the arterial and highway system within the Town such as resurfacing or reconstructing IH 43/STH 32 and County Trunk Highways A, B, D, H, K, P, KK, and KW to provide essentially the same capacity that currently exists.

In November 1993, the Ozaukee County Board requested that the Regional Planning Commission prepare a plan for improving public transit service within the County. The request was prompted, not only by increasing demands being placed upon the existing specialized transportation services provided within the County to elderly and disabled individuals, but also by the needs of Ozaukee County employers for transit services to help overcome labor shortages and meet the requirements of the Federal Clean Air Act Amendments of 1990 related to reducing employee work trips made in single-occupancy automobiles. The findings and recommendations of the study are documented in SEWRPC Community Assistance Planning Report No. 218, *A Transit Service Plan for Ozaukee County: 1996-2000*, July 1995. The plan recommends the establishment on a two-year demonstration basis of bidirectional commuter bus service over IH 43 between the central business district of Milwaukee and park-ride lots in Ozaukee County; the establishment of companion shuttle-bus services from park-ride lots to serve employment centers, including the City of Port Washington; the conversion of the existing County specialized services for elderly and disabled persons into a general public, Countywide shared-ride taxicab service similar to the service now being provided by the City of Port Washington; and the continued provision of specialized transportation services to elderly and disabled County residents, including those in the Town of Belgium, for trips made outside the County, primarily for medical purposes.

The first regional bicycle and pedestrian facilities system plan, as documented in SEWRPC Planning

Report No. 43, *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*, December 1994, was adopted as an element of the regional transportation system plan. This plan is intended to encourage increased bicycle and pedestrian travel as alternatives to travel by automobile within the Region in a safe and efficient manner. The plan includes a recommended regional bicycle-way¹ system designed to provide connections between urbanized areas and incorporated areas with a population of 5,000 or more located outside of urbanized areas and connections to major parks and other major activity centers. Map 20 shows the adopted regional bicycle-way system plan as related to the Town of Belgium, which includes approximately 4.5 linear miles of recommended bicycle-ways within the Town.

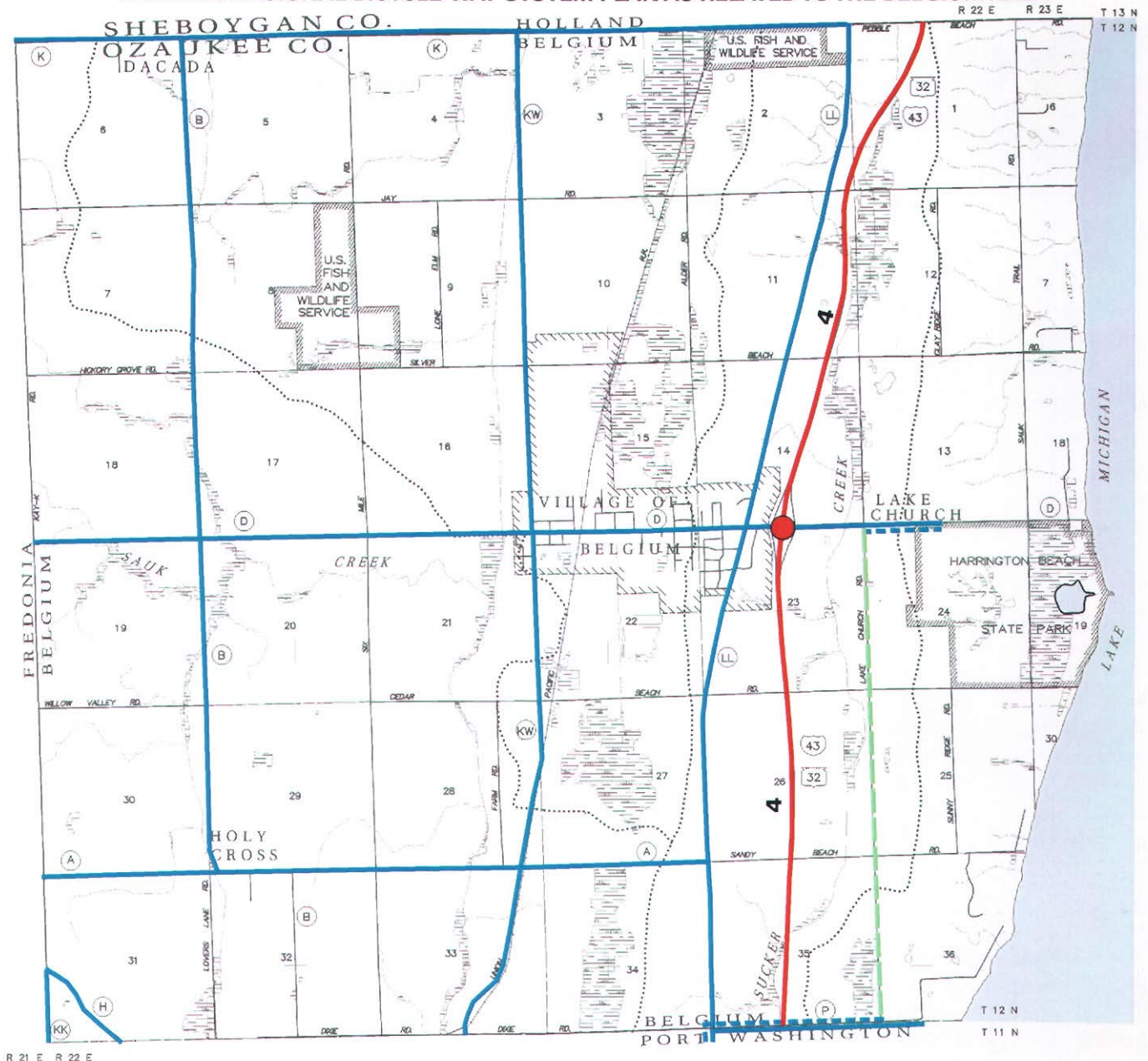
Park and Open Space Plans

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000*, identifies existing and probable future park and open space needs with the Region and recommends a system of large resource-oriented parks, recreational corridors, and smaller urban parks to meet those needs. The portion of the Regional plan that applies to Ozaukee County, including the Town of Belgium, was refined and detailed in 1978 and again in 1987 by the Regional Planning Commission in response to requests from the Ozaukee County Board. The currently adopted park and open space plan, described in SEWRPC Community Assistance Planning Report No. 133, *A Park and Open Space Plan for Ozaukee County*, July 1987, provides a guide for the acquisition and development of large parks and trails and the acquisition for parkway and resource preservation purposes of other open space lands in the County.

¹ "Bicycle-way" is a general term that includes any road, path or way that may legally be used for bicycle travel. Types of bicycle-ways include "bike paths," which are physically separated from motorized vehicles; "bike lanes," which are portions of roadways that are designated by striping, signing, and pavement markings for the exclusive or preferential use of bicycles; and "shared roadways," which are roadways that do not have a designated bicycle lane, but may legally be used for bicycle travel. A "bike route" is a bicycle-way designated with directional and information markers, and may consist of a combination of bike paths, bike lanes, and shared roadways.

Map 20

**YEAR 2020 REGIONAL TRANSPORTATION SYSTEM PLAN AND
YEAR 2010 REGIONAL BICYCLE-WAY SYSTEM PLAN AS RELATED TO THE BELGIUM AREA**



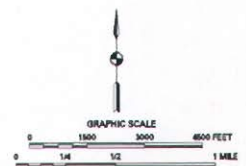
ARTERIAL STREET AND HIGHWAY SYSTEM

- STATE TRUNK HIGHWAY-FREEWAY
- COUNTY TRUNK HIGHWAY
- FREEWAY-NONFREEWAY INTERCHANGE
- 4** NUMBER OF TRAFFIC LANES
(2 WHERE UNNUMBERED)

BICYCLE-WAY SYSTEM

- COUNTY BICYCLE-WAY IN STREET
OR HIGHWAY RIGHT-OF-WAY
- LOCAL BICYCLE-WAY IN STREET
RIGHT-OF-WAY

Source: SEWRPC.



A regional natural areas plan, as documented in SEWRPC Planning Report No. 42, *A Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997, recommends the protection and preservation of such areas in the Southeastern Wisconsin Region as an important supplement to the open space preservation recommendations of the regional land use and park and open space plans. The primary purpose of the plan is to identify the most significant remaining "natural areas,"² "critical species habitats,"³ along with significant "geological sites,"⁴ and "archaeological sites,"⁵ in the Southeastern Wisconsin Region, and to recommend means for their protection and management. The plan identifies potential sites to be placed in public or private protective ownership, and other sites to be protected, insofar as it is possible, through zoning and other regulatory means without protective ownership. It also recommends that a detailed management plan be prepared and implemented for each site placed under protective ownership. Map 21 reflects the recommendations of the regional natural areas plan as related to the Town of Belgium. The protection of these areas would contribute immeasurably to the maintenance of the overall quality of the environment of the Region, including maintenance of its biodiversity, protection of endangered, threatened, and rare plant and animal species, and would help ensure opportunities for recreational, educational, and scientific pursuits for future generations.

² *Natural areas* "were defined as those tracts of land or water so little modified by human activity, or which have sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the pre-European-settlement landscape.

³ *"Critical species habitats"* were defined as those additional tracts of land or water which support endangered, threatened, or rare plant or animal species.

⁴ *"Geological sites"* were defined as tracts of land that include such glacial features as eskers and kames, fossil beds, and rock outcrop and exposed bedrock sites of scientific and educational value.

⁵ *"Archaeological sites"* were defined as those tracts of land, streambeds, or lake bottoms that include objects or other evidence of archaeological interest 100 years or more of age, including, but not limited to, pottery, tools, structures, human skeletal remains, aboriginal mounds and earthworks, and ancient burial grounds.

In addition, that plan recommends the reestablishment of forest interior habitats at six locations in the Region. One such area is located in the Town of Belgium. This 400 acre area is located entirely within the western portion of Harrington Beach State Park, and consists largely of grassland that used to be cultivated for agricultural use. If this recommendation for reestablishing a forest interior habitat is implemented, it could result in an enlargement of the primary environmental corridor lands that currently exist on the site.

The Wisconsin Department of Natural Resources is preparing a master plan to guide management of Harrington Beach State Park, which lies within the Town of Belgium. The major potential recommendations under consideration include land acquisitions of about 200 acres west of the site, improvements to wildlife and vegetation areas, construction and management of recreation facilities, including a potential campground, identification of significant natural resources, and promotion of educational services. The plan further recommends expansion of existing hiking and cross-country ski trails.

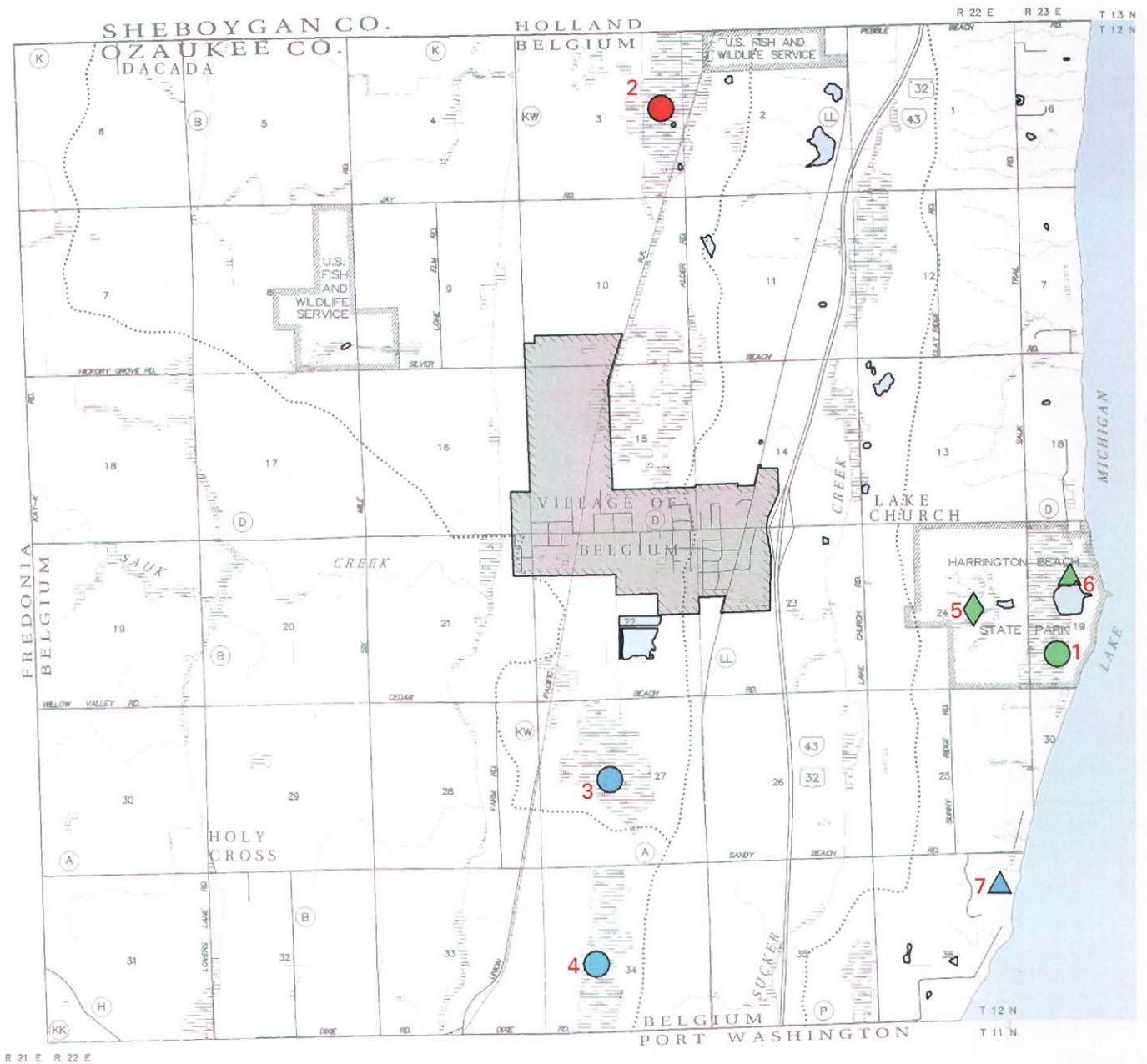
Water Quality Management Plans

A regional water quality management plan is intended to provide recommendations to help meet a Federal mandate that the waters of the United States be made, to the extent practical, "fishable and swimmable." The findings and recommendations of the water quality management planning program for Southeastern Wisconsin are described in SEWRPC Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin—2000*, Volume One, *Inventory Findings*, September 1978; Volume Two, *Alternative Plans*, February 1979; and Volume Three, *Recommended Plan*, June 1979. The regional water quality management plan consists of a land use and sanitary sewer service area element, a point water pollution abatement element, a nonpoint water pollution abatement element, a wastewater sludge management element, and a water quality monitoring element.

The adopted regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility in the Region. These initially recommended sanitary sewer service areas were based on the urban land use configuration identified in the regional land use plan for the year 2000. As such, delineation of the areas was necessarily general, and did not reflect more detailed local planning considerations. Accordingly, the plan recommends that each community served

Map 21

**REGIONAL NATURAL AREAS AND CRITICAL SPECIES HABITAT PROTECTION
AND MANAGEMENT PLAN AS RELATED TO THE TOWN OF BELGIUM**



NATURAL AREAS

- NA-2 SITE UNDER PROTECTIVE OWNERSHIP BY THE WISCONSIN DEPARTMENT OF NATURAL RESOURCES
- NA-3 SITE RECOMMENDED TO BE ACQUIRED FOR PROTECTIVE OWNERSHIP BY A PRIVATE CONSERVANCY ORGANIZATION
- NA-3 SITE RECOMMENDED TO BE PRESERVED, TO THE EXTENT PRACTICABLE, WITHOUT PROTECTIVE OWNERSHIP

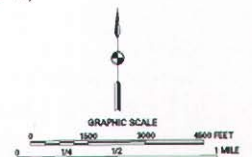
CRITICAL SPECIES HABITAT SITES

- ◆ SITE UNDER PROTECTIVE OWNERSHIP BY THE WISCONSIN DEPARTMENT OF NATURAL RESOURCES

GEOLOGICAL SITES

- ▲ GA-2 SITE UNDER PROTECTIVE OWNERSHIP BY THE WISCONSIN DEPARTMENT OF NATURAL RESOURCES
- ▲ GA-3 SITE RECOMMENDED TO BE PRESERVED, TO THE EXTENT PRACTICABLE, WITHOUT PROTECTIVE OWNERSHIP
- SURFACE WATER
- 7 IDENTIFICATION NUMBER (SEE TABLE 19)

Source: SEWRPC



by public sanitary sewerage facilities refine and detail sanitary sewer service areas for their area. In response to this recommendation, the Village of Belgium adopted a plan designating the detailed sanitary sewer service area tributary to the Village of Belgium sewage treatment plant. The current plan, shown on Map 22, is documented in SEWRPC Community Assistance Planning Report No. 97 (3rd Edition) and the amendment thereto, *Sanitary Service Area for the Village of Belgium, Ozaukee County, Wisconsin*, December 1998. This plan is relevant to development in the Town of Belgium because it identifies areas of planned sanitary sewer service in the Town, around the periphery of the Village of Belgium. It should also be noted that the 2020 Regional Land Use Plan recommends that public sanitary sewer and water supply service should be provided to the Lake Church area in the Town.

