

**2050**

# **Land Use Plan**

Town of Burlington Wisconsin

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# INTRODUCTION

The Town of Burlington Land Use Plan is a guide for the Town of Burlington's future. As the City of Burlington and the Milwaukee metropolitan areas continue to grow during the next decade, the Town of Burlington will be faced with increased development pressures, and other growth-related issues that threaten to erode the quality of life in the Town of Burlington. The Town of Burlington's future will depend directly upon balancing future growth and development through a commitment toward sound land use planning, through the diligent protection of its natural resources and agricultural lands, and through the ability to maintain a long-range vision for the public interest while evaluating every land use issue.

The Town of Burlington Land Use Plan is a policy tool reflecting many of the long-range goals of town residents. Through public workshops, hearings, surveys, and meetings with the Town of Burlington Planning and Zoning Committee, the Town of Burlington Land Use Plan was developed as a statement for the Town of Burlington's future. The Town of Burlington Land Division Ordinance and the Racine County Zoning Ordinance enforces the land use plan.

## THE LAND USE PLAN IS A WORKING DOCUMENT

A common problem with many land use plans is that they are not referenced sufficiently when local planning commissions and government officials are reviewing zoning applications or other land use issues. This is sometimes due to the failure of the plan to provide proper guidance, yet often it is because the plan does not offer any standard procedures on when and how it should be used. The result is usually inconsistent application of the plan which over time can erode the credibility of the plan and the planning commission.

Section 1, (page 30), of this chapter offers a simple and straight-forward planning review procedure which should provide guidance to the Planning and Zoning Committee and Town Board as they apply the Burlington Land Use Plan to future planning issues.

## THE LAND USE PLAN SHOULD NOT BE VIEWED AS A STATIC DOCUMENT

Planners and Planning & Zoning Committees do not have a crystal ball when developing a plan, and as a result, unforeseen changes can occur that may merit a decision different than what the land use plan recommends. A problem arises in that most local governments will decide to circumvent the plan rather than make appropriate modifications to the plan to reflect the new conditions. The result is a plan that remains static as it ages and becomes less effective in dealing with land use issues.

Section 1, (page 30), offers criteria and procedures or changes to the Land Use Plan, particularly changes to the Land Use Districts.

# BACKGROUND REPORT

This section contains a summary of background information, data, trends, and facts regarding the Town of Burlington, Wisconsin. The consultant and the Planning and Zoning Committee have utilized the information collected and presented in the formulation of this Land Use Plan.

## GENERAL DESCRIPTION

The Town of Burlington is located in southwestern Racine County, Wisconsin. It is bounded on the south and southeast by Kenosha County, on the northeast by the Town of Dover, on the west by Walworth County, and on the north by the Village of Rochester. The City of Burlington is located in the north central part of the Town of Burlington. The Town of Burlington is within easy commuting distance to the cities of Milwaukee, Racine, Kenosha, and Chicago.

The Town of Burlington is dominated by rolling farmlands. The Town of Burlington lies exclusively within the Fox River watershed. The Fox River bisects the Town of Burlington running north and south from the Village of Rochester to the north and to Kenosha County to the south. Agriculture and non-metallic mining are the primary industries in the Town of Burlington. Much of the Town of Burlington is designated as prime agricultural land, which is protected by the Racine County Zoning Ordinance.

## SOCIOECONOMIC PROFILE

### Population

*Historical Growth Trends:* During the 1950's and 1960's, the Town of Burlington experienced a growth rate of approximately 66% and 32%, respectively. This far exceeded the growth rates for Racine County and the State of Wisconsin during the same period (Table 1). Since the 1960's, the City of Burlington and the Town of Burlington have grown at similar rates, although the city continually has had a greater population. The 1990 census data for the Town of Burlington shows a decline of the growth rate during the 1970's and 1980's, when the percentage of growth fell to 13% and 4%, respectively. This decline in growth was also seen for the City of Burlington, Racine County, and the State of Wisconsin.

**Table I - POPULATION TRENDS 1950 - 2020**

Year	Town of Burlington	Percent Increase	City of Burlington	Percent Increase	Racine County	Percent Increase
1950	2,270		4,780		109,585	
1960	3,765	66%	5,856	23%	141,781	29%
1970	4,963	32%	7,479	28%	170,838	21%
1980	5,629	13%	8,385	12%	173,132	1 %
1990	5,833	4%	8,855	6%	175,034	1%
2000	6,384	9%	9,936	12%	188,831	8%
2010	6,502	2%	10,464	5%	195,408	3%
2020	6,465	-1%	11,047	6%	197,766	1%

*Sources: 2020 Decennial Census, State of Wisconsin. Department of Administration.*

**Projected Growth Trends:** Based upon population projections prepared in the 2020 Census, the population in the Town of Burlington is expected to grow at a slow rate for the next two decades. The Town of Burlington is projected to grow at about the same rate as Racine County and the City of Burlington as a whole. By the year 2040, the Town of Burlington is projected to have a population of 7,230 residents, which is an increase of about 3.6% (Table 2).

**Table 2 - PROJECTED POPULATIONS, 2025-2040**

Year	Town of Burlington	Percent Increase	City of Burlington	Percent Increase	Racine County	Percent Increase
2025	6,970		11,310		208,660	
2030	7,135	2%	11,570	2%	212,740	2%
2035	7,240	1%	11,730	1%	214,950	1%
2040	7,230	0%	11,700	0%	213,760	-1%

Sources: 2020 Decennial Census, State of Wisconsin, Department of Administration.

These population projections assume that the growth from Milwaukee will continue due west into Waukesha County. It is also assumed that high housing prices in both the metropolitan areas of Milwaukee and Chicago will result in people accepting longer commutes to reside in the Town of Burlington.

**Age Composition:** The Town of Burlington has an average age structure similar to that of the rest of Racine County. The average median age for the Town of Burlington is comparable with the county. (Table 3).

**Table 3 - AGE COMPOSITION 2010**

Age	Town of Burlington		Percent Increase	Racine County		Percent Increase	Wisconsin		Percent Increase
	2000	2010		2000	2010		2000	2010	
Under 19	1,630	1,658	2%	50,951	53,199	4%	1,368,756	1,397,033	2%
20-24	464	300	-35%	15,615	11,189	-28%	520,629	407,006	-28%
25-44	1,833	1,509	-18%	56,535	49,532	-12%	1,581,690	1,476,722	-8%
45-64	1,656	2,126	28%	42,497	55,749	31%	1,190,047	1,509,392	21%
65+	830	909	10%	23,233	25,739	11%	702,553	1,102,386	36%

Source: 2010 Decennial Census, State of Wisconsin, Department of Administration.

**Income:** The per capita average income per household in the Town of Burlington was higher than the average incomes in both Racine County and the State of Wisconsin. The median incomes and the per capita income for the town, county, and state are presented in Table 4. The household income distribution for each is presented in Table 5.

**Table 4 – 2022 INCOME**

	Median Income	Per Capita
Town of Burlington Households	\$96,205	\$52,100
Racine County Households	\$72,658	\$38,288
State of Wisconsin Households	\$72,458	\$40,130

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Source: U.S. Census Bureau, American Community Survey (ACS) .

**Table 5 - HOUSEHOLD INCOME DISTRIBUTION**

Income Range	Town of Burlington		Racine County		Wisconsin	
	2022	%	2022	%	2022	%
Less Than \$10,000	0	0.0	3,188	4.1	115,058	4.6
\$10,000 -\$14,999	76	2.8	2,576	3.3	86,287	3.5
\$15,000 -\$24,999	36	1.3	5,597	7.1	174,858	7.0
\$25,000 -\$34,999	261	9.7	5,491	7.0	185,334	7.4
\$35,000 -\$49,999	214	8.0	8,573	10.9	298,456	12.0
\$50,000 -\$74,999	394	14.7	16,127	20.5	451,930	18.1
\$75,000 -\$99,999	368	13.7	9,934	12.6	340,492	13.7
\$100,000-\$149,999	708	26.4	15,947	20.3	449,758	18.1
\$150,000-\$199,000	625	23.3	11,138	14.2	388,948	15.6
Total	2,682	100%	78,571	100%	2,491,121	100%

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Source: Applied Population Laboratory, University of Wisconsin, Madison, Wisconsin.

**Employment:** Employment by industry for the Town of Burlington and the State of Wisconsin is presented in Table 6. The major industries employing persons from the Town of Burlington are manufacturing and services. This is greater than the state employment rates in these sectors.

**Table 6 - EMPLOYMENT BY INDUSTRY**

Occupation	Town of Burlington		State of Wisconsin	
	Number	%	Number	%
Agriculture, forestry, fishing and hunting, and mining:	49	1	75,418	3
Agriculture, forestry, fishing and hunting	38	1	73,582	3
Mining	11	0	1,836	0
Construction	346	10	161,625	6
Manufacturing	968	27	606,845	22
Wholesale trade	137	4	87,979	3
Retail trade	437	12	317,881	12
Transportation and warehousing, and utilities:	176	5	123,657	5
Transportation and warehousing	115	3	101,315	4
Utilities	61	2	22,342	1
Information	118	3	60,142	2
Finance, insurance, real estate and rental and leasing:	119	3	168,060	6
Finance and insurance	84	2	134,953	5
Real estate and rental and leasing	35	1	33,107	1
Professional, scientific, management, administrative, and waste management services:	209	6	179,503	7
Professional, scientific, and technical services	89	2	110,051	4
Management of companies and enterprises	0	0	1,868	0
Administrative and support and waste management services	120	3	67,584	2
Educational, health and social services:	528	15	548,111	20
Educational services	162	5	231,541	8
Health care and social assistance	366	10	316,570	12
Arts, entertainment, recreation, accommodation and food services:	215	6	198,528	7
Arts, entertainment, and recreation	34	1	40,369	1
Accommodation and food services	181	5	158,159	6
Other services (except public administration)	139	4	111,028	4
Public administration	132	4	96,148	4

Source: U. S. Census, 2000.

**Households:** There are 2,984 housing units in the *Town* of Burlington, as reported to the 2010 Census. Of these, 478 units were vacant (approximately 16% of all units), and 376 units were listed as recreation or seasonal dwellings (approximately 13% of all units). With the assumption that all recreational or seasonal dwellings are vacant, there remain 102 vacant dwellings, which account for about three percent of all units. The median value of all housing is \$279,000. The number of residential building permits issued over the past eight years has been:

2016	12 building permits issued
2017	20 building permits issued
2018	17 building permits issued
2019	18 building permits issued
2020	7 building permits issued
2021	13 building permits issued
2022	9 building permits issued
2023	14 building permits issued.

These figures represent actual new homes.



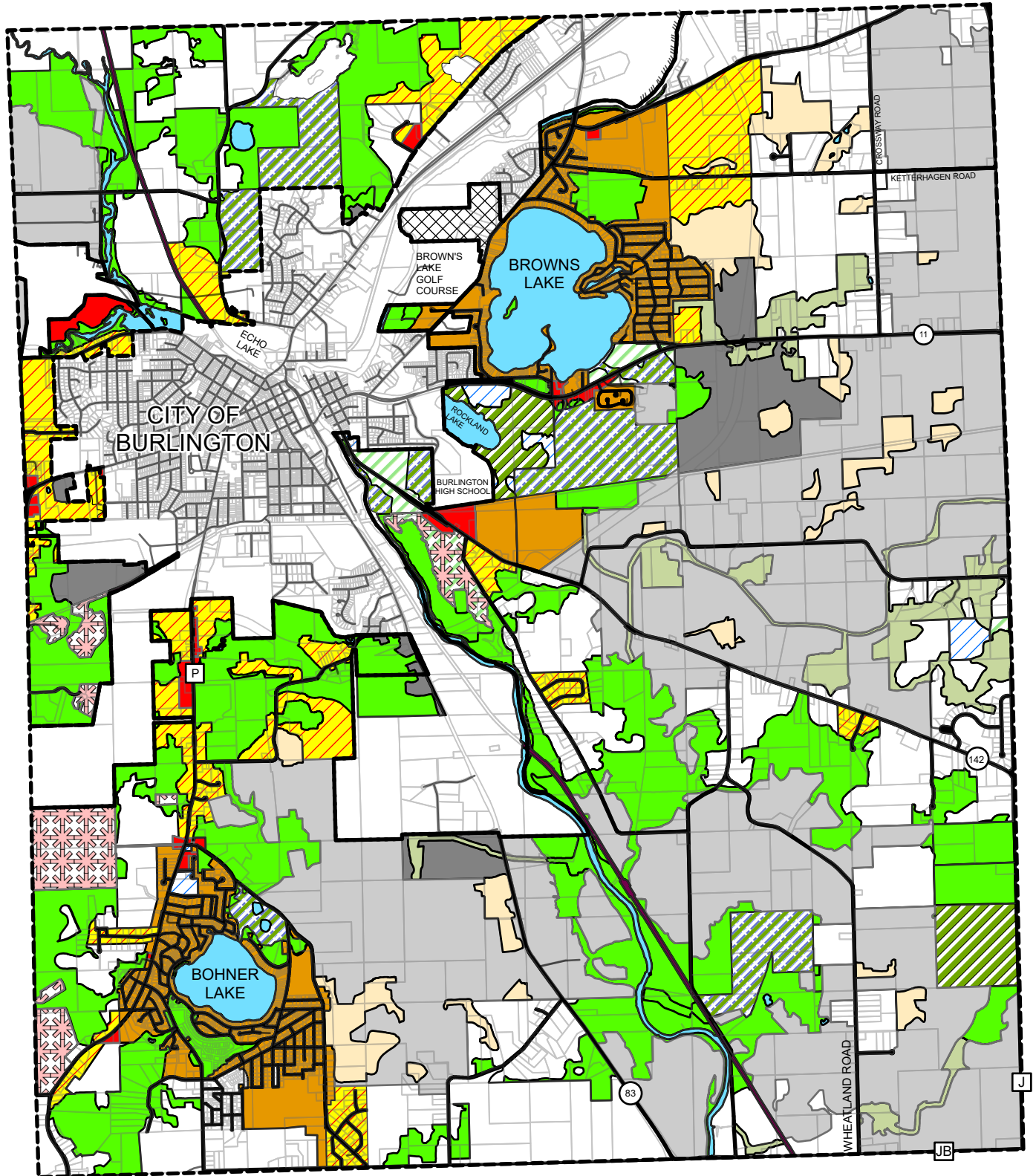
There are a total of 2,506 households listed by the 2010 Census for the Town of Burlington. Of these, there are approximately 21% single-person households, 73% are family households and 6% are nonfamily households within the *Town* of Burlington.

### Existing Land Use

The Town of Burlington is rural in character with the predominant land use being agriculture. Due to the geology of the area a number of surface mines are present from which gravel, sand and limestone are extracted. Browns Lake and Bohners Lake are the recreational focal points in the Town of Burlington. Residential development is found around both lakes. These residential areas include primarily year-round residences, with some seasonal residences. Other residential property is scattered throughout the Town of Burlington. There are various businesses located throughout the Town of Burlington.

Three county parks are located in the Town of Burlington: Fischer Park, located on the south shore of Browns Lake; Bushnell Park, near the Town Hall on Bushnell Road, just south of the City of Burlington; and the John Margis, Jr. Wildlife Area, on Fish Hatchery Road near Bohners Lake. There is one quarter-section of land that is owned by Burlington Area School District on the western Kenosha County line adjacent to the Bong Recreation Area. The Wisconsin Department of Natural Resources owns several wetland areas within the Town of Burlington. The two largest of these holdings are the Karcher Marsh and the Honey Creek Wildlife Area. Please see the Land Use Map for the delineation of the existing land uses.

# TOWN OF BURLINGTON 2050 LAND USE MAP



## Legend

Municipal Boundaries Parcel Boundaries

### Existing Land Use

- RESIDENTIAL-SEWERED (25,000 SQUARE FEET TO 1.49 ACRES PER DWELLING UNIT)
- RESIDENTIAL-UNSEWERED (1.5 TO 4.99 ACRES PER DWELLING UNIT)
- AGRICULTURAL ESTATE (5.0 ACRES OR MORE PER DWELLING)
- COMMERCIAL
- INDUSTRIAL
- STIPULATION AREA (TO BE ANNEXED TO THE CITY OF BURLINGTON IN THE FUTURE)
- GOVERNMENTAL AND INSTITUTIONAL
- PARK AND RECREATION
- PRIMARY ENVIRONMENTAL CORRIDOR

- PRIMARY ENVIRONMENTAL CORRIDOR WITHIN PUBLIC PARK PROPERTY
- PRIMARY ENVIRONMENTAL CORRIDOR WITHIN GOVERNMENT PROPERTY
- SECONDARY ENVIRONMENTAL CORRIDOR
- AGRICULTURAL PRESERVATION
- EXTRACTIVE
- ISOLATED NATURAL RESOURCE AREA
- TRANSPORTATION, COMMUNICATION, AND UTILITIES
- SURFACE WATER
- STREETS AND HIGHWAYS



0 0.5 1 2 Miles

## NATURAL RESOURCES

### Physiography and Topography

The physiography and topography in the Town of Burlington are a result of glaciations in the Great Lakes region. The most influential to this area was the last stage (the Wisconsin Sheet) that ended approximately 10,000 years ago. The Fox River (Illinois) divides the Town of Burlington generally from northwest to southeast. To the east of the river lies a gentle sloping ground moraine and to the west lies a rolling ground moraine. There is a difference in elevation of about 300 feet throughout the Town of Burlington, from 650 feet to 950 feet above sea level.

Surface drainage is generally poor. There are numerous wetland areas and two kettle lakes. The Town of Burlington is located wholly within the Fox River Watershed, and is drained predominantly by the Fox River, White River, Honey Creek, Spring Brook, and Hoosier Creek.

### Geology

The Town of Burlington lies between the sub-continental divide to the east and the kettle moraine area (formed between the Green Bay and Lake Michigan lobes of the continental glacier) to the west. The bedrock underlying the Town of Burlington is Niagara dolomite (Lannon stone) overlying Platteville, Decorah and Galena formation undifferentiated, which overlies sandstone from the Cambrian and Ordovician ages. Underlying all of these are older predominately crystalline rocks of the Pre-Cambrian era. The surface geology of the Town of Burlington consists primarily of unconsolidated glacial drift deposited by continental glaciers. This glacial drift contains abundant deposits of sand and gravel.

### Soils

The Town of Burlington contains a diversity of soils ranging from sandy soils to poorly drained peat and muck. Seven soil associations are present within the Town of Burlington boundaries. These include Morley-Beecher-Ashkum, Hebron-Montgomery-Aztalan, Fox-Casco, Houghton-Palms, Miami, Casco-Rodman, and Warsaw-Plano, which are discussed below. Soil suitability varies with the numerous soil types as well as with location and slope. The suitability of a particular soil for development is generally dependent upon its ability to accommodate on-site sanitary sewer systems.

The Morley-Beecher-Ashkum association is located in the northeast portion of the town and is made up of well-drained to poorly drained soils that have a silty clay or silty clay loam subsoil. Morley soils are well drained and located on slopes; Beecher soils are moderately-drained and found on level topography; and Ashkum soils are poorly drained and found in drainage ways or depressions. The Morley soils in particular are subject to water erosion. Slow permeability and a high-water table are noteworthy factors, which severely limit the use of these soils for on-site sanitary sewage disposal systems. The Ashkum soils would be severely limited in use for development of any kind.

The Hebron-Montgomery-Aztalan association occurs in areas around the Fox River south of the City of Burlington and in areas around Hoosier Creek in the southeast part of the town. These soils are well drained to poorly drained soils that have silty clay subsoil. Hebron soils are found on ridge tops, foot slopes, and knolls, and were once covered with hardwood forest. The limiting factor for these soils would be slope and its effect on erosion. Hebron soils have severe or very severe limitations that restrict their use for on-site sewage disposal systems. Montgomery soils are poorly drained and typically found in drainage-ways and depressions. Montgomery soils are limited in use for urban/suburban development, as are the Ashkum soils above. Both occupy the former basins of lakes and glacial kettles and are primarily organic deposits of peat and muck. Aztalan soils are moderately drained soils that are found on

flat areas, drainage ways and depressions. These soils sometimes require improved drainage because permeability is slow and often a high-water table is present.

The Fox-Casco association is found in the vicinity of the Fox River and Browns Lake, north of the City of Burlington. Fox soils are well drained and are typically found on stream terraces. These soils are underlain by glacial outwash. Casco soils are also well drained and found on steep and gently sloping terraces. Slopes are the limiting factor for Casco soils as they affect potential erosion. The soils also tend to be somewhat draughty in the late summer. In fairly level areas (less than 6% slope), these soils are suitable sites for development and have few or no limitations affecting use for on-site sewage disposal systems. Due to the association's positioning on glacial outwash, there are often sites that provide sand and gravel. The native vegetation associated with both the Fox and Casco soils is hardwood forest.

The Houghton-Palms association is made up of very poorly drained soils that are found in three areas within the town: on the west side of Route 83 just north of the Kenosha County line; in the area around Long Lake on the north side of the town; and east of the Fox River in Section 14. Houghton soils are found in broad depressions and low areas and consist primarily of organic deposits of peat and muck of various depths. These soils would not be suitable for urban/suburban development.

The Miami association is a well-drained soil found on the steep slopes of ridges and knolls that occur in a band from the north through the eastern portion of the Town of Burlington.

The Casco-Rodman association is a well to excessively drained soil association that is found on the western portion of the town near the Walworth County boundary. Casco soils are found near streams and creek beds and on glacial moraines. Hardwood forests were the dominant native vegetation on this soil. Rodman soils are excessively drained soils that are shallow over gravel subsoil. This association is found generally on terraces, moraine ridges, and in kettles west of the Fox River. These loamy soils are generally sloping to steep and are susceptible to erosion. The soils are underlain by deposits of sand and gravel, which limit their use for development.

The Warsaw-Plano association consists of deep soils that are well drained and found on gently sloping lands where prairie grasses were once present. The Plano series soils are also well drained and they occur on relatively flat areas. Both of these soils exhibit good physical characteristics for development.

## Surface Water

The Town of Burlington lies wholly within the Fox River watershed, and is drained predominately by the Fox River, White River, Honey Creek, Spring Brook, Eagle Creek, and Hoosier Creek. There are three lakes that have a surface area larger than 100 acres: Browns Lake, Bohners Lake and Long Lake.

Browns Lake is the largest of the lakes with a surface area of 396 acres. It has a maximum depth of 44 feet and a mean depth of 8 feet. The shore length is 5.53 miles, which gives the lake a shoreline development factor of 1.98 (including islands). The shoreline development factor is defined as the ratio of shoreline to the circumference of a circle with the same area as the lake. About 660 feet of the shoreline is open to the public as Fischer Park. The remaining shoreline is developed for residential and commercial purposes. Recreational boating and fishing are the primary recreational activities on the lake. The Browns Lake area is served by the Browns Lake Sanitary Sewer District which is one of only two regions in the Town of Burlington that are served by public sanitary sewers.

Bohners Lake is a kettle lake located in the southwestern part of the town. A dam maintains the water level with a two-foot head located on the outlet along the north shore. The lake has a surface area of 135.5 acres and a shoreline development factor of 1.16. The maximum depth of the lake is 30 feet with a mean depth of 9.2 feet. The shore length is 10,032 feet or 1.9 miles with no undeveloped or open space

frontage. About 240 feet of the shoreline is open to the public as town parkland. The remainder of the shoreline is developed for residences. Recreational usage is similar to Browns Lake. The Bohners Lake area is served by the Bohners Lake Sanitary District, which is the only other region in the Town of Burlington served by public sanitary sewers.

Rockland Lake is located south of Durand Avenue (State Highway 11), southwest of Browns Lake. This 40-acre lake has a maximum depth of 28 feet and is accessible through a City of Burlington park.

Long Lake is a small lake in the northwestern corner of the Town of Burlington, which is shared with the Village of Rochester. It has a surface area of 101.5 acres with a shoreline development factor of 1.70. The maximum depth of the lake is 5 feet with a mean depth of 2.5 feet. The shore length is 12,672 feet or 2.4 miles. There appears to be no intensive recreational uses on the lake, and there is no public frontage. The shoreline is largely undeveloped when compared to Brown and Bohners Lakes. Land use in the watershed is primarily agricultural croplands and wetlands (40.8%), with only about 1.4% of the land in residential use.

### Wetlands

The Town of Burlington has numerous wetland areas. These wetlands contribute to the health of the environment by stabilizing the water table, acting as a filtering system for overland runoff waters, providing habitat for wildlife, offering recreational, research, and educational opportunities, and serving as aquifer recharge areas. The Town of Burlington has two wildlife areas, Karcher Marsh, Honey Creek Wildlife Area, that are owned and administered by the Wisconsin Department of Natural Resources, as well as the John Margis, Jr. Wildlife Area, a Racine County park.

Karcher Marsh is located just north of Karcher Road between Schaal Road and Pine Street (State Highway 83). The Honey Creek Wildlife Area is located in the northwest corner of the Town of Burlington and continues into the adjacent towns just south of Honey Lake. There are two other additional properties in the town owned by DNR. Other wetland areas are distributed throughout the town, usually associated with the Fox River or one of its tributaries. Wetlands, as well as other environmental features, are delineated on the Natural Resource Map.

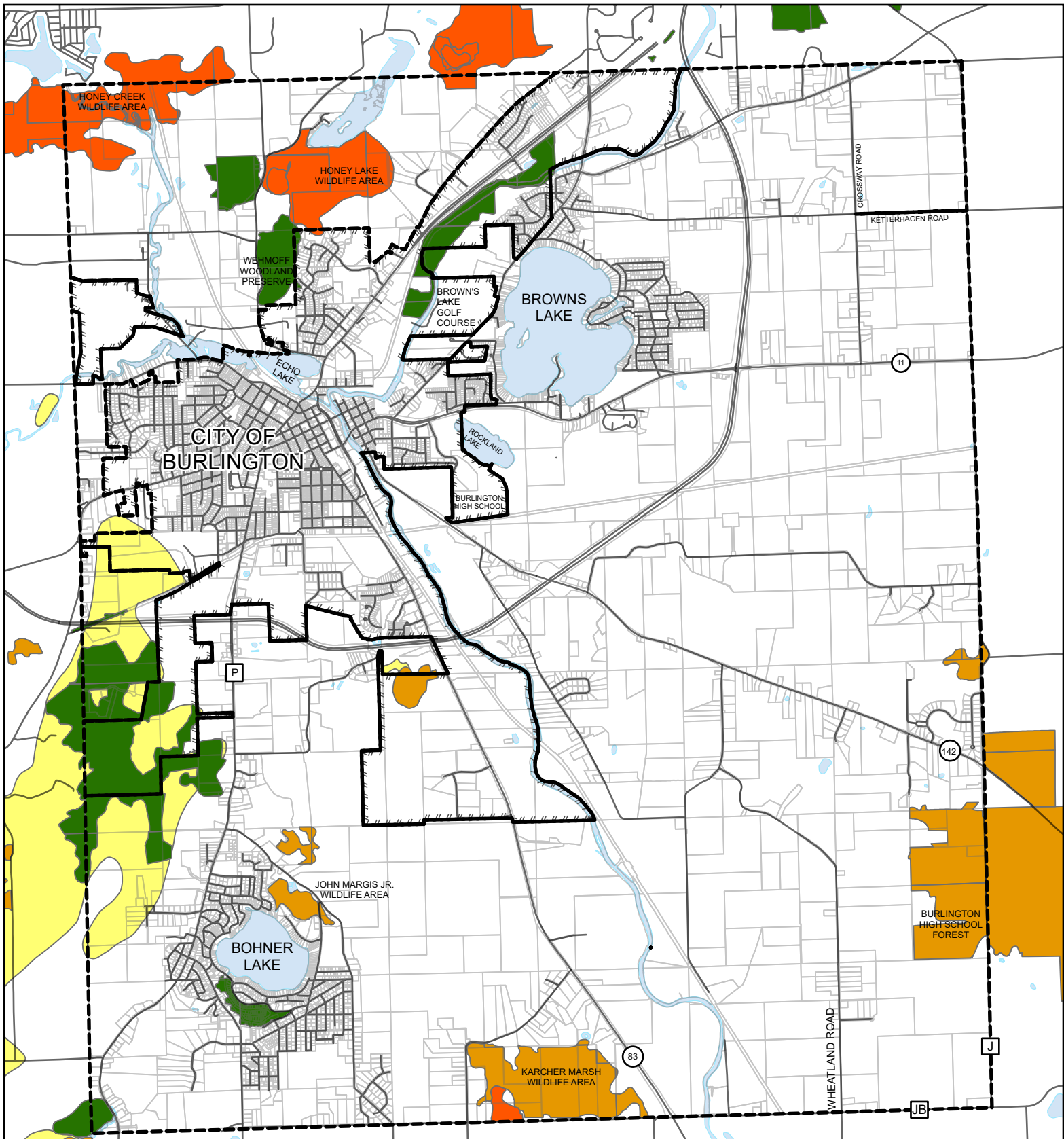
### Woodlands

The woodlands in the Town of Burlington are located on the ridge tops and on slopes of the glacial drift areas. On the west side of the Town of Burlington, there remains an old undeveloped stand of woodlands. This area is west of County Highway P and south of the mining areas just south of State Highway 36. Much of this area is zoned A-2 (General Farming & Residential District II), however, the northern part of this area is zoned M-4 (Quarrying District) and there is a P-2 designation of an area located in the middle of the wooded area.

### 100-Year Floodplains

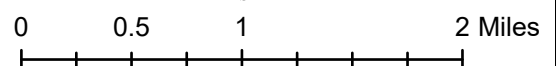
For the purpose of this report, flood lands are defined as those lands subject to inundation by the 100-year recurrence interval flood event, excluding stream channels and lakebeds. The flood lands occurring within the Town of Burlington are delineated on the Natural Resources Map. All of the flood lands are associated with the Fox River drainage basin and include lands adjacent to the Fox River, Hoosier Creek, Spring Brook, and Honey Creek.





# Legend

- |                                                                                                                                                                                         |                                                                                                                                           |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------|
| <span style="display: inline-block; width: 15px; height: 10px; background-color: orange; border: 1px solid black;"></span> Natural Areas of Countywide and Regional Significance (NA-2) | <span style="display: inline-block; width: 15px; height: 10px; background-color: lightblue; border: 1px solid black;"></span> Waterbodies |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: green; border: 1px solid black;"></span> Natural Areas of Local Significance (NA-3)                    | <span style="display: inline-block; width: 15px; height: 10px; border: 2px dashed black;"></span> Municipal Boundaries                    |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: yellow; border: 1px solid black;"></span> Geological Area of Local Significance (GA-3)                 | <span style="display: inline-block; width: 15px; height: 10px; border: 1px solid black;"></span> Parcel Boundaries                        |
| <span style="display: inline-block; width: 15px; height: 10px; background-color: orange; border: 1px solid black;"></span> Critical Species Habitat Sites                               | <span style="display: inline-block; width: 15px; height: 10px; border-bottom: 1px solid black;"></span> Roads                             |



**RECOMMENDED PROTECTION OF NATURAL AREAS, CRITICAL SPECIES HABITAT SITES,  
AND GEOLOGICAL AREAS IN THE TOWN OF BURLINGTON**

Site Identification			Site Area (acres)			Proposed Acquisition Agency
Number on Map	Name	Classification Codea	Already Under Protective Ownership	Proposed to be Acquired	Total	
1	Brock Lake Fen	NA-2	--	12	12b	Wisconsin Department of Natural Resources
2	Honey Lake Marsh and Sedge Meadow	NA-2	93	77	170°	Wisconsin Department of Natural Resourcesd
3	Karcher Springs State Natural Area	NA-2	23	--	23	Wisconsin Department of Natural Resources
4	Lead Lake Fen-Meadow	NA-2	124	95	219•	Wisconsin Department of Natural Resources
5	Bohner Lake Lowlands	NA-3	--	33	33	Bohner's Lake Sanitary District No.1
6	Burlington Hills Woods	NA-3	--	34	34 <sup>1</sup>	Nonprofit conservation organization
7	Burlington Railroad Prairie	NA-3	--	5	5g	Racine County
8	Fox River Riverine Forest	NA-3	--	107	107h	Racine County
9	Honey Lake Leatherleaf Bog	NA-3	--	69	69	Racine County
10	Tri-County Tamarack Swamp	NA-3	--	15	15	Nonprofit conservation organization
11	Wehmhoff Park Upland Woods and Wetlands	NA-3	67	--	67i	Town of Burlington
12	Burlington Crevasse Filling	CSH	--	34	34	Nonprofit conservation organization
13	Karcher Sedge-Carr	CSH	226	23	249	Wisconsin Department of Natural Resources
14	Margis Wildlife Area	CSH	35	--	35	Wisconsin Department of Natural Resources
15	Ranger Mac Fen	CSH	18	4	22	University of Wisconsin-Parkside
16	Mount Tom Woods	CSH	3	17	20'	Nonprofit conservation organization
17	Bong Recreation Area	CSH	263	4	267 <sup>1</sup>	School District
18	Burlington Crevasse Filling	GA-3	--	6	5m	Nonprofit conservation organization
19	Lyons Glacial Deposits	GA-3	--	687	687°	Nonprofit conservation organization
Total - 19 Sites		--	852	1,222	2,074	--

*aNA-2 identifies Natural Areas of countywide or regional significance*

*NA-3 identifies Natural Areas of local significance*

*CSH identifies Critical Species Habitat sites*

*GA-3 identifies Geological Areas of local significance.*

*bA portion of the site extends outside the Town of Burlington and acreage given is entirely within the Town. The site is a total of 231 acres.*

*\*A portion of the site extends outside the Town of Burlington and acreage given is entirely within the Town. The site is a total of 391 acres.*

*'A portion of this Natural Area site, although located within a project area approved by the Wisconsin Natural Resources Board, is owned by The Nature Conservancy. It is recommended that the Wisconsin Department of Natural Resources work with The Nature Conservancy to assure that the balance of the Natural Area is acquired.*

*•A portion of the site extends outside the Town of Burlington and acreage given is entirely within the Town. The site is a total of 221 acres. Approximately two acres of the site are located in the City of Burlington.*

*<sup>1</sup>A portion of the site extends outside the Town of Burlington and acreage given is that portion of the natural area located within the Town and outside the Lyons Glacial Deposits geological area. An additional 272 acres of the natural area are located within the geological area within the Town, for a total of 306 acres of the natural area within the Town. The entire natural area is 637 acres. The natural area extends into the City of Burlington and the Town of Lyons.*

*cA portion of the site extends outside the Town of Burlington and acreage given is entirely within the Town. The site is a total of six acres. It is recommended that Walworth County acquire the remaining one-acre portion of the natural area located in the Town of Lyons*

*"A portion of the site extends outside the Town of Burlington and acreage given is entirely within the Town. The site is a total of 131 acres. Racine County currently owns a 19-acre portion of the natural area located in the City of Burlington.*

**RECOMMENDED PROTECTION OF NATURAL AREAS, CRITICAL SPECIES HABITAT SITES,  
AND GEOLOGICAL AREAS IN THE TOWN OF BURLINGTON  
(continued)**

*<sup>l</sup>A portion of the site extends outside the Town of Burlington and acreage given is entirely within the Town. The site is a total of 40 acres. It is recommended that a nonprofit conservation organization acquire the remaining portion of the natural area located in the Town of Lyons, Walworth County.*

*<sup>l</sup>A portion of the site extends outside the Town of Burlington and acreage given is entirely within the Town. The site is a total of 73 acres. Approximately six acres of the site are located in the City of Burlington.*

*kA portion of the site extends outside the Town of Burlington and the acreage given is entirely within the Town. The site is a total of 24 acres. Approximately four acres of the site are located in the Town of Brighton.*

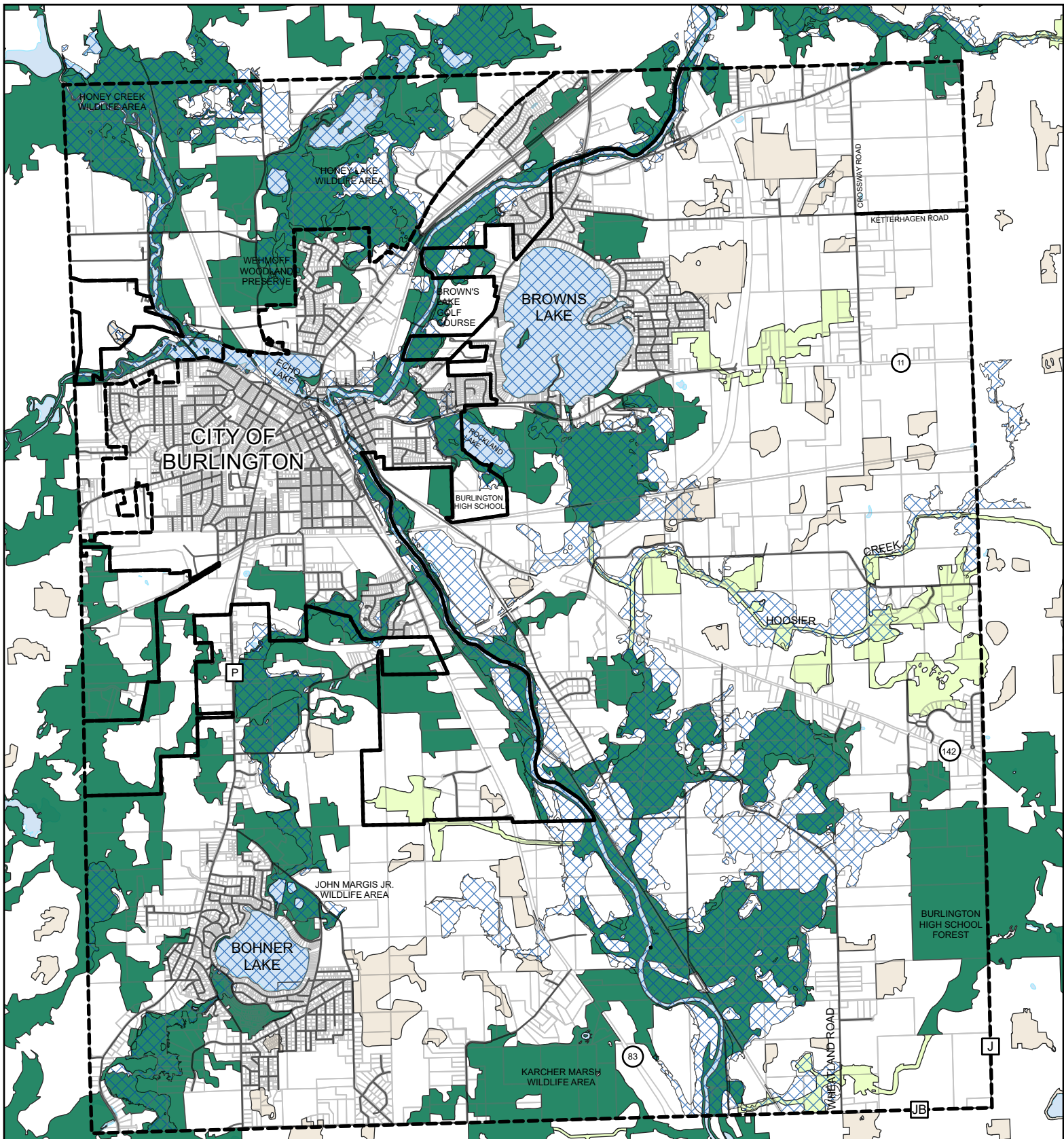
*<sup>l</sup>A portion of the site extends outside the Town of Burlington and the acreage given is entirely within the Town. The site is a total of 5,021 acres. Approximately 4,754 acres of the site are located in the Town of Brighton.*

*mThe Burlington Crevasse Filling geological area encompasses a total of 27 acres. Of the 27 acres, 26 acres are located within the Burlington Crevasse Filling critical species habitat site, and six acres lie outside the critical species habitat site.*

*"A portion of the site extends outside the Town of Burlington and acreage given is entirely within the Town. The site is a total of 3,251 acres. The geological area extends into the City of Burlington and the Town of Lyons.*

*Source. Wisconsin Department of Natural Resources and SEWRPC.*





# Legend

- Primary Environmental Corridor
- Secondary Environmental Corridor
- Isolated Natural Resource Area
- Floodplain
- Waterbodies

- Municipal Boundaries
- Parcel Boundaries

— Roads



0 0.5 1 2 Miles

## TRANSPORTATION

The Town of Burlington is served by a well-developed arterial street and highway system. State Trunk Highway (STH) 11 connects the Town of Burlington to the City of Racine to the east and to the City of Elkhorn to the west. STH 36 goes southwest from Milwaukee to the Town of Burlington and continues to STH 120 near the City of Lake Geneva. North of the City of Burlington STH 36 and STH 83 share the same pavement. South of the city, STH 83 follows along the west side of the Fox River into Kenosha County. STH 142 travels southeast from the City of Burlington along the east bank of the Fox River, and then east to Interstate Highway 94 near the Kenosha Municipal Airport. Other arterial streets and highways located within the town include County Trunk Highway (CTH A, CTH E, CTH J, CTH P, CTH R, CTH W, CTH JB and Fish Hatchery Road.

The annual average 24-hour traffic count of automobile trips taken in the Town of Burlington is presented in Table 7 for the years 1990, 1996, and 2021. State Highway 83 appears to have the most change in traffic count rate of any of the highways between 1987 and 1990. From 1990 to 1996, virtually all road segments had significant increases in traffic counts.

**Table 7-AVERAGE DAILY TRIPS FOR THE TOWN OF BURLINGTON 1990-2021**

Road	Location	1990	1996	2021
CTH P	S. edge of City	5,480	7,000	5,900
STH 83	S. edge of City	5,750	7,800	7,300
STH 142	SE. edge of City	3,020	4,300	310
CTH E	E. edge of City	6,900	6,500	3,200
STH 36 & 83	N. edge of City	10,500	11,900	12,300
CTH P	Bohners Lake	2,130	3,100	3,100
STH 83	S. within Town	4,150	4,500	5,100
STH 142	SE. within Town	2,160	2,300	4,600

*Source: Wisconsin Department of Transportation*

### Burlington Bypass

The Burlington Bypass is an 11-mile loop around Burlington. The bypass begins in Walworth County STH 11 and ends at STH 36 in Racine County.

### Municipal Airport

The Burlington Municipal Airport serves the City and Town of Burlington, which is located in the northwest corner of the city.

## SERVICES AND FACILITIES

### Fire Protection

The Town of Burlington is served by three fire stations. An all-volunteer force of firefighter staffs the three stations with one full-time paid chief. All 911 emergency calls are received directly by the Sheriff's Department, which in turn dispatches both fire and police services.

## Police Protection

The Town of Burlington is contracted for police protection. The Town of Burlington Marine Department patrols both Browns Lake and Bohners Lake.

## Emergency Medical Services

Emergency Medical Services (EMS) in the Town of Burlington is contracted for EMS.

## Town Administration

Consists of administrator/treasurer, the Town Board Chairman and four supervisors govern the Town of Burlington. Other administrative positions for the Town of Burlington include the Town Clerk and Public Works Supervisor. The building inspector is a contracted position. There is also an appointed Planning and Zoning Committee and Police and Fire Commission.

## Public Works

The Town of Burlington maintains a public works department primarily responsible for the maintenance of town roads and parks. Such items as road construction, road resurfacing and repair, sign maintenance and snowplowing are common responsibilities.

## Education

The Burlington Area School District encompasses the Town of Burlington. The district operates a K-12 school system. There are also a number of private high schools and grade schools. The district also owns a quarter section of land adjacent to the Bong Memorial Recreation Area.

## Library

The Burlington Public Library is located in the City of Burlington and is open to anyone within Walworth and Racine Counties.

## Sewer Districts

The Browns Lake Sanitary Sewer District provides sewer service for the area around Browns Lake. The Bohners Lake Sanitary Sewer District provides sewer service for the area around Bohners Lake. The sewer district empties into the Regional Wastewater Treatment Plant located in and operated by the City of Burlington. The Wastewater Treatment Plant has a two-stage secondary treatment system. Areas of the town in the Sewer Service Area have been approved by SEWRPC, city, and one of the two sanitary districts and are planned for future development in the sewer district. Lands not currently in the Sewer Service Area that have a request for sewer service must have approval from a sanitary district, City of Burlington and SEWRPC. Areas must be annexed into one of the two districts when sewer is to be installed.

## Drainage Districts

There are two drainage districts in the Town of Burlington, Hoosier Creek Drainage District and Eagle Creek Drainage District.

## Electric, Gas, Cable, and Phone Service

Electric and gas service in the Town of Burlington is provided by WE Energies. Cable in the Town of Burlington is provided by Spectrum. Phone is provided by TDS or ATT depending on location.

## Solid Waste Disposal

There is a capped landfill located in the Town of Burlington that accepts selected items and is open

infrequently on a schedule available from the town hall and town website. Curbside recycling and garbage pick-up serve the entire town by private contractor.

## Parks and Recreation

There are three parks in the Town of Burlington under the jurisdiction of the Racine County Public Works Department. Bushnell Park is located just southeast of the City of Burlington at 32100 Bushnell Road. This park has two reservable picnic areas, a large picnic shelter with an open hearth, water and electricity, picnic tables and grills, lighted baseball and soccer fields, nine competitive horseshoe pitching courts, an unmarked hiking trail, fishing on the banks of the Lower Fox River, and a comfort station with lavatories. Fischer Park is located on the southeast shore of Browns Lake. It features a large sand beach, a beach house with lavatories and a concession stand, non-reservable picnic areas with picnic tables and grills, a softball diamond, and a boat launch with two docking piers. John Margis, Jr. Wildlife Area is located near Bohners Lake at 7516 Fish Hatchery Rd, and Wehmhoff Wildlife/Woodland Preserve is located at 1909 Honey Lake Rd in the SE & NE 1/4 of the NW 1/4 Section 29, T3N, R19E.

Honey Lake Road, located in the northwestern quarter of the town, Wheatland Road through Hoosier Creek Road and Brever Road are designated as Rustic Roads. Rustic Roads are designated stretches of public roadways under county jurisdiction that are aesthetically or historically unique.

# LAND USE GOALS

The Town of Burlington Land Use Plan Goals are broad-based policy statements to guide future decision making in the Town of Burlington. The goals provide a framework for the specific policies and recommendations found in the Land Use Plan. The goals are a reflection of the opinions and general consensus of the community, as collected by the Town of Burlington during the land use planning process. The goals are not presented in any order of importance or priority.

- Protect and preserve natural resources in the Town of Burlington including wetlands, woodlands, floodplains, drainage ways, wildlife habitats, steep slopes, and other similar environmentally significant areas.
- Encourage commercial and industrial development in the Town of Burlington that does not negatively affect the natural environment.
- Preserve, to the greatest extent possible, the existing boundaries and tax base of the Town of Burlington.
- Encourage industrial development in the Town of Burlington only in designated "industrial park" areas.
- Preserve the Town of Burlington's rural character. Protect and preserve prime agricultural land and the viability of farm operations.
- Encourage commercial development in the Town of Burlington within currently designated development areas subject to site review and other areas designated in the future.
- Maintain a safe and efficient transportation system in the Town of Burlington through collective planning with local, county, and state officials.
- Situate new state and county roads or road expansions in the Town of Burlington so as to not adversely impact sensitive environmental features or disrupt planned development patterns.
- Discourage development in lake districts in any manner that would adversely affect lake quality.
- Allow residential development in the Town of Burlington only in select locations where it will not adversely impact environmental resources, agricultural land and operations, nor detract from the rural character of the Town of Burlington.
- Allow future development or expansion of mineral extraction operations only after such facilities meet designated state, county, and town guidelines and complete designated state, county, and town review processes.
- Protect water quality through the use of acceptable erosion control and soil conservation techniques.
- Maintain and improve the attractiveness of the landscape in the Town of Burlington through stronger site design guidelines and architectural recommendations.
- Promote improved communication with surrounding governmental jurisdictions regarding land use issues that may impact the Town of Burlington.
- Provide opportunities for greater public input into the review and evaluation of town land use applications.



# LAND USE PLAN

The Land Use Plan defines and delineates eight land use districts that establish policies regarding the use, density, and design of permitted uses within the districts. In addition to the land use districts, there are five districts relating to natural resource protection, including Parks and Recreation, Primary Environmental Corridor, Secondary Environmental Corridor, Isolated Natural Resource Area, and Surface Water.

The eight main land use districts include: 1) Suburban Residential (Sewered), 2) Low Density Residential (Unsewered), 3) Agricultural- Estate District, 4) Agricultural Preservation District, 5) Commercial, 6) Industrial, 7) Government and Institutional 8) Extractive.

The district boundaries are delineated on the Land Use Plan map. The purpose and policies for each district are presented below.

In addition to the requirements and restrictions described in this plan, any development or subdivision must also comply with any pertinent local, county, state or federal regulations. This includes, but is not limited to, the Town of Burlington Land Division Ordinance and Racine County Zoning Ordinances.

The density guidelines and restrictions described for the various districts apply to all types of development, including condominiums and other developments.

Holding tanks shall not be permitted as an acceptable form of sewage disposal for new residential construction. Holding tanks may be permitted for existing structures if no other sewage treatment system is suitable, or until public sewers are available.

The Town of Burlington may allow the use of cluster development concepts, including shared access, grouped building sites and common or dedicated open space, to locate development in sites which are not environmentally sensitive, and which preserve the rural character of the Town of Burlington. Racine County zoning restrictions also apply. Advantages of cluster development include preservation of open space, protection and conservation of natural drainage ways and other environmentally sensitive areas in the development, and reduction of impervious surfaces, and road and utility installation costs. Clustering of dwellings can also facilitate use of community sewage disposal systems. Effluent from individual septic tanks can be collected and transported to a community soil-absorption field located in the open area.

## SUBURBAN RESIDENTIAL (Sewered)

Suburban Residential (Sewered) Districts are used to identify areas suitable for the development of sewered subdivisions within the Town of Burlington. The Suburban Residential (Sewered) District represents the highest residential density allowed within the Town of Burlington.

### General Guidelines

Minimum parcel size: 20,000 sq. ft.

Maximum density: 1 unit per 25,000 sq. ft.

### Policies:

1. The minimum parcel size shall be 20,000 square feet. In no instance shall there be parcel sizes approved within this district smaller than 20,000 square feet.
2. In no instance shall there be densities approved within this district greater than 1 unit per 25,000

square feet.

3. Multi-family development may also be acceptable in this district when it can provide a transition from commercial/industrial to single family areas.

4. Additions to the sanitary district should also be proposed as amendments to the Land Use Plan. The plan should be amended only if the proposed addition is consistent with plan goals and objectives.

5. In subdivisions now served by sanitary sewer and platted prior to March 8, 1971, (the date of town acceptance of current revision of Racine County Zoning Code), the town may allow parcels less than 20,000 square feet which match the character of existing developed parcels in the same subdivision. This paragraph does not require the town to allow such parcels. Such parcels must be assembled only by combination or separation of previously platted lots. In no case shall any such parcel be approved which does not conform to the current Racine County Zoning Code. Existing lot lines may not be altered unless a Land Use Plan Amendment is requested and approved.

## LOW DENSITY RESIDENTIAL (Unsewered)

Low Density Residential (Unsewered) Districts are used to identify areas suitable for the development of unsewered subdivisions within the Town of Burlington. The Low Density Residential (Unsewered) District is intended to provide for transitional development between the Agricultural Estate District (Unsewered) and the Suburban Residential (Sewered) Districts.

### General Guidelines

Minimum parcel size: 40,000 sq. ft.

Maximum density: 1 unit per 1.5 acres

### Policies:

1. The minimum parcel size shall be 40,000. In no instance shall there be parcel sizes approved within this district smaller than 40,000 square feet.

2. Cluster type developments may be approved, however, in no instance shall there be densities approved within this district greater than 1 unit per 1.5 acres.

## AGRICULTURAL-ESTATE DISTRICT

The Agricultural Estate District is created to allow for low density residential uses in areas of the Town of Burlington which are not prime farmland, and which are not planned for urban expansion. Much of the land included in this district has environmental constraints which must be recognized in any development plans.

### General Guidelines

Minimum parcel size: 40,000 sq. ft.

Maximum density: 1 unit per 5 acres

### Policies:

1. The minimum parcel size shall be 40,000 square feet. In no instance shall there be parcel sizes approved within this district smaller than 40,000 square feet. Cluster type developments may be approved; however, no densities shall be approved within this district which are greater than 1 unit per 5 acres.
2. As stated in the Racine County Zoning Ordinances Section 20-191 Substandard Non-conforming lots and Section 20-656 The intent of this district is to maintain highly productive agricultural lands in food and fiber production by effectively limiting encroachment on non-agricultural development and minimizing land use conflicts among incompatible uses.

## AGRICULTURAL PRESERVATION

The Agricultural Preservation District is established to preserve agricultural land in the Town of Burlington and protect existing farm operations and other related agricultural activities.

### General Guidelines

Minimum parcel size: 35 acres

Maximum density: 1 unit per parcel

### Policies:

1. Permit only farm-related activities.
2. No farm-related land divisions under 35 acres should be permitted with the exception of policies 3, 4, and 5 listed below.
3. One (1) additional dwelling unit per farm operation may be permitted for the retention and construction of a new home if the owner/operator sells the farm.
4. Existing farm dwellings and farm buildings may be separated from the farm if the separation is due to the sale or consolidation of the farm. The amount of land that is separated with the buildings requires judgment on the part of the Town Board and Town Planning and Zoning Committee. The non-farm residential development criteria should be complied with as much as possible.
5. As stated in the Racine County Zoning Ordinances Section 20-191 Substandard Non-conforming lots and Section 20-656 The intent of this district is to maintain highly productive agricultural lands in food and fiber production by effectively limiting encroachment on non-agricultural development and minimizing land use conflicts among incompatible uses.
6. Existing parcels under 35 acres and non-farm uses, such as individual houses, churches or business, are considered non-conforming uses and substandard parcels and are permitted to continue.
7. No subdivisions should be permitted in the Agricultural Preservation District that are inconsistent with the preservation of the agricultural character of the area and will accelerate the impact on farm operations. Even though the law allows, the Town of Burlington does not.



## COMMERCIAL

### Policies:

1. Commercial developments located in the Town of Burlington should meet the minimum standards for B-1 (Neighborhood Business), B-2 (Community Business), B-3 (Commercial Service), B-4 (Planned Business), B-5 (Highway Business), and B-6 (Water Oriented) Districts in the Racine County Zoning Ordinance and must be consistent with the needs of the neighborhood. Certain developments may not be applicable for the Town of Burlington.
2. Commercial development must be consistent with current sanitary codes.
3. Commercial development that is not agri-business should be required to locate in areas designated as Commercial District on the Land Use Map. Agri-businesses may also be permitted in Commercial Districts.
4. Commercial Districts should not be expanded to include environmentally sensitive lands, except when such lands are used as a buffer.
5. Large unsewered commercial development sites should contain sufficient land area to provide both a long-term on-site septic treatment system, and a back-up septic treatment field.
6. Emphasis on landscaping, screening, architecture, and signs should be considered in the design review process to develop and maintain attractive commercial developments.

## INDUSTRIAL

The Industrial District identifies locations suitable for industrial development within the Town of Burlington.

### Policies:

1. Industrial developments located within the Town of Burlington should meet the minimum standards for the M-1 (Light Industrial and Office) and M-2 (General Industrial) districts in the Racine County Zoning Ordinance and must be consistent with the rural character of the Town of Burlington. M-3 (Heavy Industrial) District will be allowed with very limited uses.
2. Industrial Districts should not be expanded to include environmentally sensitive lands, except when such lands are used as a buffer.
3. Large unsewered industrial development sites should contain sufficient land area to provide both a long-term on-site septic treatment system, and a back-up septic treatment field.
4. Emphasis on landscaping, screening, architecture, and signs should be considered in the design review process to develop and maintain attractive industrial developments.

## EXTRACTIVE

Before extractive/mining begins, the landowner must apply for a Land Use Plan amendment. If approved, the Land Use Plan map will have a red line around the extraction limits with an "E" placed on the parcel.

The extractive use is temporary. The current use, as of the date of application, will be the use to which the property remains designated during and after the temporary extractive use. Upon completion of reclamation, the temporary extractive labeling will be administratively removed from the Land Use Plan. For an extractive temporary use, the CSM requirement may be waived.

## GOVERNMENT AND INSTITUTIONAL

The Government and Institutional District identifies locations suitable for government or institutional developments within the Town of Burlington. Government offices, schools, colleges, universities, fire department stations and similar facilities would be found in this district.

### Policies:

1. Institutional developments located within the Government and Institutional District should meet the minimum standards for the P-1 (Institutional Park) district in the Racine County Zoning Ordinance and must be consistent with the needs of the Town of Burlington and neighborhoods.
2. Government developments located within the Government and Institutional district should meet the minimum standards for the applicable Racine County zoning district with most residential, business and industrial zoning districts allowing government developments as a conditional use.

## NATURAL RESOURCE PROTECTION STANDARDS

Natural resource protection standards are established to protect wetlands, floodplains, and other environmentally significant areas, as well as preserve and maintain areas for public park and recreation.

The objective of the Town of Burlington is to establish standards for protection of these resources, with the level of protection varying with the type of resource that is affected.

### Policies:

1. To recognize the features shown on the Natural Resources Map, page 11, as necessary to the overall well-being of town and area residents.
2. To require that all development in the Town of Burlington comply with the resource protection standards contained in this section.
3. Floodplain areas shall be protected from all development. Agricultural and recreational uses without structures are permitted.
4. Wetlands shall be protected from development in accordance with the provisions of the State of Wisconsin Shoreland-Wetland enabling legislation. This protection shall extend, but not necessarily be limited to all wetlands mapped as part of the Wisconsin Wetland Inventory.
5. To give special attention to the permitting, siting, and approval of development in designated environmental corridors. It is important that the linear connections of the corridors be maintained to maximize their value.
6. To permit recreational activities such as trails in publicly owned environmental corridor areas that would be compatible with wetland and other natural resource protection.
7. To work collectively with surrounding local governments, Racine County, and the State of Wisconsin in the protection and preservation of environmental corridor areas.

## PRIMARY ENVIRONMENTAL CORRIDOR

In addition to the Natural Resource Protection Standards listed above which reference the Natural Resources map on page 11, the Town of Burlington has identified Primary Environmental Corridor areas on the Land Use Map. The boundaries of the primary environmental corridors are taken from SEWRPC maps and have been included on the land use map in an effort to help make landowners and prospective developers aware of these sensitive areas. Secondary Environmental Corridor (SEC) and Isolated Natural Resource Areas (INRA) are also identified on our map. Contact SEWRPC or Racine County for possible SEC or INRA locations and restrictions.

## Policies:

1. Primary environmental corridors should be preserved in essentially natural, open uses. Development within such corridors would be limited to that needed to accommodate required transportation and utility facilities, compatible outdoor recreational facilities, and, on a limited basis, Agricultural Estate residential densities.
  - a. Residential development at Agricultural Estate densities shall be permitted within environmental corridors provided the development is carefully planned to protect the elements of the resource base found in the corridor. Such development should be carefully planned to avoid steep slopes, poorly drained soils, and other physical constraints. The larger lot sizes will protect the environmental corridor areas because they allow woodlands, wetlands, and wildlife habitats to be preserved and permit wildlife to sustain itself in the area.

