

CHAPTER 1

INTRODUCTION

BACKGROUND In 1928, the U.S. Department of Commerce institutionalized comprehensive planning in the Standard City Planning Enabling Act. Since that time, communities across the country and state have engaged in planning processes. The comprehensive planning process allows the Town of Eagle to think strategically about the community and how they interact with other units of local government. Comprehensive planning is an orderly approach to help identify local needs and provide an official statement of land use policies, along with information needed to support and validate those policies. The plan serves as a framework for establishing and administering sound land use regulations and serves as a useful decision making tool for Town officials, citizens, and businesses.

On November 8, 1988, the Town Board adopted its Land Use Plan, and in 1991, the Town updated their land use plan components. The Town did not actively participate in the first Waukesha County development plan conducted from 1992 -1996, but had a representative present for the County-wide Smart Growth initiative. The Waukesha County Development Plan Advisory Committee, conducted extensive inventories and analyses of factors and conditions affecting the physical development of Waukesha County. These included inventories and analyses of demographics, economics, housing, natural resources, land uses, transportation and public utilities, and existing community plans and regulations. The planning program involved the formulation of development objectives, principles, and standards; the design of a land use plan and supporting housing, transportation, and park and open space plan elements; and the identification of measures to implement the plan effectively. The Development Plan for Waukesha County incorporated the Land Use components that were adopted by the Town of Eagle that were found to be consistent with the objectives established by the county advisory committee.

PLANNING BENEFITS

Comprehensive planning has many benefits. The formal planning process provides the Town with an opportunity to focus on the future and establish community goals, objectives, and policies regarding future use, physical development and conservation of land. With clear goals, local government officials can make decisions that are in the best interest of citizens and the future of the Town. Finally, comprehensive planning allows for continuity throughout the Town by determining where the community is at the present, how the Town got to this point, where the Town wants to go, and how will it get there.

Coordinated comprehensive planning among municipalities provides several benefits, including:

1. All units of government benefit from the updated demographic and growth information and how it relates to economic forecasting and development trends.
2. It is cost-effective to coordinate planning, and reduces the burden of the Town of Eagle to complete all of the elements of a comprehensive land use plan individually.
3. Participating entities all have active roles in the planning process.
4. A coordinated planning process offers greater opportunity for public input.

5. A coordinated planning process makes efficient use of professional planning resources currently available.
6. Coordinated planning allows for the creation of a plan amendment process that considers all possible impacts, including effect on the adjoining municipality.
7. Comprehensive planning provides an opportunity to evaluate all aspects of future use and development, thus providing local officials with the essential information to make informed decisions.
8. A coordinated effort provides an opportunity to continue building inter-municipal cooperation on land use issues.

Community	Plan	Prepared By	Adoption Date a, b	
			Plan Commission	Governing Body
Town of Eagle	Town of Eagle Land Use Plan, Dec. 1983; last revised 1991	Graef, Anhalt, Schloemer & Associates	7/28/83	11/8/88

- a) No record of adoption provided to SEWRPC if no date is listed.
- b) Under the master planning statute (Section 62.23 of the Wisconsin Statutes), which was the State law under which the Town plans were prepared, the Plan Commission had the authority to adopt by resolution a master plan or elements thereof.

COMPREHENSIVE PLANNING LAW

In 1999, the Wisconsin Legislature enacted a comprehensive planning law which is set forth in Section 66.1001 of the Wisconsin Statutes. The comprehensive planning law requires that comprehensive plans be completed and adopted by local governing bodies by January 1, 2010, in order for a town to enforce its zoning, subdivision, or official mapping ordinances. According to this law, a comprehensive plan shall be created by a town that exercises village powers under Wisconsin Statutes, Section 60.22 (3), or a master plan that is adopted or amended under Wisconsin Statutes, Section 62.23 (2) or (3). The law also requires that all comprehensive plans address the following nine elements:

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| 1. Issues and Opportunities | 6. Transportation |
| 2. Agricultural, Natural, and Cultural Resources | 7. Land Use |
| 3. Utilities and Community Facilities | 8. Intergovernmental Cooperation |
| 4. Housing | 9. Implementation |
| 5. Economic Development | |

GOVERNMENTAL PARTNERSHIP

The Town of Eagle and the Village of Eagle signed a cooperative agreement to work together on a comprehensive plan update. They agreed to collaborate and develop a comprehensive plan that addresses both of their own local concerns and countywide issues. This collaborative effort will improve intergovernmental cooperation and utilize resources efficiently. Each community appointed representatives to serve on the Eagle Comprehensive Plan Advisory Committee (a.k.a. Advisory Committee) for the 9 major elements of the comprehensive plan process listed above. The Advisory Committee, in conjunction with the County, developed a set of implementation recommendations for each of the respective planning elements, which were later adopted by the Town Board.

ADVISORY COMMITTEE AND STAFF STRUCTURE

The preparation of the comprehensive plan was performed under the guidance of the Advisory Committee. The Advisory Committee was comprised of representatives from the Town of Eagle and Village of Eagle that signed the cooperative agreement to formally participate in this planning process, as well as input from Town and Village citizen members that represent business, industry, health care providers, school districts, media and religious facilities. Waukesha County staff and Southeastern Wisconsin Regional Planning Commission (SEWRPC) staff, as well as representatives from adjacent communities, were also invited to attend and comment. All staff work attendant to the preparation of the comprehensive plan was accomplished by Town Planner - Brian Pionke, and Town Engineers from Graef, Anhalt, and Schloemer & Associates.

PLAN ELEMENTS

The planning effort leading to the preparation of this comprehensive plan was designed to be a compilation of inventories and analyses for several planning elements conducted by the Advisory Committee. The following component elements were addressed in the planning process and are adopted by the Town of Eagle, Town Board as set forth in Chapters 1-10 of this document.

TRENDS, ISSUES AND OPPORTUNITIES ELEMENT

This element provides historic background data used to understand past trends, investigate issues, and provide for future opportunities. It was deemed crucial to the process to establish objectives, principles, and standards in the preparation of this plan. The following terms have the stated meanings for purposes of this comprehensive plan. "Objectives" are goals toward which the preparation of plans and plan implementation programs were directed. The formulation of objectives, thus, becomes an essential task that was undertaken prior to, or concurrent with, the preparation of plans. "Principles" are fundamental or generally accepted tenets used to support objectives and prepare standards and plans. "Standards" are criteria, which were established as a basis for determining the adequacy of plan proposals to attain agreed-upon development objectives.

The Advisory Committee identified issues and opportunities and established objectives, principles and standards necessary to guide the preparation of the comprehensive plan, which were later reviewed and adopted by the Town Board. Consideration was given to the objectives, principles, and standards set forth in the draft Waukesha County Comprehensive Plan. Based on the results of a random survey of Town citizens and public information meetings, the Advisory Committee identified a series of key issues facing the Town. Those items that have been addressed during the planning process included:

- Coordination of land use planning with school district planning
- Groundwater Supply
- Cost of Community Services
- Public Participation
- Transportation: analysis of highway corridors
- Use of Regional Storm-water Facilities
- Infrastructure for Commercial Locations
- Coordination of Public Interest (community service and utilities)
- Defining Rural Character and Development Design options to preserve Rural Character
- Needs of the Business Community-New Technology Businesses

- Business Retention, Expansion, and New Start-Ups
- Land Use Development Patterns and Transportation Impacts
- State Input and Legislation Effecting Land Use (DNR Stewardship program)
- Tax Structure
- Timely relationship between land use and transportation
- Government Role/Relationship between Communities and Land Use
- Future of Agriculture in the Township
- Impacts of Annexations
- Revenue Sharing Options
- Review of Urban Growth Areas
- Identification of Existing Housing and Affordable Housing Needs

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

A re-examination of the agricultural base in the Town was necessary to update the recommendations regarding the location and extent of farmland preservation areas in the County. This re-examination provided data on existing agricultural land use, agricultural soil capabilities, and the size of individual farm units in the Town. Information regarding soil capabilities for agricultural uses was collated from United States Department of Agriculture Soil Survey database files.

Recommendations regarding the preservation of prime farmlands were necessary to consider the extent to which such lands are already committed to urban development due to the proximity to existing and expanding concentrations of Village uses and the prior commitment of capital investments and utility extensions.

The natural resources of the Town provide the sustaining base for both rural and urban development and to which such development must be adjusted if an environment suitable for a high quality of life is to be maintained. For this reason, information concerning the natural resource base and elements closely related to the natural resource base was essential to the preparation of this comprehensive plan. Accordingly, the planning effort included a descriptive analysis of the natural resource base and environmental corridors, including consideration of woodlands, wetlands, wildlife habitat areas, prairies, areas of steep slopes, soils and soil characteristics, and lakes, streams, and rivers, along with their associated shore lands and flood lands. This information was obtained primarily through the collation of data contained in the SEWRPC Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, the Park and Open Space Plan for Waukesha County, and SEWRPC inventories.

This planning element also included a description of certain features, which, while not strictly a part of the natural resource base, are closely linked to the underlying resource base. Such natural resource base-related elements include existing State, County and municipal parks and recreation facilities, and sites of natural and scientific value. Information regarding these inventories was collated from input from municipal park boards, Waukesha County, SEWRPC, and the USDA Soil Conservation Service, now known as the Natural Resources Conservation Service (NRCS).

An inventory of the cultural and historic resources of the Town was completed as part of this planning element. Historic sites in the Town often have important recreational, educational, and cultural value. The information was obtained primarily from inventories and surveys conducted by the State of Wisconsin Historical Society and by the Town and historical societies.

COMMUNITY FACILITIES AND UTILITIES ELEMENT

Community facilities and utility systems form a functional supporting network for urban land uses. However, due to the rural character of the Town, major utility systems such as public sanitary sewerage and water supply systems are not included in this element of the comprehensive plan. Items such as storm-water management, erosion control, solid waste disposal systems, landfills, recycling, yard waste, gas and electric utilities, communication facilities, educational facilities, and other municipal services are covered in more detail in Chapter 5. Many of these items are currently addressed through common practices, local ordinances, Waukesha County ordinances and Wisconsin State law.

Storm-water Management:

The major storm-water drainage patterns including major watersheds, sub watersheds, and sub basins in the County were identified through the collation of data from SEWRPC, County, and local municipal files. In addition, the areas served by engineered storm-water drainage systems were identified by the Town Engineer.

Existing Community Facilities

Knowledge of existing community facilities is an important input to the preparation of a comprehensive physical development plan. Accordingly, the location of the following community facilities were plotted on suitable scale maps: public and private elementary and secondary schools and school district boundaries; technical school centers; public libraries; police and fire stations; and public and private hospitals.

HOUSING ELEMENT

Although residential housing is directly related to the land use element of a comprehensive plan, the issue of accommodating housing stock to meet the needs of the local workforce and business community continues to be unresolved. Through this cooperative comprehensive planning process, the Town was responsible for compiling data and recommendations to fulfill the housing element.

1. Existing housing stock:

The Town reviewed a descriptive analysis of the existing housing stock. This analysis includes data regarding the size, distribution, and characteristics of the housing stock. Housing unit characteristics include, at a minimum, information regarding the tenure status, structure type, value, and rent. Data regarding the existing housing stock was extracted from the 2000 Federal Census of Population and Housing and municipal appraisal information.

2. Existing housing needs:

The Town reviewed an analysis of the adequacy of the housing stock in terms of the extent to which it meets the needs of the resident population. Inadequacies were identified on the basis of currently accepted statistical measures of housing need, including: measures pertaining to sub-standard or non-conforming lots; availability of essential amenities such as water, gas, electric, and communication facilities; and the relationship between housing costs and household income. Information was collated from the 2000 Federal Census and from the comprehensive housing affordability strategies prepared by the City of Waukesha and Waukesha County as a condition for participation in the Federal Community Development Block Grant program and certain Federal housing programs.

3. Housing availability constraints:

The Town reviewed cost factors and other factors that may constrain the availability of housing within the community. While housing costs are largely determined by the operation of the real estate market, land use controls enacted by local units of government have a bearing on development costs, and in some cases, the availability of certain types of housing. In this respect, an analysis of existing zoning, land division regulations, and other land use controls was examined in order to identify whether changes may be warranted to affect housing availability or affordability.

4. Housing programs:

The Advisory Committee conducted an inventory and analysis of publicly assisted housing within the Town and of other government-sponsored housing efforts. In addition to the housing problems of the resident population, the Subcommittee analyzed the potential availability of housing for non-county residents who commute to places of work in Waukesha County. This aspect of the study included an assessment of the income levels of commuting workers relative to housing costs within the County. Pertinent income data was extracted from the Home Interview Survey conducted as part of SEWRPC's 2001 Household Travel, Regional Travel Survey.

ECONOMIC DEVELOPMENT ELEMENT

Knowledge of the past and present economy of the Town and Village is fundamental to preparing a comprehensive physical development plan. The future development of each community is directly related to the future of its economy. Economic growth leads to population growth and a demand for more conversion of rural land to urban uses. Therefore, a description of the economic base of the Town was provided. Included are a description of employment levels and the spatial distribution of employment within each community along with a description of the industrial base. Information from SEWRPC, local chambers of commerce, and the Waukesha County Economic Development Corporation were compiled and analyzed.

As the basis for the year 2035 regional land use plan, SEWRPC developed long-range forecasts indicating the anticipated levels of economic change, focusing on employment levels in the region. These forecasts, as they pertain to Waukesha County, were adopted for use in the preparation of the Town's Comprehensive Plan.

TRANSPORTATION ELEMENT

An efficient transportation system is essential to the sound social, as well as economic, development of the Town. A thorough understanding of the existing transportation system is fundamental to the revision of a comprehensive physical development plan.

1. Existing arterial street and highway system:

A description of the arterial street and highway system, including a description of the location and capacity of existing arterials, was included in the comprehensive plan. This information was collated from SEWRPC, Waukesha County, and local municipal files. The location of the railway was described and analyzed. Full use was made of SEWRPC, County, and community files for this purpose.

2. Existing Transit Facilities:
There are no existing public transit services within the Town. However, this facility analysis includes a discussion of existing and proposed pedestrian and bike trails, railways, taxis, bus services, and transportation systems for the elderly and disabled.
3. Existing Airport Facilities:
There are no existing or proposed airport facilities, aviation services, and aeronautical activity included in this report. This information was collated from the Town and Village as well as Waukesha County files.
4. Transportation Element:
The transportation element consists of a collation of completed transportation plans including: the regional transportation system plan for 2035, which includes the arterial street and highway element, transit element, and bicycle and pedestrian element; the Waukesha County Jurisdictional Highway System Plan; and the street and highway width map.

LAND USE ELEMENT

A detailed inventory of land use is required as an integral part of any comprehensive physical development planning program. Such an inventory must reveal the existing amount, type, intensity, and spatial distribution of land use, sufficient to: enable the identification of historic patterns and trends; and to provide a basis for the revision of the comprehensive plan. Much of the land use data needed for the revision of the development plan is available through inventories conducted by SEWRPC. In addition, significant land use planning work has been completed by the Town. The Land Use Inventory map of 2008, and data (current as of April 2005), was available for use in the revision of the development plan. Changes in land use were analyzed.

1. Community Plans:
The revision of a comprehensive plan consisted of attempts to incorporate local development goals, providing for the integration of local development objectives. Local plans and land use regulatory ordinances implicitly or explicitly contain locally conceived development objectives, which were considered.

An inventory was made of the Town's current community plan, and the formal adoption status of each plan. In recognition of the importance of conserving and renewing existing urban areas, this work element included an inventory of existing urban conservation plans, as part of locally designated urban conservation or reinvestment areas, and related redevelopment objectives that were identified and analyzed.
2. Land Use regulatory ordinances:
The existing subdivision regulatory ordinances, zoning ordinances and zoning district maps, and official maps were inventoried and analyzed for the Town and Village for their development implications.
3. Future urban land use pattern:
The adopted year 2020 Regional Land Use Plan and the year 2035 Regional Land Use Plan by SEWRPC sets forth a generalized pattern of recommended land uses, including: urban development areas; environmentally sensitive areas termed "primary environmental

corridors”, and rural areas. Within the areas designated for rural uses, the plan recommends that each community identify prime agricultural lands to be preserved for agricultural use, based on soils data, parcel sizes, and surrounding uses. The plan encourages continued agricultural use in rural areas not designated as prime farmland. Where residential development is to be accommodated in rural areas, the plan recommends an overall density of no more than one home per 3 acres, preferably using conservation design principles.

The land use element of the comprehensive plan refines and details the generalized recommendations of the land use plan as it applies to the Town. Specifically, the land use element indicates more precisely the future urban land use pattern which is recommended for the Village, and identifies more precisely the location of primary environmental corridors and other environmentally sensitive areas in the Town. The plan also identifies the location of those prime agricultural lands in the Town which are recommended for preservation. Moreover, in the revision of the land use element, consideration was given to adopted land use plans and zoning regulations, and development objectives contained therein. When possible, these were incorporated into the comprehensive plan.

The comprehensive plan refines and details the urban growth recommendations of the regional land use plan to indicate more precisely the types of land uses (for example, residential by major density category, commercial, industrial, and institutional) which are recommended within the Town by the year 2035.

INTERGOVERNMENTAL COOPERATION AND IMPLEMENTATION ELEMENT

The intergovernmental cooperation and implementation elements consist of a collation of opportunities and needs for cooperation between various levels and units of government in the County, including the school districts. Particular emphasis was placed upon coordinating activities relative to the siting and construction of public facilities and to the sharing of public services. In addition, opportunities were examined to consider pursuing formal and binding boundary agreements, political or service consolidations, common ordinances and uniform approaches to regulation, and the potential for the designation of forums for the resolution of intergovernmental disputes and problems. Drawing from the opportunities and needs analyses, and existing and future intergovernmental cooperation, recommendations were prepared.

Following review and adoption of the plan by the Town, the implementation of the plan would be the responsibility of the Town. This Plan contains a chapter specifically discussing and describing methods for plan implementation. The plan implementation element specifically addresses intergovernmental coordination needs, in particular: the extent to which the plans and programs of local governments having concurrent and overlapping jurisdictions; and recommendations for adjustment so that those plans and programs work together toward common ends. This portion of the plan implementation section also deals with the extent to which local government plans and programs in the County should be adjusted to be fully consistent with applicable Federal and State policies, the objective being to attain not only “horizontal” coordination, but also “vertical” coordination of all the planning efforts within and pertaining to Waukesha County.

PLAN AMENDMENT PROCESS

The implementation chapter of the development plan establishes an administrative procedure to provide for annual plan amendments to the Comprehensive Plan for the Town. The amendment process will provide an opportunity to reflect changing conditions and any changes in local development objectives. The plan amendment process will respect the statutory authorizations of the Town to amend their comprehensive plans, and have those changes reflected in the comprehensive development plan for the Village and County. These will be processed so formal amendments are not required every time an issue is raised which may or may not be appropriate for plan amendment. All applications requesting a plan amendment will be subject to a public hearing and advertised according to statutory requirements.

PUBLIC INVOLVEMENT

Wisconsin's Comprehensive Planning law requires public participation in every stage of the development of a plan. Specifically, Wisconsin Statutes, Section 66.1001(4) (a) requires that:

“The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of the Town will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property in which the allowable use or intensity of use of the property is changed by the comprehensive plan.”

As required by the statutes, a public participation plan was adopted by the Town Board on September 25, 2007, based on a recommended plan prepared by the Eagle Comprehensive Plan Advisory Committee. The Town understood that public participation is very important in the planning process. The biggest challenge in this process was making citizens understand that this process collectively benefits the Town and the Village, as well as Waukesha County, and sets the stage for the physical development of each community.

In the early stages of the planning process, it was important to enhance public awareness. The public participation function was the responsibility of the Comprehensive Plan Advisory Committee. As such, the Committee members designated their respective Clerks and their appointed designates as representatives to focus on public participation and to implement this public awareness campaign. Education is the central focus of any public participation effort, so that citizens get a better understanding of the current and past growth, and trend changes that occurred in the Town and Village. News releases, fact sheets, newsletters, websites, and display exhibits at the library or local government offices, are tools that were considered effective at creating public awareness.

Giving citizens the opportunity to help identify key community issues and develop a vision of what the local communities should look like in 25 years was an intensive effort. The most effective way to get this done was through a series of open meetings /visioning sessions, where various draft elements of the plan were discussed. Citizens also had the opportunity to send comments and questions to Town officials. The visions developed were shared through the use of news releases, displays, and fact sheets. The ability to use the information from the visioning sessions was crucial in making citizens of the Town feel like this is their plan. As the Town developed alternative strategies, it was important to provide information and education to the public. This again was done through news releases, the planning website, fact sheets, and open houses.

The final step that required extensive public input was the draft plan review and plan adoption process. In this step, the Town, adjacent towns, villages, the County, and citizens reviewed the plan. Public education provided information to help citizens understand the review process and describe plan specifics. Public input was solicited through open houses and other public events. The web site also allowed citizens the opportunity to comment. The draft plan was available for review at local government offices and public libraries.

In summary, the public participation steps for the comprehensive planning process included:

1. Education on current and past growth and changing trends in the Town, Village, and Waukesha County.
2. Visioning focus group sessions that included defining rural and urban character.
3. Utilizing visioning information in developing plan goals and objectives.
4. Citizen and local government review of the draft comprehensive plan.

COMPREHENSIVE PLAN OUTLINE

The general format and organization of the development plan is intended to follow a logical progression of information. Each chapter relates directly to the nine required elements of a comprehensive plan as defined in State statutes. The plan chapters are as follows:

Executive Summary

Chapter 1: Introduction

Chapter 2: Issues and Opportunities Element (Trends, Issues and Opportunities)

Chapter 3: Issues and Opportunities Element (Objectives, Principles, and Standards)

Chapter 4: Agricultural, Natural, and Cultural Resources Element

Chapter 5: Community Facilities and Utilities Element

Chapter 6: Housing Element

Chapter 7: Economic Development Element

Chapter 8: Transportation Element

Chapter 9: Land Use Element

Chapter 10: Intergovernmental Cooperation, and Implementation Elements