Agricultural Preservation Plans

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

ties to areas of urban growth and development. The adopted Ozaukee County farmland preservation plan as related to the Town of Belgium is shown on Map 23.

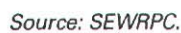
Concerns about cropland soil erosion led the Ozaukee County Board in 1985 to also request Regional Planning Commission assistance in preparing a plan to control such erosion and to comply with the erosion control planning requirements of Section 92.10 of the *Wisconsin Statutes*. The resulting plan is documented in SEWRPC Community Assistance Planning Report No. 171, *Ozaukee County Agricultural Soil Erosion Control Plan*, February 1989. As part of the planning process, agricultural soil erosion control problems were identified and erosion control priority ratings were developed for each U.S. Public Land Survey section in the County, including those in the Town of Belgium. The plan describes available soil erosion control practices such as conservation tillage, contouring, terraces, and permanent vegetative cover, and identifies farm conservation planning activities needed to implement the recommended control practices.

TOWN SURVEY

The public participation process undertaken as part of the Town planning effort included a community survey. Conducted in 1997, the survey provided Town residents and property owners with the opportunity to share their views regarding various land use and development issues affecting the Town. While not intended as a referendum on the various issues, the survey results were intended to provide the Town Plan Commission with additional insight into the preferences of local property owners. With this insight, the ability of the Plan Commission to make land use planning decisions likely to be supported by Town residents would be enhanced.

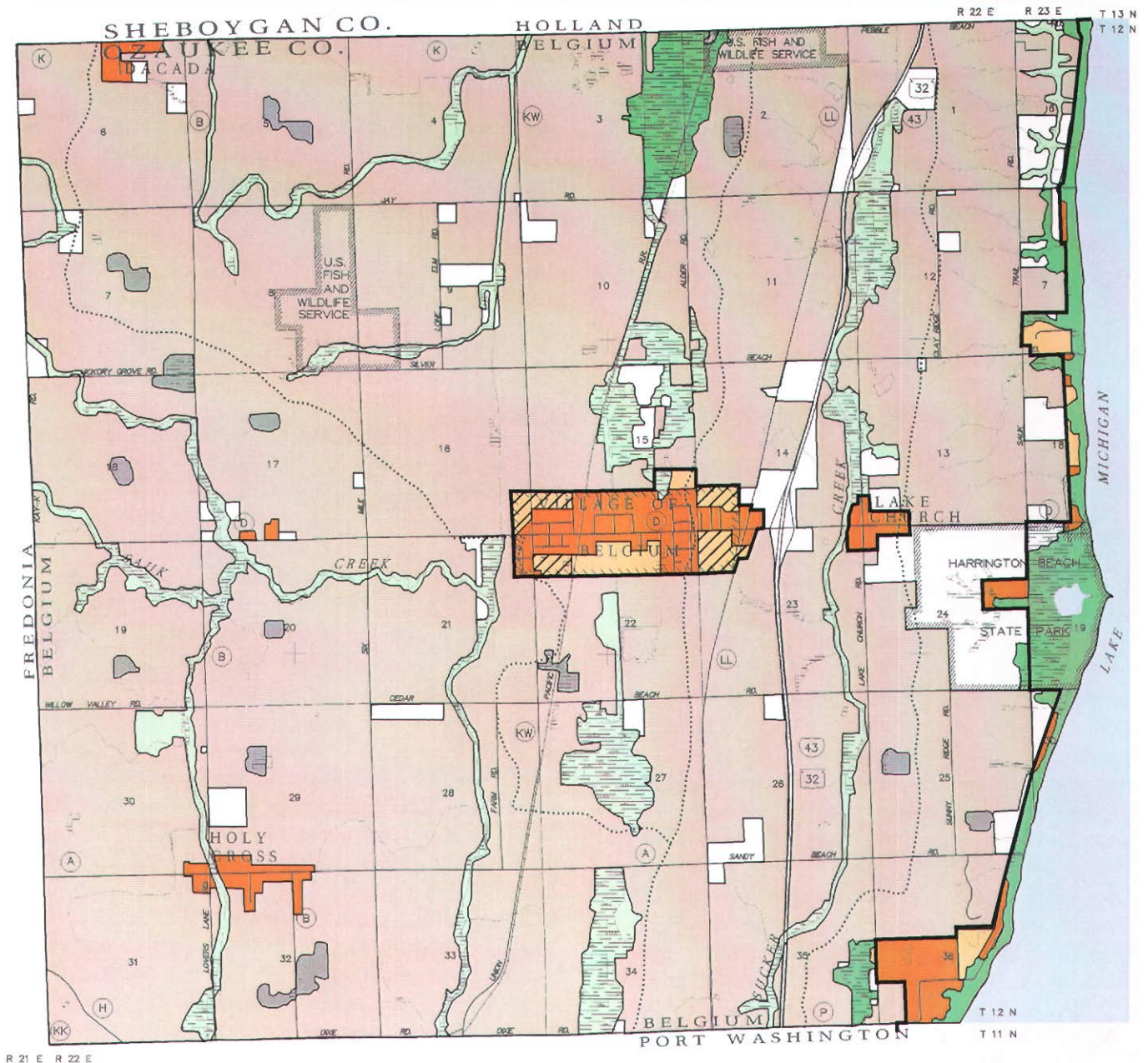
Prepared and administered by the University of Wisconsin-Extension, the survey consisted of a return mail questionnaire sent to all residents and nonresident property owners in the Town. In total, 870 questionnaires were mailed out and 319 property owners responded, representing a return rate of about 42 percent. This is considered a high return rate for this type of questionnaire. The survey showed a strong preference for preserving the Town's farmland and rural character. The majority of participants preferred a population and housing development growth rate similar to the present rate or slower. Even though most residents do not support residential development, they indicated that, if such development occurs, it should

PLANNED SANITARY SEWER SERVICE AREA RECOMMENDED UNDER THE REGIONAL WATER QUALITY MANAGEMENT PLAN AS RELATED TO THE BELGIUM AREA



Map 23

YEAR 2000 OZAUKEE COUNTY FARMLAND PRESERVATION PLAN AS RELATED TO THE BELGIUM AREA



FARMLAND PRESERVATION INFORMATION

- FARMLAND PRESERVATION AREA
- FARMLAND TRANSITIONAL AREA

NATURAL RESOURCE PRESERVATION INFORMATION

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

URBAN DEVELOPMENT INFORMATION

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

OTHER LAND

- RURAL RESIDENTIAL AND OTHER RURAL LAND
- SURFACE WATER

Source: SEWRPC.



be located adjacent to an existing concentration of such development, preferably in the Village of Belgium. In addition, the number of residents opposed to single-family residential development decreased as the lot sizes increased. Most residents were opposed to industrial development, but favored commercial development preferably in the Village of Belgium. Residents also favored recreational uses and strongly opposed quarrying. The survey results are summarized in Appendix A and documented in a separate report titled, *Town of Belgium Land Use Plan Community Survey Report*, December 1998.

ANTICIPATED GROWTH AND CHANGE

The population, household, and employment forecasts used as a basis for preparing the Town plan were derived from regional and county projections as set forth in Chapter II. As discussed earlier, two alternative future scenarios, an intermediate-growth future with a centralized development pattern and a high-growth future scenario with a decentralized development pattern, were believed to represent a realistic range of potential population, household, and employment levels for the Town through the year 2020. These two scenarios provide a realistic range of alternative futures that the Town can utilize as parameters in determining anticipated population, household, and employment levels in the Town through the year 2020.

The following range of future levels are envisioned for the Town, with the first number in the range representing the intermediate-growth centralized scenario and the latter number, the high-growth decentralized scenario: the future population level is envisioned to range between 1,550 and 1,900 persons, an increase of about 10 to 35 percent, respectively, over the 1990 level of 1,405 persons; the future occupied household level is envisioned to range between 575 and 690 units, an increase of about 19 and 43 percent, respectively, over the 1990 level of 484 occupied housing units; and the future employment level is envisioned to range between 390 and 420 jobs, an increase of about 6 and 14 percent, respectively, over the 1990 level of 370 jobs.

Based on careful review of past growth trends in the Town, particularly recent residential building permit activity and the factors that might affect those trends, the Town of Belgium Plan Commission determined that a set of forecasts within the range identified by the Commission would best represent the probable future of the Town in preparing the master plan. The

population, household, and employment forecasts chosen are summarized below.

Population

The resident population of the Town is expected to increase by approximately 345 persons during the 1990 to 2020 time period. The population is envisioned to increase from 1,405 residents in 1990 to approximately 1,750 residents by 2020, a 25 percent increase. An increase in resident population during the 1990 to 1997 time period has already added about 70 residents, resulting in an expected additional increase of approximately 275 residents, or 19 percent during the 1998 to 2020 time period.

Households

The number of households in the Town is envisioned to increase from 484 in 1990 to approximately 650 by 2020, an increase of about 166 households, or approximately 34 percent. During the 1990 to 1997 time period, the Town issued 78 residential building permits, thus reducing to 88 the number of households expected to be added by 2020. This represents a 16 percent increase over 1997 total of about 562 households.

Employment

The number of jobs in the Town may be expected to increase from a 1990 total of about 370 to approximately 400 jobs in 2020, or about 8 percent. The slight increase in total number of jobs envisioned for the Town is based upon the Town residents' desire to maintain the primarily rural character of the Town, directing new commercial and industrial development to areas within, and close to, the Village of Belgium. The growth in employment anticipated in the Town can be attributed to an increase in jobs at existing employment bases in the Town, including farm operations, and the growing trend toward self-employment and home-occupation work.

PLANNING OBJECTIVES

The planning process included the formulation of a set of objectives intended to express the long-term planning goals of the Town. Based, in part, on the community survey, the following eight planning objectives were formulated by the Town Plan Commission and used as a guide in the preparation of the master plan.

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

2. Achieve a compatible relationship between existing and proposed land uses.
3. Achieve a spatial distribution of various land uses which is properly related to the existing and planned transportation, utility, and public facility systems, assuring an economical provision of such services.
4. Provision of a safe and efficient transportation system.
5. Preserve the prime agricultural lands,⁶ that is, lands best suited to agricultural use, within the Town to provide an agricultural reserve for future generations, to protect the agricultural resource base of the Town, and to preserve the rural character of its farming areas.
6. Preserve and protect the remaining natural resources in the Town, including those concentrated in designated environmental corridors and isolated natural resource areas, in order to maintain the existing landscape and natural beauty of the Town.
7. Assure an integrated system of public outdoor recreation sites, including trail facilities, and related open space areas that will provide Town residents with adequate opportunities to participate in a wide range of outdoor recreation activities.
8. Maintain the rural character of lands outside of planned urban centers by preserving farmland and environmentally significant areas, pursuant to Objective Nos. 5 and 6, and by promoting open space and conservation design concepts for limited residential developments. Importantly, limitations on residential development will

likewise help maintain rural character, and such development should only occur on soils that are well-suited for onsite sewage-disposal systems and private wells in order to avoid the creation of water pollution and public health problems.

SUMMARY

This chapter has presented a framework for plan development within the Town of Belgium. That framework includes the previous county and regional planning efforts affecting the Town; the pertinent findings of a community survey conducted in 1997; the selected population, household, and employment forecasts used in the plan design; and the planning objectives formulated to help shape the future environment of the Town. Key findings in this respect include:

- Pertinent recommendations of regional and county plans, as they relate to the Town of Belgium, have been described herein and have important implications for any local planning effort and include the regional land use, transportation system, bicycle-way system, water quality management, and natural area plans; and the Ozaukee County transit system, farmland preservation, and park and open space plans.
- The community survey showed that most Town residents favored growth at the present rate or slower. Town residents strongly favored the preservation of farmland and natural resources; generally do not support residential development, but if such development occurs, it should be near concentrations of existing residential development; and generally opposed quarrying and industrial development, but supported commercial development and recreational uses. Overall, most residents wished to retain the Town's farmlands and rural character while concentrating new urban development near existing development.
- The population, household, and employment forecasts used in preparing the Town master plan were derived from a range of projections identified by the Regional Planning Commission. Based on careful review of past and current growth trends in the Town, the Town of Belgium Plan Commission envisioned a set of forecasts within the range. The population of the Town of Belgium may be expected to increase to about 1,750 persons by the year 2020, an increase of

⁶ The definition of prime agricultural land used in the Town plan is the same as that set forth in the adopted Ozaukee County Farmland Preservation Plan. Prime agricultural lands are identified as consisting of a farm unit of at least 35 acres in size; at least 50 percent of the farm unit must be covered by soils meeting U.S. Natural Resources Conservation Service (formerly the U.S. Soil Conservation Service) criteria for National Prime Farmland, largely Class I and II soils, or Farmland of Statewide Importance, largely Class III soils; and the farm unit must occur in a "block" of similar farmlands of at least 100 acres in area.

about 345 residents, or 25 percent, over the 1990 level of 1,405 persons. The number of households within the Town may be expected to increase to about 650 units in 2020, an increase of about 166 units, or 34 percent, over the 1990 level of about 484 units. The number of jobs within the Town may be expected to increase from about 370 jobs in 1990 to about 400 jobs in 2020, an increase of about 30 jobs, or 8 percent.

- Eight major planning objectives were formulated by the Town Plan Commission to express the

long-term planning goals of the Town and to guide the preparation of the master plan. These 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 facilities and services, the provision of a safe and efficient transportation system, the preservation of farmland, the protection of the natural environment, the assurance of recreational opportunities, and the maintenance of rural character.

Chapter VII

THE MASTER PLAN

A master plan is an official statement reflecting a community's major objectives concerning the desirable physical development of the area. The master plan for the Town of Belgium, as set forth in this chapter, consists of recommendations for the type, amount, and spatial location of the various land uses, including arterial streets and highways, required to serve the anticipated needs of Town residents through 2020. The master plan also recommends a bicycle-way system; areas to be retained in agricultural use; and concentrated areas of important natural resources to be preserved.

The master plan is intended to be used as a tool to help guide the physical development of the Town into an efficient and attractive pattern, and to promote the public health, safety, and general welfare. The plan is intended to promote the public interest rather than the interests of individuals or special groups within the community. The very nature of the plan contributes to this purpose, for it facilitates consideration of the relationship of all development proposals, whether privately or publicly advanced, to the overall physical development of the community.

The master plan is long-range, providing a means of relating day-to-day development decisions to long-range planning objectives. The Town plan, however, should not be considered as rigid and unchangeable, 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 planning objectives are still valid, as well as to determine the extent to which

the various objectives are being realized through plan implementation.

PLAN PURPOSE AND VISION

The Town of Belgium, predominantly a farming community, has been experiencing residential development pressures in recent years. If this trend continues, it may have serious implications for the maintenance of the Town's rural character and the continuation of farming activities in the Town, especially if nonfarm-related, scattered homesite development occurs. With each new homesite, farmland may be lost, traffic on the rural roads increases, the potential for farmer versus nonfarmer conflict grows, and the cost to support schools and other services increases. These concerns prompted the Town officials to initiate the development of a master plan in November 1997.

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

The vision shared by local residents and elected officials alike, is that of a Town which is first, and foremost, a farming community. Most new houses, as well as all businesses, in the Town should be related to local agricultural activities, except in or adjacent to areas with concentrated urban development. The

potential development of nonfarm related, scattered homesites stripped along Town roads should be prevented, with most new nonfarm related housing concentrated where such uses already exist, such as in unincorporated hamlets, along Lake Michigan, and in the Village of Belgium. Environmentally significant features in the Town, such as woodland, wetlands, and stream corridors, would be recognized for their unique natural features and importance to the Town's rural character, and would be preserved wherever possible. The Village of Belgium should serve as the functional center of the Town. Retail and nonagricultural service-related needs of the Town should be met by businesses in the Village and other surrounding urban communities.

The recommended master plan for the Town of Belgium recognizes that the Village of Belgium prepared and updated a land use plan for the Village in 1994 and adopted a refined sanitary sewer service area plan in 1998. Under those plans, urban development in the Village of Belgium area would be mostly confined to lands within the existing corporate limits of the Village and the immediate surrounding areas as defined by the sanitary sewer service area plan.

