



A LAND USE PLAN FOR THE TOWN OF GENEVA: 2010

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Principal Planner, for his contribution to this report.

**COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 211**

A LAND USE PLAN FOR THE TOWN OF GENEVA: 2010

Prepared by the

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

November 1997

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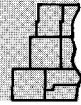
SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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November 26, 1997

Mr. George W. Jacobson
Chairman, Town of Geneva
and Members of the Town
Board and Plan Commission
N3496 Como Road
Lake Geneva, Wisconsin 53147

Ladies and Gentlemen:

By letter dated June 16, 1995, the Town of Geneva requested the assistance of the Southeastern Wisconsin Regional Planning Commission in the preparation of a land use plan for the Town. The Regional Planning Commission staff, working with Town officials, has now completed the requested plan, which is presented in this report. The plan is intended to help guide the physical development of the Town to the year 2010 and to assist Town officials in making day-to-day decisions regarding development in the Town.

In addition to setting forth the land use plan adopted by the Town Plan Commission on September 29, 1997, and the Town Board on October 13, 1997, this report presents pertinent information on the present stage of development in the Town, including information on population and housing units, on existing land use, and on the topography and drainage pattern, soils, woodlands, wetlands, wildlife habitat, prime agricultural areas, and environmental corridors of the Town, all of which constitute important considerations in any local planning effort. The report also contains recommended changes to the Town zoning district map and modifications to the text of the Walworth County Zoning Ordinance.

The Regional Planning Commission is appreciative of the assistance offered by the Town Plan Commission and Town Board during the preparation of this report. The Commission staff stands ready to assist the Town in the implementation of this plan over time.

Sincerely,

Philip C. Evenson

Philip C. Evenson
Executive Director

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Chapter I

INTRODUCTION TO THE TOWN LAND USE PLANNING PROCESS

INTRODUCTION

Section 60.10(2)(c) of the Wisconsin Statutes provides that town boards may exercise village powers, including comprehensive planning powers delegated to cities and villages under Section 62.23 of the Statutes. The Town of Geneva adopted village powers in 1996 and is thus empowered to make and adopt a "master," or comprehensive, plan for the physical development of the Town.

Anticipating the adoption of village powers, in June 1995, the Town of Geneva requested that the Southeastern Wisconsin Regional Planning Commission assist the Town Plan Commission in the preparation of a land use plan. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request. The plan, upon adoption by the Plan Commission, is intended to serve as a guide to the physical development of the Town of Geneva, providing a basis for the Town to make informed land use decisions.

STUDY AREA

The Town of Geneva is located in Walworth County, in Township 2 North, Range 17 East of the U. S. Public Land Survey. As shown on Map 1, the planning area is bordered on the north by the City of Elkhorn and the Town of Lafayette; on the east by the Town of Lyons and the City of Lake Geneva; on the south by the City of Lake Geneva, the Town of Linn, and the Village of Williams Bay; and on the west by the Town of Delavan and the City of Elkhorn.

REGIONAL PLAN ELEMENTS

Sound planning practice dictates that local plans be prepared within the framework of broader, area-wide plans. The Southeastern Wisconsin Regional Planning Commission, the official areawide planning agency for the seven-county Southeastern Wisconsin Region, has prepared and continually updates a comprehensive plan for the physical development of the Region. This plan, which is entirely advisory, consists of a number of elements,

the most pertinent of which include land use, transportation, parks and open space, and water quality management. The findings and recommendations of these regional plan elements all have important implications for any planning effort for the Town of Geneva. Pertinent findings and recommendations of these plan elements are included in this report.

STUDY PURPOSE

The purpose of the requested planning effort is to provide the Town of Geneva with one of the key elements of a comprehensive community development plan, a land use plan. This plan, while intended primarily to meet local planning objectives, is also intended to carry related regional plan elements into greater depth and detail, as is necessary for sound local and regional planning.

THE COMMUNITY LAND USE PLANNING PROCESS

In preparing the land use plan, the Town Plan Commission followed a six-step planning process: 1) inventory, 2) analysis and forecast, 3) formulation of objectives, 4) plan design, 5) plan evaluation, and 6) plan refinement and adoption. Plan implementation, although a step beyond the foregoing planning process, was considered throughout the process so that realization of the plans could be fostered.

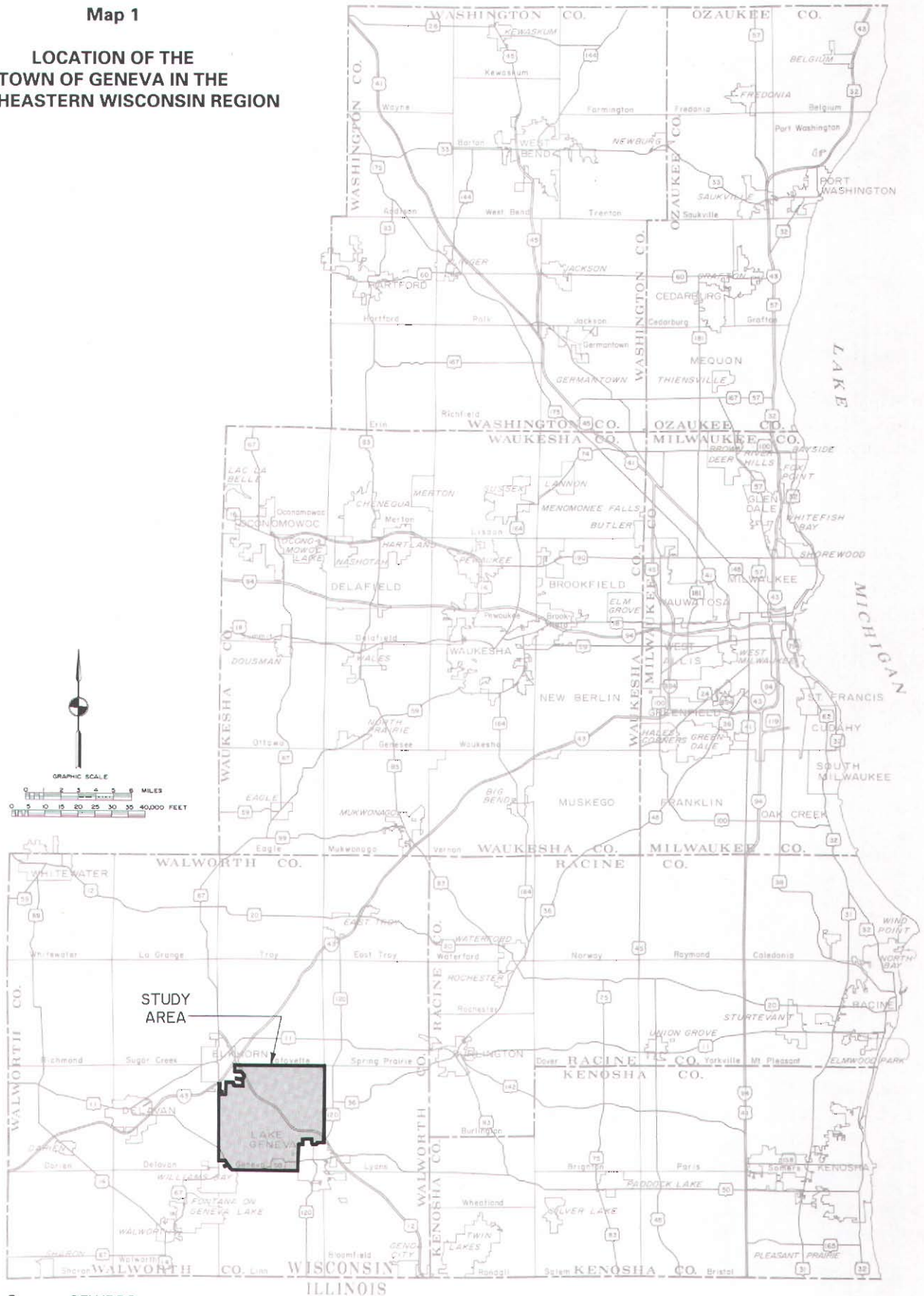
Inventory

Inventory is the first operational step of the land use planning process. It includes both the collating of existing information and the gathering of new information by direct measurement. Much of the necessary inventory data are available in the Southeastern Wisconsin Regional Planning Commission files. Data that are not available in the Commission files were collated from other sources or otherwise collected.

Where possible, inventories requiring graphic presentation were compiled using a geographic information system. Converting graphic data inventories to a computer-compatible format increased the options available in the presentation of material and in later steps of the planning process.

Map 1

**LOCATION OF THE
TOWN OF GENEVA IN THE
SOUTHEASTERN WISCONSIN REGION**



Source: SEWRPC.

Inventory data were grouped into three categories: 1) demographic and economic characteristics, 2) natural resource base features, and 3) existing land uses and land use regulations. Chapters II through IV address each of these inventory categories in succession.

Analyses and Forecast

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

Formulating Objectives

An objective is a goal toward the attainment of which a plan is directed. Because objectives are essentially statements of what the residents of a planning area value, opportunities for the public to participate in setting goals must be available. Since objectives serve as a guide in the design of the plan, they must be related in a demonstrable way to the physical development of the planning area. The objectives of the land use plan are presented in Chapter V.

Plan Design

Plan design is the heart of the planning process. The outputs of the three previous steps, inventory, analyses and forecasts, and formulation of objectives, become inputs in plan design. In this step, one plan is designed, or alternative plans are designed, to address the needs of the community while meeting overriding plan objectives. The land use plan is presented in Chapter VI.

Plan Evaluation

In the plan evaluation step, the ability of the plan or plan alternatives to meet the agreed-upon objectives

is studied. This step is important since it provides the opportunity to determine if the plan ultimately to be recommended is realistic, sound, and workable. If alternative plans have been designed, this step permits the study of each and the selection of the best.

Plan Refinement and Adoption

The last step in the planning process involves the presentation of the plan before a public forum, the refinement of the plan as necessary given the public input received, and the adoption of the plan by the Town Plan Commission. Upon adoption of the plan, it becomes a guide to local land use decision making.

Plan Implementation

Implementation of the adopted land use plan requires the use of several planning tools of a legal nature. A zoning ordinance and accompanying zoning map are used to legally assure that private development and redevelopment occur in conformance with the adopted plan. Zoning regulations govern, not only the types of land uses permitted in various parts of the community, but also the height and arrangement of buildings on the land, the intensity of the use of land, and the supporting facilities needed to carry out the intent of the land use plan. Land subdivision regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the plan with respect to the proposed land uses to be accommodated. Implementation of the plan should also be furthered by the formulation of public policies that will ensure plan implementation. Consideration of plan implementation issues and tools is included in Chapter VII of this report.

SUMMARY

This chapter has served as an introduction to the Town of Geneva Land Use Plan and planning process. It has cited the Wisconsin Statutes which authorize the Town to engage in land use planning, indicated that the Southeastern Wisconsin Regional Planning Commission has prepared regional comprehensive plan elements that will bear on planning efforts in the Town, and has summarized each of the six steps of the planning process. Chapter II will present an inventory and analysis of pertinent population and economic activity data.

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Chapter II

DEMOGRAPHIC BASE

INTRODUCTION

This chapter presents an inventory and analysis of the demographic base of the Town of Geneva. Nine specific statistical sets are presented: population trends, educational attainment, household and family income, household trends, housing stock characteristics, owner-occupied housing value, employment trends, workforce composition, and occupational characteristics. Comparisons, as appropriate, are made between the Town, Walworth County, and the Southeastern Wisconsin Region. Comparisons are also made, as appropriate, to other towns within Walworth County.

POPULATION

Population Trends

Historic population levels for the Region, Walworth County, and the Town of Geneva are set forth in Table 1. Both the Town and the County have experienced relatively significant and steady population growth since 1960. Indeed, between 1960 and 1990 the population of the Town increased by 1,219 persons, or by 54 percent, to 3,472 persons.

Despite the steady population gains made over the long term, the 1980s were marked by a population decline which included the 1989 annexation of populated lands by the City of Elkhorn. In more recent years the population of the Town has recovered from the loss experienced during the 1980s. The 1995 the Wisconsin Department of Administration estimate of population is 3,756 persons, about 8 percent greater than the 1990 level.

Educational Attainment

The level of educational attainment is an indicator of earning potential, which, in turn, influences such important choices as housing location, type, and size. Table 2 compares the educational attainment of Town residents with that of the residents of Walworth County and the Region. About 68 percent of the residents 25 years of age and older in the Town of Geneva, or 1,759 persons, have a high-school or higher level of education. This is somewhat lower than the educational attainment of the population of the County and the Region, where 79 percent of the respective populations have

attained to this level of education. This level is also lower than in other selected Towns in the County: Bloomfield, 70 percent; Delavan, 79 percent; and Sugar Creek, 79 percent.

Household and Family Income

The 1989 annual income levels in the Region, Walworth County, and the Town of Geneva are set forth in Table 3. For comparison and informational purposes, both the average and median incomes are presented. The median income level is found by listing, in a sequential order, the annual income of every household or family and selecting the value in the middle of the list. This middle value is generally used in summarizing income data because the average value can be inordinately affected by a relatively small number of households or families at the extreme high or low end of the income range.

A comparison of income levels among the three areas indicates that the 1989 annual median incomes for families and for households in the Town were somewhat lower than in the County or Region. The median annual household income in Geneva was \$27,545; in Walworth County, \$30,345; and in the Region, \$32,146. The median household income level in Geneva was also lower than in neighboring towns: Bloomfield, \$29,044; Delavan, \$31,225; and Sugar Creek, \$33,984.

HOUSEHOLDS

Household Trends

Trends in the number of households in the Region, Walworth County, and the Town of Geneva are indicated in Table 4. Both the Town and County have experienced significant gains in the number of new households over time. Between 1960 and 1990, the number of households in the Town increased by 654, or 117 percent. A net gain of 28 households was realized in the Town between 1980 and 1990 despite the aforereferenced annexation of Town lands to the City of Elkhorn. By 1990, there were 1,213 households in the Town of Geneva, about 97 percent of which were characterized by the U. S. Census as nonfarm residences.

While the number of households in the Town of Geneva has increased, the average size of a house-

Table 1

POPULATION LEVELS IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1960-1990

Year	Region			Walworth County			Town of Geneva		
	Population	Change from Previous Decade		Population	Change from Previous Decade		Population	Change from Previous Decade	
		Number	Percent		Number	Percent		Number	Percent
1960	1,573,614	--	--	52,368	--	--	2,253	--	--
1970	1,756,083	182,469	11.6	63,444	11,076	21.2	3,490	1,237	54.9
1980	1,764,796	8,713	0.5	71,507	8,063	12.7	3,933	443	12.7
1990	1,810,364	45,568	2.6	75,000	3,493	4.9	3,472	-461	-11.7

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

Table 2

EDUCATIONAL ATTAINMENT OF PERSONS 25 YEAR OLD AND OLDER IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1990

Educational Level Attained	Region		Walworth County		Town of Geneva	
	Number	Percent	Number	Percent	Number	Percent
Less than 9th Grade	87,026	7.6	3,652	7.8	336	13.0
9th to 12th Grade, No Diploma	154,773	13.4	6,154	13.2	487	18.9
High School Diploma (includes GED)	378,384	32.9	17,175	36.7	849	32.9
Some College, No Degree	222,708	19.3	8,937	19.1	488	18.9
Associate Degree	77,221	6.7	2,623	5.6	130	5.0
Bachelor's Degree	159,775	13.9	5,358	11.5	188	7.3
Graduate Degree	71,258	6.2	2,843	6.1	104	4.0
Total	1,151,145	100.0	46,742	100.0	2,582	100.0

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

hold has decreased, a trend seen throughout the Southeastern Wisconsin Region. The decline in households size reflects the fact that family sizes have become smaller and unmarried persons have increasingly tended to live away from relatives. In the Town of Geneva, the decline in average household size contributed to the population losses experienced during the 1980s. During this decade average household size decreased by nearly 11 percent, from 2.83 persons per household in 1980 to 2.53 persons per household in 1990 (see Table 5).

Housing Stock Characteristics

Housing characteristics for the Region, Walworth County, and the Town of Geneva are set forth in Table 6. Within the Town in 1990, there were 2,100 housing units. About 74 percent of the units, or 1,556, were considered to be year-round residences.

The remaining 26 percent, or 544 units, were considered to be seasonal, recreational, or occasional-use units.

Of the year-round units, 964, or 62 percent, were owner-occupied; about 249, or 16 percent, were renter-occupied. As may be expected because of the rural nature of the Town, a smaller portion of the housing units in Geneva were renter-occupied than in the County or Region. The remaining 343 year-round housing units, or about 22 percent, were classified by the 1990 U. S. Census as vacant. About 60 percent of these vacant units were classified as condominium dwellings and were located in the Interlaken Condominium and Resort complex on the south shore of Lake Como. The removal of these vacant condominium units from the universe of year-round housing units yields a more reasonable

Table 3

HOUSEHOLD AND FAMILY INCOME IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1989

Range	Region				Walworth County				Town of Geneva			
	Households		Families		Households		Families		Households		Families	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Less than \$5,000	24,879	3.7	11,757	2.5	987	3.6	299	1.6	56	4.4	31	3.6
\$5,000 to \$9,999	63,191	9.3	26,032	5.5	2,335	8.5	626	3.3	93	7.3	18	2.1
\$10,000 to \$12,499	29,465	4.4	13,128	2.8	1,399	5.1	637	3.3	70	5.5	26	3.0
\$12,500 to \$14,999	26,147	3.9	12,932	2.7	1,069	3.9	571	3.0	69	5.4	55	6.3
\$15,000 to \$17,499	29,003	4.3	15,821	3.3	1,571	5.7	806	4.2	77	6.0	49	5.6
\$17,500 to \$19,999	27,707	4.1	15,741	3.3	1,260	4.6	813	4.3	49	3.8	11	1.3
\$20,000 to \$22,499	30,503	4.5	17,930	3.8	1,383	5.0	785	4.1	87	6.8	51	5.9
\$22,500 to \$24,999	26,473	3.9	17,313	3.7	1,246	4.5	902	4.7	113	8.8	99	11.4
\$25,000 to \$27,499	30,020	4.4	19,757	4.2	1,309	4.7	897	4.7	25	2.0	26	3.0
\$27,500 to \$29,999	24,880	3.7	17,590	3.7	1,077	3.9	859	4.5	55	4.3	43	4.9
\$30,000 to \$32,499	30,327	4.5	21,487	4.5	1,242	4.5	929	4.9	22	1.7	9	1.0
\$32,500 to \$34,999	24,118	3.6	18,614	3.9	1,172	4.2	997	5.2	30	2.3	29	3.3
\$35,000 to \$37,499	27,610	4.1	20,837	4.4	1,129	4.1	909	4.8	79	6.2	64	7.3
\$37,500 to \$39,999	23,380	3.5	18,537	3.9	954	3.5	792	4.2	23	1.8	20	2.3
\$40,000 to \$42,499	27,513	4.1	22,056	4.7	1,253	4.5	1,034	5.4	54	4.2	20	2.3
\$42,500 to \$44,999	21,174	3.1	18,038	3.8	805	2.9	693	3.6	49	3.8	49	5.6
\$45,000 to \$47,499	22,261	3.3	18,788	4.0	854	3.1	705	3.7	24	1.9	13	1.5
\$47,500 to \$49,999	18,646	2.8	16,070	3.4	794	2.9	630	3.3	39	3.0	29	3.3
\$50,000 to \$54,999	34,933	5.2	30,624	6.5	1,361	4.9	1,182	6.2	73	5.7	50	5.7
\$55,000 to \$59,999	26,800	4.0	23,617	5.0	958	3.5	883	4.6	67	5.2	67	7.7
\$60,000 to \$74,999	52,685	7.8	47,097	10.0	1,659	6.0	1,535	8.1	71	5.5	69	7.9
\$75,000 to \$99,999	31,826	4.7	28,301	6.0	1,101	4.0	988	5.2	37	2.9	31	3.6
\$100,000 to \$124,999	10,308	1.5	9,347	2.0	312	1.1	250	1.3	16	1.3	10	1.1
\$125,000 to \$149,999	4,091	0.6	3,777	0.8	100	0.4	92	0.5	0	0.0	0	0.0
\$150,000 or More	8,653	1.3	7,755	1.6	285	1.0	246	1.3	2	0.2	2	0.2
Total	676,593	100.0	472,946	100.0	27,615	100.0	19,060	100.0	1,280	100.0	871	100.0
Mean Income	\$38,541	--	\$44,401	--	\$36,056	--	\$42,007	--	\$32,612	--	\$36,749	--
Median Income	\$32,146	--	\$38,516	--	\$30,345	--	\$36,125	--	\$27,545	--	\$34,009	--

NOTE: Percents may not total to 100.0 due to rounding.

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

Table 4

HOUSEHOLDS IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1960-1990

Year	Region			Walworth County			Town of Geneva		
	Households	Change from Previous Decade		Households	Change from Previous Decade		Households	Change from Previous Decade	
		Number	Percent		Number	Percent		Number	Percent
1960	465,913	--	--	15,414	--	--	559	--	--
1970	536,486	70,573	15.1	18,544	3,130	20.3	917	358	64.0
1980	627,955	91,469	17.0	24,789	6,245	33.7	1,185	268	29.2
1990	676,107	48,152	7.7	27,620	2,831	11.4	1,213	28	2.4

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

level of vacancy of about 10 percent of year-round units. This level of vacant housing units is nevertheless higher than in the neighboring towns of Bloomfield, 4 percent; Delavan, 8 percent; and Sugar Creek, 3 percent.

Value of Housing Units

Table 7 sets forth the value of owner-occupied housing units in 1990 in the Region, Walworth County, and the Town of Geneva. The value, as recorded by the U. S. Census, is the homeowner's

Table 5

PERSONS PER HOUSEHOLD IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1960-1990

Year	Region			Walworth County			Town of Geneva		
	Persons per Household ^a	Change from Previous Decade		Persons per Household ^a	Change from Previous Decade		Persons per Household ^a	Change from Previous Decade	
		Number	Percent		Number	Percent		Number	Percent
1960	3.30	--	--	3.28	--	--	3.33	--	--
1970	3.20	-0.10	-3.0	3.16	-0.12	-3.7	3.15	-0.18	-5.4
1980	2.75	-0.45	-14.1	2.74	-0.42	-13.3	2.83	-0.32	-10.2
1990	2.62	-0.13	-4.7	2.60	-0.14	-5.1	2.53	-0.30	-10.6

^aPersons living in group quarters, e.g., correctional institutions, nursing homes, and college dormitories, are not included in the calculation of persons per household.

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

Table 6

HOUSING CHARACTERISTICS OF THE REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1990

Status of Housing Unit	Region			Walworth County			Town of Geneva		
	Number	Percent of Subtotal	Percent of Total	Number	Percent of Subtotal	Percent of Total	Number	Percent of Subtotal	Percent of Total
Year-Round Housing Units									
Owner-Occupied	414,049	58.9	57.7	18,467	63.2	50.0	964	62.0	45.9
Renter-Occupied	262,058	37.2	36.6	9,153	31.3	24.8	249	16.0	11.9
Vacant	27,378	3.9	3.8	1,611	5.5	4.3	343	22.0	16.3
Subtotal	703,485	100.0	98.1	29,231	100.0	79.1	1,556	100.0	74.1
Seasonal Housing Units	13,690	--	1.9	7,706	--	20.9	544	--	25.9
Total Housing Units	717,175	--	100.0	36,937	--	100.0	2,100	--	100.0

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

estimate of what the property, house and lot, would bring on the market if it were sold. Value data for mobile homes and units on 10 acres or more were excluded by the U. S. Census in this tabulation.

The average value of owner-occupied housing units in the Town, about \$78,200, was about \$6,400 lower than the average value in the County and about \$7,600 lower than the average value in the Region. About 58 percent of owner-occupied housing units in the Town were valued at between \$50,000 and \$125,000. This compares to 67 percent and 68 percent, respectively for the County and Region; and 58 percent, 67 percent, and 70 percent for the Towns of Bloomfield, Delavan, and Sugar Creek, respectively. The 1990 average value in the Town of

Geneva was greater than the values in the Towns of Bloomfield (\$67,700) and Sugar Creek (\$74,300) and somewhat lower than the value in the Town of Delavan (\$88,600).

EMPLOYMENT

Employment Trends

Trends in job growth in the Region, Walworth County, and the Town of Geneva are set forth in Table 8. The jobs are enumerated at their location and the data thus referred to as "place of work" employment data. Table 8 does not refer to the residency of persons holding particular jobs, nor whether the jobs are part-time or full-time employment.

Table 7

**VALUE OF SPECIFIED OWNER-OCCUPIED HOUSING UNITS IN THE
REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1990**

Range	Region		Walworth County		Town of Geneva	
	Number	Percent	Number	Percent	Number	Percent
Less than \$15,000	1,263	0.4	25	0.2	0	0.0
\$15,000 to \$19,999	1,506	0.4	76	0.5	8	1.0
\$20,000 to \$24,999	3,092	0.9	153	1.0	0	0.0
\$25,000 to \$29,999	4,548	1.3	162	1.1	16	2.1
\$30,000 to \$34,999	8,719	2.5	380	2.6	34	4.5
\$35,000 to \$39,999	11,952	3.5	600	4.1	43	5.7
\$40,000 to \$44,999	14,254	4.1	715	4.9	54	7.1
\$45,000 to \$49,999	17,887	5.2	940	6.4	79	10.4
\$50,000 to \$59,999	45,791	13.3	2,347	16.0	75	9.9
\$60,000 to \$74,999	72,105	20.9	3,357	22.8	170	22.4
\$75,000 to \$99,999	80,918	23.5	2,987	20.3	128	16.9
\$100,000 to \$124,999	36,619	10.6	1,195	8.1	70	9.2
\$125,000 to \$149,999	19,829	5.8	557	3.8	26	3.4
\$150,000 to \$174,999	9,248	2.7	392	2.7	18	2.4
\$175,000 to \$199,999	5,446	1.6	200	1.4	14	1.8
\$200,000 to \$249,999	5,393	1.6	242	1.6	9	1.2
\$250,000 to \$299,999	2,527	0.7	133	0.9	15	2.0
\$300,000 to \$399,999	2,195	0.6	123	0.8	0	0.0
\$400,000 to \$499,999	708	0.2	51	0.3	0	0.0
\$500,000 or More	638	0.2	75	0.5	0	0.0
Total	344,638	100.0	14,710	100.0	759	100.0
Mean Value	\$85,749	--	\$84,596	--	\$78,169	--

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

As indicated in Table 8, employment growth was significant in the Town between 1970 and 1990, increasing by about 1,275 jobs, or by about 138 percent, from about 925 jobs in 1970 to about 2,200 jobs in 1990. The largest absolute increase in employment in the Town occurred during the 1970s, when about 765 jobs were added to the employment base. About 60 percent of all jobs in the Town in 1990 were located on the Walworth County Institutions grounds, including Lakeland Medical Center.

Occupational Characteristics

Employed persons 16 years of age or older by class of worker in the Region, Walworth County, and the Town of Geneva in 1990 are set forth in Table 9. In this data set, employed persons, the "civilian labor force," are enumerated where they reside and, thus, the data provided in Table 9 are often referred to as "place of residence" employment data. In 1990,

about 88 percent of the 1,427-person labor force in Geneva, or 1,256 persons, were private wage or salary workers; about 6 percent, or 83 persons, were Federal, State, or local government workers; and about 6 percent, or 88 persons, were self-employed.

Table 10 shows the employed labor force by occupational group in the Region, Walworth County, and the Town of Geneva. The distribution among the various occupational groups of employed persons in the Town is generally consistent with that observed in the County and Region. The occupational group employing the greatest number of Geneva residents can be characterized as precision production, craft, and repair. About 240 persons in the Town, or about 17 percent of employed persons, were members of this occupational group. Machine operators, assemblers, and inspectors comprised an additional 15 percent of the Town labor force, accounting for 217 persons.

Table 8

HISTORIC EMPLOYMENT IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1970-1990

Year	Region			Walworth County			Town of Geneva		
	Employment	Change from Previous Decade		Employment	Change from Previous Decade		Employment	Change from Previous Decade	
		Number	Percent		Number	Percent		Number	Percent
1970	753,700	--	--	24,500	--	--	925	--	--
1980	884,200	130,500	17.3	31,100	6,600	26.9	1,690	765	82.7
1990	990,300	106,100	12.0	37,100	6,000	19.3	2,200	510	30.2

Source: SEWRPC.

Table 9

EMPLOYED PERSONS 16 YEARS OLD AND OLDER BY CLASS OF WORKER
IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1990

Class	Region		Walworth County		Town of Geneva	
	Number	Percent	Number	Percent	Number	Percent
Private Wage and Salary Worker	739,155	83.7	29,747	78.1	1,256	88.0
Federal Government Worker	15,469	1.7	338	0.9	6	0.4
State Government Worker	16,486	1.9	1,641	4.3	2	0.1
Local Government Worker	69,574	7.9	3,213	8.4	75	5.3
Self-Employed Worker	39,608	4.5	2,911	7.7	88	6.2
Unpaid Family Worker	2,424	0.3	243	0.6	0	0.0
Total	882,716	100.0	38,093	100.0	1,427	100.0

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

Table 10

EMPLOYED PERSONS 16 YEARS OLD AND OLDER BY OCCUPATION IN
THE REGION, WALWORTH COUNTY, AND THE TOWN OF GENEVA: 1990

Range	Region		Walworth County		Town of Geneva	
	Number	Percent	Number	Percent	Number	Percent
Managerial and Professional Specialty						
Executive, Administrative, and Managerial	103,680	11.7	3,551	9.3	123	8.6
Professional Specialty	122,673	13.9	4,664	12.2	162	11.4
Technical, Sales, Administrative Support						
Technicians and Related Support	31,301	3.5	902	2.4	17	1.2
Sales	103,033	11.7	4,051	10.6	122	8.5
Administrative Support, including Clerical	150,205	17.0	5,288	13.9	191	13.4
Service						
Private Household	1,758	0.2	85	0.2	0	0.0
Protective Service	12,724	1.4	452	1.2	14	1.0
Service, except Protective and Household	98,458	11.2	4,884	12.8	104	7.3
Farming, Forestry, and Fishing	9,288	1.1	1,431	3.8	95	6.7
Precision Production, Craft, Repair	103,690	11.7	4,976	13.1	240	16.8
Operators, Fabricators, and Laborers						
Machine Operators, Assemblers, Inspectors	80,106	9.1	4,492	11.8	217	15.2
Transportation and Material Moving	32,522	3.7	1,610	4.2	79	5.5
Handlers, Equipment Cleaners, Helpers, Laborers ...	33,278	3.8	1,707	4.5	63	4.4
Total	882,716	100.0	38,093	100.0	1,427	100.0

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

CONCLUSION

Inventory is the first operational step in the planning process. It is important that the planning area be properly described before recommendations that will invariably affect the future of that area are formulated. This chapter has presented the first inventory set, the demographic and employment base.

The Town has experienced steady growth in new households and jobs since 1960, and while the population declined during the 1980s, due largely to annexation of Town lands by the City of Elkhorn, residents continue to move to the Town in sig-

nificant numbers. Between 1990 and 1995, the Town population increased by 8 percent, from 3,472 to 3,756 persons. Anticipated future changes in population, households, and employment will help determine the planned extent and intensity of future development.

Educational attainment, household and family income, and housing values are generally lower in the Town than in the Region and County. While these findings alone do not indicate that the residents of the Town experience a lower quality of life than residents in the County at large, these data sets should be continually monitored by the Town as part of an overall approach to assessing land use and development needs and opportunities.

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Chapter III

NATURAL RESOURCE BASE

INTRODUCTION

The wise use and preservation of the natural resources of an area are vital to its sound development. This land use planning effort recognizes that the natural resources of the Town are limited and that urban and rural development need to be properly adjusted to the natural resource base to avoid serious environmental problems and to maintain resources for the future. Accordingly, this chapter presents the results of a careful inventory and analysis of the natural resource base of the Town of Geneva.

Included in this chapter is definitive information regarding soil resources, topography, surface water and water-related resources, State-defined natural areas, and park and open space sites. The environmentally sensitive natural resources described in this chapter, hydric soils, lakes, streams, floodlands, wetlands, woodlands, steep slopes, wildlife habitat, generally occur in elongated areas of the landscape and are interdependent. The wise use and preservation of one resource is key to the continued existence of others. The areas of natural resource concentration have long been delineated by the Regional Planning Commission and have become widely known as environmental corridors. This chapter, thus, describes the environmental corridors in the Town of Geneva and the vital functions these corridors perform. Unless otherwise indicated, the data presented in this chapter, based upon 1990 corporate limits, pertain to the Town of Geneva.

SOIL PROPERTIES

Soil properties exert a strong influence on the use of land. They also constitute an irreplaceable resource, making an examination of how soils can best be used and managed necessary in any sound land use planning effort.

The soil-based information presented in this chapter is based upon the Walworth County soil survey report prepared by the U. S. Soil Conservation Service¹ under a 1963 cooperative agreement with

the Southeastern Wisconsin Regional Planning Commission. The soil survey data are maintained current by the Commission and are definitive with respect to physical, chemical, and biological properties. The survey also includes interpretations of the soil properties for planning, engineering, agricultural, and resource-conservation purposes.

Soil Suitability for Residential Development Served by Public Sanitary Sewers

The soil survey indicates that about 10 square miles, or about 31 percent of the area of the Town, are covered by soils that have severe limitations for residential development with public sanitary-sewer service. Such areas may also be considered poorly suited for residential development of any kind (see Map 2). Urban development on these lands may be expected to result in failing foundations for buildings, roadways, walks, and parking areas; wet basements with excessive operation of sump pumps; excessive infiltration of clear water into sanitary-sewer systems; and drainage and flooding problems.

Soil Suitability for Onsite Sewage-Disposal Systems

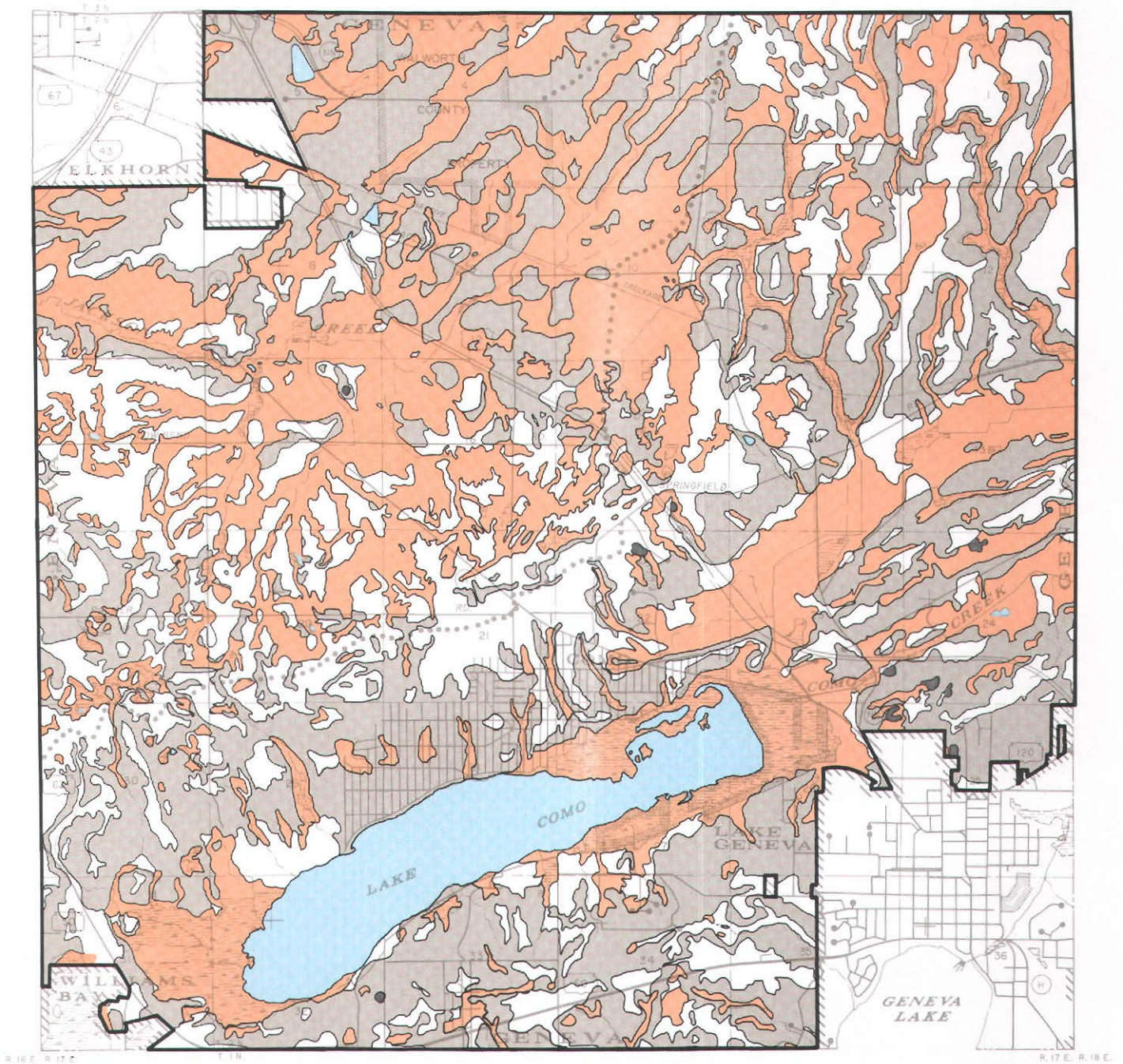
As shown in Table 11 and Map 3, at least 11 square miles, or 35 percent of the area of the Town, are covered by soils unsuitable for the use of conventional onsite sewage-disposal systems, septic tanks.² Such soils have low permeability rates, high or fluctuating water tables, high shrink-swell ratios, and may be located on steep slopes and be subject to flooding and surface ponding. The suitability of an additional 17 square miles cannot be determined without detailed site inspections. Such inspections would probably reveal additional lands that have underlying soils unsuitable for the use of absorption fields for septic tank effluent. As shown in Table 11, only two square miles, or 6 percent of the Town, can be definitively identified on the basis of the soil surveys as suitable for the use of septic tanks.

²These soils are unlikely to meet the criteria in Chapter ILHR 83 of the Wisconsin Administrative Code, which governs the siting of conventional onsite sewage-disposal systems.

¹Now known as the U. S. Natural Resources Conservation Service.

