

Why is the Village of Eagle preparing a Comprehensive Plan?

In 1999 the Wisconsin Legislature mandated that every municipality in the state complete and adopt a Comprehensive Plan prior to January 1, 2010. The Village is planning a 25 year vision for the community.

Funding & Cooperative Planning Agreement

The Town of Eagle and the Village of Eagle submitted a multi-jurisdictional Smart-Growth grant request to have the state help with the costs of funding. This grant was approved and is a matching fund grant. Coordinated planning will be a very cost-efficient method to accomplish this Comprehensive Planning effort.

Comprehensive Planning Benefits

- Inter-governmental cooperation to ensure good communication and integrated planning for the good of the communities, and the county.
- An opportunity for the public to be involved in every stage of planning
- A plan that is consistent with all ordinances
- An assurance that the plan will be applied consistently in all decisions relating to land use

The Law Requirements

All Comprehensive Plans must address the following 9 elements:

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

Resources Utilized:
Southeast WI Regional Planning Commission Demographic and Transportation Data and Plans
Waukesha County Economic Development Corporation
2000 Federal Census
Village of Eagle Engineer
Wisconsin Historical Society
Waukesha County Park & Open Space Plan
USDA Soil Surveys
Waukesha County Comprehensive Plan

The Process

The Eagle Comprehensive Development Plan Advisory Committee is charged with completing the draft plan. The Advisory Committee created a public participation plan that was adopted by the Village of Eagle Board Supervisors August 13, 2007. Public awareness, education and participation occurred through a series of open meetings, vision sessions, news releases, website information, fact sheets and open houses. In addition, the services of Brian Pionke, IMOC Planner, and Ruckert/Mielke, planning consultant, are being utilized to prepare the Comprehensive Plan. The Waukesha County Comprehensive Plan was given consideration while establishing the Village's objectives, principles and standards.

The final plan adoption will occur after adjacent municipalities, the county and citizens are given a period of time to review and comment on the plan, and copies of the Plan are placed in public libraries. A Public Hearing will be held prior to the Village adopting the Comprehensive Plan. Annual reviews of the plan will provide an opportunity to reflect upon changing conditions or local development objectives. All plan amendment requests will be presented in a formal public hearing.

Key Issues Facing the Village of Eagle

Based on the results of a random survey of Village citizens and public information meetings, the Advisory Committee identified a series of key issues facing the Village.

- 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
- Impacts of Annexations
- Revenue Sharing Options
- Review of Urban Growth Areas
- Identification of Existing Housing and Affordable Housing Needs

Village of Eagle

Comprehensive Plan

Chapter 2 Summary

Issues and Opportunities

The Southeastern WI Regional Planning Commission (SEWRPC) and the U.S. Bureau of the Census provided an updated inventory of population, land use, water, natural resources and agriculture base to use in preparing this Comprehensive Plan. Existing conditions, historic trends and future projections all play a part in creating a 25 year plan for the Village of Eagle.

Who We Are

2000 Census Population	1,707 <i>(more than doubled since 1970)</i>
2007 Population	1,801
Population 2010 Projection	1,912 <i>(WI Dept of Administration Projection)</i>
Population 2035 Projection	2,414 <i>(WI Dept of Administration Projection)</i>
Racial Composition	96% White <i>(balance is Hispanic, African American and Asian)</i>
Owner vs. Rental	89 % owner occupied and 11% renter <i>(Waukesha Co is 76% owner occupied)</i>
Household Size	2.88 persons per household <i>(12th highest in Waukesha County)</i>
Median Age	32.8 years old <i>(Waukesha County 38.1)</i>
Household Median Income	\$62,300 <i>(Waukesha County \$62,839)</i>
Employment	952 persons employed <i>(over age 16)</i>
Education	26.9% have Associate, Bachelor, Graduate or Professional Degrees
Gender Ratio	50.3% Female, 49.7% Male
Age	Predominant age group is 25-44 years old (649 people)

Land Use Inventory

Land Use-Acres in the Village of Eagle: 1963-2000

Land Use Category	1963	1970	1980	1990	2000
Urban:					
Residential	121.0	123.7	209.6	222.3	288.8
Commercial	5.5	5.5	5.7	5.3	4.8
Industrial	2.1	2.1	1.1	5.5	22.9
Transportation, Communication, and Utilities	53.6	55.5	70.4	76.2	110.2
Governmental and Institutional	19.2	19.2	19.1	24.2	30.0
Recreational	13.5	30.0	30.0	30.0	31.5
Subtotal Urban	214.9	236.0	335.9	363.5	488.2
Non-urban:					
Agricultural	518.3	502.1	422.5	370.1	185.6
Unused and Other Open Lands	28.6	23.5	11.8	36.6	96.4
Natural Areas – Surface Water	0.0	0.0	0.0	0.0	0.0
Natural Areas – Wetlands	10.6	10.6	1.8	1.8	1.5
Natural Areas – Woodlands	3.2	3.3	3.3	3.3	3.8
Subtotal Non-Urban	560.7	539.5	439.4	411.8	287.3
Total	775.6	775.5	775.3	775.3	775.5

Residential development was responsible for the most significant land use change within the Village since 1963. Nearly 333 acres of agricultural land was converted to other land uses and of these, over 167 acres of land was converted to residential use.

Groundwater and Surface Water Resources

There is an adequate annual groundwater recharge to satisfy water demands on the shallow aquifer system in Waukesha County. Localized area groundwater availability will vary depending on usage, and groundwater flow. The Village of Eagle has no significant areas of surface water. However, the Town of Eagle has two lakes. Surface water within the northern section of the Town drains into the first 7 miles of the Scuppernong River and the rest drains into Jericho Creek. All of the watersheds are west of the sub-continental divide and drain west into the Mississippi River basin.

Planning History of the Village of Eagle

A "Land Use Plan for the Village of Eagle-2000" was completed in 1983; A Water System Master Plan was completed in 1998; and in 1999 a citizen visioning workshop sought input for updates to the Comprehensive Plan. A "Year 2021 Comprehensive Plan for the Village of Eagle" was created by Ruekert/Mielke which completed much of the background research for the current Comprehensive Planning effort

Citizen Survey and Results

The Village distributed a new citizen input survey to 694 households in 2007, with a response rate of 19.3% with these results:

Quality of Life: satisfied with garbage/recycle services, water quality, open space, low crime rate, good emergency services and rural character. Dissatisfied with shopping and employment opportunities and the lack of planning.
Agricultural, Natural, and Cultural Resources: The Village has no available AG lands, but maintaining open space, rural character, quality of area lakes and streams were considered very important to the quality of life.
Housing: more senior housing is needed, residents supported affordable and owner-occupied, single-family housing.
Community Services and Facilities: rated highly were garbage/recycle, library, police and park/recreation services.
Transportation: snow removal was rated excellent, roads and traffic got mixed reviews – 44% were satisfied.
Economic Development: 77% of residents favored business retention.

Village of Eagle Smart Growth Listening Session Results: September 2007

Strengths:

- 1) Garbage collection services
- 2) Low crime and good emergency service
- 3) Natural environment/open space & park and recreation availability
- 4) Nice rural atmosphere
- 5) Ample water supply and high quality lakes and streams

Weaknesses:

- 1) Lack of shopping opportunity
- 2) Land Use Planning and Zoning
- 3) Lack of employment opportunity
- 4) Poor road conditions or ineffective traffic patterns
- 5) Lack of locally available medical services

After analyzing the surveys and the comments at the Village's Smart Growth Listening Session meeting, it is felt that many of the major directives of the current Land Use Plan will continue and be consistent with the objectives of the updated Waukesha County Development Plan and the 2035 Regional Land Use Plan which is discussed in Chapter 3.

Planning Objectives and Standards

Chapter 3 Intent

The intent of this chapter is to analyze general objectives for the Village's plan. Subsequent chapters will detail standards and objectives as they relate to particular planning elements. The overall objectives presented in this summary are further explained by the principals and standards set forth in the full Chapter 3 presentation.

The Eagle Advisory Committee recommended Land Use objectives, supporting principals and standards derived from the *Regional Land Use Plan for Southeastern Wisconsin: 2035*, the *Waukesha County Comprehensive Development Plan*, and the *Year 2021 Comprehensive Plan For The Village of Eagle*.

Key Steps Used in the Planning Process

- ◆ Create Objectives & Standards
- ◆ Inventory
- ◆ Analyses & Forecasts
- ◆ Plan Design
- ◆ Plan Evaluation
- ◆ Refinement & Adoption
- ◆ Implementation

Definitions:

Before one can start on the planning process, you have to understand the terms "objective," "principle," "standard," "plan," "policy," and "program", which are subject to a range of interpretations. Although this chapter deals with only the first three of these terms, an understanding of the interrelationship between the foregoing terms, and the basic concepts which they represent, is essential to any consideration of objectives, principles, and standards. Under the regional planning program, and for the purpose of this document, these terms have been defined as follows:

Objective: a goal or end toward the attainment of which plans and policies are directed.

Principle: a fundamental, primary, or generally accepted tenet used to support objectives and prepare standards and plans.

Standard: a criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.

Plan: a design that seeks to achieve agreed-upon objectives.

Policy: a rule or course of action used to ensure plan implementation.

Program: a coordinated series of policies and actions to carry out a plan.

General Development Objectives

1. A broad range of choices among housing designs, sizes, types, and costs, recognizing changing trends in age group composition, income, and family living habits.
2. An adequate, flexible, and balanced level of community services and facilities.
3. An attractive and healthful physical and social environment with ample opportunities for high-quality education, cultural activities, and outdoor recreation.
4. Protection, sound use, and enhancement of the natural resource base.
5. Development of communities having distinctive individual character, based on physical conditions, historical factors, and local desires.
6. An efficient and equitable allocation of fiscal resources within the public sector of the economy.
7. Preservation and protection of desirable existing residential, commercial, industrial, and agricultural development in order to maintain desirable social and economic values and renewal of obsolete and deteriorating areas in both suburban and rural areas; and prevention of blight.
8. A wide range of employment opportunities through a broad diversified economic base.
9. Economic growth at a rate consistent with Village resources, including land, water, labor, and capital, and primary dependence on free enterprise in order to provide needed employment opportunities for the expanding labor force.

Agricultural, Natural and Cultural Resources

- Objective No. 1** A spatial distribution of the various land uses which maintains biodiversity and which will result in the preservation and sustainable use of the natural resources of the Village, including its air, soils, groundwater, wetlands, inland lakes and streams, woodlands, prairies, and wildlife. The proper allocation of uses to land can assist in maintaining an ecological balance between the activities of man and the natural environment.
- Objective No. 2** The preservation of productive agricultural land.
- Objective No. 3** The preservation and protection of open space to enhance the total quality of the Village environment, maximize essential natural resource availability, give form and structure to urban development, and provide opportunities for a full range of outdoor recreational activities.
- Objective No. 4** A spatial distribution of land uses and specific site development designs which protects or enhances the surface and ground water resources of the Village.
- Objective No. 5** Preservation of historic homes through proper maintenance and/or rehabilitation.

Community Facilities

- Objective No. 1** To preserve, rehabilitate and develop infrastructure including utilities to accommodate the changing needs of the Village and its potential 1.5 mile extraterritorial planning area.
- Objective No. 2** To provide police service facilities necessary to maintain high-quality protection throughout the Village.

- Objective No. 3** To provide fire and other emergency service facilities necessary to maintain high-quality protection throughout the Village and surrounding area.
- Objective No. 4** To provide joint library services in a facility with accessibility for all citizens throughout the Village and surrounding area.
- Objective No. 5** To cooperate with the school district, so that educational services are focused on the education of all students throughout the Village.

Housing

- Objective No. 1** Adequate housing to meet the Village's total housing demand.
- Objective No. 2** Encourage a mix of housing suitable for people in various stages of life, economic levels, and family living habits while preserving the character and resources of the Village.
- Objective No. 3** Preservation of historic homes along with maintaining or rehabilitating existing housing stock

Economic Development

- Objective No. 1** Diversify the local economic base and increase employment opportunities
- Objective No. 2** Locate manufacturing firms and retail businesses in appropriate sites
- Objective No. 3** Revitalize the downtown and commercial area aesthetics
- Objective No. 4** Tie economic development in Eagle to local tourism

Transportation

- Objective No. 1** A multi-modal transportation system which, through its location, capacity, and design, will effectively serve the existing regional, County and Village land use pattern and promote the implementation of the regional land use plan and the County comprehensive development plan, meeting and managing the anticipated travel demand generated by the existing and proposed land uses.

Land Use Development

- Objective No. 1** A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the Village population.
- Objective No. 2** A spatial distribution of the various land uses, which will result in a convenient, and compatible arrangement of land uses.

- Objective No. 3** A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.
- Objective No. 4** The development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.
- Objective No. 5** The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and location.
- Objective No. 6** To provide for the fullest use of existing urban area by promoting infill development within the Village.

***AGRICULTURAL, NATURAL, CULTURAL
AND HISTORIC RESOURCES***

INTRODUCTION

This chapter provides a brief description of the agricultural, natural and cultural resources in the Village of Eagle and its surrounding area and associated preservation and protection issues. The chapter ends with implementation recommendations to protect agricultural, natural and cultural resources.

GEOLOGY AND PHYSIOGRAPHY

Four major stages of glaciation, the last of which was the Wisconsin stage, ending approximately 10,000 years ago in the State, have largely determined the physiography, topography, and soils of the region. The dominant physiographic and topographic feature in the area is the Kettle Moraine, a complex system of hills, kettle holes, small lakes, and eskers, long, narrow ridges of drift deposited in abandoned drainageways. The combined thickness of unconsolidated glacial deposits, alluvium, and marsh deposits overlying bedrock exceeds 100 feet throughout most of the County. Geologic properties can influence the manner in which land is used, since geologic conditions, including the depth to bedrock, can affect the cost and feasibility of building site development and provision of public facilities and infrastructure.

NATURAL RESOURCES AND SENSITIVE AREAS

Topography: Most of the Village of Eagle contains elevations that range between 900 and 1000 feet above sea level, or approximately 300 to 400 feet higher than the surface level of Lake Michigan. Within the Village of Eagle the most significant topographical feature is the steeply sloped area that runs parallel to STH 59. The ridge, steep as it is, is essentially as developed as possible and lends picturesque topographic variety to Eagle's small downtown area.

Agricultural Areas: Development in the Village of Eagle has reached levels that essentially preclude any large-scale farming and agricultural activities within Village limits. However, soils in the area have very high agricultural capabilities. Much of the Town of Eagle within 1.5 miles of the Village still contains very large parcels that continue to be farmed.

Soils: The major soil associations within the Village of Eagle and its 1.5 mile extraterritorial planning area are the Warsaw-Lorenzo (are well-drained soils with sub-soils of clay loam) and Roman-Casco soils (excessively well drained soils with sub-soils

of gravelly sandy loam and clay loam). Most areas in the Village of Eagle and surrounding area present few problems for on-site and septic sewage disposal systems and mound systems.

Watersheds, Drainage, Floodplains and Wetlands: The northwest corner of the Village of Eagle sits astride the boundary between the Rock and Fox River watersheds. There are no floodplains or wetlands within the Village of Eagle. As the Village and surrounding areas grow, and as the amount of impervious surface increases, the need to safeguard existing drainage patterns, the carrying capacity of floodplains, and wildlife habitats will become greater.

Streams and Surface Waters: The major streams in the Eagle area are Scuppernong Creek and Jericho Creek. The major lake in the area is Eagle Spring Lake located in the southeastern portion of the Town of Eagle approximately 1.5 miles from the Village of Eagle. There are also small ponds associated with the Kettle Moraine, including small ponds in the Old World Wisconsin historical site.

Aquifer Recharge Areas: A deep sandstone aquifer recharge area underlies the southeast portion and much of the western portion of the Town of Eagle. This recharge area is the source of the Village of Eagle's municipal water system. It is an important, high quality water resource and needs to be protected from unnecessary and incompatible land use development.

Groundwater Availability: On the average, precipitation annually brings about 32 inches of water to the surface area of the Village. It is likely that the average annual groundwater recharge to shallow aquifers is 10 to 15 percent of annual precipitation.

Environmental Corridors: The mosaic of woodlands, streams, floodplains, wetlands, Kettle Moraine hills and associated wildlife habitats in the Eagle area are interconnected in nearly continuous, linear "green" corridors which form the natural resource base, natural beauty and recreational fabric for the Village of Eagle and its surroundings.

Air Quality: Waukesha County is one of the six-county ozone non-attainment areas within the Region. A combination of local controls and offsets implemented within and external to the Region, along with national vehicle emissions control requirements have resulted in a significant improvement in ambient air quality within the Region.

CULTURAL AND HISTORIC RESOURCES

History of Eagle

The area received its name when, in 1836, Thomas Sugden, John Coats and Mr. Garton came to a beautiful prairie and saw a huge bald headed eagle soaring overhead. The first claim was made by A. R. Hinkley but the first permanent settlers were E. Thomas and wife, who erected a house in 1836. Before the end of that year, the first mill in the town of Eagle was built in Eagleville. When the southern branch of the Milwaukee & St. Paul Railroad came through the town in 1851, the Village of Eagle Centre was created, leading to the eventual decline of other villages in the township. With the passing of time, the village name evolved to Eagle.

The headquarters of the Kettle Moraine State Forest and its museum are located just outside the Village of Eagle. Old World Wisconsin, said to be the world's largest living history museum on rural life, is another predominant cultural resource that is contained within the Kettle Moraine State Forest. Several buildings in the Village of Eagle and its surrounding area date from the nineteenth century and are on the National Register of Historic Places, a listing can be found in the full text of Chapter 4.

VILLAGE OF EAGLE OBJECTIVES

Agricultural, Natural and Cultural Resources Objective No. 1

A spatial distribution of the various land uses which maintains biodiversity and which will result in the preservation and sustainable use of the natural resources of the Village, including its air, soils, groundwater, wetlands, inland lakes and streams, woodlands, prairies, and wildlife. The proper allocation of uses to land can assist in maintaining an ecological balance between the activities of man and the natural environment.

Agricultural, Natural and Cultural Resources Objective No. 2

The preservation of productive agricultural lands.

Agricultural, Natural and Cultural Resources Objective No. 3

The preservation and protection of open space to enhance the total quality of the Village's environment, maximize essential natural resource availability, give form and structure to urban development, and provide opportunities for a full range of outdoor recreational activities.