MASTER PLAN RECOMMENDATIONS

The recommended master plan for the Town of Belgium is presented on Map 24. Table 23 lists the number of acres and the percentage of land allocated to each land use category in the recommended plan, and compares this information to the existing 1995 land use pattern in the Town. The plan was developed, essentially, by detailing areawide plans as related to the Town and in accordance with the Town survey results, local planning objectives, and the forecasts of population, household, and employment set forth in Chapter VI.

In brief, key recommendations of the plan include the following:

- That most agricultural lands be preserved, in particular, prime agricultural lands. Agricultural lands in the Town that are also located within the Village of Belgium planned urban service area should be maintained in agricultural use as long as possible.
- That environmental corridors, isolated natural resource areas, and other environmentally significant areas be preserved in natural, open uses.

- That most new nonfarm-related residential development accommodated in the Town be directed toward nonprime agricultural lands and existing concentrated residential areas, and utilize open space and conservation design concepts whenever possible.
- That new businesses be limited to the type that support or complement the agricultural base of the Town.

Land uses recommended in the plan are detailed below.

Residential Land Use

Residential land use is an important element of the Town master plan. By establishing a logical, well-defined policy towards residential development, the Town will be taking a critical step toward its objective of preserving agricultural lands and its rural character. For planning purposes, "urban" residential development is defined as residential development at densities of less than five acres per dwelling unit. Rural residential development is defined as residential development at densities of five acres or greater per dwelling unit.

Under the Town plan, urban density residential development represents those residential developments located outside of agricultural preservation areas and at densities ranging from 1.5 up to five net acres per dwelling unit. Some single-family residences at urban densities exist within the agricultural preservation area delineated on the recommended map; however, these uses were included as part of the overall agricultural preservation area to reflect the Town's intent to preserve large areas of uninterrupted farmlands as explained later under the agricultural preservation area section. The areas recommended for urban residential development under the recommended master plan would total about 870 acres by the year 2020, an increase of about 344 acres over the 1995 level of about 526 acres. The plan recommends urban residential development to be located on existing vacant lots, within similar developments as infill development, or immediately adjacent to such concentrated areas that exist along Lake Michigan, near the Village of Belgium, at the intersection of CTH B and CTH D, and the hamlets of Dacada, Holy Cross, and Lake Church. Nevertheless, all residential development in the Town of Belgium should only occur on lots containing suitable soils and topography for the proper siting of building pads, private sewage disposal systems, driveways, and residential-related structures.

Map 24

RECOMMENDED MASTER PLAN FOR THE TOWN OF BELGIUM: 2020

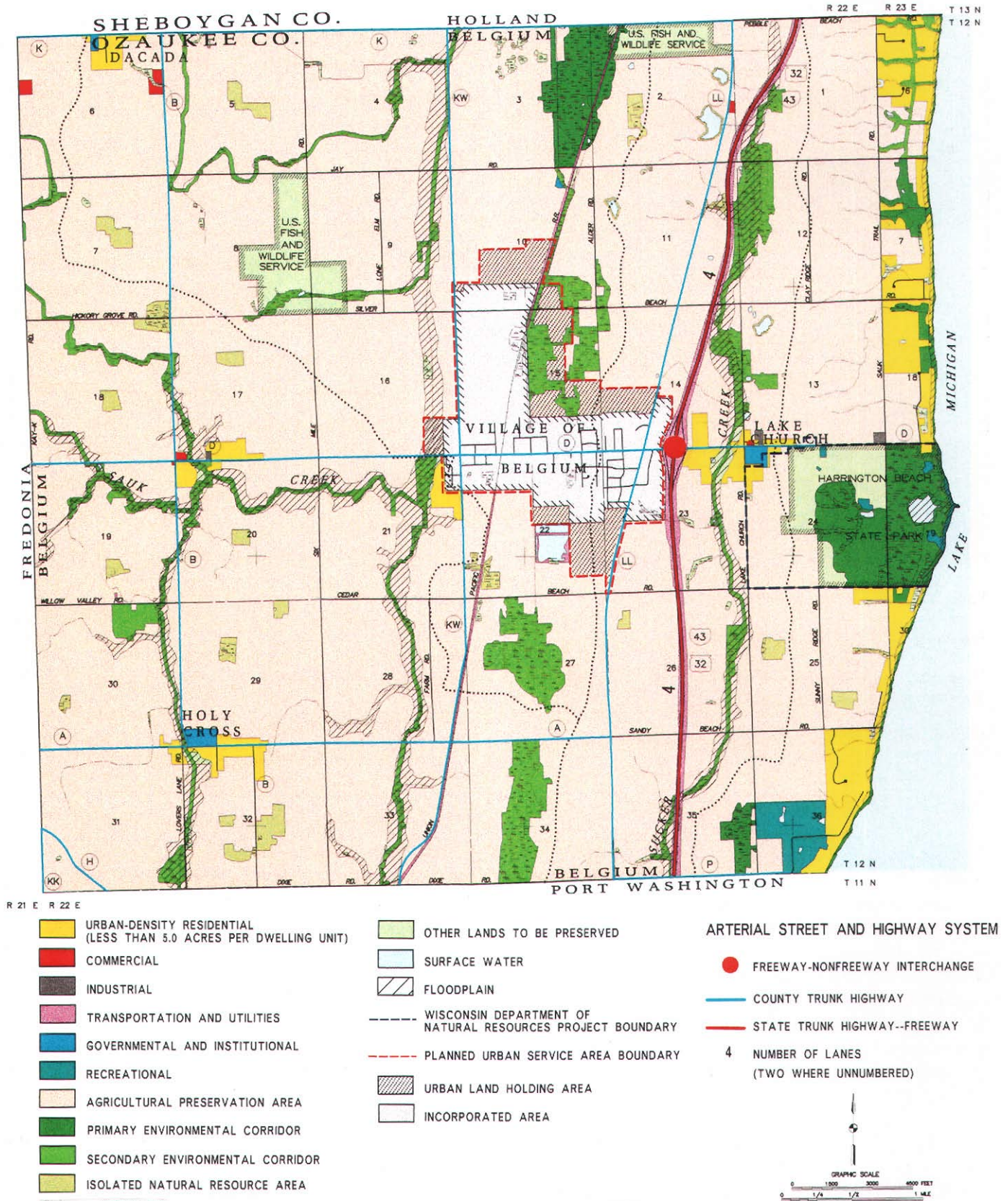


Table 23

SUMMARY OF 1995 EXISTING AND 2020 PLANNED LAND USES IN THE TOWN OF BELGIUM

Land Use Category ^a	Existing 1995 Land Uses		Planned Change: 1995-2020		Planned 2020 Land Uses	
	Acres	Percent	Acres	Percent	Acres	Percent
Urban						
Urban Residential	526	2.3	344	65.4	870	3.7
Commercial and Industrial.....	17	0.1	13	76.5	30	0.1
Government, Institutional, Transportation, ^b Communication, and Utilities	354	1.5	10	2.8	364	1.6
Recreational ^c	138	0.6	0	0.0	138	0.8
Urban Subtotal	1,035	4.5	367	35.5	1,402	6.0
Rural						
Agricultural Preservation Area ^d	18,894	81.4	-367	-1.9	18,527	79.9
Primary Environmental Corridor ^e	816	3.5	0	0.0	816	3.5
Secondary Environmental Corridor ^e	1,409	6.1	0	0.0	1,409	6.1
Isolated Natural Resource Areas ^e	298	1.3	0	0.0	298	1.3
Other Lands to be Preserved ^f	745	3.2	0	0.0	745	3.2
Rural Subtotal	22,162	95.5	-367	-1.7	21,795	94.0
Total	23,197	100.0	--	--	23,197	100.0

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

^bIncludes only the railway and freeway rights-of-way.

^cIncludes only intensive outdoor recreation areas.

^dIncludes agricultural uses and related farm residences and open space.

^eIncludes associated surface water areas.

^fThis total represents the areas identified as "Other Lands to be Preserved" and small surface water areas not encompassed by delineated environmental corridors or isolated natural resource areas in the recommended master plan.

Source: SEWRPC.

In addition, the Town Plan Commission determined during the planning process that areas already zoned for urban residential uses would be reflected accordingly on the master plan, since these areas are already developed or were recently rezoned to such uses. Thus, the recommended master plan could accommodate a somewhat larger population of about 1,900 in comparison to the 1,750 people envisioned by the plan design year 2020. This larger total population is at the high end of the forecast range presented in Chapter II.

The Town Plan Commission envisioned that most new future residential development beyond that reflected in the plan and, thus, beyond the plan design period, would be required to occur at rural densities

of no more than one dwelling unit per five acres in order to preserve the rural character of the Town. For the plan design period, however, it is recommended that agricultural lands be preserved as long as possible to preserve the farmlands in the manner strongly favored by an overwhelming majority of Town residents in the community survey.

The plan further recommends that scattered site development of individual homesites be discouraged so as to help maintain rural character; limit the loss of farmland; limit the number of ingress/egress points on arterial roads; and minimize the cost of providing community services to scattered homesites. Furthermore, the plan recommends that open space and conservation design concepts be applied, whenever

possible, to residential development, whether individual homesites or subdivisions. When properly designed, this type of development, sometimes referred to as rural cluster development, can help maintain the overall rural character of the landscape, preserve significant natural features and agricultural lands, and minimize road construction and other site improvement costs. Importantly, it may also minimize the visual impact of residential development and help maintain a sense of open space along highway corridors through the Town. Lot sizes, for example, could be reduced to about one acre in size while the rest of the site concerned is retained in permanent agricultural or open space use. Open space and conservation design concepts that can be applied in the Town are described in the next chapter.

Commercial and Industrial Land Uses

Under the Town plan, commercial and industrial land uses would be limited to certain home occupations, expansion of existing uses, and new uses that complement and support the agricultural use of the Town. Except for very limited expansion of existing uses and one new commercial development from a prior local commitment, no other specific areas on the plan map were identified for new commercial or industrial uses. It was the preference of the Town Plan Commission to allow flexibility with regard to the location of future agriculture-related businesses. However, all future development proposals would be evaluated based on preservation of the Town's rural character and compatibility with the agricultural base of the Town. It is further envisioned that Town residents would continue to utilize commercial centers in surrounding communities for retail shopping and service needs. The main reasons for limiting new commercial and industrial uses in the Town are: 1) to minimize demands on local infrastructure such as roads and emergency services; 2) there is already a significant amount of retail trade and industry available in nearby communities, making such intense uses in the Town unnecessary; and 3) to preserve the Town as a pastoral community.

Under the plan, commercial and industrial areas would encompass approximately 30 acres, an increase of 13 acres over the 1995 level of about 17 acres. Most of these uses would consist of one new commercial development and limited expansion of existing scattered commercial and industrial developments, including those located in the Lake Church area. It is further envisioned that Town residents would continue

to utilize commercial centers in surrounding communities for retail shopping and service needs.

Governmental, Institutional, Transportation, Communications, and Utility Land Uses

Under the plan, development for governmental, institutional, transportation, communications, and utility land uses would encompass about 364 acres, an increase of about 10 acres over the 1995 level of about 354 acres. Governmental and institutional uses are mostly church related uses including a school and cemeteries. Town officials anticipate that most public meetings will continue to be held at the present Town Hall located in the Village of Belgium. The transportation, communication, and utility land uses shown on the plan consist of mostly the existing Union Pacific Railroad and IH 43/STH 32 rights-of-way. The plan envisions potential expansions of existing institutional uses, but recommends no new governmental, institutional, transportation, communications, or utility land uses. However, should growth in the general Belgium area stimulate a need for additional churches and cemeteries, such uses would be considered.

Park and Recreational Land Uses

Intensive recreational land uses under the recommended plan encompass approximately 138 acres, all of which currently exist in Harrington Beach State Park and on the Squires Country Club property containing an 18-hole golf course. These existing private and public recreational uses are supported by the presence of Lake Michigan and its tributaries in the Town, which provides opportunities for water-related recreational activities such as fishing, boating, and swimming.

Harrington Beach State Park is a major park that serves a multi-county area by providing such intensive outdoor recreation facilities as a swimming beach and areas for picnicking, fishing, and other passive recreation activities. The park also encompasses areas of significant natural resource base-related amenities in primary environmental corridors for open space preservation purposes. On the basis of a master plan being prepared for this park, which has not yet been adopted, the approximately one square mile park is recommended to be expanded about 200 acres west of its present boundary as reflected by the project boundary

shown on Map 24.¹ The master plan also recommends improvements to wildlife and vegetation areas, construction and management of recreation facilities, promotion of educational services, and expansion of existing hiking and cross-country ski trails.

The Town master plan recommends a bicycle-way system that would connect major recreational and open space sites in the Belgium area to existing and future residential areas. As shown on Map 25, this system would consist of a total of approximately 23 miles of bicycle routes in the Belgium area that would be a part of a larger system of on- and off-road bicycle routes. The recommended system plan refines, and expands upon, the recommendations of SEWRPC Planning Report No. 43, *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*.

Specifically, the Town plan envisions a bicycle system that would traverse the Belgium area and provide bicycling opportunities for recreational and utilitarian purposes for the residents of both the Town and Village of Belgium. This system would consist of a path located within an existing utility corridor, the Wisconsin Electric Power Company right-of-way, and bicycle ways within street rights-of-way. The latter may consist of a bicycle route designated on a street or highway, a paved shoulder designated for bicycle use, or a separate bicycle path located within the street or highway right-of-way. The bicycle facilities recommended along existing streets should be provided as such streets are reconstructed or resurfaced.² The bicycle path within

the utility corridor would connect to the City of Sheboygan and the Villages of Oostburg and Cedar Grove to the north and the City of Port Washington to the south. Secondary routes connected to this major bicycle path and located within street rights-of-ways would connect to the Harrington Beach State Park and Lake Michigan; to Kohler-Andrae State Park and the City of Sheboygan to the north and the City of Port Washington to the south of the Town; and to the Village of Fredonia and Hawthorne Hills County Park, which includes the historic Pioneer Village, to the west of the Town.

The level of government having jurisdiction over a street or highway should be responsible for providing these bicycle ways. Further design considerations and potential funding sources relative to the bicycle-way system plan is presented in the next chapter dealing with plan implementation.

Agricultural Preservation Area

The preservation of existing agricultural lands, particularly prime agricultural lands, is an important factor in ensuring the continued availability of productive farmland in the Town. It is also important in helping to maintain the foundation of the Town economy and to preserve the rural character of the Town. Under the recommended Town plan, the agricultural preservation areas consist of prime agricultural lands and other agricultural and rural lands as discussed below.

Prime agricultural lands are identified as farm units of at least 35 acres in size which meet selected soil productivity standards and which occur in a block of similar farmland of at least 100 acres. To be considered prime, at least one-half of the farm unit must be covered by soils meeting U.S. Natural Resources Conservation Service standards for national prime farmlands, largely Class I and II soils, or farmland of statewide importance, largely Class III soils. The Ozaukee County Farmland Preservation Plan also recommends preserving agricultural lands historically exhibiting high crop yields which are those lands generally covered by Class I, II, and III soils. Map 6 in Chapter III shows the location of land covered by these soil classifications within the Town of Belgium.