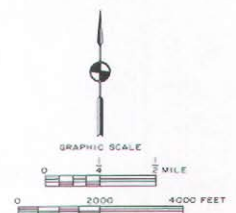
Map 2

**SUITABILITY OF SOILS FOR RESIDENTIAL DEVELOPMENT WITH
PUBLIC SANITARY-SEWER SERVICE IN THE TOWN OF GENEVA**



LEGEND

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



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

Mound-type sewage-disposal systems have been developed to increase the land area on which onsite sewage-disposal systems may be developed. Because the use of mound systems is not meaningfully limited by the absorption capacity of soils or by concerns with excavation and underground installation, more land is suitable for mound systems than for septic tank systems. As shown in Table 11 and Map 4, on the basis of the soil survey data, about 16 square miles, or 51 percent of the Town, are likely to be suitable for the use of mound systems.

It should be noted that Maps 3 and 4 are intended to illustrate the overall pattern of soil suitability for onsite sewage-disposal systems. Detailed site investigations based upon the requirements of Chapter ILHR 83 of the Wisconsin Administrative Code are essential to determine whether or not soils on any specific tract of land are suitable for development with either type of onsite sewage-disposal system.

Soil Suitability for Agriculture

Much of the Town is covered by soils which are well suited for the production of crops. The agricultural capability classes of soils, based upon the U. S. Natural Resources Conservation Service classification system, is shown on Map 5. Table 12 provides a qualitative description of each capability class. Under the Walworth County Zoning Ordinance, the A-1, Prime Agriculture Land District, was established to maintain, preserve, and enhance agricultural lands historically exhibiting high crop yields. Such lands have been designated National Prime Farmland and Farmland of Statewide Significance and the soils underlying these lands are generally of Capability Class I, II, or III.

Steep Slopes

Slope is an especially important determinant of the practicable uses of land. Lands with steep slopes are generally poorly suited for urban development and for most agricultural purposes. Furthermore, steeply sloped areas often have an abundant diversity of plant and animal life compared to surrounding lands. The adverse impacts of developing steep slopes are often directly related to storm-water runoff and erosion problems and may reduce surface water quality especially when adjacent to watercourses.

The soil survey also provides data on the location and severity of steep slopes in the Town. Areas having a slope of 12 percent or greater encompass about 3.1 square miles, or 10 percent of the area of

Table 11

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

Classification	Conventional Systems		Mound Systems	
	Square Miles	Percent of Total Area	Square Miles	Percent of Total Area
Unsuitable Land	11.1	34.6	11.5	35.8
Undetermined Land	17.4	54.2	2.6	8.1
Suitable Land	1.9	5.9	16.3	50.8
Other ^a	1.7	5.3	1.7	5.3
Total	32.1	100.0	32.1	100.0

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

Source: SEWRPC.

the Town. As shown on Map 6, steep slopes are generally located adjacent to watercourses and in the Lake Como subwatershed. In general, slopes of 12 percent or greater should be considered unsuitable for urban development.

WATERSHED FEATURES AND TOPOGRAPHY

The Town of Geneva is located within the Fox River and Rock River watersheds, both parts of the Mississippi River drainage system. The watersheds in the Town are composed of subwatersheds: Jackson Creek, Sugar Creek, Ore Creek, Lake Como, Como Creek, Lake Geneva, and White River. These, in turn, are composed of subbasins (see Map 7).

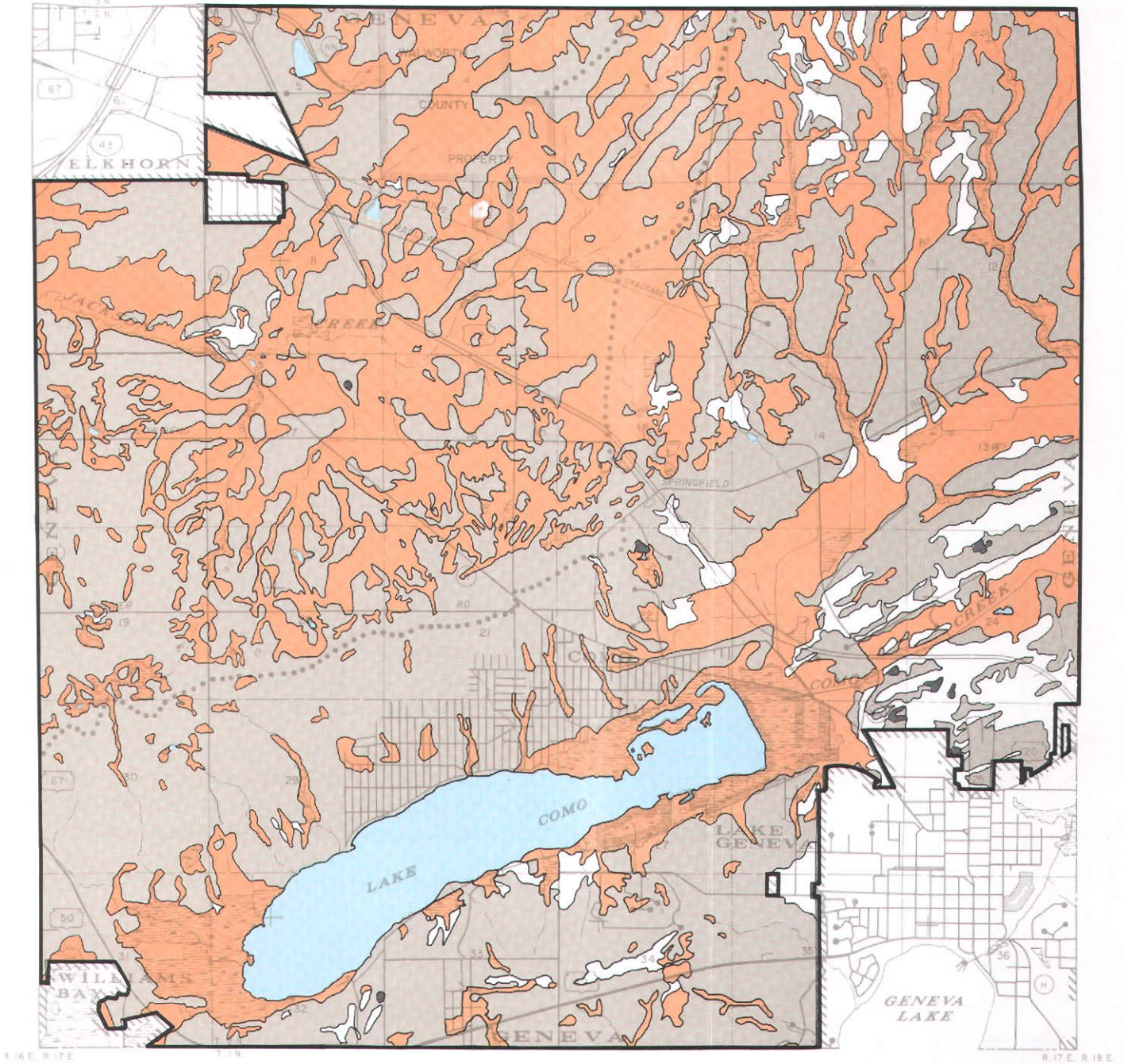
The boundaries of the watersheds, subwatersheds, and subbasins are defined by topography, or the relative elevation of the land surface. Ridges separate the various watersheds and drainage basin areas; the topography of each basin determines the pattern of stormwater runoff. The topography of the Town, shown by ten-foot-interval contours on Map 7, is nearly level and gently rolling in the Rock River watershed and more hilly and steeply sloping in the Fox River watershed.

SURFACE WATER RESOURCES

Surface water resources, lakes, rivers and streams, floodlands, and wetlands, are important influences on the physical development of the Town. Lake

Map 3

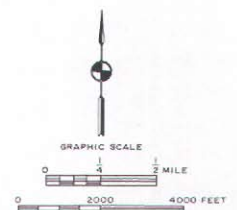
SUITABILITY OF SOILS FOR CONVENTIONAL ONSITE SEWAGE DISPOSAL IN THE TOWN OF GENEVA



LEGEND

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

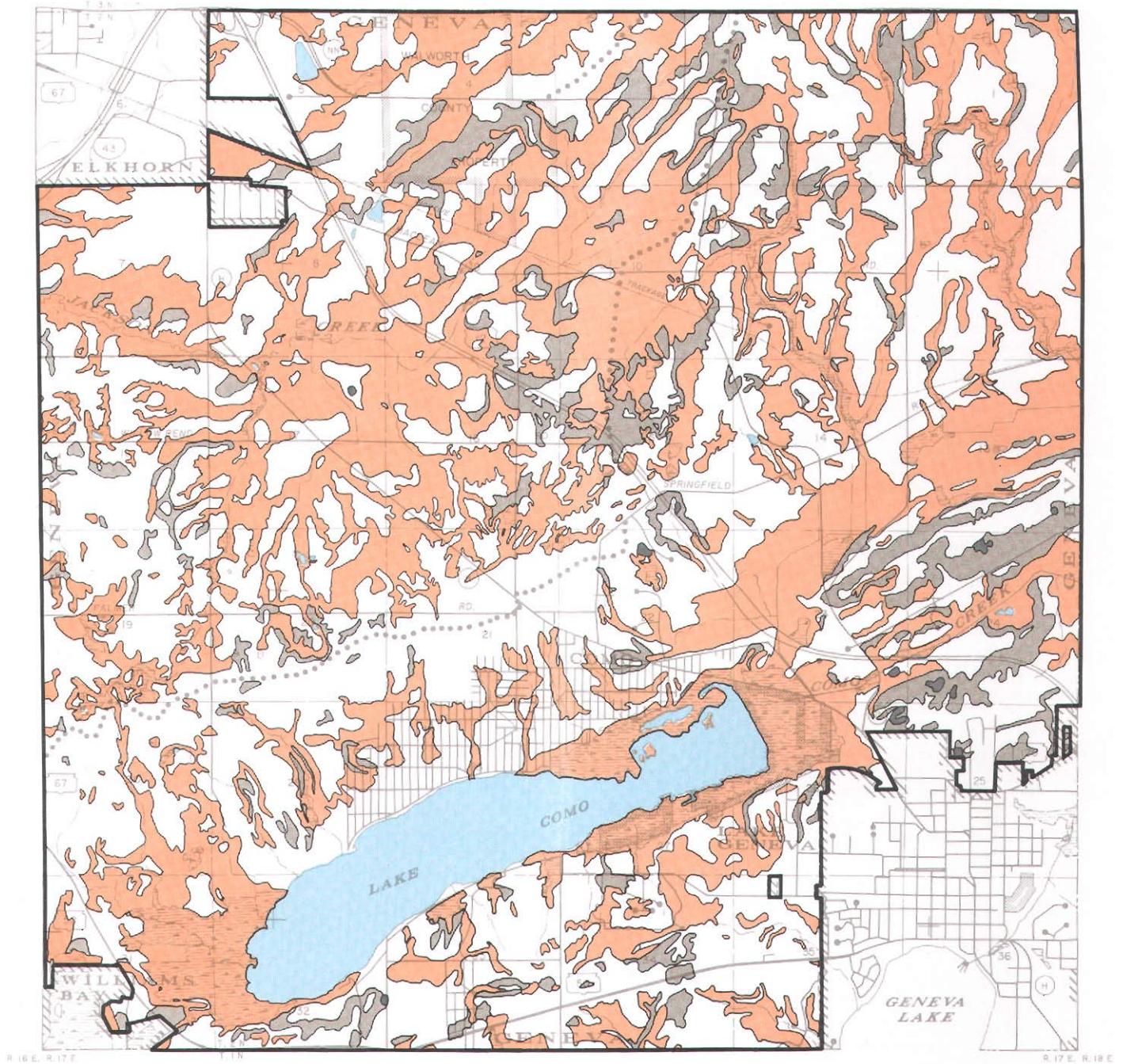
NOTE: ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEM.



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

Map 4

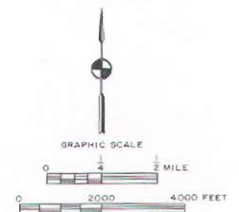
SUITABILITY OF SOILS FOR MOUND SEWAGE DISPOSAL IN THE TOWN OF GENEVA



LEGEND

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

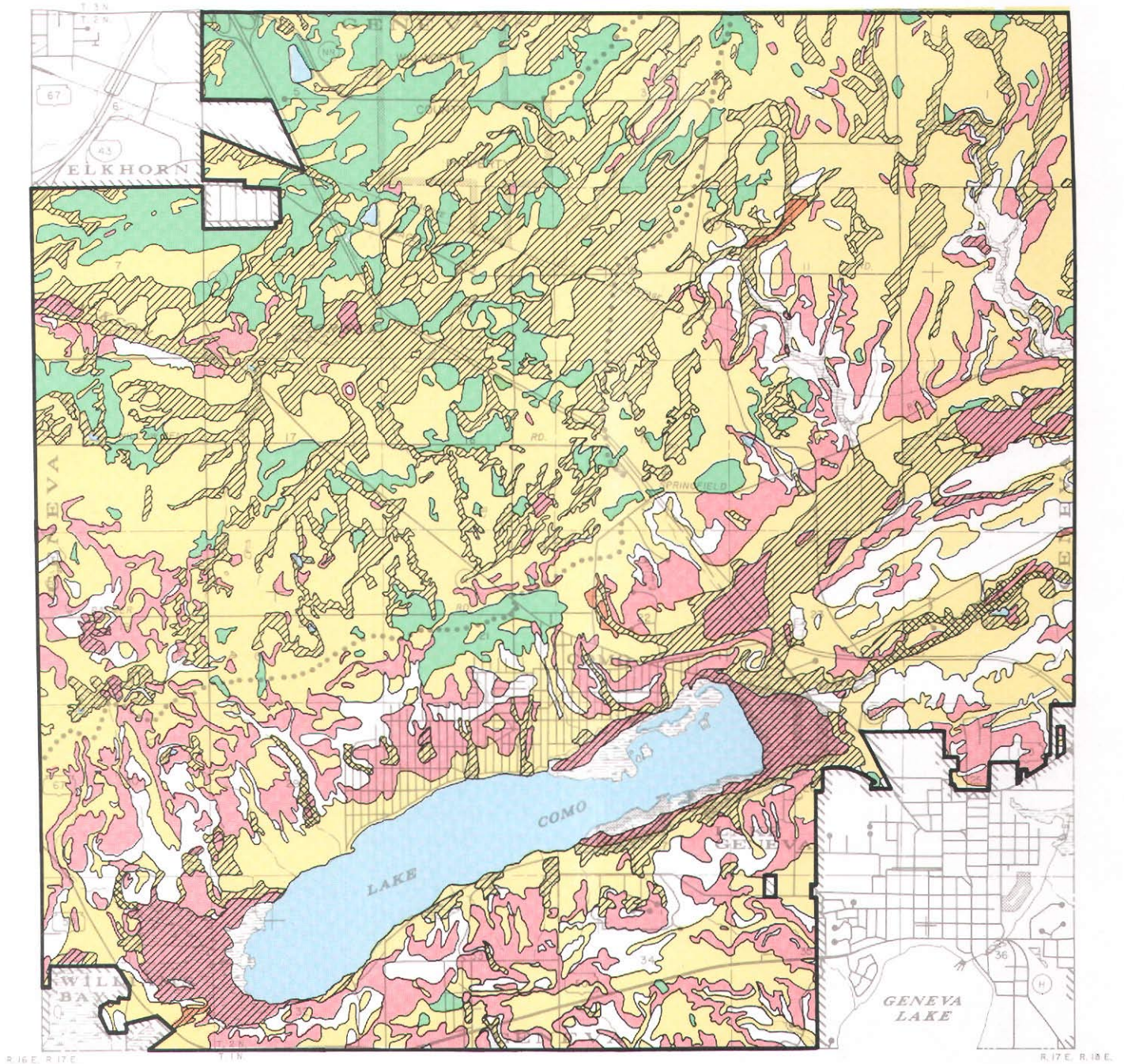
NOTE: ONSITE INVESTIGATIONS ARE ESSENTIAL TO THE DETERMINATION OF WHETHER ANY SPECIFIC TRACT OF LAND IS SUITABLE FOR DEVELOPMENT SERVED BY A MOUND SEWAGE DISPOSAL SYSTEM.



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

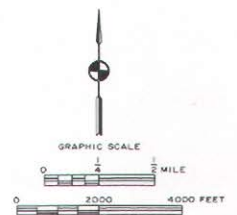
Map 5

AGRICULTURAL SOIL CAPABILITY CLASS OF SOILS IN THE TOWN OF GENEVA



LEGEND

- CLASS I
- CLASS II
- CLASS II IF DRAINED; UNDRAINED SOILS ARE CLASS V OR VI
- CLASS II IF DRAINED; UNDRAINED SOILS ARE CLASS III
- CLASS III
- CLASS III IF DRAINED; UNDRAINED SOILS ARE CLASS V
- CLASS IV, V, VI, AND VII SOILS AND UNCLASSIFIED AREA
- SURFACE WATER



Source: U. S. Natural Resources Conservation Service Field Office Technical Guide for Walworth County and SEWRPC.

Table 12

**AGRICULTURAL SOIL CAPABILITY
CLASSES ESTABLISHED BY THE
U. S. DEPARTMENT OF AGRICULTURE
NATURAL RESOURCES CONSERVATION SERVICE**

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

Source: U. S. Natural Resources Conservation Service.

Como in particular has provided the setting for the community of Como, on the north shore, and for the development of resort, condominium, and single-family residential land uses on the south shore. The presence of floodlands and wetlands and the regulations enacted to protect these resources are important determinants of the location and intensity of both rural and urban development in the Town.

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

Lakes

Lake Como, located between two ridges of glacial drift, is the major surface water resource in the Town (see Map 7). The eastern portion of the lake

was a marsh before an earthen dike at its outlet to Como Creek was constructed in 1934. This control structure artificially raised the water level by three feet, a significant increase considering the average depth of the lake is just over four feet. The current outlet structure consists of a concrete dam with two twelve-foot-wide, manually operated stop gates to control water level. Pertinent characteristics of Lake Como are provided in Table 13.

Water inflow to Lake Como comes from three sources: groundwater, precipitation on the lake surface, and surface water inflows consisting of stormwater runoff from the direct drainage area and streamflow. Most of the streams flowing into the Lake are intermittent, flowing only during periods of snowmelt and rainfall. Lake water losses occur by discharge to the groundwater, evapotranspiration, and outflow through Como Creek. A reliable hydrologic budget for Lake Como has not been prepared to date; therefore, the absolute and percentage amounts of the component inflows and outflows are unknown.

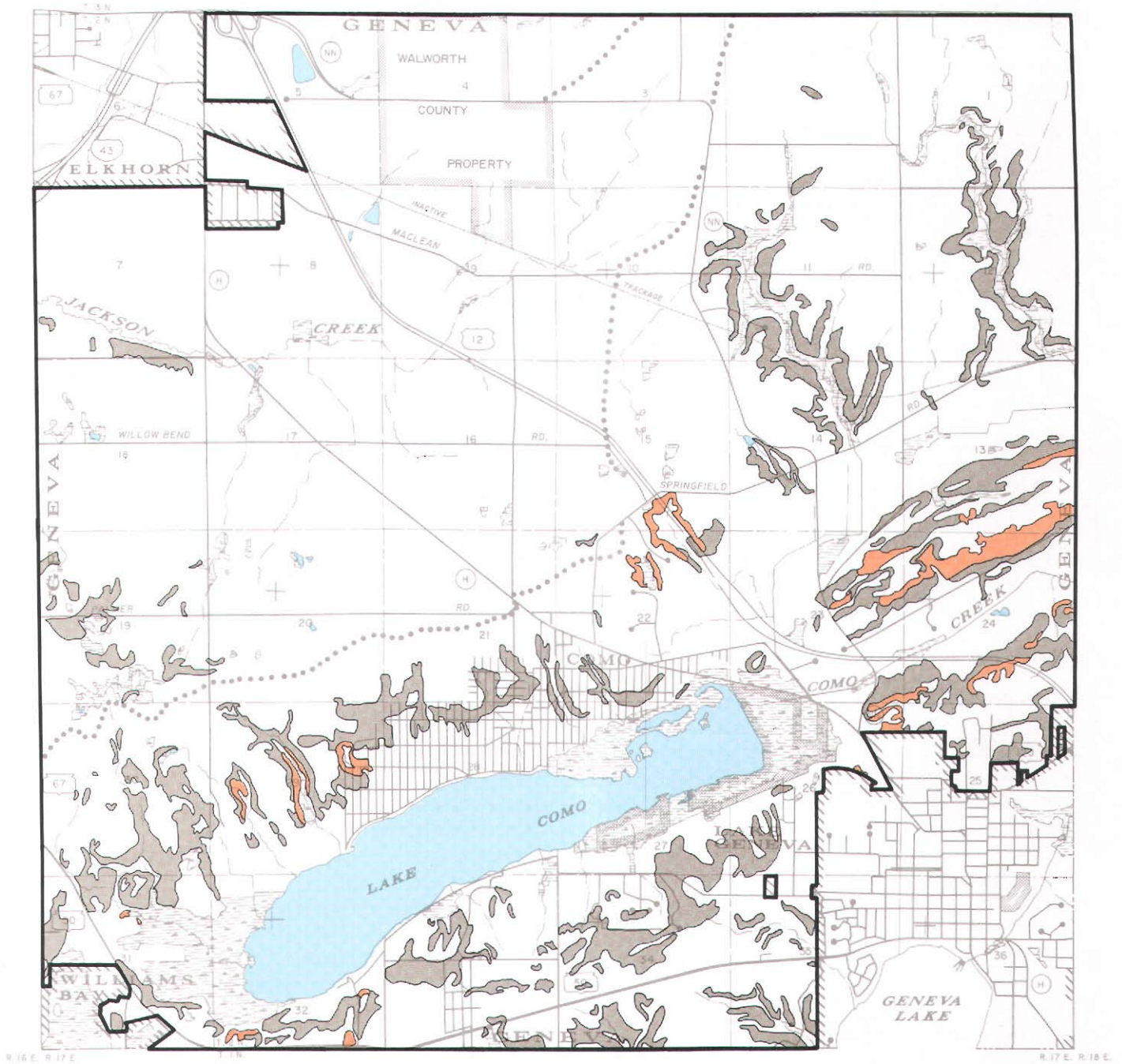
Studies were conducted of the water quality of Lake Como in the late 1960s and early 1970s.³ They focussed on water clarity, nutrient concentrations, and dissolved oxygen concentrations. Though dated, the studies provide a basis for reasonable and conservative assessments of water quality. Neither the intensity of urban development within the Lake Como subwatershed nor the Lake's water levels have changed markedly since the studies were undertaken. It is, however, anticipated that nutrient concentrations in the Lake have increased because of septic system failures on the north shore.

- Water Clarity: Water clarity was found to be low. Bottom sediments are continually stirred and suspended throughout the water column and lake biomass, particularly algae, is abundant.

³Ronald Poff, C. W. Threinen, Donald Mraz, Wilbur Byam, Ronald Piening, Brian Belonger, Warren Churchill, and D. John O'Donnell, Como Lake. An Inventory with Planning Recommendations, Lake Report No. FX-4, Wisconsin Department of Natural Resources, Madison, 1969, and U. S. Environmental Protection Agency National Eutrophication Survey, Report on Como Lake, Walworth County, Wisconsin, Working Paper No. 60, Washington, D. C., 1975.

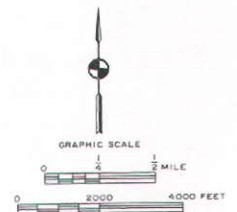
Map 6

STEEP SLOPES IN THE TOWN OF GENEVA



LEGEND

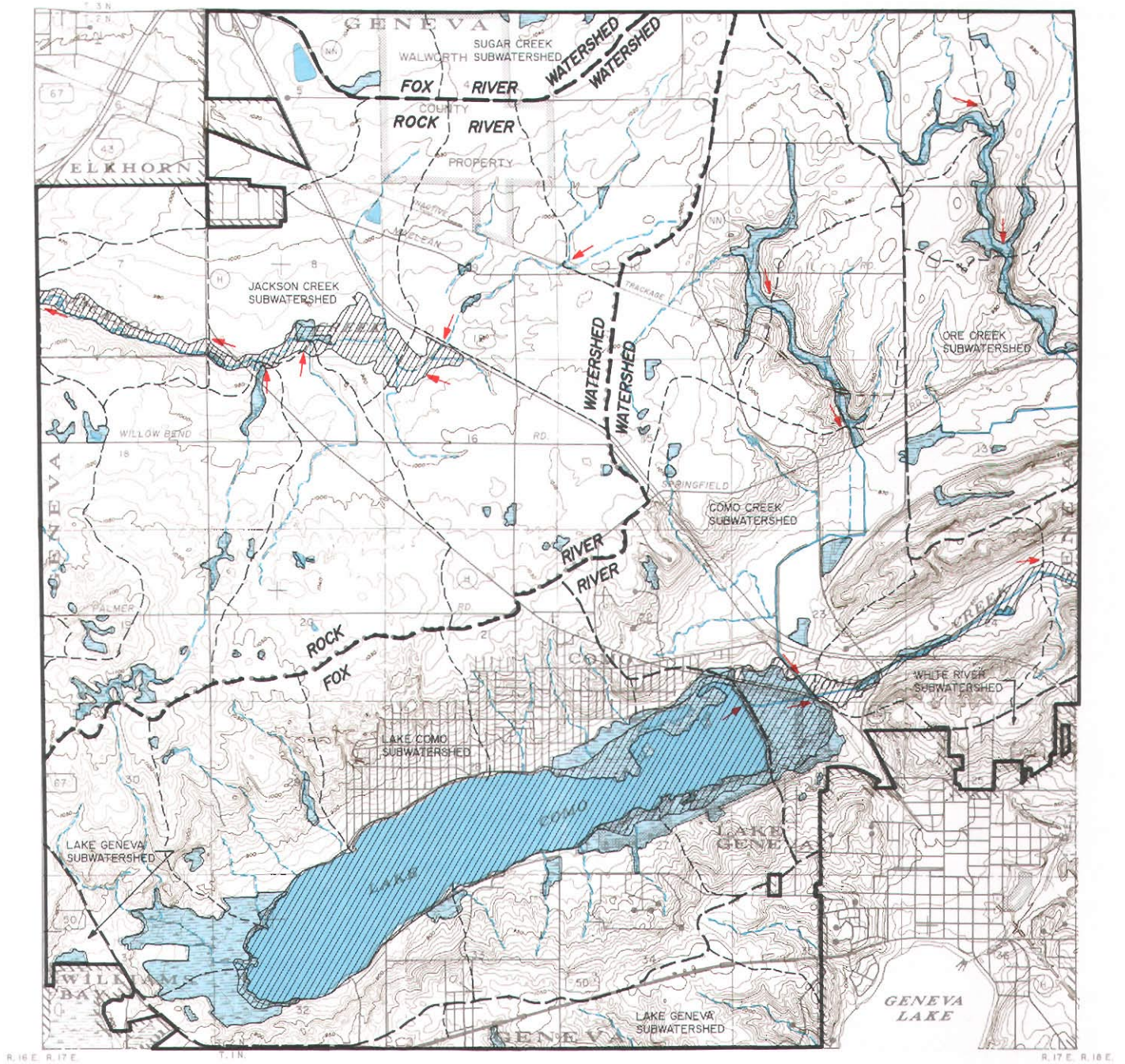
- SOILS HAVING SLOPES RANGING FROM 0 TO 12 PERCENT
- SOILS HAVING SLOPES RANGING FROM 12 TO 20 PERCENT
- SOILS HAVING SLOPES OF 20 PERCENT OR MORE
- SURFACE WATER



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

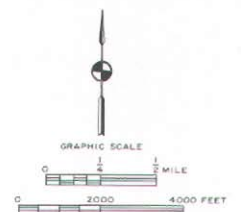
Map 7

SURFACE WATER RESOURCES IN THE TOWN OF GENEVA



LEGEND

- | | | | |
|--|-------------------------------|--|------------------------------|
| | 10-FOOT CONTOUR INTERVAL LINE | | 100-YEAR FLOODPLAIN BOUNDARY |
| | WATERSHED BOUNDARY | | WETLANDS |
| | SUBWATERSHED BOUNDARY | | SURFACE WATER |
| | SUBBASIN BOUNDARY | | |
| | PERENNIAL STREAM | | |
| | INTERMITTENT STREAM | | |
| | DIRECTION OF FLOW | | |



Source: SEWRPC.

Table 13

CHARACTERISTICS OF LAKE COMO

Characteristics	Description
Surface Area	946 acres
Direct Tributary Drainage	
Area	4,058 acres
Shoreline	8.0 miles
Depth	
Maximum	9 feet
Average	4.3 feet
Volume	4,033 acre-feet
General Existing Water Quality Conditions	Dense algae growth, excessive macrophyte growth, frequent fish winterkill, high nutrient concentrations; severe turbidity during summer months

Source: SEWRPC.

- **Nutrient Concentrations:** Phosphorous and nitrogen concentrations indicate the level of nutrients in a lake. Lake Como was found to have an average concentration of phosphorous and a high level of nitrogen, together sufficient to sustain the abundant lake biomass.
- **Dissolved Oxygen:** Dissolved oxygen levels were found to be near saturation levels throughout the spring and summer months. In Lake Como, high dissolved oxygen levels are a by-product of the photosynthesis of the abundant aquatic plant life and the continuous mixing of water by the wind. In winter, much of the dissolved oxygen is depleted, often resulting in fishkills. This depletion is caused when ice prevents air contact with the surface water while oxygen continues to be consumed by the decaying plant matter.

Lake Como is eutrophic. The combination of high nutrient levels, dense algae growth, and winter oxygen depletion have produced a lake environment that favors plant life over animal life. Water clarity readings taken at Lake Como in July and August of 1993 under the Wisconsin Department of Natural Resources Self Help Lake Monitoring Program confirm this finding.

Eutrophication is the natural aging of a lake; in the case of Lake Como it has been accelerated through human activities in the subwatershed. These activities have included farming and the use of onsite sewage-disposal systems. Nutrient loadings in Lake Como may be expected to be reduced when public

sanitary-sewer service is provided, as planned, to the urban development located on the north shore of the lake.

Lake Como is currently host to a variety of recreational uses, including fishing, boating, swimming, and such passive uses as walking along and viewing the lake from shore. The lake contains northern pike, largemouth bass, and panfish.

Streams

The perennial and intermittent streams in the Town are also shown on Map 7. Perennial streams, water-courses that maintain continuous flow throughout the year except under unusual drought conditions, include Como Creek and Jackson Creek. Como Creek, a part of the stream system within the Fox River watershed, is the surface water outlet for Lake Como and is tributary to the White River. It flows in an easterly direction for almost 3.8 miles, at an average gradient of four feet per mile, meeting the White River in the Town of Lyons. Jackson Creek, a part of the stream system of the Rock River Watershed, flows about 2.3 miles from headwaters in U. S. Public Land Survey Section 17 in the Town to Lake Delavan in the Town of Delavan at an average gradient of 10.7 feet per mile. A network of intermittent streams drain the subbasin catchment areas in the Town during periods of snowmelt and rainfall. Most of these streams flow into Lake Como.

Floodlands

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

For planning and regulatory purposes, floodlands are normally defined as those areas subject to inundation by the 100-year recurrence interval flood event. This is the event that may be expected to be reached or exceeded in severity once in every 100 years; or, stated another way, there is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodlands are generally not well suited to urban development because of the flood hazard and the presence of high water tables and soils poorly suited to urban uses.

Floodland delineations were prepared by the Regional Planning Commission as part of its Fox River watershed planning program, the findings

and recommendations of which are set forth in SEWRPC Planning Report No. 12, A Comprehensive Plan for the Fox River Watershed, 1969 and 1970. These delineations have been incorporated into the Flood Insurance Study by the Federal Emergency Management Agency (FEMA).

Floodlands in the Town of Geneva currently identified by the Regional Planning Commission and FEMA are shown on Map 7. These floodlands encompass an area of about 2.5 square miles, or about 8 percent of the Town. Floodlands are located primarily along the Como Creek between Lake Como and the Geneva-Lyons town line, including Lake Como, and along Jackson Creek from USH 12 west to the Geneva-Delavan town line.

Wetlands

Wetlands are areas that are inundated or saturated by surface water or groundwater at a frequency and with a duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. As shown on Map 7, wetlands occur in depressions, near the bottom of slopes, along lakeshores and stream banks, and on land areas that are poorly drained.

Wetlands perform an important set of natural functions. They support a wide variety of plant and animal life; stabilize lake levels and stream flows; entrap and store plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and weed and algae growth; contribute to atmospheric oxygen and water supplies; reduce stormwater runoff by providing areas for floodwater impoundment and storage; protect shorelines from erosion; entrap soil particles suspended in runoff and reduce in-stream sedimentation; provide groundwater recharge and discharge areas; and provide opportunities for scientific, educational, and recreational pursuits.

Wetlands have severe limitations for residential, commercial, and industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils. Map 7 shows the wetlands in the Town in 1990. These areas encompassed about 1.7 square miles, or about 5 percent of the total area of the Town in 1990.

WOODLANDS

Under good management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and reducing surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands, particularly on hillsides, can contribute to excessive stormwater runoff, siltation of lakes and streams, and destruction of wildlife habitat. Woodlands comprised 3.4 square miles, or 11 percent of the total area of the Town in 1990 (see Map 8).

WILDLIFE HABITAT AREAS

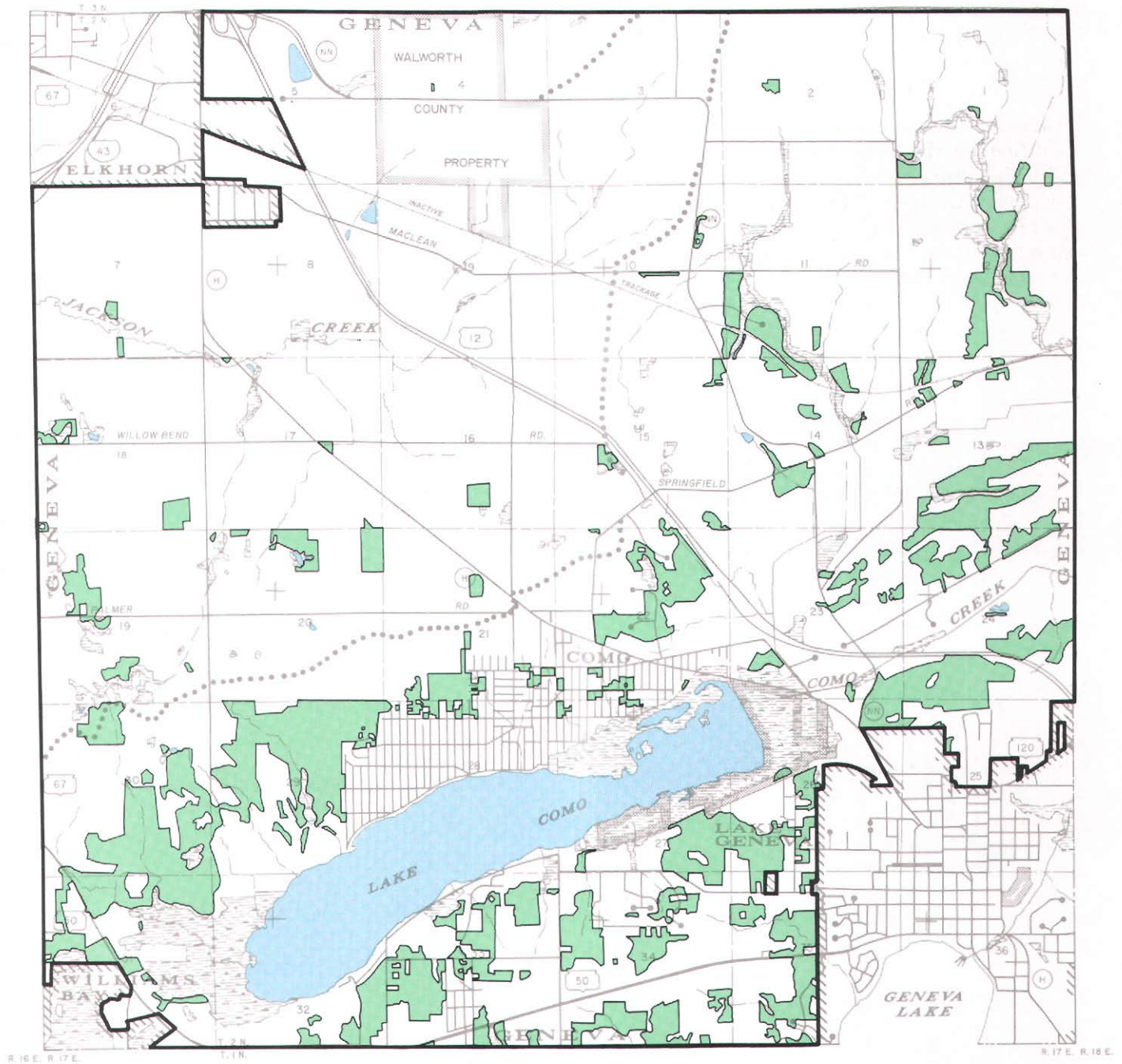
Wildlife in the Town of Geneva includes such species as rabbit, squirrel, woodchuck, mink, fox, raccoon, and white-tailed deer; marsh furbearers, such as muskrat and beaver; and game birds, such as pheasant. Bird life also includes songbirds, marsh birds, shorebirds, and waterfowl. The spectrum of wildlife species has undergone significant alterations since settlement of the area by Europeans. These alterations were the direct result of land use changes, including the clearing of forests and draining of wetlands for agricultural purposes and urban development.

In 1985, the Regional Planning Commission and the Wisconsin Department of Natural Resources cooperatively inventoried wildlife habitat in Southeastern Wisconsin. Three classes of wildlife habitat were identified. Class I areas contain a good diversity of wildlife, are of sufficient size to meet all of the habitat requirements for each species, and are generally located in proximity to other wildlife habitat areas. Class II areas lack one of the three criteria necessary for Class I designation. Class III areas lack two of the three criteria necessary for Class I designation.

As shown on Map 9, wildlife habitat areas in the Town generally occur in association with existing surface water, wetland, and woodland resources. In 1985, wildlife habitat covered about 7.8 square miles, or 24 percent of the total area of the Town. Two significant changes have occurred in the Lake Como subwatershed to lands classified by the 1985 inventory as Class I wildlife habitat. First, much of the woodlands at the western end of Lake Como have been developed for residential, commercial, and outdoor recreational uses as part of the Geneva National Golf Club. Second, at the southeastern

Map 8

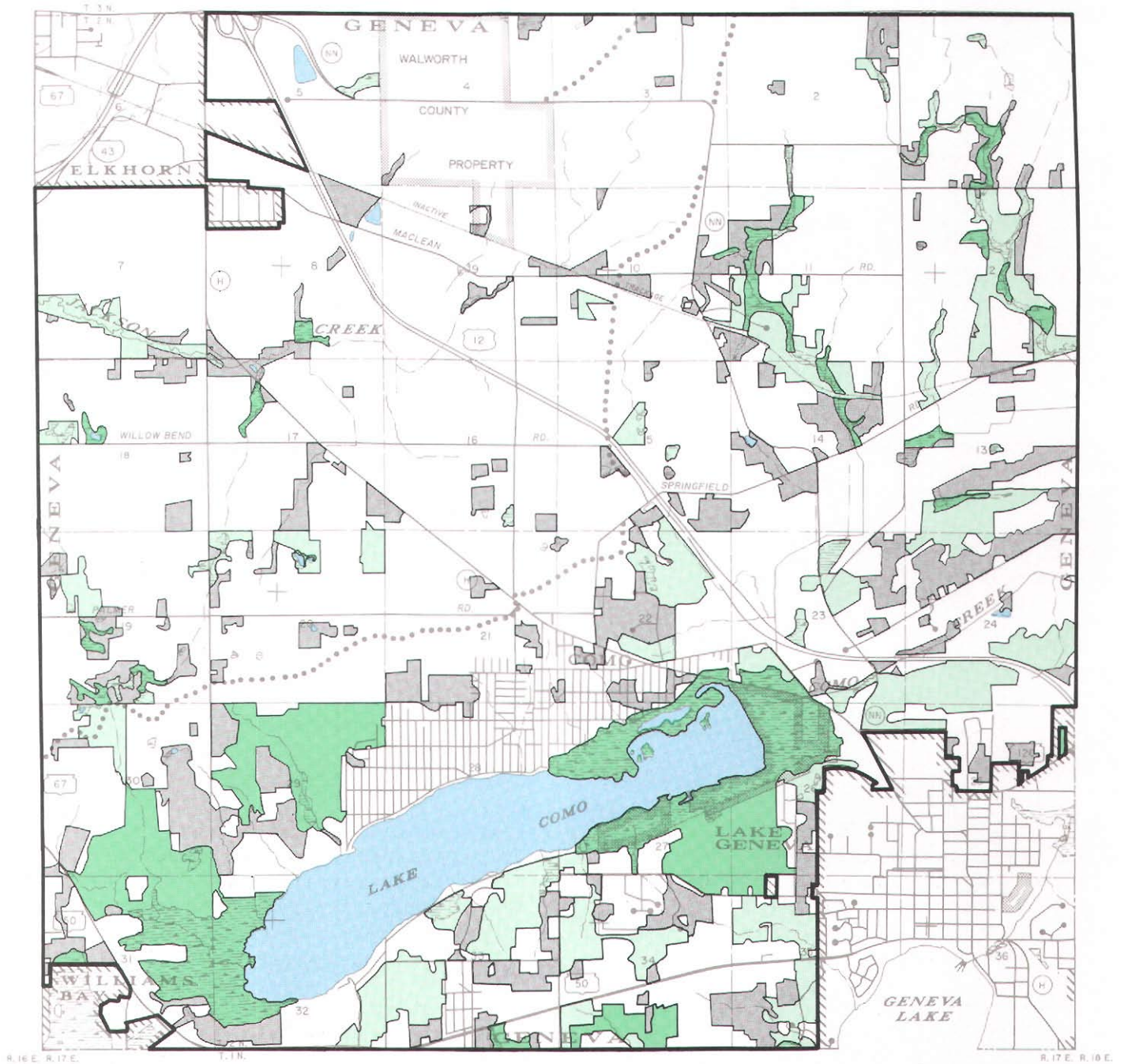
WOODLANDS IN THE TOWN OF GENEVA: 1990



Source: SEWRPC.

Map 9

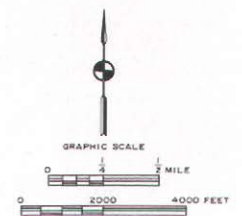
WILDLIFE HABITAT IN THE TOWN OF GENEVA: 1985



LEGEND

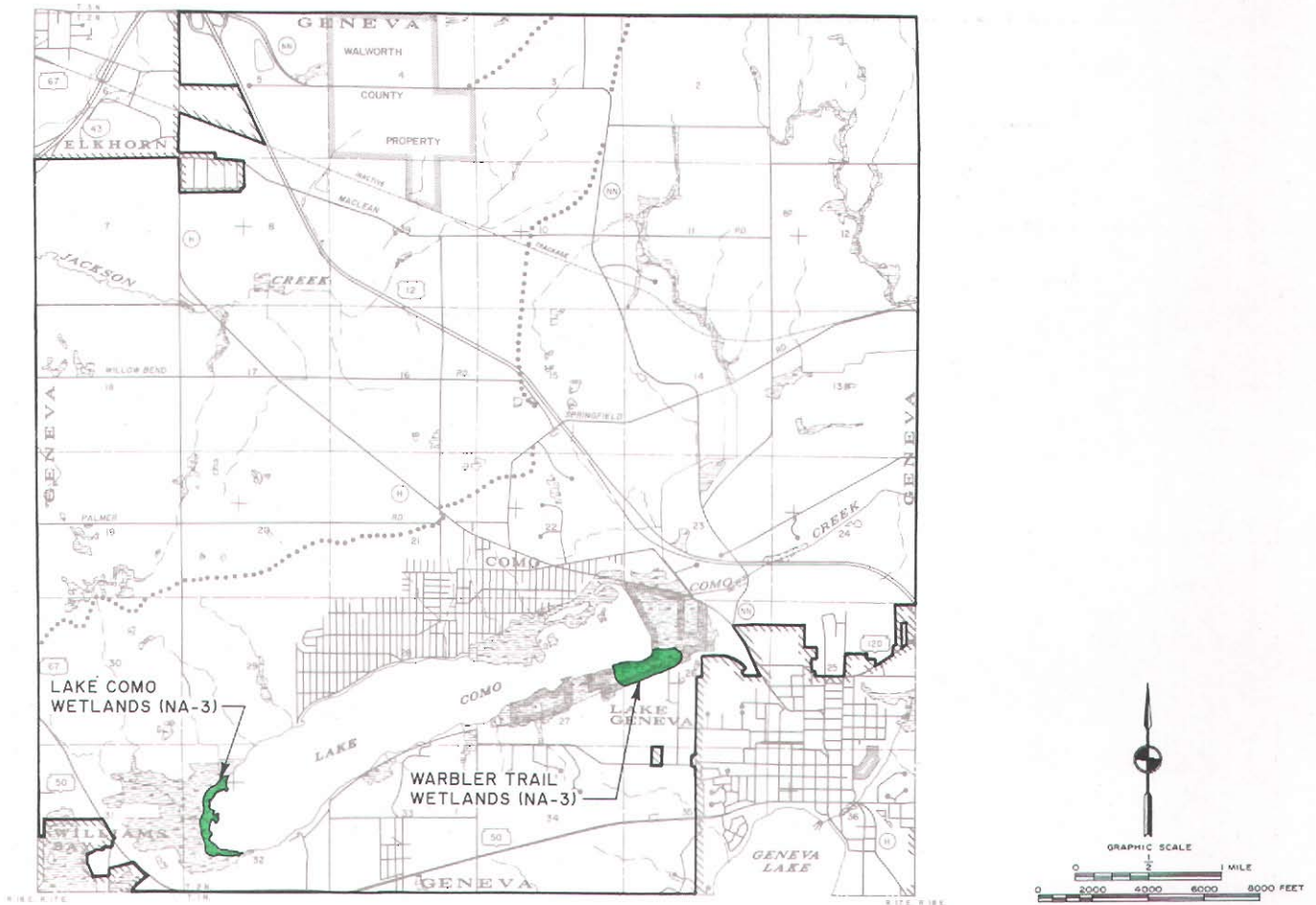
- CLASS I
- CLASS II
- CLASS III
- SURFACE WATER

Source: SEWRPC.



Map 10

NATURAL AREAS IN THE TOWN OF GENEVA: 1995



Source: SEWRPC.

end of the Lake, the Lake Forest Subdivision, consisting of 25 residential lots of about 100,000 square feet, is under development.

NATURAL AREAS

Natural areas, as defined by the Wisconsin Scientific Areas Preservation Council, are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of four categories: State scientific area, natural area of statewide or greater significance, natural area of countywide or regional significance, and natural area of local significance. Classification of an area is based upon

diversity of plant and animal species; integrity of native plant or animal communities; extent of damage from human activities, such as logging and agriculture; presence of unique natural features; size of the site; and the educational value of the site.

Two natural area sites of local significance have been identified in the Town of Geneva. Both are Class I wildlife habitat areas, consisting of wetlands located adjacent to Lake Como. The Warbler Trail Wetlands Natural Area, also known as the Duck Lake Nature Area, is owned by the State of Wisconsin and maintained by the Department of Natural Resources. The Lake Como Wetlands Natural Area is privately owned, being part of Geneva National Golf Club. These sites, which together encompass about 90 acres, are shown on Map 10 and described in Table 14.

Table 14

NATURAL AREAS IN THE TOWN OF GENEVA: 1995

Area Name	Classification	Area (acres)	Location U. S. Public Land Survey Section (T2N, R17E)	Ownership	Description
Warbler Trail Wetlands	Of local significance (NA-3)	40	26, 27	Wisconsin Department of Natural Resources	Shallow marsh, shrub-carr, sedge meadow, and lowland hardwoods along east shore of Lake Como
Lake Como Wetlands	Of local significance (NA-3)	50	32	Geneva National	Deep and shallow marsh at west end of Lake Como

Source: SEWRPC.

PARK AND OPEN SPACE SITES

Park and open space sites are closely linked to the underlying natural resource base. These outdoor recreational areas may be enhanced by the presence of natural resources and at the same time contribute to the preservation of the resources. The public and private park and open space sites in the Town are shown in Map 11.

ENVIRONMENTAL CORRIDORS

As indicated by the maps herein presented showing surface water resources, floodlands, wetlands, woodlands, and wildlife habitat, the environmentally sensitive resources of the Town generally occur together in linear-shaped areas. These resources also function together to provide benefits that are vital to maintaining a good quality of life. These benefits include:

- recharge of groundwater;
- maintenance of surface and groundwater quality;
- attenuation of flood flows and flood stages;
- maintenance of base flows of streams and watercourses;
- reduction of soil erosion;
- abatement of air and noise pollution;
- favorable modification of climate;

- maintenance of wildlife habitat and opportunities for the movement of wildlife;
- dispersal of plant seeds;
- protection of plant and animal diversity;
- protection of rare and endangered species;
- maintenance of scenic beauty; and
- provision of areas for outdoor recreation.

Recognizing the benefits that environmental resources provide, the Regional Planning Commission has long identified and delineated concentrations of the best remaining elements of the natural resources base.⁴ These concentrations have become widely known in Southeastern Wisconsin as primary environmental corridors, secondary environmental corridors, and isolated natural resource areas.

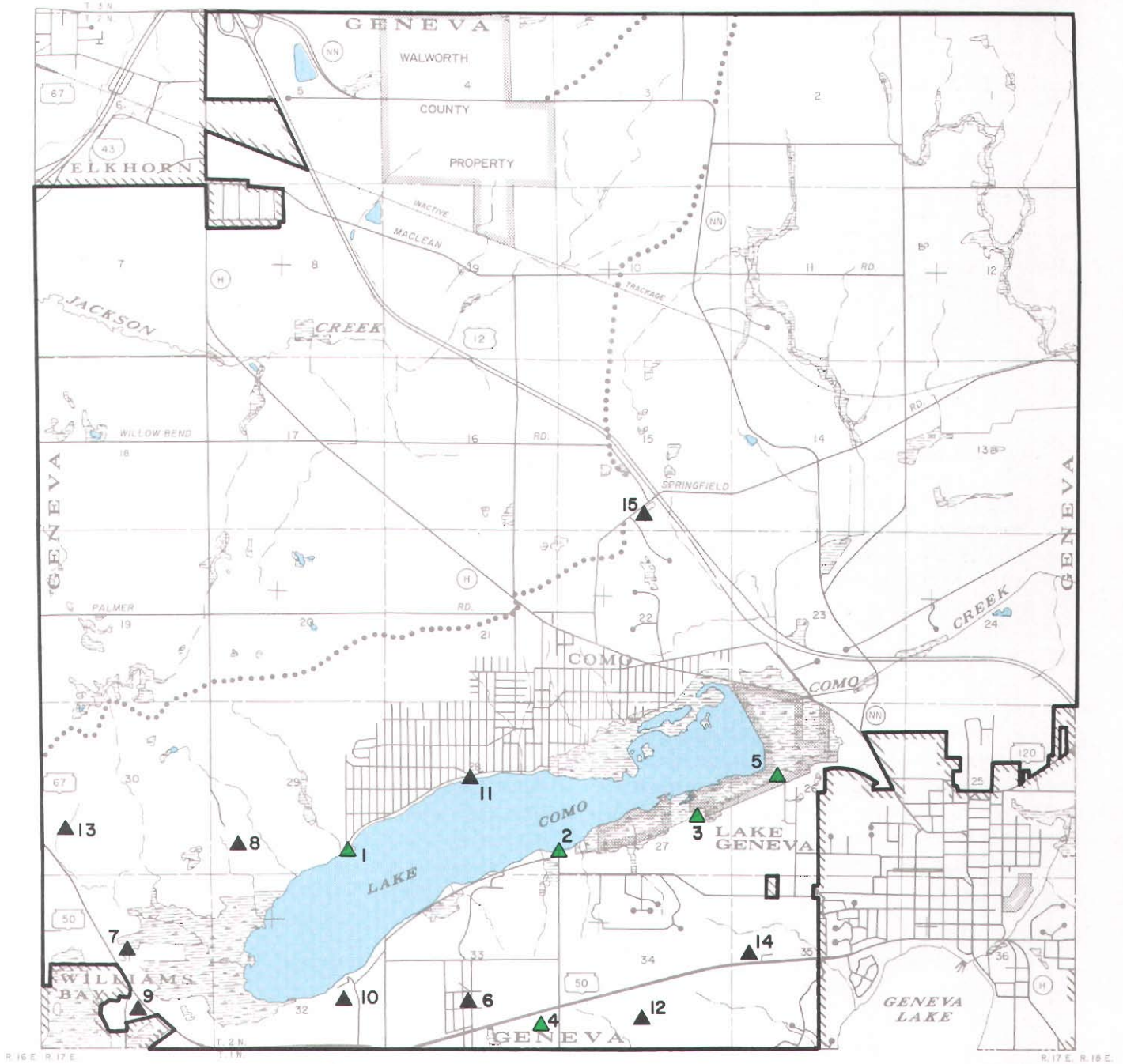
Primary Environmental Corridors

Primary environmental corridors are by definition at least 400 acres in size, two miles long, and 200 feet wide. As shown on Map 12, primary environmental corridors are located in the southern portion of the Town and include woodlands, wetlands, wildlife habitat, and the undeveloped shoreland areas of Lake Como. In 1990, primary environmental corridors encompassed about 5.3 square miles, or nearly 17 percent of the Town.

⁴The procedure followed by the Commission in this effort is described in Appendix A of this report.

Map 11

PARK AND OPEN SPACE SITES IN THE TOWN OF GENEVA: 1995



LEGEND



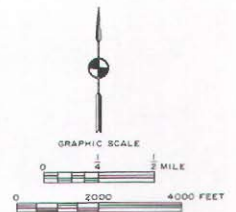
PUBLIC SITES

1. TOWN OF GENEVA BOAT LAUNCH
2. TOWN OF GENEVA BOAT LAUNCH
3. TOWN OF GENEVA NATURE WALKWAY
4. WOOD SCHOOL
5. WISCONSIN DEPARTMENT OF NATURAL RESOURCES WETLANDS



NONPUBLIC SITES

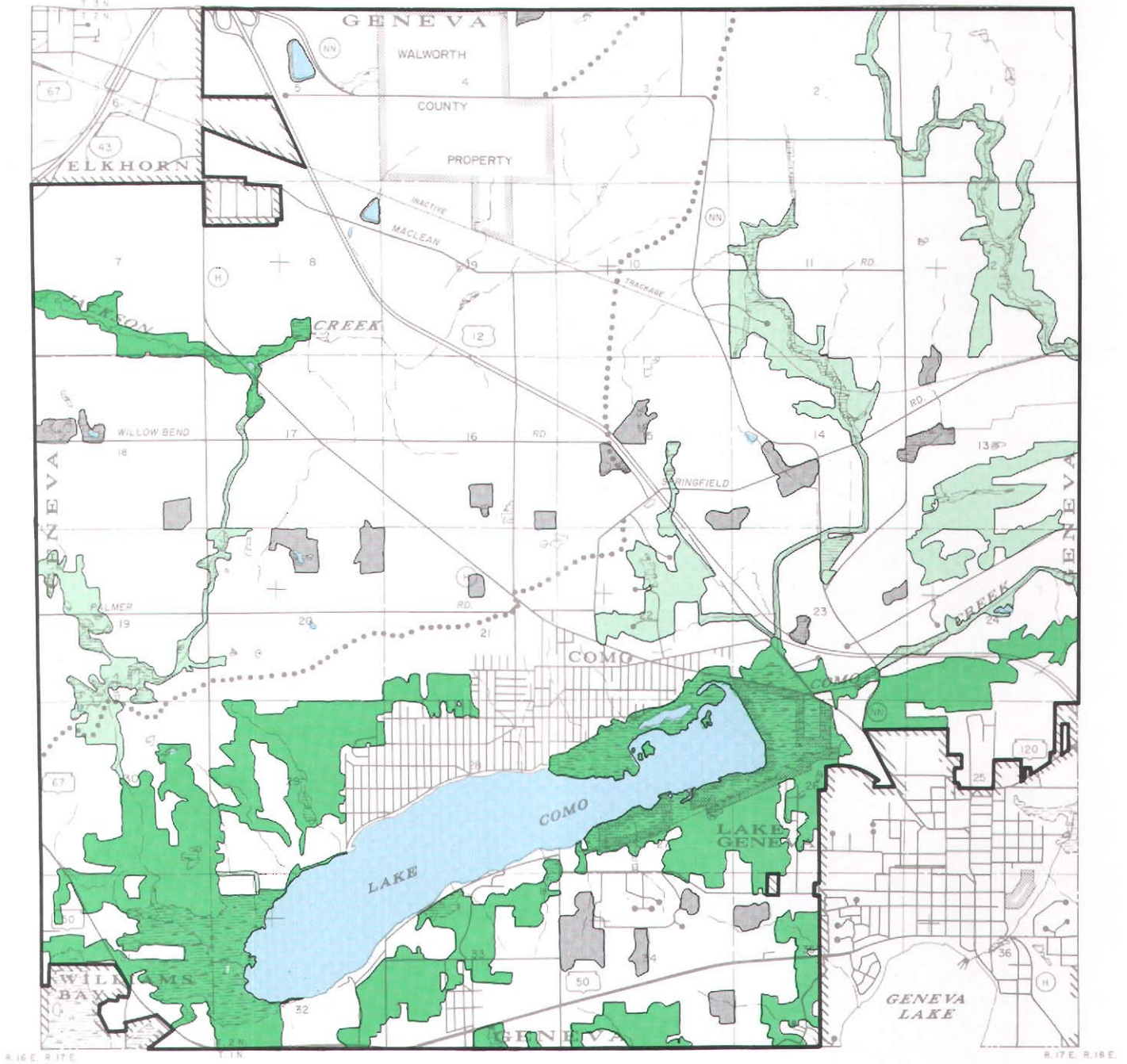
6. SUNSET HILLS SUBDIVISION PARK
7. GENEVA NATIONAL HUNT CLUB
8. GENEVA NATIONAL GOLF CLUB
9. FAITH CHRISTIAN SCHOOL
10. INTERLAKEN RESORT
11. LAKE COMO BEACH PROPERTY ASSOCIATION PARKLANDS
12. LAKE GENEVA YMCA CAMP
13. HORSE RIDING STABLE
14. HORSE RIDING STABLE
15. HORSE RIDING STABLE



Source: SEWRPC.

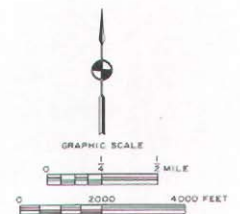
Map 12

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL AREAS IN THE TOWN OF GENEVA: 1990



LEGEND

- PRIMARY ENVIRONMENTAL CORRIDORS
- SECONDARY ENVIRONMENTAL CORRIDORS
- ISOLATED NATURAL RESOURCE AREAS
- SURFACE WATER



Source: SEWRPC.

Secondary Environmental Corridors

While secondary corridors may have the same environmental and developmental qualities as primary corridors, they are much smaller in size. Such corridors are, by definition, at least 100 acres in size and one mile in length. As shown on Map 12, the secondary environmental corridors are generally located along the perennial streams within the Town, and include wetlands and steeply sloped woodlands. In 1990, these areas encompassed about 1.7 square miles, or 5 percent of the Town.

Isolated Natural Areas

Isolated natural areas, consisting of pockets of wetlands and woodlands not smaller than five acres, are also shown on Map 12. In combination, these areas encompassed about 0.6 square mile, or about 2 percent of the Town, in 1990.

It is known that converting environmental corridors to urban development can cause serious and costly problems. These problems have included failing foundations of pavements and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary-sewer systems, and poor drainage. Destruction of ground cover in corridors has resulted in soil erosion, stream siltation, increased flooding, as well as the loss of rare, threatened, and endangered species habitat and scenic beauty. These problems can be largely avoided by preserving the remaining environmental corridors in their natural state.

SUMMARY

This chapter has described the natural resource base of the Town of Geneva, emphasizing those resources that require careful consideration in any land use planning effort. Definitive data were presented on the suitability of soils for residential development with public sanitary sewers and with conventional and mound-type onsite sewage-disposal systems. Data on the capability of soils for agricultural crop production was also provided, as were data on steeply sloped areas, Lake Como, perennial and intermittent streams and associated floodlands, wetlands, woodlands, and wildlife habitat areas of the Town. The natural areas and outdoor recreational sites were also described, as were the environmental corridors, which are concentrations of the sensitive environmental resources listed above. Unless otherwise indicated, the data

presented in this chapter pertain to the Town of Geneva under 1990 corporate limits. A summary of pertinent inventory findings follows.

- Soil limitations for residential development constitute an important consideration in any land use planning program. About 10 square miles, or about 31 percent of the total area of the Town, are covered by soils that have severe limitations for residential development with public sanitary-sewer service (see Map 2).
- At least 11 square miles, or 35 percent of the area of the Town, are covered by soils unsuitable for the use of conventional onsite sewage-disposal systems, or septic tanks. The suitability of an additional 17 square miles cannot be determined without detailed site inspections. Only two square miles, or 6 percent of the Town, have been clearly identified as suitable for the use of septic tanks (see Map 3).
- Because the use of mound-type systems is not meaningfully limited by the absorption capacity of soils or by concerns with excavation and underground installation, more land is suitable for mound systems than for septic tank systems. About 16 square miles, or 51 percent of the Town, are likely to be suitable for the use of mound systems (see Map 4).
- The Town of Geneva is located within the Fox River and Rock River watersheds, which are parts of the Mississippi River drainage system. The major surface water resources in the Town consist of Lake Como, Como Creek, and Jackson Creek. Areas of the Town lying within the 100-year recurrence floodplain encompass about 2.5 square miles, or 8 percent of the total area of the Town. Wetlands comprised about 1.7 square miles, or 5 percent of the area of the Town in 1990 (see Map 7).
- There are a number of additional natural resource base features in the Town, including woodlands, which in 1990 encompassed about 3.4 square miles, or 11 percent of the Town, and wildlife habitat, which in 1985 encompassed about 7.8 square miles, or 24 percent. Two sites identified as natural areas under criteria established by the Wisconsin Scientific

Areas Preservation Council are also located in the Town. There were five public and ten nonpublic outdoor recreation sites in the Town in 1995.

- Many of the natural resources in the Town, as in other parts of the Southeastern Wisconsin Region, occur in linear concentrations and are known as environmental corridors (see Map 12). Primary environmental corridors, the largest concentrations of natural resources, encompassed about 5.3 square miles, or 17 percent of the total area of the Town in 1990. Secondary environmental corridors encompassed about 1.7 square miles,

or 5 percent of the total area of the Town. Isolated natural resource areas, pockets of woodlands and wetlands five acres in size or greater, encompassed about 0.6 square mile, or 2 percent of the total area of the Town.

The material presented in this chapter is critical to the land use planning process. The natural resource base, more than any other inventory item, establishes opportunities and constraints for sound development. The foregoing information was thus incorporated into the design of the land use plan and provides a good reference to the Town of Geneva Plan Commission when judging the merits of land use development proposals.

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Chapter IV

EXISTING LAND USE AND LAND USE REGULATIONS

INTRODUCTION

This chapter provides a description of the existing land use pattern in the Town of Geneva and of land use regulations pertinent to the physical development of the Town. Both are inventory items, providing essential information about development opportunities and constraints. Also included in this chapter is a description of the existing arterial highway system and the areas in the Town provided with public sanitary-sewer service.

EXISTING LAND USE

The land use pattern in the Town of Geneva is shown on Map 13 and summarized in Table 15. The land use data are based upon an inventory conducted by the Regional Planning Commission in 1990, thus prior to the annexation of about 790 acres in the northwest portion of the Town by the City of Elkhorn. The inventory indicates that, except for concentrations of residential and commercial urban development in the Lake Como subwatershed, land use in the Town of Geneva is still predominantly agricultural.

Urban Land Uses

Urban land uses consist of the buildings and sites associated with the following types of land uses: residential; commercial; industrial; transportation, communication, and utilities; governmental and institutional; and recreational. Urban uses comprised 2,767 acres, or about 4.3 square miles, representing nearly 14 percent of the total area of the Town in 1990.

Residential: In 1990, residential land uses comprised about 1,111 acres, or 40 percent of the urban land and about 5 percent of the total area of the Town. Residential development is located primarily within the Lake Como subwatershed, in a concentrated pattern north of the Lake and in a dispersed low-density pattern south of the Lake.

The rather steeply sloping lands north of Lake Como are intensely developed for residential use. The Lake Como Beach subdivision was platted in 1926 with a grid street pattern and developed initially with seasonal cottages on very small lots. The

land use and ownership pattern in the area of the Town has changed somewhat over time through the conversion of cottages into year-round dwelling units and the conjoining of abutting lots to accommodate larger single-family houses.

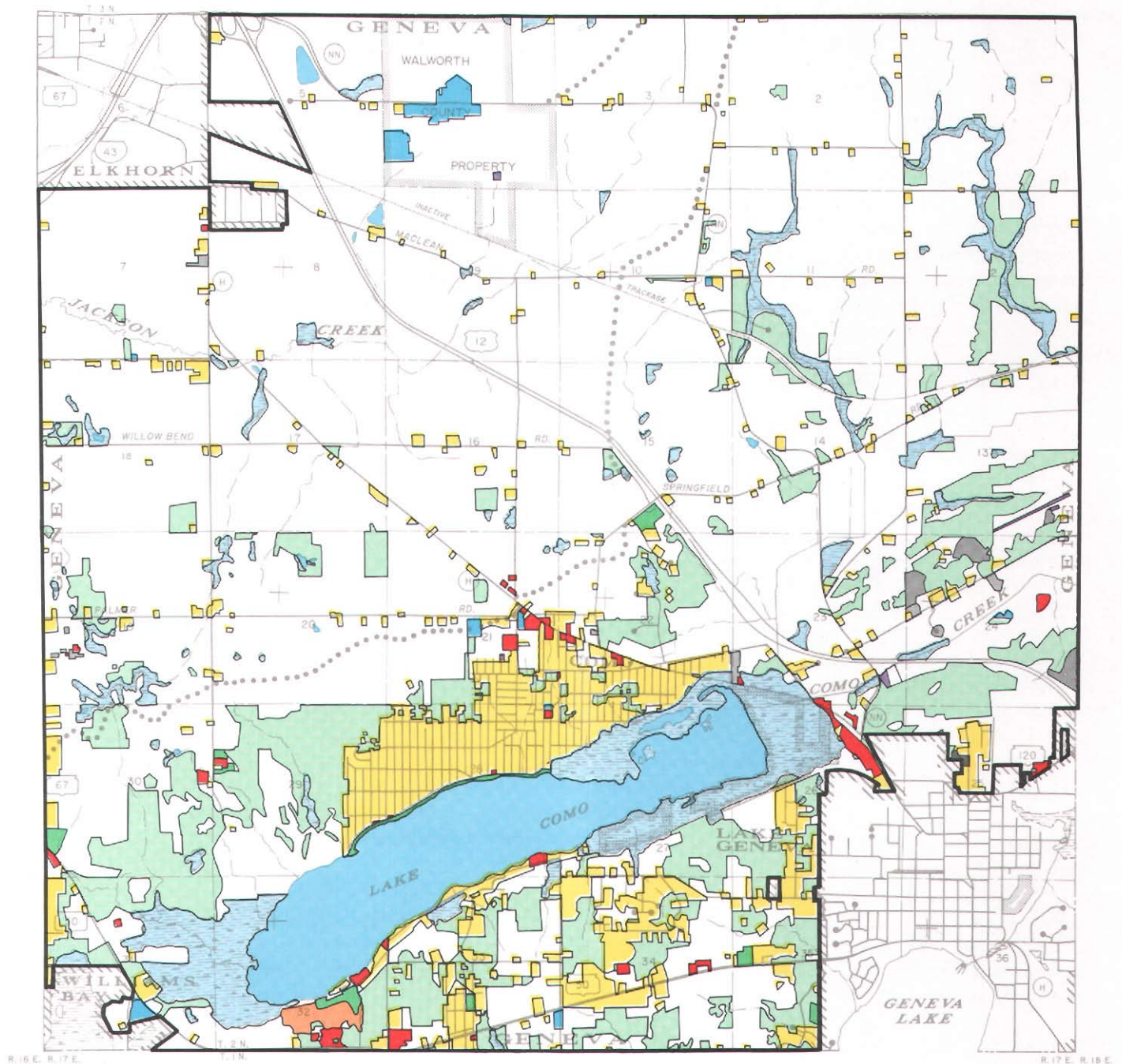
On the lands south of Lake Como, homesites have been built along the shoreline and among the sloping woodlands between the Lake and STH 50. The shoreline development consists of both single-family and multi-family structures. The multi-family Interlaken Condominiums complex, located on the southwest shore of Lake Como, accounted for about 17 percent of the total year-round housing stock in the Town in 1990.

The residential development between the Lake and STH 50 is markedly different from the concentrated and intense use of land north of Lake Como. On these lands, about ten separate residential subdivisions have been platted and generally developed in the absence of a detailed land use plan; consequently an inefficient development pattern has evolved. These residential subdivisions are separated by active agricultural lands and woodlands. Most developed residential lots are about one acre in size, though some lots, particularly in the Sunset Hills Subdivision, in the Southwest one quarter of Section 33, are smaller. The Lake Forest Estates subdivision, currently under development in Sections 26 and 27 on the City of Lake Geneva's western border with the Town, will accommodate 25 homes on lots of about 100,000 square feet in area. A mobile home park, developed at a density of about five units per acre, is also located on the lands south of Lake Como.

Commercial and Industrial: In 1990, commercial land uses accounted for about 95 acres, or about 3 percent of all urban land in the Town. Many of the businesses in the Town either serve highway-oriented traffic or are resorts serving short-term visitors to the area. Commercial activities are located primarily along the arterial highways in the Town and to some degree between the residential areas in the Lake Como watershed. The latter are most commonly restaurants, taverns, bed-and-breakfast hotels, and rental cottages. There are no communitywide shopping centers in the

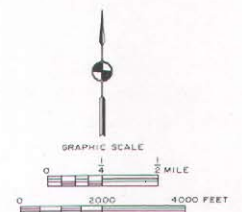
Map 13

EXISTING LAND USE IN THE TOWN OF GENEVA: 1990



LEGEND

	SINGLE-FAMILY RESIDENTIAL		EXTRACTIVE
	MULTI-FAMILY RESIDENTIAL		LANDFILL
	COMMERCIAL		AGRICULTURAL AND OTHER OPEN LAND
	INDUSTRIAL		WETLANDS
	TRANSPORTATION, COMMUNICATION AND UTILITIES		WOODLANDS
	GOVERNMENTAL AND INSTITUTIONAL		SURFACE WATER
	RECREATIONAL		



Source: SEWRPC.

Table 15

**SUMMARY OF LAND USE IN
THE TOWN OF GENEVA: 1990**

Land Use Category	Acres	Percent of Subtotal	Percent of Total
Urban			
Single-Family Residential	1,078	39.0	5.3
Multi-Family Residential	33	1.2	0.2
Commercial	95	3.4	0.5
Industrial	30	1.1	0.1
Transportation, Communication, and Utilities	1,070	38.7	5.2
Governmental and Institutional	80	2.9	0.4
Recreational	62	2.2	0.3
Unused Open Lands ^a	319	11.5	1.6
Subtotal	2,767	100.0	13.6
Nonurban			
Extractive	39	0.2	0.2
Landfill	5	-- ^b	-- ^b
Agricultural	12,490	70.3	60.8
Woodlands	2,179	12.3	10.6
Wetlands	1,094	6.2	5.3
Unused Open Land	937	5.3	4.6
Surface Water	1,003	5.7	4.9
Subtotal	17,747	100.0	86.4
Total	20,514	--	100.0

^aIncludes land under development.

^bLess than one-tenth of a percent.

Source: SEWRPC.

Town; such facilities are provided in the adjacent City of Lake Geneva.

In 1990, industrial land uses accounted for about 30 acres, or about 1 percent of all urban land in the Town. These uses included an automobile salvage yard, industrial uses associated with the gravel extraction site located along Krueger Road, and industrial uses clustered on a site near the intersection of Palmer Road and STH 67. Since the 1990 land use inventory was conducted, the City of Elkhorn has annexed land in Section 7 and developed the Elkhorn Business Park. As of 1995, this park contained approximately 15 commercial and light industrial operations.

Governmental and Institutional: In 1990, governmental and institutional land uses accounted for about 80 acres, or about 3 percent of all urban land in the Town. Governmental and institutional land uses include the Geneva Town Hall, the Walworth County institutions grounds, and such private buildings and grounds as churches and cemeteries.

Recreational: In 1990, recreational land uses accounted for about 62 acres, or about 2 percent of all urban land in the Town. Recreational land, as shown on Map 13 included such private park and outdoor recreational areas as the Como Subdivision Property Owners Association parklands and beaches and privately owned stables. A complete listing of the park and open space sites in the Town is provided in Chapter III.

Nonurban Land Uses

Nonurban land uses consist of extractive and landfill activities; croplands, pasture, farm buildings, and other uses associated with agriculture; wetlands; woodlands; and surface water. Nonurban lands and waters comprised about 17,747 acres, or about 27.7 square miles, and represented about 86 percent of the total area of the Town in 1990.

By far the most significant land use in the Town is still agricultural. In 1990, 12,490 acres of land, representing about 70 percent of the total nonurban lands and about 61 percent of the total area of the Town, were devoted to agriculture.

ARTERIAL HIGHWAYS

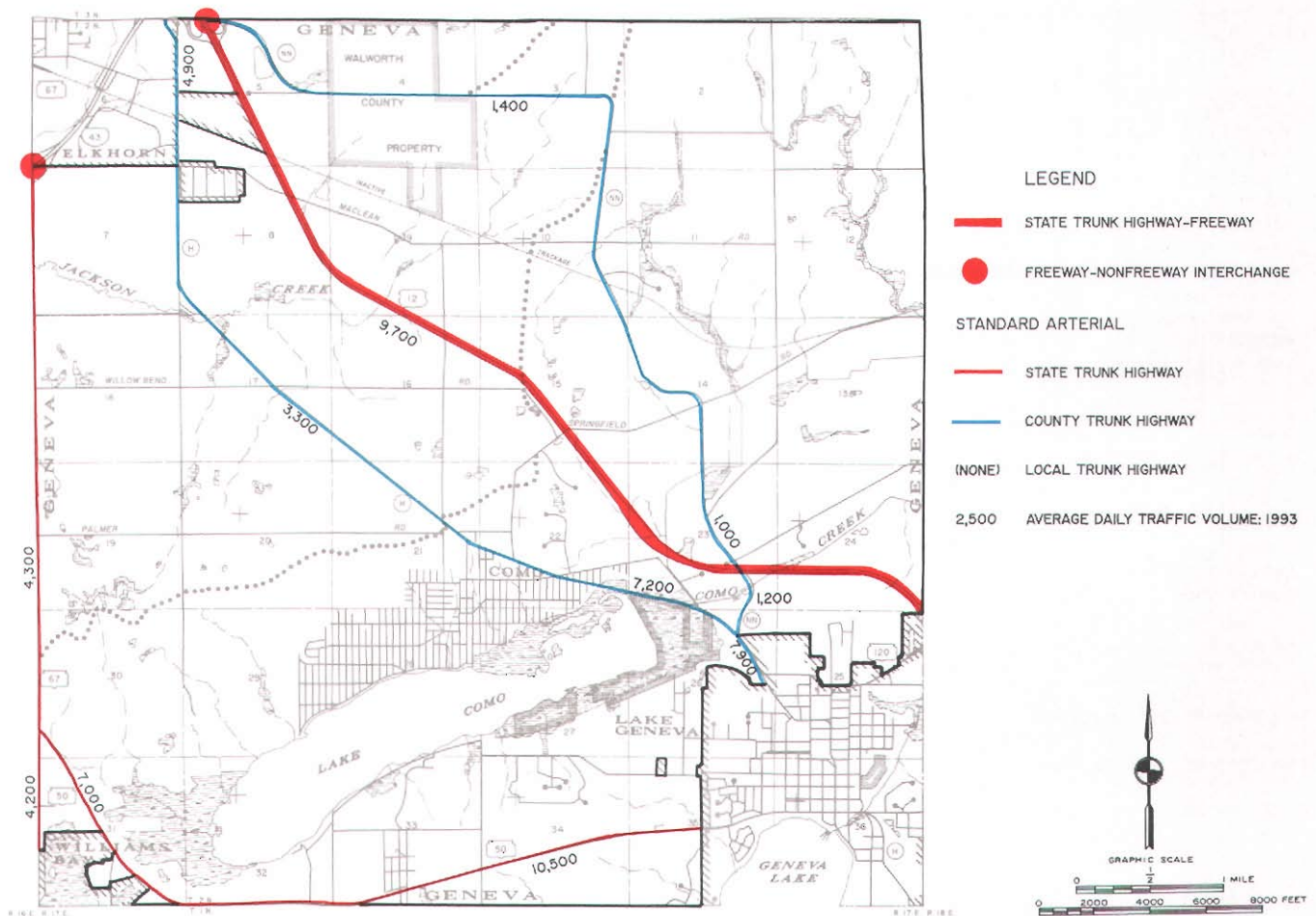
Arterial highways located in the Town of Geneva are shown on Map 14. These roadways are integral parts of County and Regionwide systems intended to serve the movement of traffic.

The arterial system in the Town of Geneva consists of USH 12, between the Elkhorn municipal limits and the Geneva-Lyons town line; CTH H and CTH NN, between the Elkhorn municipal limits and the Lake Geneva municipal limits; STH 50, between the Geneva-Delavan town line and the Lake Geneva municipal limits; and STH 67, which forms the border between the Towns of Geneva and Delavan.

Annual average 24-hour traffic volumes at selected locations on the arterial system in the Town of Geneva were last recorded by the Wisconsin Department of Transportation in 1993. These volumes are shown on Map 14. Two-lane rural arterials, such as those in the Town of Geneva, generally have a capacity of about 7,000 vehicles per day. Two-lane urban arterials, like CTH H between Lake Geneva and Como Road, have higher design capacities, being able to accommodate about 13,000 vehicles per day. Four-lane rural, arterials like STH 50 between Lake Geneva and Williams Bay, have a capacity of about 25,000 vehicles per day. Four-lane limited-access freeways, like USH 12,

Map 14

AVERAGE DAILY TRAFFIC VOLUMES ON THE ARTERIAL STREET AND HIGHWAY SYSTEM IN THE TOWN OF GENEVA: 1993



Source: Wisconsin Department of Transportation and SEWRPC.

have capacities of about 60,000 vehicles per day. All the arterial facilities in the Town carried traffic volumes below their design capacity, except for the segment of STH 50 from STH 67 to Geneva Street, where traffic volumes are at the design capacity of that facility. The portion of STH 50 near the City of Lake Geneva experiences occasional backups during peak summer vacation periods, owing to congestion in the City.

SANITARY-SEWER SERVICE

Within the civil boundaries of the Town of Geneva in 1995, public sanitary-sewer service was provided by the Walworth County Metropolitan Sewerage District to the Geneva National Sanitary District and the Walworth County Institutions. Public sanitary-sewer service was also provided to urban

development in the Town along STH 67, south of STH 50, by the Village of Williams Bay, which is also part of the Walworth County Metropolitan Sewerage District. In addition, sanitary-sewer service was provided to the Coachman's Terrace mobile home park, located north of STH 50, about one mile west of the City of Lake Geneva, by the City of Lake Geneva system. The lands in the Town provided with sanitary-sewer service by 1995 are shown on Map 19 in Chapter V.

EXISTING LAND USE REGULATIONS

Zoning

A zoning ordinance is a law which regulates the use of property. A zoning ordinance may divide a community into districts for the purpose of confining or promoting certain land uses in areas well suited

to those uses. Within a given zoning district, a zoning ordinance may also regulate the height, size, shape, and placement of structures on sites, with the intentions of assuring adequate light, air, and open space for each building; reducing fire hazards; and preventing overcrowding, traffic congestion, and overloading of utility systems. Zoning may also be used to protect and preserve the natural resource base.

A zoning ordinance typically consists of two parts. The first part, the text, sets forth regulations that apply to each of the various zoning districts and related procedural, administrative, and legal provisions. The second part, the map, shows the boundaries of the various districts to which the regulations apply.

The Town of Geneva is under the jurisdiction of the Walworth County Zoning Ordinance. This ordinance, containing both general and shoreland and floodplain zoning provisions, was adopted by Walworth County and ratified by the Town in 1974. The general, or nonshoreland, provisions of the ordinance are administered jointly by Walworth County and the Town. The shoreland provisions, however, are administered solely by the County. Amendments to the ordinance within shoreland areas¹ thus do not require approval and are not subject to disapproval by the Town Board. Statutory provisions pertaining to county-town zoning are reproduced in Appendix B of this report.

Existing zoning districts within the Town of Geneva are shown on Map 15. The permitted principal and conditional uses and the lot size, width, and setback requirements for all of the various districts identified under the County zoning ordinance are summarized in Table 16. The 1996 acreage of the various districts are presented in Table 17.

Extraterritorial Zoning: The Wisconsin Statutes enable cities and villages to adopt extraterritorial zoning, thereby extending their zoning powers to unincorporated areas within specified distances from their corporate limits. This extraterritorial zoning

power must, however, be exercised through a joint six-member committee comprised equally of representatives of the city or village and the concerned town. Statewide, very little use has been made of the extraterritorial zoning authority. Within the seven-county Southeastern Wisconsin Region, the City of Elkhorn is currently the only municipality which has an adopted extraterritorial zoning ordinance, exercising extraterritorial zoning in portions of the Towns of Delavan, Geneva, and LaFayette.

Statutory Provisions Pertaining to Extraterritorial Zoning: Section 62.23 (7a) of the Wisconsin Statutes specifies the procedures for enactment of extraterritorial zoning by cities and villages. The Statutes prescribe the following steps:²

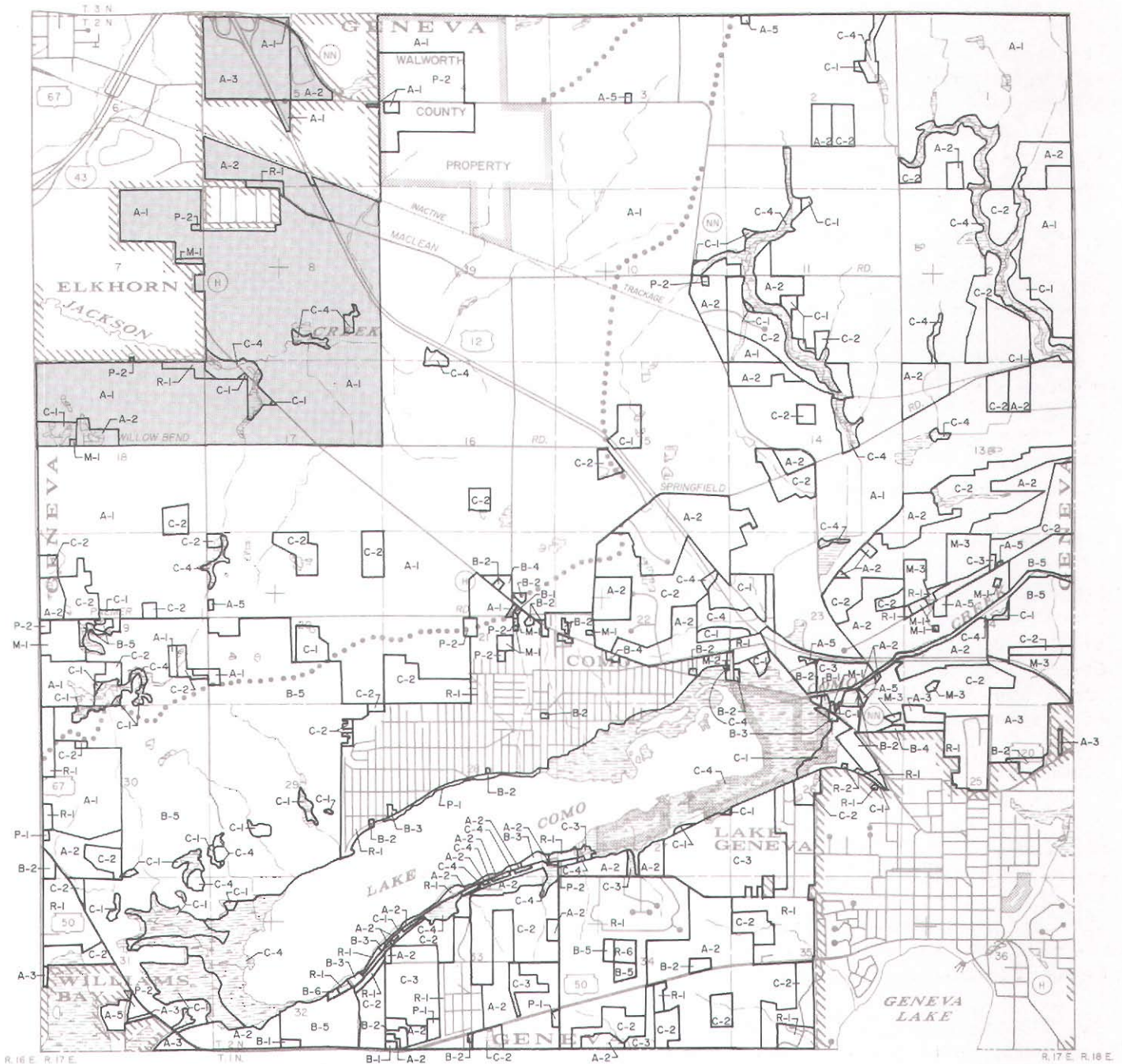
1. The city council adopts a resolution describing the area proposed for extraterritorial zoning and declaring its intention to prepare a comprehensive zoning ordinance for that area. The area may, but is not required to, extend to three miles from the corporate limits of a first, second, or third class city or one and one-half miles of a fourth class city or village.³
2. The city council directs that a comprehensive zoning ordinance be prepared for the affected area.

²All references to the "city council" and "city plan commission" herein pertain to the village board and village plan commission in cases where a village applies extraterritorial zoning.

³Extraterritorial zoning should not be confused with extraterritorial subdivision plat approval authority granted to cities and villages under Wisconsin Statutes. Under Chapter 236 of the Statutes, extraterritorial subdivision plat approval authority extends three miles from the corporate limits of a first, second, or third class city, and one and one-half miles from a fourth class city or village. By Statute, cities and villages that have adopted a subdivision control ordinance or an official map are automatically granted subdivision plat approval powers throughout the entire extraterritorial subdivision plat approval area. Conversely, cities and villages may exercise extraterritorial zoning powers only in cooperation with the concerned town government in accordance with the procedures described in this section.

¹Shoreland areas are defined in the Wisconsin Statutes as lands within the following distance from the ordinary high-water mark of navigable waters: one thousand feet from a lake, pond, or flowage and three hundred feet from a stream or to the landward side of the floodplain, whichever distance is greater.

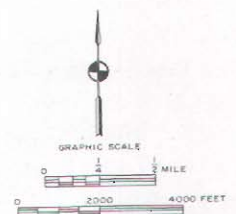
ZONING IN THE TOWN OF GENEVA: 1996



LEGEND

- | | |
|---|--|
| A-1 PRIME AGRICULTURAL LAND | R-6 PLANNED MOBILE HOME PARK |
| A-2 AGRICULTURAL LAND | B-1 LOCAL BUSINESS |
| A-3 AGRICULTURAL LAND HOLDING | B-2 GENERAL BUSINESS |
| A-5 AGRICULTURAL-RURAL RESIDENTIAL | B-3 WATERFRONT BUSINESS |
| C-1 LOWLAND RESOURCE CONSERVATION | B-4 HIGHWAY BUSINESS |
| C-2 UPLAND RESOURCE CONSERVATION | B-5 PLANNED COMMERCIAL-RECREATION BUSINESS |
| C-3 CONSERVANCY-RESIDENTIAL | B-6 BED AND BREAKFAST |
| C-4 LOWLAND RESOURCE CONSERVATION (SHORELAND) | M-1 INDUSTRIAL |
| P-1 RECREATIONAL PARK | M-2 HEAVY INDUSTRIAL |
| P-2 INSTITUTIONAL PARK | M-3 MINERAL EXTRACTION |
| R-1 SINGLE-FAMILY RESIDENCE (UNSEWERED) | |
| R-2 SINGLE-FAMILY RESIDENCE (SEWERED) | |

- CITY OF ELKHORN EXTRATERRITORIAL ZONING AREA
 ZONING DISTRICT BOUNDARY



Source: Walworth County Department of Planning, Zoning, and Sanitation and SEWRPC.

Table 16

WALWORTH COUNTY ZONING DISTRICTS: 1996

District	Typical Principal Uses	Typical Conditional Uses ^a	Minimum Lot Size		Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
			Total Area	Total Width (feet)				
A-1 Prime Agricultural Land	Two single- or one two-family farm dwellings, farming, grazing, orchards, vegetable raising, dairying, equestrian trails	Housing for workers, commercial feed lots, fur farms and egg production, livestock sales facilities, land restoration, sewage-disposal plants, governmental and cultural uses, schools, churches	35 acres	--	Varies ^b	20 ^{c,d}	100	45 for dwellings
A-2 Agricultural Land	All A-1 principal uses, except only one single-family farm dwelling is permitted	Housing for workers, commercial feed lots, fur farms, egg production, ski hills, recreation camps, riding stables, sewage-disposal plants, airports, government and cultural uses, schools, churches	20 acres	300	Varies ^b	20 ^{c,d}	100	45 for dwellings
A-3 Agricultural Land Holding	All A-1 principal uses	Housing for workers, including mobile homes, commercial feed lots, livestock sales facilities, fur farms, egg production, sewage-disposal plants, airports, governmental or cultural uses, schools, churches	35 acres	--	Varies ^b	20 ^{c,d}	100	45 for dwellings
A-4 Agricultural-Related Manufacturing, Warehousing, and Marketing	All uses are conditional uses	Contract sorting, grading, and packaging, corn shelling, hay baling and threshing services, milk production, production of flour and grain mill products, production of meat products, sales or maintenance of farm implements, sewage-disposal plants, kennels, governmental and cultural uses, schools, churches	Sufficient area as required by ordinance	--	Varies ^b	75	75	70
A-5 Agricultural-Rural Residential	Single-family dwellings, home occupations, orchards, vegetable raising, plant nurseries, greenhouses, roadside stands	Sanitary-sewage-treatment plants, governmental and cultural uses	40,000 square feet	150	Varies ^b	15 ^d	25 ^d	45
C-1 Lowland Resource Conservation (nonshoreland)	Farming, boat landings, fish hatcheries, forest and game management, park and recreation areas, beaches, trails	Land restoration, golf courses, yachting clubs, recreation camps, campgrounds, sanitary-sewage-treatment plants	-- ^e	-- ^e	-- ^e	-- ^e	-- ^e	-- ^e
C-2 Upland Resource Conservation	Farming, forest preservation, hunting and fishing clubs, park and recreation areas, stables, single-family detached dwellings	Animal hospitals, golf courses, ski hills, camps, riding stables, planned residential developments, sewage-disposal plants, governmental and cultural uses	5 acres	300	Varies ^b	20 ^d	100	45 for dwellings
C-3 Conservancy-Residential	Forest preservation, forest and game management, single-family detached dwellings	Animal hospitals, land restoration, planned residential developments, sewage-disposal and cultural uses	100,000 square feet	200	Varies ^b	20 ^d	50 ^d	45
C-4 Lowland Resource Conservation (shoreland)	Fishing, hunting, harvesting of wild crops	--	-- ^e	-- ^e	-- ^e	-- ^e	-- ^e	-- ^e

Table 16 (continued)

District	Typical Principal Uses	Typical Conditional Uses ^a	Minimum Lot Size		Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
			Total Area	Total Width (feet)				
P-1 Recreational Park	Parks, forest preserves, boat rentals, golf courses, gymnasiums, ice skating, picnic grounds, playfields	Country clubs, ski hills, yachting clubs, cultural activities, archery ranges, firearm ranges, sports fields, governmental and cultural uses, schools, churches	Sufficient area as required by ordinance	--	Varies ^b	50 ^d	50 ^d	45
P-2 Institutional Park	Churches, convents, hospitals, schools, colleges, nursing homes, town buildings	Golf courses, public assembly uses, sports fields, airports, utilities, cemeteries, governmental and cultural uses	Sewered: 100,000 square feet Unsewered: See Sec. 2.5	Sewered: 100 Unsewered: See Sec. 2.5	Varies ^b	25 ^d	25 ^d	45
R-1 Single-Family Residential (unsewered)	Unsewered single-family detached dwellings	Golf courses, country clubs, planned residential developments, sewage-disposal plants, utilities, governmental and cultural uses, schools, churches	40,000 square feet	150	Varies ^b	15 ^d	25 ^d	45
R-2 Single-Family Residential (sewered)	Single-family detached dwellings served by public sanitary sewers	Golf courses, country clubs, planned residential developments, sewage-disposal plants, utilities, governmental and cultural uses, schools, churches	15,000 square feet	100	Varies ^b	10 ^d	25 ^d	45
R-2A Single-Family Residential (sewered)	Single-family detached dwellings served by public sanitary sewers	Golf courses, country clubs, planned residential developments, sewage-disposal plants, utilities, governmental and cultural uses, schools, churches	50,000 square feet	100	Varies ^b	10 ^d	25 ^d	45
R-3 Two-Family Residential	Single-family detached dwellings, two-family dwellings	Golf courses, country clubs, planned residential developments, sewage-disposal plants, utilities, governmental and cultural uses, schools, churches	Sewered: 15,000 square feet Unsewered: 40,000 square feet per unit	Sewered: 100 Unsewered: 150	Varies ^b	10 ^d	25 ^d	45
R-4 Multi-Family Residential	All uses are conditional uses	One-, two-, and multi-family dwellings, golf courses, country clubs, planned residential development, utilities, schools, churches	Sewered: Varies by structure type Unsewered: 40,000 square feet per unit	Sewered: Varies by structure type Unsewered: 150	Varies ^b	10 ^d	25 ^d	45
R-5 Planned Residential Development	All uses are conditional uses	One-family detached, semi-detached and attached dwelling units, two-family dwellings, multi-family dwellings, all B-1 principal uses provided such uses do not occupy more than 15 percent of area, golf courses, home occupations, governmental and cultural uses, schools, churches	--	--	Interior: 25 Exterior: Varies ^b	Interior: Varies by structure type Exterior: 50 ^d	Interior: 40 Exterior: 50 ^d	45
R-6 Planned Mobile Home Park Residential	All uses are conditional uses	Single-family detached dwellings, mobile and modular homes, home occupations, governmental and cultural uses, utilities, schools, churches	--	--	Interior: 20 Exterior: Varies ^b	Interior: 15 Exterior: 40 ^d	Interior: 20 Exterior: 40 ^d	30
R-7 Mobile Home Subdivision Residential	Mobile and modular homes, single-family detached dwellings	Golf courses, country clubs, home occupations, sewage-disposal plants, governmental and cultural uses, utilities, schools, churches	Sewered: 15,000 square feet Unsewered: 40,000 square feet	Sewered: 100 Unsewered: 150	Varies ^b	10 ^d	25 ^d	45

Table 16 (continued)

District	Typical Principal Uses	Typical Conditional Uses ^a	Minimum Lot Size		Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
			Total Area	Total Width (feet)				
R-8 Multi-Family Residential	Multi-family dwelling units	Golf course and country clubs, single-family and two-family dwellings, home occupations, sewage-disposal plants, governmental and cultural uses, parks and playgrounds	Sewered: 10,890 square feet per unit Unsewered: 40,000 square feet per unit	Sewered: 85 Unsewered: 150	Varies ^b	10 ^d	25 ^d	45
B-1 Local Business	Bakeries, barber and beauty shops, business and professional offices, clinics, clothing, grocery and liquor stores, lodges, restaurants	Residential dwellings, nursing homes, vehicle sales and service, governmental and cultural uses, schools, churches	Sewered: 7,500 square feet Unsewered: See Sec. 2.5	Sewered: 75 Unsewered: See Sec. 2.5	Varies ^b	10 ^d	20 ^d	45
B-2 General Business	All B-1 principal uses, antique shops, furniture stores, hotel and motels, bars and taverns, private clubs and schools, boat and marine supplies, variety stores, gasoline service stations	Residential dwellings, public assembly uses, drive-in theaters, public parking lots, nursing homes, funeral homes, governmental and cultural uses, sewage-disposal plants, utilities, schools, churches	Sewered: 7,500 square feet Unsewered: See Sec. 2.5	Sewered: 75 Unsewered: See Sec. 2.5	Varies ^b	10 ^d	30 ^d	55
B-3 Waterfront Business	All uses are conditional uses	Boat rental, boat and marine supplies, bait shops, restaurants, bath houses, dance halls, off-season storage, vehicle sales and services, drive-ins, public parking lots	Sufficient area as required by ordinance	Sufficient width as required by ordinance	Varies ^b	10 ^d	50 ^d	45
B-4 Highway Business	All uses are conditional uses	Automobile retail and repair, bars and taverns, gasoline sales and service, hotels, motels, night clubs, residential dwelling units	Sufficient area as required by ordinance	Sufficient width as required by ordinance	Varies ^b	40 ^d	40 ^d	45
B-5 Planned Commercial-Recreational Business	All uses are conditional uses	Amusement parks, boat rentals and access sites, campgrounds, recreational resorts, hotels, restaurants, retail stores, professional offices, personal services	--	--	Interior: 25 Exterior: 100	Interior: 15 Exterior: 100	Interior: 40 Exterior: 100	85 ^f
B-6 Bed-and-Breakfast	Bed-and-breakfast establishments	None	Sewered: 15,000 square feet Unsewered: 40,000 square feet	Sewered: 100 Unsewered: 150	Varies ^b	15 ^d	25 ^d	45
M-1 Industrial	Automotive upholstery, cleaning, pressing, dying, commercial bakeries, printing, trade and contractor, warehousing, wholesaling, food processing and packaging	Machine shops, automotive body repairs, manufacturing, fabrication, processing, governmental and cultural uses, recycling center	Sufficient area as required by ordinance	Sufficient width as required by ordinance	Varies ^b	30 ^{d, g}	30 ^{d, g}	55
M-2 Heavy Industrial	All M-1 principal uses, freight yards, terminals, inside storage, breweries	All M-1 conditional uses, manufacturing, processing, stockyards, wrecking, demolition	Sufficient area as required by ordinance	Sufficient width as required by ordinance	Varies ^b	30 ^{d, g}	30 ^{d, g}	70
M-3 Mineral Extraction	All uses are conditional uses	Aggregate or ready-mix plant, clay, ceramic and refractory minerals mining, crushed and broken stone quarrying, sand and gravel quarrying, processing of top soil, governmental and cultural uses, utilities, recycling centers	--	--	-- ^h	-- ^h	-- ^h	--

Table 16 (continued)

District	Typical Principal Uses	Typical Conditional Uses ^a	Minimum Lot Size		Street Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Building Height (feet)
			Total Area	Total Width (feet)				
M-4 Sanitary Landfill	All uses are conditional uses	Sewage-disposal plants, governmental and cultural sites, utilities, sanitary landfill operations, recycling centers	--	--	--	--	--	45

^a More restrictive lot area, width, and yard requirements may apply to conditional uses under Section 4.0 of the Shoreland Zoning Ordinance.

^b For a subdivision road: minimum 25 feet; town road: minimum 50 feet; county road: minimum 65 feet; State and Federal highways: minimum 85 feet.

^c Except structures used for housing of animals must be a minimum of 100 feet from lot lines.

^d Except shoreyards must be a minimum of 75 feet.

^e No requirements for principal uses since no buildings or structures are permitted.

^f Except height of residential structures cannot exceed 45 feet.

^g Fifty feet when abutting a residential district.

^h All excavation must be a minimum of 200 feet from the right-of-way of any public or approved street, property line, or shoreline. All accessory uses, such as offices, parking areas, and stockpiles, must be a minimum of 100 feet from the right-of-way of any public or approved street, property line, or shoreline.

ⁱ All operations must be at least 200 feet from the right-of-way of any public or approved street, property line, or shoreline.

Source: Walworth County Shoreland Zoning Ordinance and SEWRPC.

3. The city council may enact an interim zoning ordinance to preserve existing zoning or uses while the comprehensive zoning ordinance is being prepared. Such interim zoning remains in effect for no more than two years, unless extended for up to one additional year on the recommendation of a joint extraterritorial zoning committee. No other interim zoning ordinance may be enacted until two years after the expiration of the initial interim zoning ordinance or the one-year extension.
4. A joint extraterritorial zoning committee is established. The joint committee consists of three citizen members of the city plan commission and three members from the concerned town, the town representatives being appointed by the town board. Importantly, the city council may not adopt an extraterritorial zoning ordinance or amendments thereto without a favorable vote of a majority of the six members of the joint committee. Where more than one town is involved, a separate vote must be taken on the zoning ordinance or ordinance amendment for each town; the town members of the joint committee vote only on matters affecting their town.
5. The entire city plan commission participates with the joint extraterritorial zoning committee in the preparation of the zoning map and district regulations or amendments thereto; however, only members of the joint committee vote on such matters.
6. The joint extraterritorial zoning committee holds a public hearing on the proposed zoning and submits it to the city council.
7. The city council may adopt the ordinance as recommended by the joint committee after conducting a public hearing. Alternatively, the city council may revise the proposed ordinance after first submitting the proposed revisions to the joint committee. If the joint committee approves the revisions by a majority vote, the city council may adopt the proposed ordinance after another public hearing.

Table 17

BASIC ZONING DISTRICTS IN THE TOWN OF GENEVA: 1996

District Type	District Name	Town-County Zoning (acres)	Extraterritorial Zoning (acres)	Total	
				Acres	Percent of Total
Agricultural	A-1 Prime Agricultural Land	8,476	1,235	9,711	49.2
	A-2 Agricultural Land	1,554	157	1,711	8.7
	A-3 Agricultural Land Holding	155	157	312	1.6
	A-4 Agricultural Related Business	0	0	0	0.0
	A-5 Agricultural-Rural Residential	38	0	38	0.2
	Subtotal	10,223	1,549	11,772	59.7
Conservancy	C-1 Lowland Resource Conservation	356	21	377	1.9
	C-2 Upland Resource Conservation	1,488	0	1,488	7.5
	C-3 Conservancy-Residential	349	0	349	1.8
	C-4 Lowland Resource Conservation	1,888	45	1,933	9.8
	Subtotal	4,081	66	4,147	21.0
Public	P-1 Recreational Park	19	0	19	0.1
	P-2 Institutional Park	185	2	187	0.9
	Subtotal	204	2	206	1.0
Residential	R-1 Single-Family Residential (unsewered)	1,658	20	1,678	8.5
	R-2 Single-Family Residential (sewered)	1	0	1	. ^a
	R-2A Single-Family (sewered)	0	0	0	0.0
	R-3 Two Family Residential	0	0	0	0.0
	R-4 Multiple-Family Residential	0	0	0	0.0
	R-5 Planned Residential Development	0	0	0	0.0
	R-6 Planned Mobile Home Park Residential	11	0	11	0.1
	R-7 Mobile Home Subdivision Residential	0	0	0	0.0
	R-8 Multiple-Family Residential	0	0	0	0.0
	Subtotal	1,670	20	1,690	8.6
Commercial	B-1 Local Business	11	0	11	0.1
	B-2 General Business	74	0	74	0.4
	B-3 Waterfront Business	10	0	10	0.1
	B-4 Highway Business	14	0	14	0.1
	B-5 Planned Commercial-Recreational Business	1,649	0	1,649	8.3
	B-6 Bed and Breakfast	1	0	1	. ^a
	Subtotal	1,759	0	1,759	9.0
Industrial	M-1 Industrial	46	5	51	0.2
	M-2 Heavy Industrial	4	0	4	. ^a
	M-3 Mineral Extraction	94	0	94	0.5
	M-4 Sanitary Landfill	0	0	0	0.0
	Subtotal	144	5	149	0.7
Total		18,081	1,642	19,723	100.0

^a Less than 0.1 percent.

Source: SEWRPC.

8. Once the extraterritorial zoning ordinance is adopted, the city council may amend the ordinance, but only after approval of the amendment by a majority vote of the joint committee and after appropriate public hearings.

Under this statutory framework, the joint extraterritorial zoning committee is instrumental in the adoption and amendment of extraterritorial zoning. As provided for under the Statutes, the establishment of zoning district regulations and zoning

district boundaries and any related amendments requires the favorable vote by a majority of the joint extraterritorial zoning committee. The prescribed composition of the joint committee, three individuals from the city plan commission and three individuals appointed by the town board, ensures the consideration of town interests in extraterritorial zoning matters.

Extraterritorial Zoning in Walworth County: As already noted, the City of Elkhorn has adopted

extraterritorial zoning within the Towns of Delavan, Geneva, and LaFayette. The text of the Elkhorn zoning ordinance indicates that the extraterritorial zoning regulations and map of the extraterritorial area have been approved by the respective joint extraterritorial zoning committees of the three towns, that all necessary public hearings have been held, and that approving actions have been taken by the concerned towns and the City of Elkhorn. The City of Elkhorn extraterritorial zoning ordinance incorporated the zoning districts and use regulations established under the Walworth County zoning ordinance for the concerned areas. Statutory shorelands situated within the extraterritorial zoning area remain subject to the Walworth County shoreland zoning ordinance, which continues to be administered in the area by Walworth County.

As a city of the fourth class, the City of Elkhorn has authority to enact extraterritorial zoning in unincorporated territory located within 1.5 miles from its corporate limits. The boundaries of the adopted extraterritorial zoning area within the Town of Geneva and the related zoning districts are shown on Map 15. This area encompassed about 1,642 acres, or 8 percent of the total area of the Town in 1996. The 1996 acreage of the various districts within the extraterritorial zoning area are presented in Table 17. Two minor zoning district boundary changes have been enacted in this area since the establishment of extraterritorial zoning.

Wisconsin Uniform Dwelling Unit Code

Construction of one-family and two-family dwellings in the Town of Geneva is regulated by the Wisconsin Uniform Dwelling Code (UDC). The UDC is a State regulation enforced by local governments. The UDC does not require any minimum size for one-family and two-family dwellings.

The Town of Geneva cannot impose additional requirements on any specific activity or standard governed by the UDC; however, it can adopt additional regulations related to construction of one-family and two-family dwellings if the activity or standard is not specifically regulated by the UDC.

Walworth County Subdivision Control Ordinance

The division and improvement of lands in the Town is regulated by the Walworth County Subdivision Control Ordinance. The Ordinance sets forth requirements for the appropriate design of lots, subdivision access, and necessary internal improvements such as streets, drainage, and water and sewer facilities.

The Walworth County Subdivision Control Ordinance requires the platting of land divisions when five or more parcels or building sites of 15 acres in size or less are created. The Ordinance also requires that a division of land, other than a subdivision, resulting in the creation of less than five lots or building sites of 15 acres or less be surveyed and a certified survey map be prepared and recorded.

Walworth County Private

Sewage-System and Sanitation Ordinance

The Walworth County Private Sewage System and Sanitation Ordinance outlines general provisions for the design, installation, operation, and maintenance of private water-supply systems, septic tanks, effluent-disposal systems, holding tanks, and septic sludge disposal. It was adopted by the Walworth County Board of Supervisors in 1982 and has been amended from time to time since its effective date.

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

Walworth County Construction

Site Erosion-Control Ordinance

The Walworth County Board adopted a construction site erosion-control ordinance in 1990 which applies in the unincorporated areas of the County, including the Town of Geneva. The ordinance was enacted to protect the quality of waters in the County and the State by reducing the amount of sediment and other pollutants leaving construction sites during land development and land disturbance. The law requires a landowner or tenant to get a permit before undertaking the construction of any building or other structure; removal of vegetation or ground cover, grading, excavation, or filling affecting 4,000 square feet or more; and construction or reconstruction of roads or bridges.

Other State Resource Regulatory Programs

Chapter NR 103 of the Wisconsin Administrative Code establishes water quality standards for wetlands. These standards, like the more general policies set forth for wetlands protection under Chapter NR 1.95, are applied by the Wisconsin Department of Natural Resources in all decision making under existing State authority. In cases where State certification of a wetland modification

is denied, the necessary U. S. Army Corps of Engineers permit would also be denied.

Chapters NR 110 and Comm 82 of the Wisconsin Administrative Code require that the Wisconsin Department of Natural Resources, in its regulation of public sanitary sewers, and the Wisconsin Department of Industry, Labor and Human Relations, in its regulation of private sanitary sewers, make a finding that all proposed sanitary-sewer extensions conform with adopted areawide water quality management plans and the sanitary sewer service areas identified in such plans. If a locally proposed sanitary-sewer extension is designed to serve areas not recommended for sewer service in an areawide water quality management plan, the State agencies concerned must deny approval of the extension. The State agency must find that the area proposed to be served is located 1) within an approved sewer service area and 2) outside of areas having physical or environmental constraints which, if developed, would have adverse water quality impacts.

Federal Wetland Regulations

Section 404 of the Federal Clean Water Act requires the U. S. Department of the Army, Corps of Engineers, working in cooperation with the U. S. Environmental Protection Agency, to regulate the discharge of dredged and fill materials into waters of the United States, including lakes, rivers, and wetlands. In carrying out this responsibility, the Corps of Engineers determines when permits are required for the discharge of dredged and fill materials. Some silviculture, mining, and agricultural activities in water and wetland areas may be exempt from the individual permit requirement. Certain minor activities, such as boat ramp construction and shore stabilization, may be undertaken under a pre-approved general, or nationwide, permit. Section 401 the Act requires that the issuance of Federal permits be consistent with State water quality policies and standards.

SUMMARY

This chapter has presented a description of the existing land use pattern in the Town of Geneva and of the land use regulations that have a direct bearing on the physical development of the Town. The major findings are summarized below:

- Combined, urban uses of land encompassed about 2,767 acres, or about 4.3 square miles, and represented nearly 14 percent of the total area of the Town in 1990. Residential land uses comprised the largest share of the urban land, totaling 1,111 acres, or about 1.7 square miles, and about 5 percent of the total area of the Town in 1990.
- Combined, nonurban uses of land encompassed about 17,747 acres, or about 27.7 square miles, and represented about 86 percent of the total area of the Town in 1990. By far the most significant land use in the Town is agriculture. In 1990, 12,490 acres of land, representing about 70 percent of the total nonurban uses of land and about 61 percent of the total area of the Town, were devoted to agriculture.
- The arterial highway facilities in Town in 1993 carried traffic volumes below their design capacity, except for the segment of STH 50 in the vicinity of Williams Bay, which operated at its design capacity.
- The Town of Geneva is under the jurisdiction of the Walworth County Zoning Ordinance, which contains both general and shoreland-floodplain zoning provisions. The general provisions of the Ordinance are jointly administered by Walworth County and the Town. The shoreland provisions are administered solely by the County.
- Construction of one-family and two-family dwellings in the Town of Geneva is regulated by the Wisconsin Uniform Dwelling Code. Though it is permitted to adopt additional regulations related to construction of such dwellings, the Town does not require a minimum size for dwelling units.
- The division and improvement of lands in the Town of Geneva is regulated by the Walworth County Subdivision Control Ordinance. The ordinance sets forth requirements for the appropriate design of lots, subdivision access, and necessary internal improvements such as streets, drainage, and water and sewer facilities. The ordinance requires the platting of land divisions when five or more parcels of

15 acres or less are created. When less than five parcels of 15 acres in size or less are created, the ordinance requires that a certified survey map be prepared and recorded.

- A series of County, State, and Federal laws and regulations regulate the use of waters

and wetlands, as well as the potential water quality impacts of development. These include the Walworth County Construction Site Erosion Control Ordinance; Chapters NR 103, NR 110, and Comm 82 of the Wisconsin Administrative Code; and Sections 401 and 404 of the Federal Clean Water Act.

Chapter V

FRAMEWORK FOR PLAN DEVELOPMENT

INTRODUCTION

Previous chapters of this report have presented the results of inventories and analyses of the demography and economy, the natural resource base, existing land use, existing land use controls, and existing community facilities and utilities in the Town of Geneva undertaken in support of the preparation of a land use plan for the Town. This chapter describes other important factors to be considered in the preparation of the Town land use plan, factors which will substantially determine the nature and design of the plan. Specifically, this chapter presents a summary of adopted county and regional plans which should be appropriately incorporated into the plan and a set of land use development objectives, principles, and standards which will be used as a guide in the preparation of the plan.

EXISTING PLANS

A number of regional and county plans which bear on the Town of Geneva should be taken into consideration in the preparation of a land use plan for the Town. In 1993, the Walworth County Board of Supervisors adopted the year 2010 regional land use plan as it pertains to Walworth County as the County development plan. Other plans which should be considered and appropriately incorporated into the Town land use plan include the regional transportation system plan, the regional water quality management plan, and the Walworth County park and open space plan.