Cluster residential development is encouraged as an alternative to conventional subdivisions at the Agricultural Estate density in environmental corridor areas. Clustering of housing units allows greater flexibility in residential development design by allowing lot sizes smaller than those normally required by the underlying zoning district, since it concentrates the dwellings on a smaller part of the parcel being developed. The area not covered by buildings and appurtenances is left as open space, protected by future development through deed restrictions filed by the Town of Burlington. Open space in the cluster development provides common areas for recreational use by property owners in the development and limits development on steep slopes, in wooded areas, in drainage ways, and in other areas that should not be developed because of physical or environmental constraints.

## PARKS AND RECREATION

The Land Use Plan Map now identifies Park and Recreation areas. These areas are either currently used as park and recreational areas or have been determined to be suitable for development of same. It is anticipated that a Park and Recreation Plan will be developed to address these areas more comprehensively in the future.

## SURFACE WATER

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

Protection of Surface Water areas shall be a consideration in the review and approval of all land use proposals.

## TRANSPORTATION

The Town of Burlington is faced with a number of transportation issues. As continued development in southeastern Wisconsin takes place, the transportation system will undergo expansion and improvements which will pressure roadway capacities in the Town of Burlington and surrounding communities.

### Policies:

1. The Town of Burlington will seek to maintain the traffic capacity and flow on roads within the Town of Burlington by minimizing new curb cuts onto existing roadways.
2. Frontage roads will be implemented whenever possible, and may be mandatory in the development districts dependent upon planning and siting.
3. Residential development in the Town of Burlington will be served by collector streets, rather than direct multiple access onto town, county and state highways.
4. Development plans for residential areas shall provide for future road access onto adjacent properties that may develop in the future.
5. The Town of Burlington will adopt an official map with designated future rights-of-way to preserve connections in developing areas.
6. Pedestrian and bicycle accommodations will be considered during the construction of new roads and the reconstruction of existing roads.
7. The Town of Burlington recommends giving priority along existing routes and corridors before examining new routes through the countryside.

## STIPULATION AGREEMENT

A Stipulation Agreement between the Town and City of Burlington is on file at the Town of Burlington Town Hall. The agreement refers to areas to be annexed, water and sewer use, and tax revenue sharing.

## REQUEST FOR LAND USE PLAN AMENDMENT

A petitioner may request that the Town Board waive provisions of this Land Use Plan as follows:

- (1) Written request. The petitioner shall submit a written request for an amendment to the town. The written request should include a statement specifying the specific provision that the petitioner requests the town to waive and what, if any, substantial reasons exist for the request for amendment; what, if any, effect the amendment will have on the subject property and adjacent property; and whether or not the proposed amendment is consistent with the general neighborhood.
- (2) Procedure. The receipt of such application for an amendment and its respective preliminary plat or certified survey map will be processed in accordance with the submittal requirements of the Town of Burlington Subdivision Ordinance. The Town Board is the approving authority for an amendment but shall receive a recommendation from the Planning and Zoning Committee.
- (3) Considerations. The Town Board shall make a determination which shall include consideration, but not necessarily an affirmative finding, of the following factors:
  - (a) Whether the request for the amendment, if granted, would be consistent with the general intent of this Land Use Plan.
  - (b) Whether the request for the amendment, if granted, would adversely affect property owners in the surrounding area.
  - (c) Whether the request for the amendment, if granted, would benefit the petitioner's project in a way that is not inconsistent with the town's interests.
  - (d) Whether the petitioner is in full compliance with applicable ordinances and agreements with the town.

# APPENDIX A - IMPLEMENTATION STRATEGY

## ZONING POLICIES

The Town of Burlington Land Use Plan provides the basis for making zoning decisions in a consistent and orderly way which enhance the development pattern of the Town of Burlington. Once zoning for development has been granted, the Town of Burlington's role in development decisions is significantly diminished. Therefore, it is advisable to take a cautious role in rezoning land from agricultural to development districts.

### Policies:

1. Rezoning should be granted only for specific development sites, and not for large areas that are not targeted for immediate development.

If the Town of Burlington wishes to indicate the development potential of a larger area it can designate the appropriate planning district. This indicates the Town of Burlington's intentions for the larger area, but withholds final zoning approval until the exact timing and scope of development are known.

Property owners or their agent can request rezoning at the county level.

## BOUNDARY AGREEMENTS

The Town of Burlington should seek boundary agreements with neighboring incorporated municipalities to achieve stability and proper planning for areas subject to annexation.

### Policies:

The Town of Burlington should seek approved boundary agreements under provisions contained in 1991 Wisconsin Act 269, amending s. 66.027. Wisconsin Statutes.

Agreements should pertain to:

- planned development for the area
- shared services
- timing of any annexations
- shared costs and revenues for improvements
- cost recovery for recent improvements to an annexed area
- common development and resource protection standards
- fiscal impact studies related to annexation and development
- ensure the compatibility of transportation and utility systems

The Town of Burlington's emphasis should be on agreements which preserve town boundaries.

## APPENDIX B - USING THE LAND USE PLAN

The Implementation Strategy addresses several items to assist the Town Board and Town Planning and Zoning Committee in the implementation of the Land Use Plan. Three key components of the implementation strategy which must be recognized by the Town Board and Town Planning and Zoning Committee are as follows:

### THE LAND USE PLAN IS A WORKING DOCUMENT.

A common problem with many land use plans is that they are not referenced sufficiently when local planning commissions and government officials are reviewing zoning applications or other land use issues. This is sometimes due to the failure of the plan to provide proper guidance, yet often it is because the plan does not offer any standard procedures on when and how it should be used. The result is usually inconsistent application of the plan which over time can erode the credibility of the plan and the planning commission.

Section 1, (page 30), of this chapter offers a simple and straight-forward planning review procedure which should provide guidance to the Planning and Zoning Committee and Town Board as they apply the Burlington Land Use Plan to future planning issues.

### THE LAND USE PLAN SHOULD NOT BE VIEWED AS A STATIC DOCUMENT.

Planners and Planning & Zoning Committees do not have a crystal ball when developing a plan, and as a result, unforeseen changes can occur that may merit a decision different than what the land use plan recommends. A problem arises in that most local governments will decide to circumvent the plan rather than make appropriate modifications to the plan to reflect the new conditions. The result is a plan that remains static as it ages and becomes less effective in dealing with land use issues.

Section 1, (page 30), offers criteria and procedures or changes to the Land Use Plan, particularly changes to the Land Use Districts.

### LAND USE PLANNING SHOULD BE A COOPERATIVE EFFORT WITH OTHER UNITS OF GOVERNMENT.

Planning issues often transcend governmental boundaries. It is extremely important that the Town of Burlington maintain and foster a solid working relationship with the surrounding units of government, local municipalities, Racine County, SEWRPC, and State of Wisconsin agencies such as the Wisconsin Departments of Administration, Natural Resources, Transportation, and Agricultural, Trade & Consumer Protection. In particular, the Town of Burlington should begin a joint planning effort with the City of Burlington.

Such a recommendation does not imply that all the government agencies will or must agree on every issue. What is suggested is that government agencies maintain open communication with each other so that they can share their concerns on land use issues and avoid misunderstandings that often lead to adversarial relationships.

## PLANNING REVIEW PROCEDURES

Procedures for referencing the Land Use Plan when reviewing zoning/building permits, rezoning' applications, subdivision platting, and certified survey maps.

Is the application request compatible with the Land Use District for which the parcel is located in the Land Use Plan?

If yes,

The Planning and Zoning Committee and/or county should review the policies for the appropriate land use district, along with any other town ordinances, to determine if the application complies. If the application satisfies the land use policies for the district, the Planning and Zoning Committee may recommend approval of the application to the Town Board, or

If the Planning and Zoning Committee determines the application does not satisfy the land use policies for the district, the Planning and Zoning Committee may recommend to the Town Board that the application: be approved with conditions to require compliance with the land use policies, be approved noting unique exception to the land use policies; or be denied.

If no,

The Planning and Zoning Committee may recommend to the Town Board that the application be denied based upon its non-compliance with the Land Use Plan and/or other town and/or county ordinances, or

If the Planning and Zoning Committee determines that the application merits a district amendment to the Land Use Plan, the Planning and Zoning Committee may recommend such amendment. If a district amendment to the Land Use Plan is approved, the application should comply with the policies provided under the proposed new land use district.

## LAND USE PLAN UPDATE GUIDELINES

### *Update Schedule*

Updates to the Land Use Plan should occur at the three intervals described below:

### *Amendment Updates*

Amendment Updates should occur immediately following any district amendment described in Section 1 above. Such amendments should occur on an on-going basis to assure the Land Use Plan remains accurate