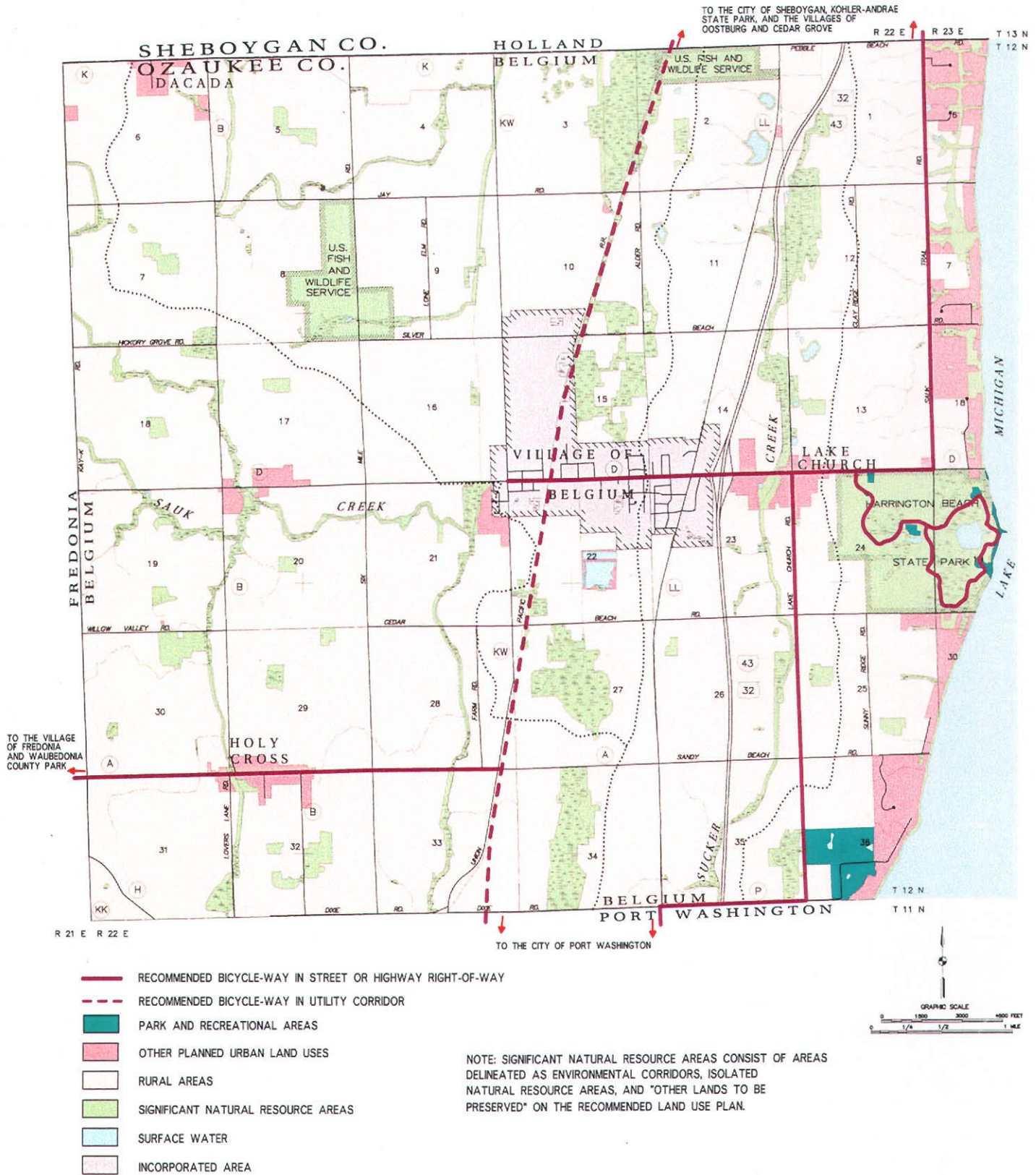
¹ *Lands within the project boundary have been identified by the Wisconsin Natural Resources Board as appropriate additions to the adjacent State park and, after adoption of the master plan, would be intended to be acquired by the State for recreational or open space purposes. After adoption, the landowners affected would then be able to initiate desired action by offering to sell the land concerned to the State for a mutually acceptable price. If the State does not act within a reasonable amount of time, appropriate private land use of the subject property could proceed, consistent with the plan recommendations.*

² *It is recognized that major bicycle-related improvements, such as the ideal addition of separate bicycle paths, may not be able to be accommodated at the time a street is resurfaced or reconstructed. However, consideration should be given to re-striping the street or making other improvements to better accommo-*

date bicycle travel. At least the paving of street or highway shoulders (no less than four feet wide) to accommodate bicycle travel should be accomplished at the time a street or highway having a rural cross section is resurfaced.

Map 25

RECOMMENDED BICYCLE-WAYS FOR THE TOWN OF BELGIUM



The Town master plan recommends the preservation of most of the remaining prime agricultural lands in the Town. Under the plan, these areas would be retained in parcels of at least 35 acres in order to prevent the intrusion of incompatible urban development. Structures would be limited to those consistent with agricultural use, with most residences limited to homes for the resident owner, as specified in the Town of Belgium Zoning Ordinance.³ Under the plan, the conversion of prime agricultural land to urban use would be limited to mostly lands located within, or immediately adjacent to, existing concentrated areas of urban development such as near Lake Michigan, the Village of Belgium, and the unincorporated hamlets of Dacada, Holy Cross, and Lake Church. In addition, the plan recommends that agricultural lands located within the planned urban service area should be maintained in agricultural use as long as possible.

The portion of the Town recommended for preservation in agricultural use is shown on Map 24. Most of this area is comprised of farm units which meet the aforementioned criteria for designation as prime agricultural land. Also included are parcels less than 35 acres which are essentially surrounded by prime agricultural land and which have been placed in the A-1 Agricultural District under the Town zoning ordinance. Some of these smaller parcels may have been created in order to accommodate additional farm dwellings or to facilitate the separation of existing farm structures from farmland when farmland consolidation occurs, as provided for under the Town zoning ordinance. The latter relates to the practical considerations that come about when an individual tries to obtain a mortgage on a second farm home from a commercial lending institution. In such cases, the lending institutions usually require that the building be on a separate parcel. Other small parcels may be substandard lots that legally existed at the time of adoption of the Town zoning ordinance. Under the substandard lot provision of the ordinance, a one-family detached dwelling could be constructed on such lots, assuming the lot is under separate ownership from abutting lands and that all yard and sanitary requirements are met.

³ *The A-1 Agricultural District of the Town of Belgium Zoning Ordinance allows, as a permitted principal use, one single-family dwelling for persons engaged in, and earning a substantial portion of his or her income from, farm operations on the parcel. Farm dwellings remaining after consolidation of neighboring farms into one farming operation may continue to be used for the use existing at the time of consolidation.*

Ultimately, the plan seeks to preserve large blocks of productive farmlands within which farming operations can proceed with minimal intrusion from urban land uses. As shown on Map 24, these relatively large blocks of farmland cover most of the Town. In addition to maintaining agricultural resources for future generations, the preservation of agricultural land serves a number of other important public purposes. The preservation of farmland helps to prevent scattered, incompatible urban development which is difficult to provide with basic public services and facilities; it can thus help to control local public expenditures. The preservation of farmland would, moreover, help maintain the pastoral character and cultural heritage of the Town.

As indicated in Table 23, agricultural preservation areas in the Town of Belgium encompassed about 18,894 acres, or about 81 percent, of the Town in 1995. The plan envisions that this agricultural acreage would be reduced by about 367 acres, or 2 percent, to about 18,527 acres by the year 2020, due primarily to locally committed urban development.

Environmentally Significant Areas

In order to effectively guide land use development within the Town of Belgium into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the location of the various land uses as they relate to the natural resource base of the area. Locating new development outside the primary environmental corridors and other environmentally significant areas will serve to maintain a high level of environmental quality in the Town, and will also avoid the creation of costly developmental problems such as flood damage, wet basements, and failing pavements.

The Town master plan recommends substantial preservation of all remaining environmental corridors, isolated natural resource areas, and other environmentally significant areas. Development within these areas not already preserved should be limited to required transportation and utility facilities, compatible outdoor recreation facilities, and very low density residential development carefully designed so as to minimize the impact on the natural features. Cluster development, sometimes called open space or conservation subdivision design, is recommended over conventional subdivision design if residential development occurs within environmentally sensitive areas, as explained further in the next chapter.

Primary Environmental Corridors

Environmental corridors, more fully described in Chapter III of this report, are linear areas in the landscape that contain concentrations of high value elements of the natural resource base. Primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas; as well as floodlands and steeply sloped areas where intensive development would be ill-advised.⁴ The protection of the primary environmental corridors against intrusion by urban development is an important objective of the recommended Town master plan. Accordingly, the recommended master plan map reflects no loss of primary environmental corridor between the time of plan preparation and the plan design year. Under the plan, primary environmental corridors occupy approximately 816 acres, or 4 percent of the Town. The primary environmental corridors are located in the north central portion of the Town and along Lake Michigan and its tributaries. Primary environmental corridors should, to the maximum extent practicable, be preserved in essentially natural, open uses for resource preservation and limited recreational purposes.

Secondary Environmental Corridors

The secondary environmental corridors in the Town of Belgium are located along streams and include large wetland complexes associated with these streams.⁵ Under the plan, secondary environmental corridors within the Town would remain unchanged from the 1995 level of approximately 1,409 acres, or 6 percent of the Town. The secondary environmental corridors should be carefully integrated into urban and rural development with the goal of preserving corridor resources. Such areas may serve as corridors for the movement of wildlife and may also lend themselves to use for public purposes such as parks, drainage-ways or stormwater detention or retention areas.

⁴ *Primary environmental corridors are, by definition, at least two miles in length, 400 acres in size, and 200 feet in width.*

⁵ *Secondary environmental corridors are, by definition, at least one mile in length and 100 acres in area. Such corridors that link or serve to connect primary environmental corridor segments, particularly when the secondary corridors are related surface drainage, have no minimum area or length criteria.*

Isolated Natural Resource Areas

Isolated natural resource areas consist of small areas, at least five acres in size, with important natural resource values which are separated geographically from primary and secondary environmental corridors. Most of the isolated natural resource areas in the Town of Belgium consist of wetlands or woodland areas that are at least 200 feet wide and five acres in area. Isolated natural resource areas occupy approximately 298 acres of the Town on the recommended master plan map, the same amount that existed in 1995. It is recommended that such areas be preserved in essentially natural, open uses whenever possible, since these areas sometimes serve as the only available wildlife habitat in an area and lend natural diversity to a community.

Other Lands to be Preserved

In addition to the delineated environmental corridors and isolated natural resource areas, approximately 745 acres are designated in the plan as other lands to be preserved. Most of these areas, approximately 581 acres or 78 percent, are located within three sites. Two of the sites are owned by the U.S. Fish and Wildlife Service for preserving and improving open lands as a habitat for breeding, raising, and, eventually, releasing waterfowl in Wisconsin. The other site is Harrington Beach State Park in which the western portion of open lands, presently consisting of old fields and human-planted grasslands, is recommended to be reestablished with native hardwood tree species as a forest-interior-nesting site for critical bird species. After reforestation occurs in approximately 50 years, about 260 acres, or 65 percent of the State park, would meet the criteria for forest interior. The other remaining 157 acres of open lands to be preserved on the plan consist of small wetlands, less than five acres in size, and of floodlands located in areas planned for urban development adjacent to delineated corridors. Floodlands located within delineated agricultural preservation areas were not shown as other areas to be preserved since it is anticipated that existing farming activities would likely continue during the plan period. Similar to isolated natural resource areas, it is recommended that careful consideration be given to preserving such areas in essentially natural, open space use whenever practicable, since they may provide the only available wildlife habitat in an area and lend aesthetic character and natural diversity to the Town.

Arterial Street and Highway System

Transportation facilities, especially the arterial street and highway system, are among the most important land use elements influencing the spatial distribution

of development in a community. The regional transportation system plan, as presented on Map 20 in Chapter VI, details the recommended arterial street and highway system that would serve the probable future traffic demands within the Town through 2020. The Town master plan recognizes and supports the regional transportation system plan with regard to its general intent to safely and efficiently move traffic within and through the Town. The Town plan incorporates and reaffirms the recommendations of the regional transportation system plan with regard to improvements within the Town, which includes the resurfacing or reconstruction of IH 43/STH 32 and County Trunk Highways A, B, D, H, K, P, KK, and KW to provide essentially the same capacity that currently exists.

SUMMARY

This chapter has presented a master plan designed to achieve the planning objectives identified by the Town Plan Commission based, in part, on the results of a

community survey. The most important recommendations of the plan include the following: 1) that most agricultural land be preserved, in particular, prime agricultural lands; 2) that all remaining environmentally significant areas be preserved in natural, open uses; 3) that new nonfarm residential development be directed toward nonprime agricultural lands, specifically, concentrated where such development already exists; and 4) that new nonresidential development be limited to those types of businesses which support or complement the agricultural base of the Town.

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

Chapter VIII

PLAN IMPLEMENTATION

The recommended master plan for the Town of Belgium is described in Chapter VII. In a practical sense, however, the plan is not complete until the steps necessary to implement the plan are specified. After formal adoption of the master plan, realization of the plan will require faithful, long-term dedication to the underlying objectives by the Town officials concerned with its implementation. Thus, adoption of the plan is only the beginning of a series of actions necessary to achieve the objectives expressed in this report. This chapter presents techniques that can be used to implement the plan in order for the Town to realize its planning objectives. The plan is intended to be used as a guide when making decisions concerning land development in the Town.

PUBLIC INFORMATIONAL MEETINGS, PUBLIC HEARING, AND PLAN ADOPTION

For any planning process, it is good planning practice to hold public informational meetings and public hearings on recommended plans before their adoption. Such actions provide an opportunity to acquaint residents and landowners with the recommended plan and to solicit public reactions to the plan recommendations. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at these meetings. Accordingly, a public informational meeting on the preliminary recommended plan for the Town was held on May 18, 2000, and a public hearing was held on June 7, 2000. The Town also sent a report summary with the preliminary recommended master plan to the local governing body of adjacent communities and invited them to the abovementioned meetings. Minutes of these

meetings were prepared by the Town and are on file in the Town Hall.

An important step in plan implementation is the formal adoption of the recommended plan by the Town Plan Commission and certification of the adopted plan to the Town Board, pursuant to Section 62.23(2) of the *Wisconsin Statutes*. The Town Board should also adopt the recommended plan to demonstrate acceptance and support by the governing body. Upon such adoption, the plan becomes the official guide intended to be used by Town officials in making land development decisions. The master plan should serve as the basis on which all development proposals, such as rezoning requests, preliminary subdivision plats, and certified survey maps, are reviewed. Only those rezonings or land divisions which are consistent with the objectives of the plan should be approved.

The Town of Belgium Plan Commission adopted the recommended master plan on June 7, 2000, (see Appendix B), and certified the plan to the Town Board. The Belgium Town Board subsequently adopted the plan on July 3, 2000 (see Appendix C).

ZONING

Of all the means currently available to implement master plans, perhaps the most important is the zoning ordinance. As indicated in Chapter V, all lands in the Town of Belgium are under the jurisdiction of the Town of Belgium Zoning Ordinance, with the floodplains and shorelands in the Town also regulated by the Ozaukee County Floodplain and Shoreland Zoning Ordinance. The zoning districts applicable to the Town have been

summarized in Table 21 in Chapter V, and the current application of those districts within the Town is shown on Map 17 in that chapter.

The Town indicated during the planning process that it intends to conduct a comprehensive amendment of the Town zoning ordinance and attendant map as well as create a Town land division ordinance after the adoption of the master plan. To implement the Town master plan, key potential changes that should be considered during this comprehensive zoning amendment process are discussed below. Map 26 shows a potential zoning map that should be considered while amending the existing zoning district map. This map properly reflects, and would help implement, the intent of the recommended master plan.

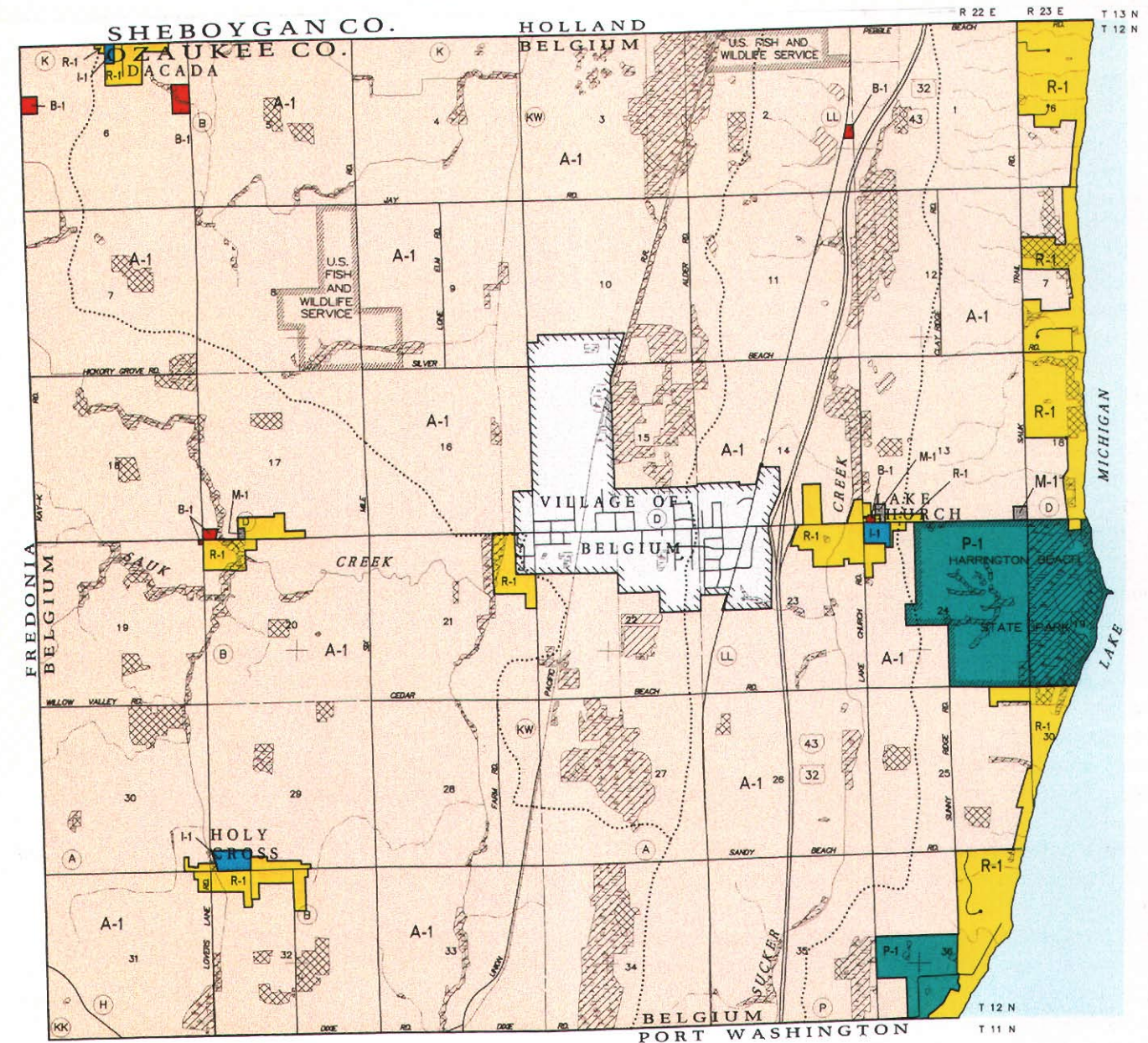
The zoning ordinance should continue to use the exclusive agricultural zoning district, the A-1 Agricultural District, as the most important implementation measure to preserve farmlands. This district limits the use of land within the district to agricultural uses, specifies a minimum parcel size of 35 acres for a farm operation, and prohibits structures or improvements on the land unless consistent with agricultural uses. The Town Plan Commission, however, expressed concerns related to the additional residences created within the A-1 Agricultural District to support a farm operation, as currently provided for in the Town zoning ordinance, since they may disrupt the rural character and the integrity of preserving large parcels of uninterrupted agricultural lands. This concern could be addressed by restricting the number of additional farm-related residences created to no more than one—or perhaps two—residences per farm operation, which would help prevent the appearance of a high concentration of residences in a particular location. Other options include not allowing additional residences or increasing the residential lot size for farm-related dwellings from 1.5 acres to five acres. The recommended minimum density of five acres per additional farm-related residence could consist of minimum lot sizes of one to 1.5 acres provided that an overall density of no more than one housing unit per five acres is still maintained, usually by deed restricting the other 3.5 to 4 acres so that no further land division is permitted. Additionally, consideration should be given to the implementation of design controls, for example, prohibiting the placement of dwelling units in the middle of 35 acre or larger parcels to keep farming units large enough to be efficiently farmed.