Walworth County Development Plan

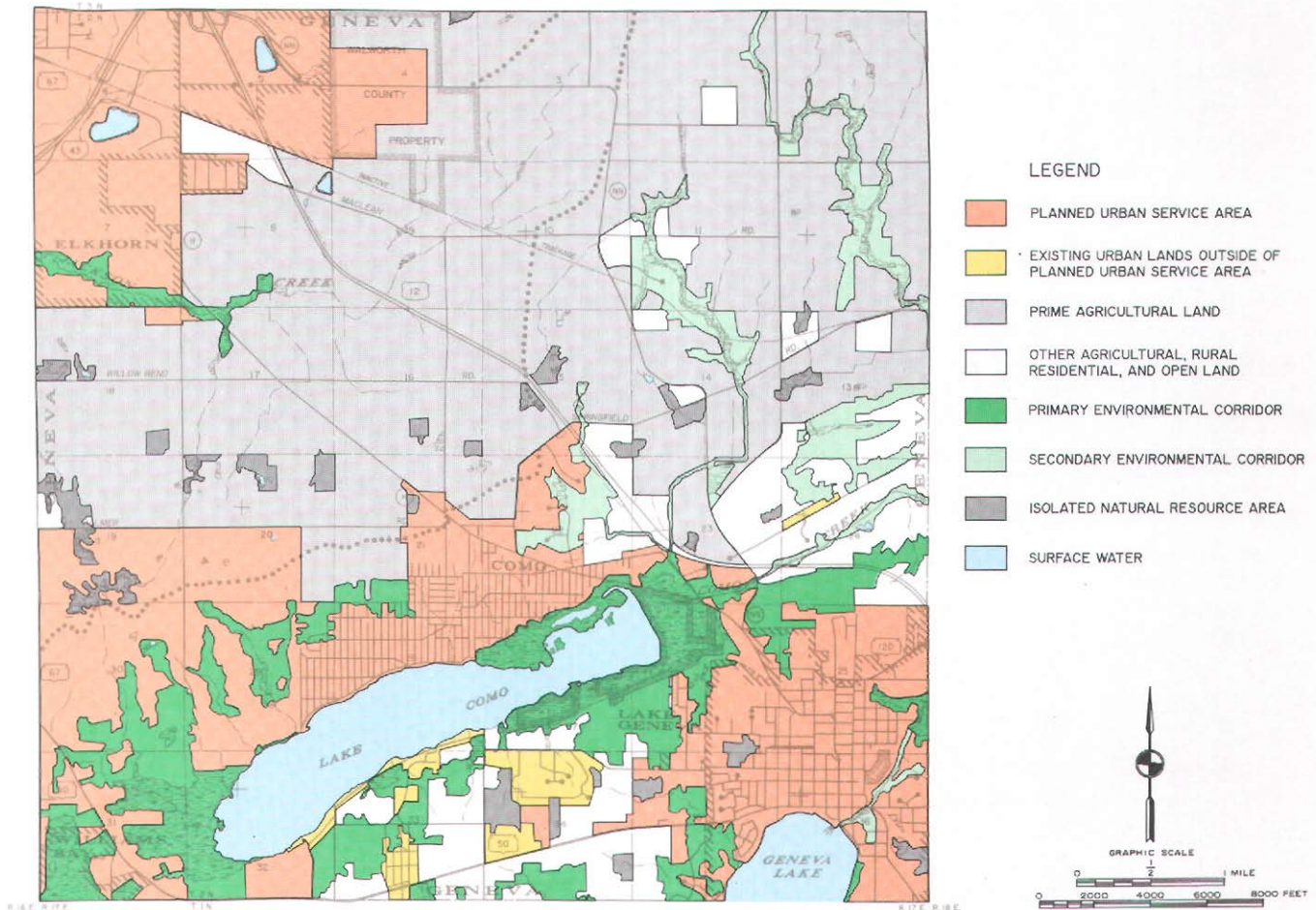
The Walworth County development plan incorporates longstanding recommendations of the regional land use plan with regard to urban development and open space preservation in the Southeastern Wisconsin Region. Like the regional plan, the County development plan seeks to direct new urban development to areas that are physically suitable for such use and that can readily be provided with basic public services and facilities. The County development plan, like the regional plan, seeks to preserve, to the greatest extent practicable, prime agriculture land and to protect primary environmental corridors from urban development. In addition

to preserving prime agricultural land and environmental corridors, the plan seeks to maintain the rural character of other lands located outside planned urban service areas. The Walworth County development plan as it pertains to the Town of Geneva is presented graphically on Map 16. The key recommendations of the County development plan are described further below.

- Urban Development: Like the regional land use plan, the County development plan encourages urban growth only in those areas which are covered by soils suitable for urban development, which are not subject to such special hazards as flooding or erosion, and which can readily be provided with basic urban services, including, most importantly, public sanitary-sewerage service. Under the County development plan, urban development is defined as concentrations of residential; commercial and industrial; institutional and governmental; utility and transportation; and recreational uses. Residential development at a density of greater than one dwelling unit per five acres of land is considered urban.
- Preservation of Prime Agricultural Land: The Walworth County development plan recommends that prime agricultural land be preserved for long-term agricultural use and not be converted to either urban development or other forms of rural development. Under the County development plan, to be included in an area identified as prime agricultural land, a farm unit must be at least 35 acres in size, must occur in a relatively homogenous concentration of similar farms of at least 100 acres in size, and must be covered by soils meeting U. S. Natural Resource Conservation Service (formerly U. S. Soil Conservation Service) criteria for National Prime Farmland or Farmland of Statewide Importance.
- Preservation of Environmental Corridors: The environmental corridor concept and the configuration of primary environmental corridors, secondary environmental corridors, and isolated natural resource areas in the Town of Geneva was described in Chapter III of this

Map 16

YEAR 2010 REGIONAL LAND USE PLAN AND WALWORTH COUNTY DEVELOPMENT PLAN
AS RELATED TO THE TOWN OF GENEVA AND ENVIRONS



Source: SEWRPC.

report. The Walworth County development plan, like the regional land use plan, recommends the preservation in essentially natural, open uses of the remaining primary environmental corridors in the County and further recommends the preservation, to the extent practicable, of the remaining secondary environmental corridors and isolated natural resource areas.

- **Rural Residential Development:** In addition to preserving prime agricultural lands and environmental corridors, the Walworth County development plan seeks to maintain the rural character of other lands located outside planned urban service areas. The plan seeks

seeks to limit development in such areas primarily to rural-density residential development. Such development would have a maximum overall density of one dwelling unit per five acres of land.

The land use plan for the Town of Geneva should be prepared within the framework of the County development plan. The Town plan should refine and detail the County plan, thereby reflecting local and County, as well as regional, development objectives.

Walworth County Park and Open Space Plan

The Walworth County park and open space plan provides a guide for the acquisition and development of large parks and the acquisition for resource

preservation purposes of other open space lands in Walworth County.¹

Regional Transportation System Plan

Arterial Streets and Highways: In 1994, the Regional Planning Commission adopted a third generation, design year 2010 regional transportation system plan for Southeastern Wisconsin. The Walworth County Board adopted that plan in 1995. The arterial street and highway plan recommended under the year 2010 regional transportation system plan as it pertains to the Town of Geneva is shown on Map 17.² The arterial street and highway system shown on Map 17 is intended to facilitate the through movement of traffic within the Town of Geneva as well as between the Town and other areas of the County and Southeastern Wisconsin Region. The plan calls for three improvements to arterial highways in the Town. These are the widening of STH 67 to four lanes from IH 43 to the proposed STH 67 bypass at STH 50, the widening of STH 50 in the southwesternmost corner of the Town, and the construction of a new two-lane arterial connecting STH 50 and STH 120 west of the City of Lake Geneva.

Bicycle Ways: The year 2010 regional transportation system plan also includes a bicycle facilities plan element.³ The bicycle facilities plan recommends bicycle ways connecting cities and villages with a population of 5,000 or more located outside the large metropolitan areas of Milwaukee, Racine, and Kenosha. The regional bicycle facilities plan as it pertains to the Town of Geneva is shown on Map 18. Proposed bicycle ways in the Town of Geneva include routes proposed in the rights-of-way

of existing streets and highways and a route proposed to be located over the right-of-way of the former Chicago, Milwaukee, St. Paul & Pacific Railroad through the Town.⁴

Regional Water Quality Management Plan

In 1979 the Regional Planning Commission adopted an areawide water quality management plan for Southeastern Wisconsin. The plan has five elements: a land use element, a point source pollution abatement element, a nonpoint source pollution abatement element, a sludge management element, and a water quality monitoring element.⁵ The nonpoint source pollution abatement element of the plan is particularly important in the preparation of a land use plan for the Town. That plan element recommends the major sewage-conveyance and sewage-treatment facilities and delineates planned sewer service areas. By law, major sewerage system improvements and all sewer service extensions must be in conformance with the plan.

Planned sanitary sewer service areas in the Town of Geneva as recommended in the areawide water quality management plan are shown on Map 19. Under the plan, all sewage from the Lake Como and Geneva National areas of the Town and from areas of the Town in the vicinity of the City of Elkhorn would be conveyed to the sewage treatment plant operated by the Walworth County Metropolitan Sewerage District, which facility is located in the City of Delavan. Sewage from areas of the Town in the vicinity of the City of Lake Geneva would be conveyed to, and treated at, the Lake Geneva sewage-treatment plant.

¹The Walworth County park and open space plan is documented in SEWRPC Community Assistance Planning Report No. 135, A Park and Open Space Plan for Walworth County, 1991.

²The regional transportation system plan is documented in SEWRPC Planning Report No. 41, A Regional Transportation System Plan for Southeastern Wisconsin: 2010, 1994.

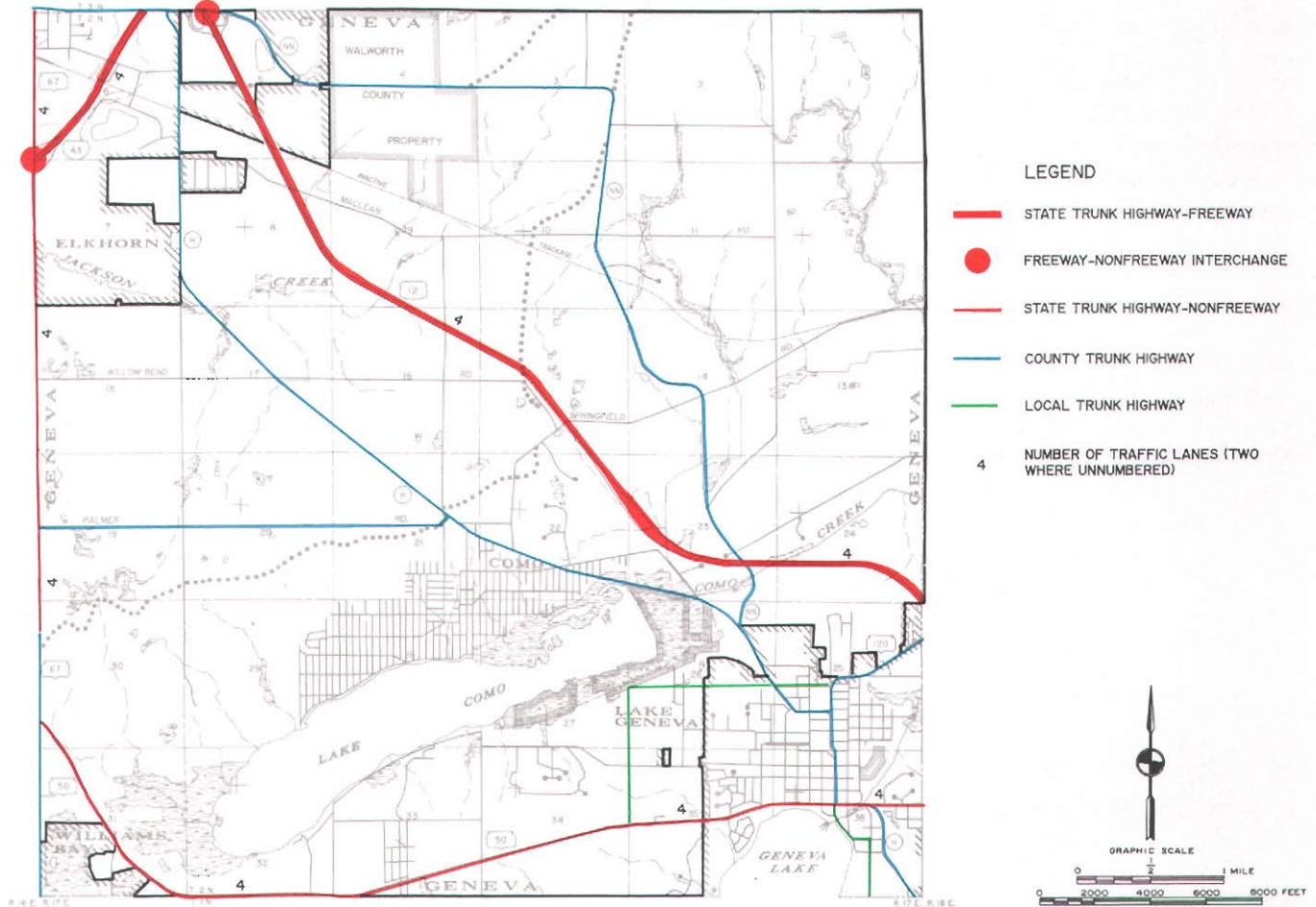
³The bicycle way plan is documented in SEWRPC Planning Report No. 43, A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010, 1994.

⁴It should be noted that bicycle ways within street rights-of-way may consist of a bicycle route designated on a street or highway, an exclusive bicycle lane provided on a street or highway, a paved shoulder signed or marked for bicycle use, or a separate bicycle path located within the street or highway right-of-way.

⁵The areawide water quality management plan is documented in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000, Volume One, Inventory Findings; Volume Two, Alternative Plans; and Volume Three, Recommended Plan; and subsequent amending reports.

Map 17

**ARTERIAL STREETS AND HIGHWAYS IN THE TOWN OF GENEVA AND ENVIRONS
RECOMMENDED UNDER THE YEAR 2010 REGIONAL TRANSPORTATION SYSTEM PLAN**



Source: SEWRPC.

**OBJECTIVES OF THE
TOWN OF GENEVA LAND USE PLAN**

Under the Town land use planning program, six major land use development objectives were adopted by the Town Plan Commission to guide the preparation of the land use plan. These relate to a balanced allocation of space to each of the needed land uses, the proper relationship among the various land uses, the proper location of development in relation to community facilities and services, the preservation of prime farmland, the preservation and protection of the natural environment, and the maintenance of rural character outside planned urban service areas. Each objective is accompanied by a planning principle which supports and helps explain the objective.

Objective No. 1: Balanced Allocation of Land Uses
A balanced allocation of space to each needed land use in order to meet the social, physical, recreational, and economic needs of the Town.

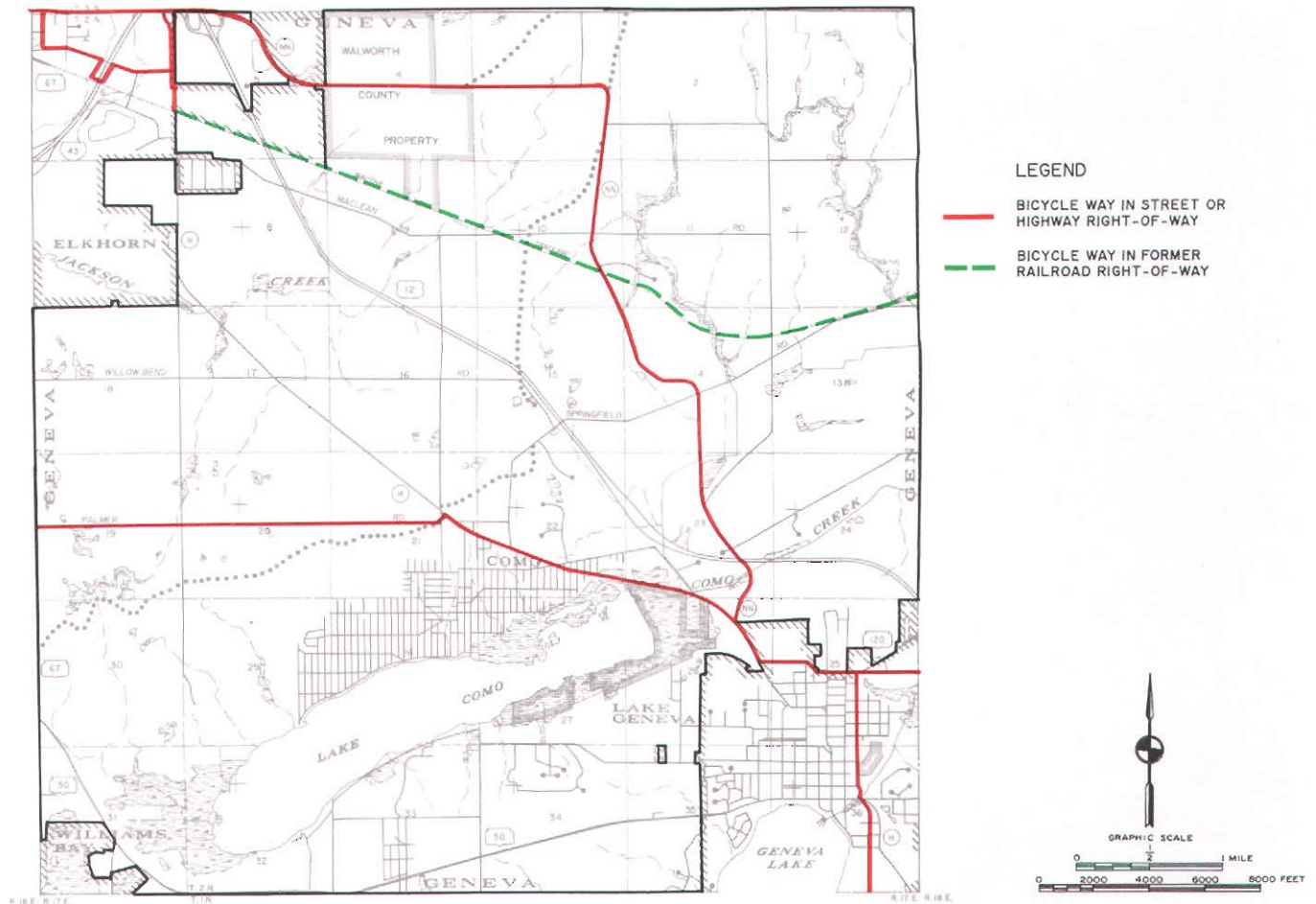
Principle

The supply of land set aside for any given use should not exceed the known and anticipated demand for that use. Thus, the amount of land identified for future development in each of the major land use categories should be related to forecasts of anticipated growth in population, households, and employment.

Objective No. 2: Relationship among Land Uses
The harmonious adjustment and logical relationship between existing and proposed land uses.

Map 18

**BICYCLE WAYS IN THE TOWN OF GENEVA AND ENVIRONS
RECOMMENDED UNDER THE YEAR 2010 REGIONAL BICYCLE FACILITIES PLAN**



Source: SEWRPC.

Principle

The conversion of land from one use to another, particularly the conversion of rural land to urban use, should occur in an orderly fashion, with new urban development occurring generally adjacent to existing urban development, rather than in a leapfrog fashion. The proper adjustment of new land uses to the existing development pattern can help to minimize or avoid the creation of developmental and environmental problems. Properly relating new land uses to existing land uses

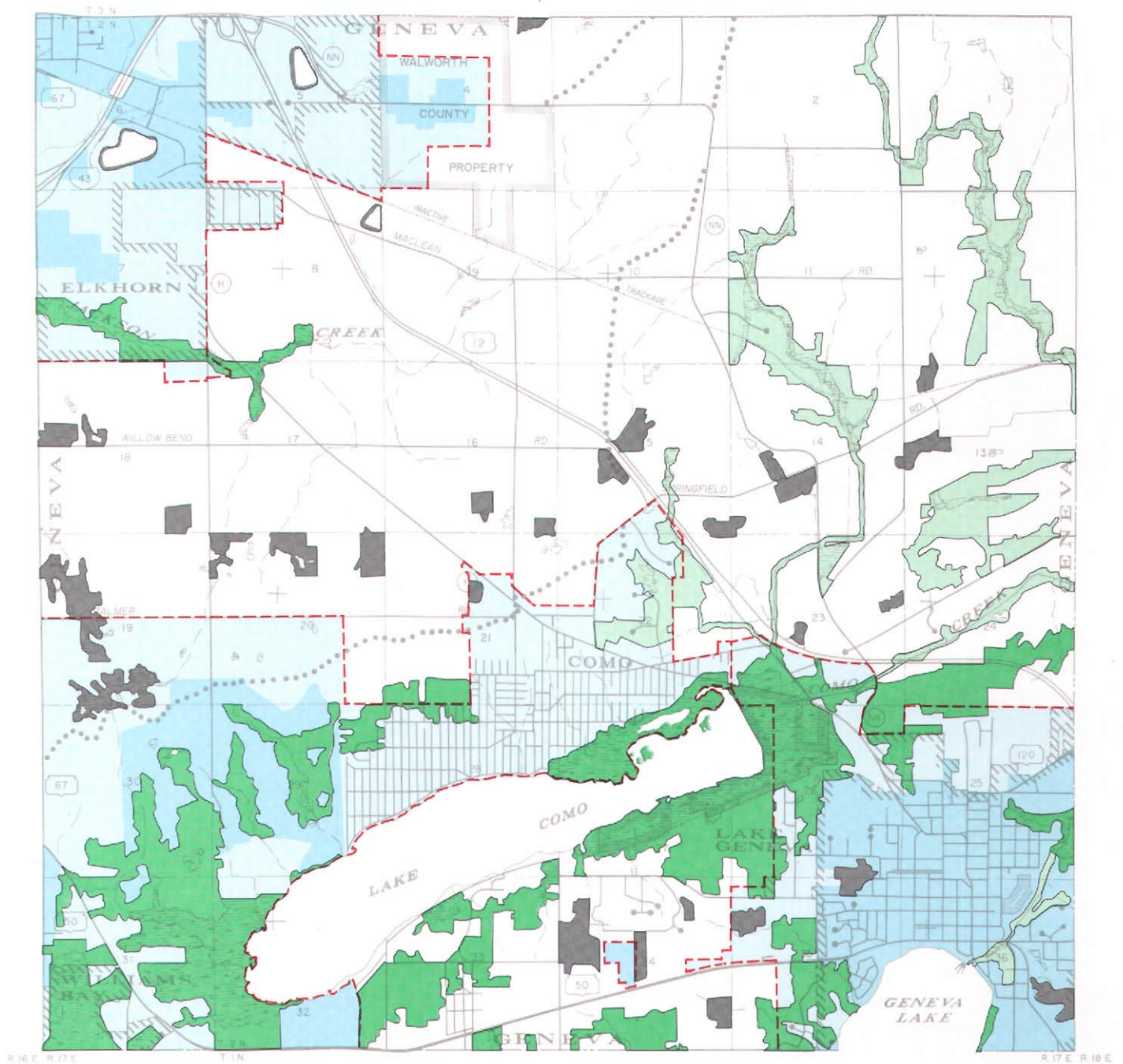
uses can also maximize accessibility to county and regional transportation systems, to commercial and employment centers, and to basic community facilities.

Objective No. 3: Location of Development

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.

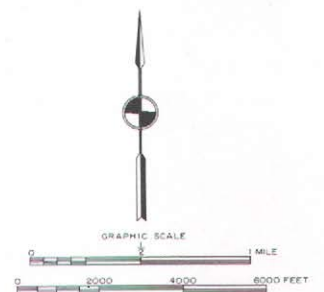
Map 19

SANITARY-SEWER SERVICE AREAS IN THE TOWN OF GENEVA AND ENVIRONS RECOMMENDED UNDER THE REGIONAL WATER QUALITY MANAGEMENT PLAN



LEGEND

- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- GROSS SANITARY SEWER SERVICE AREA BOUNDARY
- NET SANITARY SEWER SERVICE AREA (EXISTING)
- NET SANITARY SEWER SERVICE AREA (2010)



Source: SEWRPC.

Principle

The transportation and public utility facilities and the land use pattern which these facilities serve and support are mutually interdependent in that the land use pattern determines the demand for, and loadings upon, transportation and utility facilities; these facilities, in turn, are essential to, and form a basic framework for, land use development.

Objective No. 4: Preservation of Prime Agricultural Land

The preservation of the prime agricultural lands of the Town.⁶

Principle

Agricultural lands provide important sources of food and fiber. Such lands also can provide significant wildlife habitat, offer locations close to urban centers for the production of commodities which may require nearby population concentrations for an efficient production-distribution relationship, provide opportunities for agricultural and agriculture-related employment, and provide open space, which lends form and structure to urban development.

Objective No. 5: Preservation of Environmental Quality

The preservation and protection of the remaining primary environmental corridor lands and, to the extent possible, the preservation of the remaining

secondary environmental corridor lands and isolated natural resource areas.⁷

Principle

The primary and secondary environmental corridors and isolated natural resource areas are a composite of the best remaining individual elements of the natural resource base including lakes, rivers, and streams and their associated floodlands; wetlands; woodlands; wildlife habitat areas; rugged terrain and high relief topography; wet, poorly drained, or organic soils; and significant geological formations. The preservation of environmental corridors and isolated natural resources in essentially natural, open uses yields many benefits including recharge of groundwater; maintenance of surface and groundwater quality; attenuation of flood flows and flood stages; maintenance of base flows of streams and watercourses; reduction of soil erosion; abatement of air and noise pollution; favorable modification of climate; provision of wildlife habitat; protection of plant and animal diversity; protection of rare and endangered species; maintenance of scenic beauty; and provision of opportunities for recreational, educational, and scientific pursuits. Conversely, since the environmental corridors are generally poorly suited for urban development, preservation of environmental corridor lands can help avoid serious and costly development problems including flood damage, failing foundations of pavements and structures, wet basements, excessive

⁶The definition of prime agricultural land used herein is the same as that set forth in the Walworth County Farmland Preservation Plan. Prime agricultural lands are identified as consisting of farm units of at least 35 acres in area which meet selected soil productivity standards and which occur in a block of similar farmland of at least 100 acres in size. To be considered prime, at least one-half of the farm unit must be covered by soils meeting U. S. Natural Resources Conservation Service (formerly U. S. Soil Conservation) standards for National Prime Farmland, largely Class I and Class II soils, or Farmland of Statewide Importance, largely Class III soils.

In adopting these standards, the Town Plan Commission specified that, once identified in the land use plan as prime agricultural land in accordance with these standards, a 35-acre farm parcel would retain its prime agricultural classification even if, as a result of changing development conditions in the area, it is no longer part of a 100-acre block of farmland.

⁷The Regional Planning Commission has delineated primary environmental corridors, secondary environmental corridors, and isolated natural resource areas on the basis of extensive natural resource base inventories conducted under the regional planning program. Primary environmental corridors are linear areas in the landscape which contain concentrations of the most important remaining elements of the natural resource base. By definition, primary environmental corridors are at least 400 acres in area, two miles in length, and 200 feet in width. Secondary environmental corridors also contain a variety of resource elements, often being remnants of primary corridors that have been partially converted to intensive urban or agricultural use. By definition, secondary environmental corridors are at least one mile in length and 100 acres in area. Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from the environmental corridor network. By definition, these areas are at least five acres in size.

operation of sump pumps, excessive clear water infiltration into sanitary-sewer systems, and poor drainage.

Objective No. 6: Maintenance of Rural Character

The preservation of the rural character of areas of the Town located outside planned urban centers.

Principle

The maintenance of the rural of character of lands outside planned urban service areas will contribute to the overall physical and economic well-being of the Town in many ways. The maintenance of the rural character of lands beyond planned urban service areas will help to maintain the cultural heritage and natural beauty of the Town, contribute to the preservation of wildlife habitat and other environmentally sensitive areas, avoid environmental and development problems, maintain the viability of farming areas, and help control local public service costs. The preservation of prime agricultural lands, environmental corridors, and isolated natural resource areas, pursuant to Objectives No. 4 and No. 5, will help assure the maintenance of the rural character of areas of the Town outside planned urban service areas. Importantly, limitations on the intensity of development of other lands outside planned urban service areas will likewise help maintain rural character.⁸

STANDARDS

Table 18 presents a set of urban land use standards for the Town of Geneva that are intended to supplement the land use planning objectives. The standards provide a basis for identifying additional urban lands needed to accommodate projected growth in population, households, and employment. These standards are based upon studies of existing land use in the Southeastern Wisconsin since 1963 and are reasonably responsive to expected future as well as present conditions.

⁸Land uses considered "rural" in nature include traditional agricultural uses, hobby farms, conservancy uses, and rural-density residential development. The latter is defined as residential development at a density of no more than one dwelling unit per five acres. In practice, this density may often best be achieved through clustered designs, designs which cluster the dwelling units in a portion of the parcel and maintain the balance in agricultural or other open space use, achieving the desired density for the parcel over all.

SUMMARY

Previous chapters of this report have presented the results of inventories and analyses of the demography and economy, the natural resource base, existing land use, existing land use controls, and existing community facilities and utilities of the Town of Geneva undertaken in support of the preparation of a land use plan for the Town. This chapter has described other important factors to be considered in the preparation of the Town land use plan, factors which will substantially determine the nature and design of the plan. Specifically, this chapter has described adopted County and regional plans which should be appropriately incorporated into the plan and has presented a set of land use development objectives, principles, and standards which will be used as a guide in the preparation of the plan.

This chapter has described the key recommendations of regional and County plans as they pertain to the Town of Geneva, including the Walworth County development plan, the regional transportation system plan, the regional water quality management plan, and the Walworth County park and open space plan. Recommendations of the Walworth County development plan as they pertain to the Town of Geneva are of particular importance in the preparation of a Town land use plan. The Walworth County development plan incorporates long-standing recommendations of the regional land use plan with regard to urban development and open space preservation in the Southeastern Wisconsin Region. Like the regional land use plan, the County development plan seeks to direct new urban development to areas that are covered by soils suitable for such use, that are not subject to such special hazards as flooding or erosion, and that can readily be provided with basic public services and facilities, including, most importantly, public sanitary-sewer service. The County development plan, like the regional plan, seeks to preserve, to the greatest extent practicable, prime agriculture land and to protect primary environmental corridors from urban development. In addition to preserving prime agricultural land and environmental corridors, the plan seeks to maintain the rural character of other lands located outside planned urban service areas.

This chapter has also presented six land use development objectives that were adopted by the Town Plan Commission to guide the preparation of the land use plan. The adopted objectives relate to a balanced allocation of space to each of the needed land uses, the proper relationship among the vari-

Table 18

URBAN LAND USE STANDARDS FOR THE TOWN OF GENEVA

Land Use Category	Net Density Range		Standard Selected for Use in Preparing Town Land Use Plan	
	Dwelling Units per Net Residential Acre	Net Area per Dwelling Unit	Net Area per Dwelling Unit	Gross Area Requirement
Residential				
Suburban-Density	0.2 to 0.6	62,000 square feet to 4.9 acres	1.5 acres	183 acres per 100 dwelling units ^a
Low-Density	0.7 to 1.1	36,300 to 61,999 square feet	40,000 square feet	115 acres per 100 dwelling units ^a
Medium-Low-Density	1.2 to 2.2	19,000 to 36,299 square feet	20,000 square feet	57 acres per 100 dwelling units ^a
Medium-Density	2.3 to 6.9	6,200 to 18,999 square feet	13,500 square feet	40 acres per 100 dwelling units ^a
Commercial (retail and service)	N/A	N/A	N/A	6 acres per 100 employees ^b
Public Outdoor Recreation Sites				
State and County Sites	N/A	N/A	N/A	Sites to be provided in accordance with Walworth County park and open space plan
Town Park Site	N/A	N/A	N/A	3.3 acres per 1,000 persons ^b

N/A: Not applicable.

^aGross area includes associated street rights-of-way.

^bGross area includes associated off-street parking areas.

Source: SEWRPC.

ous land uses, the proper location of development in relation to community facilities and services, the preservation of prime farmland, the preservation

and protection of the natural environment, and the maintenance of rural character outside planned urban service areas.

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Chapter VI

RECOMMENDED LAND USE PLAN

INTRODUCTION

A land use plan is an official statement setting forth a community's major objectives concerning the desirable physical development of the area. The land use plan for the Town of Geneva, as set forth in this report, consists of recommendations for the type, amount, and spatial location of the various land uses required to serve the needs of the residents of the Town to the year 2010. The plan is intended to be used as a tool to help guide the physical development of the community into a more efficient and attractive pattern and to promote the public health, safety, and general welfare.

The land use plan for the Town of Geneva represents a refinement of the adopted regional land use plan and the Walworth County development plan. The regional land use plan, and, as a consequence, the land use plan for the Town of Geneva, recognizes, not only the effects and importance of the urban land market in shaping land use patterns, but also seeks to influence the operation of that market in order to achieve a more healthful, attractive, and efficient settlement pattern. Thus, like the regional and County plans, the Town of Geneva land use plan seeks to accommodate new intensive urban development only in those areas which are not subject to such environmental hazards as flooding and erosion and which can be readily served by such essential public services as centralized sanitary sewerage; discourages intensive and incompatible urban development from occurring in primary environmental corridors and other environmentally significant lands; and, to the extent practicable, preserves the remaining prime agricultural lands in the Town.

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

The land use plan is a long-range plan, providing a means of relating day-to-day development decisions to long-range development needs in order to coordi-

nate development through time and to ensure that today's decisions will lead toward tomorrow's goals. In the case of the Town of Geneva, the land use plan is designed for a planning period extending to the year 2010. In this way, the plan is intended to provide for the future as well as present needs of the Town.

The land use plan should not be considered as a rigid and unchangeable pattern to which all development proposals must conform, but rather as a flexible guide to help local officials and concerned citizens review development proposals. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary. Accordingly, the plan should be reviewed periodically to determine whether the land use development objectives are still valid, as well as to determine the extent to which the various objectives are being realized through plan implementation.

THE PLANNING AREA

The planning area consists of the area lying within the corporate limits of the Town of Geneva in 1996. This area encompasses about 19,700 acres, or 30.8 square miles.

The planning area, that is, the civil Town of Geneva, abuts the following three incorporated communities: the City of Elkhorn on the northwest, the City of Lake Geneva on the southeast, and the Village of Williams Bay on the southwest. The planning area includes portions of the regional water quality management plan-recommended sanitary sewer service areas of the Cities of Elkhorn and Lake Geneva which extend into the Town. The planning area also includes certain lands in the Town which receive sanitary sewer service through the Village of Williams Bay sewerage system and other lands which may in the future receive sanitary sewer service through Williams Bay.

The land use plan presented in this chapter sets forth the Town's recommendations regarding land use through the year 2010 for the entire civil town, including those lands located along the periphery of Elkhorn, Lake Geneva, and Williams Bay. It is recommended that the Town and the

three municipalities concerned take a cooperative approach to planning and decision-making regarding future land use in areas of mutual concern in an effort to achieve both Town and municipal development objectives.

POPULATION, HOUSEHOLD, AND EMPLOYMENT PROJECTIONS

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

Three alternative future scenarios were prepared for the Region as a basis for the regional population, household, and employment projections: a low-growth scenario, and intermediate-growth scenario, and a high-growth scenario. Under each scenario, land use development patterns were developed which were believed to represent conditions that could occur in the Southeastern Wisconsin Region. Two of the aforementioned alternative scenarios for growth and development, an intermediate-growth future with a centralized development pattern and a high-growth future scenario with a decentralized development pattern, were selected as a basis for preparing the population, household, and employment forecasts for the Town. It is believed that they represent a realistic range of population, household, and employment levels for the Town through the year 2010.

The range of resident population and household levels for the Town planning area envisioned under the alternative future growth scenarios is indicated in Table 19 and Figure 1. Under an intermediate-growth scenario, the resident population of the Town would increase by about 960 persons, or 28 percent, from 3,460 persons in 1990 to 4,420 persons in the year 2010. Under a high-growth scenario, the population would increase by 3,790 persons, or 110 percent, to a level of 7,250 persons by the year 2010. Under an intermediate-growth scenario, the number of households in the Town

would increase by about 490 households, or 41 percent, from 1,210 households in 1990 to 1,700 households in the year 2010; the average household size would decrease from 2.53 persons in 1990 to 2.31 persons in 2010. Under a high-growth scenario, the number of households would increase by 1,460, or 121 percent, to a level of 2,670 households by the year 2010; the average household size would remain constant.

The range of employment levels for the Town planning area envisioned under the alternative future growth scenarios is also indicated in Table 19 and Figure 1. Under an intermediate-growth scenario, employment in the Town would increase by about 810 jobs, or 37 percent, from 2,200 jobs in 1990 to 3,010 jobs in the year 2010. Under the high-growth scenario, employment would increase by 1,820 jobs, or 83 percent, to a level of 4,020 jobs by the year 2010.

After careful review of the range of possible future levels of population, households, and employment in the Town described above, the Town of Geneva Plan Commission recommended that the land use plan be designed to accommodate population, household, and employment levels envisioned under an intermediate-growth scenario.

PRELIMINARY LAND USE PLAN

Under the guidance of the Town Plan Commission, a preliminary land use plan was prepared for the Town of Geneva. The plan was developed, essentially, by detailing the regional land use plan as it pertains to the Town of Geneva, and as reaffirmed in the Walworth County Development plan, in accordance with the local planning objectives set forth in Chapter V of this report and with the forecasts of population, households, and employment set forth in the first section of this chapter. Open houses on the preliminary plan were held at the Town Hall on August 21, 1997, and September 6, 1997. A public hearing on the plan was held at the Town hall on September 18, 1997.

On the basis of a review of comments received at the public hearing and further consideration of preliminary plan recommendations growing out of that review, the Town Plan Commission determined to adjust the preliminary plan as follows:

- The Town of Geneva nature walkway along the former railroad right-of-way south of Lake

Table 19

**ALTERNATIVE FUTURE POPULATION, HOUSEHOLD, AND
EMPLOYMENT LEVELS IN THE TOWN OF GENEVA: 2010**

Category	Actual Level			Projected Level: Intermediate-Growth Scenario			Projected Level: High-Growth Scenario		
	1970	1980	1990	2010	Change: 1990-2010		2010	Change: 1990-2010	
					Number	Percent		Number	Percent
Population	3,370	3,760	3,460	4,420	960	27.7	7,250	3,790	109.5
Households	880	1,120	1,210	1,700	490	40.5	2,670	1,460	120.7
Employment	920	1,680	2,200	3,010	810	36.8	4,020	1,820	82.7

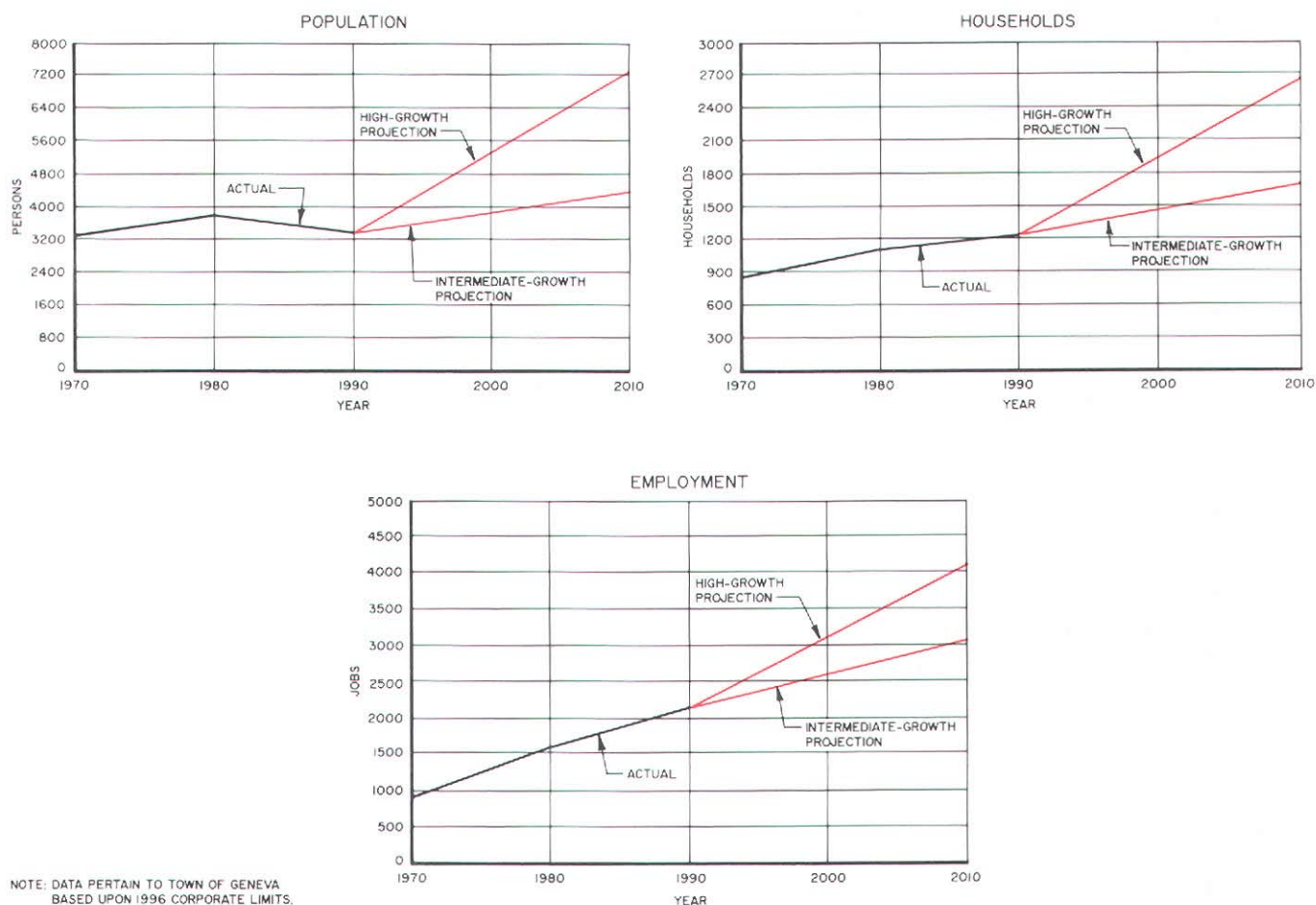
NOTE: Data pertains to the Town of Geneva based upon 1996 corporate limits.

NOTE: Population, household, and employment levels presented in this table for the years 1970, 1980, and 1990 may differ from those presented in Chapter II. This table reflects 1996 corporate limits; tables in Chapter II reflect corporate limits as they existed at the time of the Federal censuses in 1970, 1980, and 1990.

Source: SEWRPC.

Figure 1

**ALTERNATIVE FUTURE POPULATION, HOUSEHOLD, AND
EMPLOYMENT LEVELS IN THE TOWN OF GENEVA: 2010**



Source: SEWRPC.

Como was appropriately designated on the plan map and recognized in the text of the land use plan.

- The land use plan map legend and related text were revised to clarify the density recommendations pertaining to areas identified on the plan map as other agricultural and rural-density residential land. In this respect, the plan recommends a density range of between five and 35 acres per dwelling unit and indicates that the choice of a specific density within this range for a particular site should be made based upon a consideration of historic development trends in the vicinity and the potential impact of any new residential development upon adjacent farming operations, environmentally sensitive areas, and the overall character of the area. The plan recommends that the highest density of development within this range, that is, five acres per dwelling, should generally be limited to sites located in areas which are already substantially committed to similar use and where impacts on environmentally sensitive areas and existing farm operations will be minimal.
- The text of the land use plan was revised to clarify and strengthen plan recommendations with respect to the use of cluster designs to accommodate residential development in areas designated on the plan map as other agricultural and rural-density residential land. In this respect, the plan recommends that cluster designs be used in all new subdivisions, as defined in the Walworth County subdivision control ordinance, which are proposed in areas designated on the land use plan map as other agricultural and rural-density residential land.
- The designation of certain lands inside the adopted sanitary sewer service area north of the City of Lake Geneva was changed from low-density residential to an urban land holding district.

These changes were incorporated into the final recommended land use plan for the Town of Geneva. The final recommended plan is described in the following sections of this chapter.

FINAL RECOMMENDED LAND USE PLAN

The final recommended land use plan for the Town of Geneva is presented graphically on Map 20. Quantitative data relative to the plan are presented in Table 20. In brief, the Town land use plan recommends the following:

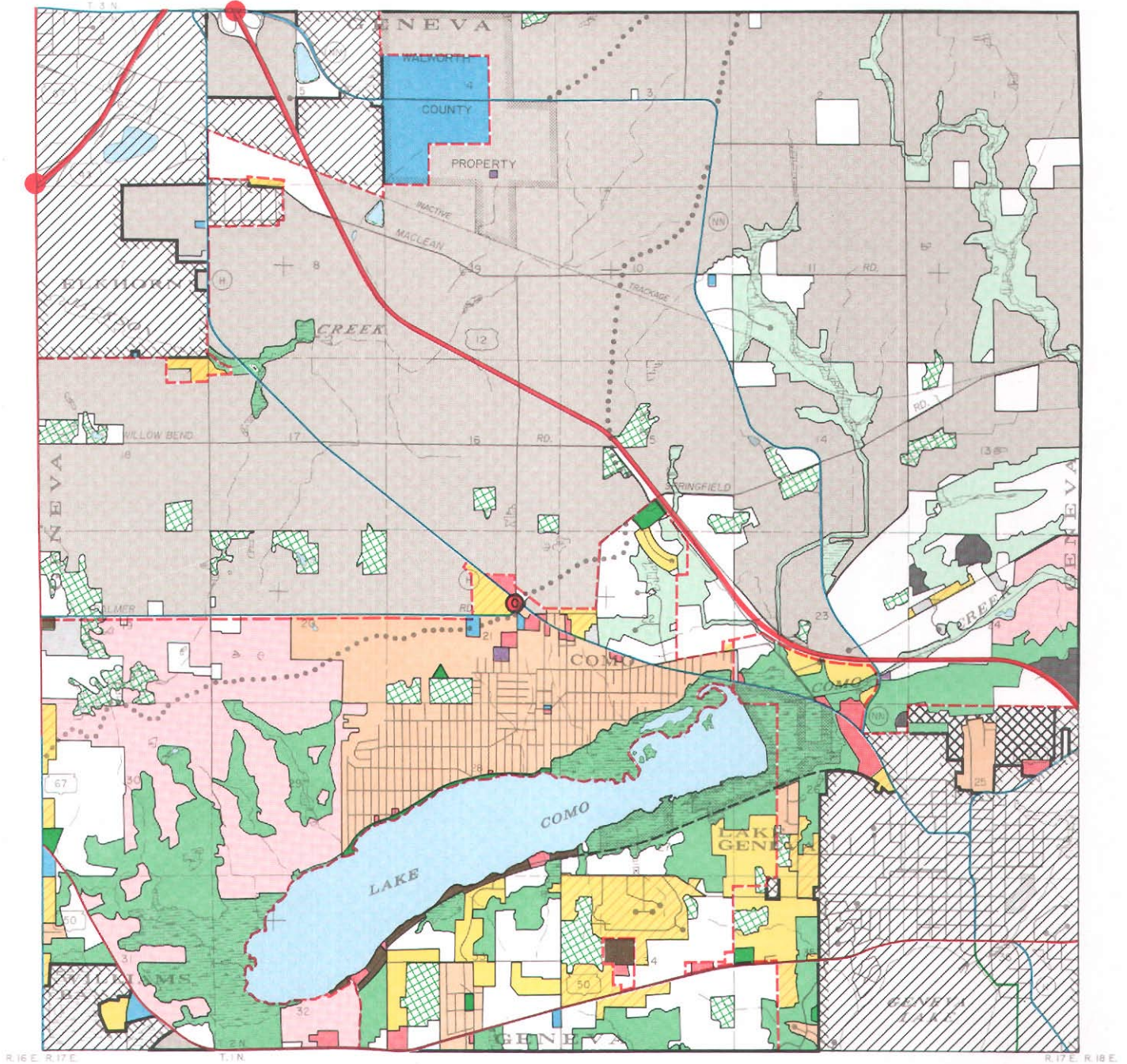
- That new urban development be encouraged to occur within an urban service area in the central part of the Town, primarily south of Palmer Road.
- That, other than for areas committed to urban development in subdivision plats or adopted sewer service area plans, all primary environmental corridor lands be preserved in essentially natural, open use and that secondary environmental corridor lands and isolated natural resource areas be preserved, insofar as practicable.
- That prime agricultural lands be preserved insofar as practicable, emphasizing, in particular, the preservation of those prime agricultural lands located north of Palmer Road, extended.
- That areas of the Town identified on the plan map as "other agricultural and rural-density residential land" be maintained in rural use, with residential densities limited to between five and 35 acres per dwelling unit.

Urban Residential Development

For purposes of this study, "urban" residential development is defined as residential development at a density greater than one dwelling unit per five acres and "rural" residential development is defined as residential development at a density of between five and 35 acres per dwelling unit. Plan recommendations regarding urban residential development are set forth in this section; recommendations regarding rural residential development are set forth later in this chapter.

As established in the land use development standards in Chapter V, urban residential development is further classified into several density ranges. These ranges include "suburban" density, with an area of 1.5 to 4.9 acres per dwelling unit; "low" density, with an area of 36,300 square feet (about

RECOMMENDED LAND USE PLAN FOR THE TOWN OF GENEVA: 2010



LEGEND

- | | | |
|---|---|---|
| SUBURBAN DENSITY RESIDENTIAL (62,000 TO 217,700 SQUARE FEET PER DWELLING / 1.5 TO 4.9 ACRES PER DWELLING) | RECREATIONAL | SURFACE WATER |
| LOW DENSITY RESIDENTIAL (136,300 TO 619,999 SQUARE FEET PER DWELLING / 0.84 TO 1.4 ACRES PER DWELLING) | COMMERCIAL-RECREATIONAL | INCORPORATED AREA |
| MEDIUM-LOW DENSITY RESIDENTIAL (119,000 TO 36,299 SQUARE FEET PER DWELLING / 0.44 TO 0.83 ACRES PER DWELLING) | URBAN LAND HOLDING AREA | PLANNED SANITARY SEWER SERVICE AREA |
| MEDIUM DENSITY RESIDENTIAL (6,200 TO 18,999 SQUARE FEET PER DWELLING / 0.14 TO 0.43 ACRES PER DWELLING) | EXTRACTIVE | TOWN PARK |
| COMMERCIAL | PRIME AGRICULTURAL LAND (MINIMUM PARCEL SIZE: 35 ACRES) | TOWN COMMERCIAL AREA |
| INDUSTRIAL | OTHER AGRICULTURAL AND RURAL-DENSITY RESIDENTIAL (5 TO 35 ACRES PER DWELLING) | TOWN NATURE WALKWAY |
| GOVERNMENTAL AND INSTITUTIONAL | PRIMARY ENVIRONMENTAL CORRIDOR | ARTERIAL STREET AND HIGHWAY SYSTEM |
| COMMUNICATION AND UTILITY | SECONDARY ENVIRONMENTAL CORRIDOR | STATE TRUNK HIGHWAY--FREEWAY |
| | ISOLATED NATURAL RESOURCE AREA | FREEWAY-NONFREEWAY INTERCHANGE |
| | | STATE TRUNK HIGHWAY--NONFREEWAY |
| | | COUNTY TRUNK HIGHWAY |
| | | LOCAL TRUNK HIGHWAY |

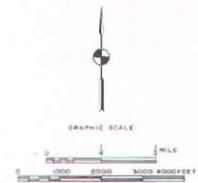


Table 20

PLANNED LAND USE IN THE TOWN OF GENEVA: 2010

Land Use Category ^a	1990		Planned Change: 1990-2010		2010	
	Acres	Percent of Total	Acres	Percent Change	Acres	Percent of Total
Urban						
Residential						
Suburban density (1.5 to 4.9 acres per dwelling)	195	1.0	123	63.1	318	1.6
Low density (36,300 to 61,999 square feet per dwelling)	355	1.8	51	14.4	406	2.1
Medium-low density (19,000 to 36,299 square feet per dwelling) ..	769	3.9	181	23.5	950	4.8
Medium density (6,200 to 18,999 square feet per dwelling)	62	0.3	0	0.0	62	0.3
Urban Residential Subtotal	1,381	7.0	355	25.7	1,736	8.8
Commercial	113	0.6	6	5.3	119	0.6
Industrial	36	0.2	13	36.1	49	0.3
Governmental and institutional	86	0.4	75	87.2	161	0.8
Recreational	35	0.2	20	57.1	55	0.3
Commercial-recreational	78	0.4	1,153	1,478.2	1,231	6.2
Transportation, communication, and utilities	23	0.1	0	0.0	23	0.1
Urban land holding area	0	0.0	90	--	90	0.5
Urban Subtotal	1,752	8.9	1,712	97.7	3,464	17.6
Nonurban						
Prime agricultural land (minimum parcel size: 35 acres)	10,028	50.9	-790	-7.9	9,238	46.8
Other agricultural and rural-density residential land (5 to 35 acres per dwelling)	3,138	15.9	-442	-14.1	2,696	13.7
Primary environmental corridor	3,323	16.9	-491	-14.8	2,832	14.4
Secondary environmental corridor	1,074	5.4	-205	-19.1	869	4.4
Isolated natural resource area	361	1.8	199	55.1	560	2.8
Extractive	47	0.2	17	36.2	64	0.3
Nonurban Subtotal	17,971	91.1	-1,712	-9.5	16,259	82.4
Total	19,723	100.0	0	0.0	19,723	100.0

NOTE: Data pertain to the Town of Geneva based upon 1996 corporate limits.

NOTE: Land use acreages for 1990 on this table differ from those indicated in Table 15 in Chapter IV. This table reflects 1996 corporate limits; Table 15 reflects 1990 corporate limits. In this table, streets and highways are included with the associated land use; in Table 15 streets and highways are included in the transportation, communication, and utility category. In this table, certain recreational lands are included in the commercial-recreational category; in Table 15, all recreational lands are included in the recreational land use category.

^aLand use areas include related parking areas and supporting streets.

Source: SEWRPC.

0.8 acre) to 62,000 square feet (about 1.4 acres) per dwelling unit; "medium-low" density, with an area of 19,000 square feet to 36,300 square feet per dwelling unit; and "medium" density, with an area of 6,200 square feet to 19,000 square feet per dwelling unit.

Under the plan, urban residential development would occur through the infilling of existing vacant lots in areas already committed to such use in platted subdivisions in sewered and unsewered areas and through the development of vacant developable land in planned urban service areas. As indicated in Table 20, under the plan, urban residential land uses, including associated streets

and off-street parking, in the Town of Geneva would increase by 355 acres, or 26 percent, from 1,381 acres in 1990 to 1,736 in the year 2010.¹ Specifically, under the plan, suburban density residential development would increase by 123 acres, or 63 percent, from 195 acres in 1990 to 318 acres in 2010; low density residential development would increase by 51 acres, or 14 percent, from 355 acres in 1990 to 406 acres in 2010; and medium-low

¹Urban residential land areas at Geneva National and Interlaken Resort are not included in these acreages; rather, they are included in the recreational-residential land use plan category.

density residential development would increase by 181 acres, or 24 percent, from 769 acres in 1990 to 950 acres in 2010. The plan does not envision any significant increase in medium-density residential development during the planning period.

Urban Residential Land, Infill Development: The plan envisions the infilling of vacant lots in platted subdivisions. Infilling would occur at suburban density in the Lake Forest Estates and Willow Bend Park subdivisions;² at low-density in the Wildwood and Celtic Hill subdivision; and at medium-low density in the Lake Como Beach, Geneva Bay Estates, Hawthorne Hills, and Rosebud subdivisions. Urban residential infilling would also occur at low and suburban densities in the portion of the Town located within the Lake Geneva sanitary sewer service area north of STH 50, an area which has been committed to residential development through numerous certified surveys.

The unique set of circumstances attendant to the Lake Como Beach subdivision had to be addressed in the plan, since the level of infill development there could significantly affect future population levels in the Town. Platting of the Lake Como Beach subdivision during the 1920s resulted in the creation of more than 12,000 individual lots, mostly rectangular, with a typical lot measuring 20 feet by 100 feet. Most property owners now own multiple contiguous lots. There are about 950 dwelling units in the subdivision, all served by private onsite sewage-disposal systems or holding tanks.

Under current zoning, a single-family dwelling can be built only where the original lots have been combined to form a parcel of at least 10,000 square feet if the dwelling is served by an onsite sewage disposal system and 7,500 square feet if the dwelling is served by public sanitary sewers. It is estimated that the subdivision could potentially accommodate about 1,000 additional dwelling units on 10,000 square foot lots, assuming that property owners of multiple contiguous lots would split or otherwise reconfigure their holdings to create lots of this size.

²The Willow Bend Park subdivision, with an overall density of three acres per dwelling unit, is classified in the plan as suburban density residential development. The Willow Bend Park First Addition subdivision, with an overall density of five acres per dwelling unit, is classified in the plan as rural density residential development.

A sanitary district generally coterminous with the Lake Como Beach subdivision was created recently and a sanitary-sewerage system has been proposed. Wastewater would be conveyed to the Walworth County Metropolitan Sewerage District treatment plant for treatment and disposal.

The impact of the availability of public sanitary-sewer service on the future rate of infill development in the Lake Como Beach subdivision is uncertain. On the basis of past experience in other areas, it may be concluded that the availability of sewer service would spur infill development. For purposes of the Town land use plan, it was assumed that the effect of a new sewerage system would be to double the current rate of development in the subdivision, which stands at about seven dwelling units per year. Under an assumption of seven new dwelling units per year in the subdivision between 1990 and 2000 and an assumption of twice that rate, or 14 dwelling units per year, between 2000 and 2010, the plan envisions that a total of 210 dwelling units would be constructed in the subdivision during the planning period.

Under the plan, it is recommended that infill residential development on lots within the Lake Como Beach subdivision generally occur on parcels of at least 10,000 acres in area. It is further recommended that parcels as small as 9,500 square feet be allowed to be developed in cases where portions of the originally platted lots are required for public purposes, such as street widenings.

Urban Residential Land, New Development: Under the plan, new, as apposed to infill, urban residential development is recommended to occur in the central area of the Town, within an area roughly bounded by the Lake Como Beach subdivision on the south and east, Palmer Road on the north, and Geneva National on the west. That area represents a logical extension of the existing intensively developed urban area of the Town and is part of the ultimate sewer service area identified in the sewerage facilities plan for the Lake Como Beach area.³ The identified area is somewhat larger than necessary to meet the residential land needs attendant to the forecast growth in population and

³Donald F. Roecker, P.E. and Mary L. Vorissis, P.E., Facilities Plan for Wastewater Collection and Treatment, Lake Como Beach Property Owners Association, Town of Geneva, Wisconsin, March 1995, and plan refinements prepared by Strand Engineering in 1996.

households through the year 2010 and, thus, would provide desirable leeway in the choice of specific development sites within the area. New residential development in this area is proposed to occur at medium-low density, thus providing for an average of between 19,000 and 36,000 square feet per dwelling unit.

Under the plan, new urban residential development is also recommended to occur within a portion of the Lake Geneva sanitary sewer service area located south of STH 50. New urban residential development there would be encouraged to occur at a density of no more than one dwelling unit per acre.

Commercial and Industrial Development

The plan envisions modest expansion of commercial land use in the vicinity of the intersection of Palmer Road and CTH H, where a cluster of commercial uses serving the central area of the Town already exists. The symbol identifying the commercial area on Map 20 denotes a general site, with the selection of a specific location to be determined through further study. It is envisioned that this area would serve as a neighborhood commercial area, accommodating limited retail and service uses needed as a matter of convenience in the central area of the Town. It is further envisioned that Town residents would continue to travel to Elkhorn, Lake Geneva, Williams Bay, and other urban centers for shopping at larger grocery stores, discount stores, and department stores and for specialized services. Under the plan, the commercial land area in the Town, including associated streets and off-street parking, would increase by about six acres, or 5 percent, from 113 acres in 1990 to 119 acres in 2010.

The plan recognizes a potential need to accommodate, on a limited basis, new small-scale industry-related uses, such as contractor's headquarters or millwork shops, within the Town. The plan recommends that, to the extent practicable, such uses be accommodated at the site of the former military radar base in the southeast quadrant of the intersection of Palmer Road and STH 67. Now in private ownership, this site currently accommodates, among other uses, a rental store, a cabinetmaker, an auto repair shop, and a landscape service. It contains a

number of old, vacant structures, originally constructed as military barracks. The plan recommends continued use of this site to provide space for new small-scale industry-related operations seeking a location within the Town.

Governmental and Institutional Development

Under the plan, increases in governmental and institutional lands would occur primarily at the Walworth County institutions grounds. The plan map reflects the recent development of the new County law enforcement center on these grounds. The portion of the institutions grounds identified for development by the year 2010 under the land use plan is the same as that identified in the sanitary sewer service area recommended in the regional water quality management plan. The plan map also reflects the development of the Mercy Medical Center in the southwestern corner of the Town since 1990. Under the plan, governmental and institutional land area, including associated streets and off-street parking, would approximately double, from 86 acres in 1990 to 161 acres in the year 2010.

Commercial-Recreational Development

Under the plan, lands developed or proposed to be developed as mixed-use commercial-recreational development at Interlaken Resort and Geneva National have been placed in the commercial-recreational land use category. Interlaken Resort is fully developed, accommodating 286 condominium dwelling units used as vacation homes, a hotel, a restaurant, and recreational facilities. No further development at Interlaken is envisioned under the plan.

In 1996, development at Geneva National included 440 dwelling units, one 9-hole and two 18-hole regulation golf courses, a hunt club, and a swimming-tennis club. A total of up to 1,900 dwelling units have been proposed at the site, with about 95 percent expected to be used as vacation homes. Full development of Geneva National is not expected until after the year 2010. It should be noted that all lands which have been acquired for the Geneva National complex, excluding those lands which are part of the planned primary environmental corridors and isolated natural resource areas, have been included in the commercial-recreational land use category on Map 20.

The plan envisions a modest increase in year-round residents at the Geneva National complex. Assuming that construction averages about 60 dwellings per year, as it has since inception of the project seven years ago, and assuming further that about 5 percent of all dwellings are occupied on a year-round basis, as is presently the case, it may be expected that the increase in resident households at Geneva National would average three households per year, for a total increase of 60 resident households between 1990 and 2010. It should be recognized that, over time, the proportion of dwellings at Geneva National used as permanent residences may increase. Experience in other areas of the Region indicates that many dwelling units initially constructed as vacation homes or for other seasonal use are eventually converted to year-round occupancy. An increase in year-round use of dwellings at Geneva National may be expected to result in increased traffic volumes, increased school enrollments, and an increase in demand for other public services.

Under the land use plan, the former Mount Fugi downhill ski site has also been included in the commercial-recreational land use category. This site has been placed in the B-5 Commercial-Recreational district of the Walworth County zoning ordinance. The land use plan envisions the development of the former Mount Fugi downhill ski site, as permitted under current zoning. It should be noted that the site is not located within a planned sanitary sewer service area. Without public sanitary sewer service, if residential development occurs at this site, it should occur at a density of no more than one dwelling unit per five acres.

The commercial-recreational lands identified on Map 20 encompass about 1,231 acres, or about 6 percent of the Town.

Public Recreational Development

With the provision of public sanitary sewer service, the Lake Como Beach subdivision and adjacent areas of the Town would become a true urban service area. As the urban service area evolves, the Town should consider the provision of a local park. Currently, outdoor recreation sites owned by the Town of Geneva are limited to two sites providing recreational boat access to Lake Como and a nature walkway located along a segment of an abandoned railway between the City of Lake Geneva and Schofield Road.

The Town park should provide space and facilities for such activities as softball, playground activities, court activities, and picnicking. Ideally, the site should include such natural features as woodlands for "passive" recreational uses. The park should be located to provide convenient access to residents of the urban service area in the center of the Town; it should, however, be large enough to accommodate the recreational needs of the entire Town population. It is envisioned that a site of 15 to 25 acres would be required to accommodate active and passive recreational uses.

The plan identifies a potential site for the town park in an area just north and west of the Lake Como Beach subdivision. It should be recognized that the symbol identifying the proposed park site on Map 20 denotes a general location, with the selection of a specific location to be determined through further study.

The Town should also ensure that its nature walkway on the former Chicago & North Western Railway right-of-way, south of Lake Como, is permanently retained for public use. The Town should ensure that the continuity of this walkway is not disrupted or jeopardized in any way by conveyance to adjacent landowners.

The Town land use plan also reaffirms the recommendations of the Walworth County park and open space plan as that plan applies to the Town. In this respect, the County park plan recommends the acquisition by the Wisconsin Department of Natural Resources of 18 acres of primary environmental corridor lands located along the southeast shoreline of Lake Como, adjacent to existing State lands in that area. The lands are proposed to be acquired for open space preservation and limited outdoor recreation use.

Urban-Land-Holding Area

The land use plan map identifies an urban-land-holding area north of the City of Lake Geneva, an area of undeveloped land within the Lake Geneva sanitary sewer service area as identified under the regional water quality management plan. The Town land use plan recognizes that this area may be developed for urban residential use by the year 2010 and recognizes the City of Lake Geneva's concern for, and interest in, that area, since any public sanitary sewer service to the area would

be provided through the City.⁴ By designating the urban-land-holding area, the Town land use plan calls for cooperative planning for the future development of that area by the Town of Geneva and City of Lake Geneva. Such planning should establish a recommended density for residential development in the area and recommended locations for a neighborhood park and other neighborhood amenities.

Mineral Extraction Uses

There are currently four nonmetallic mineral extraction operations in the Town, all located in the east-central area of the Town. The land use plan envisions continued mining at these sites in accordance with existing zoning and the eventual reclamation of these sites in accordance with the County nonmetallic mining reclamation ordinance.

Prime Agricultural Land

The Town land use plan reaffirms the recommendations of the regional land use plan and the County development plan with respect to the preservation of prime agricultural lands in the Town. Under the Town plan, as under the regional land use plan and County development plan, prime agricultural lands are identified as farm units of at least 35 acres in area which meet selected soil productivity standards and which occur in a block of similar farmland of at least 100 acres. To be considered prime, at least one-half of the farm unit must be covered by soils meeting U. S. Natural Resources Conservation Service standards for national prime farmlands, largely Class I and II

soils, or farmland of statewide importance, largely Class III soils.⁵

The Town land use plan recommends the preservation of most of the remaining prime agricultural lands in the Town. Under the plan, these areas would be retained in parcels of at least 35 acres in order to preserve workable farm units and to prevent the intrusion of incompatible urban development. Structures would be limited to those consistent with agricultural use, with residences limited to homes for the resident owner, children of the owner, and farm laborers, as specified in the Walworth County Zoning Ordinance.⁶ Under the plan the conversion of prime agricultural land to urban use would be limited to lands located within, or immediately adjacent to, the planned sanitary sewer service areas.

The portion of the Town recommended for preservation in agricultural use is shown in tan on the Map 20. Most of this area is comprised of farm units which meet the aforementioned criteria for designation as prime agricultural land. Also included are parcels of less than 35 acres which are essentially surrounded by prime agricultural land and which have been placed in the A-1 Prime Agricultural Land or A-3 Agricultural Land Holding Districts under the County zoning ordinance. Some of these smaller parcels may have been created in order to accommodate second farm dwellings or to facilitate the separation of existing farm structures from

⁴Under the preliminary, prepublic-hearing land use plan for the Town, the undeveloped lands in the northern portion of the Lake Geneva sanitary sewer service area had been designated for residential development at a density of one dwelling unit per acre. The change in designation to urban-land-holding area under the final plan was made in response to concerns raised by the City of Lake Geneva in review comments on the preliminary plan submitted for consideration by the Town Plan Commission at the September 18, 1997, public hearing. In its review comments, the City requested that the Town recognize the limited ability of the City to annex into the Town, primarily north of the City, between the current City limits and the USH 12 and Como Creek corridors, and recommended that the plan be revised to indicate a density of development compatible with the provision of public sanitary sewers.

⁵In adopting these standards, the Town Plan Commission specified that, once identified in the land use plan as prime agricultural land in accordance with these standards, a 35-acre farm parcel would retain its prime agricultural classification even if, as a result of changing development conditions in the area, it is no longer part of a 100-acre block of farmland.

⁶The A-1 Prime Agricultural Land District of the Walworth County Zoning Ordinance allows as a principal use two single-family dwellings or one two-family dwelling for the resident owner, children of the resident owner substantially engaged in conducting a principal or approved conditional use, and laborers principally engaged in conducting a principal or approved conditional use. The district further allows as a conditional use housing for farm laborers not permitted as a principal use. Each additional dwelling beyond the first dwelling may be placed on a parcel separated from the farm; any such separate parcel must be at least 40,000 square feet in area.

farmland, as provided for under the County zoning ordinance. Other such parcels may be substandard lots legally created at the time of adoption of the County zoning ordinance; under the substandard lot provisions of the ordinance, a one-family detached dwelling could be constructed on such lots, assuming all yard and sanitary requirements are met. Conversely, lands which have been placed in the A-2 Agricultural Land District or C-2 Upland Resource Conservation District in recent years have been excluded from the planned prime agricultural area.

The plan seeks to preserve large blocks of productive farmlands within which farming operations can proceed with minimal intrusion from urban land uses. As shown on Map 20, these relatively large blocks of farmland are found chiefly in the northern two thirds of the Town. It should be noted that, in addition to maintaining agricultural resources for future generations, the preservation of prime agricultural land serves a number of other important public purposes. The preservation of farmland helps to prevent scattered, incomplete neighborhoods which are difficult to provide with basic public services and facilities; it can thus help to control local public expenditures. The preservation of farmland would, moreover, help maintain the natural beauty and cultural heritage of the Town.

As indicated in Table 20, prime agricultural lands in the Town of Geneva encompassed about 10,000 acres, equivalent to about 15.6 square miles, or about 51 percent, of the total 1990 area of the Town. The plan envisions that the prime agricultural acreage would be reduced by about 800 acres, or 8 percent, to 9,200 acres, or about 14.4 square miles, by the year 2010.

Environmentally Sensitive Areas

Primary Environmental Corridors: Primary environmental corridors are elongated areas in the landscape which contain concentrations of the most important remaining elements of the natural resource base. By definition, these corridors are at least 400 acres in area, two miles long, and 200 feet in width. Primary environmental corridors in the Town of Geneva are, for the most part, associated with the natural resources in the Lake Como area. The preservation of these corridors in essentially natural, open uses is critical to the maintenance of the natural environment of the Town; conversely, since these corridors are generally physically unsuitable for urban development, such preservation will help prevent further developmental problems.

The Town land use plan recommends the preservation of existing primary environmental corridors with the exception of those upland corridor areas which have been designated for urban use in local sewer service area plans amending the regional water quality management plan, as well as other uplands which have been platted for urban residential development. Within the primary environmental corridors that are to be preserved, development should be limited to that needed to accommodate required transportation and utility facilities, compatible outdoor recreation facilities, and, on a limited basis, carefully sited residential development, at a density of no more than one dwelling unit per five acres.

The land use plan recognizes that a number of commitments entailing the conversion of primary environmental corridor lands to urban use have already been made, including commitments made in local sewer service area plans and in publicly sanctioned subdivision plats. Such past commitments would result in the conversion to urban use of 381 acres of existing (1990) environmental corridors and the reclassification of about 110 acres of existing primary environmental corridors to isolated natural resource areas. As indicated on Table 20, under the plan, the primary environmental corridor acreage in the Town would decrease by 491 acres, or 15 percent, from 3,323 acres in 1990 to 2,832 acres in the year 2010.

As noted above, the Town land use plan recommends that undeveloped upland primary environmental corridors which have been subdivided into urban residential lots be allowed to be developed in accordance with approved subdivision plats. Most of the upland lots concerned are located in the Lake Forest Estates and Sunset Hills subdivisions and within the northwestern portion of the Lake Como Beach subdivision. On the basis of preliminary analysis, the upland platted lots probably could be developed without adverse impacts on water quality.

Under the Town land use plan, undeveloped platted wetlands within the primary environmental corridors are recommended to be retained in natural, open uses. Development of such lands probably would be prohibited by State and Federal wetland protection regulation and State regulations governing the installation of sanitary-sewerage systems. Platted wetland lots within the Town are confined to an area within the Lake Como Beach subdivision, along the northeast shoreline of Lake Como. Preliminary analysis indicates that there are 59

undeveloped tax key parcels which are substantially in the wetlands in this area. Each of these tax key parcels is comprised of one or more lots created as part of the original Lake Como Beach subdivision; these lots were predominantly 20 feet wide and 100 feet long. It should be noted that about one-half of the tax key parcels concerned fail to meet the lot area requirement of the Walworth County Zoning Ordinance for development without public sanitary-sewer service; about one-third fail to meet the lot area requirement for development with public sanitary sewer service.⁷ State and Federal wetland protection regulations notwithstanding, such tax key parcels could not be developed unless reconfigured to meet the area requirements of the County zoning ordinance.

The boundaries of the wetlands used in the delineation of primary environmental corridors along the northeast shore of Lake Como are based on the Wisconsin Wetlands Inventory, as updated in the regional land use inventory, supplemented by wetland mapping undertaken by Strand Engineering, Inc., in conjunction with the preparation of the sanitary-sewerage-facilities plan for the Lake Como Beach Sanitary District. A precise record of the location and extent of wetlands on any given property may be obtained through onsite inspection and identification of wetlands by trained staff and subsequent preparation by a professional surveyor of a survey map showing wetlands so identified. Such detailed wetland mapping could result in marginal adjustments to, including possible expansion of, the urban residential area shown on the plan.

Secondary Environmental Corridors: Secondary environmental corridors also contain a variety of resource elements, often as remnants of primary environmental corridors that have been partially converted to intensive urban or agricultural uses. By definition, secondary environmental corridors are at least one mile long and 100 acres in area. Secondary environmental corridors are generally located along perennial streams within the Town.

⁷*Under the Walworth County Zoning Ordinance, existing vacant substandard lots may be developed with a single-family dwelling provided that there is a lot area of at least 7,500 square feet if the development is served by public sanitary sewers and 10,000 square feet if the development is served by onsite sewage-disposal systems, and provided further that certain lot width and yard requirements are met.*

The Town land use plan recommends that secondary environmental corridors be considered for preservation in natural open uses, or incorporated as drainageways or stormwater detention or retention areas in developing urban areas, as appropriate. As indicated in Table 20, owing to past commitments made in local sanitary sewer service area plans and in recorded land subdivision plats, it is envisioned that the secondary environmental corridor acreage in the Town would decrease by 205 acres, or 19 percent, from 1,074 acres in 1990 to 869 acres in 2010. About 95 acres would be converted to urban use, while 110 acres would be reclassified as isolated natural resource areas.

Isolated Natural Resource Areas: Isolated natural resource areas are smaller pockets of wetlands, woodlands, or surface water that are isolated from the primary and secondary environmental corridors. By definition, isolated natural resource areas are at least five acres in size. Such areas are scattered throughout the Town of Geneva. The Town land use plan recommends that isolated natural resource areas be preserved in natural, open uses to the extent practicable. Owing to past commitments made in recorded land subdivision plats, it is envisioned that isolated natural resource areas encompassing 20 acres would be converted to urban use between 1990 and 2010. As noted above, under the land use plan about 220 acres of primary and secondary environmental corridor lands would be reclassified as isolated natural resource areas. As a result, the isolated natural resource area acreage in the Town would experience a net increase of 199 acres, or 55 percent.

Other Agricultural and Rural-Density Residential Land

Under the plan, the rest of the Town, including those areas which have been designated neither for future urban use nor for preservation as environmental corridors, isolated natural resource areas, or prime agricultural lands, are identified as "other agricultural and rural-density residential land." The plan proposes that these areas, which are shown in white on the land use plan map, be maintained in rural use. Appropriate uses include the continuation of existing agricultural activity; creation of smaller farms, including hobby farms, horse farms, or other specialty farms and rural-density residential development. It is recommended that agricultural uses be encouraged to continue in these areas to the greatest extent possible and that rural residential development be allowed to occur in these areas only at such time as the agricultural uses are discontinued.

Rural-density residential development is defined as residential development at a density of between five and 35 acres per dwelling unit. The choice of a specific density within this density range should be made based upon a consideration of historic development trends in the area concerned and the potential impacts of any new residential development upon adjacent farming operations, environmentally sensitive areas, and the overall character of the area. In general, the highest density of development within this range, that is, five acres per dwelling, should be limited to sites in areas which are already substantially committed to a similar use and where impacts on environmentally sensitive areas and existing farming operations will be minimal.

The plan recommends that cluster designs be used in all new subdivisions, as defined in the County subdivision control ordinance, which are proposed in areas designated on the land use plan map as other agricultural and rural-density residential land.⁸ In cluster designs, dwellings are concentrated on a portion of the site concerned, while the balance of the site is retained in agricultural or other open uses, thereby maintaining the desired overall density. When properly designed, cluster development can maintain the overall rural character of the landscape, preserve significant natural features and agricultural lands, and minimize road construction and other site-improvement costs. Importantly, cluster development can minimize the visual impact of residential development and help maintain a sense of open space along highway corridors through the Town. Residential cluster development in rural areas is described further in the next chapter of this report, dealing with plan implementation.

As indicated in Table 20, other agricultural and rural-density residential lands in the Town of Geneva totaled 3,138 acres, or 16 percent of the total area of the Town, in 1990. Under the plan, such lands would decrease by 442 acres, or 14 percent, between 1990 and 2010, and, therefore, account for 2,696 acres, or 14 percent of the Town, in the year 2010.

PUBLIC SANITARY SEWER SERVICE

The public sanitary sewer service areas envisioned under the Town land use plan are shown on Map 20. Within these areas, the following policies are recommended:

- New urban-density residential development⁹ requiring a subdivision plat should be provided with public sanitary sewer service. Under the Walworth County Subdivision Control Ordinance, a subdivision plat is required for land divisions resulting in the creation of five or more parcels each of which is 15 acres or less in area.
- Infill urban-density residential development not requiring a subdivision plat may be served by onsite sewage-disposal systems where public sanitary sewers are not available. Infill development includes the development of existing vacant lots and the development of new lots created through certified surveys.
- New rural-density residential development may be served by onsite sewage-disposal systems where public sanitary sewers are not available.

Lake Como Beach-Geneva

National-Williams Bay Sewer Service Area

The sanitary sewer service area identified in the central and southwest area of the Town is that recommended in the regional water quality management plan for the Walworth County Metropolitan Sewerage District (WalCoMet), expanded, however, to include an approximately 230-acre area located south of Palmer Road, west of Kale Street extended. The addition to the currently approved sanitary sewer service area is part of the ultimate sewer service area identified in the sewerage facilities plan for the Lake Como Beach area. The proposed sewer service area includes the Lake Como Sanitary District No. 1; the Geneva National Sanitary District; lands located along STH 67, south of STH 50, which receive sanitary sewer service through the Village of Williams Bay sewerage system; and cer-

⁹Here as elsewhere in this chapter, urban-density residential development is defined as residential development at a density of more than one dwelling unit per five acres, and rural-density residential development is defined as residential development at a density of between five acres and 35 acres per dwelling unit.

⁸Under the Walworth County Subdivision Control Ordinance, subdivisions are defined as land divisions which result in the creation of five or more parcels each of which is 15 acres or less in area.

tain adjacent lands in the southwestern and central portions of the Town. All sewage from the area would be treated at the WalCoMet sewage treatment plant in the City of Delavan.

Development envisioned under the plan within this sewer service area includes the following:

- Infill residential development in the Lake Como Beach subdivision.
- Infill residential development in other platted subdivisions, including Celtic Hill, Willow Bend Park, Willow Bend Park First Addition, and Royal Glen Woodlands.
- New medium-low-density residential development in the area north and west of the Lake Como Beach subdivision.
- Creation of a neighborhood commercial center in the vicinity of the intersection of N. Palmer Road and CTH H.
- Continued residential-recreational development at Geneva National.

Under the plan, development of remaining open lands located west of Geneva National within this sewer service area would be limited to rural residential development, characterized by a density of between five and 35 acres per dwelling unit. The recommended rural density for these portions of the sewer service area reflects the Town's desire to discourage intensive urban development in areas which are relatively distant from the central urbanizing area of the Town. As a practical matter, any such rural-density residential development which is served by public sanitary sewers is likely to be of cluster design.

City of Lake Geneva Sewer Service Area

The sanitary sewer service area identified in the southeast portion of the Town is that recommended in the regional water quality management plan for the City of Lake Geneva sewerage system. All sewage from this area would be treated at the Lake Geneva sewage-treatment plant.

Urban development envisioned under the plan within this sewer service area includes the following:

- Infill residential development in the Rosebud, Gummow Addition, Hawthorne Hills, and Geneva Bay subdivisions.
- Infill residential development in the area north of STH 50, which has been substantially committed to residential development through numerous certified surveys.
- New minimum-one-acre-density residential development south of STH 50, in the western portion of the sewer service area.

The plan further envisions new residential development within a designated urban-land-holding area within the sewer service area north of the current City of Lake Geneva corporate limits. The density of development and the need for a neighborhood park or other neighborhood facilities in this area should be determined through cooperative planning by the Town of Geneva and the City.

Elkhorn Sewer Service Area

The sanitary sewer service area in the northwest area of the Town is that recommended in the regional water quality management plan for the Walworth County Metropolitan Sewerage District as it pertains to the Elkhorn and County institutions areas. All sewage from this area would be treated at the WalCoMet sewage treatment plant.

Under the land use plan, population growth would be limited, for the most part, to increases in the institutional population residing at the County grounds; employment growth would be limited to increases in governmental and institutional employment at the County grounds. The plan recommends that most of the remaining open lands within the Town portion of the sewer service area be reserved for agricultural use through the year 2010. It is not envisioned that these lands would be required to be developed to accommodate population and employment levels anticipated under an intermediate growth scenario. It should be noted that the sewer service area identified under the regional water quality management plan is sized to accommodate population and employment levels anticipated under a high-growth scenario.

Table 21

PLANNED POPULATION, HOUSEHOLDS, AND EMPLOYMENT IN THE TOWN OF GENEVA: 2010

Area	Population				Households				Employment (jobs)			
	1990	Planned Change		2010	1990	Planned Change		2010	1990	Planned Change		2010
		Number	Percent			Number	Percent			Number	Percent	
Inside Proposed Sewer Service Area:												
Lake Como Beach, Geneva National, and Williams Bay area	1,570	1,020	65.0	2,590	640	440	68.8	1,080	410	260	63.4	670
Elkhorn Area	440	110	25.0	550	20	0	0.0	20	1,340	590	44.0	1,930
Lake Geneva area	450	100	22.2	550	170	50	29.4	220	250	40	16.0	290
Subtotal	2,460	1,230	50.0	3,690	830	490	59.0	1,320	2,000	890	44.5	2,890
Outside Proposed Sewer Service Area	1,000	110	11.0	1,110	380	80	21.1	460	200	0	0.0	200
Total	3,460	1,340	38.7	4,800	1,210	570	47.1	1,780	2,200	890	40.5	3,090

NOTE: Data pertains to the Town of Geneva based upon 1996 corporate limits.

Source: SEWRPC.

SUMMARY OF PLANNED POPULATION, HOUSEHOLD, AND EMPLOYMENT LEVELS

Levels of population, households, and employment envisioned under the plan for the year 2010 are presented in Table 21. Under the plan, the resident population of the Town would increase by 1,340 persons, or 39 percent, from 3,460 persons in 1990 to 4,800 persons in 2010. The number of households would increase by 570 households, or 47 percent, from 1,210 households in 1990 to 1,780 households in 2010. Total employment would increase by 890 jobs, or 41 percent, from 2,200 jobs in 1990 to 3,090 jobs in 2010.

The planned year 2010 population and household levels exceed by 9 percent and 5 percent, respectively, the levels projected for the year 2010 under the intermediate-growth scenario. The planned year 2010 employment level approximates the level projected under the intermediate growth scenario. The higher planned population and household levels reflect sewered development in the Lake Como Beach area not envisioned under the intermediate-growth projections.

OTHER LAND USE PLAN CONSIDERATIONS

In preparing the Town land use plan, it was assumed that sanitary sewers would be installed in the Lake Como Beach subdivision as proposed in the 1996 sanitary-sewerage facilities plan for that area. The land use plan anticipates that, with the installation of such a system, the Lake Como Beach area would become a true urban service area. The plan envisions that the rate of infill development on vacant lots in the Lake Como Beach subdivision would increase once sewer service becomes available. The plan also envisions that sanitary sewers would be extended beyond the Lake Como Beach subdivision to currently undeveloped lands lying immediately north and west of the subdivision.

For purposes of the land use plan, it was assumed that the Lake Como Beach area would be served by a sewerage system by the year 2000. At the time the land use plan was nearing completion, the Lake Como Beach Sanitary District No. 1 was pursuing State financing in support of the proposed system. A delay in the installation of a sanitary sewerage system for financial or other reasons may be expected to affect the timeframe, but not the basic structure, of the plan. Depending upon the

length of any such delay, actual population and household levels may be expected to be somewhat lower than the previously indicated plan levels. Importantly, the currently unplatted area located north and west of the Lake Como Beach subdivision, designated for medium-low-density residential development on the land use plan map, should be retained in rural use until sanitary sewer service is available.

If no sanitary sewer service whatsoever were provided within the Lake Como Beach area during the planning period, that is, by the year 2010, the planned year 2010 population of the Town would be reduced to 4,300 persons, about 500 persons, or 10 percent, less than indicated in Table 21. Planned households for the year 2010 would be reduced to 1,570 households, about 210 households, or 12 percent, less than previously indicated.

RECOMMENDED ARTERIAL STREETS AND HIGHWAYS

The recommended Town plan incorporates the arterial highway system recommendations of the regional transportation system plan and the County jurisdictional highway system plan as documented in a March 1992, report entitled, "Amendment to the Walworth County Jurisdictional Highway System Plan--2010," adopted by the Walworth County Board in 1992. Those plans envision the widening of STH 67 to four lanes from IH 43 to the proposed STH 67 bypass around the Village of Williams Bay, and the widening of STH 50 in the southwestern-most corner of the Town (see Map 17 in Chapter V).

One arterial street segment proposed under the regional transportation system plan and the County jurisdictional highway system plan is not reflected on the Town land use plan map, namely, the extension of Grant Street westerly from existing STH 120 in the City of Lake Geneva to the west line of U. S. Public Land Survey Section 26 in the Town of Geneva and continuing southerly to STH 50. The general alignment for this facility in the Town, proposed in the regional transportation plan and County jurisdictional highway plan, is no longer feasible, because of actual urban development and commitments made to urban development in the path of the proposed facility, including development of the Edgewood Hills subdivision in the City of Lake Geneva, development of the Hawthorne Hills subdivision in the Town of Geneva, and the platting of Lake Forest Estates subdivision in the Town of Geneva. Preliminary analysis indicates that any

remaining alternative alignments for an arterial facility connecting existing STH 120 and STH 50 in this vicinity lie in the City of Lake Geneva.

It should be noted that the study which resulted in the 1992 County jurisdictional highway system plan considered additional improvements to the arterial highway system in the central area of the Town of Geneva. A preliminary plan prepared for public review and comment included a proposal for the improvement of Town Hall Road in the Town of Delavan and Palmer Road in the Town of Geneva to four lanes and the extension of Palmer Road to a proposed new interchange on USH 12 at Springfield Road. The proposed improvements were intended to provide relief to STH 50 between Town Hall Road and USH 12, particularly within the City of Lake Geneva central business district. Because of strong public opposition expressed at the public hearing on the preliminary plan, the proposed improvements were not included in the final recommended County jurisdictional highway system plan.

RECOMMENDED BICYCLE FACILITIES

The Town land use plan also incorporates the recommendations of the regional bicycle facilities system plan as it pertains to the Town of Geneva. That plan proposes bicycle ways connecting cities and villages with a population of 5,000 persons or more, located outside the large metropolitan areas of Milwaukee, Racine, and Kenosha. The regional bicycle facilities system plan as it pertains to the Town of Geneva is shown on Map 18 in Chapter V. Proposed bicycle ways in the Town of Geneva include routes proposed to be located within the rights-of-way of CTH NN, CTH H, and Palmer Road, along with a route to be located over the former right-of-way of the Chicago, Milwaukee, St. Paul & Pacific Railroad through the Town. Bicycle ways within street rights-of-way may consist of a bicycle route designated on a street or highway, an exclusive bicycle lane provided on a street or highway, a paved shoulder signed and marked for bicycle use, or a separate bicycle path located within the street or highway right-of-way.

SUMMARY

This chapter has presented a land use plan for the Town of Geneva for the year 2010. The Town plan represents a detailing of the regional land use plan and the Walworth County development plan, in accordance with the Town land use objectives set forth in the Chapter V of this report.

The land use plan is presented graphically on Map 20, while associated data relating to planned land use and planned population, households, and employment are presented in Tables 20 and 21. The most important recommendations of the plan include the following: 1) that new urban development be encouraged to occur within an urban service area in the central part of the Town, primarily south of Palmer Road, 2) that, other than for upland areas committed to urban development in subdivision plats or adopted sewer service area plans, all primary environmental corridor lands be preserved in essentially natural, open uses, 3) that prime agricultural lands be preserved insofar as practicable, emphasizing in particular, the preservation of prime agricultural lands located north of Palmer Road extended, and 4) that areas of the Town identified as "other agricultural and

rural-density residential lands," consisting of areas designated neither for urban development nor for preservation as environmental corridors, isolated natural resource areas, or prime agricultural lands, be maintained in rural use, with residential densities maintained at between five acres and 35 acres per dwelling unit.

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

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Chapter VII

PLAN IMPLEMENTATION

INTRODUCTION

The recommended land use plan for the Town of Geneva is described in Chapter VI of this report. In a practical sense, the plan is not complete until the steps to implement the plan are specified. After formal adoption of the plan, realization of the plan will require faithful, long-term dedication to the underlying objectives by the Town officials concerned with its implementation. Thus, the adoption of the plan is only the beginning of a series of actions necessary to achieve the plan objectives. This chapter identifies the major steps to be followed in implementing the plan.

PLAN ADOPTION

An important initial step in plan implementation is the formal adoption of the plan by the Town Plan Commission and certification of the plan to the Town Board, pursuant to State planning enabling legislation. Upon such adoption, the recommended plan becomes an official guide for use by Town officials as they make decisions concerning the development of the Town. While formal adoption of the plan by the Town Board is not legally required, this step is recommended to demonstrate acceptance and support by the governing body.

The Town of Geneva Plan Commission adopted the recommended land use plan on September 29, 1997, and certified the plan to the Town Board. The Geneva Town Board subsequently adopted the plan on October 13, 1997.

ZONING

Of all the means currently available to implement land use plans, perhaps the most important is the zoning ordinance. Most land in the Town of Geneva is under the jurisdiction of the Walworth County Zoning Ordinance, which contains both general and shoreland and floodplain zoning provisions. The general, or nonshoreland, provisions of the ordinance are jointly administered by Walworth County and the Town. The shoreland provisions are administered solely by the County. Certain portions of the Town adjacent to the City of Elkhorn are

subject to extraterritorial zoning administered jointly by the City of Elkhorn and Town of Geneva. Statutory shorelands within the extraterritorial zoning area remain subject to the Walworth County shoreland zoning ordinance. Existing zoning district regulations in effect within the Town are summarized in Table 16 in Chapter IV. The current application of those zoning districts is shown on Map 15 in Chapter IV.

In order to implement the Town land use plan, certain changes to the existing zoning district map and zoning district regulations are recommended. The recommended changes are described below.

Zoning District Map

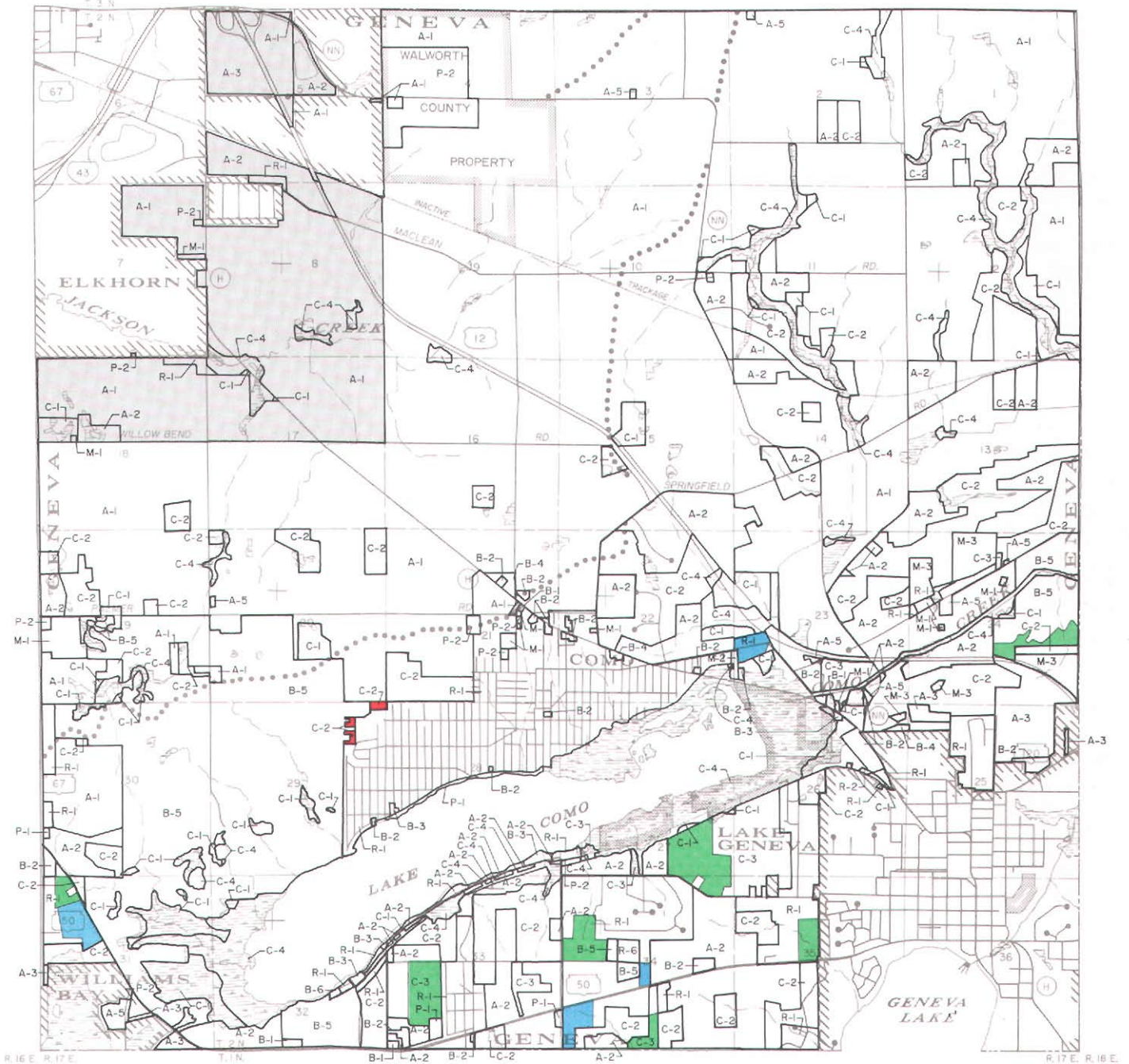
Existing zoning districts in the Town of Geneva and proposed changes to the existing zoning districts intended to achieve the objectives of the land use plan are shown on Map 21. Areas for which zoning district changes are recommended encompass about 263 acres, equivalent to 0.4 square mile, or just over 1 percent of the total area of the Town.

Most of the zoning changes are recommended in order to protect environmentally sensitive lands or to avoid new urban development in other areas proposed for continued rural use. These zoning changes may be summarized as follows:

1. The zoning of five areas identified in the land use plan as primary environmental corridors would be changed from districts which allow urban residential and other forms of urban development, including the R-1 Single-Family Residence District, C-3 Conservancy-Residential District, and B-5 Planned Commercial-Recreation Business District, to the C-2 Upland Resource Conservation District, which limits residential development to no more than one dwelling unit per five acres.
2. The zoning of two areas identified in the land use plan as isolated natural resource areas would be changed from the C-3 Conservancy-Residential District and R-1 Single-Family Residence District, respectively, to the C-2 Upland Resource Conservation District.

Map 21

PROPOSED CHANGES TO THE TOWN OF GENEVA ZONING DISTRICT
MAP TO IMPLEMENT THE RECOMMENDED TOWN LAND USE PLAN



LEGEND

EXISTING ZONING (1996)

- A-1 PRIME AGRICULTURAL LAND
- A-2 AGRICULTURAL LAND
- A-3 AGRICULTURAL LAND HOLDING
- A-5 AGRICULTURAL—RURAL RESIDENTIAL
- C-1 LOWLAND RESOURCE CONSERVATION
- C-2 UPLAND RESOURCE CONSERVATION
- C-3 CONSERVANCY—RESIDENTIAL
- C-4 LOWLAND RESOURCE CONSERVATION (SHORELAND)
- P-1 RECREATIONAL PARK
- P-2 INSTITUTIONAL PARK
- R-1 SINGLE-FAMILY RESIDENCE (UNSEWERED)
- R-2 SINGLE-FAMILY RESIDENCE (SEWERED)
- R-6 PLANNED MOBILE HOME PARK

- B-1 LOCAL BUSINESS
- B-2 GENERAL BUSINESS
- B-3 WATERFRONT BUSINESS
- B-4 HIGHWAY BUSINESS
- B-5 PLANNED COMMERCIAL—RECREATION BUSINESS
- B-6 BED AND BREAKFAST
- M-1 INDUSTRIAL
- M-2 HEAVY INDUSTRIAL
- M-3 MINERAL EXTRACTION
- CITY OF ELKHORN
EXTRATERRITORIAL ZONING AREA
- ZONING DISTRICT BOUNDARY

PROPOSED ZONING

- C-2 UPLAND RESOURCE CONSERVATION DISTRICT
- A-2 AGRICULTURAL LAND OR C-2 UPLAND RESOURCE CONSERVATION DISTRICT
- R-1 SINGLE-FAMILY RESIDENCE DISTRICT



3. The zoning of four areas identified in the land use plan as other agricultural and rural-density residential land would be changed from the R-1 Single-Family Residence District to the A-2 Agricultural Land District. Alternatively, these areas could be placed in the C-2 Upland Resource Conservation District, thereby allowing rural residential development at a density of no more than one dwelling unit per five acres.

In addition to these zoning changes, lands located in the northwest corner of the Lake Como Beach subdivision currently in the C-2 Upland Resource Conservation District are recommended to be placed in the R-1 Single-Family Residence District, consistent with the zoning of other upland lots in the Lake Como Beach subdivision.

Of the zoning changes described above, those indicated in No. 1 may be considered the most important. The Town of Geneva has experienced a significant loss of primary environmental corridor lands owing to urban residential and recreational development over the past decade. The application of C-2 Upland Resource Conservation District as recommended in No. 1 above would substantially protect the concerned upland primary environmental corridor lands from urban development now permitted under existing zoning, while retaining the opportunity for rural-density residential development.

With these amendments, zoning districts in the Town would protect desirable existing land uses until such time as specific development proposals are advanced and the responsible Town and County officials determine that the proposals are consistent with the objectives of the land use plan. Over time, lands designated for future urban use under the plan may be rezoned into the appropriate residential, commercial, and other urban districts as development proposals are forwarded, provided that essential services and facilities can be made readily available. In addition, areas identified in the plan as other agricultural and rural-density residential lands may be rezoned into the C-2 Upland Resource Conservation District which allows residential development at a density of no more than one dwelling per five acres, as specific development proposals are advanced.

Zoning District Regulations

The district regulations established in the Walworth County zoning ordinance are generally well suited for implementation of the Town land

use plan. One change in the district regulations, a change pertaining to the development of substandard lots, was, however, recommended by the Town Plan Commission.

During the preparation of the land use plan, the Town Plan Commission expressed concern regarding the size of parcels which may under existing zoning be developed with single-family homes in areas where public sanitary sewer service is available. Under the Walworth County Zoning Ordinance, a single-family dwelling may be built upon any legal lot or parcel of record created before the effective date of the Zoning Ordinance, provided that there is a lot area of at least 10,000 square feet for lots served by onsite sewage disposal systems and 7,500 square feet for lots served by public sanitary sewers. The Plan Commission favored establishing 10,000 square feet as the minimum lot size for construction of a single-family home on a substandard lot, regardless of the type of sewage treatment.

Within the Town of Geneva, the change recommended by the Town Plan Commission would have the greatest impact on Lake Como Beach subdivision. Platting of the Lake Como Beach subdivision in the 1920s resulted in the creation of more than 12,000 individual lots, mostly rectangular in shape, with a typical lot measuring 20 feet by 100 feet. Most property owners now own multiple contiguous lots. In the absence of public sanitary sewer service, owners of land in the Lake Como Beach subdivision have been allowed to build single-family homes where originally platted lots have been combined to create a contiguous parcel of at least 10,000 square feet. Under the substandard lot provisions of the County zoning ordinance, single-family homes would be able to be built on parcels of 7,500 square feet or greater once sanitary sewers become available. The Town Plan Commission expressed concern that such lots would alter the character of the subdivision, where the 10,000 square foot minimum has been in effect for many years.

The Town Plan Commission concluded that the 10,000 square foot minimum for the development of a single-family dwelling would be appropriate for sewered substandard lots throughout the Town. It therefore recommended that the substandard lot provisions of the Walworth County Zoning Ordinance be amended to specify a minimum parcel size of 10,000 square feet for the construction of a single-family dwelling served by public sanitary sewers. The Plan Commission recommended that, in cases where a parcel is slightly smaller than 10,000 square feet because of the acquisition of a

portion of the parcel for such public purposes as a road widening, a single-family dwelling should be allowed through variance procedures.

In order to incorporate this change into the Walworth County Zoning Ordinance, it would be necessary for the Town Board to petition the County Board to amend the zoning ordinance text. Under County-Town zoning arrangements, all towns in the County would be notified of the proposed change. The proposed text change may be adopted by the County only if a majority of towns in the County do not disapprove it.

In addition to the aforementioned change, the Town of Geneva and Walworth County, in cooperation with the other towns in the County, should consider refining and detailing zoning district regulations pertaining to rural-density cluster development, as discussed later in this chapter.

SUBDIVISION REGULATION

Land divisions in the Town of Geneva are governed by the Walworth County Subdivision Control Ordinance. Under that ordinance, a subdivision is defined as an act of land division which creates five or more parcels or building sites of 15 acres each or less in area. Subdivision plats are required for all subdivisions. A minor subdivision is defined as an act of land division resulting in the creation of not more than four parcels or building sites, any one of which is 15 acres in size or less; certified survey maps are required for all minor subdivisions. Towns have approval authority over proposed subdivision plats and over the dedication to the Town of streets or other public areas proposed in certified survey maps.

With the provision of public sanitary sewer service and the creation of an urban service area in the central portion of the Town, as envisioned under the land use plan, the Town of Geneva may wish to consider adopting its own subdivision control ordinance. Such an ordinance would supplement, not replace, the County ordinance. Adoption of such an ordinance would give the Town direct authority to regulate land division in the Town and would allow the Town to establish more specific design criteria, such as requirements for road widths and construction. With its own ordinance, the Town would have the authority to review and approve all proposed land divisions. It is generally desirable that any land division resulting in a parcel smaller than the largest minimum parcel size specified in the zoning ordinance, 35 acres

under the Walworth County Zoning Ordinance, be regulated under the land division ordinance.

It should be recognized that administrative responsibilities attendant to the regulation of land divisions in the Town presently rest with Walworth County, which retains professional staff for this purpose. If the Town were to adopt its own subdivision control ordinance, it must be prepared to assume responsibility for administering all provisions of that ordinance.

Regardless of whether the Town adopts its own subdivision control ordinance or continues to work under the Walworth County ordinance, the Town land use plan should serve as a basis for the review of all subdivision plats and certified survey maps. Approval should be granted only to those land divisions which are consistent with the objectives of the plan. Importantly, land divisions resulting in an average density of more than one dwelling per five acres should not be approved in areas recommended in the plan to remain in nonurban uses.

ADDITIONAL PLANNING AND DESIGN CONSIDERATIONS

Precise Neighborhood Unit Development Plan

The Town should consider the preparation of a precise neighborhood unit development plan for the evolving urban service area in the central portion of the Town. Such a plan should refine and detail the recommendations of the Town land use plan for future residential, commercial, recreational development in that area, specifying precise locations for these uses, which are depicted on a general site basis on the land use plan map. Such a plan should designate the future streets, pedestrian paths and bikeways, and the configuration of individual blocks and lots. Such a plan should also identify precisely areas to be protected from urban development for environmental reasons and should indicate areas to be reserved for drainageways and utility easements.

Rural Cluster Development

Under the Town land use plan, those areas which have been designated neither for future urban development nor for preservation as environmental corridors, isolated natural resource areas, or prime agricultural lands, are identified as "other agricultural and rural-density residential land." The plan proposes that these areas, which are shown in white on the land use plan map, be maintained in rural use. The plan encourages the continuation of agricultural activity in these areas and recommends

that development be limited to rural density residential use. Rural-density residential development is defined as development at a density of between five and 35 acres per dwelling unit.

The Town land use plan recommends that cluster designs be used in all new subdivisions, as defined in the Walworth County Subdivision Control Ordinance,¹ which are proposed in areas designated on the land use map as "other agricultural and rural-density residential land." Clustering involves the grouping of dwellings on a portion of a development tract, preserving the remainder of the parcel in open space. Management options for the open space areas include, among others, preservation of existing natural features, restoration of natural conditions, and continued agricultural use. The open space may be owned by a homeowners' association, the local municipality, a private conservation organization, or the original landowner. Conservation easements and deed restrictions should be used to protect the common open space from future conversion to more intensive uses.

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

Under the Walworth County Zoning Ordinance, rural cluster development may be accommodated in the C-2 Upland Resource Conservation District, which provides for "planned residential developments" as a conditional use. The planned residential development conditional use provisions allow cluster designs which maintain an average density no greater than that permitted in the basic zoning district. Under the planned residential development conditional use provisions, then, cluster designs which provide for an average, or overall, density of no more than one dwelling unit per five acres may be accommodated in the C-2 Upland Resource Conservation District.

¹Under the Walworth County Subdivision Control Ordinance, subdivisions are defined as land divisions which result in the creation of five or more parcels, each of which is 15 acres or less in area.

While the planned residential development conditional use provisions as applied to the C-2 Upland Resource Conservation District enable clustered rural residential development, the County zoning ordinance is lacking in standards, such as the percentage of the total site area that should be retained as open space, which can help to ensure good cluster design. Moreover, there are no provisions in the zoning ordinance by which cluster development may be required. The Town of the Geneva and Walworth County, in cooperation with the other Towns in the County, should review the provisions of the County zoning ordinance pertaining to rural residential cluster development and adjust those provisions as appropriate to ensure that they may be used to effectively implement county and local land use objectives for rural areas. The adjustment of zoning ordinances to implement rural cluster development is described in SEWRPC Planning Guide No. 7, Rural Cluster Development Guide, December 1996.

The Willow Bend Park, First Addition, subdivision, located east of Springfield Road in the central area of the Town, represents a good example of rural cluster design permitted as a conditional use within the C-2 District. The subdivision includes seven residential lots, each about one acre in size, and an approximately 30-acre outlot to be maintained as open space, yielding an overall density of 5.3 acres per dwelling unit.

SANITARY SEWER SERVICE AREA PLAN

After Town adoption of the land use plan, the Lake Como Beach Sanitary District No. 1, in cooperation with the Walworth County Metropolitan Sewerage District, should request the Regional Planning Commission to amend the sanitary sewer service area plan for the Lake Como area in accordance with the land use plan. The currently adopted sewer service area plan is shown on Map 19 in Chapter V. The sewer service area plan should be amended by removing the environmental corridor designation from upland platted lots in the northwest portion of the Lake Como Beach subdivision. The land use plan recommends that these lots be allowed to be developed in urban residential use, there being no significant adverse water quality impacts attendant to such development. In addition, the gross sewer service area should be expanded to include the approximately 230-acre area lying south of Palmer Road, west of Kale Street extended, where urban residential development is envisioned by the year 2010 under the land use plan.

INTERGOVERNMENTAL COOPERATION

The land use plan presented in this report includes land use recommendations for the entire civil Town of Geneva. The Town abuts portions of the Cities of Elkhorn and Lake Geneva and the Village of Williams Bay. Under Wisconsin law, cities and villages have been granted a considerable measure of influence over development in adjacent town areas. Incorporated communities have extraterritorial subdivision plat approval authority; they may include adjacent unincorporated areas in their local master plans; they may administer extraterritorial zoning jointly with the adjacent town, where the incorporated community and adjacent town agree to such an arrangement, such as the existing arrangement between the Town of Geneva and the City of Elkhorn; and ultimately, they may annex unincorporated areas.

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

SUMMARY

This chapter has indicated the major steps to be taken in order to implement the Town of Geneva land use plan. Following formal adoption by the Town Plan Commission and, desirably, by the Town Board, important plan implementation measures include preparation of a precise neighborhood unit development plan for the urban service area in the central portion of the Town; amendment of the sanitary sewer service area plan for the Lake Como area; subdivision plat review under the existing Walworth County Subdivision Control Ordinance, potentially supplemented by a Town subdivision control ordinance; and amendment of the Walworth County Zoning Ordinance and administration of that ordinance in accordance with the plan. Most of the proposed amendments to the zoning district map are intended to protect environmentally sensitive lands or to avoid new urban development in other areas proposed for continued rural use. Also recommended is an increase in the minimum lot size for the development of single-family dwellings on substandard lots served by public sanitary sewers. Finally, it is recommended that the Town of Geneva and Walworth County, in cooperation with the other Towns in the County, review the provisions of the County zoning ordinance pertaining to rural residential cluster development and adjust those provisions as appropriate to ensure that they may be used to effectively implement county and local land use objectives for rural areas.

Chapter VIII

SUMMARY

INTRODUCTION

In 1995, the Town of Geneva requested that the Southeastern Wisconsin Regional Planning Commission assist the Town Plan Commission in the preparation of land use plan. The plan was requested to provide Geneva officials with a tool to help better guide and shape land use development and redevelopment in the Town. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting the Town's land use development, including the population, economic base, natural resource base, land use, and land use regulations. The planning effort further involved the preparation of projections of future population, household, and employment levels; the formulation of land use development objectives, principles, and standards; and the design of a plan that may be expected to accommodate probable future population, household, and employment levels in a manner consistent with the Town's development objectives. The Town land use plan was prepared within the framework of the design year 2010 regional land use plan, the regional plan, as it pertains to Walworth County, having been adopted by the Walworth County Board in 1993 as the County development plan. The Town land use plan represents a refinement and detailing of the regional and County plans, and thus reflects regional, County, and Town development objectives.

PLANNING AREA

The planning area consists of the civil Town of Geneva. The Town encompassed 20,514 acres, or 32.1 square miles, in 1990. The Town boundaries are subject to change over time as a result of annexations by abutting municipalities, which include the City of Elkhorn on the northwest, the City of Lake Geneva on the southeast, and the Village of Williams Bay on the southwest. As a result of annexations, the area of the Town had been reduced to 19,723 acres, or about 30.8 square miles, by 1996.

EXISTING CONDITIONS

A description of the population and employment levels, natural resources, land use, and land use regulations within the Town is presented in Chapters II through IV of this report. A summary of existing conditions in the Town follows. Unless otherwise noted, all inventory data for the year 1990 pertain to the area of the Town based upon 1990 corporate limits.

Population and Employment Levels

The population of the Town increased from 2,253 persons in 1960 to 3,933 persons in 1980, an increase of 1,680 persons, or 75 percent, over that 20-year period. Between 1980 and 1990, the Town population decreased by 461 persons, or 12 percent, due in part to annexations by the City of Elkhorn. The population level subsequently recovered, reaching a level of 3,756 persons in 1995, about 8 percent greater than the 1990 level, according to State population estimates.

Growth in the number of occupied housing units, or households, in the Town has increased at a faster rate than the Town population in recent decades. Between 1960 and 1980, the number of households increased from 559 to 1,185, an increase of 626 households, or 112 percent. Despite the 12 percent decrease in the Town population during the 1980s, the number of households increased slightly, by about 30 households, or 2 percent, between 1980 and 1990. The increase in the number of households has been accompanied by a decrease in the average household size, from 3.3 persons per household in 1960 to 2.5 persons per household in 1990.

There were about 2,200 employment opportunities, or jobs, in the Town in 1990. About 60 percent of these jobs were located on the Walworth County institutions ground, including Lakeland Medical Complex. The Town has experienced a significant increase in employment over the past two decades, with the number of jobs increasing by 1,275, or 138 percent, between 1970 and 1990.

Natural Resource Base

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

Primary environmental corridors include a wide variety of important natural resource and resource-related elements and are, by definition, at least 400 acres in size, two miles in length, and 200 feet in width. Most of the primary environmental corridors within the Town are associated with natural resources around Lake Como, Jackson Creek, and Como Creek. Such corridors in 1990 encompassed about 5.3 square miles, or about 17 percent of the total area of the Town. The preservation of these corridors in essentially natural, open use is important to the overall quality of the environment and natural beauty of the Town. Since these corridors are generally poorly suited for urban development, their preservation also helps to avoid the creation of new environmental and developmental problems.

Secondary environmental corridors, often remnants of primary corridors that have been partially converted to intensive urban or agricultural use, also contain a variety of resource elements. By definition, secondary environmental corridors are at least one mile long and 100 acres in area. Secondary environmental corridors are generally located along perennial streams in the Town and include wetlands and steeply sloped woodlands. In 1990, these corridors encompassed about 1.7 square miles, or about 5 percent of the Town. Maintenance of these corridors in open uses can facilitate natural surface water drainage, retain pockets of natural resource features, lend attractive settings for urban and rural development, and provide sites for local parks and open space.

Isolated natural resource areas represent smaller concentrations of natural resource features that have been separated from the environmental corridors. Such areas, which are by definition at least five acres in size, in combination encompassed 0.6 square mile, or 2 percent of the Town, in 1990. These areas sometime serve as the only available wildlife habitat in an area, provide good locations for local parks, and lend attractive diversity to an area.

Land Use

In 1990, urban land uses, consisting of lands in residential, commercial, industrial, governmental and institutional, intensive recreational, and transportation uses, encompassed about 2,767 acres, or about 4.3 square miles, and represented nearly 14 percent of the total area of the Town. Residential land comprised the largest share of the urban land area. Residential lands, excluding associated streets, encompassed 1,111 acres, or about 1.7 square miles, representing 40 percent of all urban land and 5 percent of the total area of the Town, in 1990.

In 1990, nonurban land uses, including agricultural lands, wetlands, woodlands, lands in extractive use, and surface water, encompassed about 17,747 acres, or about 27.7 square miles, representing about 86 percent of the total area of the Town. Agricultural land comprised the largest share of the nonurban land area. Agricultural land, excluding associated streets, encompassed 12,490 acres, or about 19.5 square miles, accounting for about 70 percent of all nonurban land and about 61 percent of the total area of the Town, in 1990.

Land Use Regulations

Most of the Town of Geneva is under the jurisdiction of the Walworth County Zoning Ordinance, which includes both general and shoreland and floodplain zoning provisions. The general, or non-shoreland, provisions of the ordinance are jointly administered by Walworth County and the Town. The shoreland provisions are administered solely by the County. Certain portions of the Town adjacent to the City of Elkhorn are subject to extraterritorial zoning administered jointly by the City of Elkhorn and the Town of Geneva. Statutory shorelands within the extraterritorial zoning area remain subject to the Walworth County shoreland zoning regulations. Existing zoning district regulations in effect within the Town are summarized in Table 16 in Chapter IV of this report. The current, 1996, application of those districts is shown on Map 15 in Chapter IV.

Land divisions in the Town of Geneva are governed by the Walworth County Subdivision Control Ordinance. Under that ordinance, the Town of Geneva has approval authority over proposed subdivision plats and over the dedication to the Town of streets or other public areas provided for in proposed certified survey maps.

A number of County, State, and Federal laws and regulations govern the use of waters and wetlands or otherwise minimize the potential impacts of development on water quality. These include the Walworth County Construction Site Erosion Control Ordinance; Chapters NR 103, NR 110, and Comm 82 of the Wisconsin Administrative Code; and Sections 401 and 404 of the Federal Clean Water Act.

OBJECTIVES, PRINCIPLES, AND STANDARDS

The planning process included the formulation of a set of land use objectives, principles, and standards for the Town, as documented in Chapter V of this report. Six land use objectives were adopted by the Town Plan Commission to guide the preparation of the land use plan. The objectives relate to a balanced allocation of space to each of the needed land uses, the proper relationship among the various land uses, the proper location of development in relation to community facilities and services, the preservation of prime farmland, the preservation and protection of the natural environment, and the maintenance of rural character outside planned urban service areas.

ANTICIPATED GROWTH AND CHANGE

The population, household, and employment forecasts used in preparing the Town land use plan are presented in Chapter VI of this report. The forecasts were selected from range of population, household, and employment projections reflecting alternative future growth scenarios for the Southeastern Wisconsin Region to the year 2010. Two alternative future scenarios, an intermediate-growth and a high-growth scenario, were considered. The population, household, and employment projections pertain to the area of the Town based upon 1996 corporate limits.

Under an intermediate growth scenario, the Town population would increase from 3,460 in 1990 to 4,420 in 2010; the number of households would increase from 1,210 in 1990 to 1,700 in 2010; and the number of jobs would increase from 2,200 in 1990 to 3,010 in 2010. Under a high growth scenario, the Town population would increase to 7,250 by 2010, the number of households would increase to 2,670, and the number of jobs would increase to 4,020. After careful review of the range of possible future conditions, the Town Plan Commission recommended that the land use plan be designed to accommodate population, household,

and employment levels envisioned under an intermediate growth scenario.

THE RECOMMENDED PLAN

The recommended land use plan for the Town of Geneva represents a refinement and detailing of the regional land use plan and the Walworth County development plan, in accordance with the Town land use objectives, principles, and standards. The land use plan is presented graphically on Map 20 in Chapter VI, while associated data pertaining to planned land use and planned population, household, and employment levels are presented in Tables 20 and 21 of Chapter VI. All plan data pertain to the area of the Town based upon 1996 corporate limits.

The most important recommendations of the plan include the following: 1) that new urban development be encouraged to occur within an urban service area in the central part of the Town, primarily south of Palmer Road, 2) that, other than for upland areas committed to urban development in subdivision plats or adopted sewer service area plans, all primary environmental corridor lands be preserved in essentially natural, open use, 3) that prime agricultural land be preserved insofar as practicable, emphasizing in particular the preservation of prime agricultural land located north of Palmer Road extended, and 4) that other areas of the Town be maintained in rural use, with development limited to rural residential development, characterized by a density of five acres to 35 acres per dwelling.

Urban Residential Land Use

For purposes of the plan, "urban" residential development is defined as residential development at a density greater than one dwelling unit per five acres. Under the plan, the area devoted to urban residential use, including associated streets, would increase by 355 acres, or 26 percent, from 1,381 acres in 1990 to 1,736 acres in the year 2010. Urban residential development would involve the infilling of vacant lots in existing subdivisions, including the Lake Como Subdivision, where the installation of public sanitary sewers is envisioned, and new residential development in planned urban service areas. New urban residential development would occur primarily within a proposed urban service area in the central area of the Town.

Other Urban Land Use

The land use plan envisions the following with respect to other urban land uses in the Town: 1) a modest increase in commercial land use in the vicinity of the intersection of Palmer Road and CTH H, thereby providing a neighborhood-level commercial area in the central area of the Town, 2) greater utilization of the former military radar base located near the intersection of Palmer Road and STH 67 as a site for small-scale industry-related operations seeking a location within the Town, 3) continued growth in institutional land use at the Walworth County institutions grounds, 4) continued commercial-recreational development at Geneva National, in accordance with the adopted sewer service area plan for that area, and 5) development of the former Mount Fugi downhill ski site, as permitted under current zoning. Without public sanitary sewer service, if residential development occurs at the former ski site, it should occur at a density of no more than one dwelling unit per five acres.

With the continued development of the urban service area north of Lake Como, the Town should consider the provision of a local park. The park should be located to provide convenient access to residents of the urban service area, but should be large enough to accommodate the recreational needs of the entire Town population. A site of 15 to 25 acres would be required to accommodate active and passive recreational uses.

Prime Agricultural Lands

The plan recommends the preservation of most of the remaining prime agricultural lands in the Town. Conversion of prime agricultural land to urban use would be limited to land located within or immediately adjacent to the planned sanitary service areas. Prime agricultural lands encompassed about 10,000 acres, equivalent to about 15.6 square miles, or about 51 percent of the total area of the Town, in 1990. The plan envisions that the prime agricultural acreage would be reduced by about 800 acres, or 8 percent, to 9,200 acres, or about 14.4 square miles, by the year 2010.

Prime agricultural lands recommended for preservation are predominantly found in the northern two-thirds of the Town. The preservation of existing large blocks of farmland in this area would ensure that farming operations can continue with minimal disturbance from urban land uses. Importantly, such preservation would help to prevent the creation of scattered, urban residential enclaves which are difficult to provide with basic public services

and facilities, and would thus help control local public expenditures. Such preservation also would also serve to maintain the natural beauty and cultural heritage of the Town.

Environmental Corridors and Isolated Natural Resource Areas

The Town land use plan recommends the preservation of existing primary environmental corridors with the exception of those upland corridor areas which have been designated for urban use in local sewer service area plans amending the regional water quality management plan and other uplands which have been platted for urban resident development. Under the plan, the primary environmental corridor acreage would decrease by 491 acres, or 15 percent, from 3,323 acres (about 5.2 square miles) in 1990 to 2,832 acres (about 4.4 square miles) in the year 2010, as a result of previous commitments to urban development made in local sewer service area plans and publicly sanctioned subdivision plats. Within the primary environmental corridors which are to be preserved, development should be limited to necessary transportation and utility facilities, compatible outdoor recreation facilities, and, on a limited basis, carefully sited residential development, at a density of no more than one dwelling unit per five acres.

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

Other Agricultural and Rural-Density Residential Land

The rest of the Town, consisting of areas which have been designated neither for future urban use nor for preservation as environmental corridors, isolated natural resource areas, or prime agricultural lands, is identified as "other agricultural and rural-density residential land." The plan proposes that these areas be maintained in rural use. Appropriate uses include continued agricultural use; creation of smaller farms, including hobby farms, horse farms, or other specialty farms; and rural residential development at a density of between five acres and 35 acres per dwelling unit. The plan recommends the use of residential cluster designs to achieve the recommended rural density. Such designs involve the grouping of dwellings on a portion of a parcel, preserving the remainder of the parcel in open space. Cluster development can preserve the rural character of the landscape, preserve significant environmental features, preserve

agricultural land, achieve better site design, and reduce street and other infrastructure installation and maintenance costs.

Planned Population, Household, and Employment Levels

Under the plan, the resident population of the Town would increase by 1,340 persons, or 39 percent, from 3,460 persons in 1990 to 4,800 persons in 2010. The number of households would increase by 570 households, or 47 percent, from 1,210 households in 1990 to 1,780 households in 2010. Total employment would increase by 890 jobs, or 41 percent, from 2,200 jobs in 1990 to 3,090 jobs in 2010. The planned year 2010 population and household levels exceed by 9 percent and 5 percent, respectively, the levels projected for the year 2010 under the intermediate growth scenario. The planned year 2010 employment level approximates the level projected under the intermediate growth scenario. The higher planned population and household levels reflect sewered development proposed in the Lake Como Beach area not anticipated under the intermediate growth projections.

PLAN IMPLEMENTATION

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

Chapter VII of this report indicates the major steps to be taken in order to implement the Town of Geneva land use plan. Following formal adoption by the Town Plan Commission and, desirably, by the Town Board, important plan implementation measures include preparation of a precise neighborhood unit development plan for the urban service area in the central portion of the Town; amendment of the sanitary sewer service plan for the Lake Como area; subdivision plat review under the

existing Walworth County Subdivision Control Ordinance, potentially supplemented by a Town subdivision control ordinance; and amendment of the Walworth County Zoning Ordinance and administration of that ordinance in accordance with the plan. Most of the proposed amendments to the zoning district map are intended to protect environmentally sensitive lands or to avoid new urban development in other areas proposed for continued rural use. Also recommended is an increase in the minimum lot size required for the development of single-family dwellings on substandard lots served by public sanitary sewers. Finally, it is recommended that the Town of Geneva and Walworth County, in cooperation with the other Towns in the County, review the provisions of the County zoning ordinance pertaining to rural residential cluster development and adjust those provisions as appropriate to ensure that they may be used to effectively implement county and local land use objectives for rural areas.

CONCLUDING REMARKS

The principal function of the Town land use plan is to provide information that the responsible public officials can use and recommendations that such officials can consider over time in making decisions about growth and development in the Town. The plan also provides land developers and other private interests a clear indication of Town land use objectives, enabling them to take those objectives into account in formulating development proposals.

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

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APPENDICES

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Appendix A

DELINEATION OF ENVIRONMENTAL CORRIDORS

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

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

Environmental corridors were delineated, using the following natural resource and natural resource-related element criteria:

1. Point values from one to 20 were assigned to each natural resource and natural resource-related element. These point values were based on the premise that those natural resource elements having intrinsic natural resource values and a high degree of natural diversity should be assigned relatively high point values, whereas natural having only implied natural values should be assigned relatively low point values. These values for each element of corridor are shown in Table A-1.
2. Each natural resource element was mapped and point values for overlapping resource elements in a given area were totaled.
3. Environmental corridors were then delineated on the basis of cumulative point values and the size of the areas containing natural resource and resource-related elements, as follows:
 - Primary environmental corridors include areas with a cumulative point value of 10 or more that are at least 400 acres in size, two miles in length, and 200 feet in width.
 - Secondary environmental corridors include areas with a cumulative point value of 10 or more and that are at least 100 acres in size and one mile in length.
 - Isolated natural resource areas also have a cumulative point value of 10 or more, with a minimum size of five acres. Isolated natural areas are generally separated physically from primary and secondary environmental corridors by intensive urban or agricultural land uses.

Table A-1

**POINT VALUES FOR NATURAL RESOURCE BASE AND
NATURAL RESOURCE BASE-RELATED ELEMENTS**

Resource Base or Base-Related Element	Point Value
Natural Resource Base	
Lake	
Major (50 acres or more)	20
Minor (5 to 49 acres)	20
Rivers or Streams (perennial)	10
Shoreland	
Lake or Perennial River or Stream	10
Intermittent Stream	5
Floodland (100-year recurrence interval)	3
Wetland	10
Wet, Poorly Drained, or Organic Soil	5
Woodland	10
Wildlife Habitat	
Class I	10
Class II	7
Class III	5
Steep Slope	
20 Percent or More	7
12 to 19 Percent	5
Prairie	10
Natural Resource Base-Related	
Existing Park or Open Space Site	
Rural Open Space Site	5
Other Park and Open Space Site	2
Potential Park Site	
High-Value	3
Medium-Value	2
Low-Value	1
Historic Site	
Structural	1
Other Cultural	1
Archaeological	2
Scenic Viewpoint	5
Natural and Scientific Area	
State Scientific Area	15
Natural Area of Statewide or Greater Significance	15
Natural Area of Countywide or Regional Significance	10
Natural Area of Local Significance	5

Source: SEWRPC.

Appendix B

TOWN-COUNTY ZONING ARRANGEMENTS AS SET FORTH IN SECTION 59.69(5) OF THE WISCONSIN STATUTES

(5) FORMATION OF ZONING ORDINANCE; PROCEDURE. (a) When the county zoning agency has completed a draft of a proposed zoning ordinance, it shall hold a public hearing thereon, following publication in the county of a class 2 notice, under ch. 985. After such hearing the agency may make such revisions in the draft as it considers necessary, or it may submit the draft without revision to the board with recommendations for adoption. Proof of publication of the notice of the public hearing held by such agency shall be attached to its report to the board.

(b) When the draft of the ordinance, recommended for enactment by the zoning agency, is received by the board, it may enact the ordinance as submitted, or reject it, or return it to the agency with such recommendations as the board may see fit to make. In the event of such return subsequent procedure by the agency shall be as if the agency were acting under the original directions. When enacted, duplicate copies of the ordinance shall be submitted by the clerk by registered mail to each town clerk for consideration by the town board.

(c) A county ordinance enacted under this section shall not be effective in any town until it has been approved by the town board. If the town board approves an ordinance enacted by the county board, under this section, a certified copy of the approving resolution attached to one of the copies of such ordinance submitted to the town board shall promptly be filed with the county clerk by the town clerk. The ordinance shall become effective in the town as of the date of the filing, which filing shall be recorded by the county clerk in the clerk's office, reported to the town board and the county board, and printed in the proceedings of the county board. The ordinance shall supersede any prior town ordinance in conflict therewith or which is concerned with zoning, except as provided by s. 60.62.

(d) The board may by a single ordinance repeal an existing county zoning ordinance and reenact a comprehensive revision thereto in accordance with this section. "Comprehensive revision", in this paragraph, means a complete rewriting of an existing zoning ordinance which changes numerous zoning provisions and alters or adds zoning districts. The comprehensive revision may provide that the existing ordinance shall remain in effect in a town for a period of up to one year or until the comprehensive revision is approved by the town board, whichever period is shorter. If the town board fails to approve the comprehensive revision within a year neither the existing ordinance nor the comprehensive revision shall be in force in that town. Any repeal and reenactment prior to November 12, 1965, which would be valid under this paragraph is hereby validated.

(e) The board may amend an ordinance or change the district boundaries. The procedure for such amendments or changes is as follows:

1. A petition for amendment of a county zoning ordinance may be made by a property owner in the area to be affected by the amendment, by the town board of any town in which the ordinance is in effect; by any member of the board or by the agency designated by the board to consider county zoning matters as provided in sub. (2) (a). The petition shall be filed with the clerk who shall immediately refer it to the county zoning agency for its consideration, report and recommendations. Immediate notice of the petition shall be sent to the county supervisor of any affected district. A report of all petitions referred under this paragraph shall be made to the county board at its next succeeding meeting.

2. Upon receipt of the petition by the agency it shall call a public hearing on the petition. Notice of the time and place of the hearing shall be given by publication in the county of a class 2 notice, under ch. 985. A copy of the notice shall be mailed by registered mail to the town clerk of each town affected by the proposed amendment at least 10 days prior to the date of such hearing. If the petition is for any change in an airport affected area, as defined in s. 62.23 (6) (am) 1. b., the agency shall mail a copy of the notice to the owner or operator of the airport bordered by the airport affected area.

3. Except as provided under subd. 3m., if a town affected by the proposed amendment disapproves of the proposed amendment, the town board of the town may file a certified copy of the resolution adopted by the board disapproving of the petition with the agency before, at or within 10 days after the public hearing. If the town board of the town affected in the case of an ordinance relating to the location of boundaries of districts files such a resolution, or the town boards of a majority of the towns affected in the case of all other amendatory ordinances file such resolutions, the agency may not recommend approval of the petition without change, but may only recommend approval with change or recommend disapproval.

3m. A town may extend its time for disapproving any proposed amendment under subd. 3. by 20 days if the town board adopts a resolution providing for the extension and files a certified copy of the resolution with the clerk of the county in which the town is located. The 20-day extension shall remain in effect until the town board adopts a resolution rescinding the 20-day extension and files a certified copy of the resolution with the clerk of the county in which the town is located.

4. As soon as possible after the public hearing, the agency shall act, subject to subd. 3., on the petition either approving, modifying and approving, or disapproving it. If its action is favorable to granting the requested change or any modification thereof, it shall cause an ordinance to be drafted effectuating its determination and shall submit the proposed ordinance directly to the board with its recommendations. If the agency after its public hearing recommends denial of the petition it shall report its recommendation directly to the board with its reasons for the action. Proof of publication of the notice of the public hearing held by the agency and proof of the giving of notice to the town clerk of the hearing shall be attached to either report. Notification of town board resolutions filed under subd. 3. shall be attached to either such report.

5. Upon receipt of the agency report the board may enact the ordinance as drafted by the zoning agency or with amendments, or it may deny the petition for amendment, or it may refuse to deny the petition as recommended by the agency in which case it shall rerefer the petition to the agency with directions to draft an ordinance to effectuate the petition and report the ordinance back to the board which may then enact or reject the ordinance.

5g. If a protest against a proposed amendment is filed with the clerk at least 24 hours prior to the date of the meeting of the board at which the report of the zoning agency under subd. 4. is to be considered, duly signed and acknowledged by the owners of 50% or more of the area proposed to be altered, or by abutting owners of over 50% of the total perimeter of the area proposed to be altered included within 300 feet of the parcel or parcels proposed to be rezoned, action on the ordinance may be deferred until the zoning agency has had a reasonable opportunity to ascertain and

report to the board as to the authenticity of the ownership statements. Each signer shall state the amount of area or frontage owned by that signer and shall include a description of the lands owned by that signer. If the statements are found to be true, the ordinance may not be enacted except by the affirmative vote of three-fourths of the members of the board present and voting. If the statements are found to be untrue to the extent that the required frontage or area ownership is not present the protest may be disregarded.

5m. If a proposed amendment under this paragraph would make any change in an airport affected area, as defined under s. 62.23 (6) (am) 1. b., and the owner or operator of the airport bordered by the airport affected area files a protest against the proposed amendment with the clerk at least 24 hours prior to the date of the meeting of the board at which the report of the zoning agency under subd. 4. is to be considered, no ordinance which makes such a change may be enacted except by the affirmative vote of two-thirds of the members of the board present and voting.

6. If an amendatory ordinance makes only the change sought in the petition and if the petition was not disapproved prior to, at or within 10 days under subd. 3. or 30 days under subd. 3m., whichever is applicable, after the public hearing by the town board of the town affected in the case of an ordinance relating to the location of district boundaries or by the town boards of a majority of the towns affected in the case of all other amendatory ordinances, it shall become effective on passage. The county clerk shall record in the clerk's office the date on which the ordinance becomes effective and notify the town clerk of all towns affected by the ordinance of the effective date and also insert the effective date in the proceedings of the county board. Any other amendatory ordinance when enacted shall within 7 days thereafter be submitted in duplicate by the county clerk by registered mail to the town clerk of each town in which lands affected by the ordinance are located. If after 40 days from the date of the enactment a majority of the towns have not filed certified copies of resolutions disapproving

the amendment with the county clerk, or if, within a shorter time a majority of the towns in which the ordinance is in effect have filed certified copies of resolutions approving the amendment with the county clerk, the amendment shall be in effect in all of the towns affected by the ordinance. Any ordinance relating to the location of boundaries of districts shall within 7 days after enactment by the county board be transmitted by the county clerk by registered mail only to the town clerk of the town in which the lands affected by the change are located and shall become effective 40 days after enactment of the ordinance by the county board unless such town board prior to such date files a certified copy of a resolution disapproving of the ordinance with the county clerk. If such town board approves the ordinance, the ordinance shall become effective upon the filing of the resolution of the town board approving the ordinance with the county clerk. The clerk shall record in the clerk's office the date on which the ordinance becomes effective and notify the town clerk of all towns affected by such ordinance of such effective date and also make such report to the county board, which report shall be printed in the proceedings of the county board.

7. When any lands previously under the jurisdiction of a county zoning ordinance have been finally removed from such jurisdiction by reason of annexation to an incorporated municipality, and after the regulations imposed by the county zoning ordinance have ceased to be effective as provided in sub. (7), the board may, on the recommendation of its zoning agency, enact amendatory ordinances that remove or delete the annexed lands from the official zoning map or written descriptions without following any of the procedures provided in subds. 1. to 6., and such amendatory ordinances shall become effective upon enactment and publication. A copy of the ordinance shall be forwarded by the clerk to the clerk of each town in which the lands affected were previously located. Nothing in this paragraph shall be construed to nullify or supersede s. 80.64.

Source: Wisconsin Statutes.

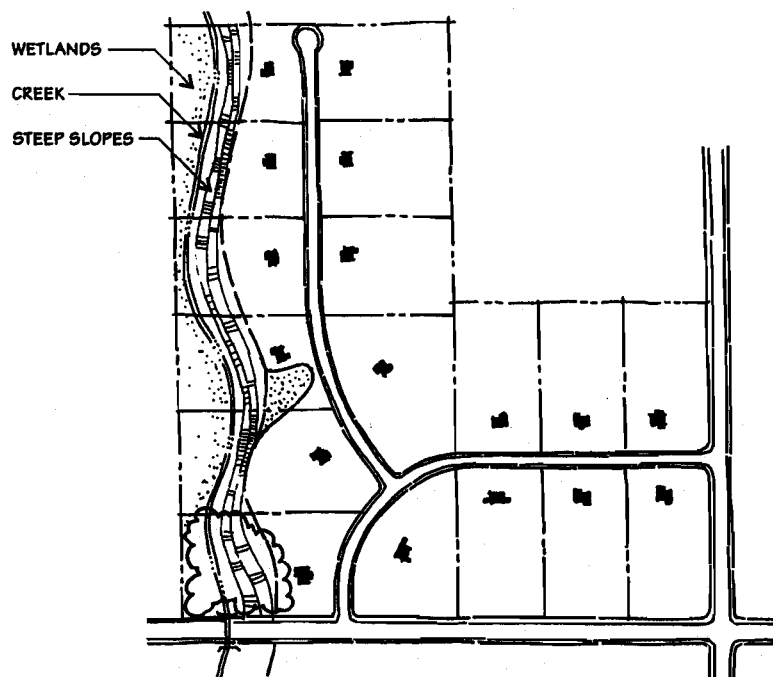
Appendix C

EXAMPLES OF RURAL CLUSTER DEVELOPMENT

Rural cluster development is a form of residential development in rural areas that preserves open space, while permitting densities no less than that permitted under conventional development in rural areas. Cluster developments concentrate the permitted number of lots on a small portion of the tract, leaving the remaining portion in open space. This concentration of lots is made possible by reducing the lot size. Even though lot size is reduced, the number of permitted lots--and thus the overall density—is not increased.

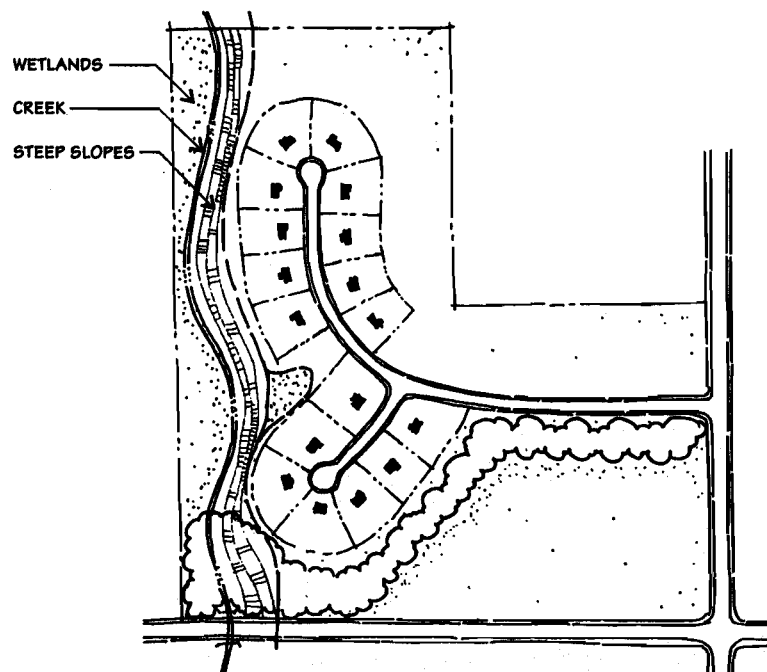
Hypothetical examples of cluster designs, contrasted with conventional designs for the same site, are presented in this appendix. Additional examples of cluster design guidelines and means for adapting zoning ordinances to accommodate rural cluster developments, are presented in SEWRPC Planning Guide No. 7, Rural Cluster Development, 1996.

Figure C-1



CONVENTIONAL DEVELOPMENT
EACH RESIDENT CAN ACCESS 5-6 ACRES

Acres: 100
Lots: 17
Density: 1 Dwelling Unit / 6 Acres
Minimum Lot Size: 5 Acres
Common Open Space: 0



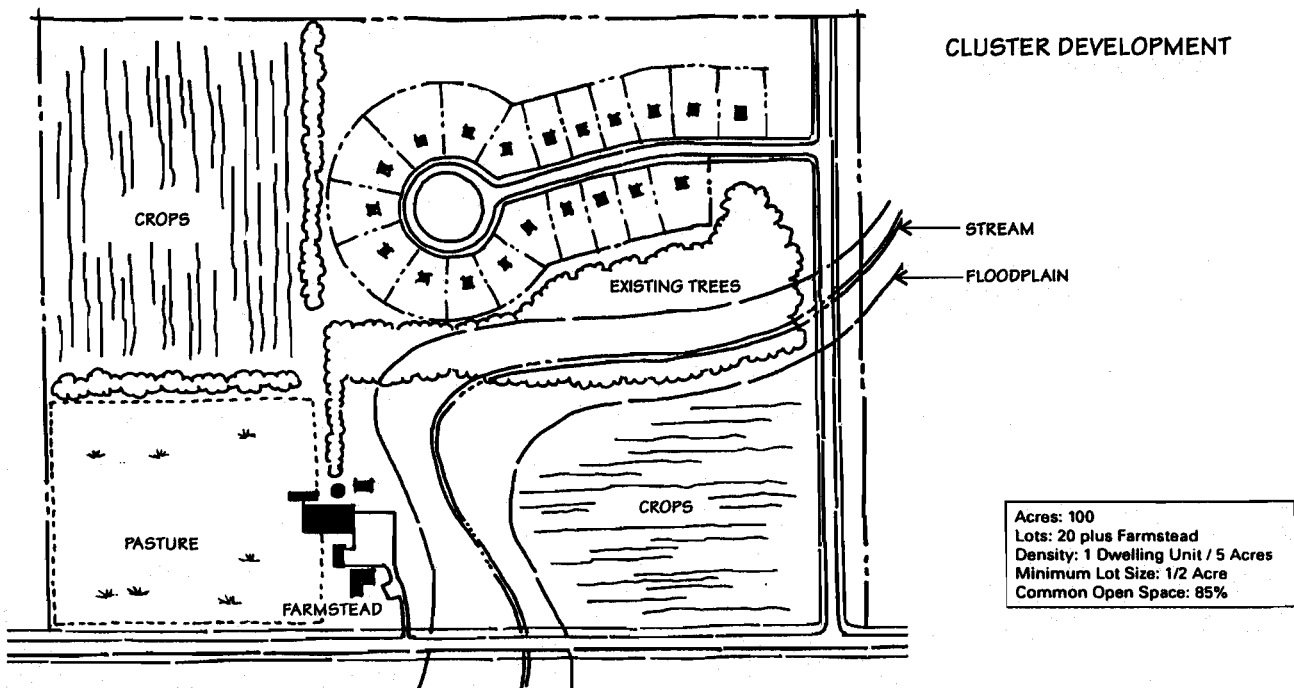
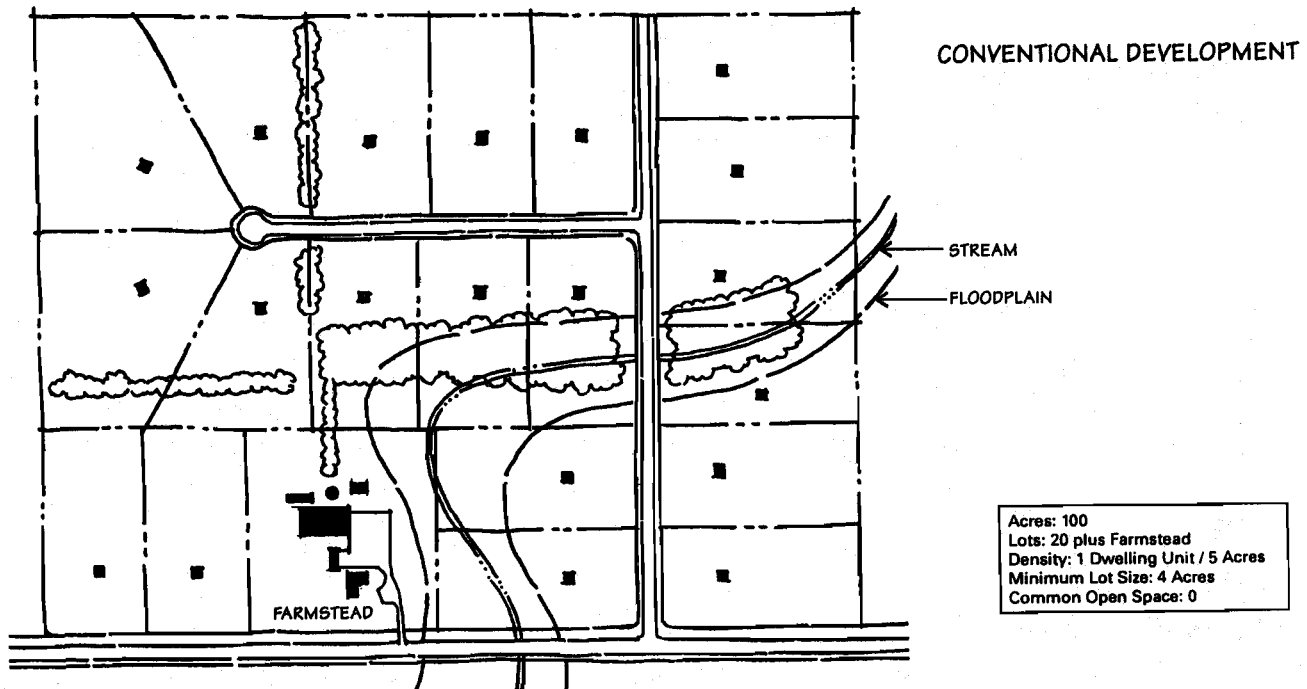
CLUSTER DEVELOPMENT
EACH RESIDENT CAN ACCESS 76 ACRES
(1-ACRE LOT PLUS 75 ACRES OPEN SPACE)

Acres: 100
Lots: 17
Density: 1 Dwelling Unit / 6 Acres
Minimum Lot Size: 1 Acre
Common Open Space: 75%

Through a reduction in lot size, open space can be created without losing density.

Source: SEWRPC Planning Guide No. 7, *Rural Cluster Development*, December 1996.

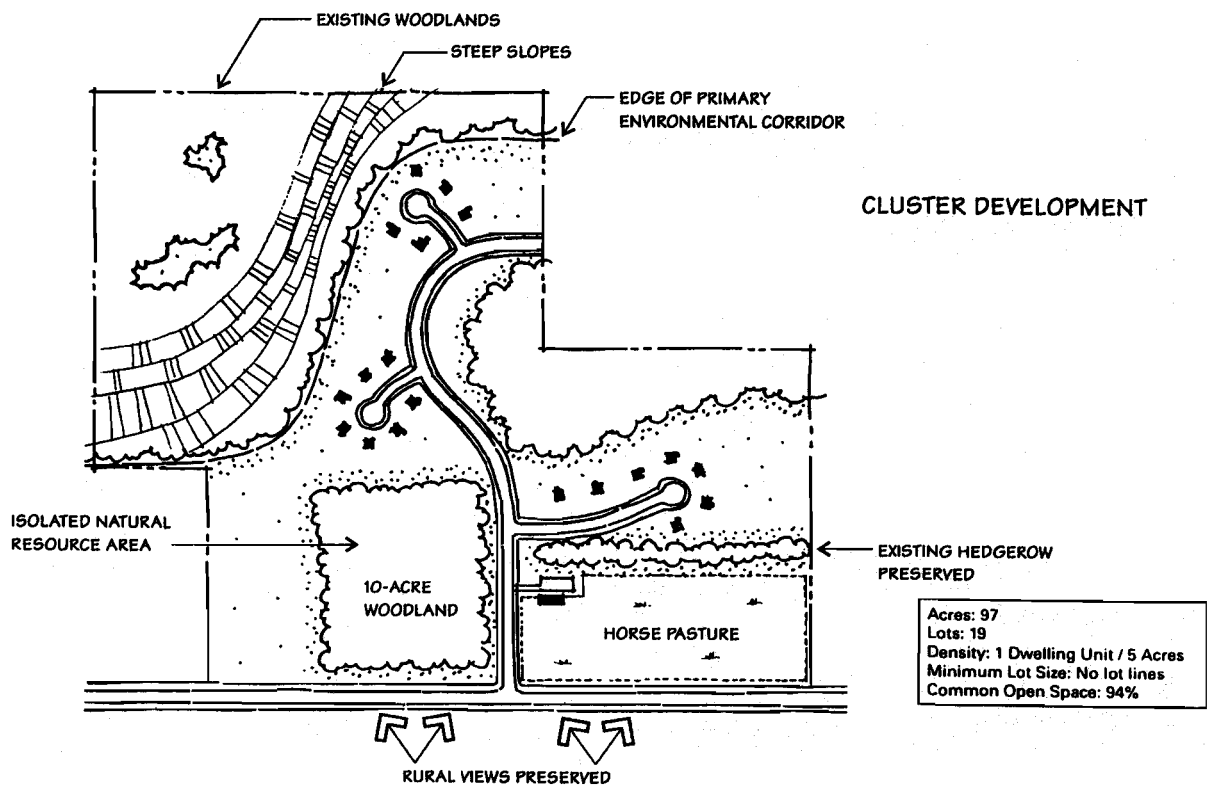
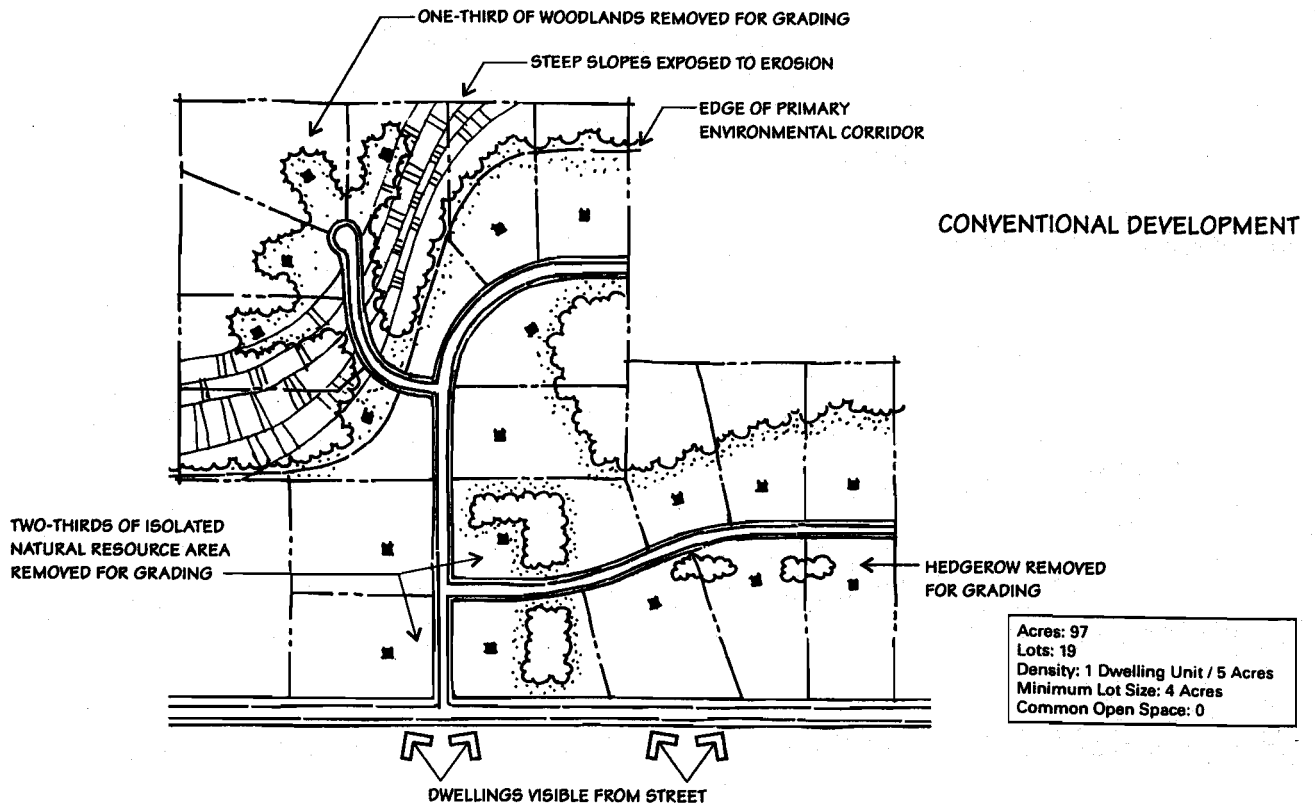
Figure C-2



Cluster development can help preserve farming activities.

Source: SEWRPC Planning Guide No. 7, *Rural Cluster Development*, December 1996.

Figure C-3



Clustering can preserve environmental features and views.

Source: SEWRPC Planning Guide No. 7, *Rural Cluster Development*, December 1996.

Appendix D

TOWN PLAN COMMISSION RESOLUTION ADOPTING THE TOWN OF GENEVA LAND USE PLAN

WHEREAS, The Town of Geneva, pursuant to the provisions of Section 60.10(2)(c) of the Wisconsin Statutes, has been authorized to exercise village powers; and

WHEREAS, The Town of Geneva, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

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

WHEREAS, the Town of Geneva requested the Southeastern Wisconsin Regional Planning Commission to prepare a land use plan for the Town; which plan includes:

1. Collection, compilation, processing, and analyses of various types of demographic, natural resource, recreation and open space, land use, transportation and other information pertaining to the Town.
2. A forecast of growth and change.
3. A land use and arterial street system plan map.
4. Suggested revisions to the Walworth County Zoning Ordinance and Shoreland Zoning Ordinance for the implementation of the recommended plan; and

WHEREAS, the aforementioned inventories, analyses, objectives, forecasts, land use plan, and implementing ordinance revisions are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 211, A Land Use Plan for the Town of Geneva: 2010; and

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

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the Town of Geneva Plan Commission on the 29th day of September, 1997, hereby adopts SEWRPC Community Assistance Planning Report No. 211, entitled A Land Use Plan for the Town of Geneva: 2010, as a guide for the future development of the Town of Geneva.

BE IT FURTHER RESOLVED that the Secretary of the Town of Geneva Plan Commission transmit a certified copy of this resolution to the Town Board of the Town of Geneva.

ATTEST:


Secretary
Town of Geneva Plan Commission


Chairman
Town of Geneva Plan Commission