



# A LAND USE PLAN FOR THE VILLAGE OF UNION GROVE AND THE TOWN OF YORKVILLE: 2020

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Julie A. Anderson . . . . . Director

Special acknowledgment is due SEWRPC Principal Planner  
David A. Schilling for his contributions to the preparation of  
this report.

COMMUNITY ASSISTANCE PLANNING REPORT  
NUMBER 277

**A LAND USE PLAN FOR THE  
VILLAGE OF UNION GROVE AND  
THE TOWN OF YORKVILLE: 2020**

Prepared by the

Racine County Division of Planning and Development  
14200 Washington Avenue  
Sturtevant, Wisconsin 53177

and

Southeastern Wisconsin Regional Planning Commission  
P.O. Box 1607  
W239 N1812 Rockwood Drive  
Waukesha, Wisconsin 53187-1607  
[www.sewrpc.org](http://www.sewrpc.org)

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## **Chapter I**

# **INTRODUCTION**

The municipal planning enabling act, as set forth in Section 62.23 of the Wisconsin Statutes, provides for the creation of plan commissions and charges those commissions with the duty and function of making and adopting a "master"—or comprehensive—plan for the physical development of the municipality. The scope and content of the comprehensive plan, as set forth in the Statutes, is very broad, extending to all aspects of the physical development of a community. The Statutes indicate that the comprehensive plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the community which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as efficiency and economy in the process of development. To carry out the planning responsibilities delegated in the municipal planning enabling act, the Union Grove Village Board has created a Village Plan Commission. Section 60.10(2)(c) of the Statutes, provides that town boards may adopt village powers, including comprehensive planning powers delegated to cities and villages under Section 62.23. To carry out the planning responsibilities delegated in the municipal planning enabling act, the Yorkville Town Board has adopted village powers and has created a Town Plan Commission.

In 1993, the Town of Yorkville requested that Racine County and the Southeastern Wisconsin Regional Planning Commission assist the Town in the preparation of a Town land use plan. Subsequently, Town and Village officials recognizing that they share mutual concerns regarding land use development determined that it was in the best interest of both communities to prepare a joint community planning study for both the Town and Village. The plan was to provide Town and Village officials with a tool to better guide and shape land use development in the planning area. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. It is intended to assist in defining the land use development objectives of the planning area and in identifying means for achieving those objectives over time.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting development in the planning area, including:

1. The preparation of projections of the possible range of future population and economic activity levels within the planning area;
2. Extensive inventories of the natural and man-made bases of the planning area, including existing land use, soils, flood hazard areas, woodlands, wildlife habitat, wetlands, transportation facilities, public utilities and other community facilities and services;
3. An inventory of existing local plan implementation devices;

4. Careful analyses of the inventory findings;
5. And the development and adoption of a plan which may be expected to accommodate probable future population and employment levels in a manner consistent with the local land use development objectives of the planning area.

The plan, when adopted by the Town and Village Plan Commissions and Town and Village Boards, is intended to serve as a guide for use by Town and Village officials in making better development decisions over time that will promote public health, safety, and general welfare.

## THE PLANNING AREA

The planning area considered consists of the Village of Union Grove and the Town of Yorkville. The planning area is located in central Racine County and encompasses an area of about 36.2 square miles. As shown on Map 1, the planning area is bounded on the west by the Town of Dover, on the north by the Town of Raymond, on the east by the Town of Mount Pleasant, and on the south by the Town of Paris in Kenosha County.

## EARLY HISTORY OF THE PLANNING AREA<sup>1</sup>

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

By an act of the Territorial Legislature on January 2, 1838, the civil Towns of Mount Pleasant and Rochester were established, encompassing approximately the western three quarters of Racine County. Portions of the original Towns of Mount Pleasant and Rochester were divided in 1842 to create the Town of Yorkville. In 1850, by act of the Racine County Board, the civil Town of Yorkville was created from lands encompassing portions of the Towns of Paris and Yorkville. The remaining portion of the original Town of Yorkville became the Town of Dover, also in 1850.

Available land attracted farming families to the area now known as the Town of Yorkville following completion of the U.S. Public Land Survey. By 1845, settlers had bought up most of the land in the Town. Early Federal Census figures indicate that about 60 percent of the settlers were native-born Americans with the remainder comprised largely of British immigrants. Settlement communities were established at Call's Grove (later known as Ive's Grove) at the crossroads of what is now STH 20 and CTH A; Waite's Corners (later known as Yorkville) along STH 20 in the northwestern part of the Town; and Quarles, establishing the nucleus of what would become the Village of Union Grove.

Union Grove (Quarles) became the center of services to the surrounding agricultural area, as well as a main stop on the well traveled territorial road between Racine and Burlington which was opened in 1846. The development of Union Grove was also enhanced when the Racine, Janesville, and Mississippi Rail Road Company constructed the first railway line in the area passing through Union Grove in 1855. This line later became part of the Chicago, Milwaukee, St. Paul, and Pacific Railroad Company, better known as the Milwaukee Road. Union Grove eventually was incorporated as the Village of Union Grove in 1893, as the balance of the Town developed on an agricultural economic base. The pattern of historic urban growth in the planning area is shown on Map 2.

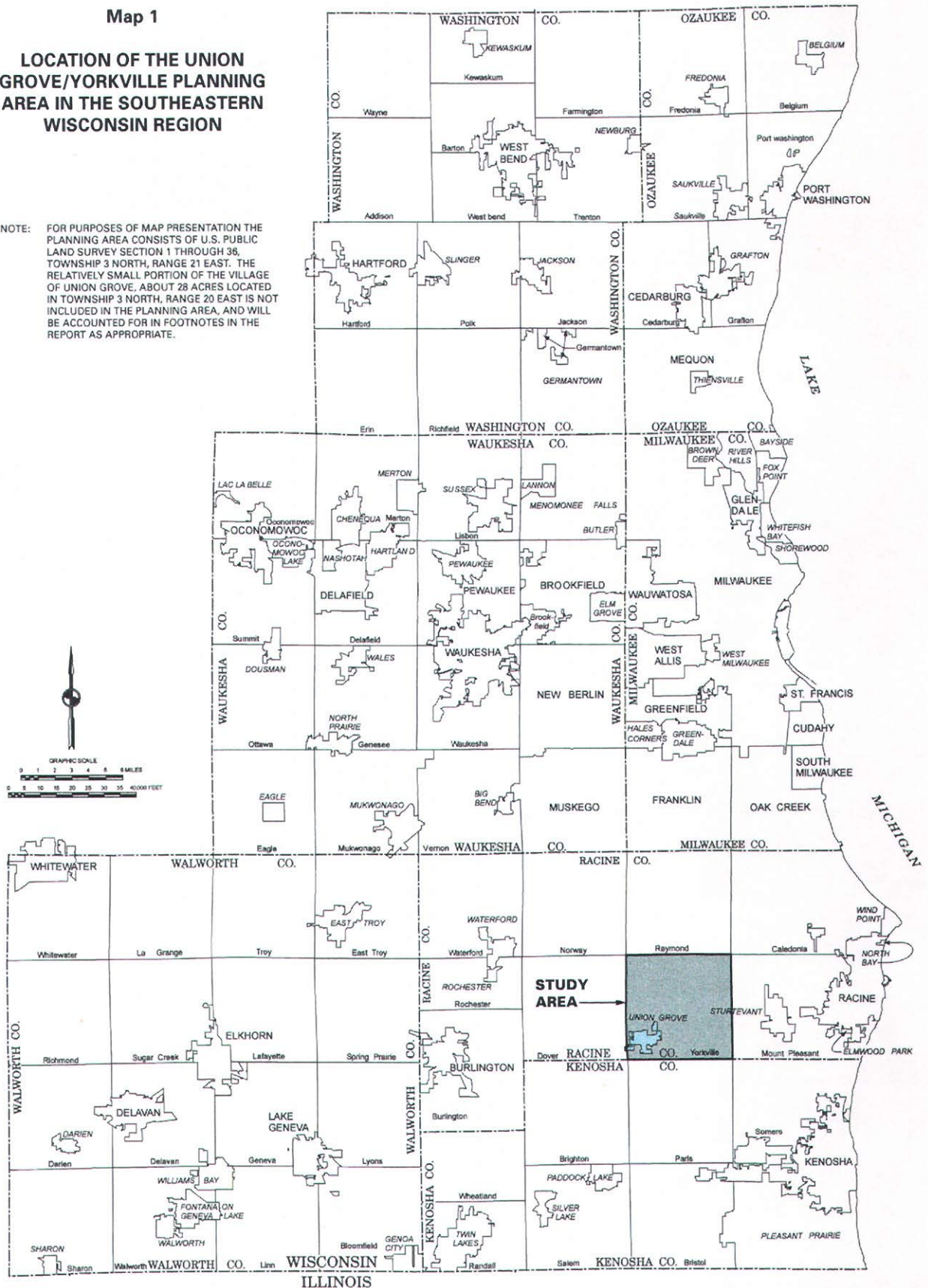
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<sup>1</sup>The history of the Village of Union Grove and the Town of Yorkville was derived, in part, from: Racine—Growth and Change in a Wisconsin County, *SEWRPC Technical Record Vol. 4, No. 3*; and Session Laws of Wisconsin Territory.

**Map 1**

**LOCATION OF THE UNION GROVE/YORKVILLE PLANNING AREA IN THE SOUTHEASTERN WISCONSIN REGION**

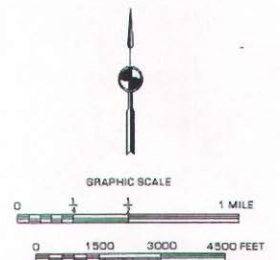
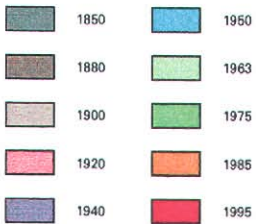
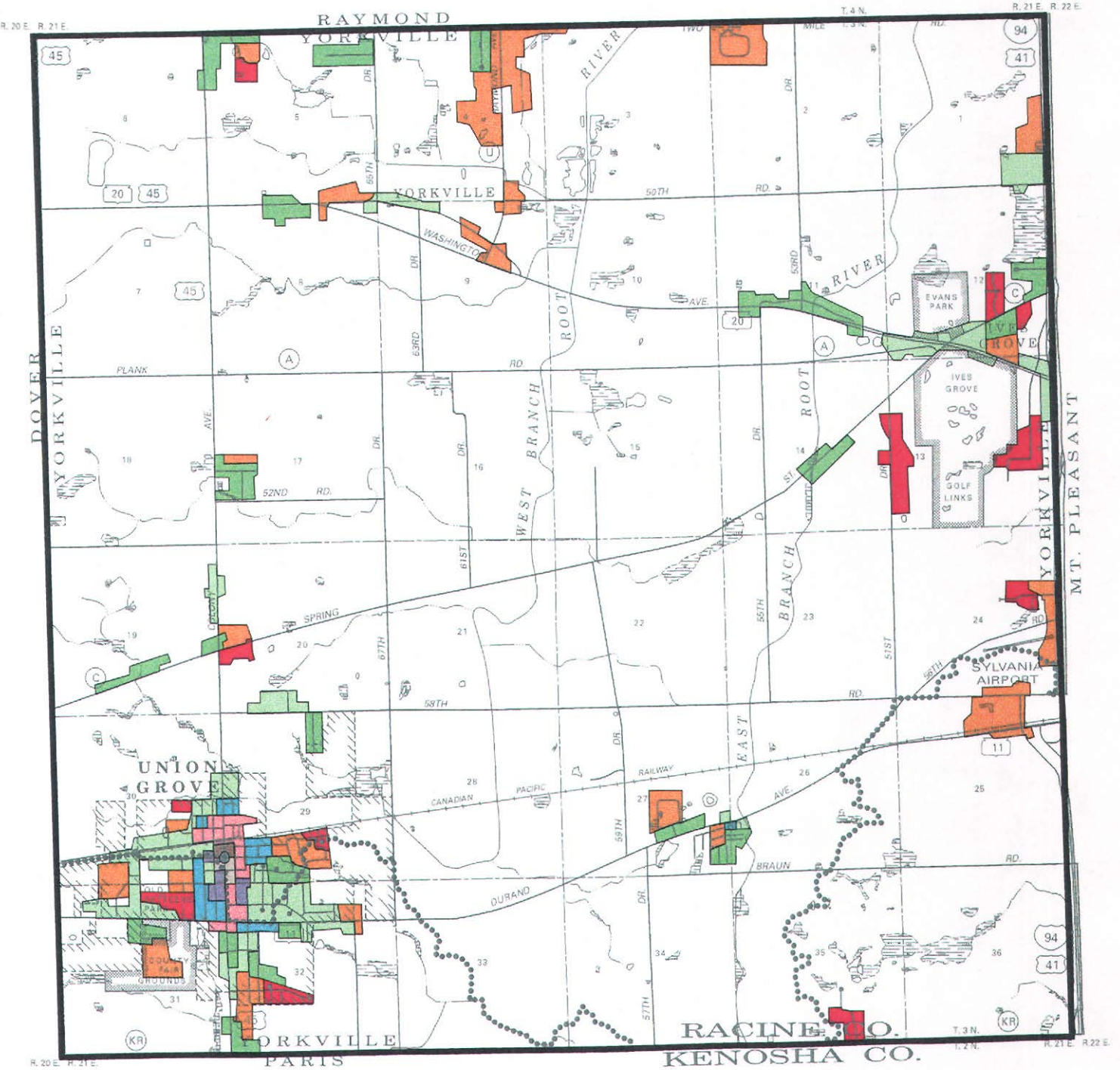
NOTE: FOR PURPOSES OF MAP PRESENTATION THE PLANNING AREA CONSISTS OF U.S. PUBLIC LAND SURVEY SECTION 1 THROUGH 36, TOWNSHIP 3 NORTH, RANGE 21 EAST. THE RELATIVELY SMALL PORTION OF THE VILLAGE OF UNION GROVE, ABOUT 28 ACRES LOCATED IN TOWNSHIP 3 NORTH, RANGE 20 EAST IS NOT INCLUDED IN THE PLANNING AREA, AND WILL BE ACCOUNTED FOR IN FOOTNOTES IN THE REPORT AS APPROPRIATE.



Source: SEWRPC.

Map 2

HISTORIC URBAN GROWTH IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1850-1995



Source: SEWRPC.

## REGIONAL INFLUENCES

Sound planning practice dictates that local plans be prepared within the framework of broader areawide plans. The Southeastern Wisconsin Regional Planning Commission is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Racine County, the Village of Union Grove and the Town of Yorkville. The Commission has, since its creation in 1960, pursued the preparation of an advisory plan for the physical development of the Region through the systematic formulation of those elements of such a plan considered most important to the units and agencies of government operating within the Region.

The adopted regional land use plan, as set forth in SEWRPC Planning Report No. 45, *A Regional Land Use Plan for Southeastern Wisconsin: 2020*, provides recommendations with respect to the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region. Particularly pertinent to the preparation of a land use plan for the Village of Union Grove and the Town of Yorkville are the recommendations contained within the adopted regional land use plan for: 1) the preservation of the environmentally sensitive lands and the most productive farmland of the Region, and 2) for the encouragement of a more compact pattern of urban development in those areas that are covered by soils suitable for urban use; in areas that are not subject to special hazards such as flooding; and in areas that can be readily and economically served by such essential urban facilities and services as public sanitary sewerage and water supply. These salient recommendations of the regional land use plan provide a sound framework for the development of a local land use plan. It should be noted that in Racine County the most productive farmland are generally those areas identified as prime agricultural lands in the Racine County farmland preservation plan. The adopted regional land use plan as it pertains to the Union Grove/Yorkville planning area as well as the aforementioned prime agricultural lands are shown on Map 3.

The adopted regional transportation system plan, as described in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*, provides recommendations as to how the regional land use plan can best be served by arterial street and highway and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2020, together with a functional network of various types of transit lines. The regional transportation system plan was developed on the basis of careful quantitative analyses of existing and probable future traffic movements within the Region, and of existing highway and transit system capacity and use. The transportation system plan as it pertains to the Village of Union Grove and the Town of Yorkville planning area is shown on Map 4.

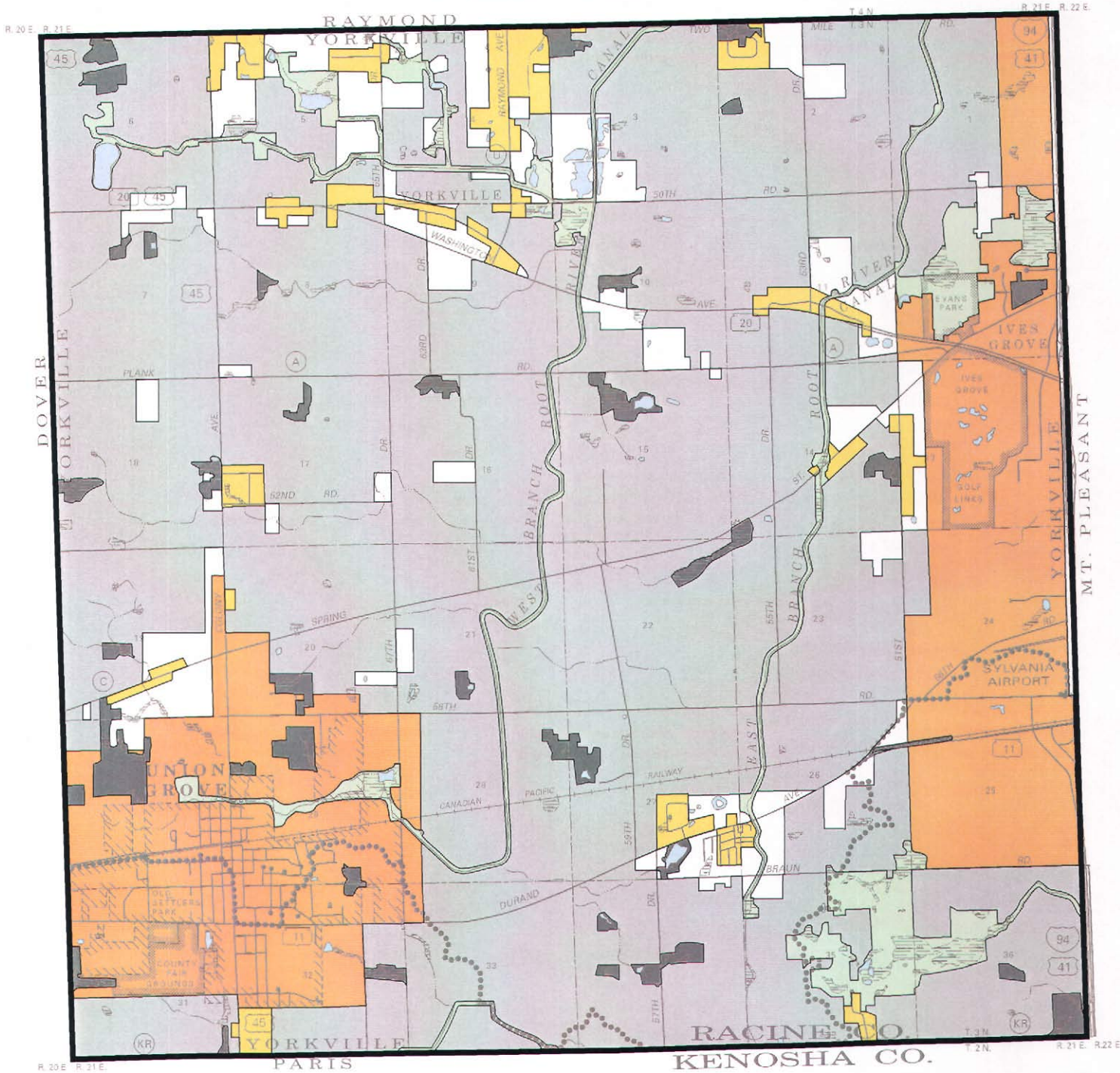
The adopted regional airport system plan, as described in SEWRPC Planning Report No. 38, (2nd Edition), *A Regional Airport System Plan for Southeastern Wisconsin: 2010*, provides recommendations for achieving a safer, more efficient, and more economical air transportation system within the Region. The plan includes definitive recommendations for airport facility construction, operation, improvements, and land use for the immediate area surrounding each of the airports included in the airport system plan. Sylvania Airport in the Town of Yorkville is one of the airports included in that plan.








The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, *A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000*, identifies existing and probable future park and open space needs within the Region, and recommends a system of large regional resource-oriented parks, recreational corridors, and smaller urban parks to meet these needs and to provide form and structure to urban development within the Region. The adopted regional plan has been refined and detailed by the Commission for Racine County, as documented in SEWRPC Community Assistance Planning Report No. 134, (2nd Edition), *A Park and Open Space Plan for Racine County*, adopted by Racine County in 2001.

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

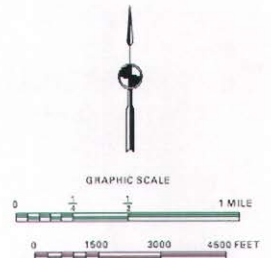
### Map 3

#### 2020 REGIONAL LAND USE PLAN AS IT PERTAINS TO THE UNION GROVE/YORKVILLE PLANNING AREA







- |   |   |   |   |
|---|---|---|---|
|  | PLANNED URBAN SERVICE AREA                                    |  | PRIME AGRICULTURAL LAND                                 |
|  | EXISTING URBAN LANDS OUTSIDE OF<br>PLANNED URBAN SERVICE AREA |  | OTHER AGRICULTURAL, RURAL<br>RESIDENTIAL, AND OPEN LAND |
|  | SECONDARY ENVIRONMENTAL CORRIDOR                              |  | SURFACE WATER   |
|  | ISOLATED NATURAL RESOURCE AREA                                |   |   |

Source: SEWRPC.



This map shows the Yorkville, Wisconsin area, including the city of Yorkville, Union Grove, and Sylvania. The map features a grid of streets and highways, with major roads like Highway 45, Highway 20, and Highway 11. The Yorkville River, Branch Root, and various parks and schools are also depicted. The map is oriented with North at the top and includes a scale bar indicating distances in miles.

 STATE TRUNK HIGHWAY  
 FREEWAY-NONFREEWAY INTERCHANGE  
**ARTERIAL STREETS AND HIGHWAYS**  
 STATE TRUNK HIGHWAY  
 COUNTY TRUNK HIGHWAY  
 NONE LOCAL TRUNK HIGHWAY  
 4 NUMBER OF TRAFFIC LANES (2 WHERE UNNUMBERED)

THE FOLLOWING NOTES SUPPLEMENT THE RECOMMENDATIONS PORTRAYED ON THIS MAP

1. AS IMPROVEMENTS ARE MADE TO IH 94, THE FRONTAGE ROADS ALONG IH 94, AND THE HIGHWAY FACILITIES WHICH INTERCHANGE WITH OR CROSS IH 94, THE ULTIMATE IMPROVEMENT OF IH 94 TO EIGHT TRAVEL LANES SHOULD BE TAKEN INTO CONSIDERATION
2. AS IMPROVEMENTS ARE MADE TO IH 94 AND THE FRONTAGE ROADS ALONG IH 94 IN THE VICINITY OF ITH C, THE ULTIMATE RELOCATION OF GTH C ABOUT ONE-HALF MILE TO THE NORTH AND THE PROVISION OF A NEW INTERCHANGE WITH IH 94 AT THAT LOCATION SHOULD BE TAKEN INTO CONSIDERATION.

abatement element, a wastewater sludge management element, and a water quality monitoring element. The regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility and related trunk sewer facilities in the Region. These initially recommended sanitary sewer service areas were based upon the urban land use configuration identified in the Commission-adopted regional land use plan for the year 2000. The recommended sanitary sewer service area for the Union Grove/Yorkville planning area as identified in regional plans, has been refined and detailed by the Commission for the Village of Union Grove as documented in SEWRPC Community Assistance Planning Report No. 180, *Sanitary Sewer Service Area for the Village of Union Grove and Environs*. The recommended sanitary sewer service area for the Ives Grove area has not yet been refined and detailed by the Commission.

In addition to the regional plan elements, there are subregional plan elements which are also of importance to the Union Grove/Yorkville planning area. These elements consist of the comprehensive plan for the IH 94 South freeway corridor as documented in SEWRPC Community Assistance Planning Report No. 200, *A Land Use and Transportation System Development Plan for the IH 94 South Freeway Corridor*, and the *Village of Union Grove Comprehensive Plan for Development*, adopted by the Village in 1988. Both of these plans contain recommendations for generalized land use and transportation system improvements which pertain to the Union Grove/Yorkville planning area.

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

## **STUDY PURPOSE**

The purpose of the requested planning effort is to provide the Village of Union Grove and the Town of Yorkville with one of the key elements of a comprehensive community development plan—a land use plan. This plan, while primarily intended to meet local planning objectives, is also intended to carry related regional and county plan elements into greater depth and detail as necessary for sound regional, county and local planning. In conducting this planning effort, every attempt was made:

1. To identify the physical constraints imposed upon, and the opportunities open to, the Village of Union Grove and the Town of Yorkville;
2. To set forth a sound set of land use development objectives for the planning area;
3. To determine proper locations for the various anticipated land uses within the planning area to the plan design year 2020; and finally;
4. To identify plan implementation measures and devices needed to effectively carry out the recommended plan with particular emphasis upon recommended revisions to the Racine County/Town of Yorkville Zoning Ordinance and Map, and the Village of Union Grove Zoning Ordinance and Map.

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

The recommended plan presented herein was developed through a land use planning process consisting of the following steps:

1. A comprehensive inventory of the factors affecting development in the planning area;
2. A careful analysis of the inventory data;

3. The formulation of community land use objectives;
4. The identification of land use needs in the planning area through the year 2020, based upon the population and economic activity forecasts and the land use objectives;
5. The development and evaluation of the recommended plan, and;
6. The recommendation of plan implementation measures.

The preparation of the plan was guided by a Land Use Plan Committee representing a wide range of interests in the planning area. Membership of this Committee is listed on the inside front cover of this report.

### **Inventory and Analysis**

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

The necessary inventory and analyses not only provide data describing the existing conditions, but also provide a basis for identifying existing and potential problems in the planning area, as well as opportunities and potentials for urban growth. The inventory data are also crucial to the forecasting of community development needs, and to developing and evaluating the land use plan.

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

An objective may be defined as a goal or end toward the attainment of which plans and policies are directed. Planning is a rational process for formulating and attaining objectives. The objectives developed serve as a guide to the preparation of the land use plan. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented owing to changing public attitudes and values. The formulation of objectives should involve the active participation of officials and citizens. The active participation of the Town and Village citizenry and elected and appointed officials in the planning process was facilitated through public meetings, including several Town and Village land use plan Committee meetings, and the incorporation of the findings of a Town survey completed in 2000, and the Village's Vision 2000 Task Force Report completed in 1993.

### **Identification of Community Land Use and Facility Requirements**

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

### **Development and Adoption of Recommended Plan**

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

### **Plan Implementation**

Implementation of the adopted land use plan requires the use of several planning tools of a legal nature. A zoning ordinance and accompanying zoning map should be used to legally assure that private development and redevelopment occur in conformance with the adopted plan. The zoning regulation should govern not only:

1. The types of land use permitted in various parts of the community, but;
2. The height and arrangement of buildings on the land;
3. The intensity of the use of land, and;
4. The supporting facilities needed to carry out the intent of the land use plan.

Land subdivision regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the plan with respect to the proposed land uses to be accommodated. Implementation of the plan should also be furthered by the formulation of public policies that will ensure plan implementation.

## **REPORT STRUCTURE**

This planning report consists of eight chapters.

Following this introductory chapter, Chapter II, "Population, Households, and Employment Inventory, Analysis, and Forecasts," presents both the historic and forecast population, household, and employment data for the year 2020 that were used in the planning effort.

Chapter III, "Natural Resource Base," presents information pertaining to the natural resource base of the Union Grove/Yorkville planning area, including data on soils, topography, drainage, wetlands, floodlands, woodlands, wildlife habitat, and parks.

Chapter IV, "Man-Made Environment," presents relevant data on the significant man-made features of the Union Grove/Yorkville planning area, including data on existing land use, and community facilities and services.

Chapter V, "Existing Land Use Regulations," presents information pertaining to zoning, land subdivision control and other Town, Village, and County ordinances.

Chapter VI, "Land Use Plan," presents the community land use objectives upon which the land use plan was based, as well as the community land use needs to the design year 2020 based upon the forecast population and employment levels described in Chapter II.

Chapter VII, "Plan Implementation," describes the legal instruments needed to implement the plan.

Finally, a complete summary of the plan is provided in Chapter VIII.

## **Chapter II**

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

### **INTRODUCTION**

Information on the size, characteristics, and distribution of the resident population, households, and employment levels and anticipated changes in these socioeconomic factors over time is essential to the preparation of a sound land use plan. More specifically, certain land use requirements and needs that a land use plan seeks to meet are directly related to the existing and probable future population, household, and employment levels of the area. This chapter presents relevant data concerning these characteristics of the Union Grove/Yorkville planning area.

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

In the Union Grove/Yorkville planning area, the preparation of population, household, and employment forecasts is a particularly difficult task because of economic uncertainties and are subject to periodic revisions as new information becomes available. The population, household, and employment forecasts presented in this land use plan were developed from regional and county forecasts reflecting alternative futures for the Southeastern Wisconsin Region developed by the Regional Planning Commission.

Two alternative future scenarios were prepared for the Region as a basis for the regional population, household, and employment forecasts:

1. An intermediate-growth scenario with a centralized development pattern with urban development generally occurring within, and along the periphery of, existing urban centers in the Region; and
2. A high-growth scenario with a decentralized development pattern which envisions the continuation of historic trends of decentralization of population and employment and associated development away from the older urban centers of the Region.

Under each scenario, land use patterns were developed which were believed to represent conditions that could occur in the Southeastern Wisconsin Region and the Union Grove/Yorkville planning area over the plan design period. These two alternative future scenarios for growth and development were used as a basis for preparing the population, household, and employment forecasts for the Union Grove/Yorkville planning area because it was believed that these scenarios provided a realistic range of population, household, and employment levels for the planning area over the plan design period.

## Population

Historic and forecast population levels for the Region, Racine County, the Village of Union Grove, the Town of Yorkville and the planning area are set forth in Table 1. A review of Table 1 indicates the following:

- During the period 1850 to 1930 the Region and Racine County experienced relatively steady and rapid rates of population growth. By comparison, population changes experienced in the planning area during this same period were erratic.
- During the time period from 1930 to 1980, both the Village of Union Grove and the Town of Yorkville experienced higher rates of population growth than either the Region or the County. During this time period, regional population levels increased by about 758,700 persons, or about 75 percent; while the population of Racine County increased by about 82,900 persons, or about 92 percent. Population levels in the Union Grove/Yorkville planning area during this same time period increased by about 4,800 persons, or more than 250 percent.
- During the 1980s, the Town of Yorkville experienced a slight decrease in population, while the Region, County, and Village of Union Grove experienced slight increases in population.
- During the 1990s, the Union Grove/Yorkville planning area again experienced higher rates of population growth than either the Region or the County, 16 percent for the planning area compared to 7 and 8 percent for the Region and County respectively.

Forecast population levels for the Region, Racine County, and the Union Grove/Yorkville planning area are set forth in Table 2 and shown in Figure 1.

As indicated in Table 2 and shown in Figure 1:

- Envisioned population growth rates for the planning area are slightly higher than those of the Region and Racine County under both the intermediate-growth centralized regional plan and the high-growth decentralized alternative.
- The resident population of the Region and of the County are envisioned to increase by about 15 percent and 12 percent, respectively, under the intermediate-growth centralized regional plan—the adopted regional plan; and by about 31 percent and 42 percent, respectively, under the high-growth decentralized alternative.
- The Union Grove/Yorkville planning area is envisioned to grow by about 1,500 persons, or by about 23 percent under the intermediate-growth centralized regional plan, and by about 4,500 persons, or by about 69 percent, under the high-growth decentralized alternative.<sup>1</sup>
- About 79 percent of the envisioned increase under the intermediate growth plan is anticipated to occur within the Union Grove urban area. Similarly, the Union Grove urban area accounts for about 89 percent of the envisioned growth under the high-growth decentralized alternative.

<sup>1</sup>The year 2000 census population levels of the Village of Union Grove and the Town of Yorkville are 4,322 and 3,291 persons, respectively. This total of 7,613 persons for the planning area represents an increase of approximately 16 percent, or about 100 persons per year, since 1990. This rate of increase is somewhat higher than the rate of increase of 50 persons per year envisioned under the intermediate-growth plan, but still less than the 150 persons per year rate of increase envisioned by the year 2020 under the high-growth plan.

Table 1

**HISTORIC POPULATION LEVELS FOR THE REGION, RACINE COUNTY,  
THE VILLAGE OF UNION GROVE, AND THE TOWN OF YORKVILLE: 1850-2000**

Year	Region			Racine County			Village of Union Grove <sup>a</sup>			Town of Yorkville			Total Planning Area		
	Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent		Number	Percent		Number	Percent
1850	113,389	--	--	14,973	--	--	--	--	--	998	--	--	998	--	--
1860	190,409	77,020	67.9	21,360	6,387	42.7	--	--	--	1,283	285	28.6	1,283	285	28.6
1870	223,546	33,137	17.4	26,740	5,380	25.2	--	--	--	1,587	304	23.7	1,587	304	23.7
1880	277,119	53,573	24.0	30,922	4,182	15.6	--	--	--	1,532	(55)	(3.5)	1,532	(55)	(3.5)
1890	386,774	109,655	39.6	36,268	5,346	17.3	--	--	--	1,391	(141)	(9.2)	1,391	(141)	(9.2)
1900	501,808	115,034	29.7	45,644	9,376	25.9	520	--	--	1,047	(344)	(24.7)	1,567	176	12.7
1910	631,161	129,353	25.8	57,424	11,780	25.8	616	96	18.5	1,146	99	9.5	1,762	195	12.4
1920	783,681	152,520	24.2	78,961	21,537	37.5	729	113	18.3	1,133	(13)	(1.1)	1,862	100	5.7
1930	1,006,118	222,437	28.4	90,217	11,256	14.3	755	26	3.6	1,182	49	4.3	1,937	75	4.0
1940	1,067,699	61,581	6.1	94,047	3,830	4.2	973	218	28.9	1,254	72	6.1	2,227	290	15.0
1950	1,240,618	172,919	16.2	109,585	15,538	16.5	1,358	385	39.6	1,474	220	17.5	2,832	605	27.2
1960	1,573,614	332,996	26.8	141,781	32,196	29.4	1,970	612	45.1	2,076	602	40.8	4,046	1,214	42.9
1970	1,756,083	182,469	11.6	170,838	29,057	20.5	2,703	733	37.2	3,074	998	48.1	5,777	1,731	42.8
1980	1,764,796	8,713	0.5	173,132	2,294	1.3	3,517	814	30.1	3,163	89	2.9	6,680	903	15.6
1990	1,810,364	45,568	2.6	175,034	1,902	1.1	3,669	152	4.3	2,901	(262)	(8.3)	6,570	(110)	(1.6)
2000	1,931,165	120,801	6.7	188,831	13,797	7.9	4,322	653	17.8	3,291	390	13.4	7,613	1,043	15.9

<sup>a</sup>The Village of Union Grove was incorporated in 1893.

Source: U.S. Census Bureau and SEWRPC.

Table 2

**EXISTING AND FORECAST POPULATION LEVELS FOR THE REGION, RACINE COUNTY,  
THE VILLAGE OF UNION GROVE URBAN AREA, AND THE TOWN OF YORKVILLE: 1990-2020**

Year	Region			Racine County			Village of Union Grove Urban Area <sup>a</sup>			Town of Yorkville			Total Planning Area		
	Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period		Total Population	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent		Number	Percent		Number	Percent
1990	1,810,364	--	--	175,034	--	--	3,849	--	--	2,721	--	--	6,570	--	--
2020 Intermediate-Growth Centralized Regional Plan	2,077,900	267,536	14.8	195,600	20,566	11.7	5,030	1,181	30.7	3,039	318	11.7	8,069	1,499	22.8
2020 High-Growth Decentralized Alternative	2,367,000	556,636	30.7	248,200	73,166	41.8	7,880	4,031	104.7	3,202	481	17.7	11,082	4,512	68.7

<sup>a</sup>See Map 3 in Chapter 1.

Source: U.S. Census Bureau and SEWRPC.

## Households

Historic household levels for the Region, Racine County, the Village of Union Grove and the Town of Yorkville and the planning area are set forth in Table 3. A review of Table 3 indicates the following:

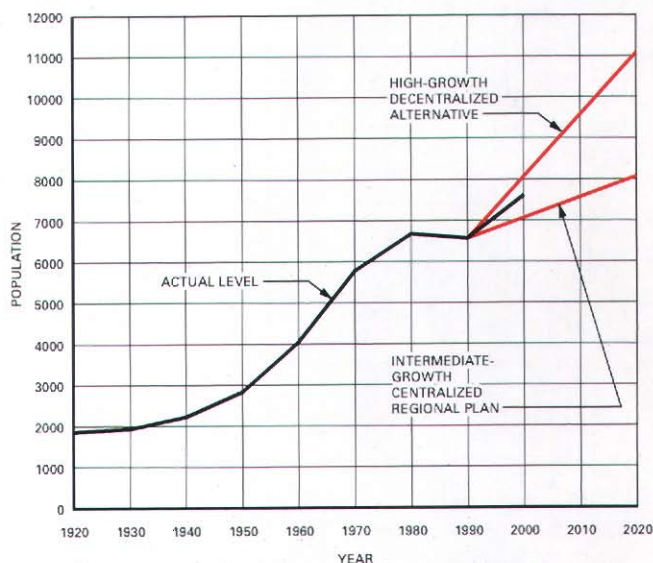
- Historic household formation rates in the planning area were significantly greater than such rates in either the Region or the County in the 1960 to 1980 time period. During that period, households in the Region increased by about 162,100, or about 35 percent. During the same time period, household levels in Racine County increased by almost 18,700, or 46 percent. Household levels in the planning area during this time period, however, increased by over 1,000, or 94 percent.
- From 1980 to 1990, household levels in the Region, Racine County, and the planning area all increased at a rate of about 7 percent. Most of the increase in the planning area, about 82 percent, occurred in the Village of Union Grove.
- During the 1990s, the planning area again experienced higher rates of household formation than the Region and County. During this time period, household levels in the Region and Racine County increased at a rate of about 11 percent compared to 21 percent for the planning area.

Forecast household levels for the Region, Racine County, and the Union Grove/Yorkville planning area are set forth in Table 4 and shown in Figure 2. As indicated in Table 4 and shown in Figure 2:

- The historic trend toward higher rates of growth in households in the Union Grove/Yorkville planning area relative to the Region or the County may be expected to continue under both the intermediate-growth centralized regional plan, as well as the high-growth decentralized alternative.
- Households in the planning area may be expected to increase by about 735, or about 32 percent, under the intermediate-growth centralized regional plan. The rate of growth in the number of households within the Region and the County would approximate 22 and 23 percent, respectively, under this plan.
- Under the high-growth decentralized alternative, households in the planning area would increase by about 1,735, about 76 percent. This rate of increase surpasses the envisioned rates of increase of about 34 percent and about 50 percent for the Region and the County, respectively, under this alternative.
- Similar to the anticipated increases in population, most of the expected increases in household levels within the planning area, about 77 and 89 percent are envisioned to occur within the Union Grove urban area under the intermediate growth plan and high-growth decentralized alternative, respectively.

Figure 1

### HISTORICAL AND FORECAST POPULATION LEVEL FOR THE UNION GROVE/YORKVILLE PLANNING AREA<sup>a</sup>: 1920-2020



<sup>a</sup>Includes the Village of Union Grove and the Town of Yorkville.

Source: U.S. Census Bureau and SEWRPC.

Table 3

**HISTORIC HOUSEHOLD LEVELS FOR THE REGION, RACINE COUNTY,  
THE VILLAGE OF UNION GROVE, AND THE TOWN OF YORKVILLE: 1960-2000**

Year	Region			Racine County			Village of Union Grove			Town of Yorkville			Total Planning Area		
	Households	Change from Previous Time Period		Households	Change from Previous Time Period		Households	Change from Previous Time Period		Households	Change from Previous Time Period		Households	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent		Number	Percent		Number	Percent
1960	465,913	--	--	40,736	--	--	554	--	--	537	--	--	1,091	--	--
1970	536,486	70,573	15.1	49,796	9,060	22.2	810	256	46.2	751	214	39.9	1,561	470	43.1
1980	627,955	91,469	17.0	59,418	9,622	19.3	1,159	349	43.1	952	201	26.8	2,111	550	35.2
1990	676,107	48,152	7.7	63,736	4,318	7.3	1,295	136	11.7	980	28	2.9	2,275	164	7.8
2000	749,055	72,948	10.8	70,819	7,083	11.1	1,631	336	25.9	1,123	143	14.6	2,754	479	21.1

Source: U.S. Census Bureau and SEWRPC.

Table 4

**EXISTING AND FORECAST HOUSEHOLD LEVELS FOR THE REGION, RACINE COUNTY,  
THE VILLAGE OF UNION GROVE URBAN AREA, AND THE TOWN OF YORKVILLE: 1990-2020**

Year	Region			Racine County			Village of Union Grove Urban Area <sup>a</sup>			Town of Yorkville			Total Planning Area		
	Total Households	Change from Previous Time Period		Total Households	Change from Previous Time Period		Total Households	Change from Previous Time Period		Total Households	Change from Previous Time Period		Total Households	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent		Number	Percent		Number	Percent
1990	676,107	--	--	67,736	--	--	1,365	--	--	910	--	--	2,275	--	--
2020 Intermediate-Growth Centralized Regional Plan	827,100	150,993	22.3	78,200	14,464	22.7	1,931	566	41.5	1,080	170	18.7	3,011	736	32.4
2020 High-Growth Decentralized Alternative	905,100	228,993	33.9	95,800	32,064	50.3	2,911	1,546	113.3	1,101	191	21.0	4,012	1,737	76.4

<sup>a</sup>See Map 3 in Chapter 1.

Source: U.S. Census Bureau and SEWRPC.

Historic population per housing unit for the Region, Racine County, the Village of Union Grove and the Town of Yorkville and the planning area are set forth in Table 5. As indicated in Table 5:

- The Region, Racine County, the Village of Union Grove, the Town of Yorkville and the planning area has been experiencing a decrease in the number of persons per occupied housing unit.
- The most significant decline in the number of persons per housing unit occurred in the time period between 1970 and 1980, when household sizes in the Region, Racine County, and the planning area declined about 14 percent. During this time period, the number of persons per housing unit declined from 3.20 to 2.75 in the Region; from 3.35 to 2.86 in the County; and from 3.61 to 3.09 in the planning area.
- While the decline in the number of persons per occupied housing unit continued from 1980 to 2000, the rate of decline was significantly less than was experienced in the previous decade.
- The planning area generally experienced larger household sizes than either Racine County or the Region in each decade 1960 to 2000.

Forecast population per housing unit for the Region, Racine County, and the Union Grove/Yorkville planning area are set forth in Table 6. As indicated in Table 6, the decline in household sizes for the Region, Racine County, and the planning area may be expected to continue through the year 2020 under both the intermediate-growth centralized regional plan and the high-growth decentralized alternative.

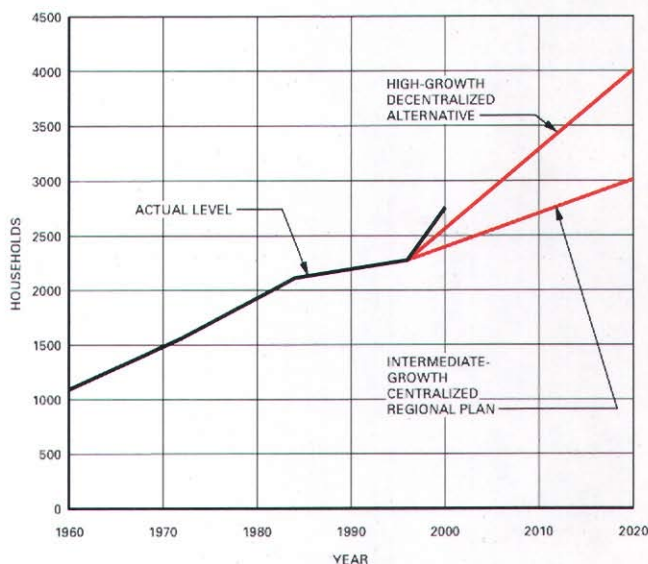
## Employment

Historic and forecast employment levels in the Region, Racine County, and in the Union Grove/Yorkville planning area are set forth in Table 7. Employment levels, or “jobs,” are enumerated at their location, and are thus often referred to in terms of “place of work” data. Enumeration of jobs does not distinguish between full- and part-time jobs or indicate whether or not the job is held by a resident of the jurisdiction in which the job is enumerated or by someone living outside of the jurisdiction. As indicated in Table 7 and shown in Figure 3:

- From 1970 to 1990 employment growth rates for both the Village of Union Grove and the Town of Yorkville were higher than those of the Region or Racine County. During this time period, employment levels in the Region and Racine County increased by 283,100, or by about 36 percent, and by 24,300, or by about 38 percent, respectively. Employment levels in the planning area during this period increased by about 1,400 jobs, or about 85 percent.

**Figure 2**

### HISTORICAL AND FORECAST HOUSEHOLD LEVELS FOR THE UNION GROVE/ YORKVILLE PLANNING AREA<sup>a</sup>: 1960-2020



<sup>a</sup>Includes the Village of Union Grove and the Town of Yorkville.

Source: U.S. Census Bureau and SEWRPC.

Table 5

**HISTORIC POPULATION PER OCCUPIED HOUSING UNIT FOR THE REGION,  
RACINE COUNTY, THE VILLAGE OF UNION GROVE, AND THE TOWN OF YORKVILLE: 1960-2000**

Year	Region			Racine County			Village of Union Grove			Town of Yorkville			Total Planning Area		
	Population per Occupied Housing Unit	Change from Previous Time Period		Population per Occupied Housing Unit	Change from Previous Time Period		Population per Occupied Housing Unit	Change from Previous Time Period		Population per Occupied Housing Unit	Change from Previous Time Period		Population per Occupied Housing Unit	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent		Number	Percent		Number	Percent
1960	3.30	--	--	3.39	--	--	3.52	--	--	3.87	--	--	3.69	--	--
1970	3.20	(0.10)	(3.0)	3.35	(0.04)	(1.2)	3.31	(0.21)	(6.0)	3.93	0.06	1.6	3.61	(0.08)	(2.2)
1980	2.75	(0.45)	(14.1)	2.86	(0.49)	(14.6)	2.92	(0.39)	(11.8)	3.29	(0.64)	(16.3)	3.09	(0.52)	(14.4)
1990	2.62	(0.13)	(4.7)	2.70	(0.16)	(5.6)	2.73	(0.19)	(6.5)	2.93	(0.36)	(10.9)	2.82	(0.27)	(8.7)
2000	2.52	(0.10)	(3.8)	2.59	(0.11)	(4.1)	2.60	(0.13)	(4.8)	2.75	(0.18)	(6.1)	2.66	(0.16)	(5.7)

Source: U.S. Census Bureau and SEWRPC.

Table 6

**EXISTING AND FORECAST POPULATION PER OCCUPIED HOUSING UNIT FOR THE REGION,  
RACINE COUNTY, THE VILLAGE OF UNION GROVE URBAN AREA, AND THE TOWN OF YORKVILLE: 1990-2020**

Year	Region			Racine County			Village of Union Grove Urban Area <sup>a</sup>			Town of Yorkville			Total Planning Area		
	Population per Occupied Housing Unit	Change from Previous Time Period		Population per Occupied Housing Unit	Change from Previous Time Period		Population per Occupied Housing Unit	Change from Previous Time Period		Population per Occupied Housing Unit	Change from Previous Time Period		Population per Occupied Housing Unit	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent		Number	Percent		Number	Percent
1990	2.62	--	--	2.70	--	--	2.72	--	--	2.95	--	--	2.82	--	--
2020 Intermediate-Growth Centralized Regional Plan	2.45	(0.17)	(6.5)	2.46	(0.24)	(8.9)	2.53	(0.19)	(7.0)	2.78	(0.17)	(5.8)	2.62	(0.20)	(7.1)
2020 High-Growth Decentralized Alternative	2.55	(0.07)	(2.7)	2.56	(0.14)	(5.2)	2.65	(0.07)	(2.6)	2.87	(0.08)	(2.7)	2.71	(0.11)	(3.9)

<sup>a</sup>See Map 3 in Chapter 1.

Source: U.S. Census Bureau and SEWRPC.

Table 7

**EXISTING AND FORECAST EMPLOYMENT LEVELS FOR THE REGION, RACINE COUNTY,  
THE VILLAGE OF UNION GROVE URBAN AREA, AND THE TOWN OF YORKVILLE: 1970-2020**

Year	Region			Racine County			Village of Union Grove Urban Area <sup>a</sup>			Town of Yorkville			Total Planning Area		
	Employment	Change from Previous Time Period		Employment	Change from Previous Time Period		Employment	Change from Previous Time Period		Employment	Change from Previous Time Period		Employment	Change from Previous Time Period	
		Number	Percent		Number	Percent		Number	Percent		Number	Percent		Number	Percent
1970	784,100	--	--	64,500	--	--	870	--	--	820	--	--	1,690	--	--
1980	945,200	161,100	20.5	80,900	16,400	25.4	1,240	370	42.5	1,070	250	30.5	2,310	620	36.7
1990	1,067,200	122,000	12.9	88,800	7,900	9.8	1,700	460	37.1	1,420	350	32.7	3,120	810	35.1
2020 Intermediate-Growth Centralized Regional Plan	1,277,100	209,900	19.7	108,700	19,900	22.4	2,140	440	25.9	2,100	680	47.9	4,240 <sup>b</sup>	1,120	35.9
2020 High-Growth Decentralized Alternative	1,362,600	295,400	27.7	119,400	30,600	34.5	2,430	730	42.9	4,400	2,980	209.9	6,830	3,710	118.9

<sup>a</sup>See Map 3 in Chapter 1.

<sup>b</sup>The SEWRPC estimated employment level for the planning area in 2000 is 4,441, already higher than the employment level envisioned under the Commission's 2020 Intermediate-Growth Centralized Regional Plan as related to the planning area.

Source: U.S. Census Bureau and SEWRPC.

- This trend of employment growth for the planning area relative to the Region or Racine County may be expected to continue under both alternative futures as a result of the envisioned continued economic activity not only in the Village of Union Grove, but along IH 94 as well.

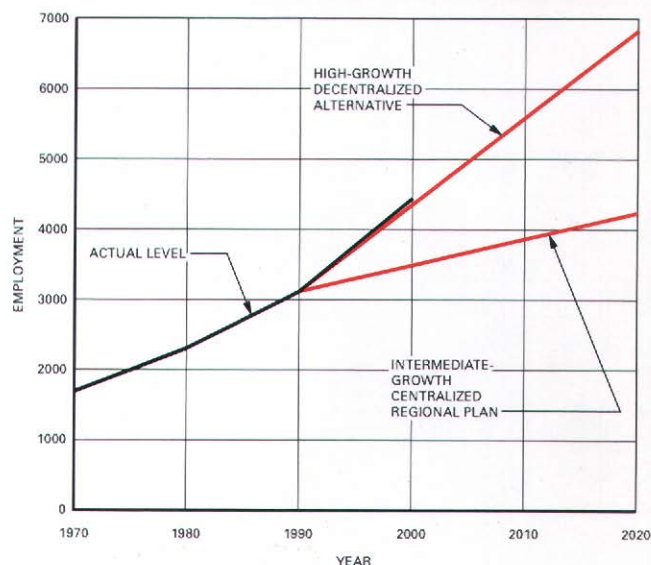
- Employment levels in the planning area may be expected to increase by 36 percent under the intermediate-growth centralized regional plan, compared to the about 20 percent and 22 percent rates of increase envisioned for the Region and Racine County, respectively, under this plan.

- Under the high-growth decentralized alternative, employment levels in the planning area would increase by about 119 percent, compared to about 28 percent and about 35 percent for the Region and Racine County, respectively.

- Unlike anticipated increases in population and households levels discussed earlier in this chapter most of the increase in employment levels envisioned under the plan are expected to occur in areas along IH 94 in the Town of Yorkville and not in the Union Grove urban area. Of the anticipated increase in employment levels in the planning area, about 61 percent and about 80 percent would be in the Town under the intermediate-growth plan, and high-growth decentralized alternatives respectively.

**Figure 3**

**HISTORICAL AND FORECAST  
EMPLOYMENT LEVELS FOR THE UNION GROVE/  
YORKVILLE PLANNING AREA<sup>a</sup>: 1970-2020**



<sup>a</sup>Includes the Village of Union Grove and the Town of Yorkville.

Source: SEWRPC.

## POPULATION AND HOUSING CHARACTERISTICS

This section of the chapter provides pertinent information concerning the characteristics of the resident population and housing units in the Village of Union Grove and the Town of Yorkville, including information on educational attainment, household and family income, residential building activity, characteristics of the housing stock, and occupation characteristics of the employed labor force in the Village and Town.

Table 8 provides information on the educational attainment of persons 25 years of age and older in the Region, Racine County, the Village of Union Grove and the Town of Yorkville. As indicated in Table 8:

- In 2000 the Village and Town had similar percentages of persons with a high school diploma or higher level of educational attainment—about 88 and 82 percent respectively—as the Region and Racine County—about 84 and 83 percent, respectively.
- Approximately 48 percent of those persons 25 years of age and older in the Village of Union Grove and 50 percent in the Town of Yorkville had some college, or a degree, compared to 54 percent for the Region and 51 percent for Racine County.

Household and family income levels in the Region, Racine County, the Village of Union Grove, and the Town of Yorkville in 1999 are set forth in Table 9. As indicated in Table 9:

Table 8

**EDUCATIONAL ATTAINMENT OF PERSONS 25 YEARS AND OVER IN THE REGION,  
RACINE COUNTY, THE VILLAGE OF UNION GROVE, AND THE TOWN OF YORKVILLE: 2000**

Education Level Attained	Region		Racine County		Village of Union Grove		Town of Yorkville	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than 9th grade .....	59,587	4.8	6,310	5.2	73	2.7	206	8.9
9th to 12th grade, no diploma .....	136,211	11.0	14,604	11.9	255	9.5	202	8.7
High school diploma (includes GED) .....	372,955	29.9	39,758	32.4	1,054	39.5	768	32.9
Some college, no degree .....	272,642	21.9	27,879	22.8	565	21.1	389	16.7
Associate degree .....	85,761	6.9	9,006	7.4	205	7.7	185	8.0
Bachelor's degree .....	214,986	17.3	17,082	14.0	322	12.1	374	16.1
Graduate degree .....	101,712	8.2	7,717	6.3	198	7.4	202	8.7
<b>Total</b>	<b>1,243,854</b>	<b>100.0</b>	<b>122,356</b>	<b>100.0</b>	<b>2,672</b>	<b>100.0</b>	<b>2,326</b>	<b>100.0</b>

Source: U.S. Census Bureau and SEWRPC.

- The 1999 household and family income levels for the Town of Yorkville exceeded the 1999 income levels of households and of families in the Region and in Racine County.
- The 1999 median household income of \$62,100 for Town of Yorkville was about \$15,500, or 33 percent, more than the median household income in the Region. The median household income in the Town was also about \$14,000, or 29 percent, more than the median household income in Racine County.
- The 1999 median household income of \$50,600 for the Village of Union Grove was about \$4,000, or 9 percent, more than the median household income in the Region. The median household income in the Village was also about \$2,500, or 5 percent, more than the median household income in Racine County. The mean household and family income levels for the Village ranged from \$5,000 to \$10,000 less than the household and family income levels in both the Region and in Racine County.

Residential building activity in the Village of Union Grove and the Town of Yorkville during the time period 1977 to 1997 as evidenced by the number of single-family housing units authorized by zoning permits is set forth in Table 10. As indicated in Table 10:

- During this 21-year time period, 407 zoning permits for single-family housing units were authorized, ranging from a low of three permits in 1985 to a high of 47 permits in 1997.
- Readily apparent is the significantly higher number of zoning permits authorized in the time period 1988 to 1997, when the Region as well as the Village and Town, were experiencing significant residential development activity.
- During the 1988 to 1997 time period, a total of 265 permits were authorized, representing about 65 percent of the total number of permits authorized during the entire 21-year time period.

Selected housing characteristics for the Region, Racine County, Village of Union Grove, and the Town of Yorkville are set forth in Table 11. As indicated in Table 11:

- In 2000, about 97 percent of the total number of housing units in both the Village and the Town were occupied, compared to 94 percent and 95 percent, respectively, for the Region and Racine County.

Table 9

**HOUSEHOLD AND FAMILY INCOME IN THE REGION, RACINE COUNTY,  
THE VILLAGE OF UNION GROVE, AND THE TOWN OF YORKVILLE: 1999**

Range	Region				Racine County				Village of Union Grove				Town of Yorkville			
	Households		Families		Households		Families		Households		Families		Households		Families	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$10,000	56,195	7.5	22,870	4.6	4,423	6.2	1,829	3.7	78	4.8	46	4.0	29	2.5	12	1.3
\$10,000 to \$14,999	40,804	5.4	14,956	3.0	3,643	5.1	1,430	2.9	76	4.7	10	0.9	32	2.8	13	1.4
\$15,000 to \$24,999	88,893	11.9	41,464	8.4	8,428	11.9	4,049	8.1	165	10.2	40	3.5	84	7.4	38	4.0
\$25,000 to \$34,999	92,810	12.4	51,152	10.3	8,453	11.9	5,360	10.7	130	8.0	103	9.1	104	9.1	91	9.7
\$35,000 to \$49,999	125,222	16.7	79,730	16.1	11,812	16.7	6,383	16.7	349	21.5	247	21.7	182	16.0	162	17.2
\$50,000 to \$74,999	164,084	21.9	128,004	25.8	17,196	24.4	13,948	27.9	486	30.0	405	35.7	277	24.3	242	25.6
\$75,000 to \$99,999	91,480	12.2	78,418	15.8	9,162	12.9	8,180	16.3	275	16.9	244	21.5	244	21.4	213	22.5
\$100,000 to \$149,999	60,794	8.1	53,811	10.9	5,516	7.8	5,012	10.0	43	2.6	32	2.8	143	12.5	126	13.4
\$150,000 to \$199,999	14,148	1.9	12,383	2.5	1,036	1.5	906	1.8	20	1.2	9	0.8	33	2.9	33	3.5
\$200,000 or more	15,204	2.0	13,122	2.6	1,127	1.6	955	1.9	2	0.1	0	0.0	13	1.1	13	1.4
Total	749,634	100.0	495,910	100.0	70,796	100.0	50,052	100.0	1,624	100.0	1,136	100.0	1,141	100.0	943	100.0
Mean Income	58,003	--	68,009	--	57,286	--	65,438	--	52,824	--	58,054	--	68,476	--	73,774	--
Median Income	46,587	--	55,478	--	48,059	--	56,331	--	50,636	--	57,453	--	62,076	--	63,867	--

NOTE: A household includes all the persons who occupy a housing unit. A family consists of the head of the household and one or more other persons living in the same household who are related to the head of the household by birth, marriage, or adoption. Not all households contain families since a household may consist of a group of unrelated persons or one person living alone.

Source: U.S. Census Bureau and SEWRPC.

- Renter-occupied housing units made up a significantly smaller percentage of the housing stock in the Town of Yorkville—about 10 percent, compared to the Village of Union Grove—about 37 percent, the Region—about 35 percent, and Racine County—about 28 percent.

Employed persons 16 years or older by class of worker in the Region, Racine County, the Village of Union Grove, and the Town of Yorkville in 2000 are set forth in Table 12. Employed persons, the “civilian labor force,” are enumerated where they reside and are thus often referred to as “place of residence” employment data. As indicated in Table 12:

- Racine County and the Region have about 84 and 85 percent, respectively, of the employed persons 16 years and older classified as private wage and salary workers, while the Village and Town have about 79 percent of persons 16 years and older in this classification.
- Compared to the Region, Racine County, and the Town, the Village has a lower proportion of employed persons classified as self-employed.

Table 13 sets forth information for employed persons 16 years of age and older by occupation in the Region, Racine County, the Village of Union Grove, and the Town of Yorkville. This table indicates that:

- Compared to the Region and Racine County, the Village and Town have lower proportions of the employed labor force classified as sale and office.
- Conversely, the Village and the Town have higher proportions of their employed labor force classified as construction, extraction, and maintenance.

## SUMMARY

### Population, Household, and Employment Forecasts

The selection of forecasts of population, household, and employment levels for use in the preparation of a land use plan for the Village of Union Grove and the Town of Yorkville was based upon consideration of alternative population, household, and employment forecasts to the design year 2020 prepared by the Regional Planning Commission and used by the Commission in its regional and local planning efforts. Two alternative population, household, and employment forecasts were developed, one based upon the intermediate-growth centralized regional plan—the adopted regional plan; and one based on a high-growth decentralized alternative thereto. Under these alternative forecasts:

Table 10

### RESIDENTIAL BUILDING ACTIVITY IN THE VILLAGE OF UNION GROVE AND THE TOWN OF YORKVILLE: 1977-1997

Year	Number of Single-Family Housing Units Authorized by Zoning Permit		
	Village of Union Grove	Town of Yorkville	Total
1977	30	15	45
1978	6	12	18
1979	6	2	8
1980	4	11	15
1981	1	5	6
1982	9	2	11
1983	6	7	13
1984	3	4	7
1985	1	2	3
1986	5	5	10
1987	3	3	6
1988	2	11	13
1989	5	6	11
1990	13	12	25
1991	21	4	25
1992	10	8	18
1993	8	18	26
1994	17	21	38
1995	8	19	27
1996	19	16	35
1997	34	13	47
Total	211	196	407
Annual Average	10	9	19

Source: Racine County Planning and Development Department; U.S. Census Bureau, Construction Statistics, Building Permits Branch; and SEWRPC.

Table 11

**HOUSING CHARACTERISTICS OF THE REGION, RACINE COUNTY,  
THE VILLAGE OF UNION GROVE, AND THE TOWN OF YORKVILLE: 2000**

Characteristic	Region		Racine County		Village of Union Grove		Town of Yorkville	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied Housing Units								
Owner-Occupied.....	471,553	59.2	50,004	66.9	1,004	59.8	1,009	87.5
Renter-Occupied.....	277,502	34.8	20,815	27.9	627	37.4	114	9.9
Subtotal	749,055	94.0	70,819	94.8	1,631	97.2	1,123	97.4
Vacant Housing Units								
For rent, for sale, rented or sold but not occupied.....	24,468	3.1	2,167	2.9	38	2.3	22	1.9
For seasonal, recreational, or occasional use.....	13,142	1.6	896	1.2	2	0.1	1	0.1
Other vacant.....	10,069	1.3	836	1.1	6	0.4	7	0.6
Subtotal	47,679	6.0	3,899	5.2	46	2.8	30	2.6
Total Housing Units	796,734	100.0	74,718	100.0	1,677	100.0	1,153	100.0

Source: U.S. Census Bureau and SEWRPC.

Table 12

**EMPLOYED PERSONS 16 YEARS AND OLDER BY CLASS OF WORKER IN THE REGION,  
RACINE COUNTY, THE VILLAGE OF UNION GROVE, AND THE TOWN OF YORKVILLE: 2000**

Class	Region		Racine County		Village of Union Grove		Town of Yorkville	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Private Wage and Salary Worker.....	806,013	84.4	77,600	85.3	1,780	78.9	1,359	78.5
Federal Government Worker.....	14,951	1.6	1,226	1.3	25	1.1	14	0.8
State Government Worker.....	21,780	2.3	2,683	2.9	270	12.0	100	5.8
Local Government Worker.....	70,517	7.4	5,894	6.5	146	6.5	157	9.1
Self-Employed Worker.....	39,430	4.1	3,447	3.8	34	1.5	88	5.1
Unpaid Family Worker.....	1,752	0.2	171	0.2	0	0.0	12	0.7
Total	954,443	100.0	91,021	100.0	2,255	100.0	1,730	100.0

Source: U.S. Census Bureau and SEWRPC.

- The planning area population level, which stood at 6,570 persons in 1990, is envisioned to increase by about 1,500 persons, or by about 23 percent, under the intermediate-growth centralized regional plan; and by about 4,510 persons, or by about 69 percent, under the high-growth decentralized alternative.
- The household level, which stood at 2,275 in 1990, is envisioned to increase by about 735, or by about 32 percent, under the intermediate-growth centralized regional plan; and to increase by about 1,735, or by about 76 percent, under the high-growth decentralized alternative.

The employment level in the planning area, which stood at about 3,120 jobs in 1990, is envisioned to increase by about 1,120, or by about 36 percent, under the intermediate-growth centralized regional plan; and to increase by 3,710, or about 119 percent, under the high-growth decentralized alternative.

#### Population and Housing Characteristics

- Of the approximately 5,000 persons in the Village of Union Grove and the Town of Yorkville 25 years of age and older, about 740, or 15 percent, do not have a high school diploma; about 1,820, or

Table 13

**EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION  
IN THE REGION, RACINE COUNTY, THE VILLAGE OF UNION GROVE, AND THE TOWN OF YORKVILLE: 2000**

Occupation	Region		Racine County		Village of Union Grove		Town of Yorkville	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Management, Professional, and Related								
Management, business, and financial operations .....	128,568	13.5	11,247	12.4	234	10.4	270	15.6
Professional and related .....	194,243	20.4	16,662	18.3	363	16.1	348	20.1
Service								
Healthcare support .....	20,942	2.2	2,341	2.6	121	5.4	33	1.9
Protective service .....	16,392	1.7	1,753	1.9	98	4.3	40	2.3
Food preparation and serving related .....	44,080	4.6	3,726	4.1	61	2.7	36	2.1
Building and grounds cleaning and maintenance .....	25,577	2.7	2,398	2.6	71	3.1	61	3.5
Personal care and service .....	22,303	2.3	1,815	2.0	26	1.2	24	1.4
Sales and Office .....	257,051	27.0	23,311	25.6	606	26.8	328	19.0
Farming, Fishing, and Forestry .....	2,273	0.2	192	0.2	2	0.1	22	1.3
Construction, Extraction, and Maintenance .....	72,766	7.6	8,218	9.0	254	11.3	246	14.2
Production, Transportation, and Material Moving								
Production .....	114,633	12.0	13,544	14.9	277	12.3	189	10.9
Transportation and material moving .....	55,615	5.8	5,814	6.4	142	6.3	133	7.7
<b>Total</b>	<b>954,443</b>	<b>100.0</b>	<b>91,021</b>	<b>100.0</b>	<b>2,255</b>	<b>100.0</b>	<b>1,730</b>	<b>100.0</b>

Source: U.S. Census Bureau and SEWRPC.

36 percent, have a high school diploma; and about 2,440, or 49 percent, have some college or a degree.

- The 1999 household and family income levels in the Town of Yorkville exceed the income levels of households and families in the Region and in Racine County, while the mean income levels in the Village of Union Grove are lower than those of the Region and County.
- The 1999 median household income within the Town totaled almost \$62,100, while the median family income in the Town approximated \$63,900.
- The 1999 median household income levels in the Village totaled about \$50,600, while median family income levels in the Village was about \$57,500.
- During the 21-year time period 1977 to 1997, 407 zoning permits for single-family housing units in the planning area were authorized, ranging from a low of three permits in 1985, to a high of 47 permits in 1997. Building activity has recently increased, as evidenced by the number of zoning permits authorized during the 1988-1997 time period—a total of 265 permits, or about 65 percent of the total number of permits authorized during the 21-year time period.
- About 2,750 housing units, or about 97 percent of the 2,830 total housing units in the planning area, are classified as occupied. Renter-occupied comprise about 26 percent of the total housing stock, lower than the proportion of renter-occupied housing units for the Region or Racine County.
- Of the 3,985 employed persons 16 years or older in the planning area, about 3,140, or about 79 percent, are classified as private wage and salaried workers.
- Compared to the Region and Racine County, the planning area has a lower proportion of their employed labor force classified as sales and office.
- Conversely, the planning area has a higher proportion of its employed labor force classified as construction, extraction and maintenance.

## Chapter III

# NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

### INTRODUCTION

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

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

### SOILS

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

In order to assess the significance of the diverse soils found in Southeastern Wisconsin, the Regional Planning Commission in 1963 negotiated a cooperative agreement with the U.S. Soil Conservation Service<sup>1</sup> under which detailed operational soil surveys were completed for the entire seven-county Region. The survey reports were published in SEWRPC Planning Report No. 8 and in soil survey reports subsequently prepared by the Soil Conservation Service.<sup>2</sup> The surveys have provided sound, definitive data on the physical, chemical, and biological properties of the soils and have provided interpretations of the soil properties for planning, engineering, agricultural, and resource conservation purposes.

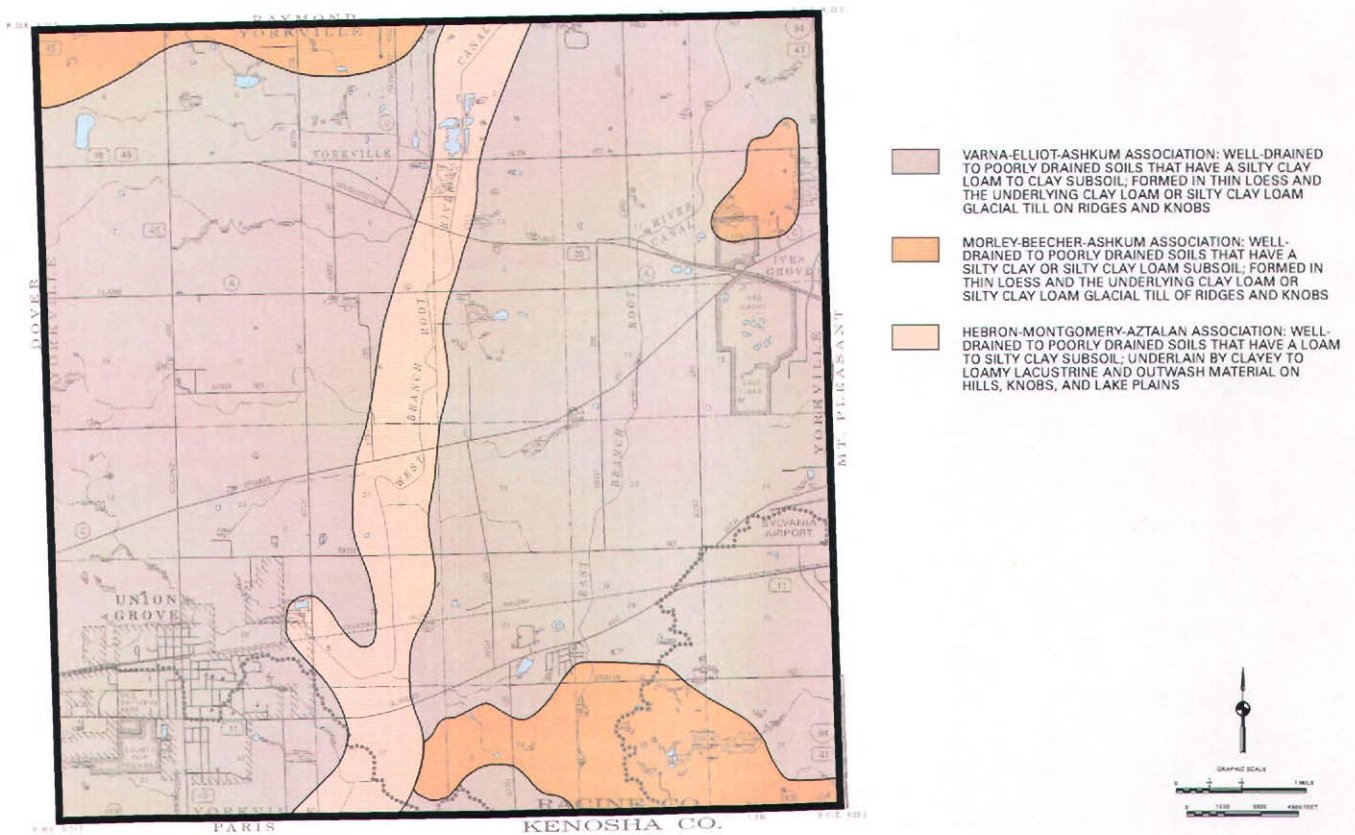
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<sup>1</sup>Now known as the U.S. Department of Agriculture-Natural Resource Conservation Service.

<sup>2</sup>SEWRPC Planning Report No. 8, Soils of Southeastern Wisconsin, 1966; and U.S. Department of Agriculture, Soil Conservation Service, Soil Survey of Kenosha and Racine Counties, Wisconsin, 1970.

Map 5

# GENERAL SOIL ASSOCIATIONS IN THE UNION GROVE/YORKVILLE PLANNING AREA



Source: SEWRPC.

## General Soil Groups

Map 5 provides an overview of the pattern of soils that exists within the planning area. As shown on Map 5:

- Three broad groups of soils, or soil associations, occur within the area: the Hebron-Montgomery-Aztalan association, the Morley-Beecher-Ashkum association, and the Varna-Elliott-Ashkum association.
- The Varna-Elliott-Ashkum association is predominant. This association consists of well-drained to poorly drained soils that have a silty clay loam or clay subsoil. The soils are nearly level to rolling and occur on low, broad ridges and knobs and are generally well suited for farming.

## Soil Suitability Interpretations

The soil surveys provide important information regarding the suitability of the land for various urban and rural uses. Interpreting soil surveys in this manner involves evaluating those characteristics of a soil which influence the particular use and assessing the kinds and degrees of limitations those soil properties and qualities, taken together, are likely to impose on the land use in question. Of particular importance in preparing a land use plan for the Union Grove/Yorkville planning area are suitability interpretations for residential development with public sanitary sewer service, for residential development with onsite sewage disposal systems, and for agriculture.

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

In view of the fact that public sanitary sewer service is provided within a portion of the planning area, it is important to consider the suitability of soils for residential development served by public sanitary sewers. As shown on Map 6 the detailed soil survey indicates that:

- About 12.6 square miles, or about 35 percent of the planning area, are covered by soils that have severe limitations for residential development with public sanitary sewer service, or stated differently, are poorly suited for residential development of any kind.
- These soils occur in widely dispersed enclaves intermixed with other soils throughout the planning area.

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

The suitability of soils in the planning area for onsite sewage disposal systems is indicated on Maps 7 and 8. Map 7 indicates suitability for conventional onsite sewage disposal systems; Map 8 indicates suitability for mound type onsite sewage disposal systems. The ratings are expressed in terms of the probability of meeting the criteria governing the siting of onsite sewage disposal systems set forth in Chapter Comm 83 of the Wisconsin Administrative Code. On these maps, areas shown as “suitable” have a high probability of meeting the code requirements for the system concerned, and areas shown as “unsuitable” have a high probability of not meeting the requirements. Areas shown as “undetermined” include soils having a range of characteristics which spans the applicable administrative code criteria, so that no classification can be assigned without more detailed field investigation. It should be noted that Maps 7 and 8 are intended to illustrate the overall pattern of soil suitability for onsite sewage disposal systems. Detailed site investigations based upon the requirements of Chapter Comm 83 are essential to the determination of whether or not the soils on any specific tract of land are suitable for development served by onsite sewage disposal systems.

As shown on Map 7 and 8 and indicated in Table 14:

- About 35.6 square miles, or about 98 percent of the planning area, are covered by soils classified as unsuitable for conventional onsite sewage disposal systems.
- The development of the mound type onsite sewage disposal systems and other alternative systems has significantly increased the proportion of the planning area which may be able to accommodate development served by onsite sewage disposal systems. Almost 17 square miles, or about 46 percent of the planning area, are covered by soils of undetermined suitability, that is, which may prove suitable for mound type systems upon the completion of detailed field investigations.

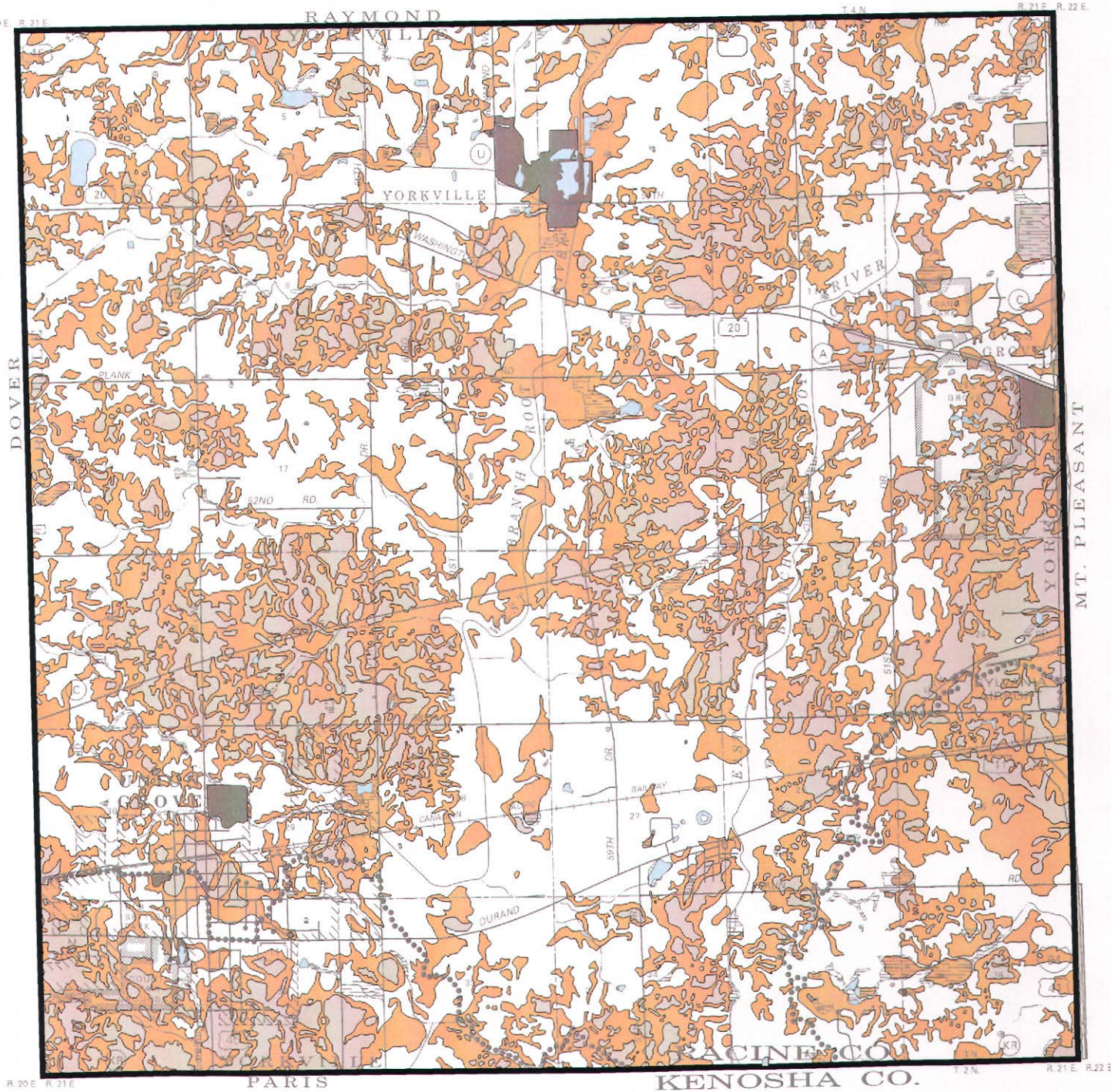
The soil ratings for onsite sewage disposal systems presented on Maps 7 and 8 reflect the requirements of Chapter Comm 83 of the *Wisconsin Administrative Code* as it existed in 1998. The Wisconsin Department of Commerce, the State agency responsible for the regulation of such systems, has established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

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

Much of the planning area is covered by soils which are well suited for agricultural use. Soil suitability for agricultural use within the undeveloped portion of the planning area, based upon the U.S. Natural Resources Conservation Service classification system, is shown on Map 9. National prime farmland is defined as land that is well suited for the production of food, feed, forage, fiber, and oilseed crops. Such farmland has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when properly treated and managed. Farmland of statewide importance includes lands in addition to national prime farmland which are important for the production of food and fiber, but have some limitations that restrict the choice of plants or require special conservation practices or both. As shown on Map 9:

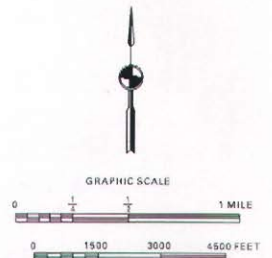
Map 6

**SUITABILITY OF SOILS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1995**



- 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

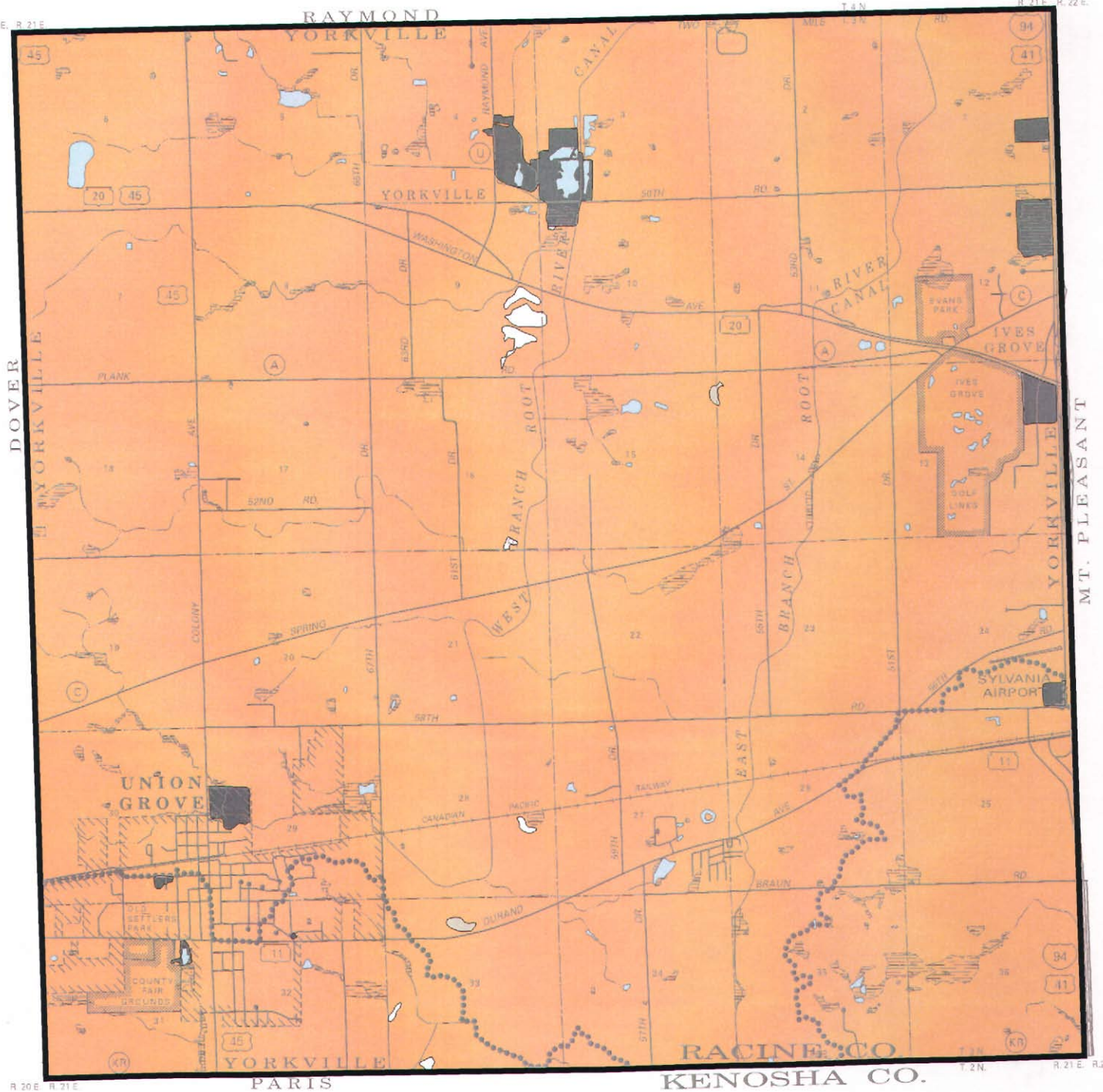
- OTHER AREAS CONSISTING FOR THE MOST PART OF DISTURBED LAND FOR WHICH NO INTERPRETIVE DATA ARE AVAILABLE
- SURFACE WATER



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

Map 7

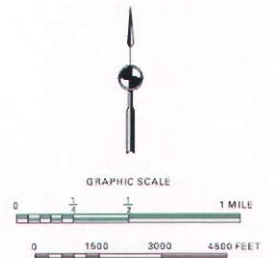
**SUITABILITY OF SOILS FOR CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEMS IN THE UNION GROVE/YORKVILLE PLANNING AREA**



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

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

NOTE: ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER OR NOT ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEM.



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

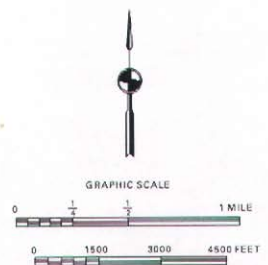
Map 8

**SUITABILITY OF SOILS FOR MOUND SEWAGE DISPOSAL  
SYSTEMS IN THE UNION GROVE/YORKVILLE PLANNING AREA**



- UNSUITABLE:** AREAS COVERED BY SOILS HAVING A HIGH PROBABILITY OF NOT MEETING THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND 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 MOUND ONSITE SEWAGE DISPOSAL SYSTEMS SO THAT NO CLASSIFICATION CAN BE ASSIGNED
- SUITABLE:** AREAS COVERED BY SOILS HAVING A HIGH PROBABILITY OF MEETING THE CRITERIA OF CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE GOVERNING MOUND ONSITE SEWAGE DISPOSAL SYSTEMS

- SURFACE WATER**
- OTHER:** AREAS CONSISTING FOR THE MOST PART OF DISTURBED LAND FOR WHICH NO INTERPRETIVE DATA ARE AVAILABLE
- NOTE:** ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER OR NOT ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A MOUND ONSITE SEWAGE DISPOSAL SYSTEM.



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

Table 14

**SOIL SUITABILITY FOR ONSITE SEWAGE DISPOSAL  
SYSTEMS IN THE UNION GROVE/YORKVILLE PLANNING AREA**

Classification	Conventional Systems		Mound Systems	
	Square Miles	Percent of Planning Area	Square Miles	Percent of Planning Area
Unsuitable .....	35.6	98.3	19.0	52.5
Undetermined .....	-- <sup>a</sup>	--	16.6	45.8
Suitable.....	0.1	0.3	0.1	0.3
Other <sup>b</sup> .....	0.5	1.4	0.5	1.4
Total	36.2	100.0	36.2	100.0

<sup>a</sup>Less than 0.05 square mile.

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

Source: SEWRPC.

- Areas identified as national prime farmland encompass 29.8 square miles, or 89 percent of the undeveloped area of the planning area.
- Areas identified as farmland of statewide importance encompasses 0.6 square mile, or 2 percent of the undeveloped area of the planning area.

## TOPOGRAPHIC AND TOPOGRAPHIC-RELATED FEATURES

The topography, or the relative elevation of the land surface, in the Union Grove/Yorkville planning area is determined, generally, by the configuration of the bedrock geology, and by the overlying glacial deposits. The topography of the planning area ranges from nearly level in certain areas to gently rolling in other areas.

Slope is an important determinant of the land uses practicable on a given parcel of land. Lands with steep slopes are generally poorly suited for urban development and for most agricultural purposes. The inappropriate development of steeply sloped areas can result in increased surface water runoff from erosion. Furthermore, steeply sloped areas often have an abundant diversity of plant and animal life compared to surrounding lands. Lands with steep slopes should generally be maintained in natural cover for water quality protection, wildlife habitat, and erosion control purposes.

The soil survey indicates that areas of steep slopes—that is, areas having a slope of 12 percent or greater—encompass only about 0.3 square mile, or less than 1 percent of the planning area as shown on Map 10.

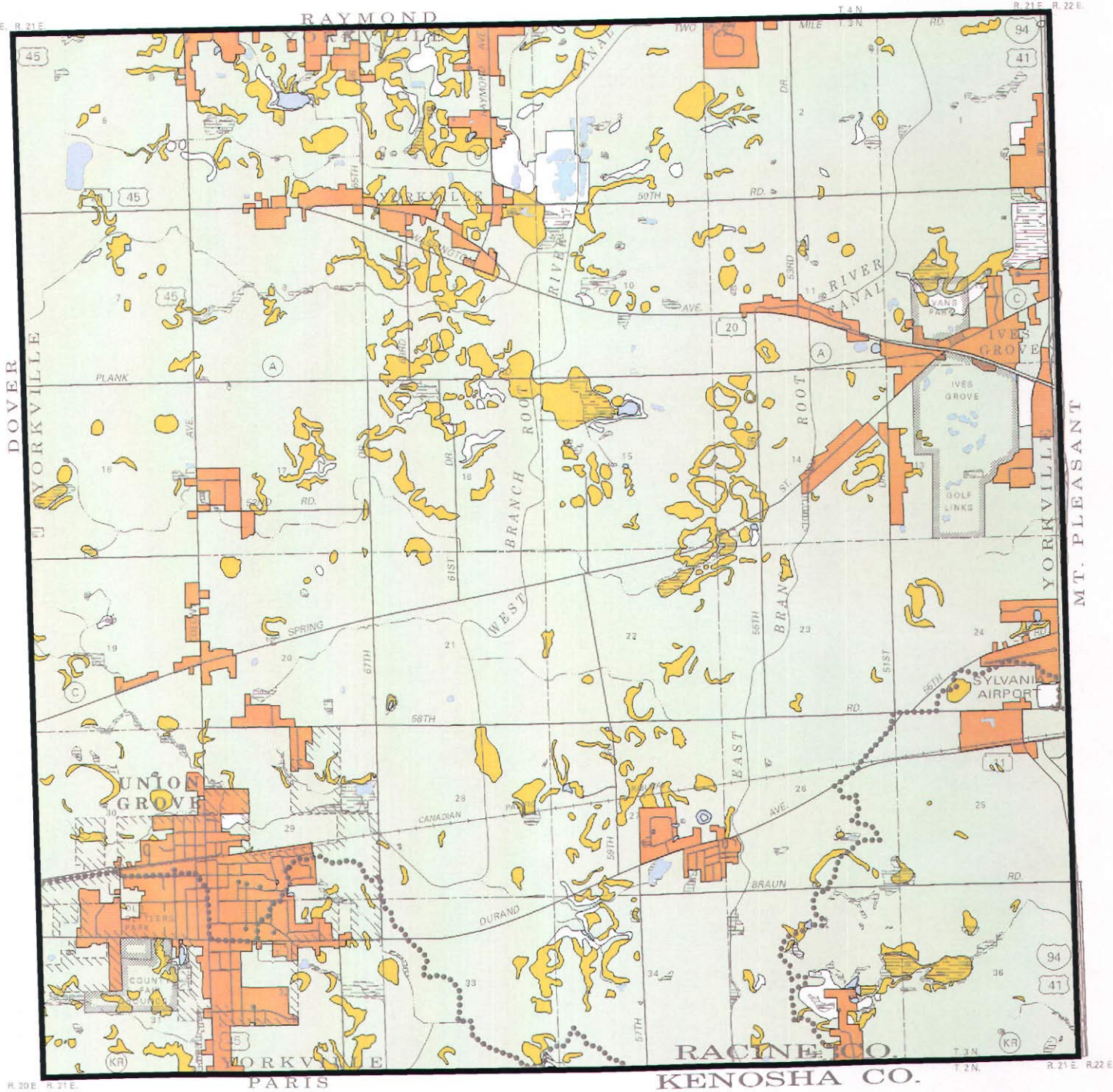
## WATERSHEDS FEATURES AND DRAINAGE

The Union Grove/Yorkville planning area lies within the Des Plaines and Root River watersheds. As shown on Map 11:

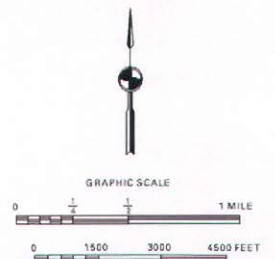
- Approximately 30.2 square miles, or 83 percent of the planning area, are located within the Root River watershed which is tributary to the Great Lakes-St. Lawrence River drainage system.
- The balance of the planning area—about 6 square miles—is located within the Des Plaines River watershed which is tributary to the Mississippi River drainage system.

Map 9

AGRICULTURAL SOIL CAPABILITY IN THE UNION GROVE/YORKVILLE PLANNING AREA



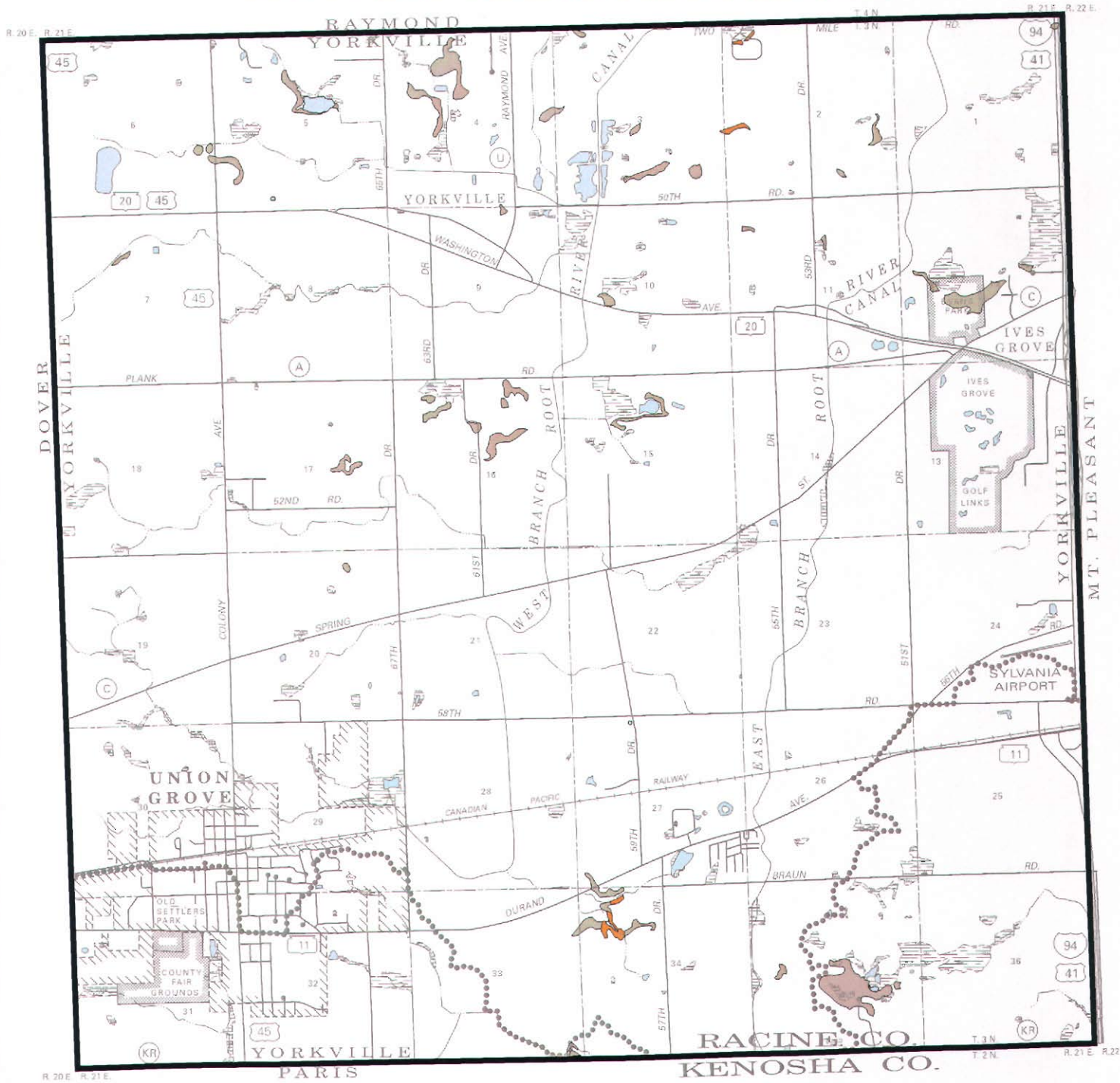
- NATIONAL PRIME FARMLAND
- FARMLAND OF STATEWIDE IMPORTANCE
- DEVELOPED URBAN AREA: 1995
- OTHER LANDS NOT WELL SUITED FOR AGRICULTURAL USE
- SURFACE WATER



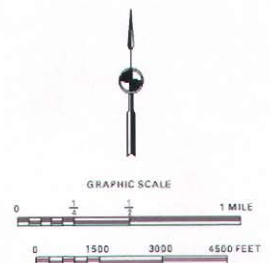
Source: U.S. Natural Resources Conservation Service and SEWRPC.

Map 10

SLOPE ANALYSIS FOR THE UNION GROVE/YORKVILLE PLANNING AREA

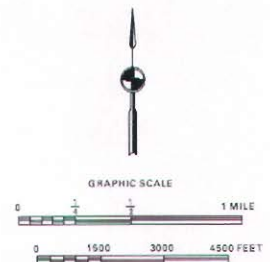


- SOILS HAVING SLOPES RANGING FROM 0 TO 12 PERCENT
- SOILS HAVING SLOPES RANGING FROM 12 TO 20 PERCENT
- SOILS HAVING SLOPES OF 20 PERCENT OR MORE
- SURFACE WATER



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

## SURFACE DRAINAGE, WETLANDS, FLOODLANDS, AND WATERSHED FEATURES IN THE UNION GROVE/YORKVILLE PLANNING AREA



- These watersheds are divided into subwatersheds, which, in turn, are further subdivided into individual drainage areas, termed subbasins.

## **SURFACE WATER RESOURCES**

Surface water resources, consisting of lakes, rivers and streams, and associated floodlands and wetlands, form a particularly important element of the natural resource base of the Union Grove/Yorkville planning area. The presence of floodlands and wetlands and the regulations enacted to protect these resources are important determinants of the location and intensity of both rural and urban development in the planning area.

Lakes and streams are readily susceptible to degradation through improper rural, as well as urban, land use development and management. Water quality can be degraded by excessive pollutant loads, from malfunctioning and improperly located onsite sewage disposal systems, urban runoff, runoff from construction sites, and careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riverine areas combined with the filling of peripheral wetlands, which removes valuable nutrient and sediment traps.

### **Lakes**

Lakes have been classified by the Regional Planning commission as being either major or minor. Major lakes have 50 acres or more of surface water area; minor lakes have less than 50 acres of surface water area. As shown on Map 11:

- There are no major or minor lakes in the planning area.
- There are a limited number of smaller lakes and ponds in the planning area.

### **Streams**

Perennial streams are defined as watercourses that maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. As shown on Map 11, the perennial streams in the Union Grove/Yorkville planning area are:

- The West Branch of the Root River Canal, which traverses the central portion of the planning area in a north-south direction.
- The East Branch of the Root River Canal which traverses the eastern portion of the planning area in a north-south direction.
- Two unnamed streams tributary to the West Branch of the Root River Canal.
- The headwaters of the Des Plaines River in the south central portion of the planning area.
- An unnamed stream in the southeastern portion of the planning area tributary to the Kilbourn Road Ditch.

### **Floodlands**

The floodlands of a river or stream are the wide, gently sloping areas usually lying on both sides of a river or stream channel. The flow of a river onto its floodlands is a normal phenomenon and, in the absence of costly structural flood control works, can be expected to occur periodically.

For planning and regulatory purposes, floodlands are normally defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This is the event that may be expected to be reached or exceeded in severity once in every 100 years; or, stated another way, there is a

1 percent chance of this event being reached or exceeded in severity in any given year. Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and soils poorly suited to urban uses. The floodland areas, however, generally contain important elements of the natural resource base, such as woodlands, wetlands, and wildlife habitat, and thus constitute prime locations for needed park and open space areas. Every effort should be made to discourage incompatible urban development on floodlands while encouraging compatible park and open space uses.

The identification of the 100-year recurrence interval flood hazard areas in the planning area is important for the preparation of a sound land use plan. Floodland delineations were prepared by the Regional Planning Commission as part of its Root River watershed planning program, the findings and recommendations of which are set forth in SEWRPC Planning Report No. 9, *A Comprehensive Plan for the Root River Watershed*, 1966. In addition, the Federal Emergency Management Agency (FEMA) has identified additional areas in the planning area that may be subject to flood hazards. The FEMA study was conducted for flood insurance purposes. Floodlands in the Union Grove/Yorkville planning area as currently delineated by the Regional Planning Commission and FEMA are shown on Map 11. These floodlands encompass an area of about 2.5 square miles, or about 7 percent of the planning area. These floodlands are located along the East and West Branches of the Root River Canal and the Des Plaines River.

### **Wetlands**

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

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

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

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

Map 11 shows the location of wetlands existing in the Union Grove/Yorkville planning area in 1995. Wetlands occupied about 0.8 square mile, or about 2 percent of the planning area in 1995.

### **WOODLANDS**

Under good management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the woodlands contribute to the maintenance of a diversity of plant and animal life in association with human life. Unfortunately, woodlands which required a

century or more to develop, can be destroyed through mismanagement in a comparatively short time. The destruction of woodlands, particularly on hillsides, can contribute to stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values—for scenery, wildlife habitat, open space, education, recreation, and air and water quality protection.

Woodlands occupied about 1.3 square miles, or about 4 percent of the Union Grove/Yorkville planning area, in 1995. The distribution of these woodlands is shown on Map 12. Woodlands occur in a scattered pattern throughout the planning area.

## **PRAIRIE VEGETATION**

Prairies are open, generally treeless, areas in the landscape that are dominated by native grasses. Such areas have important ecological and scientific values. Two known prairies lie within the Union Grove/Yorkville planning area. As shown on Map 14, these are the Ives Grove Prairie Remnant, an approximately one-acre site located in U.S. Public Land Survey Section 13; and the Union Grove Railroad Prairie, consisting of five sites, having a combined area of about 48 acres, located along the Canadian Pacific Railway right-of-way.

## **WILDLIFE HABITAT AREAS**

Wildlife in the Union Grove/Yorkville planning area includes species such as rabbit, squirrel, woodchuck, mink, fox, and raccoon, and whitetail deer; game birds including pheasant; and marsh furbearers such as muskrat and beaver. Bird life also includes songbirds, marsh birds and shorebirds, and waterfowl. The spectrum of wildlife species has undergone significant alterations since settlement of the area by Europeans. These alterations were the direct result of land use changes including the clearing of forests and the 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 wildlife habitat in Southeastern Wisconsin. As part of that inventory, areas were evaluated in terms of the diversity of animal species, the territorial requirements of those species, the composition and structure of existing vegetation, proximity to other wildlife habitat areas, and level of disturbance by man's activities. As part of the inventory, three classes of wildlife habitat were identified:

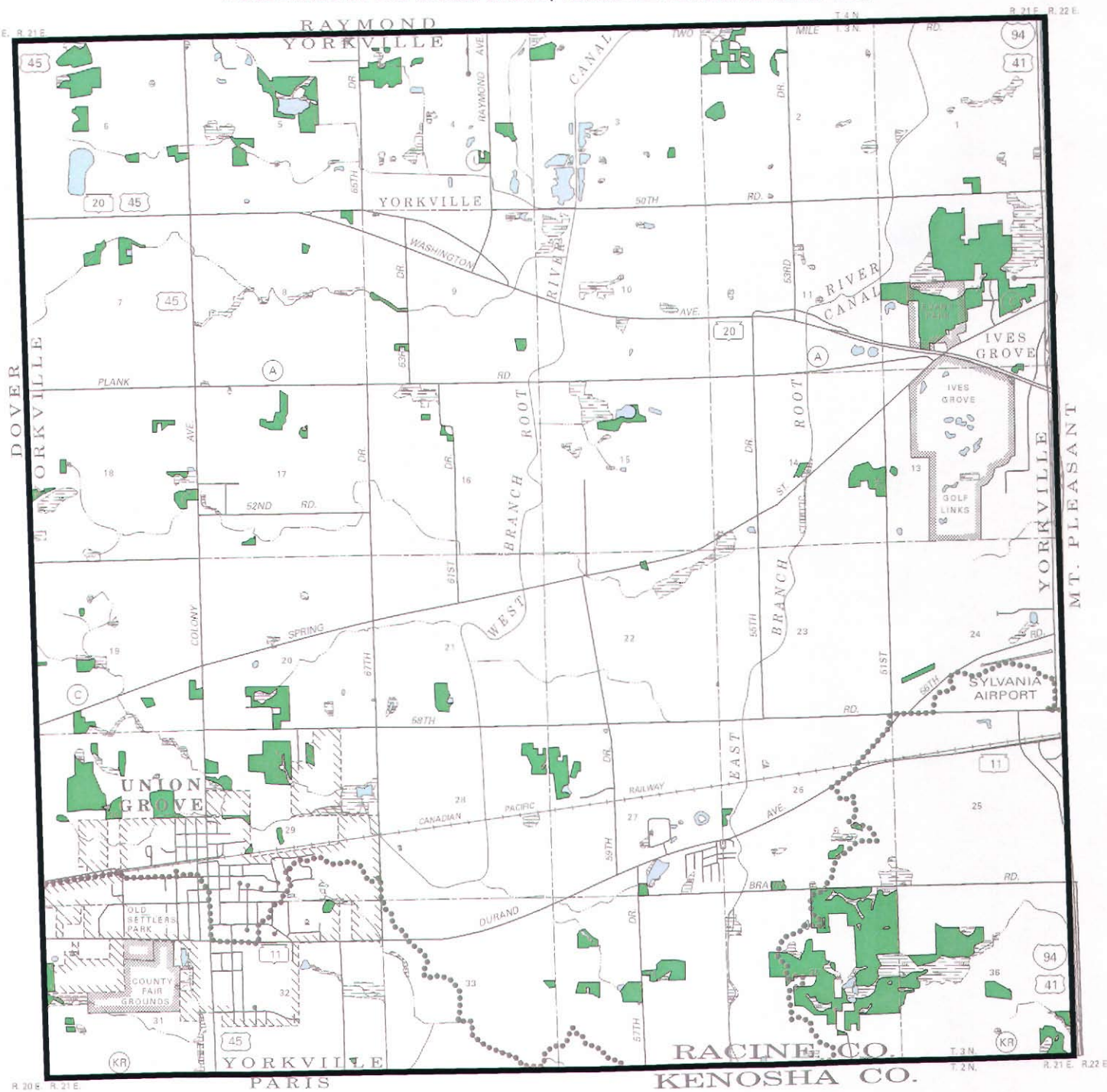
- Class I, which consists of areas that contain a good diversity of wildlife, that are of sufficient size to meet all of the habitat requirements for each species, and that are generally located in proximity to other wildlife habitat areas.
- Class II, which consists of wildlife habitat areas lacking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

As shown on Map 13:

- Wildlife habitat areas in the Union Grove/Yorkville planning area generally occur in association with existing surface water, wetland, and woodland resources.
- In 1985, wildlife habitat areas occupied about 3.2 square miles, or about 9 percent of the planning area.

Map 12

WOODLANDS IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1995

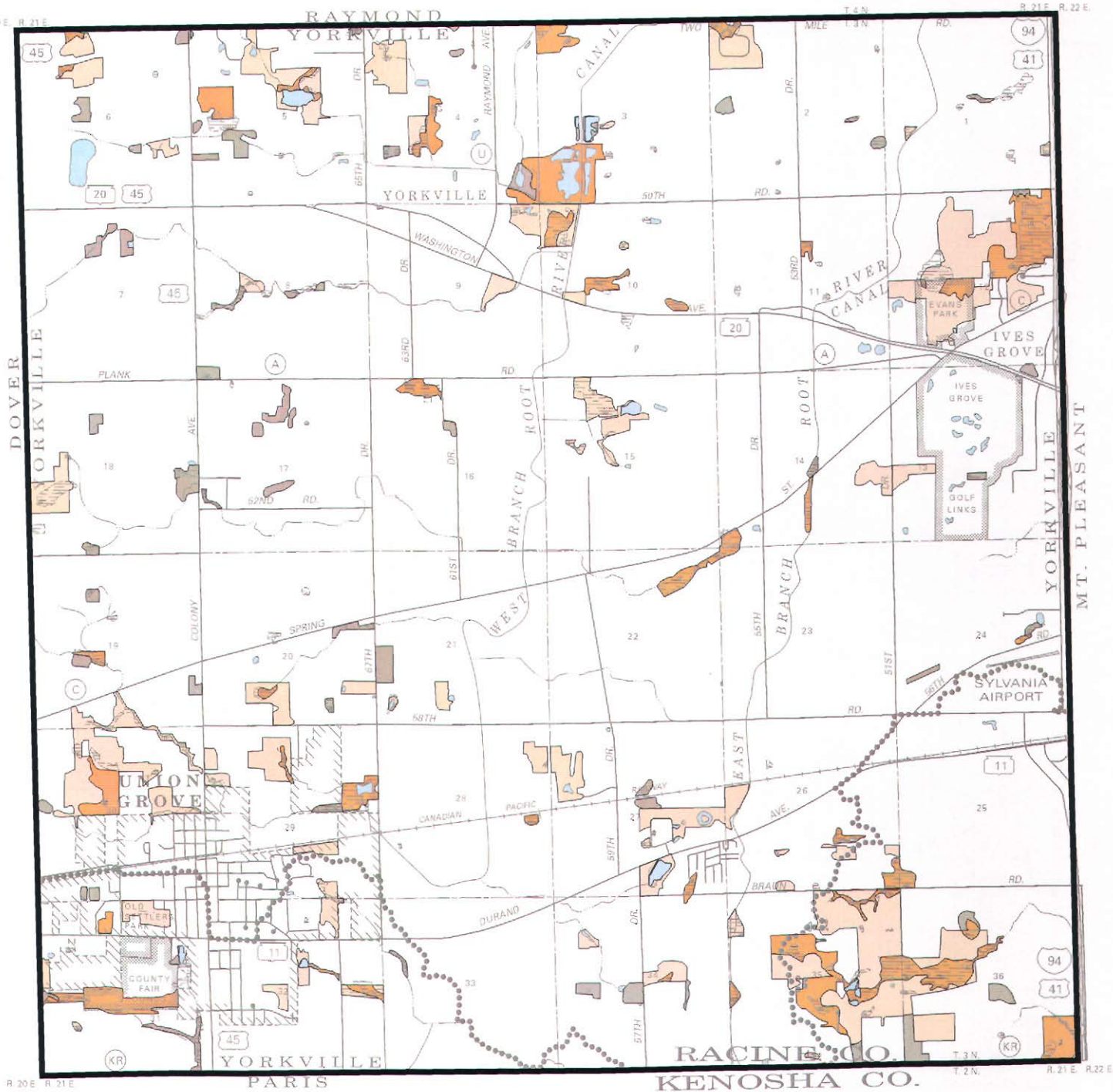


- WOODLANDS
- SURFACE WATER

Source: SEWRPC.

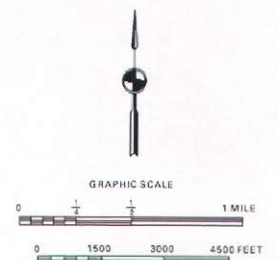
Map 13

WILDLIFE HABITAT IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1985

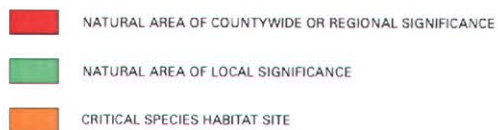


- CLASS I WILDLIFE HABITAT
- CLASS II WILDLIFE HABITAT
- CLASS III WILDLIFE HABITAT
- SURFACE WATER

Source: SEWRPC.



### NATURAL AREAS IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1995



- Of this total area, Class I wildlife habitat area, comprised about 1.0 square mile, or about 31 percent; Class II wildlife habitat comprised about 1.8 square miles, or about 56 percent; and Class III wildlife habitat, comprised about 0.4 square mile, or about 13 percent.
- Class I, Class II, and Class III wildlife habitat occur in scattered locations throughout the Union Grove/Yorkville planning area.

## **NATURAL AREAS AND CRITICAL SPECIES HABITAT SITES**

A comprehensive inventory of natural resources in the Southeastern Wisconsin Region was conducted by the Regional Planning Commission in 1994 as part of the regional natural areas and critical species habitat protection and management study. The inventory systematically identified all remaining high-quality natural areas, critical species habitat, and sites having geological significance within the Region. Inventory findings as they pertain to the Union Grove/Yorkville planning area are summarized herein.

### **Natural Areas**

Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas sites are classified into one of three categories: natural areas of statewide or greater significance, natural areas of countywide or regional significance, and natural areas of local significance. Classification of an area into one of these 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 activity, such as logging, agricultural use, and pollution; the commonness of the plant and animal community; any unique natural feature; the size of the site; and the educational value.

Two such sites have been identified in the Union Grove/Yorkville planning area. These sites, as shown on Map 14, are:

- The Ives Grove Woods, an approximately 164-acre site located in U.S. Public Land Survey Section 12; and
- The Union Grove Railroad Prairie, an approximately 48-acre site located along the Canadian Pacific Railway right-of-way in the southern portion of the planning area.

### **Critical Species Habitat Sites**

Critical species habitat sites are those areas, outside of natural areas, where the chief value lies in their ability to support rare, threatened, or endangered 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 threatened or rare plant and animal species has been identified in the Union Grove/Yorkville planning area. This site, the Ives Grove Prairie Remnant, encompasses an area of about one acre, is located in U.S. Public Land Survey Section 13, as shown on Map 14.

## **RESOURCE-RELATED ELEMENTS**

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

### **Existing Outdoor Recreation and Open Space Sites**

Existing outdoor recreation and open space sites in the Union Grove/Yorkville planning area were inventoried in 1998. As shown on Map 15 and indicated in Table 15:

- The 19 sites in the planning area together encompass a total area of about 774 acres, or about 2 percent of the planning area.
- The Ives Grove Golf Links, owned by Racine County, constitutes the largest site in the planning area, encompassing about 340 acres.
- Of the 19 sites identified, 10 are located in the Village of Union Grove, and nine are located in the Town of Yorkville.

### **Recreational Trails**

Racine County has developed bicycling facilities throughout the County, including a six-mile segment of the 100-mile "on-the-road" Racine County bicycle route located in the southern portion of the planning area (see Map 15).

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

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

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

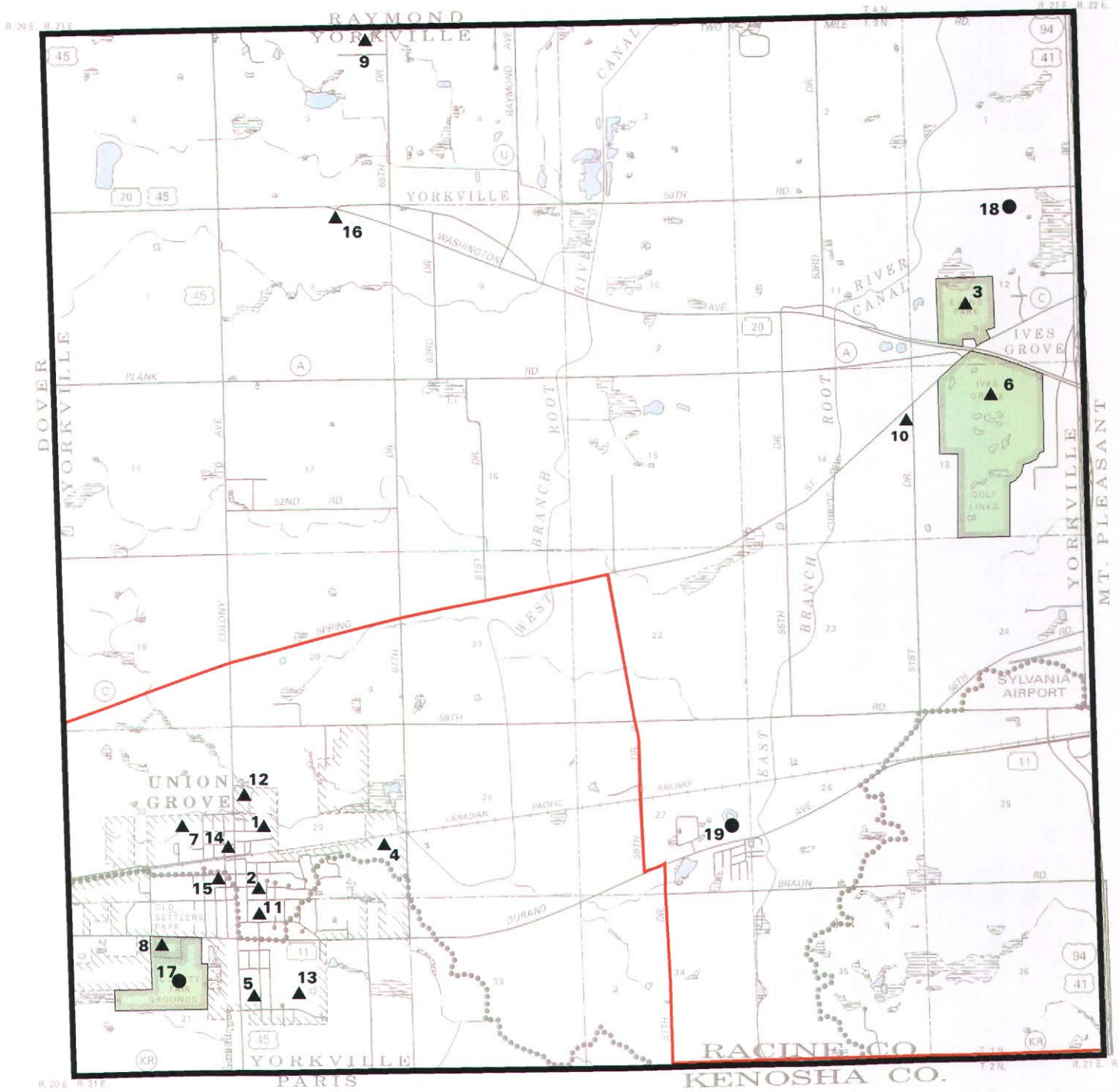
The delineation of these 12 natural resource and natural resource-related elements on maps results in a concentration of such elements in an essentially linear pattern of relatively narrow, elongated areas which have been termed "environmental corridors" by the Regional Planning Commission.

The environmental corridors of the Union Grove/Yorkville planning area were delineated based upon resource content and size as follows:

- Primary environmental corridors include areas that are at least 400 acres in size, two miles in length, and 200 feet in width.
- Secondary environmental corridors include areas that are at least 100 acres in size and one mile in length.
- Isolated natural resource areas have a minimum size of five acres. Isolated natural resource areas are generally separated physically from primary and secondary environmental corridors by intensive urban or agricultural land uses.

Map 15

EXISTING PARK AND OPEN SPACE SITES IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1998



- ▲ PUBLICLY-OWNED PARK AND OPEN SPACE SITE
- PRIVATELY-OWNED PARK AND OPEN SPACE SITE
- 10 SITE NUMBER (SEE TABLE 15)
- RACINE COUNTY BICYCLE TRAIL

Source: SEWRPC.

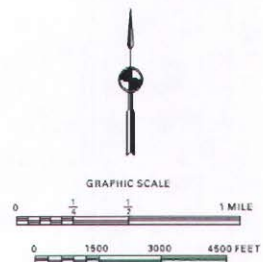


Table 15

**EXISTING PARK AND OPEN SPACE SITES IN THE  
UNION GROVE/YORKVILLE PLANNING AREA: 1998**

Site Name	Number on Map 15	Acreage	Facilities
<b>Public</b>			
American Legion Memorial Park .....	1	11	Softball diamond, playground
Buften Park .....	2	1	Playfield, playground
Evans Park.....	3	66	Picnic area, trails
Groves Subdivision Park.....	4	3	Undeveloped
Indian Trail Park.....	5	1	Playground
Ives Grove Golf Links .....	6	341	Golf Course
Joseph Leider Memorial Park .....	7	3	Softball diamond, playground
Old Settlers Park .....	8	13	Picnic area, playfield
Raymond District School.....	9	1	Playfield
Skewes Memorial Park.....	10	4	Picnic area
Union Grove Grade School.....	11	5	Softball diamond, playground
Union Grove High School .....	12	17	Baseball/softball diamond, football
Union Grove Middle School.....	13	9	Baseball/softball diamond
Village Square.....	14	1	--
Well No. 3 Park .....	15	1	Playfield, playground
Yorkville School .....	16	66	Playground, softball diamond
Subtotal	16 sites	543	--
<b>Nonpublic</b>			
Racine County Fairgrounds.....	17	85	--
Racine Instinctive Bowmen Club .....	18	80	--
Wisconsin Sportsmen's Association Recreation Area .....	19	24	Trap shooting
Subtotal	3 sites	189	--
<b>Total</b>	<b>19 sites</b>	<b>732</b>	<b>--</b>

Source: SEWRPC.

The preservation of the environmental corridors in essentially natural, open uses can assist in flood-flow attenuation, water pollution abatement, noise pollution abatement, and air quality maintenance. Such corridor preservation is also essential to facilitate the movement of wildlife, especially in times of stress, and for the movement and dispersal of seeds for a variety of plant species. In addition, because of the many interacting relationships which exist between living organisms and their environment, the destruction or deterioration of one important element of the total environment may lead to a chain reaction of deterioration and destruction of other elements. The drainage of wetlands, for example, may destroy fish spawning areas, wildlife habitat, groundwater recharge areas, and natural filtration and floodwater storage areas of interconnecting stream systems. The resulting deterioration of surface water quality may, in turn, lead to a deterioration of the quality of groundwater. Similarly, destruction of ground cover may result in soil erosion, stream siltation, more rapid run-off, and increased flooding, as well as the destruction of wildlife habitat. Although the effects of any one of these environmental changes may not by itself be overwhelming, the combined effects may eventually lead to a serious deterioration of the underlying and sustaining natural resource base and of the overall quality of the environment for life. In addition, the intrusion of intensive urban land uses into such areas may result in the creation of serious and costly problems, such as failing foundations for pavements and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewerage systems, and poor drainage. The need to maintain the integrity of the remaining environmental corridors and isolated natural resource areas in Southeastern Wisconsin should, thus, be apparent.

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

As shown on Map 16, there are no primary environmental corridors located in the planning area.

### ***Secondary Environmental Corridors***

As shown on Map 16, four secondary environmental corridors are generally located along the perennial streams within the planning area. Together, these areas encompass a total of about 1.8 square miles, or about 5 percent of the planning area.

### ***Isolated Natural Resource Areas***

Isolated natural resource areas in the planning area consist largely of smaller pockets of wetlands or woodlands. As shown on Map 16, 34 such areas are scattered throughout the planning area. In combination, these areas together occupied about 0.9 square mile, or about 2 percent of the planning area.

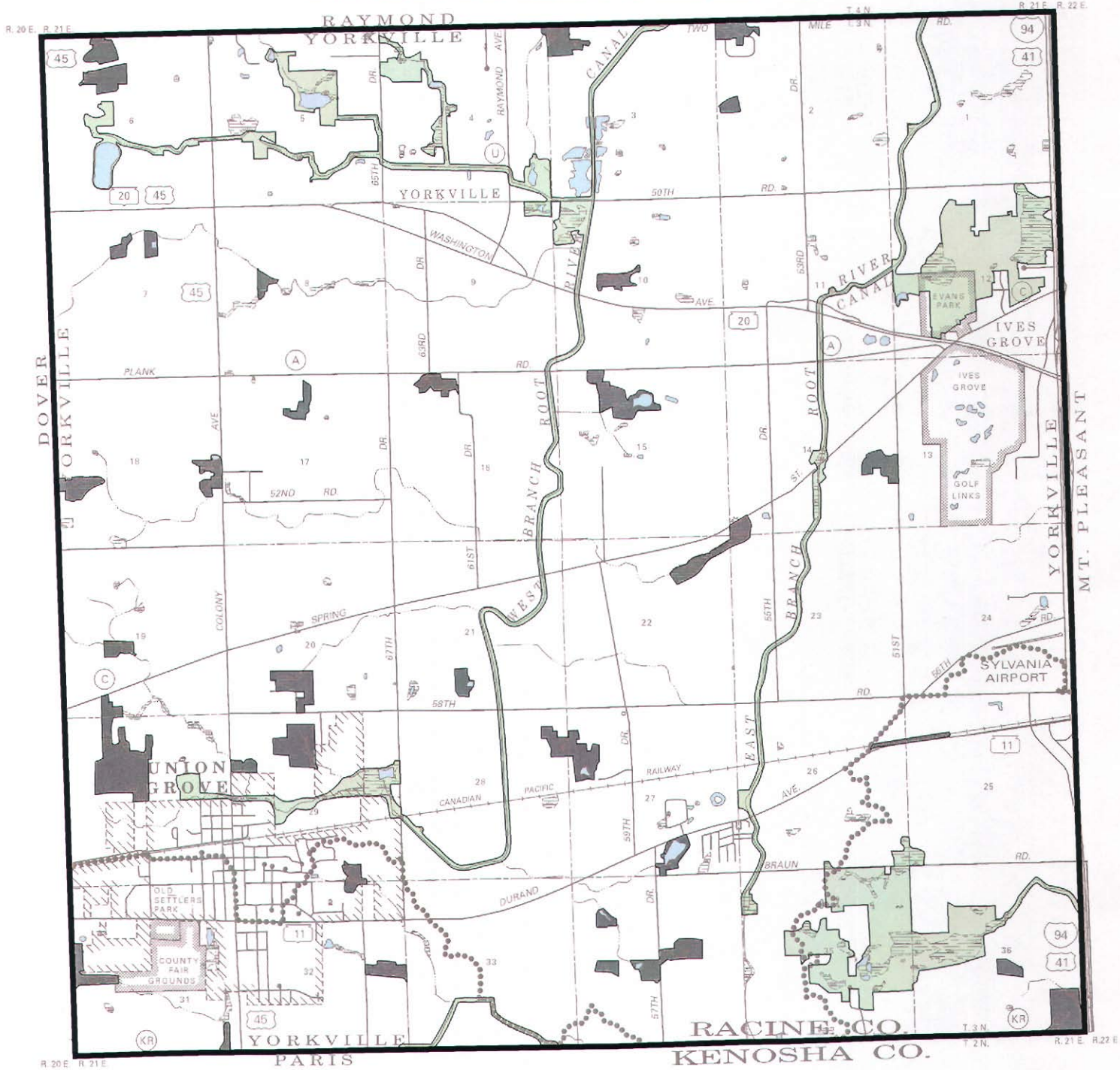
## **SUMMARY**

This chapter has presented the results of an inventory and analysis of the natural resource base of the Union Grove/Yorkville planning area undertaken in support of the preparation of a land use plan for the planning area. The major findings of that inventory and analysis are described below.

1. Soil limitations for various urban and nonurban uses are an important consideration in any sound land use planning effort. Detailed soil survey data indicate that about 12.6 square miles, or about 35 percent of the Union Grove/Yorkville planning area, are covered by soils that have severe limitations for residential development served by public sanitary sewer service, or stated differently, are poorly suited for residential development of any kind. With respect to unsewered development, the soil survey data indicate that about 35.6 square miles, or about 98 percent of the planning area, are covered by soils classified as unsuitable for use of conventional onsite sewage disposal systems; and about 19 square miles, or about 53 percent, are classified as unsuitable for mound type systems.
2. The planning area is located within the Des Plaines and Root River watersheds. About 2.5 square miles, or 7 percent of the planning area, lie within the 100-year recurrence interval flood hazard areas of streams in these watersheds.
3. The planning area encompasses a number of significant natural resource base features including wetland areas which in 1995 occupied about 0.8 square mile, or about 2 percent of the planning area; woodlands which in 1995 occupied about 1.3 square miles, or about 4 percent of the planning area; and wildlife habitat areas which in 1985 occupied about 3.2 square miles, or about 9 percent of the planning area. The planning area in 1995 also contained two sites identified as natural areas.
4. The planning area contains 19 outdoor recreation and open space sites, the largest of which is the Ives Grove Golf Links encompassing about 340 acres.
5. The most important elements of the natural resource base and features closely related to that base—including wetlands, woodlands, prairie, wildlife habitat, major lakes and streams and associated shorelands and floodlands, and outdoor recreation sites—when combined, result in an essentially linear pattern in the planning area referred to as environmental corridors. Secondary environmental corridors include a wide variety of important natural resource and resource related elements and are, by definition, at least 100 acres in size and one mile long. In 1995, secondary environmental corridors in the planning area encompass a total of about 1.8 square miles, representing about 5 percent of the planning area.

Map 16

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS  
IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1995



- NONE PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- SURFACE WATER

Source: SEWRPC.

## **Chapter IV**

# **MAN-MADE ENVIRONMENT**

### **INTRODUCTION**

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

### **EXISTING LAND USE**

The Regional Planning Commission periodically conducts inventories of existing land use in the Southeastern Wisconsin Region, providing definitive information on the type, amount, and spatial location of the major categories of land use within the Region. The first such inventory was conducted in 1963; the most recent inventory was conducted in 1995. The existing land use pattern in the Union Grove/Yorkville planning area, based upon the 1995 land use inventory, is shown on Map 17 and is quantitatively summarized in Table 16. The trend in land use development for the period from 1963 through 1995 is presented for the planning area in Table 17.

As shown on Map 17:

- Existing urban development within the Union Grove/Yorkville planning area includes two relatively densely developed areas, one in the Village of Union Grove and the other in the old settlement of Ives Grove.
- The planning area encompasses a number of environmentally significant wetland and woodland areas.
- Despite the scattering of residential homesites that exist within the Town of Yorkville, the Town still contains a number of intact “blocks” of farmland.

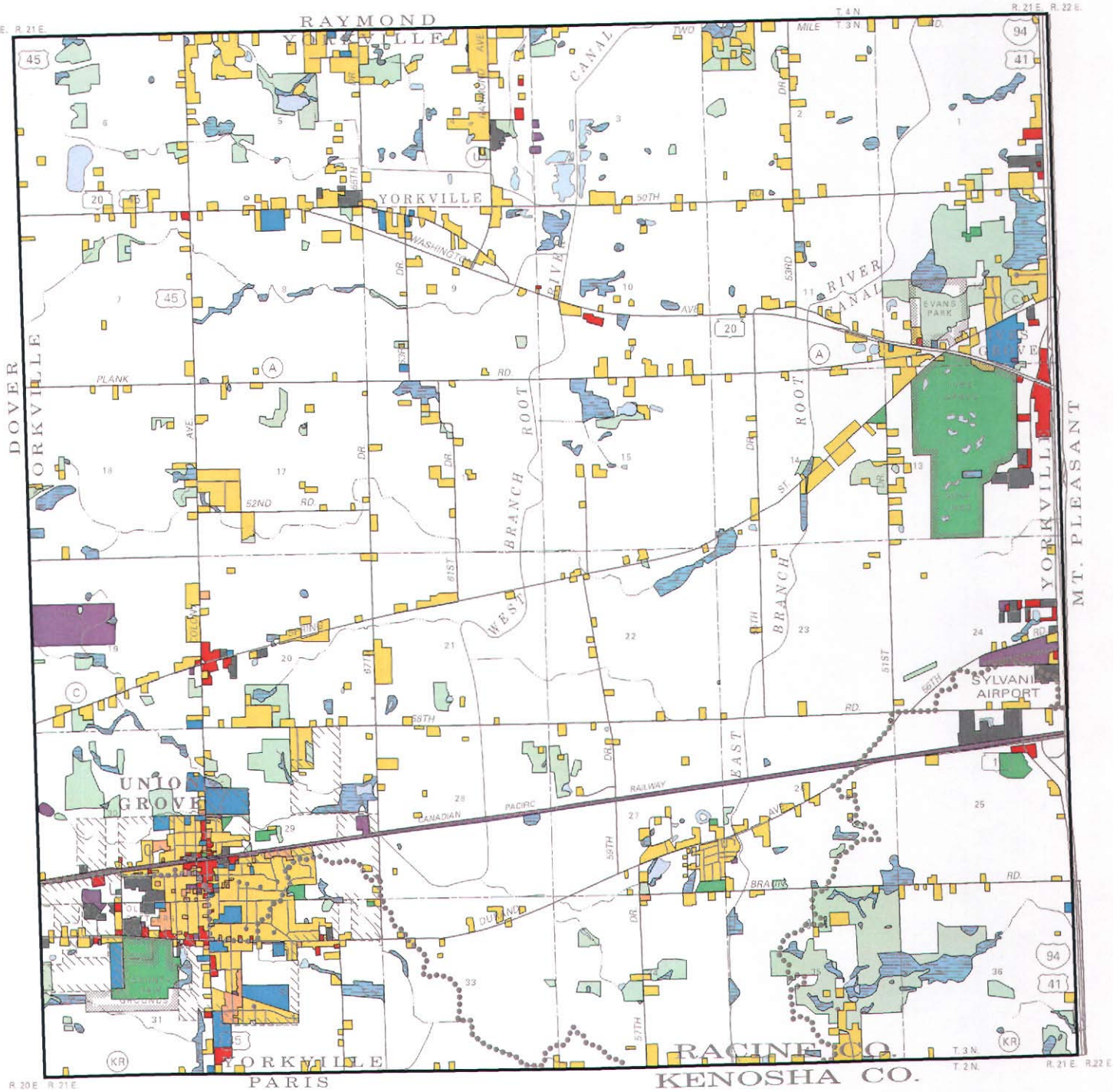
#### **Urban Land Uses**

As shown on Map 17, and indicated in Tables 16 and 17:

- In 1995, urban land uses—consisting of residential, commercial, industrial, governmental and institutional, recreational, and transportation uses—encompassed about 3,330 acres, or about 14 percent of the Union Grove/Yorkville planning area.

Map 17

EXISTING LAND USE IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1995



Source: SEWRPC.

Table 16

## EXISTING LAND USE IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1995

Land Use Category <sup>a</sup>	Village of Union Grove			Town of Yorkville			Planning Area		
	Acres	Percent of Urban/Nonurban	Percent of Total	Acres	Percent of Urban/Nonurban	Percent of Total	Acres	Percent of Urban/Nonurban	Percent of Total
Urban									
Residential .....	287	50.5	30.3	1,053	38.1	4.7	1,340	40.3	5.8
Commercial .....	26	4.6	2.8	74	2.7	0.3	100	3.0	0.4
Industrial .....	34	6.0	3.6	102	3.7	0.5	136	4.1	0.6
Transportation, Communication and Utilities .....	148	26.0	15.6	1,070	38.8	4.8	1,218	36.6	5.3
Governmental and Institutional .....	63	11.1	6.7	87	3.2	0.4	150	4.5	0.6
Recreational .....	10	1.8	1.0	374	13.5	1.7	384	11.5	1.7
Subtotal	568	100.0	60.0	2,760	100.0	12.4	3,328	100.0	14.4
Nonurban									
Agricultural .....	315	83.1	33.3	17,459	89.7	78.5	17,774	89.5	76.7
Natural Areas									
Woodlands .....	14	3.7	1.5	864	4.4	3.9	878	4.4	3.8
Wetlands .....	10	2.6	1.0	504	2.6	2.3	514	2.6	2.2
Surface Water .....	--	--	--	134	0.7	0.6	134	0.7	0.6
Subtotal	24	6.3	2.5	1,502	7.7	6.8	1,526	7.7	6.6
Unused Land .....	40	10.6	4.2	507	2.6	2.3	547	2.8	2.3
Subtotal	379	100.0	40.0	19,468	100.0	87.6	19,847	100.0	85.6
Total	947	--	100.0	22,228	--	100.0	23,175	--	100.0

<sup>a</sup>Parking is included with the associated use.

Source: SEWRPC.

- Lands devoted to these urban uses increased by about 1,560 acres, or about 88 percent, between 1963 and 1995.
- Residential land uses comprised the largest urban land use category, encompassing about 1,340 acres, or about 40 percent of all urban land, and about 6 percent of the planning area. Residential lands occurred both in concentrated enclaves—as noted above—and as scattered homesites in many parts of the Town of Yorkville.

By 1998, 795 lots had been created through residential subdivision plats in the Union Grove/Yorkville planning area. Of this total, 545 lots, or about 69 percent, were platted in the Village of Union Grove, and 250 lots, or about 31 percent were platted in the Town of Yorkville.

#### Nonurban Land Uses

As shown on Map 17 and indicated in Tables 16 and 17:

- In 1995, nonurban land uses—consisting of agricultural lands, wetlands, woodlands, other open lands, and surface water—comprised about 19,850 acres, or about 86 percent of the planning area.
- Nonurban land uses decreased by about 1,560 acres, or by about 7 percent, between 1963 and 1995.

Table 17

## LAND USE IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1963 AND 1995

Land Use Category <sup>a</sup>	Land Use (acres)		Change in Land Use	
	1963	1995	1963-1995	
			Acres	Percent
Urban				
Residential .....	623	1,340	717	115.1
Commercial.....	29	100	71	244.8
Industrial .....	32	136	104	325.0
Transportation, Communication and Utilities.....	983	1,218	235	23.9
Governmental and Institutional .....	59	150	91	154.2
Recreational .....	41	384	343	836.6
Subtotal	1,767	3,328	1,561	88.3
Nonurban				
Agricultural .....	19,656	17,774	-1,882	-9.6
Natural Areas				
Woodlands.....	931	878	-53	-5.7
Wetlands .....	482	514	32	6.6
Surface Water .....	44	134	90	204.5
Subtotal	1,457	1,526	69	4.7
Extractive and Landfill .....	33	--	-33	-100.0
Unused Land .....	262	547	285	108.8
Subtotal	21,408	19,847	-1,561	-7.3
Total	23,175	23,175	--	--

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

Source: SEWRPC.

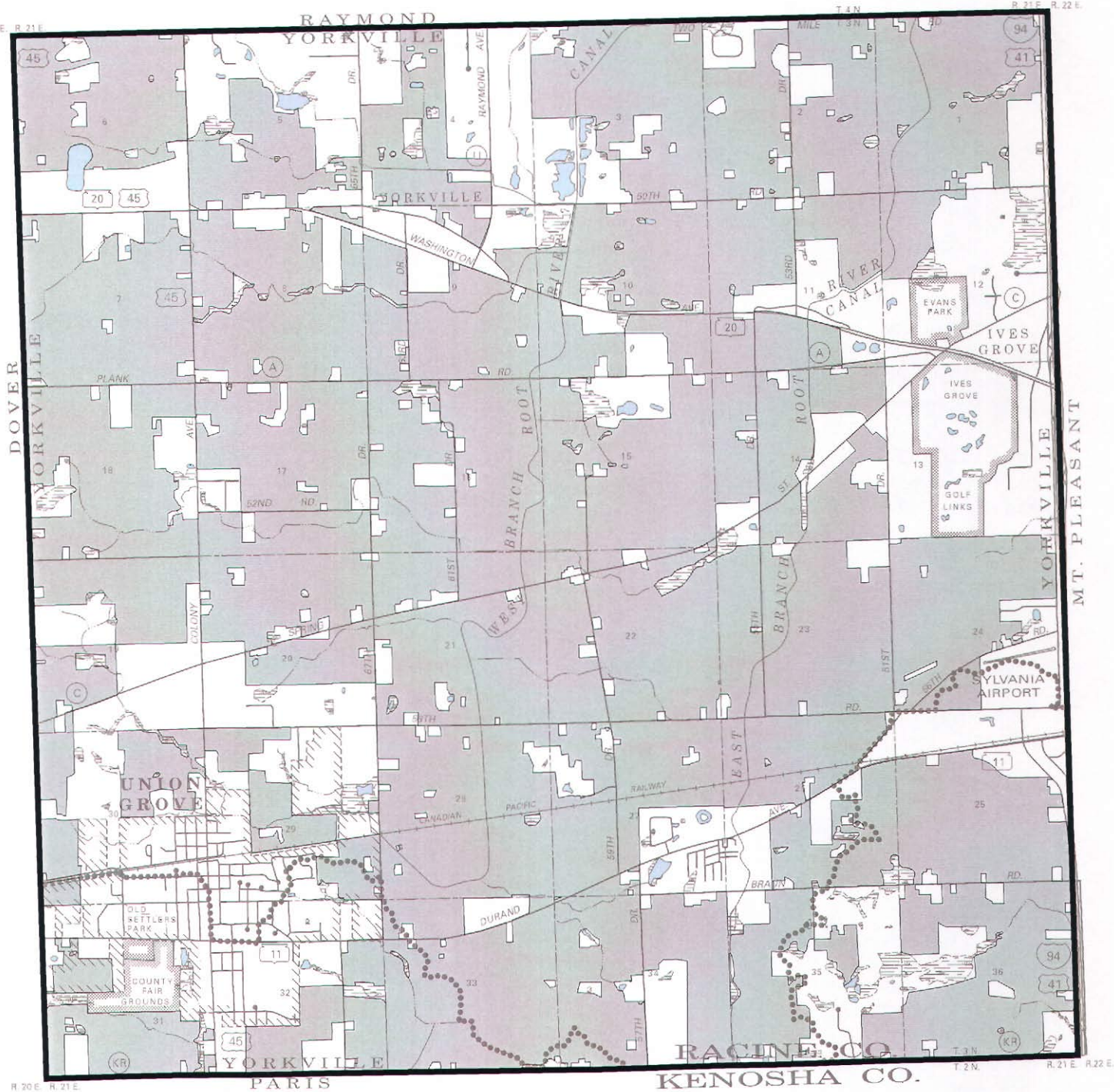
- Agricultural lands encompassed about 17,770 acres in the planning area in 1995, accounting for about 90 percent of all nonurban land and about 77 percent of the planning area.
- Woodlands, wetlands, and surface water together encompassed about 1,530 acres, or about 8 percent of all nonurban lands and about 7 percent of the planning area.

Of the 17,770 acres of farmland existing in the planning area in 1995, about 14,830 acres, or about 83 percent, were identified as prime farmland under the Racine County farmland preservation plan, adopted by the Racine County Board in 1982.<sup>1</sup> Under that plan, prime farmlands were identified as consisting of farm units meeting the following criteria: 1) individual farm unit must be at least 35 acres in size; 2) at least one-half of the individual farm unit must be covered by soils meeting U.S. Natural Resources Conservation Service criteria for prime farmland or farmland of statewide importance; and 3) the individual farm units must occur in a farming area of at least 100 acres in size. Map 18 shows those lands which were identified as prime agricultural land under the County farmland preservation plan prepared in 1982, and which still met the criteria and remained in agricultural use in 1995.

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

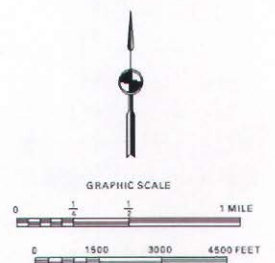
Map 18

PRIME AGRICULTURAL LANDS IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1995



- PRIME AGRICULTURAL LANDS
- OTHER LANDS
- SURFACE WATER

Source: SEWRPC.



## **TRANSPORTATION FACILITIES**

### **Arterial Streets and Highways**

Map 19 shows the street and highway system serving the planning area in 1999. As shown on Map 19:

- In 1999, the Union Grove/Yorkville planning area was served by a 112 mile network of streets and highways.
- Of this total, 49 miles, or about 43 percent, consisted of arterial streets and highways, all of which were under the jurisdiction of the County and State governments.

### **Freight Railway Facilities**

As of 1999, local freight railway service was provided on an as needed basis between Kansasville and Sturtevant over a railway line located through the southern portion of the Union Grove/Yorkville planning area by the Canadian Pacific Railway. This railway connects to the main line of the Canadian Pacific Railway at Sturtevant. That mainline railway provided freight service in a corridor through Southeastern Wisconsin between Chicago and Minneapolis-St. Paul.

### **Airport Facilities**

The Sylvania Airport is located in the Town of Yorkville adjacent to IH 94, north of STH 11. This airport is classified as a general aviation airport, that is, it is open to public use and is intended to serve all small single-engine and many of the smaller twin-engine aircraft. These aircraft typically seat from two to six people and are used for a wide variety of activities, including recreational and sport flying, training, agricultural purposes, and some business and charter flying.

Of particular importance to any planning for the area are the recommended improvements to the Sylvania Airport as set forth in the regional airport system plan.<sup>2</sup> As shown on Map 20, recommended improvements include:

- The construction of a new primary runway and parallel taxiway.
- The construction of a new crosswind runway.
- Land and easement acquisition to enable the needed airfield expansion.
- Relocation and expansion of the terminal and hangar facilities.

With these improvements, the airport would be able to serve larger twin-engine aircraft and would also allow the airport to function as a reliever airport for the other larger airports in the Region.

## **PUBLIC UTILITIES**

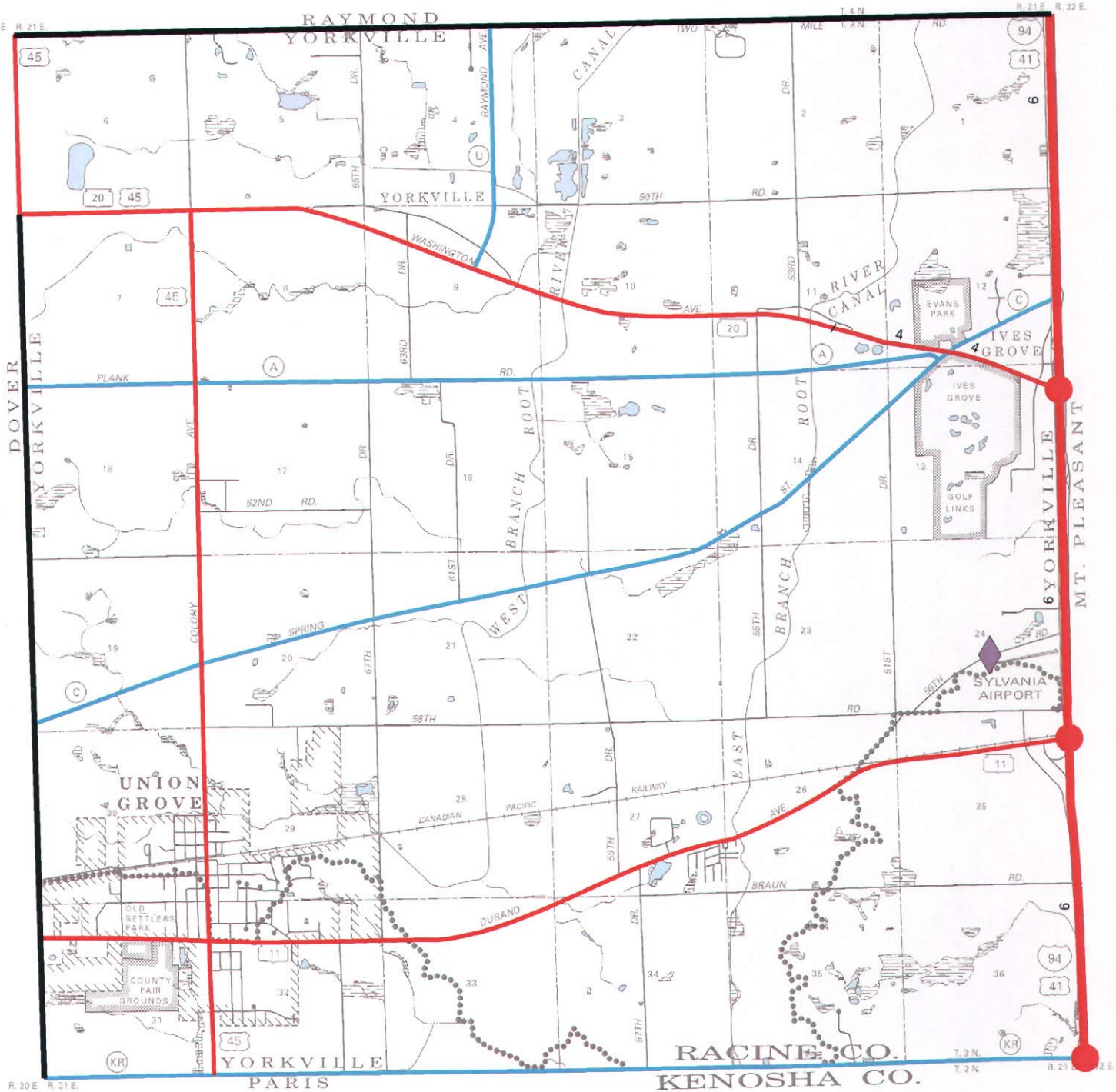
Public utility systems are among the most important and permanent elements influencing the growth and development of a community. Moreover, certain utility facilities are closely linked to surface water and groundwater resources and may, therefore, affect the overall quality of the natural resource base. This is particularly true of sanitary sewerage, water supply, and stormwater drainage facilities, which are, in a sense, modifications or extensions of the natural lake, stream, and water course systems of an 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 intensive urban use without certain utilities may create serious and costly environmental and public health problems.

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<sup>2</sup>*SEWRPC Planning Report No. 38 (2nd Edition), A Regional Airport System Plan for Southeastern Wisconsin: 2010, 1996.*

Map 19

EXISTING ARTERIAL STREET AND HIGHWAY SYSTEM IN THE  
UNION GROVE/YORKVILLE PLANNING AREA: 1999



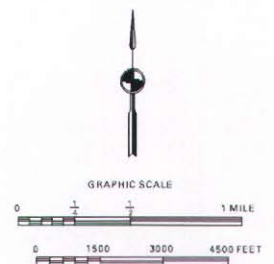
**FREEWAY**

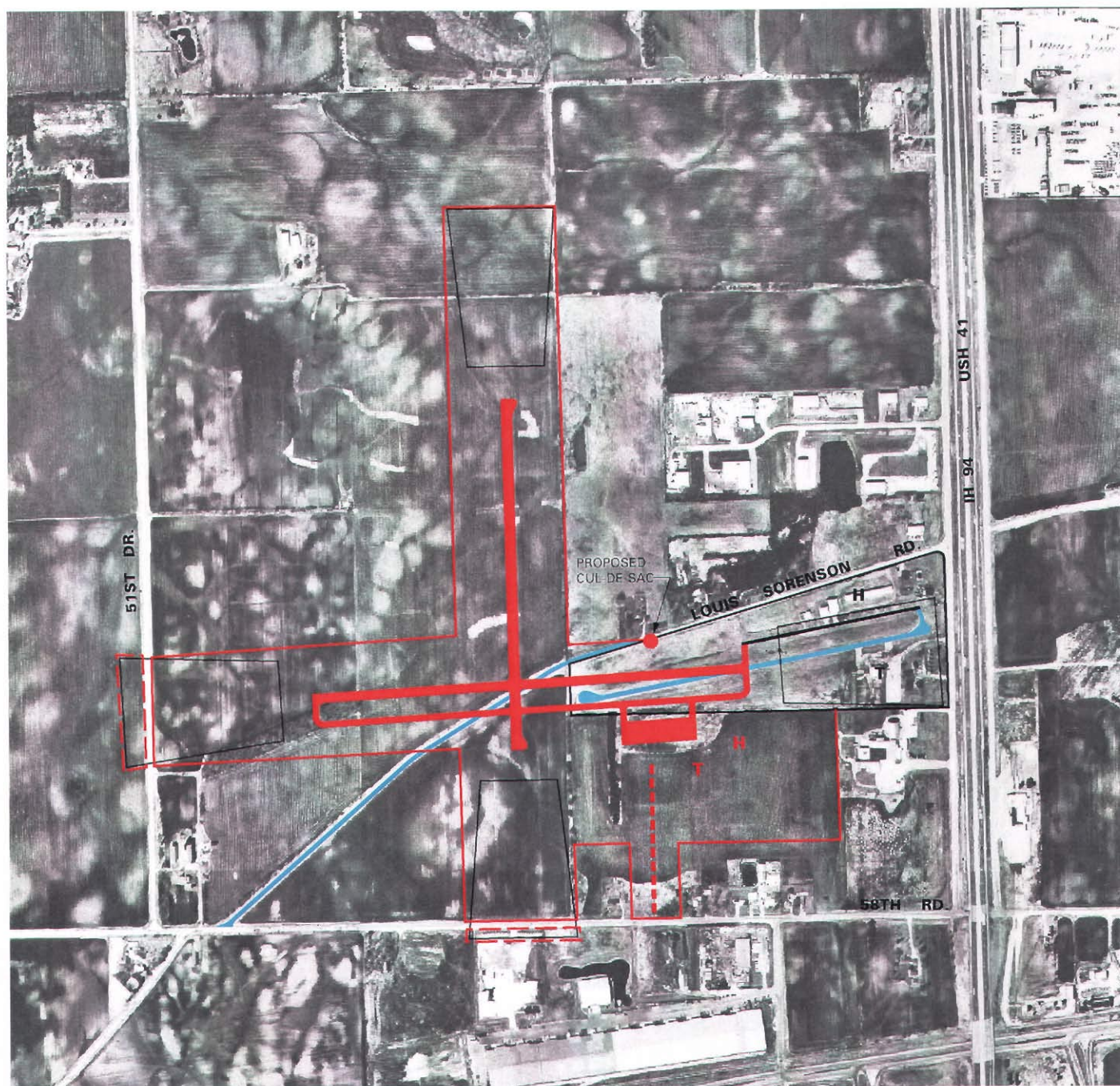
- STATE TRUNK HIGHWAY
- FREEWAY-NONFREEWAY INTERCHANGE
- AIRPORT

**ARTERIAL STREETS AND HIGHWAYS**

- STATE TRUNK HIGHWAY
- COUNTY TRUNK HIGHWAY
- NONE LOCAL TRUNK HIGHWAY
- 4 NUMBER OF TRAFFIC LANES (2 WHERE UNNUMBERED)

Source: SEWRPC.





EXISTING	PROPOSED
----------	----------

		PAVED RUNWAYS, TAXIWAYS, AND APRONS
		PROPERTY BOUNDARY
(NONE)		EASEMENT BOUNDARY
		TERMINAL-ADMINISTRATION BUILDING
		AIRCRAFT HANGAR
(NONE)		NEW ACCESS ROAD

### FACILITIES TO BE REMOVED

PAVED RUNWAYS, TAXIWAYS, APRONS,  
AND ROAD TO BE REMOVED

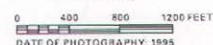
RUNWAY PROTECTION ZONE



ULTIMATE RUNWAY PROTECTION ZONE AREA



GRAPHIC SCALE



Source: SEWRPC.

## **Sanitary Sewer Service**

### ***Village of Union Grove***

Public sanitary sewer service within the Village of Union Grove became available upon the construction of the Village of Union Grove sewage treatment plant in 1937. A new plant was constructed in 1979 and expanded in 1994. In 1990, the Regional Planning Commission worked with the Village of Union Grove to complete a sewer service area plan which identified lands in the planning area anticipated to be tributary to this treatment plant. That plan is set forth in SEWRPC Community Assistance Planning Report No. 180, *Sanitary Sewer Service Area for the Village of Union Grove and Environs*. Map 21 shows the area served by the Village's sewage treatment plant in 1995, as well as the planned sewer service area.

### ***Town of Yorkville***

Public sanitary sewer service within the Town of Yorkville became available in the Ives Grove area upon the construction of the Yorkville Sewer Utility District No. 1 sewage treatment plant in 1965. The plant was upgraded in 1972 and 1983. SEWRPC Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin: 2020*, completed in 1979, identifies a general planned sewer service area tributary to this treatment plant. The sewer service area boundary was refined and detailed as part of the Greater Racine Area Utility Plan completed in 1992. That plan also recommends the abandonment of the Yorkville treatment plant and that service be provided by the Racine Wastewater Utility sewage treatment plant. This plan has not yet been formally adopted by the Regional Planning Commission as an amendment to the regional water quality management plan. Map 21 shows the area of the Town served by the District's sewage treatment plant in 1995, as well as the planned sewer service area.

## **Public Water Supply System**

In 1995, the Village of Union Grove and the Grandview Business Park at Ives Grove were served by public water supply systems (see Map 21). The remainder of the planning area was not served by any public water supply system. Water for domestic and other uses was supplied by groundwater through the use of private onsite wells.

## **Engineered Stormwater Drainage System**

In 1999, the Village of Union Grove was served by a engineered stormwater management system. Stormwater drainage in the Town of Yorkville was provided by roadside ditches and natural watercourses.

# **COMMUNITY FACILITIES AND SERVICES**

## **Schools**

In 1999, the Union Grove/Yorkville planning area was served by one public high school district, the Union Grove Union High School District. This District served the entire planning area and operates the Union Grove Union High School, a public high school located in the Village of Union Grove.

A number of elementary schools serve the Union Grove/Yorkville planning area. These include: Union Grove Grade School and Union Grove Middle School, both in the Village of Union Grove; and Yorkville School in the Town of Yorkville.

## **Library Services**

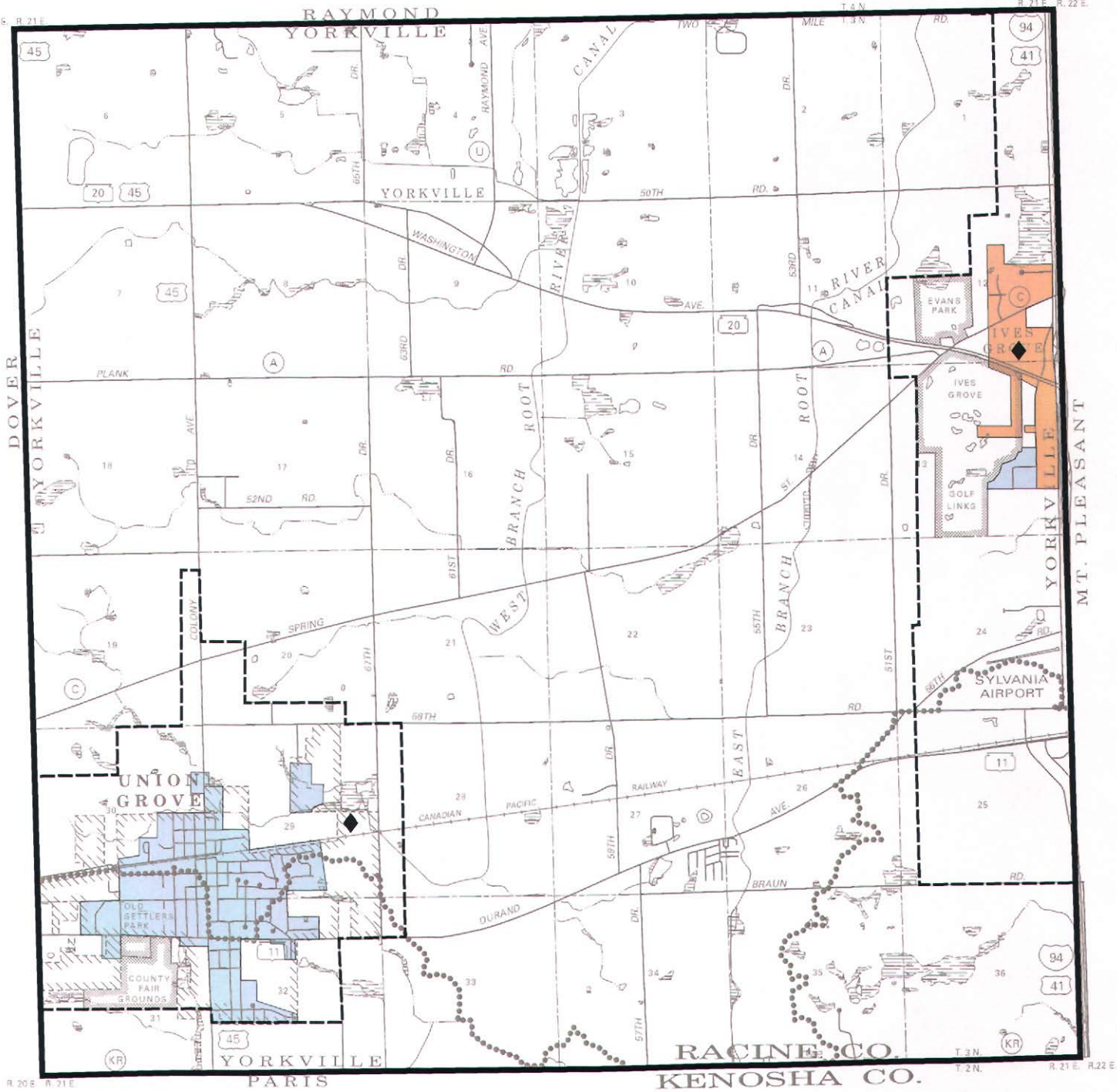
The Union Grove/Yorkville planning area is served by the Graham Public Library located in the Village of Union Grove. The library is owned and operated by the Village. The planning area is also served by the Lakeshore Library System. This system allows Union Grove and Yorkville residents to access books and other materials from all public libraries in Racine County.

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

In 1999, fire protection and emergency medical services for the entire planning area was provided by the Union Grove-Yorkville Fire and Rescue Department, a joint public department created by the Village and Town. The fire station is located on USH 45 at 7th Street in the Village of Union Grove.

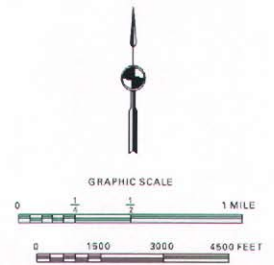
Map 21

EXISTING AND PLANNED SANITARY SEWER AND PUBLIC WATER  
SERVICE IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1995



- URBAN DEVELOPMENT SERVED BY PUBLIC SANITARY SEWER AND WATER
- URBAN DEVELOPMENT SERVED BY PUBLIC SANITARY SEWER ONLY
- EXISTING PUBLIC SEWAGE TREATMENT FACILITY
- PLANNED SEWER SERVICE AREA BOUNDARY

Source: SEWRPC.



In 1999, police protection within the planning area was provided by the Racine County Sheriff's Department.

### **Solid Waste Disposal**

#### ***Village of Union Grove***

In 1999, the Village provided curbside pickup service for solid waste to all Village residents. The Village separately contracted with a private firm for curbside pickup of materials for recycling.

#### ***Town of Yorkville***

The Town maintains a solid waste and recycling transfer station located at the Town of Yorkville Collection Site at 19040 Spring Street. Town residents are responsible for transporting solid waste and recyclables to this site for recycling and disposal. In addition many Town residents contract separately with private firms for pickup of waste. There are no active landfills in the Town.

## **SUMMARY**

This chapter has presented the findings of inventories of the existing land use pattern and of other aspects of the man-made environment pertinent to land use planning for the Union Grove/Yorkville area. A summary of the most important findings of inventories covered include:

1. In 1995, existing urban development within the Union Grove/Yorkville planning area consisted of two relatively densely developed areas in the Village of Union Grove and in the old settlement of Ives Grove. The planning area also encompassed a number of environmentally significant wetland and woodland areas and a number of relatively large blocks of farmland.
2. In 1995, urban land uses—consisting of residential, commercial, governmental and institutional, recreational, and transportation uses—encompassed about 3,330 acres, or about 14 percent of the planning area. Lands devoted to these urban uses increased by about 1,560 acres, or about 88 percent, between 1963 and 1995. Residential lands comprised the singularly largest urban land use category, encompassing about 1,340 acres, or about 40 percent of all urban land, and about 6 percent of the planning area.
3. By 1998, 795 lots had been created through residential subdivision plats in the Union Grove/Yorkville planning area.
4. In 1995, nonurban land uses—consisting of agricultural lands, wetlands, woodlands, other open lands, and surface water—comprised about 19,850 acres, or about 86 percent of the planning area. Nonurban lands decreased by about 1,560 acres, or about 7 percent, between 1963 and 1995. Agricultural lands encompassed about 17,770 acres in the planning area, accounting for about 90 percent of all nonurban land, and about 77 percent of the planning area. Of the 17,770 acres of agricultural lands, about 14,830 acres, or about 83 percent, were identified as prime agricultural lands in the Racine County farmland preservation plan.
5. In 1999, the planning area was served by a 112-mile network of streets and highways. Of this total network, 49 miles, or about 43 percent, consisted of arterial streets and highways, all of which were under the jurisdiction of the County and State governments.
6. In 1995, public sanitary sewer service within the planning area was provided to the Village of Union Grove by the Village of Union Grove sewage treatment plant and to a portion of the Town of Yorkville by the Yorkville Sewer Utility District No. 1 sewage treatment plant. In addition the Village of Union Grove and a portion of the Ives Grove area were served by public water supply systems.

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## **Chapter V**

# **EXISTING LAND USE REGULATIONS**

### **INTRODUCTION**

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

### **ZONING**

A zoning ordinance is a public law which regulates and restricts the use of property in the public interest. A zoning ordinance divides a community into districts for the purpose of regulating the use of land and structures; the height, size, shape, and placement of structures; and the density of population. Zoning seeks to confine certain land uses to those areas of the community which are well suited to those uses, and seeks to set aside land for these particular uses, thereby encouraging the most appropriate use of land throughout the community. Zoning seeks to assure adequate light, air, and open space for each building; to reduce fire hazard; to prevent the overcrowding of land, traffic congestion, and the overloading of the utility systems. Zoning should also seek to protect and preserve the natural resource base.

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

#### **Town of Yorkville Zoning**

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

The general zoning provisions of the County zoning ordinance are jointly administered by Racine County and the Town of Yorkville. As stipulated in Chapter 59 of the *Wisconsin Statutes*, towns which are under the jurisdiction of a county zoning ordinance must be given the opportunity to review and comment upon all proposed zoning amendments. If a town board formally disapproves a proposed zoning district boundary change within the town—or if a majority of towns disapprove a change in district regulations—a county may not approve the proposed zoning changes without revision. Conversely, zoning changes proposed by a town must be formally approved by the county.

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

Existing (1999) zoning districts within the Town of Yorkville are shown on Map 22. The permitted uses and the lot size, width, and setback requirements for the various districts are summarized in Table 18. A tabular summary of the areal extent of the various districts is presented in Table 19.

As indicated in Table 19:

- Agricultural zoning was in place on about 19,500 acres—about 30.5 square miles—or 88 percent of the Town. About 19,400 acres or about 99 percent of land in agricultural zoning have been placed in the A-2 General Farming and Residential II district, which establishes a minimum parcel size of 40,000 square feet. The A-1 General Farming I district, which establishes a minimum parcel size of 35 acres, and the A-3 General Farming III district which serves as a holding district for future development, have been applied to only about 50 acres and 10 acres, respectively, or less than 1 percent of the Town.
- About 140 acres—about 0.2 square mile—or less than 1 percent of the Town, have been placed in C-1 Resource Conservation district to protect the underlying natural resource base.

The balance of the Town has been placed in various residential, commercial, industrial, and institutional or park-recreational districts. Specifically:

- About 470 acres, representing about 2 percent of the Town, have been placed in residential zoning districts.
- About 450 acres, or about 2 percent of the Town, have been placed in commercial districts.
- About 1,060 acres, or about 5 percent of the Town, have been placed in manufacturing districts.
- About 470 acres, or about 2 percent of the Town, have been placed in institutional or park-recreational districts.

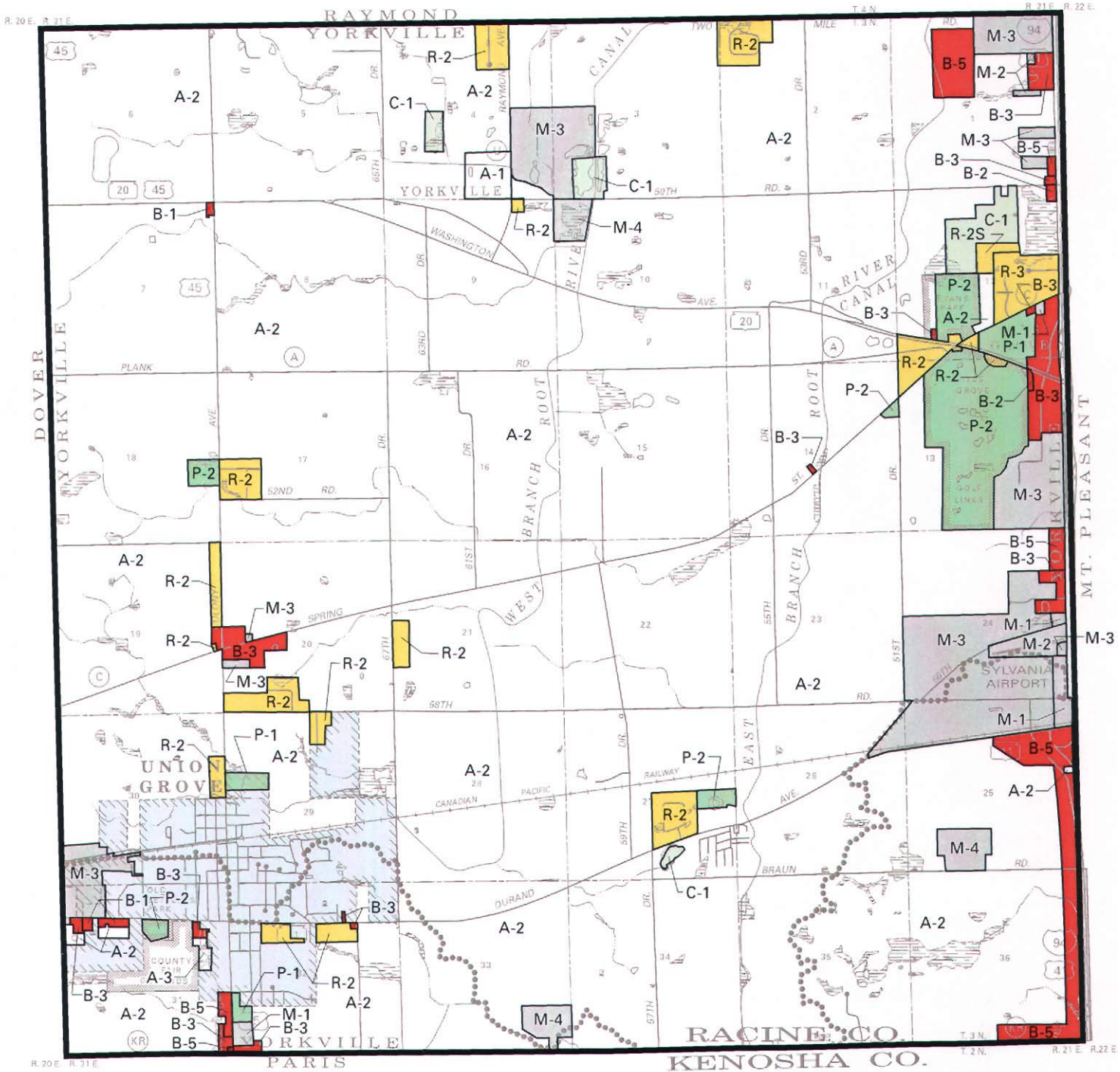
In addition to the basic zoning districts, the County zoning ordinance includes nine overlay districts, as shown in Table 19. Just two of these, the GFO-General Floodplain Overlay District, and the SWO-Shoreland Wetland Overlay District, currently are applied within the Town of Yorkville.

The GFO district is intended to prevent development in flood hazard areas, as well as to protect the floodwater conveyance and storage capacity of the floodplains. County floodplain regulations apply to all lands within the 100-year recurrence interval flood hazard area (see Map 11 in Chapter III). Such areas encompass about 1,570 acres, about 7 percent of the Town. The existing floodplain regulations prohibit virtually all new structures within the floodplain, including the floodway and flood fringe areas, in accordance with sound floodland management practice.

The SWO District is intended to protect wetland resources within the regulatory shoreland jurisdictional area. The establishment of a shoreland-wetland zoning district is required under Chapter NR 115 of the *Wisconsin*

# Map 22

## EXISTING ZONING IN THE TOWN OF YORKVILLE: 1999

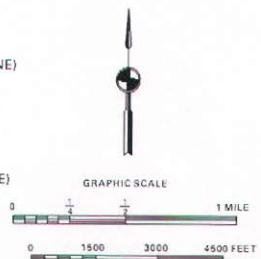


- R-1 COUNTRY ESTATE (NONE)
- R-2 SUBURBAN RESIDENTIAL, UNSEWERED
- R-2S SUBURBAN RESIDENTIAL, SEWERED
- R-3 SUBURBAN RESIDENTIAL, SEWERED
- R-3A SUBURBAN RESIDENTIAL, SEWERED (NONE)
- R-4 URBAN RESIDENTIAL (NONE)
- R-5 URBAN RESIDENTIAL II (NONE)
- R-5A URBAN RESIDENTIAL III (NONE)
- R-6 TWO-FAMILY RESIDENTIAL (NONE)
- R-6A TWO-FAMILY RESIDENTIAL II (NONE)
- R-7 MULTI-FAMILY RESIDENTIAL (NONE)

- R-8 PLANNED RESIDENTIAL (NONE)
- B-1 NEIGHBORHOOD BUSINESS
- B-2 COMMUNITY BUSINESS
- B-3 COMMERCIAL SERVICE
- B-4 PLANNED BUSINESS (NONE)
- B-5 HIGHWAY BUSINESS
- B-6 WATER ORIENTED BUSINESS (NONE)
- B-7 ADULT ENTERTAINMENT BUSINESS (NONE)
- M-1 LIGHT INDUSTRIAL AND OFFICE
- M-2 GENERAL INDUSTRIAL
- M-3 HEAVY INDUSTRIAL

- M-4 QUARRY
- A-1 GENERAL FARMING
- A-2 GENERAL FARMING AND RESIDENTIAL II
- A-3 GENERAL FARMING III
- A-4 TRUCK FARMING AND RESIDENTIAL II (NONE)
- P-1 INSTITUTIONAL PARK
- P-2 RESOURCE RECREATIONAL
- C-1 RESOURCE CONSERVATION
- C-2 UPLAND RESOURCE CONSERVATION (NONE)
- V VILLAGE OF UNION GROVE

NOTE: ZONING DISTRICTS AS OF MAY 1999



Source: Racine County Planning and Development and SEWRPC.

Table 18

## SUMMARY OF BASIC ZONING REGULATIONS: RACINE COUNTY ORDINANCE

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

Table 18 (continued)

District	Typical Principal Uses	Typical Conditional Uses <sup>b,c</sup>	Minimum Lot Size		Minimum Yards <sup>a</sup>			Maximum Building Height (feet)
			Total Area	Total Width (feet)	Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	
B-4 Planned Business District	All uses are conditional uses	All B-2 principal uses, residential quarters, commercial recreation facilities, heliport, bus and rail depots, drive-in banks, taxi stands and public parking lots	2 acres	200	80	10	40	45
B-5 Highway Business District	All uses are conditional uses	All B-1 principal uses, residential quarters, lodges, heliports, bus and rail depots, motels, funeral homes, drive-in banks, tourist homes, truck and bus terminals self-service storage facilities, places of entertainment, commercial recreational facilities, drive-in theaters, taxi stands, and public parking lots	4 acres	400	100	40	40	35
B-6 Water-Oriented Business District	Water-oriented commercial uses such as bait shops, bath houses, fishing, boat sales, service and storage, boat launches, dance halls, hotels, motels, resorts, restaurants and taverns	Residential quarters, commercial recreation facilities, tourist homes, service stations, taxi stands and public parking lots	40,000 square feet	150	50	50	50	35
B-7 Adult Entertainment Business District	All uses are conditional uses	Adult bath houses, adult bookstores, adult video stores, adult modeling studios, massage parlors, cabaret, theaters and novelty shops	4 acres	400	100	40	40	35
M-1 Light Industrial and Office District	Offices, laboratories, training centers, wholesalers, light industrial plants	Restaurant, fueling stations, heliport, bus and rail depots	--	150	100/25 <sup>g</sup>	100/25 <sup>g</sup>	25	35
M-2 General Industrial District	All M-1 principal uses, additional light manufacturing, assembly and packaging	Restaurants, fueling stations, airstrips, animal hospitals, heliport, bus and rail depots, and self-service storage facilities	--	33	50	20	25	45
M-3 Heavy Industrial District	All M-1 and M-2 principal uses, heavy manufacturing	Same as M-2 District conditional uses	--	33	50	20	25	60
M-4 Quarrying District	Mineral extraction operations and concrete products manufacturing	--	--	--	200 <sup>h</sup>	200 <sup>h</sup>	200 <sup>i</sup>	45
A-1 General Farming District I	Agriculture, farm dwellings associated to farming operations, roadside stands	Animal hospitals, commercial egg production, commercial raising of animals, creameries, airstrips, migratory laborers' housing, and sod farming	35 acres	--	100	100	100	50
A-2 General Farming and Residential District II	All A-1 principal uses, one- and two-family dwellings	Same as A-1 District conditional uses, airport, air-strips, universities, hospitals, cemeteries, storage and maintenance of construction equipment	40,000 square feet	150	75	25	25	28
A-3 General Farming District III	All A-1 principal uses--holding district	Same as A-1 District conditional uses	35 acres	--	100	100	100	50
A-4 Truck Farming District	Greenhouses, nurseries, orchards, cash crops, road-side stands, farm dwellings associated to principal use.	Animal hospitals, airstrips, universities, hospitals, and cemeteries	10 acres	300	50	15	50	50
P-1 Institutional Park District	Public and private institutional uses such as schools, colleges, hospitals, penal institutions, cemeteries and crematories	Airports, airstrips, and churches	20 acres	--	100	100	100	50

Table 18 (continued)

District	Typical Principal Uses	Typical Conditional Uses <sup>b,c</sup>	Minimum Lot Size		Minimum Yards <sup>a</sup>			Maximum Building Height (feet)
			Total Area	Total Width (feet)	Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	
P-2 Recreational Park District	Public and private recreational uses such as arboretums, fishing, boating, swimming, and recreational trails	Private recreational or assembly structures, golf courses, campgrounds, playgrounds, driving ranges, polo fields, swimming pools, zoological gardens, athletic fields, lodges, picnic areas, archery ranges, and firearm ranges	10 acres	--	100	100	100	35
C-1 Resource Conservation District	Fishing, floodwater storage, pedestrian and equestrian trails, fish hatcheries, hunting, navigation, preservation of scenic, historic and scientific areas, soil and water conservation practice, sustained yield forestry, stream bank and lake shore protection, wildlife areas	Drainageways, game farms, grazing, orchards, swimming, truck farming, and wild crop harvesting	N/A	N/A	N/A	N/A	N/A	N/A
C-2 Upland Resource Conservation District	Farming and related agricultural uses when conducted in accordance with soil conservation service standards; hunting and fishing; forest preservation; forest and game management; preservation of scenic, historic and scientific areas; park and recreation areas; arboreta; botanical gardens; one single-family dwelling.	Hunting and fishing clubs; recreation camps, public or private campgrounds; gardening, tool, and storage sheds incidental to the residential use; general farm buildings, including barns, silos, sheds and storage bins; private garages and carports; and clustered residential developments.	3 acres	300	100	25	100	28

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

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

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

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

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

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

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

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

Source: Racine County and SEWRPC.

**Administrative Code.** Generally permitted uses in the overlay district must be carried out without filling, flooding, draining, dredging, or other disturbance of the wetland resources.

Racine County, under Chapter NR 115, has the authority to solely and directly regulate activities in shoreland-wetland areas. These areas are defined as wetlands five acres or larger in size laying within the previously defined shoreland areas. For the purpose of this ordinance, rivers and streams are presumed to be navigable if they are designated as either continuous or intermittent waterways on the United States Geological Survey quadrangle maps until such time that the Wisconsin Department of Natural Resources has made a determination that the waterway is not, in fact, navigable. It should be noted that the shoreland areas shown on Map 23 do not include shoreland areas which may be associated with ponds because the determination of the navigability of ponds is subject to a site specific analysis by the Wisconsin Department of Natural Resources.

Table 19

## EXISTING ZONING IN THE TOWN OF YORKVILLE: 1999

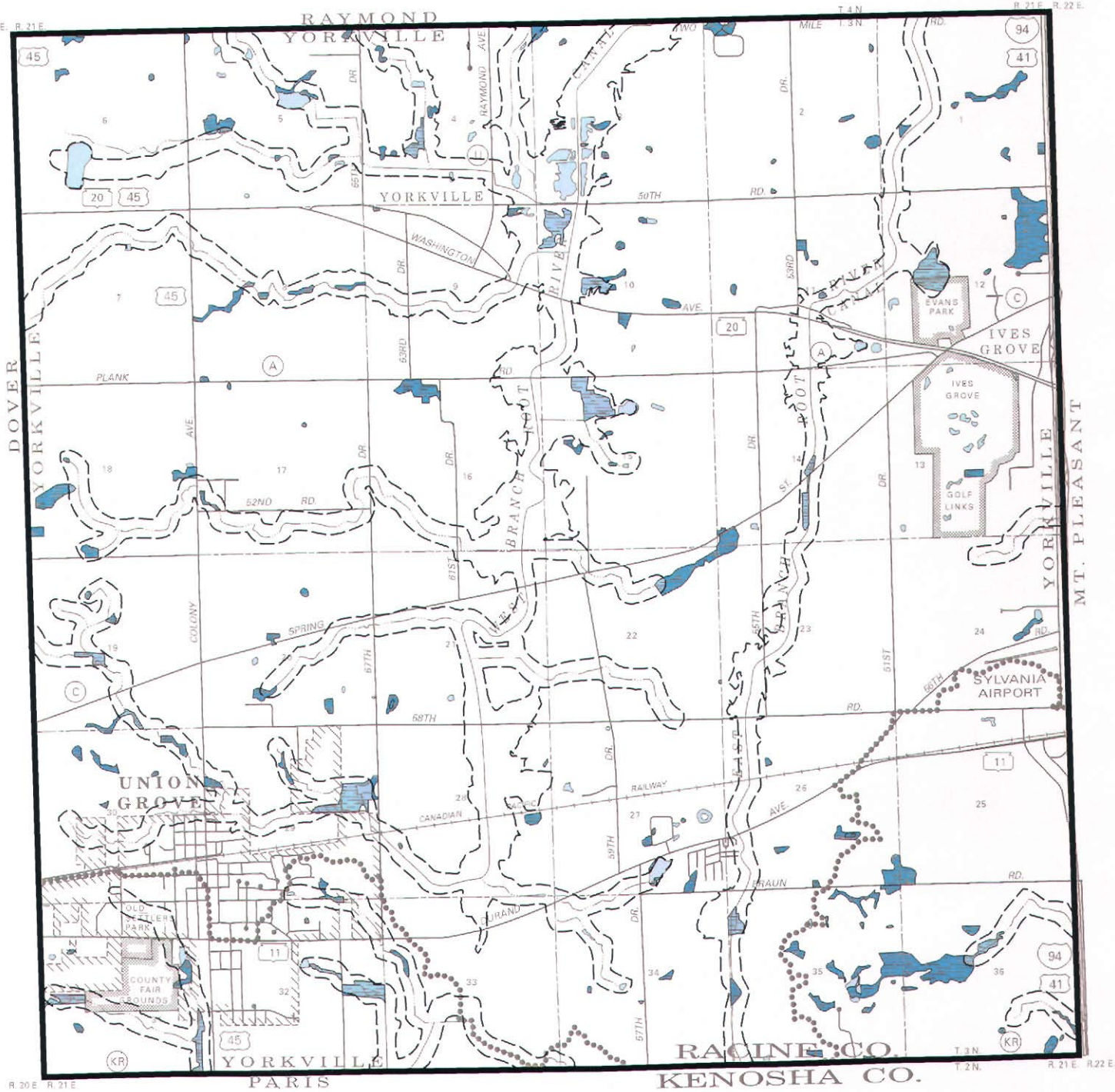
District Type		District Name	Area	Percent of Total
Basic District	Residential	R-1 Country Estate	0	0.0
		R-2 Suburban Residential – Unsewered	369	1.7
		R-2S Suburban Residential – Sewered	17	0.1
		R-3 Suburban Residential – Sewered	79	0.3
		R-3A Suburban Residential – Sewered	0	0.0
		R-4 Urban Residential I	0	0.0
		R-5 Urban Residential II	0	0.0
		R-5A Urban Residential III	0	0.0
		R-6 Two-Family Residential	0	0.0
		R-6A Two-Family Residential II	0	0.0
		R-7 Multi-Family Residential	0	0.0
		R-8 Planned Residential	0	0.0
		Subtotal	465	2.1
	Commercial	B-1 Neighborhood Business	10	..a
		B-2 Community Business	6	..a
		B-3 Commercial Service	179	0.8
		B-4 Planned Business	0	0.0
		B-5 Highway Business	256	1.2
		B-6 Water-Oriented Business	0	0.0
		B-7 Adult Entertainment Business	0	0.0
		Subtotal	451	2.0
	Industrial	M-1 Light Industrial and Office	40	0.2
		M-2 General Industrial	42	0.2
		M-3 Heavy Industrial	862	3.9
		M-4 Quarrying	115	0.5
		Subtotal	1,059	4.8
	Agricultural	A-1 General Farming	48	0.2
		A-2 General Farming and Residential II	19,402	87.6
		A-3 General Farming III	10	..a
		A-4 Truck Farming	0	0.0
		Subtotal	19,460	87.8
	Public	P-1 Institutional Park	73	0.3
		P-2 Recreational Park	396	1.8
		Subtotal	469	2.1
	Conservancy	C-1 Resource Conservation	136	0.6
		C-2 Upland Resource Conservation	0	0.0
		Subtotal	136	0.6
	IH 94 right-of-way not included in Basic Zoning District		129	0.6
	--	Total Town	22,169	100.0
Overlay Districts	--	FW Urban Floodway	0	0.0
		FCO Urban Floodplain Conservancy	0	0.0
		FFO Urban Floodplain Fringe	0	0.0
		GFO General Floodplain	1,568	7.1
		APO Airport Protection	0	0.0
		SSO Structural Setback	0	0.0
		NSO Nonstructural Setback	0	0.0
		SWO Shoreland Wetland	152	0.7
		PUD Planned Unit Development	0	0.0

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

Source: SEWRPC.

Map 23

EXISTING SHORELAND ZONING IN THE UNION GROVE/YORKVILLE PLANNING AREA: 1999



Source: SEWRPC.

Wetlands subject to SWO District zoning in the Town are shown on Map 23. These wetlands encompass about 150 acres—about 0.2 square mile—or less than 1 percent of the Town. Nonshoreland wetlands in the Town are also shown on Map 23. These wetlands, although not subject to regulations through Chapter NR 115, along with shoreland wetlands, are subject to other State and Federal regulations discussed later in this chapter.

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

While not currently mapped within the Town of Yorkville, Racine County also has a Planned Unit Development Overlay District (PUD), which may be applied to lands in the Town, on a case-by-case basis when appropriate. This district is intended to permit developments that will, over a period of time, be enhanced by coordinated site planning and diversified location of structures. Such developments are intended to provide a safe and efficient system for pedestrian and vehicle traffic, to provide attractive recreation and open spaces as integral parts of the developments, to enable economic design in the location of public and private utilities and community facilities, and to ensure adequate standards of construction and planning. For example, the application of the PUD could allow for lot sizes smaller than allowed under the basic zoning district, thereby allowing the same number of lots to be developed while providing for the preservation of environmentally significant lands that might otherwise be developed and destroyed.

### **Village of Union Grove Zoning**

The Village of Union Grove zoning ordinance adopted by the Village in 1994 establishes 14 basic zoning districts. Existing (1999) zoning districts within the Village of Union Grove are shown on Map 24. The permitted uses and the lot size, width, and setback requirements for the various districts are summarized in Table 20. A tabular summary of the areal extent of the various districts is presented in Table 21.

As indicated in Table 21:

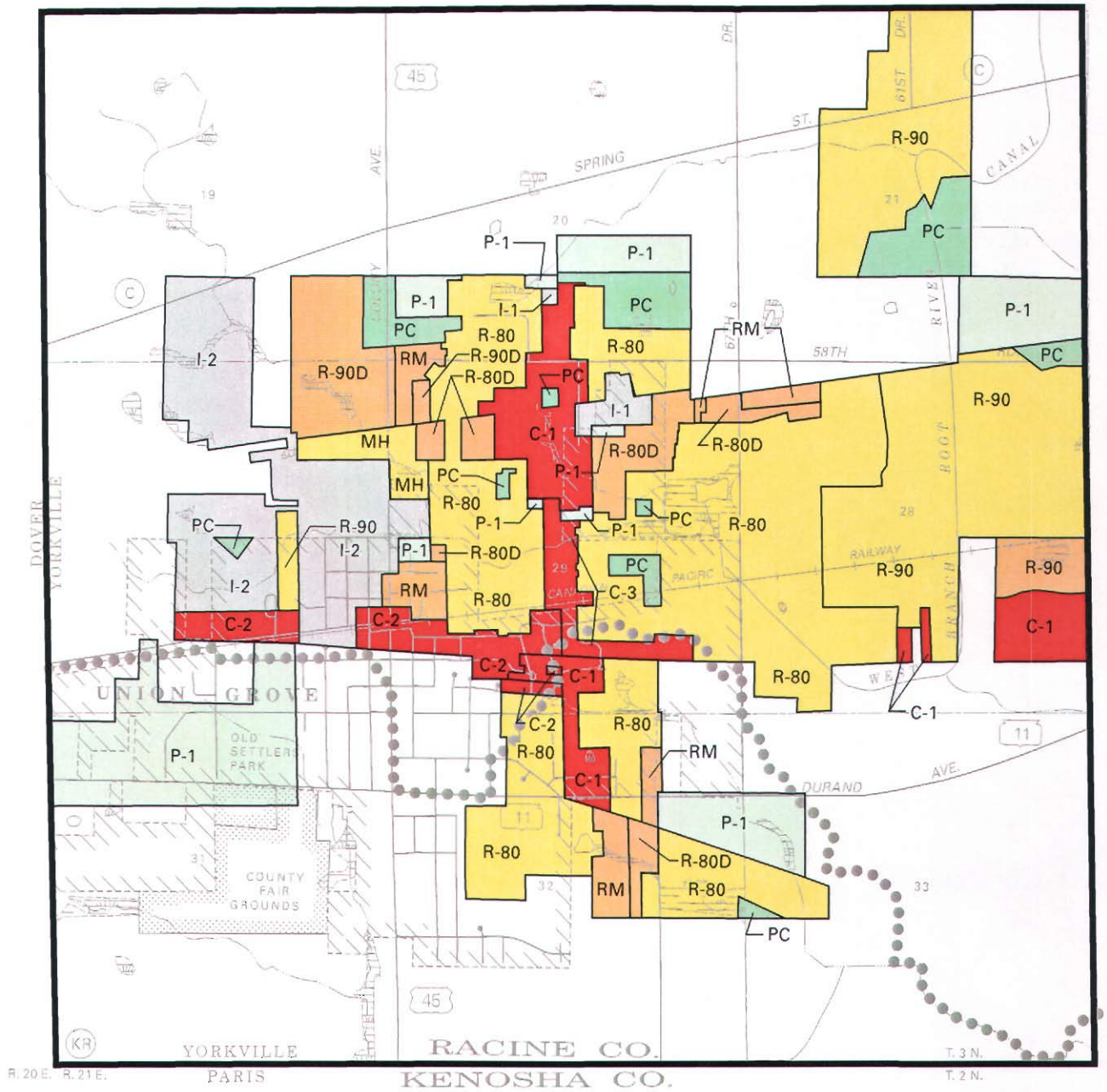
- Residential zoning was in place on about 620 acres, or about 61 percent of the Village.
- About 100 acres, or about 10 percent of the Village, was in a commercial zoning district.
- About 110 acres, or about 11 percent of the Village, was in an industrial zoning district.
- About 180 acres, or about 18 percent of the Village, was in a park and conservancy or institutional park district.

In addition to these basic zoning districts, the Village zoning ordinance includes two overlay districts, the PUD-Planned Unit Development Overlay District and the GFO-General Floodplain Overlay District as described in Table 20. Similar to the PUD district in the Town, the Village's PUD district may be applied to lands on a case-by-case basis and is intended to permit developments that will, over a period of time, be enhanced by coordinated site planning and diversified location of structures. Like the GFO district in the Town, the Village's GFO district is intended to prevent development in flood hazard areas, as well as to protect the floodwater conveyance and storage capacity of the floodplains. Village floodplain regulations apply to all lands within the 100-year recurrence interval flood hazard area (see Map 11 in Chapter III). Such areas encompass only about 20 acres, or about 2 percent of the Village. The existing floodplain regulations prohibit virtually all new structures within the floodplain, including the floodway and flood fringe areas, in accordance with sound floodland management practice.

As in the Town when a more restrictive overlay district is in place, the restrictions of the overlay district would supersede the requirements of the basic underlying districts.

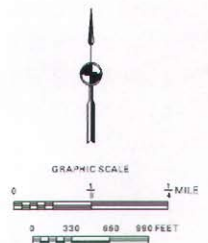
# Map 24

## EXISTING ZONING IN THE VILLAGE OF UNION GROVE: 1999



<b>R-80</b>	SINGLE FAMILY RESIDENCE	<b>C-2</b>	HIGHWAY COMMERCIAL
<b>R-90</b>	SINGLE FAMILY RESIDENCE	<b>C-3</b>	OFFICE AND PROFESSIONAL BUSINESS
<b>MH</b>	MOBILE HOME	<b>I-1</b>	LIGHT INDUSTRIAL
<b>R-80D</b>	TWO-FAMILY RESIDENCE	<b>I-2</b>	HEAVY INDUSTRIAL
<b>R-90D</b>	TWO-FAMILY RESIDENCE	<b>PC</b>	PARK AND CONSERVANCY
<b>RM</b>	MULTIPLE-FAMILY RESIDENCE	<b>P-1</b>	INSTITUTIONAL PARK
<b>C-1</b>	GENERAL COMMERCIAL	<b>A</b>	AGRICULTURAL (NONE)

NOTE: ZONING DISTRICTS AS OF MAY 1999



Source: Racine County Planning and Development and SEWRPC.

Table 20

## SUMMARY OF ZONING REGULATIONS: VILLAGE OF UNION GROVE

District	Typical Principal Uses	Typical Conditional Uses <sup>a</sup>	Minimum Lot Size		Minimum Yards			Maximum Building Height (feet)
			Total Area	Total Width (feet)	Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	
R-90 Single Family Residence District	One-family dwellings	Hospitals, schools and churches	13,000 square feet	90	30	10	30	28
R-80 Single Family Residence District	One-family dwellings	Convalescent and nursing homes, hospitals, schools and churches	8,000 square feet	80	25	6	30	28
R-90-D Two Family Residence District	Two family dwellings	Convalescent and nursing homes, day care centers, hospitals, schools and churches	13,000 square feet	90	25	10	30	30
R-80-D Two Family Residence District	Two family dwellings	Convalescent and nursing homes, day care centers, hospitals, schools and churches	8,000 square feet	80	25	6	30	28
RM Multiple-Family Residence District	Multi-family dwellings	Convalescent and nursing homes, day care centers, hospitals, schools and churches	Varies <sup>b</sup>	700	25	20	30	45
MH Mobile Home District	All uses are conditional uses	Mobile home parks not to exceed a density of 7.2 units per acre.	6,000 square feet	50	15	6	25	--
C-1 General Commercial District	Community level retail, office and service	Funeral homes, veterinary clinics, vehicle sales, service stations, taverns, motels, and bus and rail depots	Varies <sup>c</sup>	50	5	9	15	45
C-2 Highway Commercial District	All uses are conditional uses	Commercial recreation facilities, drive-in restaurants, motels, hotels, vehicle sales, service stations, drive-in banks, drive-in theaters, truck and bus terminals	Varies <sup>c</sup>	150	25	9/5 <sup>d</sup>	30	35
C-3 Office and Professional Business District	Offices, studios, banks, medical clinics, parking lots and structures, and one-family dwellings	Funeral homes, rental efficiency units, and schools	8,000 square feet	80	25	6	30	35
I-1 Light Industrial District	All uses are conditional uses	Industrial and manufacturing uses	Varies <sup>c</sup>	100	25	50/20 <sup>d</sup>	40	35
I-2 Heavy Industrial District	All I-1 uses, outdoor storage areas, and heavy machinery	Same as I-1 conditional uses	Varies <sup>c</sup>	150	50	50/30 <sup>d</sup>	40	45
A Agricultural District	Agriculture, farm dwellings associated to farming operations and roadside stands	Grazing, stables, greenhouses, churches, schools, cemeteries, and community park and recreation areas	5 acres	100	50	20	50	35
PC Park and Conservancy District	Fishing, floodwater storage, pedestrian trails, preservation of scenic, historic and scientific areas, forestry, wildlife and fish management and wild crop harvesting	Public and private recreational uses, campgrounds, golf courses, and sewage disposal plants	--	--	--	--	--	--
P-1 Institutional Park District	Public and private institutional uses such as schools, colleges, hospitals, religious and charitable institutions and cemeteries	All structures and improvements which serve the principle use	20 acres	--	100	100	100	50
PUD Planned Unit Development Overlay District	Any use permitted in the underlying basic district	Any use permitted in the underlying basic district	N/A	N/A	N/A	N/A	N/A	N/A
GFO General Floodplain Overlay District	Drainage facilities, floodwater overflows, navigational structures, streambank protection, horticulture, open parking areas, open recreational uses, wild crop harvesting, hunting, fishing, and grazing	Navigational structures, public water measuring and control facilities, bridges, and approaches, utilities, parking lots and loading areas	N/A	N/A	N/A	N/A	N/A	N/A

<sup>a</sup>Governmental and cultural uses such as fire and police stations, community centers, libraries, public emergency shelters, parks, and museums are allowed as conditional uses in the R-90, R-80, R-90-D, R-80-D and the C-3 districts.

<sup>b</sup>2,400 square feet per one-bedroom units, 3,000 square feet per two-bedroom units, 4,000 square feet per three-bedroom units, and 5,000 square feet per four or more bedroom units.

<sup>c</sup>The lot area shall be the minimum required to meet all setbacks and parking requirements.

<sup>d</sup>The first figure indicates minimum setback when adjacent to residential districts; the second figure is the minimum setback in other cases.

Source: Village of Union Grove and SEWRPC.

Table 21

## EXISTING ZONING IN THE VILLAGE OF UNION GROVE: 1999

District Type		District Name		Area	Percent of Total
Basic District	Residential	R-90	Single-Family Residence	182	18.1
		R-80	Single-Family Residence	318	31.6
		R-90-D	Two-Family Residence	47	4.6
		R-80-D	Two-Family Residence	31	3.1
		RM	Multi-Family Residence	28	2.8
		MH	Mobile Home	11	1.1
		Subtotal		617	61.3
	Commercial	C-1	General Commercial	61	6.1
		C-2	Highway Commercial	25	2.5
		C-3	Office and Professional Business	15	1.5
		Subtotal		101	10.1
	Industrial	I-1	Light Industrial	6	0.6
		I-2	Heavy Industrial	104	10.3
		Subtotal		110	10.9
	Agricultural	A	Agricultural	0	0.0
	Public	PC	Park and Conservancy	50	5.0
		P-1	Institutional Park	128	12.7
		Subtotal		178	17.7
Total Village				1,006	100.0
Overlay Districts		GFO	General Floodplain	21	2.1
		PUD	Planned Unit Development	--	--

Source: SEWRPC.

It should be noted that the Village does not have and is not required to have a shoreland-wetland zoning district because the State has determined that there are no wetlands in the Village meeting the definition of a shoreland wetland.

## LAND SUBDIVISION AND LAND IMPROVEMENT REGULATIONS

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

Chapter 236 of the *Wisconsin Statutes* sets forth general regulations governing the platting of land, including, among others, street layout requirements, necessary approvals, recording procedure, and the vacating and altering of plats. The statutes also grant authority to local government units such as Racine County to review the plat with respect to local plans or official maps, area-wide water quality management plans, shoreland management regulations, storm water runoff, topography and appropriate lot layouts and street patterns.

The Racine County Land Division Control Ordinance further details the review requirements of those factors designated by the State for local review. It also defines a land subdivision as the division of land for the purpose of transfer of ownership or building development where the act of division creates five or more parcels or building sites of three acres each or less in area; or where the act of division creates five or more parcels or building sites of three acres each or less in area by successive division within a period of five years. The land division ordinance sets forth procedures to be followed in the submittal and review of preliminary and final subdivision plats by the County and establishes certain basic design standards as noted previously. Under the County ordinance, certain improvement requirements, such as those pertaining to road surfacing and to the installation of curbs and gutters, sidewalks, and street lamps, are left to the determination of the Town board of the respective Town. The Racine County ordinance does not apply to lands within the Village. Lands within the Village of Union Grove are governed by the Village land division ordinance. However, Racine County is an objecting agency for subdivision plats located within the Village of Union Grove. The County staff also provides assistance and recommendations for the design and appropriate planning of developments within the Village.

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

The Town of Yorkville and Village of Union Grove land division control ordinances include not only the same guidelines and procedures as the County ordinance, but also includes sections on sidewalks and streets, and do apply to minor land divisions not covered by the County ordinance.

The Town of Yorkville land division ordinance also contains minimum lot standards not included in the County ordinance. These standards provide that:

- A residential lot served by public sanitary sewer shall have an area of not less than one acre, and at least 150 feet of frontage.
- A residential lot not served by public sanitary sewer shall have an area of not less than three acres, and at least 300 feet of frontage.
- A residential lot shall be no more than two and a half times as deep as it is wide.

As provided by the *Wisconsin Statutes*, the Village of Union Grove exercises extraterritorial plat review authority in unincorporated areas within one and one-half miles of the corporate limits of the Village. Plats in the Town of Yorkville located in the extraterritorial platting jurisdiction of the Village are subject to approval by the Village of Union Grove.

## **RACINE COUNTY SANITARY CODE**

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

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

## FEDERAL WETLAND REGULATIONS

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

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

## OTHER STATE RESOURCE REGULATORY PROGRAMS

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

Chapters NR 110 and Comm 82 of the *Wisconsin Administrative Code* require that the Wisconsin Department of Natural Resources, in its regulation of public sanitary sewers, and the Wisconsin Department of Commerce, in its regulation of private sanitary sewers, make a finding that all proposed sanitary sewer extensions are in conformance with adopted areawide water quality management plans and the sanitary sewer service areas identified in such plans. If a locally proposed sanitary sewer extension is designed to serve areas not recommended for sewer service in an areawide water quality management plan, the State agencies concerned must deny approval of the extension. More specifically, the State agency concerned must make a finding that the area proposed to be served is located: 1) within an approved sewer service area; and 2) outside of areas having physical or environmental constraints which, if developed, would have adverse water quality impacts. Areas having such physical or environmental constraints may include wetlands, shorelands, floodways and floodplains, steep slopes, highly erodible soils and other limiting soil types, and groundwater recharge areas. In the Union Grove/Yorkville planning area, these areas are generally found within the environmental corridors as identified on Map 16 in Chapter III.

## SUMMARY

This chapter has presented a description of those regulations which have a direct bearing on the use of land in the Union Grove/Yorkville planning area. A summary of the major findings of this chapter follows:

1. The Town of Yorkville is under the jurisdiction of the Racine County general zoning and shoreland/floodplain zoning ordinance. The general zoning provisions are administered jointly by Racine County and the Town of Yorkville. Under county-town general zoning in Wisconsin, towns must be given the opportunity to review and comment upon all proposed zoning amendments. If a town board formally disapproves a proposed zoning district boundary change, or if a majority of towns disapprove a proposed change in district regulations, a county may not approve the proposed amendment without revision. Under the *Wisconsin Statutes*, counties are solely responsible for the zoning of shoreland areas within civil towns. Zoning amendments within shoreland areas do not

require approval and are not subject to disapproval by town boards. In practice, however, Racine County and the Town of Yorkville act together to cooperatively implement zoning in the shoreland areas.

2. Lands in the Village of Union Grove are subject to the Village of Union Grove zoning ordinance. The Village ordinance contains both basic and overlay zoning districts.
3. County and Village floodplain regulations apply as appropriate to all lands within the 100-year recurrence interval flood hazard area; such areas encompass about 1,590 acres, or about 7 percent, of the planning area. The existing floodplain regulations prohibit virtually all new structures throughout the floodplain, in accordance with sound floodland management practice.
4. County shoreland-wetland regulations apply as appropriate to wetlands five acres or larger in size within the designated shoreland areas. These shoreland wetlands encompass about 150 acres, or less than 1 percent of the planning area and about 30 percent of the wetlands in the planning area. However, all wetlands in the planning area are subject to State and Federal regulations.
5. In addition to State statutes governing land divisions, the division and improvement of land in the planning area is also governed by the Racine County Land Division Control Ordinance, the Town of Yorkville Land Division Ordinance, and the Village of Union Grove Land Division Ordinance. The County Land Division Control Ordinance sets forth procedures to be followed in the preparation of preliminary and final subdivision plats and establishes certain basic design standards. Under that ordinance, basic improvement requirements, such as those pertaining to road surfacing and to the installation of curbs and gutters, sidewalks, and street lamps, are left to the determination of the Town board of the respective towns. The Town of Yorkville and Village of Union Grove land division ordinances include not only the same guidelines and procedures as the County ordinance but also regulate the dedication and construction of streets and highways to be accepted by the Town or Village as public ways.
6. The discharge of dredged and fill materials into waters of the United States, including certain wetlands, is regulated by the U.S. Department of the Army, Corps of Engineers under Section 404 of the Federal Clean Water Act. The issuance of Federal permits for the discharge of dredged or fill materials into surface water and wetland areas must be consistent with State water quality policies and standards.
7. A number of policies and regulatory programs of the State of Wisconsin have a direct bearing on the use of land and water resources in the planning area. Under Chapter NR 103 of the *Wisconsin Administrative Code*, the Wisconsin Department of Natural Resources is responsible for the protection of the function of wetlands. Under Chapters NR 110 and Comm 82, the State has the responsibility to ensure that those resources located in the urban and urbanizing areas of the State served by sanitary sewer are protected, thereby assuring the maintenance of water quality within the State.

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## **Chapter VI**

# **LAND USE PLAN**

### **INTRODUCTION**

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

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

The land use plan should promote the public interest rather than the interests of individuals or special groups within the community. The very nature of the plan contributes to this purpose, for it facilitates consideration of the relationship of any development proposal, whether privately or publicly advanced, to the overall physical development of the entire community, as well as consideration of the infrastructure provided to service the physical development.

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

The land use plan, however, should not be considered as a rigid and unchangeable pattern to which all development proposals must conform, but rather as a flexible guide to help local officials and concerned citizens

review development proposals. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary. Accordingly, the plan should be reviewed periodically to determine whether the land use development objectives are still valid, as well as to determine the extent to which the various objectives are being realized through plan implementation.

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

## **PLAN DETERMINANTS**

### **Objectives**

The preparation of the Union Grove/Yorkville land use plan was guided by the Union Grove/Yorkville Land Use Plan Committee. The membership of that Committee was comprised of both public officials and private citizens representing a variety of interests. The full Committee membership is set forth on the inside front cover of this report.

Land use concerns identified at a series of meetings of that Committee, together with pertinent issues identified in the Village's Vision 2000 Task Force Report completed in 1993 and the Town of Yorkville Community Survey conducted by the University of Wisconsin Extension in 2000, were used to develop a set of land use development objectives for the planning area. Such objectives relate to the allocation and distribution of the various land uses and the provision of community facilities and supporting services to meet the needs of the existing and probable future resident population of the planning area to the plan design year 2020, as well as the protection of the natural resource base, and the preservation of agricultural lands.

### **Major Land Area Objectives and Locations**

#### **I     Agricultural Areas**

##### **A.    Objectives**

- 1) Preserve prime agricultural soils.
- 2) Preserve as many acres as possible.

##### **B.    Target Areas**

- 1) Those areas on Map 9 designated as national prime farmland soils.

##### **C.    Purchase Options**

- 1) Where applicable, land purchase and trusts will be arranged between parties.
- 2) Purchase and transfer of development rights shall be encouraged and used as a means to offset undefined growth.

#### **II    Commercial Areas**

##### **A.    Objectives**

- 1) To encourage businesses that provide services to the community, and contribute to the quality of life, or the environment for the citizens in the Town of Yorkville and the Village of Union Grove.
- 2) To encourage businesses that will provide jobs that promote long-term employment, and growth of the tax base.

- 3) To encourage businesses that are compatible with existing adjacent and surrounding land uses.
- 4) To encourage businesses that would not adversely affect infrastructure from present levels, including: fire and rescue, schools, and sewage treatment.
- 5) All businesses must have adequate access and egress to major street right-of-ways, and not cause undue traffic congestion, and/or safety hazards for motorists or pedestrians.
- 6) All businesses must be compatible with emergency and utility services available.

B. Target Areas (see Map 25)

Town of Yorkville

- 1) IH 94 corridor: U.S. Public Land Survey Sections 1, 12, 13, 25, 36.
- 2) Intersection of STH 20 and USH 45: U.S. Public Land Survey Sections 5, 6, 7, 8 (the four adjacent corners of these sections).
- 3) Intersection of USH 45 and CTH C: U.S. Public Survey Sections 19, 20.

Village of Union Grove

- 1) Along USH 45: U.S. Public Land Survey Section 32.
- 2) Along STH 11: U.S. Public Land Survey Section 31.
- 3) Intersection of STH 11 and 67th Drive: U.S. Public Land Survey Section 32.

C. Types of Acceptable Commercial Development:

- 1) Small businesses, including but not limited to such business types as:
  - a. Computer assembler and sales.
  - b. Equipment and tool rental.
  - c. Copying or printing.
  - d. Technical campus.
  - e. Auto/truck/motorcycle new parts supply.
- 2) Service industries, including but not limited to:
  - a. Health and fitness clubs.
  - b. Internet service providers.
- 3) Business/professional offices.
- 4) Small retail centers.

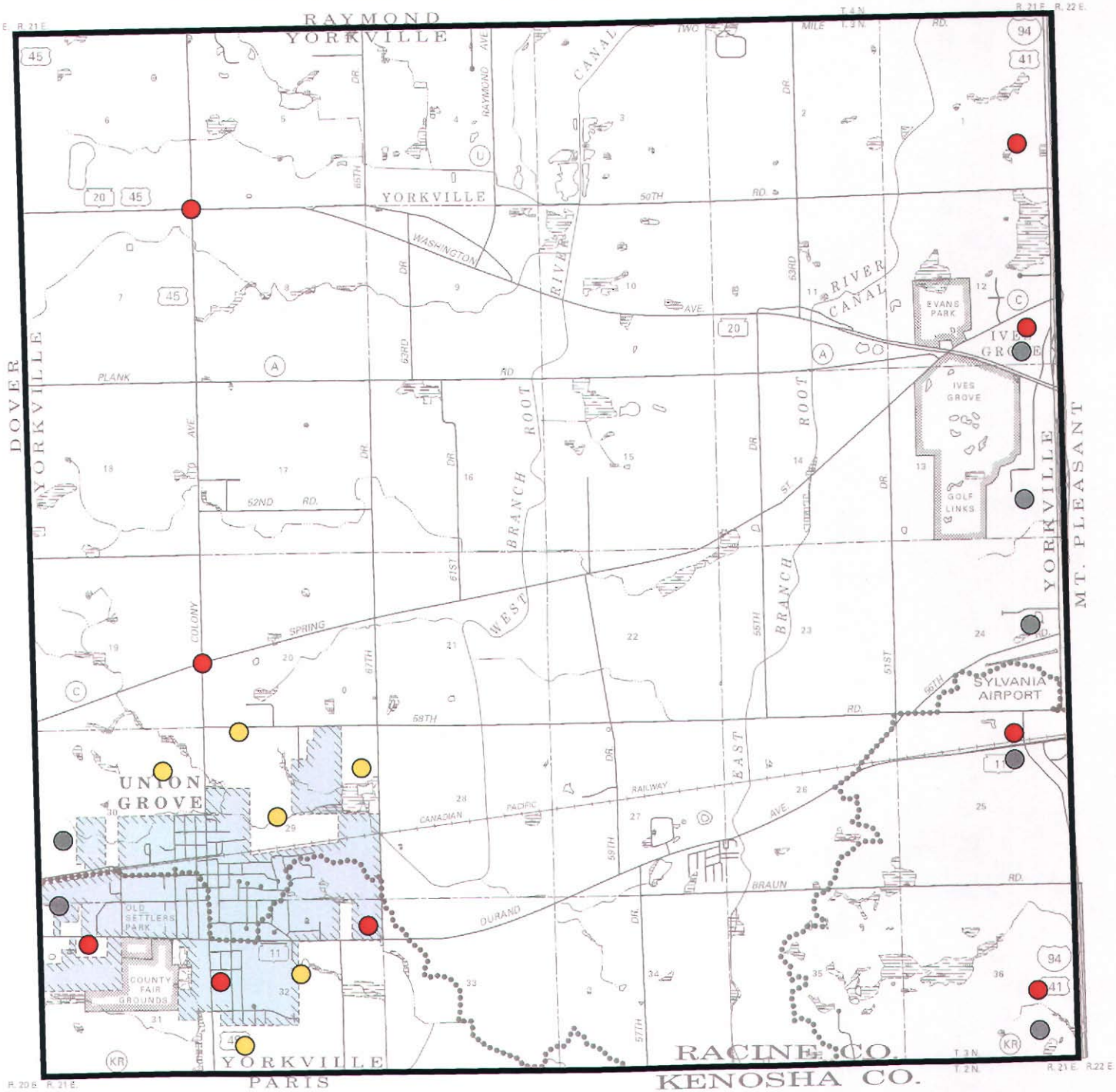
### III Industrial Areas

A. Objectives

- 1) To encourage businesses that provide services to the community and surrounding areas, while contributing to the quality of life, and/or the environment for the citizens in the Town of Yorkville and the Village of Union Grove.
- 2) To encourage businesses that would provide long-term jobs that promote sustained economic growth and stability to the Town of Yorkville, Village of Union Grove and surrounding communities.
- 3) To encourage nonhazardous operations. Operations that generate hazardous compounds, heavy metals, and other by-products are not considered compatible with the will of the Town of Yorkville residents (refer to surveys conducted in 1995 and 2000) and the Village of Union Grove.

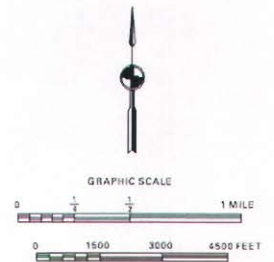
Map 25

URBAN DEVELOPMENT TARGET AREAS FOR THE UNION GROVE/YORKVILLE PLANNING AREA



- COMMERCIAL USES
- INDUSTRIAL USES
- RESIDENTIAL USES

Source: SEWRPC.



- 4) To encourage businesses that would not adversely affect infrastructure.
- 5) All businesses must have adequate access and egress to major right-of-ways, without causing traffic safety hazards, or traffic flow problems.
- 6) All businesses must be compatible with emergency and utility services available presently.
- 7) All businesses *must* supply drainage and site plans that must show that:
  - a. Surrounding property owners will not receive more water run-off than with current conditions.
  - b. The property and building(s) will complement adjacent lands and properties.

B. Target Areas (See Map 25)

Town of Yorkville

- 1) IH 94 corridor: U.S. Public Land Survey Sections 12, 13, 24, 25, 36.

Village of Union Grove

- 1) U.S. Public Land Survey Section 30.

C. Types of Acceptable Industrial Development

- 1) Manufacturing, including but not limited to:
  - a. Plastics forming/molding.
  - b. Assembly.
  - c. Door/window manufacturing.
  - d. Automotive parts manufacture.
- 2) High tech/electronics.
- 3) Fabrication.

IV Residential Areas

A. Requirements/Objectives

Town of Yorkville

- 1) Must maintain a rural atmosphere without an “urban” look.
- 2) Must continue to allow the agricultural community to exist and thrive—preserve prime agricultural land.
- 3) Must encourage self-sufficiency without the need of many municipal services such as refuse pick-up, added police and fire protection.
- 4) Shall have a maximum density of one housing unit per acre in sewered areas, and one housing unit per three acres in nonsewered areas. Current ratio for lot configuration would apply per subdivision ordinance.
- 5) Shall maintain or exceed existing standards of housing construction.
- 6) To discourage residential development along IH 94, or adjacent to manufacturing/industrial development.

Village of Union Grove

- 1) Development should occur only with the provision of public sanitary sewer service.
- 2) The desired residential density could be comprised of an appropriate mix of housing types and styles, including single-family, two-family, and multi-family structures.

B. Target Areas (see Map 25)

Town of Yorkville

- 1) Most areas not identified in commercial/industrial areas.
- 2) Encourage future residential development to occur in areas adjacent to existing development, thereby preserving large blocks of agricultural lands.
- 3) Encourage future housing development entrances to be 300 feet from major highway intersections.

Village of Union Grove

- 1) Areas within planned urban service area not committed to other urban uses.

C. Guiding Principles

Town of Yorkville

- 1) Cluster development/conservation subdivisions shall strive to maintain 70 percent open and/or undeveloped space. A minimum of 64 percent open space is required. In certain instances, a density bonus of up to 10 percent may be given in order to retain maximum green (open) space. Only true cluster developments may be considered for a density bonus. Traditional subdivisions shall not be given consideration for a density bonus.

Cluster developments shall be considered only on parcels that are at least 15 acres in size.

Cluster developments must aggregate lots so that they have minimal sight impact to adjacent property owner's line of sight, and from entrances to the development.

The Town of Yorkville and/or a conservation organization should also hold a conservation easement on the open space, further protecting it from development.

All development, including cluster development, must be approved by the Town of Yorkville Board and Planning Commission at a regularly scheduled public meeting.

- 2) Shall maintain setbacks as defined in Subdivision Ordinance—section C as minimums.
- 3) Green space will be defined as space not assigned to or used for personal property, business, industrial, commercial, or institutional uses. It shall be kept in as natural state as possible without manmade structures or other articles. Any other use deemed appropriate for the development would require a conditional use permit. The resident owners must maintain green space.
- 4) Any nonclustered developments shall maximize the natural environment of the land.
- 5) Residential housing shall consist of single family construction only. Multi-family units shall not be considered.

Village of Union Grove

- 1) New residential development should be guided by detailed neighborhood planning.

V Woodlands/Natural Areas

A. Objectives:

- 1) To protect existing woodlands and natural areas, including existing county park areas.
- 2) To expand natural areas and green space.
- 3) To encourage parks and public open spaces in appropriate areas.

B. Target Areas

- 1) Existing woodlands are a priority to maintain.

- 2) Central locations within the Town, avoiding major state highways.
  - 3) Areas near Yorkville Grade School—U.S. Public Land Survey Section 8.
- C. Guiding Principles
- 1) Rezoning areas as conservancy districts shall be an option.
  - 2) To nurture potential sites for appropriate natural areas restoration (e.g., prairie, woodlands, wetlands).
  - 3) To set aside land for future parks and recreation areas.

#### VI Additional Considerations

- A. Noise: Development shall not increase noise to adjacent property owners after completion.
- B. Plan for a new Town Hall building.
- C. Plan for “buffer” areas at boundaries between Town and Village.
- D. Plan for transitional residential densities on borders between the Town and the Village.

#### **Village of Union Grove and Town of Yorkville Urban Service Areas**

The Union Grove/Yorkville Land Use Plan Committee identified planned urban service areas for the Village of Union Grove and the Town of Yorkville that were based upon the sanitary sewer service area boundary identified in SEWRPC Community Assistance Planning Report No. 180, *Sanitary Sewer Service Area for the Village of Union Grove*, August 1990, and the Greater Racine Area Utility Plan completed in 1992. The sanitary sewer service area for the Village of Union Grove identified in the land use plan is a modification of the currently adopted sewer service area. The proposed changes should be taken into consideration in the next reevaluation of the Union Grove sewer service area plan.

The land use plan presented in this chapter sets forth recommendations regarding land use development within the planning area through the year 2020, including those lands located within the planned sanitary sewer service area of the Village of Union Grove. It is recommended that the Town and the Village take a cooperative approach to decision-making regarding land use development in the sewer service area in order to achieve both Town and Village development objectives. As appropriate, that effort should be focused on the preparation of neighborhood plans or a detailed platting layout for the area, providing recommendations for the location and configuration of streets and for attendant land uses.

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

The range of resident population levels envisioned in the Union Grove/Yorkville planning area under the alternative future land use plans prepared by the Commission as part of its regional land use planning program are set forth in Chapter II of this report. Under the alternative land use plans prepared, year 2020 population levels for the planning area would range from about 8,070 persons under the intermediate-growth centralized regional plan, to about 11,080 persons under the high-growth decentralized alternative. Similarly, year 2020 household levels would range from 3,010 to as high as 4,010. Current growth trends in the planning area indicate that the year 2020 population in the planning area would reach a level approximating the level envisioned under the intermediate growth centralized regional plan. Of the approximately 1,500-person increase, about 1,180 persons, or about 79 percent, are envisioned to occur within the Village of Union Grove planned urban service area. The regional plan also recognized that some additional population increase may occur outside the Village of Union Grove planned urban service area in the Town of Yorkville. In those areas, the resident population may be expected to increase by about 320 persons, or about a 12 percent over the 1990 level.

It is anticipated that approximately 735 additional housing units will have to be added to the 1990 stock of 2,275 housing units in the planning area to accommodate the anticipated increases in population and households. Of the 735 additional housing units, about 565, or about 77 percent, would be located in the Village of Union Grove

planned urban service area; and about 170, or about 23 percent, would be located in areas outside the Village of Union Grove planned urban service area.

As set forth in Chapter II, year 2020 employment levels in the planning area would range from 4,240 under the intermediate-growth centralized regional plan, to about 6,830 under the high-growth alternative. As noted in Chapter II, the Regional Planning Commission estimated employment level for the planning area in 2000 is 4,441, already higher than the employment level envisioned under the intermediate-growth centralized regional plan. Consequently, current growth trends would indicate that the year 2020 employment may reach the level envisioned under the high-growth alternative. Unlike anticipated increases in population and households, most of the increase in employment levels (60 to 80 percent, respectively) are expected to occur in areas along IH 94 in the Town of Yorkville under the alternative land use plans. This land use plan is designed to accommodate this range of possibilities.

## **PUBLIC INFORMATIONAL MEETING**

The recommended land use plan for the Village of Union Grove and the Town of Yorkville was presented in preliminary form at public informational meetings held at the Town Hall on April 29, 2003.

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

- The recommended use of about 155 acres in the southwest quadrant of STH 11 and 67th Drive was changed from agricultural, rural residential and open land to commercial and low-density residential.
- The recommended use of about 150 acres in the area between the Town line and USH 45 and south of CTH C was changed from agricultural, rural residential and open land to low-density residential.
- The recommended use of about 220 acres in the extreme southwest corner of the Town was changed from agricultural, rural residential and open land to low-density residential.
- The recommended use of about 45 acres along 58th Road between USH 45 and 67th Drive was changed from low-density residential to suburban residential and agricultural, rural residential and open land.

These changes were incorporated into the recommended land use plan for the Village of Union Grove and the Town of Yorkville. The recommended plan is described in the following sections of this chapter.

## **RECOMMENDED LAND USE PLAN FOR THE VILLAGE OF UNION GROVE AND THE TOWN OF YORKVILLE**

The recommended land use plan for the Village of Union Grove and the Town of Yorkville was developed to accommodate the envisioned increase in population, household, and employment levels in accordance with the previously identified plan determinants. The Union Grove/Yorkville land use plan seeks to encourage new urban development within the identified planned urban service areas; it envisions that new residential development outside the planned urban service areas would occur primarily at rural densities; and it calls for the preservation of environmental corridors and most of the productive farmlands within the planning area. For the purposes of describing the Union Grove/Yorkville plan, the text will be divided into two sections: a description of the recommended land use plan for the Town of Yorkville (excluding lands within the identified Village of Union Grove urban service area), and a description of the recommended land use plan for the Village of Union Grove urban service area.

Proper consideration of the land use plan requires an understanding of the residential density concepts involved. For purposes of this study, “urban” residential development was defined as development at densities of less than three acres per dwelling unit; while “rural” residential development was defined as development at densities of three acres or greater per dwelling unit. Urban residential development was further classified as “suburban-density” development, with lot sizes ranging from about 1.5 acres to three acres; “low-density” development, with lot sizes ranging from about 19,000 square feet to 1.5 acres; and “medium-density” development, with lot sizes ranging from about 6,200 square feet to about 19,000 square feet.<sup>1</sup>

## **RECOMMENDED LAND USE PLAN FOR THE TOWN OF YORKVILLE**

The recommended land use plan for the Town of Yorkville is presented graphically on Map 26. Quantitative data relative to the plan are provided in Table 22.

### **Residential Development**

The land use plan envisions the following with respect to residential development within the Town:

1. Additional urban residential land uses would be created through the infilling of existing vacant residential lots in areas already committed to such use throughout the Town, as well as on vacant developable land in designated residential areas located within the Yorkville urban service area.
2. As set forth in Table 22:
  - Urban residential land uses in the Town of Yorkville totaled 603 acres in 1995.
  - By the year 2020, urban residential lands within the Town are anticipated to increase by about 210 acres, or about 35 percent.
3. Under the plan, rural residential development could be accommodated on lands identified as “agricultural, rural residential and open land,” as described later in this chapter.

### **Commercial and Industrial Development**

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

1. Additional commercial land uses in the Town would be created through the development of those lands currently zoned for commercial use and the expansion of the existing commercial uses located along IH 94.
2. As indicated in Table 22:
  - Commercial land uses in the Town of Yorkville totaled 87 acres in 1995.
  - By the year 2020, commercial lands within the Town are anticipated to increase by about 60 acres, or about 70 percent.
3. Additional industrial land uses in the Town would be created through the development of lands currently zoned or planned for industrial uses within the Yorkville urban service area along IH 94.

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<sup>1</sup>Urban residential development also includes “high-density” development, which provides 2,400 to 6,200 square feet of lot area per dwelling unit. No high-density residential development exists, or is expected to exist, within the planning area.

## RECOMMENDED LAND USE PLAN FOR THE UNION GROVE/YORKVILLE PLANNING AREA: 2020

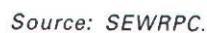


Table 22

### PLANNED LAND USE IN THE UNION GROVE/YORKVILLE PLANNING AREA: 2020

Land Use Category <sup>a</sup>	1995				Planned Change: 1995-2020				2020			
	Acres			Percent of Total	Acres			Percent	Acres			Percent of Total
	Village of Union Grove Urban Service Area	Town of Yorkville <sup>b</sup>	Total Planning Area		Village of Union Grove Urban Service Area	Town of Yorkville <sup>b</sup>	Total Planning Area		Village of Union Grove Urban Service Area	Town of Yorkville <sup>b</sup>	Total Planning Area	
Urban												
Residential.....												
Suburban-Density (1.5 to 3.0 acres per dwelling).....	5	182	187	0.8	23	96	119	63.6	28	278	306	1.3
Low-Density (19,000 square feet to 1.49 acres per dwelling)....	122	389	511	2.2	1,136	102	1,238	242.3	1258	491	1,749	7.5
Medium-Density (6,200 to 18,999 square feet per dwelling).....	287	32	319	1.4	311	14	325	101.9	598	46	644	2.8
Subtotal	414	603	1,017	4.4	1,470	212	1,682	165.4	1,884	815	2,699	11.6
Commercial.....	50	87	137	0.6	49	61	110	80.3	99	148	247	1.1
Industrial.....	54	96	150	0.6	243	360	603	402.0	297	456	753	3.2
Transportation, Communication and Utilities.....	56	328	384	1.7	--	141	141	36.7	56	469	525	2.3
Governmental and Institutional.....	116	69	185	0.8	49	60	109	58.9	165	129	294	1.3
Recreational.....	118	488	606	2.6	--	--	--	--	118	488	606	2.6
Urban Reserve.....	--	--	--	--	--	710	710	--	--	710	710	3.1
Urban Subtotal	808	1,671	2,479	10.7	1,811	1,544	3,355	135.3	2,619	3,215	5,834	25.2
Nonurban												
Agricultural, Rural												
Residential and Open Space Lands.....	1,824	17,094	18,918	81.6	-1,824	-1,514	-3,338	-17.6	--	15,580	15,580	67.2
Secondary Environmental Corridors.....	71	1,138	1,209	5.2	13	-46	-33	-2.7	84	1,092	1,176	5.1
Isolated Natural Resource Areas.....	171	398	569	2.5	--	16	16	2.8	171	414	585	2.5
Nonurban Subtotal	2,066	18,630	20,696	89.3	-1,811	-1,544	-3,355	-16.2	255	17,086	17,341	74.8
Total	2,874	20,301	23,175	100.0	--	--	--	--	2,874	20,301	23,175	100.0

<sup>a</sup>Street and parking areas are included in the associated land use categories.

<sup>b</sup>Includes lands in the Town of Yorkville which lie outside the identified Village of Union Grove urban service area.

Source: SEWRPC.

#### 4. As indicated in Table 22:

- Industrial land uses in the Town of Yorkville totaled 96 acres in 1995.
- By the year 2020, industrial lands within the Town are anticipated to increase by 360 acres, or about 375 percent.

#### Other Urban Development

The land use plan envisions the following with respect to other urban land development within the Town:

- Additional transportation, communication, and utility land uses in the Town would be attributable to the planned expansion of the Sylvania Airport. Should a future reevaluation of the regional airport system plan determine that this airport facility is not necessary to meet the needs of the area, the Town could evaluate alternative uses for these lands and consider amending the plan as appropriate.
- As indicated in Table 22:
  - Transportation, communication, and utility uses in the Town of Yorkville totaled 328 acres in 1995.
  - By the year 2020, transportation, communication, and utility uses within the Town are anticipated to increase by about 140 acres, or about 43 percent.

3. Additional governmental and institutional land uses in the Town would be created primarily as a result of the development of facilities on the Yorkville School property.
4. As indicated in Table 22:
  - Governmental and institutional uses in the Town of Yorkville totaled 69 acres in 1995.
  - By the year 2020, governmental and institutional lands within the Town are anticipated to increase by 60 acres, or about 87 percent.
5. The land use plan does not envision any other additional land being required for park and recreational land uses. Any expansion of existing facilities which may be necessary as development occurs within the Town, can be accommodated in areas adjacent to existing uses and would not conflict with plan objectives.

### **Urban Reserve**

The Town contains certain lands within the Yorkville planned urban service area that, while envisioned for future urban use, may prove difficult to develop due to such constraints as limited highway access and the cost of providing sanitary sewer service. Recognizing such constraints, and further recognizing that not all such lands will be needed for urban development during the planning period, the Land Use Plan Committee determined that this area should be identified on the plan as "urban reserve." This will allow the Town the flexibility to consider various future land uses as specific development proposals are forwarded to local officials. As set forth on Table 22, and shown on Map 26, this area encompasses approximately 710 acres. Additional development of residential, commercial, industrial, recreational, governmental and institutional, transportation and utility land uses could be accommodated in the urban reserve area if local officials determine that such uses are deemed appropriate to provide an overall benefit to the community. As local officials determine the type of uses that would be desirable in these areas, it may be appropriate to prepare detailed development plans or neighborhood plans to further guide the development of these areas. Dependent upon market demands, the future economic environment of the planning area and the future development of this area, the number of households, population, and jobs could increase beyond forecast levels described earlier in this chapter. Regardless of the specific types of urban development that might be accommodated in this area, the plan recommends that development should occur only with the provision of public sanitary sewer service.

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

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

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

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

It is important to recognize that rural residential development may occur in the form of individual lots three acres or greater in size or in the form of clustered development. Agricultural lands which are converted to residential development should be done so at rural densities utilizing cluster development designs where this is feasible. By

utilizing cluster development designs, the plan seeks to preserve large blocks of the most productive farmlands<sup>2</sup> within which farming operations can proceed with minimal intrusion from urban land uses. Cluster development will be discussed in detail in the next chapter.

As indicated in Table 22:

- Agricultural, rural residential, and open lands in the Town of Yorkville totaled about 17,100 acres in 1995.
- By the year 2020, these lands within the Town are anticipated to decrease by about 1,500 acres, or about 9 percent.

### **Secondary Environmental Corridors and Isolated Natural Resource Areas<sup>3</sup>**

Secondary environmental corridors 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 within the Town of Yorkville are generally located along the perennial streams within the Town. Secondary environmental corridor lands in the Town encompassed about 1,140 acres in 1995.

Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from environmental corridors. By definition, isolated natural resource areas are at least five acres in size. Isolated natural resource areas in the Town encompassed a total of about 400 acres in 1995.

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

1. Secondary environmental corridors should be considered for preservation as the process of urban and rural development proceeds based upon local needs and concerns. While such corridors may serve as an attractive setting for well-planned rural residential developments, they also can serve as economical drainageways, stormwater detention basins, and provide needed open space in developing urban areas.
2. Isolated natural resource areas should be preserved in natural, open uses to the extent practicable.
3. As indicated in Table 22, the configuration of secondary environmental corridors and isolated natural resource areas would change slightly due to the development of and reclassification to an isolated natural resource area of a portion of a secondary environmental corridor in the Ives Grove area.

## **RECOMMENDED LAND USE PLAN FOR THE VILLAGE OF UNION GROVE URBAN SERVICE AREA**

The recommended land use plan for the Village of Union Grove urban service area is presented graphically on Map 27. Quantitative data relative to the plan are provided in Table 22.

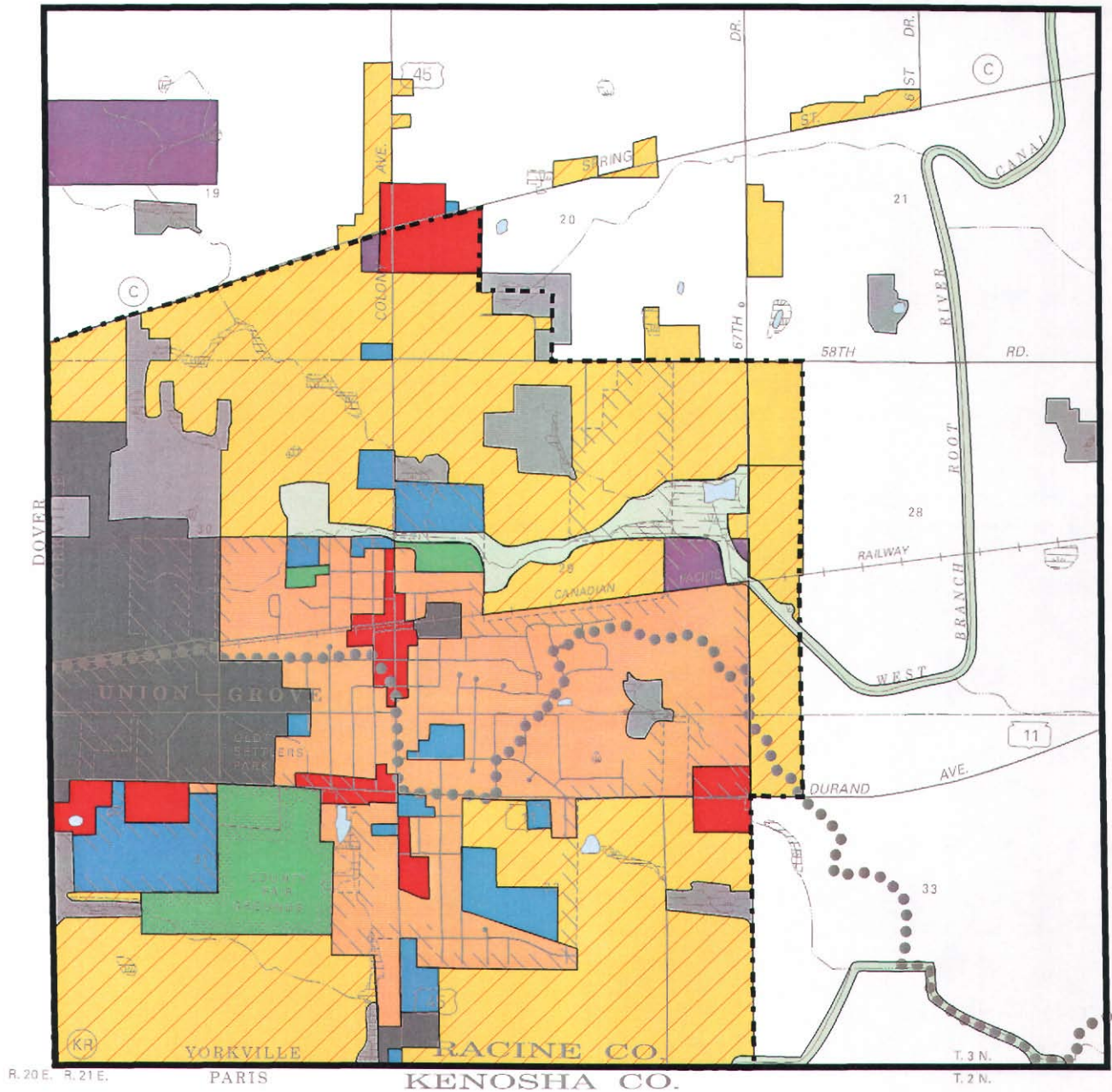
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<sup>2</sup>*In the Town of Yorkville, the most productive farmlands are generally those areas identified as prime agricultural lands in the Racine County farmland preservation plan (see Map 18 in Chapter IV). While the Town plan does not specifically identify prime agricultural lands, the Town will continue to rely on the County farmland preservation plan for the identification of such lands as necessary.*

<sup>3</sup>*Environmental corridors in Racine County, as well as the other counties in the Southeastern Wisconsin Region, also include larger "primary" environmental corridors which are at least two miles long and 400 acres in size. No primary environmental corridors exist or are expected to be created within the Town.*

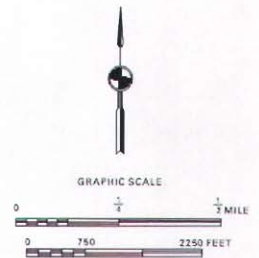
Map 27

RECOMMENDED LAND USE PLAN FOR THE  
VILLAGE OF UNION GROVE URBAN SERVICE AREA: 2020



- |   |  |
|---|--|
| SUBURBAN RESIDENTIAL<br>(1.5 TO 3.0 ACRES PER DWELLING UNIT)                    | RECREATIONAL                                   |
| LOW DENSITY RESIDENTIAL<br>(19,000 SQUARE FEET TO 1.49 ACRES PER DWELLING UNIT) | NONE   |
| MEDIUM DENSITY RESIDENTIAL<br>(6,200 TO 18,999 SQUARE FEET PER DWELLING UNIT)   | AGRICULTURAL, RURAL RESIDENTIAL, AND OPEN LAND |
| COMMERCIAL  | SECONDARY ENVIRONMENTAL CORRIDOR               |
| INDUSTRIAL  | ISOLATED NATURAL RESOURCE AREA                 |
| TRANSPORTATION, COMMUNICATION, AND UTILITIES                                    | SURFACE WATER                                  |
| GOVERNMENTAL AND INSTITUTIONAL  | PLANNED URBAN SERVICE AREA                     |

Source: SEWRPC.



### **Residential Development**

The land use plan envisions the following with respect to residential development within the Union Grove urban service area:

1. Additional urban residential land uses would be created through the infilling of existing vacant residential lots in areas already committed to such use throughout the Union Grove urban service area, as well as on vacant developable land in designated residential areas.
2. As set forth in Table 22:
  - Urban residential land uses in the Union Grove urban service area totaled 414 acres in 1995.
  - By the year 2020, urban residential lands within the Union Grove urban service area are anticipated to increase by about 1,470 acres, or about 355 percent.

### **Commercial and Industrial Development**

The land use plan envisions the following with respect to commercial and industrial development within the Union Grove urban service area:

1. Additional commercial land uses in the Union Grove urban service area would be created through the development of those lands currently zoned for commercial use and through the development of neighborhood shopping centers by the expansion of existing commercial uses located at the intersection of USH 45 and CTH C and new development at the intersection of STH 11 and 67th Drive. Neighborhood shopping centers should provide the day-to-day retail and service needs of nearby residents and should be oriented to residential areas. A grocery store or supermarket typically serves as the anchor for the neighborhood shopping center and services such as banking and dry cleaning are commonly provided.
2. As indicated in Table 22:
  - Commercial land uses in the Union Grove urban service area totaled 50 acres in 1995.
  - By the year 2020, commercial lands within the Union Grove urban service area are anticipated to increase by 50 acres, or about 100 percent.
3. Additional industrial land uses in the Union Grove urban service area would be created through the development of lands currently zoned or planned for industrial uses within the western portion of the Union Grove urban service area.
4. As indicated in Table 22:
  - Industrial land uses in the Union Grove urban service area totaled 54 acres in 1995.
  - By the year 2020, industrial lands within the Union Grove urban service area are anticipated to increase by 243 acres, or about 450 percent.

### **Other Urban Development**

The land use plan envisions the following with respect to other urban land development within the Union Grove urban service area:

1. Additional governmental and institutional land uses would be created primarily as a result of the development of facilities on the Union Grove Middle School property and the Shepherds Baptist Ministries property.

2. As indicated in Table 22:
  - Governmental and institutional uses in the Union Grove urban service area totaled 116 acres in 1995.
  - By the year 2020, governmental and institutional lands within the Union Grove urban service area are anticipated to increase by about 50 acres, or about 43 percent.
3. Other urban land uses, namely transportation, communication and utility land uses, and recreational land uses are not specifically recommended to be increased over the plan design period. Such areas, as shown on the plan map, represent a continuation of existing conditions in the Union Grove urban service area. Any expansion of existing facilities which may be necessary as development occurs, can be accommodated in areas adjacent to existing uses and would not conflict with plan objectives. In addition, the provision of new neighborhood parks as identified in the Village park open space plan,<sup>4</sup> as necessary in developing areas, would also not conflict with plan objectives.

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

As noted earlier, these lands consist of agricultural lands; rural density residential development; and other open lands, such as small wetlands and woodlands not included within an environmental corridor or isolated natural resource area. Agricultural and open lands in the Union Grove urban service area would, as market demand dictates, be converted to urban uses during the planning period.

### **Secondary Environmental Corridors and Isolated Natural Resource Areas<sup>5</sup>**

Secondary environmental corridors 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 within the Union Grove urban service area are located along the perennial streams. Secondary environmental corridor lands in the Union Grove urban service area encompassed 71 acres in 1995.

Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from environmental corridors. By definition, isolated natural resource areas are at least five acres in size. Isolated natural resource areas in the Union Grove urban service area encompassed a total of about 170 acres in 1995.

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

1. Secondary environmental corridors should be considered for preservation as the process of urban and rural development proceeds based upon local needs and concerns. While such corridors may serve as an attractive setting for well-planned rural residential developments, they also can serve as economical drainageways, stormwater detention basins, and provide needed open space in developing urban areas.
2. As indicated in Table 22, the configuration of secondary environmental corridors would under 2020 plan conditions be expanded slightly to encompass agricultural lands within the 100-year floodplain along the West Branch of the Root River. Such lands are proposed to remain undeveloped and allowed to revert, over time, to natural vegetation. With the additions proposed in the plan, the

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<sup>4</sup>SEWRPC Community Assistance Planning Report No. 271, A Park and Open Space Plan for the Village of Union Grove, Racine County, Wisconsin, 2003.

<sup>5</sup>Environmental corridors in Racine County, as well as the other counties in the Southeastern Wisconsin Region, also include larger "primary" environmental corridors which are at least two miles long and 400 acres in size. No primary environmental corridors exist or are expected to be created within the Union Grove urban service area.

secondary environmental corridor acreage within the Union Grove urban service area would increase by 13 acres, or by about 18 percent.

3. Isolated natural resource areas should be preserved in natural, open uses to the extent practicable.

## **RECOMMENDED ARTERIAL STREETS AND HIGHWAYS**

The arterial highway network needed to serve the existing and probable future traffic demands in the Union Grove/Yorkville planning area through the year 2020 is shown on Map 28. The recommended plan incorporates the highway system recommendations of the regional transportation system plan as documented in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*, December 1997.

The key highway improvements of the regional transportation system plan as it pertains to the Union Grove/Yorkville planning area are:

- The improvement of STH 11 to a four-lane arterial facility from IH 94 west to the Village of Union Grove.
- The improvement of STH 20 to a four-lane arterial facility from CTH C west to USH 45.

## **SUMMARY**

This chapter has presented land use objectives for the Union Grove/Yorkville planning area along with the land use plan designed to achieve those objectives.

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

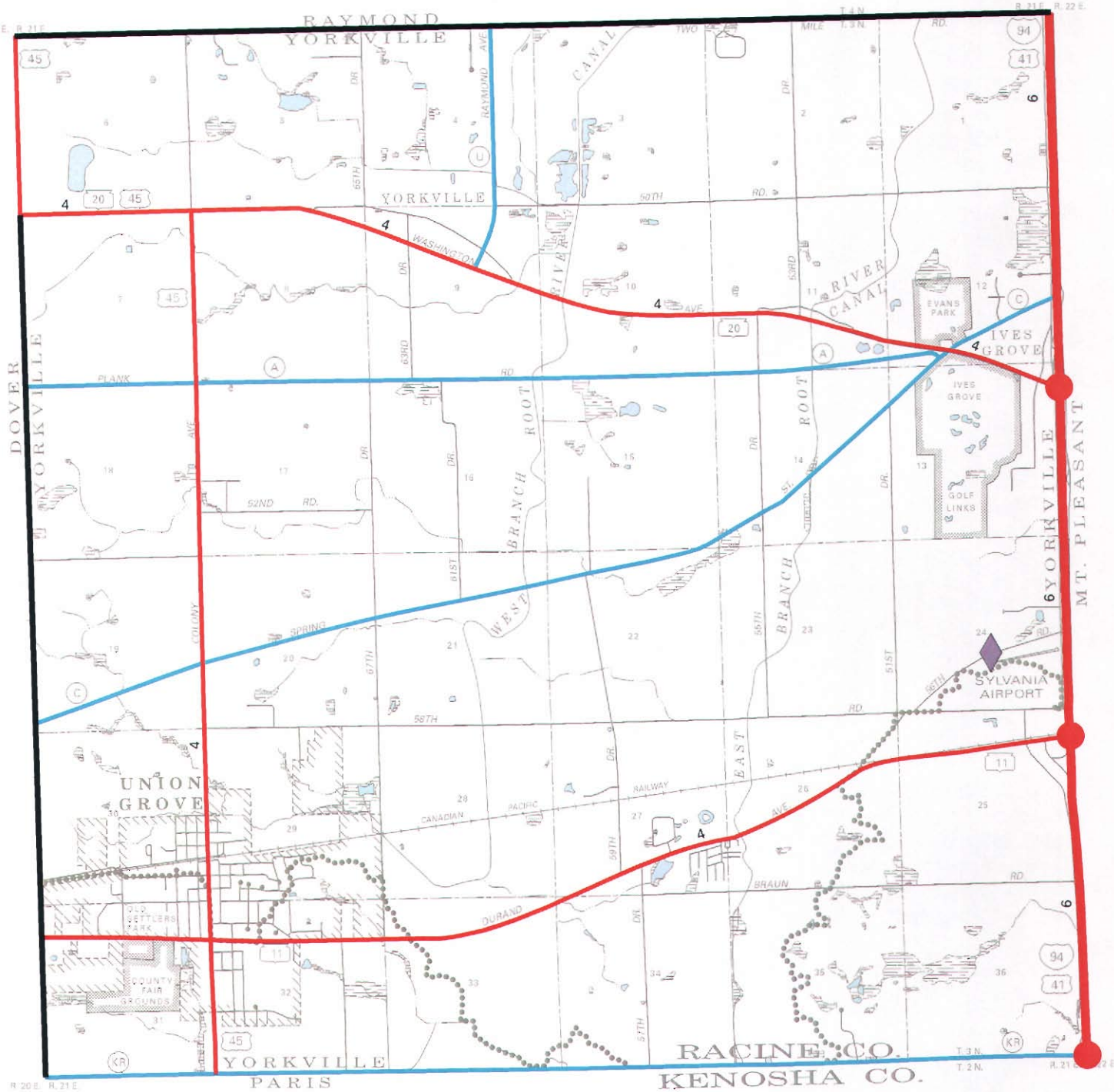
The land use plan should not be considered as rigid or unchangeable. Such a plan is intended to be used as a guide in the public review of development proposals and a tool to help public officials make decisions concerning such proposals. As conditions change from those used as a basis in the plan preparation, the plan should be revised. Accordingly, the plan should be reviewed periodically to determine whether the objectives are still valid and the extent to which these objectives are being realized. The adopted plan should, however, represent a commitment by the Village and Town officials to strive for the selected land use objectives.

The land use plan is shown graphically on Maps 26 and 27, while associated tabular data relating to land use is shown in Table 22.

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

Map 28

ARTERIAL STREET AND HIGHWAY SYSTEM FOR THE  
UNION GROVE/YORKVILLE PLANNING AREA: 2020



**FREEWAY**

- STATE TRUNK HIGHWAY
- FREEWAY-NONFREEWAY INTERCHANGE

**ARTERIAL STREETS AND HIGHWAYS**

- STATE TRUNK HIGHWAY
- COUNTY TRUNK HIGHWAY
- NONE
- LOCAL TRUNK HIGHWAY
- 4 NUMBER OF TRAFFIC LANES (2 WHERE UNNUMBERED)

Source: SEWRPC.



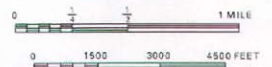
AIRPORT

THE FOLLOWING NOTES SUPPLEMENT THE RECOMMENDATIONS PORTRAYED ON THIS MAP

1. AS IMPROVEMENTS ARE MADE TO IH 94, THE FRONTAGE ROADS ALONG IH 94, AND THE HIGHWAY FACILITIES WHICH INTERCHANGE WITH OR CROSS IH 94, THE ULTIMATE IMPROVEMENT OF IH 94 TO EIGHT TRAVEL LANES SHOULD BE TAKEN INTO CONSIDERATION
2. AS IMPROVEMENTS ARE MADE TO IH 94 AND THE FRONTAGE ROADS ALONG IH 94 IN THE VICINITY OF CTH C, THE ULTIMATE RELOCATION OF CTH C ABOUT ONE-HALF MILE TO THE NORTH AND THE PROVISION OF A NEW INTERCHANGE WITH IH 94 AT THAT LOCATION SHOULD BE TAKEN INTO CONSIDERATION



GRAPHIC SCALE



## **Chapter VII**

# **PLAN IMPLEMENTATION**

### **INTRODUCTION**

The recommended land use plan for the Village of Union Grove and the Town of Yorkville is described in Chapter VI of this report. In a practical sense, however, the plan is not complete until the steps to implement that plan are specified. After formal adoption of the land use plan, realization of the plan will require faithful, long-term dedication to the underlying objectives by Town, Village, and County officials concerned with its implementation. Thus, adoption of the plan is only the beginning of a series of required actions necessary to achieve the objectives expressed in this report. The plan is intended to be used as a guide when making decisions concerning land development in the Union Grove/Yorkville planning area. In addition to its regular use as a reference document, the plan should be reevaluated regularly to ensure that it continues to reflect current conditions properly.

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

### **PLAN ADOPTION**

An important step in plan implementation is the formal adoption of the recommended land use plan by the Town and Village Plan Commissions and the Town and Village Boards pursuant to State enabling legislation. Upon such adoption, the recommended plan becomes an official guide for the use of Town and Village officials as decisions are made concerning the development of the Town and Village. The recommended land use plan was adopted by the Village Plan Commission on July 14, 2003 (see Appendix A), and by the Town Plan Commission

on August 11, 2003. Subsequent to their respective Plan Commission adoption, the recommended land use plan was adopted by the Village Board on July 14, 2003 (see Appendix B), and by the Town Board on August 25, 2003. Following adoption of the plan by the Town and Village Plan Commissions and by the Town and Village Boards, the plan should be submitted to the Racine County Board for adoption upon recommendation of its Economic Development and Land Use Planning Committee.

## **ZONING**

Of all the devices currently available to implement land use plans, perhaps the most important is the zoning ordinance. As indicated in Chapter V, land use regulation by zoning in the Town of Yorkville is a joint County-Town function, involving the administration of the Racine County Comprehensive Zoning Ordinance and the Racine County Shoreland-Floodplain Zoning Ordinance. Lands in the Village of Union Grove are subject to the Village of Union Grove zoning ordinance. The zoning districts applicable to the Town and Village are described in Chapter V of this report.

### **Town of Yorkville**

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

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

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

The PRD, Planned Rural Development Overlay District, is intended to provide for the development of lands currently zoned for agricultural uses utilizing cluster residential development designs, while still preserving the rural character of the Town, and provide the Town and County a means, through zoning, of controlling this type of development. This district could be applied to parcels 15 acres or larger in size, provide for a 10 percent density bonus above and beyond what would be allowed under the Agricultural/Rural Residential District, and require the preservation of a minimum of 64 percent of the parcel in open space or agricultural uses. Where possible, the preservation of 70 percent of the parcel in open space is recommended.

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

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

In order to effect these changes in the existing County Zoning Ordinance, the Town Board should petition the County Board to amend the County ordinance. In the alternative, the Racine County Economic Development and Land Use Planning Committee could initiate the needed action and notify the towns within the County of the proposed changes. If the County Board adopts the proposed changes to the text of the ordinances, the eight towns under the jurisdiction of the County ordinances would have 40 days in which to accept or reject each amendment. If a simple majority of the towns approve or do not formally reject the amendments within the 40-day period, the amendments would take effect.

### **Village of Union Grove**

Similar to the Town, it is recommended that the Village initiate action to create an upland resource conservation district, which could be applied to the identified upland environmental corridor and isolated natural resource areas in the Village. The Village's existing PUD—Planned Unit Development Overlay District—should be utilized in areas containing environmentally sensitive lands because the district provides the flexibility in locating developments outside of such areas.

## **RESIDENTIAL DENSITIES**

As noted in Chapter VI, the urban residential density categories identified on Maps 26 and 27 are intended to reflect the overall density within a given area. The specific residential density category identified could be comprised of varying lot sizes, including substandard lots in the older subdivisions of the planning area, as well as an appropriate mix of housing types and styles. While it is anticipated that most of the new residential development in the Town of Yorkville will be in the form of single-family homes, new development in the Village of Union Grove may include new lots of various sizes to accommodate two-family and multi-family structures to achieve the recommended overall densities.

## **RURAL CLUSTER DEVELOPMENT**

Rural cluster development involves the grouping of dwellings on a portion of a development tract, preserving the remainder of the parcel in open space. Management options for the open space areas include, among others, preservation of existing natural features, restoration of natural conditions, and continued agricultural use. The open space may be owned by a homeowners' association, the local municipality, the State, Racine County, a private conservation organization, or the original landowner. Conservation easements and deed restrictions should be used to protect the common open space from future conversion to more intensive uses.<sup>1</sup>

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

The plan encourages the use of cluster development designs in rural areas by potentially allowing up to a 10 percent density bonus for clustering utilizing the proposed PRD overlay district as described in this chapter. Cluster designs would be required to maintain a minimum of 64 percent of the parcel in open space or agricultural

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

uses thereby providing for limited residential development while preserving the rural character of the planning area. An example of a cluster design is shown on Figure 4.

Where possible the plan recommends that cluster housing units be located entirely outside of environmental corridors and isolated natural resource areas. While calling for such preservation of environmental corridor lands, the plan recognizes that in some cases it may be necessary to allow limited rural residential density development on such lands. It would be desirable for such development to utilize cluster development designs. Figures 5 through 7 show three alternative site design options for rural residential development within an environmental corridor. All the design options provide a means of preserving environmentally sensitive areas while maintaining an overall density of no more than one housing unit per five acres of land. Figure 5 shows the site divided into eight five-acre lots. Each housing unit is carefully located to avoid environmentally significant areas. Figure 6 shows the same site with the housing units clustered on eight contiguous one-acre parcels, which allows most of the site to remain undisturbed while still providing each homeowner with a private residence and lot. Figure 7 shows the site with the eight housing units clustered into two buildings, each containing four condominium units. This option would be most appealing to those who prefer living in a relatively undeveloped area, but are unwilling or unable to care for a detached housing unit and attendant yard. Development within environmental corridors will not be eligible for the 10 percent density bonus for clustering. It should be noted that even such limited development will have some impact on the resources concerned. The Town Plan Commission should carefully take into account such impacts as well as the impacts the development may have on the environmental corridor as a whole in its review of development proposals.

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

## **SUBDIVISION AND CERTIFIED SURVEY MAP REVIEW**

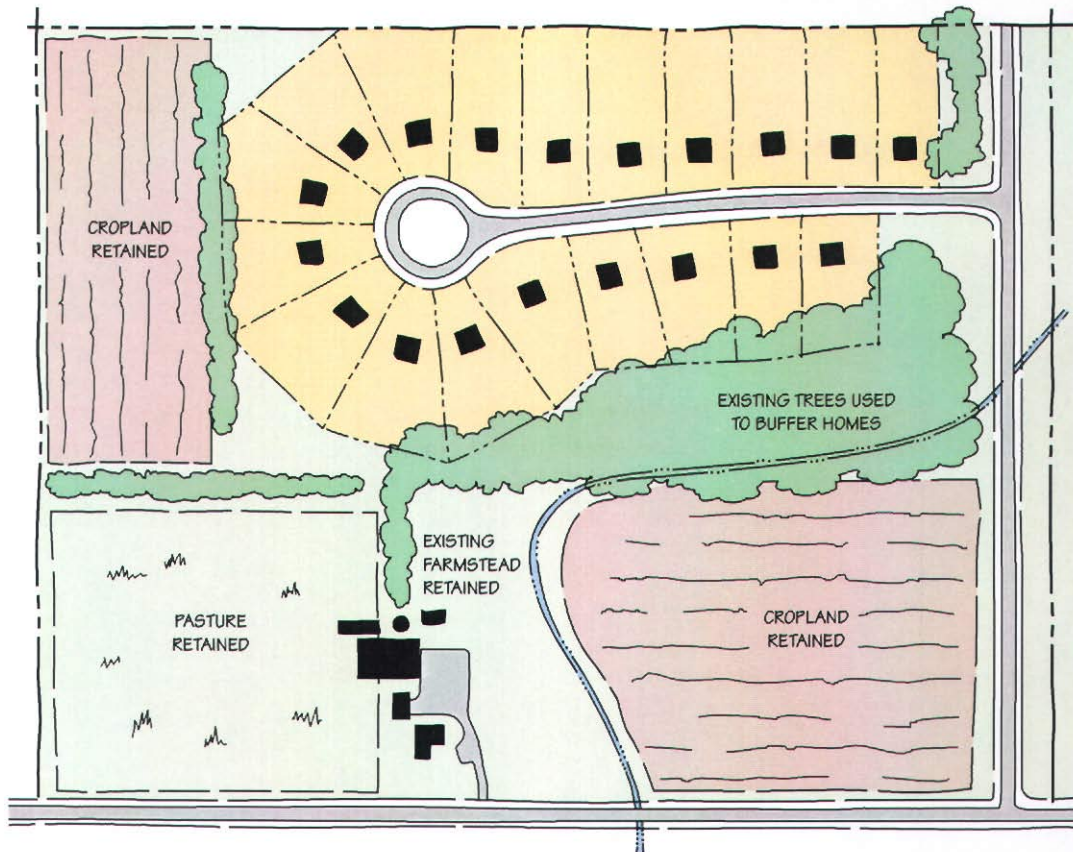
Properly applied, sound land division regulations can be an important means of implementing a land use plan and of coordinating the layout, design, and improvement of private land development proposals within the Union Grove/Yorkville planning area. The existing Racine County Land Division Control Ordinance and the Town of Yorkville Land Division Control Ordinance, which govern the division of land in the Town of Yorkville, and the Village of Union Grove Land Division Ordinance, are basically sound. No changes to the Village ordinance are recommended. However, the County land division control ordinance does not apply to minor land divisions created by certified survey maps. It is recommended that the Town in its review of certified survey maps under the Town ordinance, should request a cooperative review by Racine County to ensure that new parcels conform to the requirements of the County Zoning Ordinance and other County ordinances, and comply with this land use plan. It is also recommended that Racine County consider amending its land division ordinance to include the regulation of minor land divisions in cooperation with the towns.

It is recommended that the Town land division ordinance be amended to require engineered drainage plans for all proposed subdivisions. This is to ensure that new developments do not increase the drainage to adjacent properties.

It is also recommended that the Town land division control ordinance be amended to allow the Plan Commission the flexibility to require sketch plans or concept plans for entire parcels when reviewing minor land divisions. The

Figure 4

TYPICAL RURAL RESIDENTIAL CLUSTER DEVELOPMENT



Nineteen clustered homesites plus the original farmstead are developed on 100 acres for an average of five acres per unit. These homesites are clustered behind a treeline thereby preserving scenic views from the road and also preserving the surrounding open space which includes existing cropland and pasture.

Source: SEWRPC.

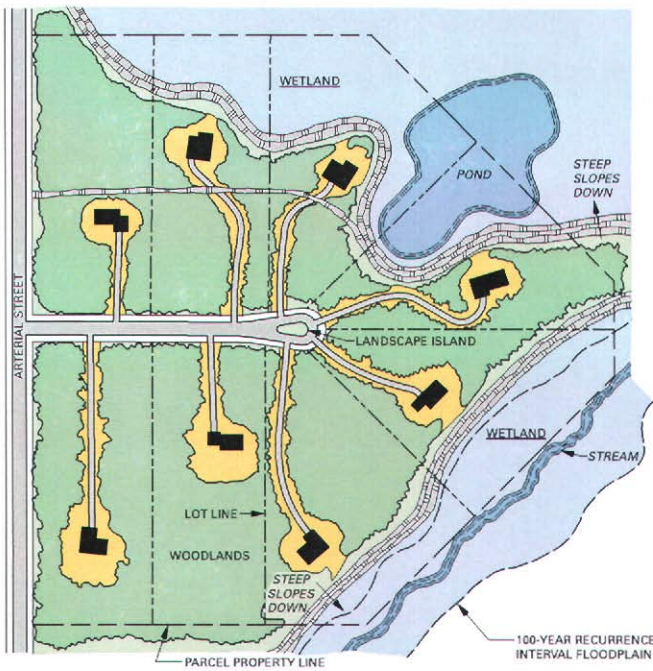
sketch plans would identify the future development of the parcel including general road and lot locations. This would ensure the proper planning of, and consequently the orderly development of, a parcel consistent with the long-term objectives of the plan. The sketch plan would also be subject to review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

In addition, it is recommended that the Town land division ordinance be amended as it relates to subdivision review. In the case of land divisions resulting in the creation of a subdivision on parcels 15 acres or larger in size, the property owner or developer would be required to submit a proposed cluster development plan for the subject property. As an alternative, the individual may seek an exemption from this requirement by presenting information to the Plan Commission that indicates that a cluster development is not practicable or appropriate for the subject property.

Any sketch plans or subdivisions approved by the Plan Commission should contain appropriate deed restrictions to prevent further divisions in subdivisions or to ensure further divisions are consistent with the approved sketch plan.

Figure 5

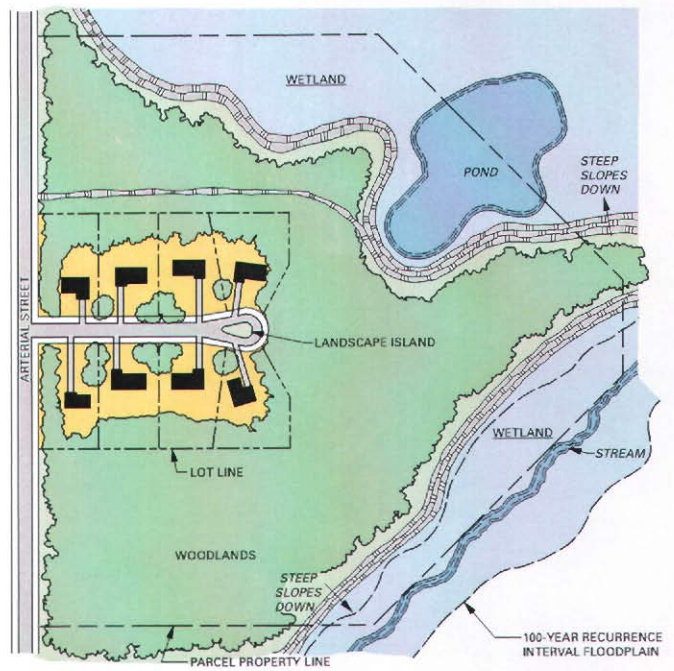
**PRESERVATION OF ENVIRONMENTAL CORRIDOR:  
FIVE-ACRE LOT DESIGN**



Source: SEWRPC.

Figure 6

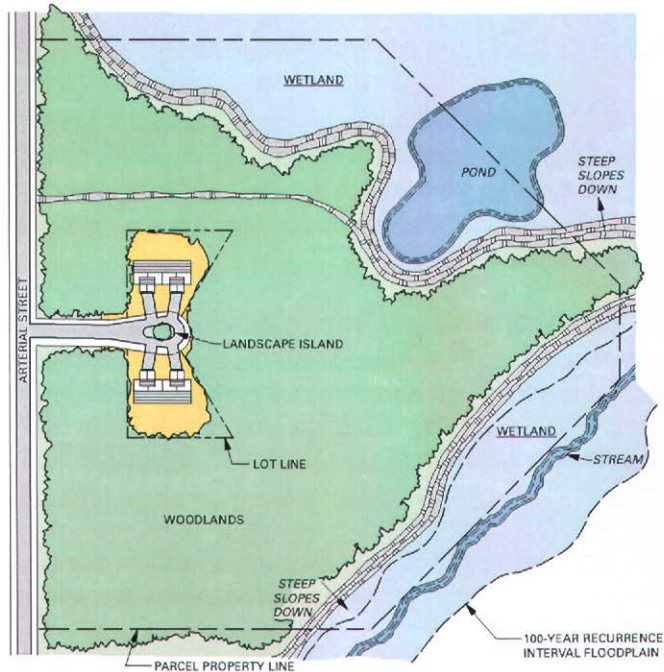
**PRESERVATION OF ENVIRONMENTAL CORRIDOR:  
CLUSTER DEVELOPMENT ON ONE-ACRE LOTS**



Source: SEWRPC.

Figure 7

**PRESERVATION OF ENVIRONMENTAL CORRIDOR:  
CONDOMINIUM DEVELOPMENT**



Source: SEWRPC.

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

## **URBAN DESIGN STANDARDS**

First impressions of any municipality are influenced by land uses at the entrances to the community. To ensure that the built environment will foster the attractiveness of the community as a place to live and work, the Village of Union Grove and the Town of Yorkville should establish urban design standards, including specific minimum landscape requirements and architectural review requirements. Minimum landscape requirements should be established for, but not limited to, building foundation planting, ground-level sign landscaping, parking lot screening, solid waste collection and disposal equipment and mechanical equipment screening, interior parking lot landscaping, and perimeter and buffer yard landscaping.

The attractiveness of the architectural features in a built environment is just as important as the beauty of natural features. Architectural review guidelines should be provided in Village and Town ordinances to assure respect for, and reduce incompatible and adverse impacts on, the visual experience in a community, yet without stifling innovative architecture. Specifically, architectural review guidelines would promote an attractive community atmosphere, compatible development, and stability of property values, and prevent impairment or depreciation of property values. The Village of Union Grove, the Town of Yorkville, and Racine County should review their existing land use ordinances to determine whether and how they should be modified to ensure compliance with desirable design standards.

## **OFFICIAL MAPPING**

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

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

## **PRECISE NEIGHBORHOOD UNIT DEVELOPMENT PLANS**

Subsequent to the adoption of the land use plan, steps should be taken by the Town and Village to initiate the preparation of precise neighborhood unit development plans for existing and future urban areas delineated in the

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

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

- An inventory and analysis of existing site conditions and other pertinent factors which affect land use development within the delineated neighborhood, including topography and surface drainage, soils, woodlands, wetlands, existing land use, land use regulations, community utilities and facilities, street and highway facilities, and real property ownership.
- The design criteria and land use development standards used in the preparation of alternative design plans.
- A series of alternative design plans, together with a description of the recommended design plan. The recommended design plan should include precise locations for residential, commercial, governmental and institutional, park and recreational, and industrial land uses; environmental corridors; and arterial, collector, and minor access streets.
- Specific recommendations as to how the plan should be implemented.
- Input from land owners within the neighborhood planning area, as well as the general public.

It is recommended that the Village of Union Grove and the Town of Yorkville work cooperatively in preparing detailed neighborhood plans for the undeveloped areas within and adjacent to the Union Grove planned urban service area. The recommended neighborhood planning areas are shown on Map 29. In addition to identifying the precise location of various land uses, neighborhood plans for these areas would likely refine the location of the urban service area boundary, as shown on Map 29, based upon detailed topographic information and other development factors. As part of the cooperative neighborhood planning efforts, it is also recommended that common development standards be established for use in the identified neighborhoods. These standards relate to, but are not limited to, issues such as street right-of-way requirements, pavement widths, sidewalks, and lot dimensions.

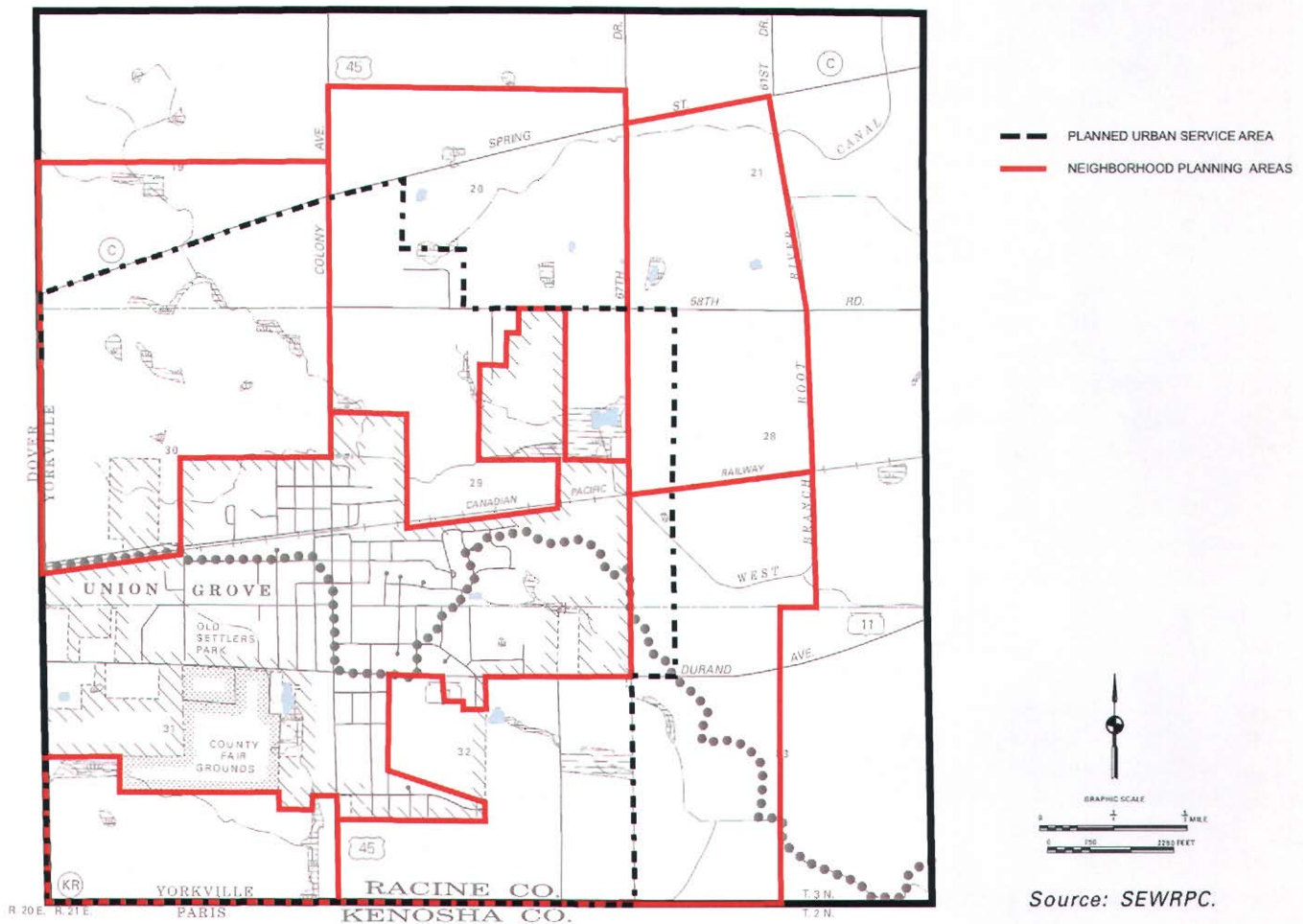
The street patterns and park and parkway sites shown on the completed and adjusted neighborhood unit plan should be incorporated into the Village of Union Grove and Town of Yorkville Official Maps.

## **VILLAGE-TOWN JOINT PLANNING EFFORTS AND COOPERATION**

The land use plan presented in this report includes land use recommendations for the Village of Union Grove and the Town of Yorkville. 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 include adjacent unincorporated areas in their local master plans; they may administer extraterritorial zoning jointly with the adjacent town, where the incorporated community and adjacent town agree to such an arrangement; and ultimately, they may annex unincorporated areas.

Map 29

**RECOMMENDED NEIGHBORHOOD PLANNING AREAS  
FOR THE UNION GROVE/YORKVILLE JOINT PLANNING AREA**



In the preparation of this plan, the Village of Union Grove and the Town of Yorkville have taken a cooperative approach to planning and decision-making regarding future land use in areas of mutual concern. It is recommended that such efforts continue, and that other adjacent communities, as well as Regional and County agencies, be included in cooperative planning efforts as appropriate. It should be noted that under Section 62.23 of the *Wisconsin Statutes*, a land use plan prepared and adopted by a village can include areas outside its boundaries. However, such areas included in a village plan require the approval of the County Board of Supervisors. Additional activities in this respect could range from: the cooperative preparation of detailed neighborhood plans for the areas within the planned sewer service area; to periodic meetings of public officials for the purpose of discussing land use matters; and 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, both Town and Village land use objectives.

## PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS

Open space preservation techniques referred to as "purchase of development rights" (PDR) or "transfer of development rights" (TDR) are based upon the premise that development rights are distinct attributes of land

ownership which can be sold or otherwise transferred, similar to other rights associated with land, such as mineral rights or air rights. No widespread agreement exists on the nature or extent of development rights that may be inherent in fee-simple ownership of land. There is general agreement that landowners have the right to use their land within the limits set by public regulation. Such regulations must be defensible from a constitutional law standpoint, leaving landowners a reasonable use of their land so as not to constitute a public taking of the land without payment of just compensation.

Some individuals maintain that, since zoning ordinances and other land use regulations may legally be, and indeed, historically have been, amended to become more restrictive, there are no development rights inherent in land ownership, the owner being entitled only to a continuation of the existing use. Others argue that, where zoning and other public land use controls have been in place for a long period of time, a right to develop in accordance with such longstanding zoning regulations becomes effectively attached to the land and that removal of such development rights—rights which are commonly taken for granted by landowners—through downzoning would constitute a taking. While the latter position is frequently taken in a political context—as many local elected officials believe that such a position is fair and equitable—the Wisconsin Supreme Court has taken the position that a landowner has no vested right in zoning until proper development and/or building permit applications have been filed.

Ideally, land should be placed in zoning districts which allow urban development only where it is recommended in locally adopted land use plans and only at such time as the area concerned can be readily provided with basic urban facilities and services and a market demand for the proposed development is evident. Unfortunately, decades ago, many then-rural areas of the Southeastern Wisconsin Region, including Racine County and the Town of Yorkville, were placed in residential/agricultural zoning districts, even though such “prezoning” constituted poor planning and zoning practice at that time. Some argue that the use of PDR or TDR techniques represents an inappropriate response to such poor planning and zoning practice of the past and that, with respect to the purchase of development rights, the governments should not “buy back” rights to develop land which was inappropriately held out under local zoning. Others view PDR and TDR as potential tools for dealing with expectations created by past zoning practice, particularly within areas that are experiencing significant market demand for development.

It should be noted that PDR programs may, but need not, involve government funding; they may be privately financed by land trusts or other private organizations having an interest in preserving agricultural and other open space lands. Arguments against government-funded PDR programs should not undermine privately financed programs. A description of these techniques is presented here, recognizing that ultimately their application, if permitted and encouraged by public actions, will be determined largely by the operation of the urban land market.

### **Purchase of Development Rights**

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, or combinations thereof. 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, 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 the PDR programs is the potentially high cost.

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. Lands included in a PDR program remain on the tax roll and

continue to generate property taxes. Since the land remains in private ownership, the public sector does not incur any land management responsibilities.

### **Transfer of Development Rights**

Under transfer of development rights programs, or TDR programs, the right to develop a specified number of dwelling units under existing zoning may be transferred from one parcel, which would be maintained in open space use, to a different parcel where the number of dwelling units permitted would be correspondingly increased. When the parcels are held by the same owner, the development rights are, in effect, simply transferred from one parcel to the other by the owner; when the parcels are held by different landowners, the transfer of development rights involves a sale of rights from one owner to another, at fair market value. In any event, the result is a shift in density away from areas proposed to be maintained in farming or other open use toward areas recommended for development.

The transfer of development rights may be implemented only if authorized under County or local zoning. To enable the transfer of development rights, the zoning ordinance must establish procedures by which the TDR technique will be administered, including the formula for calculating the number of residential dwelling units which may be transferred from the “sending” area to the “receiving” area. The zoning district map must identify the sending and receiving areas, or at least identify the districts within which development rights can be transferred from one parcel to another.

While the creation and administration of a TDR program is somewhat complicated, the technique remains a potentially effective means for preserving open space and maintaining rural densities, while directing development to areas where it may best be accommodated.

### **PLAN REEVALUATION**

A land use plan is intended to serve as a guide for decision-making regarding land development in a community. As a practical matter, local land use plans should be prepared for a long-range planning period, typically about 20 years. The design year chosen as a basis of the preparation of the Union Grove/Yorkville land use plan is 2020. A local land use plan should be evaluated regularly to ensure that it continues to reflect local development conditions and local land use objectives. It is recommended that this reevaluation take place every ten years, or more frequently if warranted by changing conditions. In addition, it is recommended that the Town and Village Plan Commissions annually report to the associated Town or Village boards on plan status and effectiveness and, if necessary, recommend changes to the plan. Amendments to the plan can be accomplished in a variety of ways, ranging from a simple resolution for relatively small amendments, to a memorandum report or a new edition of the plan document for more complex or comprehensive changes to the plan. Any amendment action would be initiated by the local plan commission, with adoption of the proposed amendment by both the plan commission and board.

This plan constitutes one element, the land use plan element, of the Town/Village Master Plan. 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 a comprehensive plan, consisting of nine elements, was adopted as Section 66.1001 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, this plan should be evaluated prior to 2010, and necessary changes made both to reflect new or changed development conditions and local land use objectives, and to incorporate additional information needed to comply with the “Smart Growth” legislation. As noted above, the new legislation requires any land use related actions to be consistent with the community’s comprehensive plan. Consequently, when preparing the comprehensive plan consideration should be given to drafting the plan in such

a fashion that it recognizes the issuance of variances and conditional use permits, and other possible exceptions to the very broad statements of purpose, intent and policy which seem to be mandated by the language of the planning legislation. If the comprehensive plan recognizes that discretion may be exercised in certain instances, it will be more difficult to claim that such exercise of discretion is inconsistent with the comprehensive plan.

## **SUMMARY**

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

## **Chapter VIII**

# **SUMMARY**

### **INTRODUCTION**

In 1993, the Town of Yorkville requested that Racine County and the Southeastern Wisconsin Regional Planning Commission assist the Town in the preparation of a land use plan. Subsequently, the Town of Yorkville and the Village of Union Grove officials determined that it was in the best interest of both communities to prepare a joint Town and Village plan. The plan was to provide Town and Village officials with a tool to help better guide and shape land use development in the planning area. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request.

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

### **PLANNING AREA**

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

### **EXISTING CONDITIONS**

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

#### **Population and Employment Levels**

The population of the planning area in 2000, the year of the most recent U.S. Census, was 7,613. The population level increased by 126 persons, to a level of 7,739 persons in 2002, about 2 percent greater than the 2000 level, according to State population estimates.

In 2000, there were about 2,750 households in the Union Grove/Yorkville planning area, representing an increase of almost 1,200, or 76 percent, from 1970. The increase in the number of households has been accompanied by a decrease in the average household size, from 3.61 persons per households in 1970 to 2.66 persons per household in 2000.

There were about 4,400 employment opportunities, or jobs, in the planning area in 2000. The planning area has experienced a significant increase in employment over the past three decades, with the number of jobs increasing by about 2,750, or 163 percent, between 1970 and 2000.

### **Natural Resource Base**

The location and extent of various elements of the natural resource base, including wetlands, woodlands, and surface water resources and associated shorelands and floodplains, were inventoried and mapped under the planning program. The most significant of these features lie within areas referred to as environmental corridors and isolated natural resource areas.

Secondary environmental corridors include a wide variety of important natural resource and resource-related elements and are, by definition, at least 100 acres in size and one mile in length. Secondary environmental corridors are located throughout the planning area. Such corridors in 1995 encompassed about 1.8 square miles, or about 5 percent of the planning area. The preservation of these corridors in essentially natural, open use is important to the overall quality of the environment and natural beauty of the Union Grove/Yorkville planning area. Maintenance of these corridors in open uses can facilitate natural surface water drainage, and provide corridors for the movement of wildlife.

Isolated natural resource areas represent smaller concentrations of natural resource features that have been separated from the environmental corridors. Such areas, which are by definition at least five acres in size, in combination encompassed 0.9 square mile, or 2 percent of the planning area, in 1995. These areas sometimes serve as the only available wildlife habitat in an area, and may function as surface water retention areas.

### **Land Use**

In 1995, urban land uses—consisting primarily of residential, commercial, industrial, governmental and institutional, recreational, and transportation uses—encompassed about 3,330 acres, or about 14 percent of the Union Grove/Yorkville planning area. Residential land comprised the largest share of the urban land area. Residential lands, excluding associated streets, encompassed about 1,340 acres, representing 40 percent of all urban land and about 6 percent of the planning area, in 1995.

In 1995, nonurban land uses—including agricultural lands, wetlands, woodlands, other open lands, and surface water—encompassed about 19,850 acres, or about 86 percent of the planning area. Agricultural land comprised the largest share of the nonurban land area. Agricultural land, excluding associated streets, encompassed about 17,770 acres, accounting for about 90 percent of all nonurban land and about 77 percent of the planning area, in 1995.

### **Land Use Regulations**

The Town of Yorkville is under the jurisdiction of the Racine County general zoning and shoreland/floodplain zoning ordinances. Lands in the Village of Union Grove are subject to the Village of Union Grove zoning ordinance. Existing zoning district regulations in effect within the Town and Village are summarized in Tables 18 and 20 in Chapter V of this report. The application of those districts in 1999 is shown on Maps 22 through 24 in Chapter V.

Land divisions in the Union Grove/Yorkville planning area are governed by the Racine County Land Division Control Ordinance, the Town of Yorkville Land Division Ordinance, and the Village of Union Grove Land Division Ordinance.

A number of State and Federal laws and regulations govern the use of waters and wetlands. These include Chapters NR 103, NR 110, and Comm 82 of the *Wisconsin Administrative Code*; and Sections 401 and 404 of the Federal Clean Water Act.

## **OBJECTIVES**

The planning process included the formulation of a set of land use objectives for the planning area, as documented in Chapter VI of this report. A set of land use objectives were developed by the Land Use Plan Committee to guide the preparation of the land use plan. The objectives were based on the results of multiple community surveys undertaken during the planning process. The objectives relate to the preservation and protection of the natural environment and farmland; the amount and location of development in relation to community facilities and services; maintenance and enhancement of the economic base; and coordination of Village-Town planning efforts.

## **ANTICIPATED GROWTH AND CHANGE**

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

Under an intermediate growth scenario, the population of the planning area would increase from 6,570 in 1990 to 8,070 in 2020; the number of households would increase from 2,275 in 1990 to 3,010 in 2020; and the number of jobs would increase from 3,120 in 1990 to 4,240 in 2020. Under a high growth scenario, the population of the planning area would increase to 11,080 by 2020, the number of households would increase to 4,010, and the number of jobs would increase to 6,830. Current growth trends in the planning area indicate that the year 2020 population, households and employment could reach levels within the range envisioned under the intermediate- and high-growth alternatives, and the plan is designed in the context of such possibilities.

## **THE RECOMMENDED PLAN**

The recommended land use plan for the Village of Union Grove and the Town of Yorkville represents a refinement and detailing of the regional land use plan, in accordance with the Town and Village land use objectives. The land use plan is presented graphically on Map 26 in Chapter VI, while associated data pertaining to planned land use is presented in Table 22 of Chapter VI.

The most important recommendations of the plan include the following: 1) that new urban development be encouraged to occur within the planned sanitary sewer service area; 2) that secondary environmental corridor lands be considered for preservation in essentially natural, open use; and 3) that other areas of the Town be maintained in rural use, with development limited to rural residential development at an average density of at least three acres per dwelling unit.

### **Urban Residential Land Use**

For purposes of the plan, “urban” residential development is defined as residential development at a density greater than one dwelling unit per three acres. Under the plan, the area devoted to urban residential use, including associated streets, would increase by about 1,680 acres, or about 165 percent, from about 1,020 acres in 1995 to about 2,700 acres in the year 2020. Urban residential development would involve the infilling of existing vacant lots in areas already committed to such uses in platted subdivisions, as well as on vacant developable land in areas located within the planned sanitary sewer service area.

### **Other Urban Land Use**

The land use plan recognizes the development of additional commercial, industrial, governmental and institutional, and transportation land uses in the planning area through the development of those lands currently zoned or planned for such uses. While recreational land uses are not specifically recommended to be increased over the plan design period, any expansion of existing facilities which may be necessary as development occurs can be accommodated in areas adjacent to existing uses or provided as part of developing neighborhood areas and would not conflict with plan objectives.

### **Urban Reserve**

The planning area contains lands within the planned sewer service area that, while envisioned for future urban use, may prove difficult to develop due to highway and sewer service constraints. Recognizing such constraints, the Land Use Plan Committee determined that this area should be identified on the plan as "urban reserve." This will allow flexibility for local officials to consider various future land uses that are deemed appropriate to provide an overall benefit to the community. Regardless of what specific types of urban development that might be accommodated in this area, the plan recommends that development should occur only with the provision of public sanitary sewer service.

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

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

### **Agricultural and Rural Residential Lands**

The balance of the planning area—consisting of areas which have been designated neither for future urban use nor for preservation as environmental corridors or isolated natural resource areas—are identified as "agricultural, rural density residential and open land." The plan proposes that these areas be maintained in agricultural and open uses, or perhaps be converted to residential development limited to an average density of at least three acres per dwelling unit. The plan recommends the use of residential cluster designs to achieve the recommended rural density. Such designs involve the grouping of dwellings on a portion of a parcel, preserving the remainder of the parcel in open space. Cluster development can preserve the rural character of the landscape, preserve significant environmental features, preserve agricultural land, achieve better site design, and reduce street and other infrastructure installation and maintenance costs.

## **PLAN IMPLEMENTATION**

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

Chapter VII of this report indicates the major steps to be taken in order to implement the Union Grove/Yorkville land use plan. Following formal adoption by the Town and Village Plan Commissions and desirably by the Town and Village Boards, important plan implementation measures include: the use of rural cluster development designs; the application of land division ordinances in accordance with the plan; official mapping; precise neighborhood unit planning; changes to the County Zoning Ordinance to include an agricultural/rural residential zoning district and a Planned Rural Development overlay district, and modification of the C-2 district in the Town; and changes to the Village zoning ordinance to include the addition of an upland reserve district.

## **CONCLUDING REMARKS**

The principal function of the Union Grove/Yorkville land use plan is to provide information that the responsible public officials can use and recommendations that such officials can consider over time in making decisions about growth and development in the Village of Union Grove and the Town of Yorkville. The plan also provides land

developers and other private interests a clear indication of community land use objectives, enabling them to take those objectives into account in formulating development proposals.

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

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## **APPENDICES**

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## Appendix A

### VILLAGE PLAN COMMISSION RESOLUTION ADOPTING THE VILLAGE OF UNION GROVE AND THE TOWN OF YORKVILLE LAND USE PLAN

WHEREAS, the Village of Union Grove, pursuant to the provisions of Sections 61.35 and 62.23 of the Wisconsin Statutes, has created a Village Plan Commission; and

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

WHEREAS, the governing bodies of the Village of Union Grove and the Town of Yorkville designated a Union Grove/Yorkville Land Use Plan Committee, the membership of the Committee comprised of both public officials and private citizens with a variety of backgrounds, including members of the Village Board, Town and Village Plan Commissions, and concerned citizens of the Town and Village; and

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

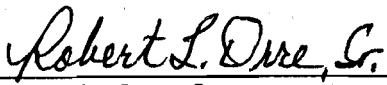
1. Collection, compilation, processing and analysis of various types of demographic, natural resource, recreation and open space, land use, transportation and other information pertaining to the Town and Village.
2. A forecast of growth and change.
3. A land use and arterial street system plan map.
4.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

WHEREAS, the aforementioned inventories, analyses, objectives, forecasts, land use plan, and implementing ordinance revisions are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 277, *A Land Use Plan for the Village of Union Grove and the Town of Yorkville: 2020*; and

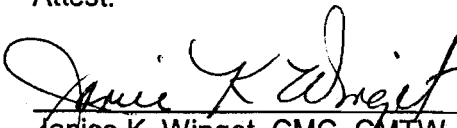
WHEREAS, the Village Plan Commission considers the plan to be a guide to the future development of the Village.

NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 62.23(2) of the Wisconsin Statutes, the Village of Union Grove Plan Commission on the 14<sup>th</sup> day of July, hereby adopts SEWRPC Community Assistance Planning Report No. 277, *A Land Use Plan for the Village of Union Grove and the Town of Yorkville: 2020*, as a guide for the future development of the Village of Union Grove.

BE IT FURTHER RESOLVED, that the Clerk of the Village of Union Grove Plan Commission transmit a certified copy of this resolution to the Village Board of the Village of Union Grove.

  
Robert L. Orre, Sr.  
President

Attest:

  
Janice K. Winget, CMC, CMTW  
Clerk-Treasurer

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**Appendix B**

**VILLAGE BOARD RESOLUTION ADOPTING  
THE VILLAGE OF UNION GROVE AND THE TOWN OF YORKVILLE LAND USE PLAN**

WHEREAS, the Village of Union Grove, pursuant to the provisions of Sections 61.35 and 62.23 of the Wisconsin Statutes, has created a Village Plan Commission; and

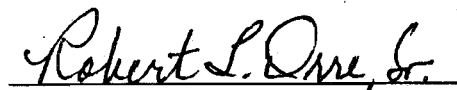
WHEREAS, the Union Grove/Yorkville Land Use Plan Committee has prepared, with the assistance of Racine County and the Southeastern Wisconsin Regional Planning Commission, a plan for the physical development of the Village of Union Grove and the Town of Yorkville, said plan embodied in SEWRPC Community Assistance Planning Report No. 277, *A Land Use Plan for the Village of Union Grove and the Town of Yorkville: 2020*; and


WHEREAS, the Village Plan Commission on the 14<sup>th</sup> day of July, 2003, did adopt SEWRPC Community Assistance Planning Report No. 277 and has submitted a certified copy of that resolution to the Village Board of the Village of Union Grove; and

WHEREAS, the Village Board of the Village of Union Grove concurs with the Village Plan Commission and the objectives and recommendations set forth in SEWRPC Community Assistance Planning Report No. 277.

NOW, THEREFORE, BE IT RESOLVED that the Village Board of the Village of Union Grove, on the 14<sup>th</sup> day of July, 2003, hereby adopts the Land Use Plan for the Village of Union Grove and the Town of Yorkville; and

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

  
Robert L. Orre, Sr.  
Village President

ATTEST:  
  
Janice K. Winget, CMC, CMTW  
Clerk-Treasurer