The zoning ordinance should also contain provisions so that separate substandard parcels created under farm consolidation would be deed restricted to prohibit a residence from being constructed on each substandard parcel under the substandard lot provision of the ordinance. If a residence is desired on a substandard parcel, it should be limited to only a residence needed to support the farm operation purchasing the land for consolidation. Such a residence should require approval from the Town as a conditional use.

Even though the recommended master plan and the existing zoning map do not specifically designate areas for rural-density residential development, it is recommended that a zoning district be created for such uses either during the comprehensive amendment of the zoning ordinance or prior to the time when the Town agrees to allow such development. This recommendation stems from the concern that, during the plan design period or in later years, the Town will likely face increasing residential development pressure, especially near Lake Michigan. Future elected officials may wish to accommodate such rural-density development. More importantly, this new district would provide the Town an alternative zoning classification to be used if the Town chooses to accommodate additional residential development other than that permitted by the present more intense and dense R-1 Residential District, which requires a minimum lot size of only 1.5 acres. During the planning process, the Town Plan Commission envisioned that most new future residential development beyond that reflected in the master plan would be required to occur at rural densities. Thus, if Town officials allow additional residential development beyond that shown on the master plan, then the master plan should be amended accordingly. Development beyond that shown on the master plan should only be permitted at rural densities, preferably with an open space or conservation design concept, in order to preserve the rural character of the Town. Nevertheless, this recommendation is not to undermine the fact that the master plan ultimately recommends that agricultural lands be preserved as long as possible. Hence, the Town may eventually wish to create an A-2 Agricultural/Rural Residential District that contains provisions for rural residential development or hobby farms with a density of no more than one dwelling unit per five acres. At the same time, the Town should retitle the current A-1 Agricultural District to either A-1 Agricultural Preservation District or Exclusive Agricultural District to differentiate it from the A-2 Agricultural/Rural Residential District.

Map 26

POTENTIAL ZONING MAP FOR THE TOWN OF BELGIUM



R 21 E R 22 E

— ZONING DISTRICT BOUNDARY

A-1 AGRICULTURAL

R-1 SINGLE-FAMILY RESIDENTIAL

B-1 COMMERCIAL

M-1 INDUSTRIAL

I-1 INSTITUTIONAL

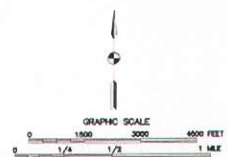
P-1 PARK AND RECREATION

C-1 LOWLAND CONSERVANCY OVERLAY

C-2 UPLAND CONSERVANCY OVERLAY

NOTE: C-1 AND C-2 OVERLAY DISTRICT BOUNDARIES
SHOULD BE SUBJECT TO FIELD VERIFICATION.

Source: SEWRPC.



The existing P-1 Park District should be retitled as P-1 Park and Recreation District to better reflect the types of uses intended to be accommodated within this district. Such uses include public and private parks and certain recreational uses, including archery ranges and golf courses. Also, instead of continuing to group governmental and institutional uses in the P-1 District, an I-1 Institutional District should be created to better distinguish the types of uses intended for this district, such as government facilities, schools, churches, and cemeteries.

The existing C-1 Conservancy Overlay District should be updated to properly reflect the protection of certain natural resources. In addition, this district should be retitled as C-1 Lowland Conservancy Overlay District to distinguish it from a new recommended conservancy district, a C-2 Upland Conservancy Overlay District. The C-1 overlay district requirements would be retained to continue to preserve such environmentally sensitive lowland areas as the ponds, streams, and wetlands located in the designated environmental corridors, isolated natural resources areas, and "other open lands to be preserved" shown on the recommended master plan.

A C-2 Upland Conservancy Overlay District should be created to help preserve the upland portions of environmental corridors and isolated natural resource areas identified on the Town plan. The C-2 overlay district should specifically apply to the upland areas consisting of woodlands, wildlife habitat areas, areas of steep topography, and related scenic areas. Regulating these areas would serve to control erosion and sedimentation, to protect the natural resource base, and to promote and maintain both the natural beauty of the area and the public welfare. This district may permit very low-density residential development as per underlying basic zoning district, but in no case should the density be more than one dwelling unit per five acres. To ensure that such developments are carefully integrated with the natural features with minimal disturbance, cluster development and lot averaging are recommended to be allowed in the C-2 overlay district as either a permitted or conditional use. Both techniques utilize design flexibility to situate housing away from environmentally sensitive features, as illustrated later.

Similar to the C-1 District, the C-2 District should also be an overlay zoning district. As noted earlier in Chapter VI, farmland parcels delineated on adopted county farmland preservation plans must be zoned for exclu-

sive agricultural use to be considered for state income tax credits. However, some farmland parcels contain significant natural features such as wetlands and woodlands. In order for these natural areas to be considered as part of the request for state income tax credit, the Wisconsin Department of Agriculture, Trade, and Consumer Protection requires that said land be zoned for exclusive agricultural use, although the natural areas may be protected by a conservancy overlay zoning district. Accordingly, if the Town wishes to permit natural areas to be considered as part of prime farmlands, the C-2 District should be an overlay zoning district, while the underlying basic zoning district for said areas would be A-1 Agricultural District. In the case of a conflict between the provisions of an overlay district and an underlying basic district, the more restrictive requirements would apply.

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

A detailed analysis should be undertaken while the Town conducts a comprehensive review and amendment of the zoning ordinance and attendant zoning map to determine any additional deficiencies for systematic implementation of the recommended master plan. At a minimum, the Town Plan Commission and the Town Board should consider the recommended changes discussed herein.

LAND DIVISION REVIEW AND REGULATIONS

Sound land division regulations are an important means of implementing a master plan and of coordinating the layout, design, and improvement of private land development proposals within the Town. Land divisions and associated improvement of land within the Town is governed by Chapter 236 of the *Wisconsin Statutes*, the Ozaukee County Floodplain and Shoreland Zoning Ordinance, and the extraterritorial plat review authority of the Village of Belgium.

Even though the Town regulates land divisions based on Chapter 236 of the *Wisconsin Statutes*, it is

recommended that the Town prepare and adopt its own land division ordinance which, as noted earlier, the Town intends to do after the adoption of the master plan. The Statutes currently authorize the Town to regulate all subdivisions that create five or more lots at least 1.5 acres each or smaller in area within a period of five years. The new Town land division ordinance could regulate such subdivisions and other land divisions sometimes referred to as "minor" land divisions, typically created by certified survey maps. The ordinance should regulate any land division resulting in a parcel smaller than the largest minimum parcel size specified in the zoning ordinance, 35 acres under the A-1 Agricultural District, to help ensure that no additional substandard parcels would be created in the Town. The Town land division ordinance would supplement, not replace, the Ozaukee County regulations for subdivisions proposed in the shorelands of unincorporated areas.

The land division ordinance should specify administrative review and approval processes, and may set forth appropriate design standards and other specific data requirements to be provided on all preliminary plats, final plats, and certified survey maps. The ordinance should contain provisions that recommend sketch or concept plans, and attendants site analysis information, to be presented at pre-application meetings which may prevent expensive redesign cost, reduce formal plat review and approval processing time, avoid costly development problems, and help achieve a better design. Proposed minor land divisions that may eventually be incorporated into a larger development on an adjoining parcel held by the same owner should include such a sketch plan of the overall development showing the potential integration of the adjoining sites. Important Town design standards may include requirements for lot layout, street design and construction, street signs, subdivision access, drainageways, landscaping, and open space.

Following the adoption of the Town master 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. Any proposed departures from the plan should be carefully considered by the Town Plan Commission and should be made only when it is determined that such departures are in the public interest. Land divisions should consider the proper layout of streets, blocks, and lots as well as the topography, soils, drainage, and vegetation of the site.

All land divisions should be designed as an integral part of the larger community.

BICYCLE-FACILITY DEVELOPMENT

Bicycle-ways should provide for safe and convenient access between activity centers, residential areas, and adjacent communities. The provision of such facilities should be based, in part, on the detailed planning and design standards established in the regional bicycle and pedestrian facilities system plan, as presented in Chapter VI. The type of bicycle facility that should be provided in a specific location is dependant upon a number of factors. For bicycle-ways recommended to be located within a road right-of-way, factors that should be considered include motor vehicle speeds and volumes; the number of trucks using the roadway; the number of intersections; the width of pavement and right-of-way; and shoulder width and surfacing. Because of the high traffic volume and speed of motor vehicles on arterial streets and highways, it is generally necessary to provide a wide outside travel lane, a bicycle lane, or a paved shoulder to accommodate bicyclists. In some cases, a separate bicycle path within a highway right-of-way may be needed to safely accommodate bicycle travel.

Most town roads, while generally carrying lower volumes of traffic than arterial streets and highways, tend to serve as through-roads that may experience higher motor-vehicle speeds than the posted speed limit indicates. At a minimum, paved shoulders should be provided on town roads that incorporate bicycle-ways. Adding or improving shoulders can be a cost-effective way to accommodate bicyclists on rural roads. When possible, shoulders should be paved to a width of four to six feet at the time of road reconstruction. A pavement stripe should be used to separate the motor vehicle travel lane from the shoulder. Collector and minor land-access roads normally accommodate traffic at slower speeds than other roadways. While these roadways can generally accommodate bicycle travel without special roadway improvements, care should be taken in determining bicycle facility needs on these roadways if they have been identified as part of the bicycle-way system route.

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

framework of the bicycle-way system plan as individual developments are proposed.

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

It should be recognized that any bicycle-way system route planning that may incorporate County or State highways should be coordinated with the agency having jurisdiction. As presented in Chapter VII, the recommended bicycle-way system plan for the Town includes segments along CTH A, D, and P as well as segments that intersect with the right-of-way of IH 43/STH 32. Development of these segments of the recommended system will require State and County participation. The Town should further coordinate its recommended bicycle-way development activities with Ozaukee County, the Wisconsin Department of Transportation, and the Regional Planning Commission prior to finalizing any plans. The Town plan also includes a bicycle path recommended within an old interurban railway route, now owned by the Wisconsin Electric Power Company as a utility corridor. This path is proposed to be funded by Ozaukee County and through a grant from the Wisconsin Department of Transportation.

APPROPRIATE DEVELOPMENT WITHIN ENVIRONMENTALLY SIGNIFICANT AREAS

As noted earlier, areas which have been designated as primary and secondary environmental corridors, isolated natural resource areas, and "other lands to be preserved" should be placed into the appropriate conservancy overlay zoning district. While the placement of the lowland portions of these environmentally sensitive areas into the C-1 Lowland Conservancy Overlay District serves to reinforce Federal, State, and County regulations that protect such areas from inappropriate development, the placement of the upland portions into a proposed C-2, Upland Conservancy Overlay District, serves to protect resources such as woodlands

and steep slopes that may not be protected by Federal, State, or local regulations.

While seeking to preserve environmental corridors, isolated natural resource areas, and other environmentally sensitive areas, the recommended master plan for the Town recognizes that, besides limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within these environmentally significant areas without jeopardizing their overall integrity. In this respect, general guidelines for types of development that may be accommodated within various component natural resource features of environmental corridors have been developed and are set forth in Appendix D. While these guidelines are not exhaustive, with good judgement they may be extended to, and be used for the evaluation of, proposals for similar types of development not specifically listed. The Town plan recommends that open space and conservation design techniques be utilized when residential development is accommodated in such areas as discussed below.

OPEN SPACE AND CONSERVATION DESIGN

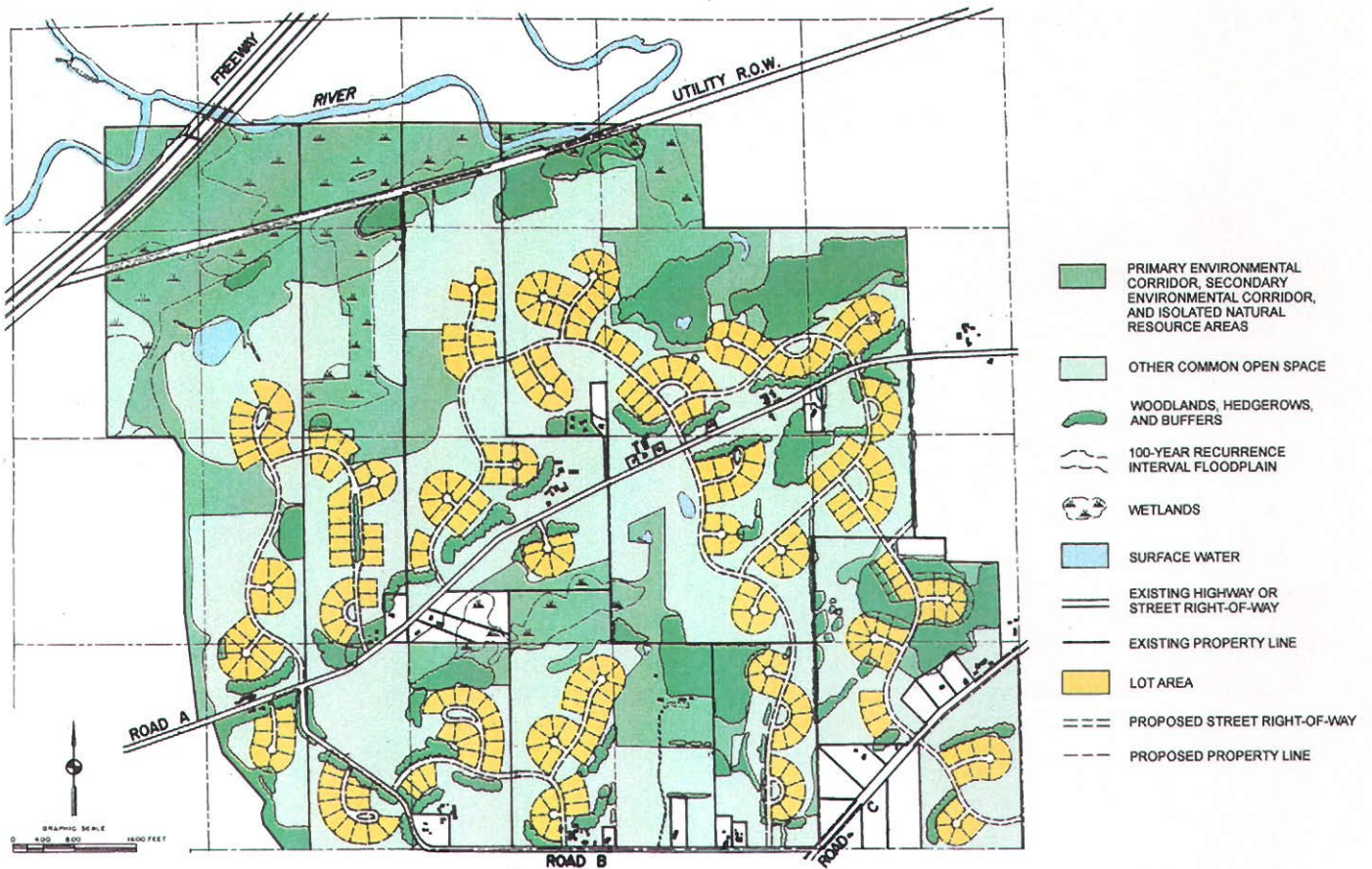
The Town plan recommends that open space and conservation design concepts be utilized for new residential development. The Town should, therefore, encourage the use of these design concepts, whenever appropriate, and consider adding provisions to the zoning ordinance which would allow design flexibility to help preserve rural character and to protect and preserve natural resources and farmland. Two alternative forms of residential development that would permit more site-sensitive design in multiple-lot developments are conservation subdivision design,¹ also known as cluster development, and lot averaging. Both alternatives provide more flexibility in site design and lot layout than do conventional subdivisions.