Agricultural, Natural and Cultural Resources Objective No. 4

A spatial distribution of land uses and specific site development designs which protects or enhances the surface and ground water resources of the Village.

(Detailed principles and standards can be found in the full text of Chapter 4)

Agricultural, Natural and Cultural Resources Objective No. 4

Preservation of historic homes through proper maintenance and/or rehabilitation.

IMPLEMENTATION RECOMMENDATIONS

1. Rehabilitate and redevelop historic buildings and cultural sites in full compliance with State and Federal regulations
2. Develop policies to avoid development in sensitive areas .
3. Require site plans for any proposed new development or infill to ensure that all reasonable measures are taken to protect sensitive areas both during and after development.
4. Maintain maps of historic, cultural and archaeological sites, steep slopes, streams, buffer areas, floodplains, wetlands, habitat areas and woodlands for landowners and developer reference.
5. Require developers to use development techniques that minimize adverse impacts, when it is not possible for development to avoid sensitive areas, such as roads that traverse steep slopes

6. Protect and maintain environmental corridors to ensure flood carrying capacity, groundwater recharge areas, wildlife and encouraging tourism.
7. Review updates to the Regional Water Plan when completed by SEWRPC.

Community Facilities & Utilities

Chapter 5 provides a community inventory of facilities and utilities serving the population including: public and private utilities, storm water management, schools, library, cemetery, recycling and solid waste management, healthcare, childcare, park and recreation, senior housing and public safety. It also lists the strengths, concerns and weaknesses of these entities as expressed in the Village Survey and the Advisory Committee review of the Waukesha County Community Facilities & Utilities Comprehensive Plan Element.

Strengths included the following:

- Participation in the County Emergency Dispatch Center
- A Village of Eagle Police and a shared paid-on-call/Volunteer Fire Department
- A Government facility that is shared with the Town of Eagle
- The Alice Baker Library is shared with the Town of Eagle.
- Access to high quality groundwater and soils suitable for private septic systems
- Abundant recreational opportunities; lakes, State forests, and Village Park
- Solid intergovernmental relationships
- Participation in a recognized County recycling program
- A nationally recognized public school system
- Stable private utility systems that will meet the Village projected growth patterns

Concerns and Weaknesses include:

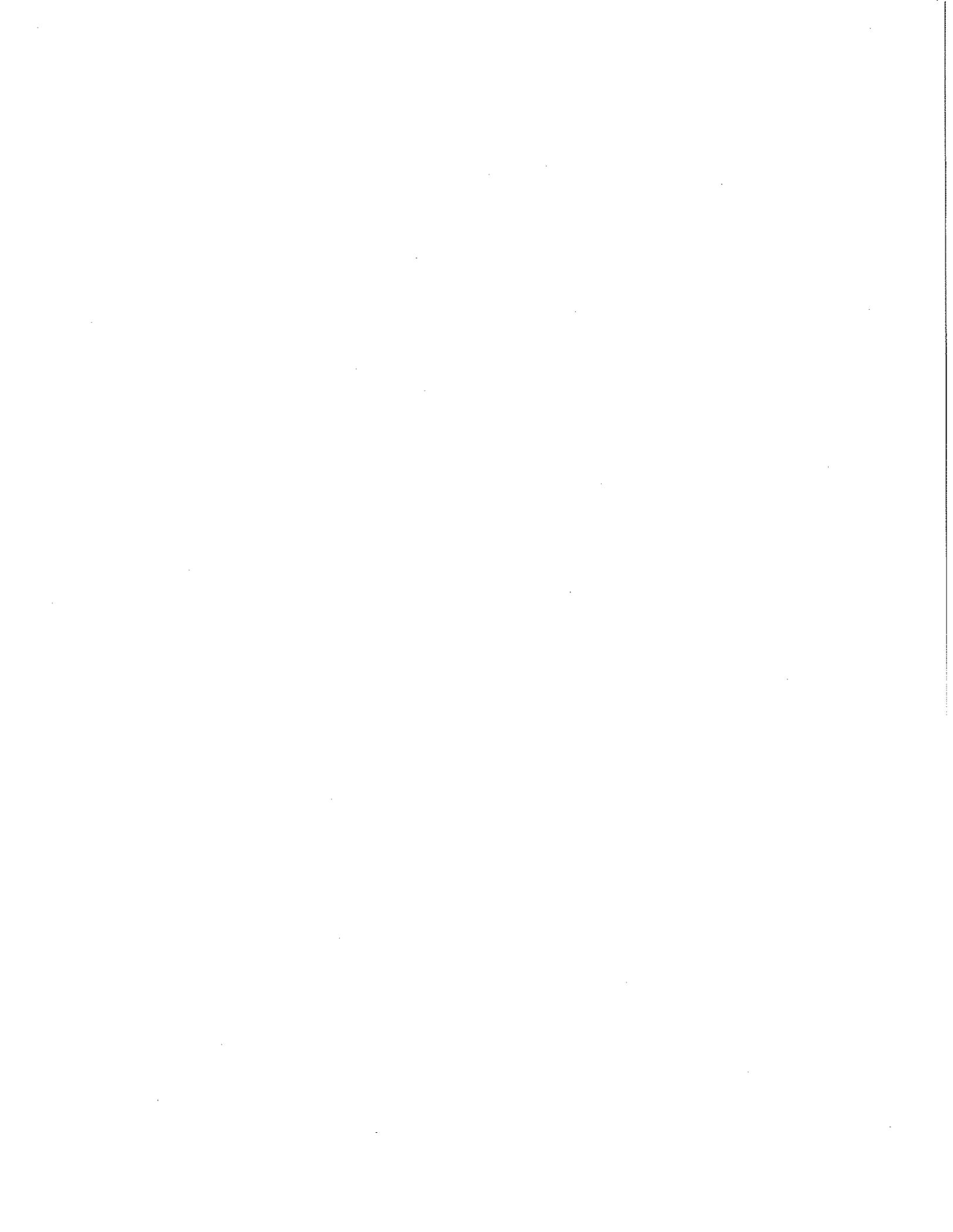
- Low feasibility for a public sewer in the Village due to lack of high-density development
- Concerns about new private sewage system technology, that will require more research
- Adequate monitoring of water quality in the areas of radium and lead
- Inability to protect shallow groundwater due to porous soil conditions
- Balancing cellular phone service needs against obtrusive tower construction

Implementation Recommendations

The chapter concludes with Implementation Recommendations to research or implement during the timeframe of this Comprehensive Plan. A brief overview of recommendation subjects include:

Private Sewerage System Options * Preserve Municipal Ground Water Supplies

Recycling and Yard Waste * Controlled Growth * Joint Village/Town Space Needs



Housing Element

The housing element will establish and discuss the objectives, policies, goals, maps, and programs the Village has available to provide an adequate housing supply which meets the existing and forecasted housing demand over a twenty-five year planning period. The Village shall assess the age, structural type, value, and occupancy characteristics of the existing housing stock, and should provide a range of housing choices which meet the needs of all income levels, age groups and persons with special needs. Policies and programs should be analyzed, which promote the availability of land for development, a range of housing, and maintaining or rehabilitating the Village's existing housing stock.

Comprehensive Plan Requirements

Identify specific policies and programs that do three things:

1. Promote the development of housing for residents of the local government unit and provide a range of housing choices that meet the needs of all income levels, all age groups and persons with special needs.
2. Promote the availability of land for the development or redevelopment of low income and moderate income housing.
3. Maintain or rehabilitate the Village's existing housing stock.

Address as part of the planning process:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout the community.
- Providing adequate infrastructure, public services, and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

This chapter provides an inventory of existing housing stock, including age, structural condition, value, and occupancy characteristics. Some of this information, along with housing demand inventory data such as household income and demographic information presented in Chapter 2 of this report is used to analyze future housing needs for residents of the Village. This chapter also sets forth housing goals, and objectives through the plan design year of 2035, and recommends policies, defined as steps or actions, to achieve housing goals and objectives.

HOUSING SUPPLY

Total Housing Units

The quantity and type (owner- or renter-occupied) of existing housing units in the Village is one of the key inventory items needed to forecast the number of additional housing units the Village will plan to accommodate in 2035. Of the 605 total living units in the Village, 529 were owner occupied or 87.44% and 63 units or 10.41% were renter occupied according to the 2000 census. The number of vacancies in 2000 was 13 units, or 2.15%. The Village has a larger percentage of owner-occupied units than 27 of 37 other communities in Waukesha County.

Value

In the Village of Eagle homes that had values between \$50,000 and \$99,000 comprised 6.88 percent of all owner-occupied housing units, values between \$100,000 and \$149,999 comprised 59.67 percent, values between \$150,000 and \$199,999 comprised 31.78 percent, and values between \$200,000 and \$249,999 comprised 1.67 percent. The median value for owner-occupied housing units in the Village in 2000 was \$139,400 which was lower than 32 other communities in Waukesha County.

Monthly Housing Costs

The median monthly housing cost for homeowners with a mortgage in the County was \$1,366 in 2000, and the median monthly housing cost for homeowners with a mortgage in the Village of Eagle was \$1,150 in 2000.

The median monthly cost for rental housing in the County was \$726, and in the Village was \$575 in 2000.

Housing Unit Structure Type and Year Built

The Village of Eagle includes 579 single-family units, 16 two-family units, 36 multi-family units and 2 other category units for a total of 633 units. The Village of Eagle since 1999 has experienced an increase of 72 new single family homes which is a 100 percent increase. No two-family or multi-family units have been constructed in that time. The median year built was 1974 for the entire County and 1979 for the Village of Eagle.

Affordable Housing Supply

The US Department of Housing and Urban Development, HUD, defines affordability as paying no more than 30% of the household's income for housing. In 1999, the median percentage of monthly income spent on housing in the Village of Eagle was 22.4 percent for owner occupied with a mortgage, 11.7 percent without a mortgage, and 21.1 percent in renter occupied units, which appears to be more than enough for a housing unit in the Village of Eagle.

Household Projections: 2035

The projected population for the Village of Eagle in 2035 is 2,414. Using the current average of 2.88 persons per household, we divide 2,414 by 2.88 for a total of 838 units plus a 3 percent vacancy rate adds 25 units for a total of 863 units. The total number of housing units in 2000 was 633 for a projected increase of 230 units. The type of housing units that ultimately produce this total should be determined based on household income, age distribution, and household size to best meet the needs of Village residents.

Household Income

The median household income was \$58,207 in the Village. Households in the Village earning less than \$17,462 in 1999, which is less than 30 percent of the Village median household income, were considered extremely low income households. Very low income households earned between \$17,520 and \$29,104 in 1999 (30.1 to 50 percent of the median income). Low income earnings for the Village were between \$29,162 and \$46,566 (50.1 to 80 percent of the Village median) putting them in the low-income group. Moderate income earnings for the Village were between \$46,624 and \$55,297, or 80.1 and 95 percent of the median income. A total of 536 households or 62.1% will be at or above the moderate income level in the Village of Eagle.

Matching Housing Supply and Demand

As part of the Smart Growth Plan, the Village needs to do an analysis for housing affordability to determine if the supply of housing and its pricing match the ability of households to pay. For the Village of Eagle this answer is currently, yes.

GOVERNMENT ACTIVITY IN HOUSING

There is an array of local, state and federal housing programs, which are diverse and deal with a full range of housing and housing related issues which are listed in detail in the full text of Chapter 6.

Housing Objective No. 1

Adequate housing to meet the Village's total housing demand.

Principle

Increases in the total number of households within the Village require a corresponding increase in housing units. New centers of employment, which accommodate industrial, retail, service, governmental, or other uses, may also prompt the need for additional employee housing.

Standards

1. The supply of vacant and available housing units should be sufficient to maintain and facilitate ready housing consumer turnover. Rental and homeowner vacancy rates at the Village level and the creation of new residential lots shall not exceed the projected growth of the community and shall encourage the preservation of the natural resource base and provide a wide variety of housing choices.
2. The supply of sound housing units should be provided through the working of the private housing sector to the maximum extent possible, with continued assistance, incentives, and cooperation by various Federal, State, and local governmental agencies rendered as necessary.
3. A sufficient supply of new housing should be made available within reasonable proximity to new employment centers.
4. New housing development should consider the impact on Village infrastructure including police, fire, utilities, and water supply and educational resources,

Housing Objective No. 2

Encourage a mix of housing suitable for people in various stages of life, economic levels, and family living habits while preserving the character and resources of the Village.

Principles

- Maintain an adequate supply of affordable housing in the Village.
- Provide adequate housing for senior citizens.
- Provide for families to who wish to care for elderly relatives.

Standard

1. Housing within the Village should include a full range of housing by type, size, and cost, and be located adjacent to existing residential development or along existing established roadways.
2. Actively pursue a senior living development for our aging population.
3. Consider multi-family housing proposals suitable for seniors.
4. Review zoning codes to allow elderly or disabled relatives to live with family members

Housing Objective No. 3

Preservation of historic homes along with maintaining or rehabilitating existing housing stock

Principles

- Encourage the preservation of historic homes in the Village
- Encourage the maintenance and upkeep of older housing stock

Standard

1. Identify and catalog historic homes in the Village.
2. Encourage maintenance of the integrity of historic homes.
3. Older housing stock should be maintained.
4. Areas with non-conforming and/or substandard housing units should be upgraded or reconstructed when the opportunity arises.

IMPLEMENTATION

1. After receipt of the 2010 census data and the 2035 Regional Housing Plan for Southeastern Wisconsin by SEWRPC, the Village will re-evaluate this plan to see whether it is necessary to revisit the need for a broader range of housing for its citizens.
2. The Village will identify a projected number of additional housing units anticipated to fulfill planned development. Land that can accommodate additional housing units will be identified on the planned land use map.
3. The Village will provide for incremental growth in a fashion that supports this Comprehensive Plan.
4. Based upon the anticipated population growth of this Comprehensive Plan, every five years the Village of Eagle Planning Commission and Village Board should reevaluate the number of residential development permits it allots each year to new developments.
5. It is recommended that the Village Planning Commission review and modify zoning codes to allow elderly or disabled relatives to live with family members.
6. Using Eagle Historical Society resources, identify, catalog and make homeowners aware of their historic home.
7. Homeowners of identified historic homes should be encouraged to maintain the historic integrity of the building when applying for building renovation permits.
8. Homeowners of older housing stock should be encouraged to maintain and keep the home in good repair.
9. Areas with non-conforming and/or substandard housing units should be upgraded or reconstructed when the opportunity arises.
10. The Village should review its housing stock within 5 years after the 2010 census data is available to see how much affordable housing stock remains in inventory.

Economic Development

The purpose of this chapter is to provide: an overview of business and employment in the Village of Eagle and its surrounding area; provide a brief analysis of retail trade potential in the Village of Eagle; assess categories or types of desired businesses; recommend the most logical, desirable locations for businesses and industries; provide a list of major local, county, regional, and state economic development programs; provide a series of objectives, principles, and standards to promote business retention and expansion; attract new businesses, and facilitate downtown revitalization; and to suggest implementation plans to accomplish these goals.

The Village of Eagle held a Visioning Workshop in 2001 to determine what things were important to villagers from a planning standpoint. In 2007, a survey was sent to 694 households in the Village of Eagle and a follow-up public meeting was held to discuss the results of the survey. The findings of these meetings produced a list of economic strengths, weaknesses and concerns which were reinforced at the Village's Smart Growth Listening Session meeting in 2008 and are listed in detail within Chapter 7.

Retail Trade Potential and Marketing Implications

One of the many things that came from public meetings was that development should fit the rural atmosphere of the Village and provide for the needs of the Village as well as the surrounding community.

Potential retail categories include;

- Food stores
- Pharmacy
- Hardware, lumber and garden stores
- General merchandise
- Antiques and gifts
- Tourist-related retail business

Downtown Revitalization and Infill

Downtown Eagle contains vacant and underutilized buildings. In the Visioning Workshop residents cited physical design issues as central to the downtown's lack of vibrancy and ability to attract business. It was noted that there is a decided lack of consistent, high quality downtown streetscape amenities such as trees, lighting or signage that could make the area attractive to new shoppers and businesses alike.

Industrial and Commercial Area Inventory

The Village Industrial Park is thriving. In order to maintain its economic vitality, consideration should be given to overhauling its landscaping and overall appearance to continue to attract high quality tenants.

The B-2 zoned site south of the Village Hall on NN will likely provide a mix of community businesses, including a grocery store. Attention should be paid to aesthetics, including landscaping, dark skies lighting and signage to attract and keep high quality tenants.

The 35 acre newly annexed area on the East end of the Village on Hwy 59 was annexed into the Village in February of 2008 for future retail development. It is still zoned Agricultural with no commercial development as of the writing of this plan.

Economic Development Principles

1. Diversify the local economic base and increase employment opportunities by attracting new manufacturing firms and retail businesses while encouraging and facilitating the retention and expansion of existing business in the community, which could raise local income levels.
2. Locate manufacturing firms and retail businesses in appropriate sites and at appropriate intensities reflecting the projected business uses, the surrounding uses, the infrastructure capacity and the presence of environmentally sensitive features.
3. Revitalize the downtown and commercial area aesthetics to promote economic development and a sense of place for the community.
4. Seek to tie economic development in Eagle to local tourism so that the Village becomes a major gateway to the Kettle Moraine State Forest.

Implementation Recommendations

- Work with the Eagle Business Association to prepare an economic growth and marketing plan for the Village.
- Work with local garden organizations to create an operational plan to help update the visual impact, streetscape and community utility of the downtown areas.
- Continue pursuing a food store for the benefit of the Village and the surrounding areas.
- Assess the remaining lands available for commercial or retail development in relation to the needs of the community and create an inventory of vacant, infill or expandable locations for potential economic investors and business.
- Research securing a downtown revitalization planner through grants or universities.
- Plan to include bicycle paths in new development to increase connectivity between recreational, retail, institutional and tourist sites in the area.
- Create a committee to research and secure available grants for economic development and planning funding.

TRANSPORTATION FACILITIES ELEMENT

The transportation system of Waukesha County benefits all County and Village of Eagle residents by providing for the movement of goods and people into, out of, through, and within the Village. An efficient, durable, cost-effective transportation system is essential to the sound social, community, and economic development of the Village, County and of the Region. An understanding of the existing transportation system and future improvements is fundamental to the preparation of a comprehensive plan for Waukesha County. The term transportation system describes several different aspects including:

- Transportation options used to move people and products
- Levels of jurisdictional authority
- Facilities that a user might access to begin, change, or end a trip.

When people hear the term transportation system, they often think only of roads. While roads account for the majority of the transportation system, they are not the only component. A transportation system includes: roads, transit services, rail services, bicycle lanes, paths, trails, airports, pedestrian ways, ports, and harbors. The Eagle Advisory Committee has identified a number of strengths, weaknesses and concerns about the current status of transportation facilities which are detailed within Chapter 8. In summary, the Village road system is in good condition and has a strong road maintenance plan, but there is a lack of a safe pedestrian and bicycle system and a lack of transportation opportunities for seniors and disabled persons.

Village of Eagle Street Inventory

The Village of Eagle has 0.85 miles of public highways and 11.32 miles of local streets.

Interregional Public Transportation

No interregional public transportation is provided in the Village. Most residents of the Village of Eagle are within 45 miles of a Waukesha or Milwaukee airport. The Village of Eagle is also served, for private and recreational aviation, by nearby Palmyra and East Troy municipal airports. Badger Coaches, Greyhound, Coach USA, and Lamers Bus Lines provide intercity bus service within the Region. Intercity passenger rail service in the Region is provided by Amtrak with stops at the downtown Milwaukee Amtrak depot, Mitchell International Airport, and Sturtevant but provides no stops in Waukesha County at this time.

Specialized Transportation

Rideline is a program subsidized by the Waukesha County Department of Senior Services. It provides lift-equipped vans for disabled and older persons. Non-driving Waukesha County residents age 65 and older and individuals under age 65 who use a cane, walker, crutches, wheelchair or scooter, or are legally blind are eligible for this program. Rideline "Seniors on the Go" does provide transportation between communities for an additional fee per ride for seniors and an unsubsidized rate for all others within the Village of Eagle.

PEDESTRIAN AND BICYCLE FACILITIES

Pedestrian Facilities

A comprehensive inventory of pedestrian facilities, such as sidewalks, has not been completed for communities in Waukesha County.

Bikeways

The bicycle and pedestrian facilities element in the 2035 Regional Transportation System Plan for Southeastern Wisconsin is intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to personal vehicle travel. The regional plan recommends that as the surface arterial street system of about 3,300 miles in the Region is resurfaced and reconstructed, the provision of accommodation for bicycle travel should be implemented, if feasible, through bicycle lanes, widened outside travel lanes, widened and paved shoulders, or separate bicycle paths. This recommendation would result in an additional 161 miles of off-street bicycle mileage on state, county, and local roads within Waukesha County.

The Wisconsin Department of Transportation published a map of bicycling conditions for Waukesha County. This map shows bicycle touring trails, urban escape routes, best roads for biking, and mountain bike trails.

OTHER TRANSPORTATION FACILITIES AND SERVICES

Rail Freight Services

The Wisconsin and Southern Railroad travels through the Village, and has expressed a willingness to provide future railroad spurs to service the Village of Eagle. It serves Waukesha, Genesee Depot, North Prairie, and Eagle in Waukesha County. The mission of WSOR is to provide rail freight service to rural communities in southern Wisconsin.

Airports

Waukesha County is served by two public-use airports. Waukesha County-Crites Field in Waukesha provides chartered air service, airplane rentals, and air freight services. Capitol Airport, Palmyra Airport, and East Troy Airport provide airline facilities for general aviation aircraft. Commercial airline service is provided by General Mitchell International Airport, located in Milwaukee County.

State Transportation Programs

There are programs to provide state and federal funds to assist local governments, and are more thoroughly explained in the Waukesha County Comprehensive Development Plan and more detailed in the text of Chapter 8.

2035 REGIONAL TRANSPORTATION PLAN

The 2035 Regional Transportation System Plan for Southeastern Wisconsin is multi-modal in nature, dealing with public transit, bicycle and pedestrian, travel demand management, transportation systems management, and arterial streets and highways. This plan is designed to serve, and be consistent with, the Year 2035 Regional Land Use Plan.

Village of Eagle Transportation Objective

A multi-modal transportation system which, establishes appropriate types and choices of transportation modes, that through its location, capacity, and design, will effectively serve the existing Village and County land use pattern and promote the implementation of the regional land use plan and the County comprehensive development plan, meeting and managing the anticipated travel demand generated by the existing and proposed land uses.

Principle

A multi-modal regional transportation system is necessary to provide transportation service to all segments of the population and to support and enhance the economy and quality of life. The arterial street and highway system serving personal travel by automobile and freight travel by truck is, has been, and will likely continue to be the dominant element of the transportation system carrying over 90 % of total daily travel, and serving the overwhelming majority of the population. However, there are substantial reasons for a multi-modal regional transportation system, including public transit and bicycle-pedestrian elements. Moreover, in the most heavily traveled corridors, public transit and bicycle and pedestrian facilities can alleviate peak travel loadings on highway facilities and the demand for land for parking facilities. Also, a multi-modal transportation system can support and enhance the quality of life and economy by providing a choice of modes.

Standards

1. The transportation system should be consistent with and serve to support, and promote the implementation of the land use plan.
 - a. Higher relative transportation accessibility should be provided to areas recommended for development than to areas not recommended for development;
 - b. Improvements in accessibility should be provided to areas recommended for development rather than to areas not recommended for development.
2. Arterial Street and Highway System
 - a. A grid of arterial streets and highways should be provided in urban areas of the Region at intervals of no more than one-half mile in each direction in urban high-density areas, at intervals of no more than one mile in each direction in urban medium-density areas, and at intervals of no more than two miles in each direction in urban low-density and suburban-density areas. In rural areas, arterials should be provided at intervals of no less than two miles in each direction.
 - b. In urban areas of the Village the grid of arterial streets should be direct and understandable.
 - c. Arterial street and highway facilities should be provided with adequate traffic-carrying capacity to minimize traffic congestion. Design capacity is the maximum level of traffic volume a facility can carry before beginning to experience morning and afternoon peak traffic hour traffic congestion, and is expressed in terms of number of vehicles per average weekday.

3. Bicycle and Pedestrian Facilities
 - a. All arterial streets and highways (including their bridge and underpass facilities) should provide accommodation for bicyclists upon construction or reconstruction, or for arterial facilities having a rural cross-section if possible, when resurfaced.
 - b. A regional system of off-street bicycle paths should be provided in accordance with the recommendations set forth in an adopted park and open space plans. These off-street bicycle paths should provide reasonably direct connections between the urban areas and communities on safe and aesthetically attractive routes with separation from motor vehicle traffic.
 - c. The detailed planning objectives and standards for bicycle and pedestrian facilities are documented in SEWRPC Planning Report No. 43, A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010.

IMPLEMENTATION RECOMMENDATIONS

1. The Village of Eagle should support Waukesha County's work with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the year 2035 Regional Transportation System Plan.
2. The Village of Eagle should participate in any of Waukesha County's work to refine the proposed system of off street bicycle paths and surface arterial streets and highway system accommodation of bicycles contained in the 2035 Regional Transportation System Plan. In addition, the Village should consider integrating bikeway accommodations into planning for upgrades and modifications to the Village roadway system consistent with the refined County Plan, and facilitate communication with local municipalities to address bikeway linkages and connectivity.
3. The Village should implement the transportation system development planning objectives, principles, and standards contained in Chapter 3 of the Village of Eagle Comprehensive Development Plan.
4. The Village should support County evaluation of dedicated funding sources for county wide shared taxi service to meet the needs of a growing elderly population in all 37 municipalities.
5. As a consequence of increasing rail freight traffic, the Village should support County establishment of additional rail quiet zones and their investment in railroad grade separations as a safety priority at county trunk highway crossings.
6. The Village should continue to evaluate for implementation any public transit recommendations contained in the 2035 Regional Transportation System Plan for Southeastern Wisconsin that are possible at the local level.
7. The Village should continue to update the Village's Official Map.
8. The Village should continue to work to upgrade the Village's street system with the necessary improvements.
9. The Village should look for possible State and Federal funding sources or grants for road improvements.

LAND USE

The Year 2035 Land Use Plan for the Village of Eagle and its 1.5-mile extra-territorial planning area was developed as a result of the following:

- existing land uses in the Eagle area
- the Village of Eagle Water System Master Plan's 20 year planning area (Village of Eagle Water System Master Plan – 1998)
- anticipated population increases and the logical location of future residential areas for accommodating those increases
- anticipated and desired economic (commercial and light industrial/professional office) development and logical locations for such development
- logical road extensions and new roads to accommodate future residential and non-residential growth
- the recommended land use scenarios provided in the Development Plan for Waukesha County (1996) and the Town of Eagle Land Use Plan (1989)
- the concerns and desires voiced by the participants of the March 22, 2001 Visioning Workshop
- Year 2021 Comprehensive Plan for the Village of Eagle
- results of a survey and public hearing in October 2007 which assessed the Village citizen's attitudes and opinions on long-range growth and development issues.

Land Use Strengths Concerns and Weaknesses can be found in the full text of Chapter 9, but in summary, the Village has positioned itself well by setting priorities to ensure a good mix of housing choices and price ranges, and ample recreation space in the Village. Managing Village growth, meeting the needs of our aging community, monitoring the water quality and working cooperatively in intergovernmental issues will be an ongoing process. Public input showed a strong desire to maintain a natural environment with open space, a rural atmosphere and the water quality of lakes and streams. As of 2008, the Village of Eagle has no border agreement with the Town of Eagle for any of the land areas the Village recognizes as having the best potential for future residential development.

LAND USE IN 2001

The Village of Eagle covered a total of 762.09 acres in 2001, or 1.19 square miles. The largest single land use within the Village in 2001 was Single Family Residential – Min. 20,000 Sq. Ft. Per Lot at approximately 50% of the Village's total area. The Village's remaining land use breakdown (in rounded percents) included: Undeveloped and Agricultural 21 %, Institutional 9.5%, Light Industrial/Professional Office 10%, Park and Recreational 4.5%, Commercial 3%, Conservancy 1 % and Multi-Family Residential 0.4%.

The Village of Eagle and its 1.5-mile extra-territorial planning area spanned 9,474.71 acres in 2001, or approximately 14.8 square miles. The largest five land uses within this entire area were: Undeveloped and Agricultural, State Forest, Single Family Residential – Min. 3 Acres Per Lot, Single Family Residential – Min. 20,000 Sq. Ft. Per Lot, Single Family Residential – Min. 1 Acre Per Lot. Commercial uses (including retail businesses, small offices and services) and Light industrial and Professional Office uses covered approximately 100 acres of this total. The Town of Eagle Land Use Plan anticipates that the Kettle Moraine State Forest will seek to acquire lands near the western and northern boundaries of the Village of Eagle and that portions of much of the Town within the Village's 1.5-mile extra-territorial planning area will continue in agricultural use for some time but may be developed at some point in the future.

RESIDENTIAL LAND USES AND DEVELOPMENT

In general, the proposed 2035 residential pattern reflects the Village's desires to retain its small town feel and low density, semi-rural character. Higher density residential land uses are located close to arterial roads and existing or proposed commercial business areas and, for the most part, remain within the Village's proposed 2035 boundaries. The older residential area between STH 59 and CTH NN in the Village will continue to contain some of the highest residential densities in the Village.

The 2035 Plan contains Mixed Single-Family and Multi-Family Residential areas in the northeastern corner of the Village. Maps in the full Chapter 9 detail the areas more fully. Much of the proposed 2035 Village area would consist of the Single Family Residential – Minimum with 10% Open Space land use category. This plan recommends that a minimum of 10% of the entire area developed within this land use category be set aside in some form of open space for passive and active recreational uses.

HOUSING

The Village of Eagle contains high quality housing stock. Fully 17.5% of the Village's current housing stock was built before 1940. These homes, many of which were built in Victorian style, contribute to Eagle's old-world, small-town character. The Village is committed to their preservation and continued use.

Over 65% of the Village's current housing stock was built after 1969. Most of this housing was designed for single-family occupancy. Most of the area's future housing will continue to consist of single-family detached units. In general, densities will be highest closest to the Village's traditional downtown and in close proximity to major arterial roads.

The 2035 Plan also recommends more areas of multi-family housing and mixed areas containing both single-family detached and multi-family housing and mixed areas containing both single-family detached and multi-family housing. This reflects the Village's increasing concern for the housing needs of a greater variety of households, including younger families with small children and senior citizens.

OTHER LAND USES

Commercial Land Uses and Development: The 2035 Plan designates commercial uses for both existing and proposed areas. The existing areas include the Village's traditional downtown business area and another area of commercial uses north of downtown on STH 67's eastern side. The Village's traditional downtown business area and its mix of small businesses and older residential dwellings provide a focus for the implementation of economic revitalization strategies and a continuation of Eagle's sense of place. The 2035 Plan shows a commercial area along CTH NN located south of the Village government complex and adjacent to the post office. A grocery store development is currently being planned along with a mix of service-oriented commercial uses. This area will service needs not met in Eagle's traditional downtown and should augment, but not compete with, downtown Eagle.

Light Industrial/Professional Office and Institutional Land Uses and Development: Light Industrial/Professional Office uses include: and represents a westward expansion of an existing light industrial and business park in the northwest portion of the Village that is zoned M-2 and another area adjacent to the Village's municipal complex. Institutional uses include churches, schools, government buildings and the large municipal complex along CTH NN.

Park and Recreational Lands: These areas include the small downtown park, the larger Village park south of CTH NN. The plan includes an east-west pedestrian/bicycle trail parallel to CTH NN connecting the Village's park to the Town of Eagle's park. In addition, there may be opportunities for the creation and dedication of new parks and pedestrian and bicycle trails within those areas designated Single Family Residential – Min. 10% Open Space.

Conservancy Lands: Located on the western portion of the Village, these are areas identified as containing portions of primary environmental corridors, such as upland woodlands. As such, they should be considered off limits for any type of residential, commercial or light industrial/office development but may be appropriate for passive use by schools and institutions for educational and scientific purposes.

State Forest: The Kettle Moraine State Forest lands, are perhaps the area's greatest natural asset located outside the western edge of the Village of Eagle. The 2035 Plan respects the state's interest in protecting this valuable resource.

Undeveloped and Agricultural Lands: Under the 2035 Plan, undeveloped and agricultural uses remain the single largest land use category within the 2035 1.5-mile extra-territorial planning area boundary. Maintaining these areas provides a rural buffer around the southern and eastern portions of the Village until these lands are needed to accommodate anticipated population growth and residential and non-residential development.

VILLAGE OF EAGLE'S ZONING DISTRICTS, REGULATIONS AND ORDINANCE

The Village of Eagle Zoning Ordinance was last updated in 1996 and amended since then. The Zoning Ordinance consists of two parts: 1) a text setting forth use, lot size, setback, yard, height and density regulations that apply to each of the zoning districts, together with related procedural, administrative provisions and legal provisions and 2) a map delineating the boundaries of the zoning districts. Table 9-5 summarizes the major permitted uses and standards for each zone. *Note: the Town of Eagle maintains its own zoning ordinance and zoning map distinct from the Waukesha County Zoning Ordinance and zoning maps and it also maintains its own subdivision control ordinance.*

ANTICIPATED HOUSEHOLD PROJECTIONS : 2035

In 2000, The Village of Eagle's average household size was 2.88. This figure continues to decline and is occurring on a regional, state, and national scale as families continue to become smaller. According to SEWRPC, the average household size in southeastern Wisconsin will be somewhere between 2.56 and 2.65 persons in 2020. The Waukesha County projected population for the Village of Eagle in 2035 is 2,414. It is estimated that the Village will need an estimated increase of 230 units to accommodate this projected population. The type of housing units that ultimately produce this total should be determined based on household income, age distribution, and household size to best meet the needs of Village residents.

VILLAGE OF EAGLE OBJECTIVES, PRINCIPLES AND STANDARDS

Detailed below are six Housing Element Objectives. The principles and standards for each objective can be found in the full text of Chapter 9.

Land Use Development Objective No. 1

A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the Village population.

Land Use Development Objective No. 2

A spatial distribution of the various land uses, which will result in a convenient and compatible arrangement of land uses.

Land Use Development Objective No. 3

A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems to assure the economical provision of services.

Land Use Development Objective No. 4

The development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.

Land Use Development Objective No. 5

The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and location.

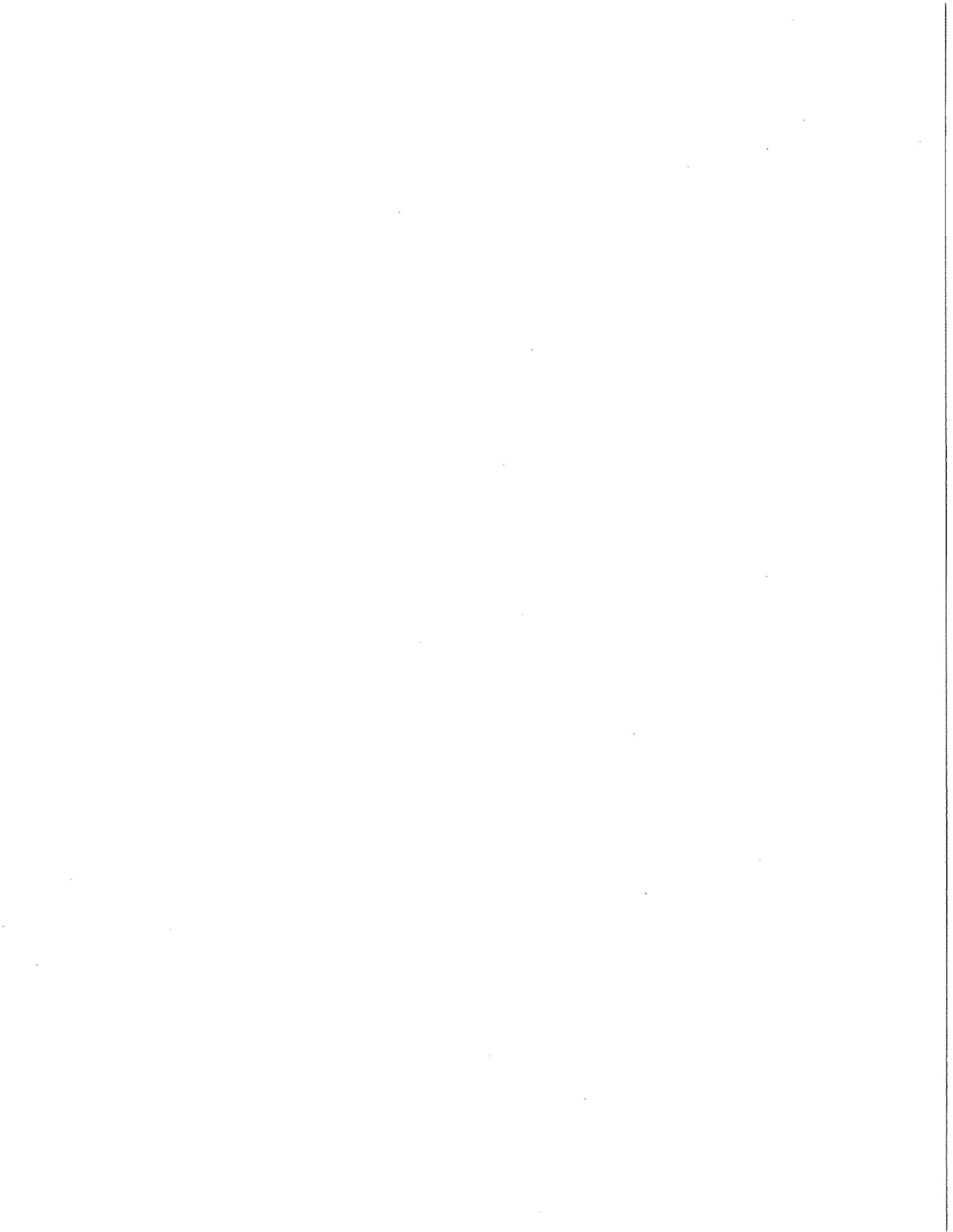
Land Use Development Objective No. 6

To provide for the fullest use of existing urban area by promoting infill development within the Village.

IMPLEMENTATION RECOMMENDATIONS

The recommended land use plan in this chapter provides a design for the attainment of all land use categories including residential, commercial, light industrial, institutional, park and recreational, and conservancy. The objectives and recommendations of this plan must be considered as a guideline for the Village of Eagle Planning Commission when making recommendations for new development or renovation plans brought before them. Land use plans should:

- Fit the character of the surrounding community and space
- Contain a mix of housing types that meet the anticipated growth and aging of our community.
- Contain the right mix of business and retail stores to enhance the community image and quality of living.
- Review the anticipated demand and infrastructure requirements from the Water Utility when considering new development.
- Support bicycle and pedestrian trails.
- Review any annexation requests that are in the best interests of the Village.
- Take our environmental and natural resources into consideration in land use decisions.
- Work with a spirit of cooperation on land use plans bordering the Town of Eagle to help preserve and protect open spaces and wildlife habitat.
- Include storm-water management practices that integrate development needs and environmental protection, including integrated water resources protection. Such practices should reflect both storm-water runoff quantity and quality considerations, as well as groundwater quantity and quality protection.
- Include public involvement and participation on major land use decisions to provide transparency for the community.



INTERGOVERNMENTAL COOPERATION AND IMPLEMENTATION ELEMENTS

INTERGOVERNMENTAL COOPERATION AND BOUNDARY AGREEMENTS

The comprehensive plan presented in this report included, consideration of certain areas beyond the present limits of the Village of Eagle. The Village abuts the Town of Eagle on all sides. Under Wisconsin law, villages have a considerable measure of influence over development in adjacent town areas. For this reason it is recommended that the Village of Eagle and the neighboring Town continue to take a cooperative approach to planning and decision-making regarding future land use in areas of mutual concern. Activities in this respect could range from holding periodic meetings of Village officials with those of neighboring municipalities for the purpose of discussing land use matters, to preparing and executing formal agreements regarding future boundaries and arrangements for the provision of public services, as provided for under Sections 66.0301 and 66.0307 of the *Wisconsin Statutes*, and as indicated below:

- Section 66.0301: This section of the Statutes provides broad authority for intergovernmental cooperation among local units of government with respect to the provision and receipt of services and the joint exercise of their powers and duties.
- Section 66.0307: This section of the Statutes allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan, subject to oversight by the Wisconsin Department of Administration. Section 66.0307 envisions the cooperative preparation of a comprehensive plan for the affected area by the concerned local units of government and prescribes in detail the contents of the cooperative plan. Importantly, the cooperative plan must identify any boundary change and any existing boundary that may not be changed during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change shall or may occur; and specify arrangements for the provision of sub-urban services to the territory covered by the plan.
- Section 66.0225: This section of the Statutes allows two abutting communities that are parties to a court action regarding an annexation, incorporation, consolidation, or detachment, to enter into a written stipulation compromising and settling the litigation and determining a common boundary between the communities.

Such cooperative efforts increase the likelihood for coordinated development within the boundary areas, achieving, insofar as practicable, planning objectives for all communities involved.

Boundary Agreements

Currently there are no boundary agreements between the Village and the Town of Eagle.

Municipal Boundary and Utility Extension Agreements

The recommendations of the land use plan concerning the location and density of new suburban development are formulated without regard to the location of village, and town boundaries. The plan recommendations are based upon a consideration of such factors as the location of existing utility infrastructure, including public water supply systems; the location of environmentally sensitive lands; and the availability of lands considered to be suitable for sub-urban development. Where villages own and operate essential public utilities, not provided by adjacent towns, the plan assumes that villages will either annex unincorporated territory recommended in the plan for suburban development and provide extensions of essential utility services to serve such development, or that the villages will reach agreement with adjacent unincorporated towns on the extension of those essential services without the need for annexation and municipal boundary change. Cooperative approaches can contribute to attainment of the compact, centralized suburban growth recommended in the land use plan.

Informal Agreements

The Village of Eagle Advisory Committee has recommended that the Village abide by the density requirements and zoning regulations in areas adjacent to the Town, so that development can occur at the same overall density within either community. In future agreements it is possible that certain areas of the Town of Eagle could be incorporated into the Village of Eagle and would be served with public water by the respective Village while remaining in the Town. The Village of Eagle has and wishes to continue dialogue to prepare development plans with input from the Town of Eagle for certain defined neighborhoods.

Fire Department and EMS

The Village of Eagle has a long-standing agreement with the Town of Eagle regarding fire protection and EMT services. The Eagle Fire Department is financed by both the Village and Town of Eagle, and provides services to both communities. In addition, the Eagle Fire Department has a mutual aid agreement with surrounding communities, where the Eagle Fire Department would help provide fire protection and EMT support services if called upon by surrounding communities.

Recreation Programs

The Village of Eagle and the Town of Eagle have also demonstrated a spirit of cooperation by jointly sharing recreation programs to serve both communities. The Village intends to continue to explore other cooperative arrangements in the future to share public services and facilities with adjacent communities.

Library Services

The Village of Eagle and the Town of Eagle jointly fund and share the Alice Baker Library currently located in the Municipal Building in the Village of Eagle.

Municipal Building

The Village and the Town of Eagle municipal governments currently co-occupy the Municipal Building located on CTH NN in the Village of Eagle. Offices and meeting spaces are used by both entities. The Village and Town of Eagle conduct joint Village/Town Board meetings on a quarterly basis to discuss matters of intergovernmental concern. Both communities are jointly involved with creation of their respective comprehensive plans under a grant applied for through the Wisconsin Department of Administration, and meet on a monthly or semi-monthly basis to review the various elements of each plan.

Intergovernmental Cooperation

There are no conflicts that currently exist between the Village of Eagle, and the Town of Eagle.

PLAN IMPLEMENTATION

The recommended comprehensive plan for the Village of Eagle provides a design for the attainment of the specific development objectives set forth in Chapter 3, and at the end of each chapter. The plan is not complete, however, until the steps necessary to implement the plan are specified. After formal adoption of the comprehensive plan, realization of the plan will require faithful, long-term dedication to the underlying objectives by Village officials concerned with its implementation. Adoption of the plan is only the beginning of a series of actions necessary to achieve the planning objectives expressed in this report. More specifically, this chapter outlines the actions that should be taken by various agencies and units of government in efforts to implement the comprehensive development plan.

CONSISTENCY AMONG PLAN ELEMENTS

The comprehensive planning law requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the plan." All elements of this comprehensive plan were prepared by the same staff members with great care given to ensure internal consistency among the various elements. All element chapters were reviewed by the Plan Commission. In addition, the Village planning representative worked with Waukesha County to prepare planning objectives and standards, which were modified by the joint Eagle Village/Town Advisory Committee to reflect the interests of the Village, and are described in Chapter 3.

IMPLEMENTATION RECOMMENDATIONS OVERVIEW

Throughout the planning process, the elected officials, plan commissioners, Village staff, and citizens participated in discussions to identify the strengths, concerns and weaknesses associated with the various elements of the comprehensive plan, specifically, cultural and natural resources, community facilities and utilities, housing, economics, transportation, and land use.

In addition, a series of implementation recommendations were developed based upon the results of the public opinion survey, an analysis of the issues, and consideration of the data presented in the chapters. Following is a list of the implementation recommendations contained in the various chapters of this Plan.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES – IMPLEMENTATION RECOMMENDATIONS

1. Rehabilitate and redevelop historic buildings and cultural sites in full compliance with State and Federal regulations.
2. Develop policies to avoid development in sensitive areas.
3. Require site plans for any proposed new development or infill to ensure that all reasonable measures are taken to protect sensitive areas both during and after development.
4. Maintain maps of historic, cultural and archaeological sites, steep slopes, streams, buffer areas, floodplains, wetlands, habitat areas and woodlands for landowners and developer reference.
5. Require developers to use development techniques that minimize adverse impacts, when it is not possible for development to avoid sensitive areas, such as roads that traverse steep slopes
6. Protect and maintain environmental corridors to ensure flood carrying capacity, groundwater recharge areas, wildlife and encouraging tourism.
7. Review updates to the Regional Water Plan when completed by SEWRPC.

COMMUNITY FACILITIES AND UTILITIES - IMPLEMENTATION RECOMMENDATIONS

Based on the review of the Village of Eagle Advisory Committee, and citizens input during the 2007 listening session, the Village of Eagle recommends that the following implementation strategy be implemented for the Community Facility and Utilities Element:

1. Private Sewerage Systems: Research new private sewerage system technologies and determine whether the Village should endorse these for replacement of failing systems or sites that will not allow conventional systems.
2. Village Water Supply: Identify lands that may need to be preserved for municipal ground water supplies and watershed protection.
3. Village Recycling/Village Composting: Increase public awareness of the Village recycling efforts, the environmental benefits, personal benefits, and tax benefits of recycling. This should be a regular part of the quarterly Village newsletter and Village website.
4. Controlled Growth: The Village should make available demographic data and any land use changes contained in this plan for facility and school district planning. The Village will also communicate with the school districts about new developments, and cooperate with any long-range school district planning, so that excellence in education is encouraged. The Village should also work with the Town of Eagle and other municipalities in the Palmyra/Eagle School District to develop growth control mechanisms for development. The Village should also work with the Town of Eagle and other municipalities for controlled growth in all development.

5. Municipal Office/Land Space: The Village and Town should create a committee to review growth plans of the fire, police, library, and historical society museum to assess costs, space, and land requirements.

HOUSING - IMPLEMENTATION RECOMMENDATIONS

1. After receipt of the 2010 census data and the 2035 Regional Housing Plan for Southeastern Wisconsin by SEWRPC, the Village will re-evaluate this plan to see whether it is necessary to revisit the need for a broader range of housing for its citizens.
2. The Village will identify a projected number of additional housing units anticipated to fulfill planned development. Land that can accommodate additional housing units will be identified on the planned land use map.
3. The Village will provide for incremental growth in a fashion that supports this Comprehensive Plan.
4. Based upon the anticipated population growth of this Comprehensive Plan, every five years the Village of Eagle Planning Commission and Village Board should reevaluate the number of residential development permits it allots each year to new developments.
5. It is recommended that the Village Planning Commission review and modify zoning codes to allow elderly or disabled relatives to live with family members.
6. Using Eagle Historical Society resources, identify, catalog and make homeowners aware of their historic home.
7. Homeowners of identified historic homes should be encouraged to maintain the historic integrity of the building when applying for building renovation permits.
8. Homeowners of older housing stock should be encouraged to maintain and keep the home in good repair.
9. Areas with non-conforming and/or substandard housing units should be upgraded or reconstructed when the opportunity arises.
10. The Village should review its housing stock within 5 years after the 2010 census data is available to see how much affordable housing stock remains in inventory.

ECONOMIC DEVELOPMENT - IMPLEMENTATION RECOMMENDATIONS

The basic goal of Economic Development is to encourage additional commercial development within the business areas of the Village if compatible with designated land uses, and to support and maintain the existing commercial base. This implementation strategy reinforces many of the original Village directives, and supports the established standards. These standards include:

1. Work with the Eagle Business Association to prepare an economic growth and marketing plan for the Village.

2. Work with local organizations to create an operational plan to help update the visual impact, streetscape and community utility of the downtown areas.
3. Continue pursuing a food store for the benefit of the Village and the surrounding areas.
4. Assess the remaining lands available for commercial or retail development in relation to the needs of the community and create an inventory of vacant, infill or expandable locations for potential economic investors and business.
5. Research securing a downtown revitalization planner through grants or universities.
6. Plan to include bicycle paths in new development to increase connectivity between recreational, retail, institutional and tourist sites in the area.
7. Encourage the Development Assistance Committee to research and secure available grants for economic development and planning funding.

TRANSPORTATION - IMPLEMENTATION RECOMMENDATIONS

1. The Village of Eagle should support Waukesha County's work with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the year 2035 Regional Transportation System Plan.
2. The Village of Eagle should participate in any of Waukesha County's work to refine the proposed system of off street bicycle paths and surface arterial streets and highway system accommodation of bicycles contained in the 2035 Regional Transportation System Plan. In addition, the Village should consider integrating bikeway accommodations into planning for upgrades and modifications to the Village roadway system consistent with the refined County Plan, and facilitate communication with local municipalities to address bikeway linkages and connectivity.
3. The Village should implement the transportation system development planning objectives, principles, and standards contained in Chapter 3, of the Village of Eagle Comprehensive Development Plan.
4. The Village should support County evaluation of dedicated funding sources for county wide shared taxi service to meet the needs of a growing elderly population in all 37 municipalities.
5. As a consequence of increasing rail freight traffic, the Village should support County establishment of additional rail quiet zones and their investment in railroad grade separations as a safety priority at county trunk highway crossings.
6. The Village should continue to evaluate for implementation any public transit recommendations contained in the 2035 Regional Transportation System Plan for Southeastern Wisconsin, and as presented in Chapter 9, that are possible at the local level.
7. The Village should continue to update the Village's Official Map.

8. The Village should continue to work to upgrade the Village's street system with the necessary improvements.
9. The Village should look for possible State and Federal funding sources or grants for road improvements.

LAND USE - IMPLEMENTATION RECOMMENDATIONS

The recommended land use plan in this chapter provides a design for the attainment of all land use categories including residential, commercial, light industrial, institutional, park and recreational, and conservancy. The objectives and recommendations of this plan must be considered as a guideline for the Village of Eagle Planning Commission when making recommendations for new development or renovation plans brought before them. Land use plans should:

1. Fit the character of the surrounding community and space
2. Contain a mix of housing types that meet the anticipated growth and aging of our community.
3. Contain the right mix of business and retail stores to enhance the community image and quality of living.
4. Review the anticipated demand and infrastructure requirements from the Water Utility when considering new development.
5. Support bicycle and pedestrian trails.
6. Review all annexation requests to determine which are in the best interests of the Village.
7. Take our environmental and natural resources into consideration in land use decisions.
8. Work with a spirit of cooperation on land use plans bordering the Town of Eagle to help preserve and protect open spaces and wildlife habitat.
9. Include storm-water management practices that integrate development needs and environmental protection, including integrated water resources protection. Such practices should reflect both storm-water runoff quantity and quality considerations, as well as groundwater quantity and quality protection.
10. Include public involvement and participation on major land use decisions to provide transparency for the community.

PLAN RE-EVALUATION

A comprehensive plan is intended to serve as a guide for decision-making regarding development and redevelopment in a community. As a practical matter, local comprehensive plans should be prepared for a long-range planning period, typically 25 years. The design year chosen as a basis for the preparation of the Village of Eagle comprehensive plan is 2035. A comprehensive plan should be evaluated regularly to ensure that it continues to reflect local development conditions and planning objectives. In general, it is recommended that this re-evaluation take place at least once every 10 years, or more frequently if warranted by changing conditions. The Village has decided to do an annual review in September of each year starting in 2010, to determine if changes are needed to comply with changing conditions or the State of Wisconsin Comprehensive Planning requirements. Furthermore, the Village has agreed to re-evaluate the entire plan in 2015 and every 5 years thereafter, following the availability of the 2010, 2020, and 2030 Census data. Initiating a comprehensive plan review using Year 2010 data will also allow for the evaluation of planning projections made as part of the Year 2035 Regional Land Use Plan adopted in 2006, and the Waukesha County Comprehensive Development Plan adopted in February 2006, as well as this Comprehensive Plan. It is further recommended that the comprehensive re-evaluation use an intergovernmental cooperative approach whenever possible to maintain good intergovernmental relations.

MONITORING AND UPDATING THE PLAN

As mentioned above in the Plan Re-evaluation Section, reviews and if necessary amendments may be made to the Comprehensive Development Plan on an annual basis. The Village Clerk will make available a plan amendment request form for property owners wishing to propose a change to the Plan. The deadline for plan amendment request forms will be the end of the workday on September 15th. If that date falls on a weekend, the submittal deadline will be extended to the end of work on the following Monday. All applications for plan amendment will be scheduled for a public hearing and advertised according to statutory procedures. Just as with proposed zoning changes, property owners within 300 feet of the property subject to the plan amendment will be notified in writing. A review and recommendation for each request will be prepared by Village staff and submitted to the Planning Commission and Village Board for consideration. All map amendments will be forwarded digitally to the Waukesha County Department of Parks and Land Use by January 15th of the following year for inclusion on the Waukesha County Land Information System.