The term "conservation subdivision design" refers to a form of residential development in generally rural areas that preserves open space while permitting development at densities no less than those permitted under conventional development. As illustrated in Figure 2, a residential development incorporating conservation

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

Figure 2

EXAMPLE OF A RURAL-AREA PLAN EMPHASIZING CLUSTERED RESIDENTIAL DEVELOPMENT



Source: SEWRPC.

subdivision design concentrates, or "clusters," the permitted number of lots on a portion of the tract, leaving the remaining acreage in open space use. When properly designed, the visual impact of this type of residential development can be minimized, maintaining the rural character of the landscape, preserving significant natural features and agricultural lands, creating opportunities for nonpublic ownership of open space, and increasing the efficiency of infrastructure development. Infrastructure installation costs borne by the developer and public infrastructure maintenance costs could be reduced due to shortened street and utility lengths.

In the conservation subdivision design process, open space preservation areas are delineated first, with residential clusters designed around those areas. The residential clusters should be integrated with the topographic and other natural features, taking full advantage

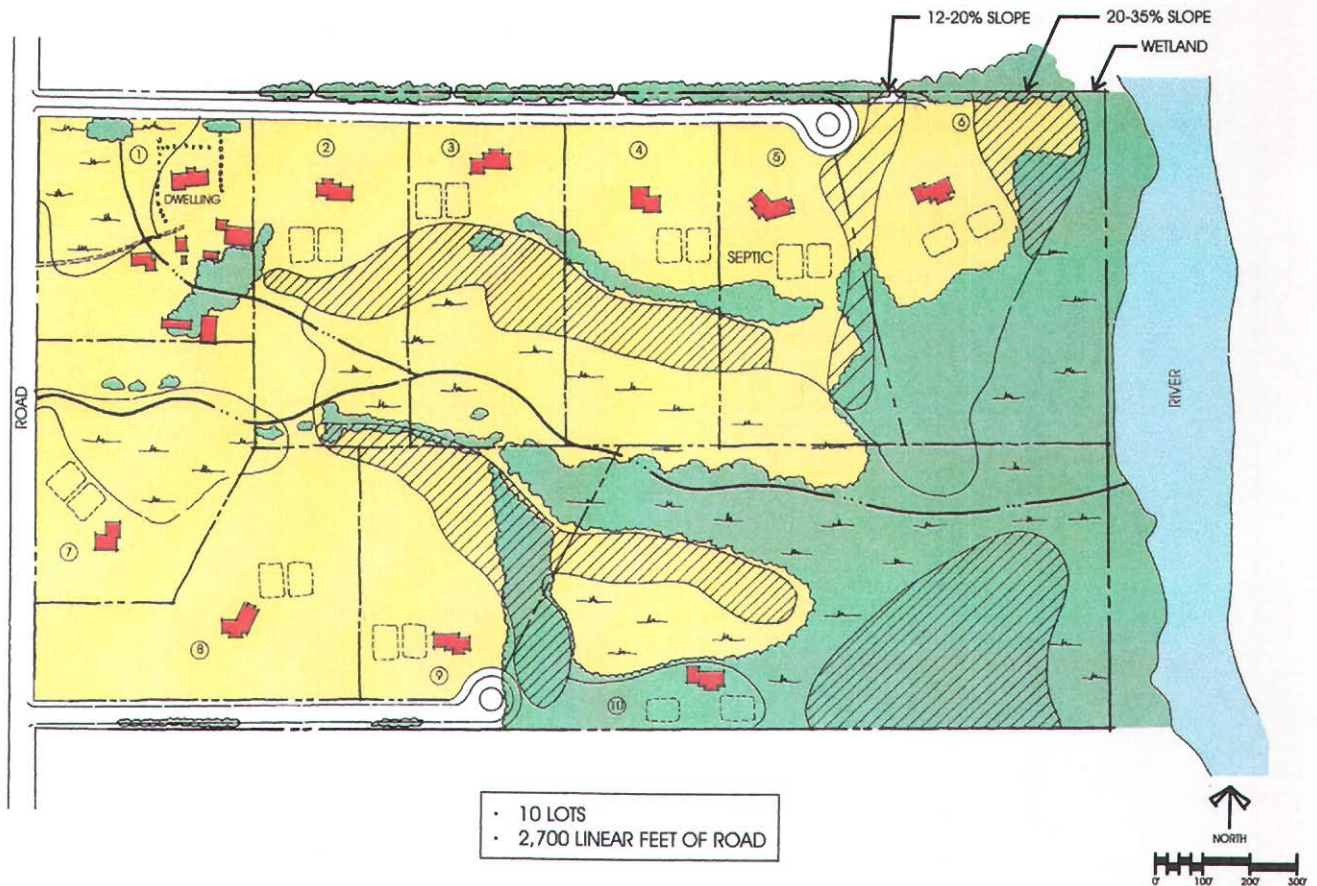
of the settings provided by those features without causing undue disturbance. They should be buffered from nearby agricultural lands, as appropriate, so as to minimize conflicts between farming and residential uses. To the extent practicable, the residential clusters should be located in areas which are visually screened from existing public roadways, so that existing rural open space vistas are maintained.

Another means of gaining the flexibility to situate housing away from significant environmental features is to permit lot averaging. With this technique, lot areas are permitted to be reduced below the minimum size provided that the area by which they are reduced is added to another lot, as long as the agreed-upon overall density is achieved.

It is recommended that developments using conservation subdivision and/or lot-averaging concepts be

Figure 3

EXAMPLE OF A CONVENTIONAL DEVELOPMENT



Source: SEWRPC.

added as permitted or conditional uses in zoning districts allowing residential development, including the two new recommended zoning districts, A-2 Agricultural/Rural Residential District, when created as discussed earlier, and the C-2 Upland Conservancy Overlay District. The existing zoning ordinance should continue to allow planned residential developments, including cluster development, in the R-1 Single-Family Residential District. Such development could be allowed as a conditional use, as it is presently, or allowed as a permitted principal use in the R-1 district. The ordinance could be written to allow such development at gross or net densities, or to limit the density level to that which may be achieved under conventional development techniques. In general, land in a agricultural district should be rezoned to the appropriate residential district if a subdivision using these concepts is approved.

Agriculturally zoned lands should remain zoned for agricultural use until an acceptable development proposal is approved.

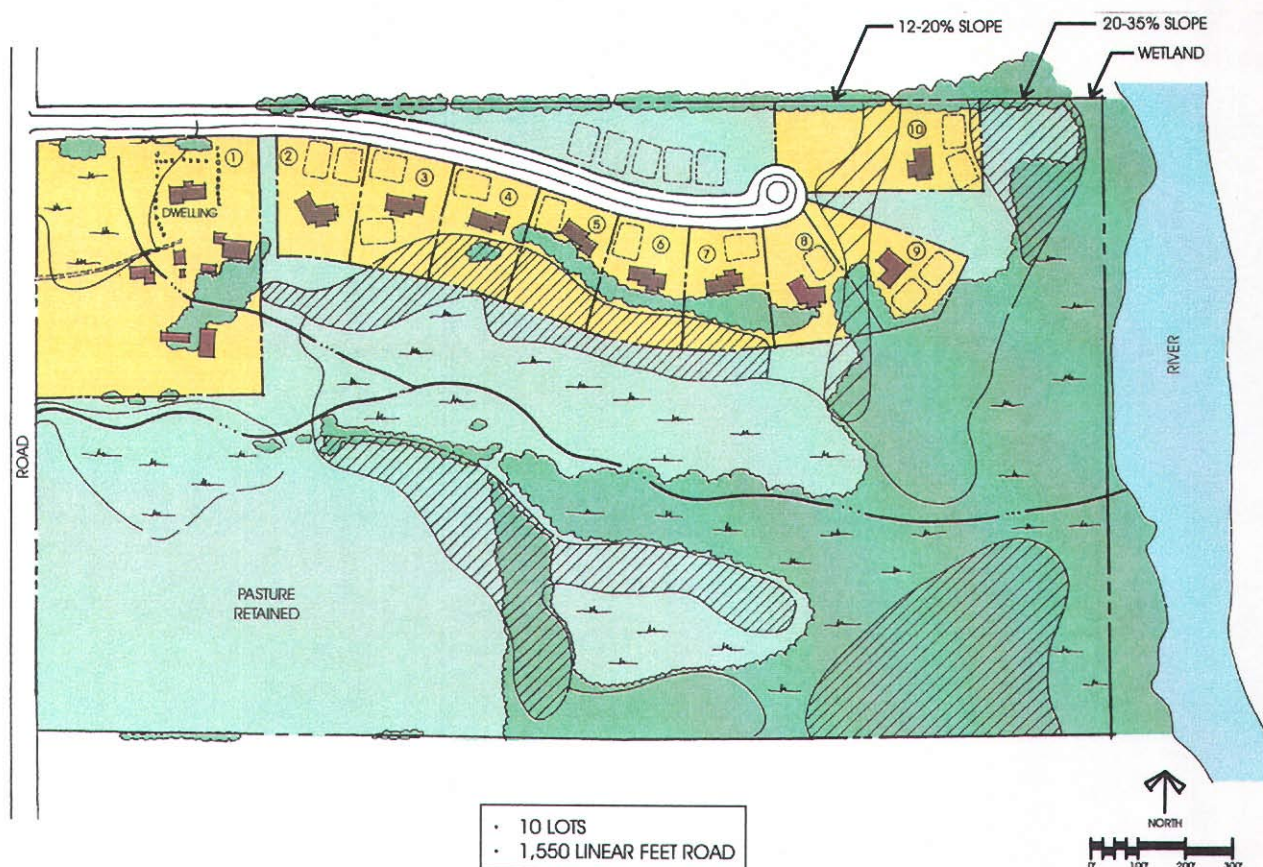
Presented below are descriptions of alternative lot layouts for a 70-acre parcel using conventional development, conservation design, and lot averaging, based on a density level that may be achieved under a conventional subdivision development.

Conventional Development

As illustrated in Figure 3, with a minimum lot size of five acres, a total of 10 lots could be created on the 70-acre parcel under a conventional development scenario. The lot layout was based on geometrically maximizing the number of lots on the parcel, rather than on conserving the natural features of the site. As

Figure 4

EXAMPLE OF A CONSERVATION SUBDIVISION



Source: SEWRPC.

a result, the wetlands, woodlands, and steep slopes fall under multiple ownership, with no guarantee of proper land management.

Conservation Design

Figure 4 illustrates how the same 70-acre parcel used in the illustration of conventional development might be developed using conservation subdivision design. The minimum lot size is reduced from five acres to one acre, but the overall density (the number of lots permitted) is not increased, preserving well over 70 percent of the entire parcel in permanent open space, to be managed by a homeowners' association. The natural features come under unified ownership as common open space, and may therefore be managed as a whole, preserving the integrity of the ecosystem.

The open space may be owned jointly by the residents of the development, the local municipality, a private

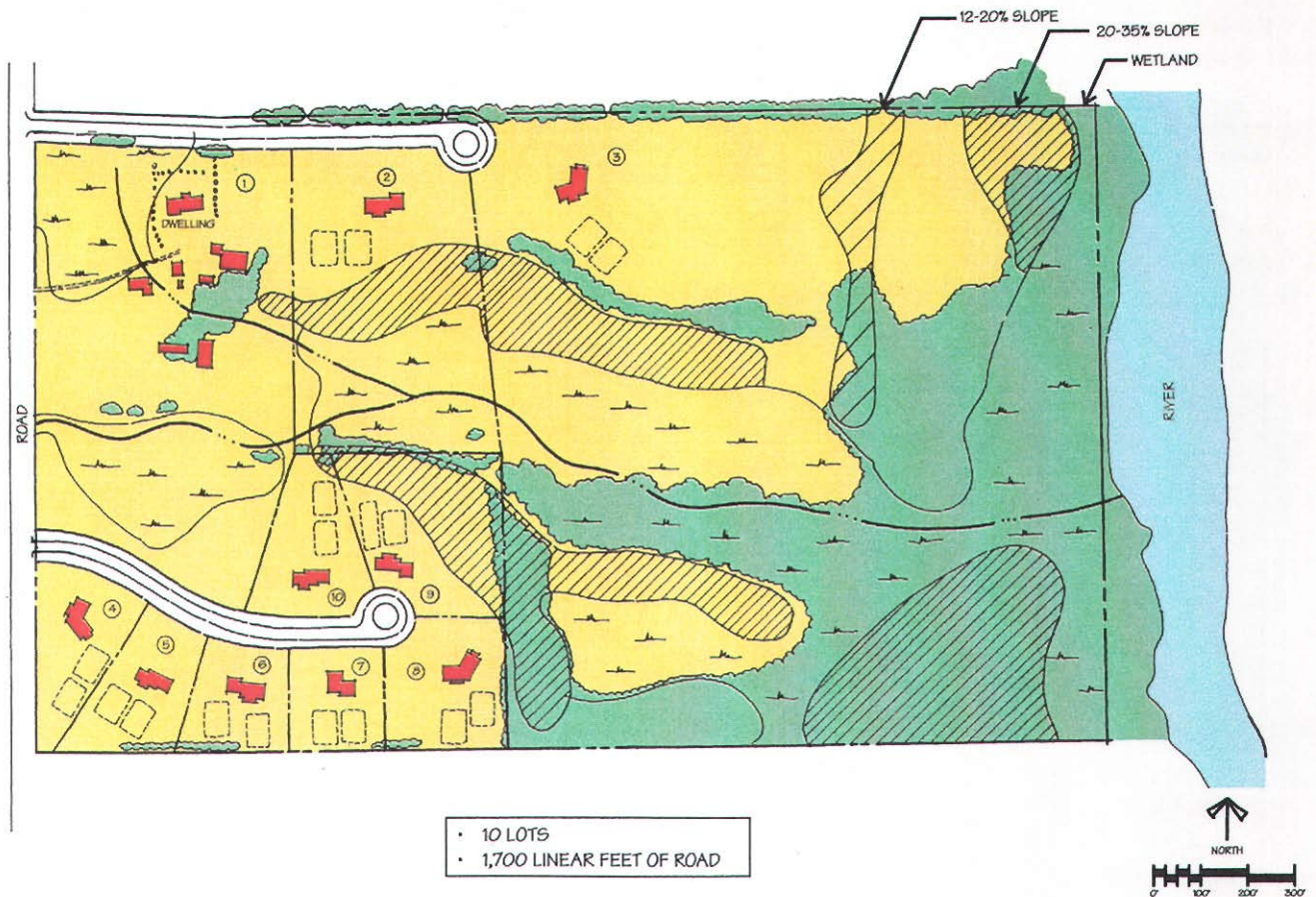
conservation organization, or the original landowner. Conservation easements and deed restrictions should be used to protect the common open space from future conversion to more intensive uses. Scenic easements may also be used to limit development for the purposes of preserving open space vistas.

Lot Averaging

Figure 5 illustrates the concept of lot averaging as it applies to the same 70-acre parcel illustrated in Figures 3 and 4. Like conservation subdivision design, lot averaging provides design flexibility, allowing for site-sensitive placement of homes on a development parcel. Individual lot sizes may vary within a development that utilizes lot averaging, as long as the agreed-upon overall density is achieved. Although the opportunity to maintain environmentally sensitive features under unified ownership is lessened, the flexibility in the location of homesites still permits more site-

Figure 5

EXAMPLE OF LOT AVERAGING



Source: SEWRPC.

sensitive design than does conventional development. Because lot averaging does not create common space, a homeowners' association is not needed.

PURCHASE OF DEVELOPMENT RIGHTS

During the planning process, Town officials and residents requested information pertaining to an open space preservation technique referred to as "purchase of development rights" (PDR) as a potential future tool to help preserve the farmland and rural character of the Town. Purchase-of-development-rights programs, or PDR programs, are intended to ensure the long-term preservation of agricultural lands. Under a PDR program, the owner of farmland receives a payment for relinquishing rights to development. Deed restrictions are used to ensure that the lands concerned remain in agricultural or other open use. Such restrictions are

attached to the land and remain in effect regardless of future sale or other transfer of the land.

PDR programs may be administered and funded by state, county, or local units of government, land trusts and other private organizations having an interest in preserving agricultural and other open space lands, or combinations thereof. At the local government level, funding for such programs, for example, could be generated through property tax levy only after the majority of residents have approved such a measure by referendum. The amounts paid to farmland owners under PDR programs may be calculated on the basis of the number of dwelling units permitted under existing zoning, or on the basis of the difference between the market value of the land and its value solely for agricultural purposes, or on some other basis. The

primary drawback of PDR programs is the potentially high cost entailed.

PDR programs can provide assurance that farmland will be permanently retained in open use. Landowners receive a potentially substantial cash payment while retaining all other rights to the land, including the right to continue farming. The money paid to the landowner may be used for any purpose, such as debt reduction, capital improvement to the farm, or retirement income. Land included in a PDR program remains on the tax roll and continues to generate property taxes. Since the land remains in private ownership, the public sector does not incur any land management responsibilities.

OTHER FARMLAND PRESERVATION TECHNIQUES²

The Town master plan reaffirms the recommendations of the regional land use plan and the Ozaukee County Farmland Preservation Plan with respect to the preservation of most remaining prime agricultural lands in the Town. Currently, the County plan is the primary vehicle for guiding the preservation of agricultural lands in Ozaukee County. The plan allows farmers who maintain farmlands located within designated farmland preservation areas to receive annual State income tax credits. However, the use of the Town's exclusive agricultural zoning district, identified as the A-1 Agricultural District and required as a condition for receipt of tax credits under the Ozaukee County Farmland Preservation Program, does not guarantee the preservation of land held by participating farmers. Landowners can petition the Town for a change in zoning to accommodate development, although those who have claimed a tax credit would be liable to pay back a portion of the credits. Thus, even with the Farmland Preservation Program, the effectiveness of preserving farmland through exclusive agricultural zoning is dependent upon the level of commitment by Town officials to such zoning. While the tax credit program has helped local farmers offset annual operating costs, additional farmland preservation efforts are needed to ensure the long-term viability of farming in the Town.

In 1995, the Wisconsin Legislature took an additional action to lessen the property tax burden on farmers by

mandating the "use-value" assessment of agricultural land. Under this system, agricultural lands are assessed based solely on their value for farming, without regard to development potential. The 1995 legislation froze the assessed value of agricultural land at 1995 levels; beginning in 1998, assessed values were to be reduced to "use" values, gradually, over a ten-year time period, although the State Farmland Advisory Council in 1999 directed the Wisconsin Department of Revenue to fully implement use-value assessment beginning in 2000. Under the present legislation, all agricultural land will be assessed at use-value, regardless of existing zoning. Any landowners who sell their land after owning the land for less than five years would be required to pay a modest penalty to the Wisconsin Department of Revenue; an amount equal to 5 percent of the difference between the sale price and the use-value during the last year of ownership. While the new program may be expected to provide substantial property tax relief to owners of farmland, it will do so without attaching any additional restrictions to the land, so that there is no guarantee that the land will not be converted to urban use.

Several other farmland preservation techniques that have proved successful in other communities in Wisconsin and across the nation experiencing development pressures may have relevance for the Town of Belgium. These include:

1. Conservation Easements

A conservation easement is a legally recorded, voluntary agreement that limits land to specific uses. Conservation easements may apply to entire parcels of land or to specific parts of the property. Easements may be permanent or for a term that imposes restrictions for a limited number of years. Land protected by conservation easements remains on the tax rolls and is privately owned and managed.

Purchase of an agricultural conservation easement (PACE) programs, better known as purchase-of-development-rights (PDR) programs, as discussed earlier, may be used to pay farmers to keep their land available for agricultural use. In this case, landowners would sell an agricultural conservation easement to a qualified government agency or private conservation organization. Presumed development rights to the land are relinquished in exchange for compensation. The landowner retains full ownership and use of the land for agricultural purposes.

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

2. *Agriculture Security Districts*

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

3. *Specialty Cropping*

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

4. *Farm Tourism*

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

5. *Right-To-Farm Ordinances*

A right-to-farm ordinance is intended to provide some degree of protection to farmers and farm operations from public and private nuisance claims.³ Wisconsin has right-to-farm legislation (Section 823.08 of the *Wisconsin Statutes*) which protects farmers against nuisance lawsuits, unreasonable local regulation, and recapture of legal costs. Local communities are encouraged by

the State to use their zoning powers to further protect agricultural activities.⁴

6. *Agricultural Nuisance Notices*

A notification to buyers of agricultural land that agriculture is the primary economic activity of that area, and that the buyer may experience inconvenience or discomfort arising from accepted agricultural practices. In some cases, the notice may be recorded on the deeds to new homes. Such notices may help to ensure that people who purchase houses in an agricultural zone will recognize and be more tolerant of the sometimes inconvenient impacts of agricultural activities.

While some of these preservation techniques, such as a local or Ozaukee County-operated purchase-of-development-rights program or agricultural security districts, are currently not available, they should not be discounted. As State and County farmland preservation programs evolve, a variety of preservation techniques may be developed. Establishing a framework for farmland preservation which includes a variety of possible techniques would help to ensure the success of any local initiative. It should be recognized that any meaningful attempt at farmland preservation in the Town will require, at a minimum, a long-term commitment toward farming on the part of the local farming community as well as the Ozaukee County and Town of Belgium governments.

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

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

³ Nuisance claims are lawsuits relating to impacts from noise, dust, chemicals, irrigation, and odors generated by farming activities, or impeded traffic movements due to farm machinery using public roads.

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

2. Agricultural lands should remain zoned for agricultural use until such time that a development proposal is brought forth and approved.
3. In the event that a rezoning request is granted for the conversion of agricultural land, the development proposal should include an agricultural buffer adequate to separate the new development from adjoining agricultural lands. Such a buffer may be a deed-restricted area at the rear of extra deep lots.

INTERGOVERNMENTAL COOPERATION

The master plan presented in this report includes planning recommendations for the entire civil Town of Belgium. The Town surrounds the Village of Belgium. Under Wisconsin law, cities and villages have been granted a considerable measure of influence over development in adjacent town areas. Incorporated communities have extraterritorial subdivision plat approval authority; they may administer extraterritorial zoning jointly with the adjacent town; and ultimately, they may annex unincorporated areas.

It is recommended that the Town of Belgium and the Village of Belgium take a cooperative approach to planning and decision-making regarding future land use in areas of mutual concern. Activities in this respect could range from periodic meetings of Town and Village officials for the purpose of discussing land use matters, to preparing and executing formal agreements regarding future boundaries and arrangements for the provision of public services, as provided for under Sections 66.023 and 66.30 of the *Wisconsin Statutes*. Such cooperative efforts increase the likelihood for coordinated development along the boundary areas, achieving, insofar as practicable, planning objectives of all communities involved.

PLAN REEVALUATION

A master plan is intended to serve as a guide for decision-making regarding land development in a community. As a practical matter, local master plans should be prepared for a long-range planning period, typically about 20 years. The design year chosen as a basis of the preparation of the Town of Belgium master plan is 2020. A local master plan should be evaluated regularly to ensure that it continues to reflect local development conditions and local planning objectives. In general, it is recommended that this reevaluation take place every 10 years, or more frequently if

warranted by changing conditions. The Town should, however, reevaluate the plan prior to 2010 and make those modifications, if any, to comply with the State of Wisconsin Comprehensive Planning requirements as explained below.

The Wisconsin Legislature in 1999 adopted the so-called "Smart Growth" legislation, which requires any action of a local government that affects land use, such as enforcement of zoning or subdivision ordinances, to be consistent with the community's Comprehensive Plan beginning on January 1, 2010. A new definition of comprehensive plan, consisting of nine elements, was adopted as Section 66.0295(2) of the *Wisconsin Statutes*. The legislation also sets forth new requirements for public participation in the development of a comprehensive plan and requires that such a plan be adopted by ordinance of the local governing body.

The "Smart Growth" legislation does not affect the ability of local governments to prepare and adopt master plans, or elements thereof, prior to 2010. However, the Town plan should be evaluated prior to 2010, and any necessary changes should be made both to reflect new or changed development conditions and local planning objectives, and to incorporate additional information needed, if any, to comply with the "Smart Growth" legislation. The Town may wish to consider preparing a joint plan with the Village of Belgium should the Town determine at some point in the future that major revisions to this plan are needed.

SUMMARY

This chapter has presented information on various master plan implementation measures which should be considered by the Town. This includes public informational meetings and hearings; the plan adoption procedure; suggested revisions to the zoning ordinance regulations and zoning district map; creation of a Town land division ordinance; guidelines for bicycle facility development; information regarding appropriate development for environmentally significant areas; the use of cluster or conservation subdivision design concepts; and approaches to intergovernmental cooperation. Additionally, a voluntary farmland preservation effort should be considered to help ensure the continued viability of farming in the community and to help preserve the Town's rural character.

The master plan, once adopted, should serve as the basis on which all development proposals, such as rezoning requests, preliminary subdivision plats, and

certified survey maps, are reviewed. Only those proposals which are consistent with the objectives of the plan should be approved. The adopted Town master plan should generally be reevaluated every 10 years to ensure that it continues to properly reflect

current conditions and local planning objectives. The Town should, however, reevaluate the plan prior to 2010 and make those modifications, if any, needed to comply with the State of Wisconsin Comprehensive Planning requirements.

APPENDICES

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Appendix A

TOWN OF BELGIUM COMMUNITY SURVEY AND RESULTS

Following is the community survey form that was mailed to Town landowners. The number of responses received for the optional choices at each question is shown.

TO: Town of Belgium Residents/Landowners

The Town of Belgium Plan Commission, with assistance from the Southeastern Wisconsin Regional Planning Commission (SEWRPC), is developing a land use plan to guide the future growth of the Town. The land use plan will provide a basis for the Town Board to make informed land use and ordinance decisions for the next couple of decades. This survey is being conducted to obtain the opinions of residents prior to beginning the planning process. Key issues need to be addressed, such as, whether the Town's agricultural base should be preserved and protected; whether the Town should accommodate and/or encourage the development of new housing, businesses, and recreation; and, if new development is to take place in the Town, where it could be located. Your survey responses will help address issues like these, and thus help to guide the planning process.

Please take a few minutes to read through the survey, then answer the questions as best you can. All Town of Belgium property owners are receiving a copy of the survey and other households may request one. Individual responses will remain confidential. Written comments are encouraged where space provides. When you have completed the survey, please refold and seal the form so that the return address and prepaid postage are showing. As a service to the Town, University of Wisconsin-Extension staff, working with SEWRPC, will tabulate the returned surveys and report back to the Town Plan Commission with their findings.

For the Plan Commission to incorporate your survey comments into the planning process, this form must be returned by November 21, 1997.

On January 26, 1998, an informational meeting will be held at the Town Hall to present the findings of the survey. We encourage you to attend.

The Town of Belgium thanks you for your cooperation and assistance in this very important matter.

PART A: QUALITY OF LIFE

1. Why do you live in the Town of Belgium?
(Circle the letter of up to five items)

- 78 a. Born/raised in the Town
144 b. Rural area and small-town charm
37 c. Proximity to farming/agricultural businesses
59 d. Distance to employment/urban areas
22 e. Housing costs
117 f. Safe community/feeling of security
28 g. Availability/low cost of land
175 h. Quietness/scenic beauty
48 i. Hunting or other outdoor recreation
132 j. Lake Michigan access or view
35 k. Low taxes
49 l. Simply found a suitable residence
48 m. Own land in the Town, but don't live there
25 n. Other _____

997

2. What has happened to the quality of life in the Town of Belgium over the past five years? (Check only one)

- 47 Improved 124 Remained the same
67 Declined 61 Resident less than 5 years

299

3. What do you like LEAST about the Town of Belgium?
(Check two at most)

- 111 High taxes 146 Encroachment of
44 Unkempt properties urban development
30 Road maintenance 47 Low level of public
85 Little shopping or services
entertainment 19 Other _____

482

PART B: POPULATION GROWTH AND RESIDENTIAL DEVELOPMENT

1. From 1990 to 1997 the Town's population is estimated to have grown from 1,405 residents to 1,476, or 5.1%. The future growth of population in the Town should occur at: (Check only one)

- 146 Present rate 91 Slower rate
35 Faster rate 29 No growth

301

2. In 1990, there were 573 housing units in the Town. From 1990 to 1997, the number of new housing units authorized by building permits was 75, an increase of 13.1%. The future growth of housing units in the Town should occur at: (Check only one)

- 102 Present rate 134 Slower rate
34 Faster rate 31 No growth

301

3. What areas in the Town of Belgium do you feel are best suited for residential development? (Circle the letter of all that apply)

- 182 a. Adjacent to the Village of Belgium
76 b. Lake Church area
49 c. Dacada area
61 d. Holy Cross area
79 e. Highways LL or I-43 corridor
44 f. East of Sauk Trail Road
80 g. Scattered lots throughout the Town
48 h. None--development belongs elsewhere
14 i. Other _____

633

PART C: TOWN CHARACTER AND OPTIONS

Please place an "x" in the box after each statement which best represents your opinion.

STATEMENT	STRONGLY AGREE	AGREE	NEUTRAL	DISAGREE	STRONGLY DISAGREE	TOTAL
1. The preservation and protection of farmland in the Town of Belgium should be a high priority.	139	85	51	29	14	318
2. The Town of Belgium should preserve its existing rural atmosphere, character, and landscape.	172	83	36	20	6	317
3. The Town of Belgium should discourage any development in areas zoned for prime agricultural use (A-1).	131	58	52	46	23	310
4. The minimum lot size in the prime farmland district (A-1) should be increased from 35 acres to 80 acres to discourage both farm fragmentation and residential development.	65	44	68	61	71	309
5. The protection of woodlands in the Town of Belgium is important.	171	99	28	12	7	317
6. The protection of wetlands and floodlands in the Town of Belgium is important.	147	82	39	28	15	311
7. Unless a productive use can be found for woodlands or wildlife habitat in the Town, they may as well be developed.	13	30	33	104	130	310
8. Prime farmland or environmental resources in the Town should be protected by providing financial incentives to landowners who agree not to sell their land for development.	63	83	71	64	32	313
9. Subdivision development would be fine anywhere in the Town if the market for it exists.	17	46	41	95	112	311
10. New subdivisions should only be allowed adjacent to an existing concentration of development.	62	112	51	54	23	302
11. The Town of Belgium should promote industrial development.	27	75	63	77	68	310
12. The Town of Belgium should promote commercial (retail, service) development.	41	110	60	46	47	304
13. Industrial and commercial development would be better in the Village of Belgium rather than the Town.	69	129	60	38	11	307
14. Residential development would be better in the Village of Belgium rather than the Town.	57	103	75	57	15	307
15. The use of zoning regulations to control and guide development in the Town is beneficial.	110	150	28	14	9	311
16. Town government has the responsibility to protect property owners and the community by regulating land use.	96	131	45	24	18	314
17. People should be able to do whatever they want with land they own/purchase.	41	44	42	111	76	314
18. The Town of Belgium should guide future development by preparing a long-range land use plan.	111	147	30	11	7	306
19. Comments, if any, on the above statements: _____ _____ _____ _____						

PART D: LAND USE PREFERENCES

Please place an "x" in the box after each land use type which best represents your opinion.

WHAT TYPES OF LAND USE DO YOU FAVOR IN THE TOWN OF BELGIUM?	STRONGLY OPPOSE	OPPOSE	NEUTRAL	FAVOR	STRONGLY FAVOR	TOTAL
1. Agricultural/Farming	2	5	48	132	115	302
2. Residential: Randomly located home sites on lots smaller than five acres.	89	67	40	80	26	302
3. Residential: Randomly located home sites on lots five acres or larger.	61	61	63	93	21	299
4. Residential: Homes on very large lots of 35 acres or more.	56	64	84	67	31	302
5. Residential: Single-family subdivisions with lots smaller than five acres.	70	76	62	65	30	303
6. Residential: Single-family subdivisions with lots five acres or larger.	63	77	65	82	13	300
7. Residential: Two-family	96	86	71	43	4	300
8. Residential: Multi-family	132	94	45	30	3	304
9. Industrial	78	67	74	75	15	309
10. Commercial (retail, service)	48	46	84	106	20	304
11. Recreation (parks, golf courses, etc.)	22	38	64	119	59	302
12. Extractive operations like quarries.	126	85	63	24	4	302

PART E: PROFILE OF RESPONDENT

1. How long have you lived or owned land in the Town of Belgium? (Check the one representing your household adult average.)

66 Less than 5 years	50 10 to 19 years
37 5 to 9 years	163 20 or more years
2. What best describes your type of residence? (Check one and indicate number of acres owned in the Town)

316 Acres in Town	
75 Farm	_____
22 Hobby farm	_____
95 Nonfarm rural residence	_____
98 Subdivision or lake residence	_____
30 Rental or seasonal residence	_____
18 Other	_____
3. What best describes your location in the Town of Belgium? (Check only one)

16 Central part near the Village of Belgium	
73 Dacada, Holy Cross, or Lake Church	
15 Along Highways LL or I-43	
143 On or near Lake Michigan	
26 East of Highway I-43 corridor, but not Lake-associated	
33 Northcentral, Northwestern, or Southwestern	
9 (west of lands fronting Hwy. LL, not near the Village)	
315 Don't live in the Town.	
4. If you own agricultural land in the Town, which of the following pertain? (Circle the letter of all that apply)

34 a. Farming the entire parcel	
15 b. Farming part of the parcel	
44 c. Renting to others for farming	
14 d. Holding the land for future development	
35 e. Converting to trees, wildlife habitat, or outdoor recreation	
13 f. Other	_____
5. Regarding your situation and the Town of Belgium. . . (Check the one statement in each pair which is most important or with which you most agree.)

57 At least one household member works in the Town and more jobs would be nice; <u>or</u>	
160 The limited employment in the Town is beneficial because it has kept other development down.	
217	*****
83 Recent development in the Town has been far enough from home or hasn't seemed all that bad; <u>or</u>	
159 Development is a concern, and more new buildings and their activities could compromise the landscape.	
242	*****
105 Putting single houses on 35 or more acres seems like such a waste of land, but it's the Town's best option; <u>or</u>	
135 A good thing about small lot subdivisions is that they meet housing demand while not consuming so much land.	
240	

Comments in general about land use and planning for the Town (insert sheets as necessary) _____

THE CHARACTER AND OPTIONS ALMOST EVERYONE WANTS*

	<u>Yes</u>	<u>No</u>
Preservation and protection of farmland	70.4%	13.5%
Preserve existing rural atmosphere	80.4%	8.2%
Protection of woodlands	85.2%	6.0%
Protection of wetlands and floodlands	73.6%	13.8%
Zoning to control and guide development	83.6%	7.4%
Town responsibility regulating land use	72.3%	13.4%
Guide future development by preparing land use plan	84.3%	5.9%
Favor agricultural/farming land uses	81.8%	2.3%

Analysis

The message is very clear and very strong regarding what survey respondents most want for the Town of Belgium: protection of farmland; preservation of environmental resources including woodlands, wetlands, and floodlands; and local planning and zoning to guide and regulate development.

* Greater than 70% support indicated and at least a 5:1 ratio of support over opposition. The balance of response percentages not reflected by category were neutral in opinion.

ADDITIONAL OPTIONS STRONGLY SUPPORTED IN THE TOWN*

	<u>Yes</u>	<u>No</u>
Discourage any development in prime agricultural (A-1) zoning	61.0%	22.3%
Allow new subdivisions only adjacent to an existing concentration of development	57.6%	25.5%
Industrial and commercial development better in the Village than the Town	64.5%	16.0%
Residential development better in the Village than the Town	52.1%	23.5%
Favor recreation land uses (parks, golf courses, etc.)	58.9%	19.9%

Analysis

Clear and strong support for certain options is voiced by survey respondents, even when the choices given are very narrow regarding development: discourage *any* A-1 development; new subdivisions *only* adjacent to existing development ; and industrial, commercial, and residential development *better in the Village* than the Town. Favoring open space recreation is generally consistent with the desire for farmland and natural resource area preservation.

* Greater than 50% support indicated and at least a 2:1 ratio of support over opposition. The balance of response percentages not reflected by category were neutral in opinion.

THE CONDITIONS OR OPTIONS THAT VERY FEW WANT*

	<u>Yes</u>	<u>No</u>
Faster rate of population growth**	11.6%	(88.4%)
No growth in population**	9.6%	(90.4%)
Faster rate of housing growth**	11.3%	(88.7%)
No growth in housing**	10.3%	(89.7%)
Unless a productive use can be found for wetlands or wildlife habitat, they may as well be developed	13.9%	75.5%
Favor two-family residential land uses	15.7%	60.7%
Favor multi-family residential land uses	10.9%	74.3%
Favor extractive operations/quarry land uses	9.3%	69.9%

Analysis

Extremes in population and housing growth were disfavored. Instead, population at a growth rate of 48.5% present or 30.2% slower, and housing at a growth rate of 33.9% present or 44.5% slower, were preferred. Even with doubt cast on the "productive" use of wetlands and wildlife habitat, their prospective development meets with disagreement. Land uses that are progressively more intensive from two-family residential to multi-family residential to extractive operations face proportionately less support and greater opposition.

* 60% or greater opposition indicated (or alternatives preferred) and about a 4:1 or greater ratio of opposition (or alternatives) over support. The balance of response percentages not reflected by category were neutral or intermediate in opinion.

** Regarding population and housing growth, the majority preferred either the present rate or a slower rate of growth by a combined total of over 78% in each case.

GEOGRAPHIC AREAS FELT BEST SUITED FOR RESIDENTIAL DEVELOPMENT*

	<u>Yes</u>	<u>No</u>
Adjacent to the Village of Belgium	57.1%	--
Scattered lots throughout the Town	25.1%	--
Highways LL or I-43 corridor	24.8%	--
Lake Church area	23.8%	--
Holy Cross area	19.1%	--
Dacada area	15.4%	--
None-development belongs elsewhere	--	15.0%
East of Sauk Trail Road	13.8%	--

Analysis

From previous data, respondents would prefer residential development in the Village of Belgium rather than the Town (52.1% vs 23.5%). Also, they felt new subdivisions should only be allowed adjacent to existing concentrations of development (57.6% vs. 25.5%). By subareas above, we generally see that residential development *in the Town* is felt best suited adjacent to existing development (keeping in mind that residential development and residential land uses are generally opposed). A quarter of the respondents, nevertheless, felt scattered lots were best.

* Respondents were invited to select more than one category, thus percentages in the "yes" column will total to more than 100%. Locational preferences are arranged in descending rank order according to number of responses; however, such responses are not based on whether development should actually occur in the respondents' opinions; nor are they a direct statement against the alternatives.

ADDITIONAL PREFERENCES REGARDING THE TYPE OF RESIDENTIAL DEVELOPMENT*

	<u>Yes</u>	<u>No</u>
Favor randomly located homes on lots less than 5 acres as a land use	35.1%	51.7%
Favor randomly located homes on 5+ acre lots as a land use	38.1%	40.1%
Favor homes on 35+ acre lots as a land use	32.5%	39.7%
Increase the minimum lot size in the A-1 district from 35 to 80 acres	35.3%	42.7%
Favor single-family subdivisions with lots less than 5 acres as a land use	31.4%	48.2%
Favor single-family subdivisions with 5+ acre lots as a land use	31.7%	46.7%
Subdivision development would be fine anywhere if the market exists	20.3%	66.6%
Single houses on 35+ acres seems such a waste of land, but it's the Town's best option**	43.8%	(56.3%)
Small lot subdivisions are good for meeting housing demand while not consuming much land	56.3%	(43.8%)

Analysis

More opposition than support exists for any type of residential development in the Town. Within that context, support increases slightly and/or opposition decreases slightly as lots grow larger. That finding holds whether randomly located homesites or subdivisions are considered. However, randomly located single lots are opposed less. The reaction to 80 acre lots was tied to its agreeability (or lack thereof) as a potential farmland preservation technique. The greater levels of objection to subdivisions being "fine anywhere" probably is the combined effect of opposition to subdivisions as well as to unguided development. The paired statements pitting 35+ acre lots against small lot subdivisions perhaps reveals that consumption of land is the greater of the two concerns.

* The balance of response percentages not reflected by category were neutral in opinion.

** These were paired statements given as alternative choices.

PREFERENCES RELATED TO INDUSTRIAL AND COMMERCIAL DEVELOPMENT, INCLUDING JOBS*

	<u>Yes</u>	<u>No</u>
Promote industrial development	32.9%	46.8%
Favor industrial land uses	29.1%	46.9%
Promote commercial development	49.7%	30.6%
Favor commercial land uses	41.4%	30.9%
Little shopping or entertainment is a factor liked least about living in the Town	26.6%	--
At least one household member works in the Town and more jobs would be nice**	26.3%	(73.7%)
Limited employment in the Town is beneficial—has kept other development down	73.7%	(26.3%)

Analysis

From previous data, respondents would prefer industrial and commercial development in the Village of Belgium rather than the Town (64.5% vs. 16.0%). When separated, as here, the views regarding commercial development are seen to be more favorable (in roughly inverse proportions, industrial development is disfavored). While more respondents agreed with promoting commercial development than disagreed (and favor it as a land use), no category of development manages to capture a majority of survey respondents (more than 50%). Also, many respondents remain neutral in opinion. Though employment in the Town is not linked directly with views on industrial and commercial development, the lack of support for more jobs does lend further insight.

* Responses may not total 100% by line because either the indicated preferences were selected from among alternatives, meaning that respondents identified something else, or there were additional responses neutral in opinion.

** These were paired statements given as alternative choices. In perhaps the most difficult-to-choose of alternative options presented, 32.0% of potential respondents did not answer this question.

OTHER FACTORS AFFECTING THE CHARACTER OF DEVELOPMENT AND PERCEPTIONS OF TOWN LIFE*

	<u>Yes</u>	<u>No</u>
Live in the Town for quietness/scenic beauty	54.5%	--
Live in the Town for rural area and small-town charm	45.1%	--
Live in the Town for Lake Michigan access or view	41.4%	--
Encroachment of urban development is a factor liked least about living in the Town	45.8%	--
Protect prime farmland or environmental resources by financial incentives to landowners agreeing not to sell for development	46.6%	30.7%
People should be able to do anything they want with t their land	27.1%	59.6%
Recent development has been far enough from home or hasn't seemed all that bad**	34.3%	(65.7%)
Development is a concern and more new buildings and their activities could compromise the landscape	65.7%	(34.3%)

Analysis

Supporting data are seen here for the dominant general themes of farmland, rural character, and natural resource protection; regulation to achieve such objectives; and concern regarding development in the Town.

* Responses may not total 100% by line because either the indicated preferences were selected from among alternatives, meaning that respondents identified something else without necessarily opposing the category shown, or there were additional responses neutral in opinion.

** These were paired statements given as alternative choices.

Appendix B

Resolution No. 1-00

TOWN PLAN COMMISSION RESOLUTION FOR ADOPTING THE TOWN OF BELGIUM MASTER PLAN

WHEREAS, the Town of Belgium, pursuant to the provisions of Section 61.10(2)(c) of the *Wisconsin Statutes*, has been authorized to exercise village powers; and

WHEREAS, the Town of Belgium, pursuant to the provisions of Section 62.23(1) 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 Belgium; and

WHEREAS, the Town of Belgium requested the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to help prepare a master plan for the Town, which plan includes:

1. Collection, compilation, processing, and analyses of various types of population, housing, economic, natural resource, recreation and open space, land use, transportation, and other information pertaining to the Town;
2. A forecast of growth and change;
3. Statements of planning objectives and results of a community survey;
4. A master plan;
5. Recommended activities to implement the plan; and

WHEREAS, the aforementioned forecasts, inventories, analyses, objectives, master plan, and implementation recommendations are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 248, *A Master Plan for the Town of Belgium: 2020, Ozaukee County, Wisconsin*, and

WHEREAS, the Town of Belgium Plan Commission has held public meetings to acquaint residents, landowners, and local government officials of the Town and neighboring communities with the plan recommendations, including a public informational meeting held on the 18th day of May, 2000 and a public hearing held on the 7th day of June, 2000; and

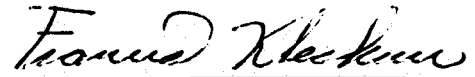
WHEREAS, the Town Plan Commission has carefully considered the plan over an extended period of time, including statements and requests during the planning process, and has proceeded to incorporate, where deemed appropriate, changes to the recommended master plan; and

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

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 62.23(3)(b) of the *Wisconsin Statutes*, the Town of Belgium Plan Commission hereby adopts SEWRPC Community Assistance Planning Report No. 248 and the attendant recommended master plan as a guide for the future development of the Town of Belgium; and

BE IT FURTHER RESOLVED, that the Secretary of the Town of Belgium Plan Commission transmit a certified copy of this resolution, after recording the action on the adopted plan, to the Town Board of the Town of Belgium and to the Southeastern Wisconsin Regional Planning Commission.

PASSED and ADOPTED the 7th day of June, 2000.



Chairperson
Town of Belgium Plan Commission

ATTEST:



Secretary
Town of Belgium Plan Commission

Appendix C

Resolution No. 2-00

TOWN BOARD RESOLUTION FOR ADOPTING THE TOWN OF BELGIUM MASTER PLAN

WHEREAS, the Town of Belgium, 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 Belgium, pursuant to the provisions of Section 62.23(1) of the *Wisconsin Statutes*, has created a Town Plan Commission; and

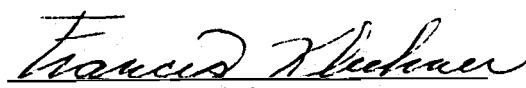
WHEREAS, the Town Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), a master plan for the physical development of the Town of Belgium, said plan embodied in SEWRPC Community Assistance Planning Report No. 248, *A Master Plan for the Town of Belgium: 2020, Ozaukee County, Wisconsin*; and

WHEREAS, the Town Plan Commission on the 7th day of June, 2000, adopted SEWRPC Community Assistance Planning Report No. 248 and the attendant recommended master plan, and has submitted a certified copy of that resolution to the Town Board of the Town of Belgium; and

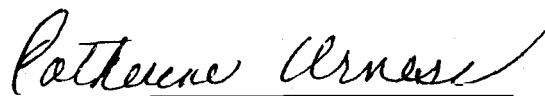
WHEREAS, the Town Board of the Town of Belgium concurs with the Town Plan Commission and the objectives and recommendations set forth in SEWRPC Community Assistance Planning Report No. 248.

NOW, THEREFORE, BE IT RESOLVED, that the Town Board of the Town of Belgium hereby adopts SEWRPC Community Assistance Planning Report No. 248 and the attendant recommended master plan as a guide for the future development of the Town of Belgium.

PASSED and ADOPTED the 3rd day of July, 2000.


Chairperson
Town of Belgium

ATTEST:


Clerk
Town of Belgium

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Appendix D

DEVELOPMENT TYPES COMPATIBLE WITH ENVIRONMENTAL CORRIDORS

Component Natural Resource and Related Features within Environmental Corridors ^a	Development Type															
	Transportation and Utility Facilities (see General Development Guidelines below)				Recreational Facilities (see General Development Guidelines below)											Rural-Density Single-Family Residential Development (see General Development Guidelines below)
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities ^b	Trails ^c	Picnic Areas	Family Camping ^d	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts	Parking	Buildings	
Lakes, Rivers, and Streams	-- ^e	-- ^{f,g}	--	-- ^h	-- ⁱ	--	--	X	X	--	--	--	--	--	--	--
Shoreline	X	X	X	X	X	X	--	X	X	--	X	--	--	X	--	--
Floodplain	-- ^j	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--
Wetland ^k	-- ^j	X	X	X	X ^l	--	--	--	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	--	--	-- ^m	--	--	--	--	X ⁿ	X	--	--	--	--	--
Prairie	--	-- ^g	--	--	-- ^m	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--
Historic Site	--	-- ^g	--	--	-- ^m	--	--	--	--	--	--	--	--	--	--	--
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X
Scientific or Natural Area Site	--	-- ^g	--	--	-- ^m	--	--	--	--	--	--	--	--	--	--	--

NOTE: An "X" indicates that facility development may be 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 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.

Appendix D (continued)

^aThe 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 private 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 human activity that they contain intact native plant and animal communities believed to be representative of the presettlement landscape.

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

^cIncludes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It 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.

^dIncludes 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.

^eIt should be recognized that certain transportation facilities such as bridges may be constructed over such resources.

^fIt should be recognized that utility facilities such as public sanitary sewers may be located in or under such resources.

^gIt should be recognized that electric power transmission lines and similar lines may be suspended over such resources.

^hIt 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.

ⁱIt should be recognized that bridges for trail facilities may be constructed over such resources.

^jIt 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.

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

^lOnly an appropriately designed boardwalks/trails should be permitted.

^mOnly appropriately designed and located hiking and cross-country ski trails should be permitted.

ⁿOnly an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC.