

**COMMUNITY ASSISTANCE
PLANNING REPORT NO. 252**

**A LAND USE PLAN FOR
WALWORTH COUNTY
WISCONSIN: 2020**

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Special acknowledgement is due the following former members of
the Committee for their significant contributions in the course of the
planning program:

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Special acknowledgement is due Gareth Betts, UW-Extension
Community Resource Development Agent, for his work on the
Countywide public opinion survey.

**SOUTHEASTERN WISCONSIN REGIONAL
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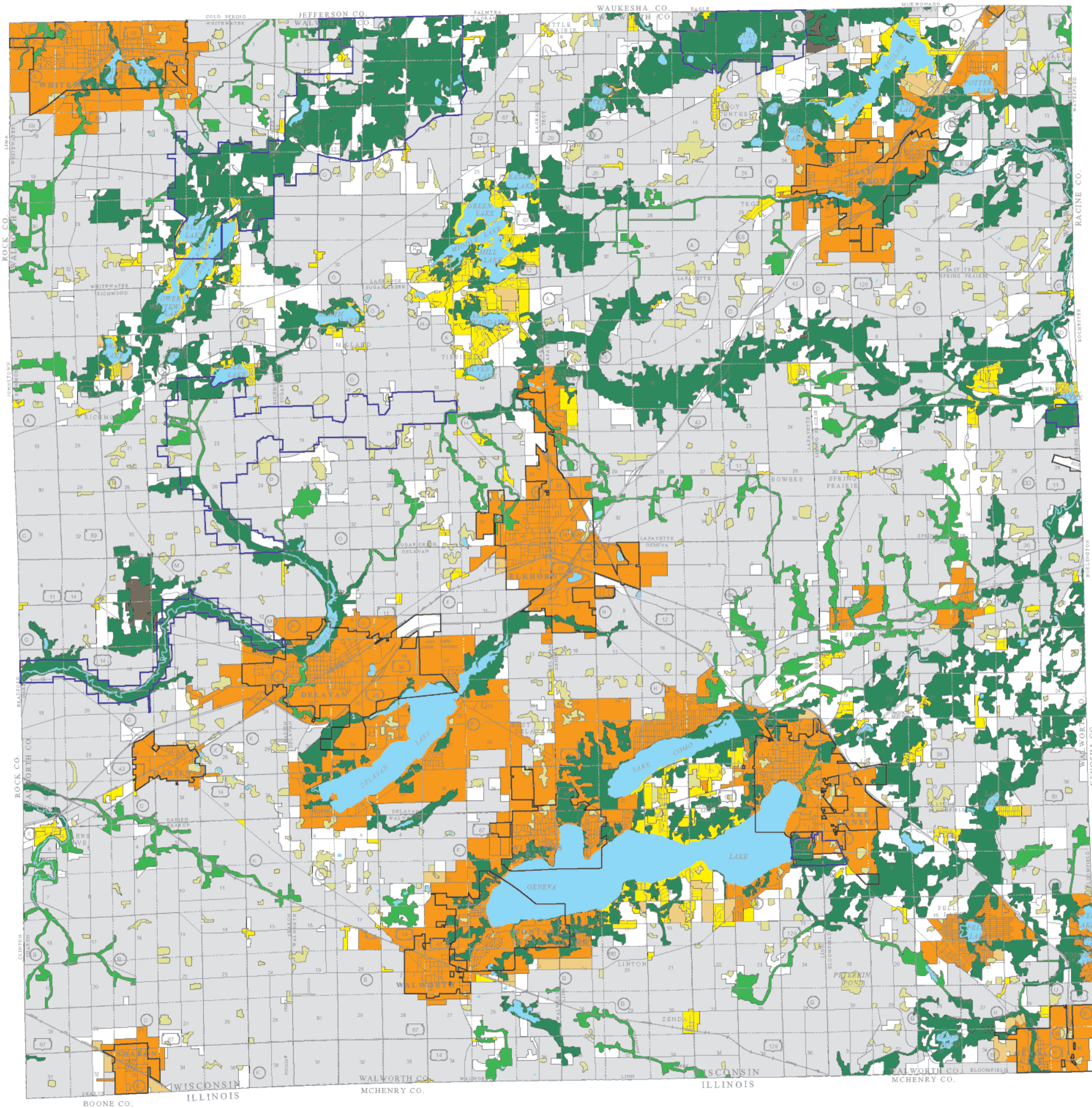
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Timothy J. McCauley; SEWRPC Principal Planner David A. Schilling;
SEWRPC Specialist Jeffrey A. McVay; and Gary K. Korb, UW-Extension
Regional Planning Educator, for their contributions to this report.

AMENDMENTS TO THE 2020 WALWORTH COUNTY LAND USE PLAN

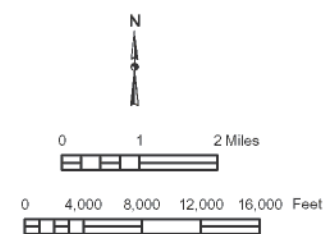
The Walworth County Board of Supervisors adopted the year 2020 Walworth County land use plan, as documented in SEWRPC Community Assistance Planning Report No. 252, *A Land Use Plan For Walworth County, Wisconsin: 2020*, on April 17, 2001. On February 10, 2004, the Walworth County Board of Supervisors adopted certain amendments to that plan. Those amendments reflect local sewer service area plan revisions made after April 17, 2001. The amendments pertain to the following sewer service areas: the City of Elkhorn, the Village of Fontana/Village of Walworth; Pell Lake Sanitary District No. 1; the Village of Mukwonago; and the City of Whitewater.

A copy of the amended 2020 Walworth County land use plan map, reflecting the amendments adopted by the Walworth County Board of Supervisors on February 10, 2004, along with a copy of the related County Board adoption resolution, follows. This map supercedes the previously adopted land use plan map set forth on page 58 of Community Assistance Planning Report No. 252.



RECOMMENDED LAND USE PLAN FOR WALWORTH COUNTY: 2020
AS AMENDED: FEBRUARY 10, 2004

- URBAN SERVICE AREA
(ADOPTED PUBLIC SANITARY SEWER SERVICE AREA)
- SPECIAL SEWER SERVICE AREA
- OTHER URBAN LAND
- LANDS IN THE A-3 AGRICULTURAL LAND HOLDING
DISTRICT - LOCATED BEYOND THE PLANNED URBAN
SERVICE AREAS AND OTHER URBAN LANDS
- PRIME AGRICULTURAL LAND
- OTHER AGRICULTURAL, RURAL RESIDENTIAL,
AND OTHER OPEN LAND
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- SURFACE WATER
- WISCONSIN DEPARTMENT OF NATURAL
RESOURCES PROJECT BOUNDARY



Source: SEWRPC.

Resolution No. 99-2/04
Amending Walworth County Land Use Plan: 2020

Moved/Sponsored by: County Zoning Agency

WHEREAS, the Walworth County Board of Supervisors, pursuant to Sec. 59.69(3) of the Wisconsin Statutes, on April 17, 2001 adopted as the Walworth County Development Plan, the document titled, "A Land Use Plan for Walworth County, Wisconsin: 2020", as set forth in SEWRPC Community Assistance Planning Report No. 252; and

WHEREAS, the Land Use Plan Document includes a Recommended Land Use Plan Map which delineates land use categories including Urban Service Areas, which reflect adopted public sanitary sewer areas; and

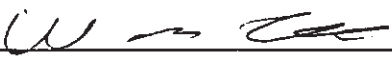
WHEREAS, since the adoption of the Plan several amendments have occurred to local sanitary sewer service area plans. These amendments pertain to the following sewer service areas: the City of Elkhorn (two separate amendments); the Village of Fontana/Village of Walworth; Pell Lake Sanitary District No. 1; the Village of Mukwonago; and the City of Whitewater; and

WHEREAS, the Walworth County Land Use and Resource Management Department, with the assistance of SEWRPC, has prepared a map identifying the proposed changes to the Land Use Plan for Walworth County, which reflects the sewer service area amendments listed above;

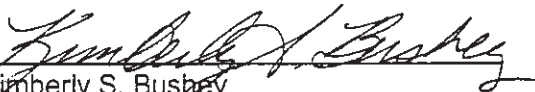
NOW, THEREFORE BE IT RESOLVED; that pursuant to Section 59.69 (3) of the Wisconsin Statutes, the Walworth County Board of Supervisors hereby amends the County Land Use Plan to reflect the amendments to local sanitary sewer service area plans identified above.

BE IT FURTHER RESOLVED that a more detailed description and maps of the aforementioned properties are on file in the office of the Walworth County Land Use and Resource Management Department.

BE IT FURTHER RESOLVED that the Walworth County Land Use and Resource Management Department shall transmit a copy of the amended map to the affected Walworth County local units of government along with a copy of this resolution.



William M. Norem
County Board Chairman



Kimberly S. Bushey
County Clerk

County Board Meeting Date: February 10, 2004

Action Required: Majority Vote X Two-thirds Vote Other

This Resolution/Ordinance was:

Adopted: Roll Call/U.C./Voice

Rejected/Referred/Laid Over

Ayes: Noes: Absent:

Date 2-10-04

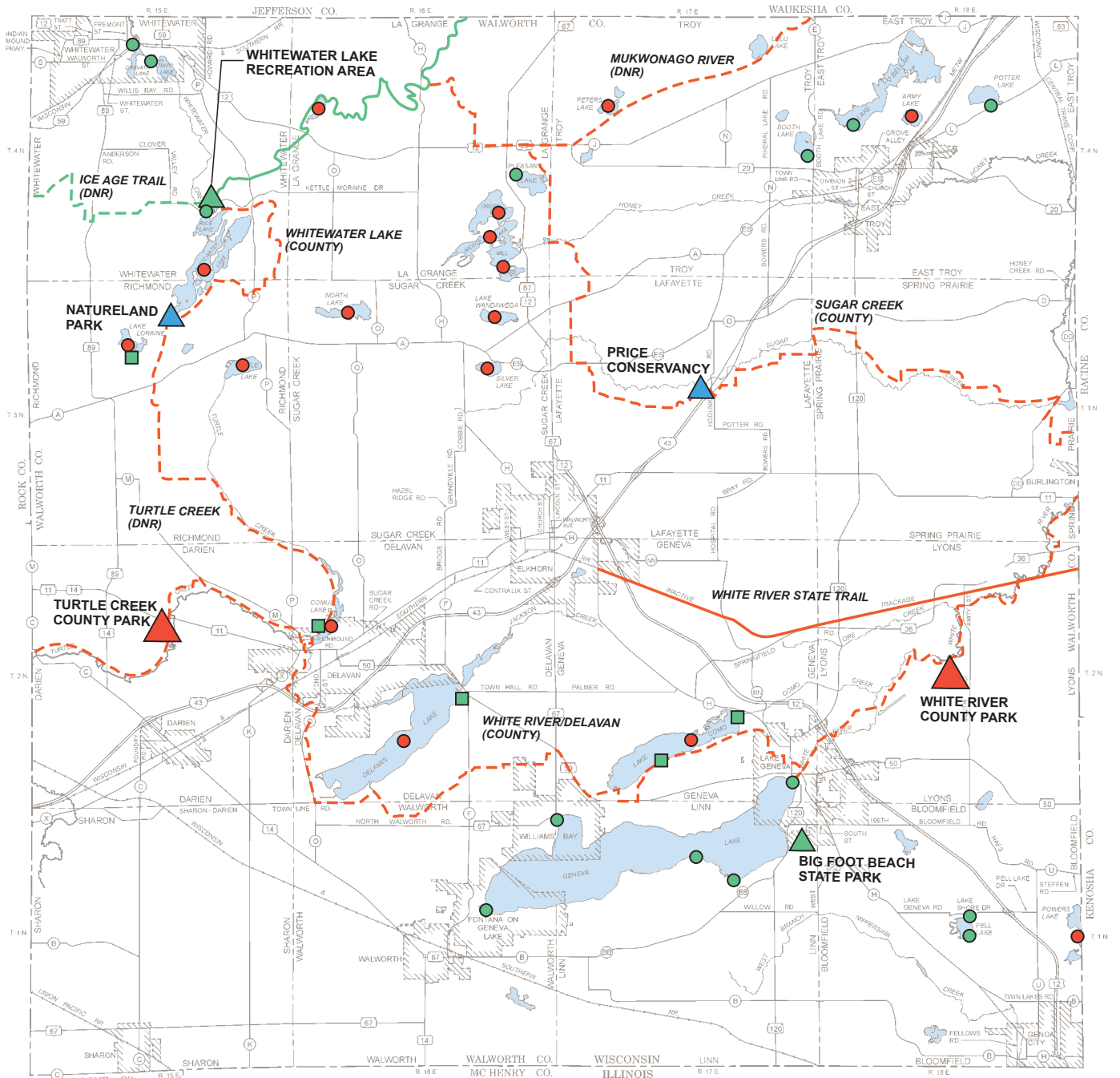
AMENDMENTS TO THE WALWORTH COUNTY PARK AND OPEN SPACE PLAN

The Walworth County Board of Supervisors adopted a park and open space plan as documented in SEWRPC Community Assistance Planning Report No. 135 (2nd Edition), *A Park and Open Space Plan for Walworth County*, on September 5, 2000. On September 9, 2004, the Walworth County Board of Supervisors adopted certain amendments to that plan. Those amendments pertain to plan recommendations regarding proposed recreation trails in the northwestern portion of the County, set forth in the outdoor recreation element of the park and open space plan.




A copy of the map of the outdoor recreation element of the Walworth County park and open space plan as amended by the Walworth County Board of Supervisors on September 9, 2004, along with a copy of the related County Board adoption resolution, follows. This map supercedes the previously adopted map as set forth in Community Assistance Planning Report No. 135 (2nd Edition) and as reproduced on page 96 of this land use plan report.

OUTDOOR RECREATION ELEMENT OF THE WALWORTH COUNTY PARK AND OPEN SPACE PLAN: 2020





AS AMENDED: SEPTEMBER 9, 2004






MAJOR PARKS

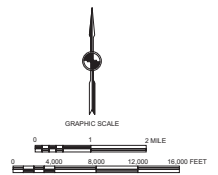
-  STATE
-  COUNTY
-  PROPOSED COUNTY

RECREATION CORRIDORS

-  EXISTING ICE AGE TRAIL
-  PROPOSED ICE AGE TRAIL
-  EXISTING RECREATION TRAIL
-  PROPOSED RECREATION TRAIL

BOAT ACCESS FACILITIES

-  EXISTING FACILITY MEETING DNR STANDARDS
-  EXISTING FACILITY NOT MEETING DNR STANDARDS
-  LAKE NEEDING NEW OR EXPANDED FACILITY



Source: SEWRPC.

Resolution No. 46-09/04

Amending the Outdoor Recreation Element of the Walworth County Park and Open Space Plan: 2020

1 Moved/Sponsored by: County Zoning Agency

2
3 **WHEREAS**, on December 1, 1977, the Southeastern Wisconsin Regional Planning Commission
4 (SEWRPC) adopted a park and open space plan for Walworth County as part of the first regional
5 park and open space plan as documented in *SEWRPC Planning Report No. 27, A Regional Park*
6 *and Open Space Plan for Southeastern Wisconsin: 2000*; and

7
8 **WHEREAS**, in September 2000, the Walworth County Board of Supervisors refined the county
9 park and open space plan when they board adopted *A Park and Open Space Plan for Walworth*
10 *County*, SEWRPC Community Assistance Planning Report No. 135 (2nd Edition); and

11
12 **WHEREAS**, Map 18 listed on page 71 of *A Park and Open Space Plan for Walworth County*,
13 SEWRPC Community Assistance Planning Report No. 135 (2nd Edition) defines the outdoor
14 recreation element of the Walworth County Park and Open Space Plan: 2020;

15
16 **WHEREAS**, through the Walworth County Land Use Plan 2020, the Walworth County Board of
17 Supervisors adopted the outdoor recreation element of the Walworth County Park and Open
18 Space Plan: 2020 as defined on page 96 Map A-2, *A Land Use Plan for Walworth County*
19 *Wisconsin: 2020*, SEWRPC Community Assistance Planning Report No. 252; and

20
21 **WHEREAS**, on March 9, 2004 the Ice Age Park and Trail Foundation wrote a letter to the
22 Walworth County Board of Supervisors requesting that the county remove the proposed Ice Age
23 Trail designation from running around the east, west, and south sides of Whitewater Lake; and

24
25 **WHEREAS**, the Ice Age Park and Trail Foundation seeks only willing sellers when acquiring
26 land for the National Ice Age Trail; and

27
28 **WHEREAS**, on June 17, 2004 the Walworth County Zoning Agency held a hearing in regard to
29 removing that portion of the proposed Ice Age Trail running around Whitewater Lake; and

30
31 **WHEREAS**, the Walworth County Zoning Agency seeks to work with willing sellers of
32 property in order to complete a trail system throughout Walworth County; and

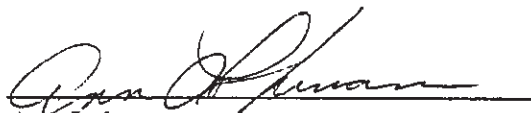
33
34 **WHEREAS**, on August 20, 2004 the Walworth County Zoning Agency directed staff to propose
35 ordinance language that would direct the acquisition of future parks and trails using willing
36 buyers and willing sellers; and


37
38 **WHEREAS**, the Walworth County Zoning Agency recommends removing the west side of the
39 proposed ice age trail, around Whitewater Lake, from the Walworth County Park and Open
40 Space Plan while leaving the east side of the proposed trail around Whitewater Lake as a
41 proposed county trail;

1
2 **NOW, THEREFORE, BE IT RESOLVED** that the Walworth County Board of Supervisors
3 removes that portion of the proposed Ice Age Trail running along the west side of Whitewater
4 Lake from Natureland Park to Clover Valley Road; and
5

6 **BE IT FURTHER RESOLVED** that the Walworth County Board of Supervisors change the
7 designation of the proposed trail running on the east side of Whitewater Lake from Naturland
8 Park to the State of Wisconsin owned land from a "proposed ice age trail" to a "proposed county
9 recreational trail"; and
10

11 **BE IT FURTHER RESOLVED** that the Walworth County Board of Supervisors direct the
12 Walworth County Land Use and Resource Management staff to contact SEWRPC to make these
13 changes to *A Park and Open Space Plan for Walworth County* and *A Land Use Plan for*
14 *Walworth County Wisconsin: 2020.*
15
16
17

18
19 
20 Ann Lohrmann
21 County Board Chairperson
22
23

24
25 
26 Kimberly S. Bushey
27 County Clerk
28
29

30 County Board Meeting Date: September 9, 2004
31
32

33 Action Required: Majority Vote X Two-thirds Vote _____ Other _____

This Resolution/Ordinance was:

Adopted: Roll Call/U.C./Voice

Rejected/Referred/Laid Over

Ayes: Noes: Absents:

Date 9-9-04

Supervisors Hilbelink and Burwell voted "No."

COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 252

**A LAND USE PLAN FOR
WALWORTH COUNTY, WISCONSIN: 2020**

Prepared by the

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

April 2001

Inside Region \$5.00
Outside Region \$10.00

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Chapter I

INTRODUCTION

INTRODUCTION

In 1998, the Director of the Walworth County Department of Planning, Zoning, and Sanitation, acting on behalf of the Walworth Planning, Zoning, and Sanitation Committee and the County Board of Supervisors, requested the assistance of the Southeastern Wisconsin Regional Planning Commission in preparing a land use plan for Walworth County for the year 2020. It was understood that the new plan would be prepared as an update and extension of the year 2010 County plan adopted by the County Board of Supervisors in 1993, and further understood that the plan would be prepared within the framework of the year 2020 regional land use plan completed by the Regional Planning Commission in 1997. In response to this request, the Commission, working with the County Committee on Planning, Zoning, and Sanitation, prepared a proposal—essentially a study design—for the preparation of a County land use plan for 2020.¹ Work on the plan was initiated in fall 1999. The planning process and the resulting land use plan are described in this report.

BACKGROUND

Historically, there has been a very close relationship between regional planning as carried out by the Regional Planning Commission and county-level planning in Walworth County. The regional land use plan provides basic recommendations for urban growth and development and open space preservation within the seven-county Southeastern Wisconsin Region. The initial regional land use plan was adopted by the Commission in 1966 and had a design year of 1990. The Commission has updated the regional land use plan three times, each time extending the planning horizon ten years into the future—first to 2000, then to 2010, and, most recently, to 2020. Each regional plan update carried forward the basic principles and concepts of the initial, design year 1990 plan. The Regional Planning Commission encourages county and local units of government to endorse the regional plan through formal plan adoption resolutions and to refine and detail the regional land use plan in county and local land use plans.

¹*In 1999, a new County Land Management Committee assumed the functions of the County Planning, Zoning, and Sanitation Committee; and a County Land Management Department assumed the functions of the County Planning, Zoning, and Sanitation Department. The balance of this report uses the current committee/departments names—that is, Walworth County Land Management Committee and Walworth County Land Management Department.*

Walworth County has demonstrated strong support for the principles and concepts underlying the regional land use plan over the past three decades, indicated as follows:

- In 1967, the Walworth County Board of Supervisors formally adopted the initial, design year 1990 regional land use plan, the first county in the Region to do so.
- In 1974, the County Board adopted a new County zoning ordinance consistent with the objectives and principles of the regional land use plan. The town boards of each of the 16 towns in the County subsequently approved the County zoning ordinance for application in their respective towns.
- In 1978, the County Board adopted the Walworth County agricultural land preservation plan.
- In 1993, the County Board formally adopted the update of the regional land use plan for the year 2010. As part of its 1993 adoption resolution, the County Board adopted the year 2010 regional land use plan map, refined and detailed by the Walworth County Park and Planning Commission, as the Walworth County development plan map.
- In 1998, the County Board formally adopted the regional natural areas and critical species habitat protection and management plan.
- In 1998, the County Board formally adopted the update of the regional land use plan for the year 2020, completed by the Regional Planning Commission in 1997—with the understanding that the County would eventually adopt a new County land use plan for the year 2020, to be prepared within the framework of the updated regional plan.

PURPOSE OF THE COUNTY LAND USE PLAN

The year 2020 County land use plan presented in this report updates and extends ten years into the future the previously adopted year 2010 County plan. The plan updating process took into account changes in development conditions which have occurred since the preparation of the previous plan, along with a new set of population and employment projections. The planning process provided an opportunity to review County land use objectives established in the year 2010 plan. The planning process recognized that there has been considerable town-level land use planning activity in the County in recent years, and provided an opportunity for these plans to be integrated into the County land use plan. This is particularly important in Walworth County, where the zoning function is the joint responsibility of the County and the civil towns. The planning process thus sought to integrate regional, County, and town land use objectives.

The new year 2020 County land use plan, like the previous year 2010 County plan, is intended to serve as a guide to land development and open space preservation, including farmland preservation, within the County. The plan is intended to be used by County and town officials as a guide in future decision-making regarding land use matters in the County. The plan should, for example, be referred to as a matter of course in deliberations on proposed zoning changes and proposed land divisions. While the plan is primarily intended to serve as a guide in public decision-making on land use matters, the plan should also serve to increase the general awareness and understanding of County and town land use objectives by landowners, developers, and other private interests in the County.

STATUTORY CONSIDERATIONS

The land use plan presented in this report was prepared and adopted under Section 59.69(3) of the *Wisconsin Statutes*, which authorizes the preparation and adoption of county development plans. Under Section 59.69(3), counties are authorized to prepare county development plans for the unincorporated territory of the county and areas within incorporated jurisdictions whose governing bodies by resolution agree to have their areas included in the development plan. Where cities and villages agree by resolution to have their area included in the county development plan, the development plan must incorporate without change the duly adopted master plan and official map of such a city or village.

In considering the scope and applicability of the new County plan, the Walworth County Land Management Committee recommended that the plan should legally apply only to the unincorporated area of the County. Under this approach, cities and villages would not be requested to agree to have their areas included in the County plan. However, adopted sanitary sewer service area plans for cities and villages would be shown on the County land use plan map and relevant data included in the report for informational purposes, thereby providing needed context for understanding the broader framework within which the plan recommendations for the unincorporated town territory are made.

Under Section 59.69(3) of the Statutes, a county development plan may address a wide range of matters related to the physical development of the county. The plan may be prepared element-by-element, each plan element addressing an aspect of the overall development of the county. As each plan element is completed, it should be considered for adoption as part of the overall, comprehensive county development plan.

This report, then, presents a key element of a county development plan for Walworth County—an updated land use plan for the year 2020. The last update of the Walworth County park and open space plan was completed in 2000, and an update of the Walworth County jurisdictional highway plan is expected to be completed in 2001.² Together, these plans will form the core of the County development plan. They may be supplemented over time by other plan elements addressing other aspects of the development of the County.

While the year 2020 County land use plan was being prepared, the Wisconsin Legislature enacted legislation which alters the framework for comprehensive planning in Wisconsin. The new comprehensive planning law and its implications for planning in Walworth County are described in Chapter VII of this report dealing with plan implementation.

PLANNING PROCESS

The planning process was conducted in accordance with a proposal for preparing the plan—essentially, a study design—developed by the County Land Management Committee and the Regional Planning Commission. That proposal envisioned a planning process which would involve the following major steps:

- Inventory and Analysis: Key information regarding the economic and demographic base, the natural resource base, and existing land use would be collated and summarized in the plan report, with most of this data drawn from Regional Planning Commission files.
- Establishment of Land Use Objectives: This step would include a review of the land use objectives and standards set forth in the regional land use plan, relevant county plans, and adopted town land use plans, and the reaffirmation of those objectives and standards considered to be applicable to, and supportable by, Walworth County.
- Preparation of Forecasts: The County land use plan would incorporate forecasts of population, households, and employment consistent with the forecasts for Walworth County set forth in the regional land use plan.
- Plan Design: The new County land use plan would be prepared by refining and detailing the year 2020 regional land use plan, incorporating those adopted town land use plans which are consistent with the County land use objectives. The planning process would require a review of all adopted town plans and an analysis of their conformity with County objectives. Adopted town plans found to be consistent with the County land use objectives would be incorporated in a generalized manner, into the updated County plan. Where town plans are inconsistent with County land use objectives or where there is no town plan, a planned pattern of land use consistent with the County objectives would be created. Planned sanitary sewer service areas of cities and villages adopted as part of the regional water quality management plan would be shown on the land use plan map for informational purposes.

²A summary of the updated County park and open space plan is presented in Appendix A.

- Plan Implementation: Measures to implement the plan would be considered throughout the planning process and recommended implementation measures would be presented in the plan report.

In conjunction with the planning process, a county-wide public opinion survey was conducted to identify the perspectives of County residents on a range of land use-related issues, including population growth, preferred land uses, the preservation of farmland and environmentally sensitive land, and the role of government in shaping the future of the County. The survey was undertaken as an additional means for providing County officials with insight into land use-related attitudes and preferences of area residents, in order that those attitudes and preferences could be taken into account in the preparation of the County land use plan.

ADVISORY COMMITTEE STRUCTURE

The planning process was carried out under the guidance of the Walworth County Land Management Committee in conjunction with an advisory committee consisting of elected and appointed officials from County and local government in Walworth County, along with representatives of the Walworth County Unit of the Wisconsin Towns Association, the Walworth County Farm Bureau, the Walworth County Tourism Council, the real estate industry, and conservancy interests. A complete committee roster is provided on the inside front cover of this report.

SCHEME OF PRESENTATION

This planning report consists of eight chapters. Following this introductory chapter, Chapter II presents information pertaining to existing land use and environmentally sensitive areas in the County. Chapter III presents current and historic trend information regarding population, households, and employment in the County and a set of projections indicating the range of possible future population, household, and employment levels for the year 2020. Chapter IV presents a summary of the countywide attitudinal survey. Chapter V presents the results of a review of the land use objectives established in the year 2010 County development plan, along with any recommended changes growing out of that review process. Chapter VI presents a recommended County land use plan for the year 2020. Chapter VII describes the actions which should be taken by the concerned units and agencies of government to implement the recommended plan. Chapter VIII provides an overall summary of the major findings and recommendations of this planning process.

Chapter II

EXISTING LAND USE AND NATURAL RESOURCES

INTRODUCTION

Information on existing land use and the natural resource base is essential to the preparation of a sound land use plan for Walworth County. The Regional Planning Commission has developed an extensive data base of the built and natural environments of the seven-county Southeastern Wisconsin Region, collating data from secondary sources where feasible and undertaking primary data collection activities as necessary. This chapter presents inventory information drawn from the Commission's files which is of particular importance in the land use planning effort for Walworth County, including information on the historical development of the County, existing land use, and existing environmentally significant areas. In addition, this chapter describes planned local sanitary sewer service areas in Walworth County adopted as part of the regional water quality management plan, those planned sewer service areas being another important consideration in the preparation of the County land use plan. This chapter also presents the findings of inventories of recent annexations, tax incremental finance districts, and extraterritorial zoning in Walworth County undertaken at the request of the Advisory Committee.

EXISTING LAND USE

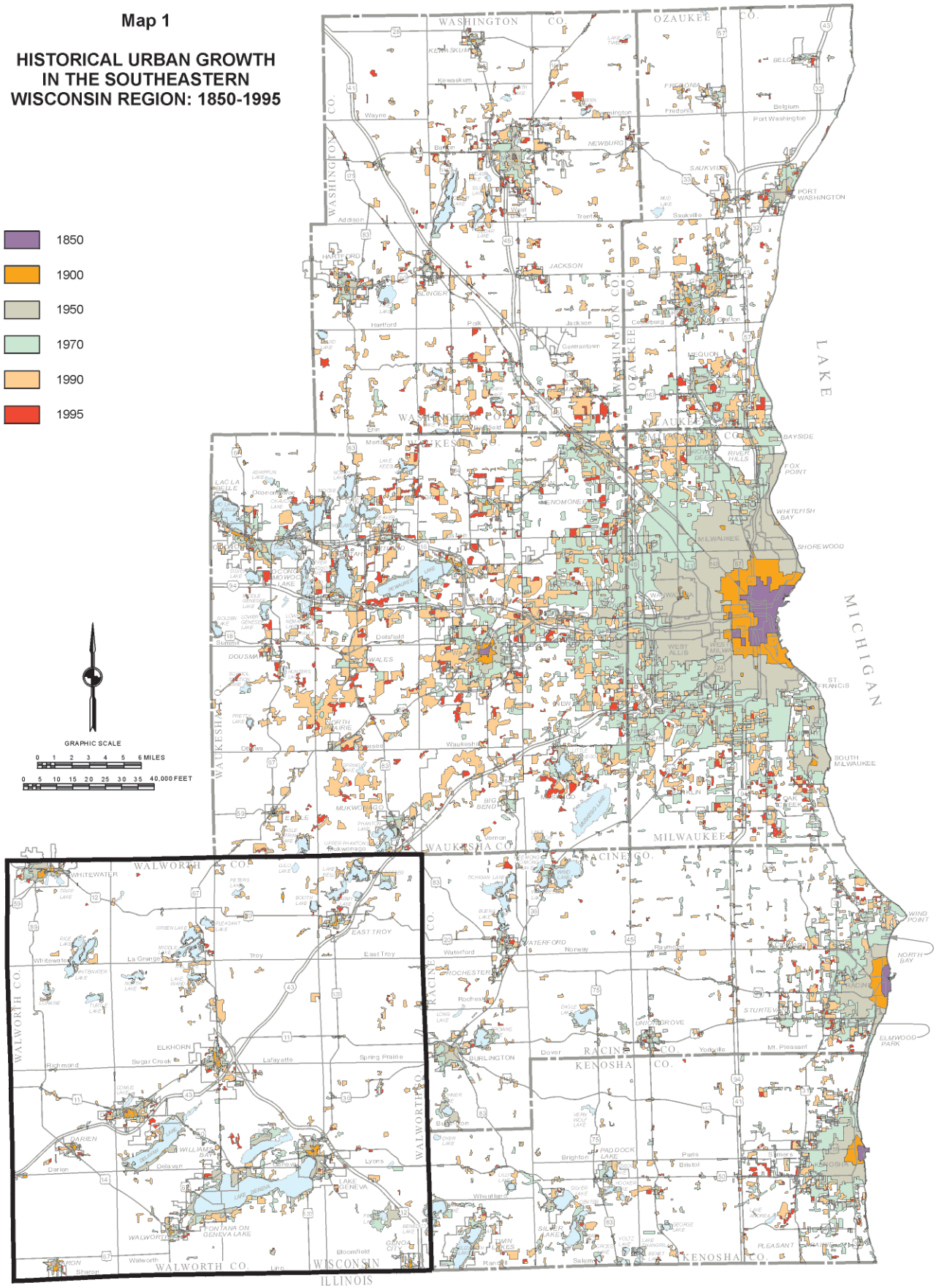
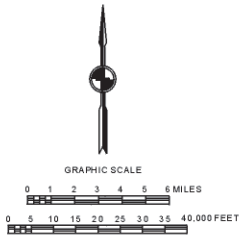
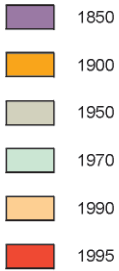
Historical Urban Growth

The Regional Planning Commission's historic urban growth inventory provides insight into the overall pattern of urban development in the Region and how that pattern has materialized over the last 150 years. The Commission's urban growth inventory delineates the outer limits of concentrations of urban development in the Region at various points in time between 1850 and 1995. Areas considered "urban" under this analysis include areas where residential structures and other buildings have been constructed in relatively compact groups, thereby indicating concentrations of residential, commercial, industrial, institutional, or other urban land uses.³ Included in these areas are urban parks and preserves which are encompassed by, and considered part of, the urbanized area.

As shown on Map 1, over the 100-year period from 1850 to 1950, urban development within the Region occurred in what may be considered to be concentric rings around existing urban centers, resulting in a relatively compact

³*For purposes of the urban growth inventory, urban development is defined as a concentration of residential, commercial, industrial, governmental or institutional buildings or structures, together with their associated yards, parking areas, and service areas, having a combined area of five acres or more. In the case of residential uses, the areas must contain at least ten structures located in a relatively compact group, typically in a residential subdivision. In the case of residential uses located along a linear feature such as a roadway or lakeshore, the areas must contain at least ten structures located within a distance of one-half mile.*

Map 1
HISTORICAL URBAN GROWTH
IN THE SOUTHEASTERN
WISCONSIN REGION: 1850-1995



Source: SEWRPC.

regional settlement pattern. After 1950, there was a significant change in the pattern of urban development in the Region. Between 1950 and 1970, while substantial amounts of development continued to occur adjacent to established urban centers, considerable development also occurred at lower densities in isolated enclaves in outlying areas of the Region. This pattern of development has continued in many areas of the Region through 1995.

From a review of Map 1, it is apparent that, overall, Walworth County has been less affected by the post-1950 pattern of scattered urban development than other areas in Southeastern Wisconsin. For the most part, urban development in Walworth County remains concentrated in and around the County's incorporated cities and villages and lake communities, although some scattered isolated urban enclaves are evident. Large tracts of agricultural and other open space lands remain intact, relatively free of encroachment by urban development. This situation has important implications for land use planning in the County. Given the limited extent of scattered urban development, Walworth County has the opportunity to continue to plan for widespread preservation of agricultural and other space lands—an opportunity no longer available in many other areas of the Region.

Land Use Inventory

The Regional Planning Commission's land use inventory delineates and quantifies the area devoted to specific urban and rural land uses in the Region. The initial regional land use inventory was completed in 1963. The inventory is updated every five years, the most recent update being for 1995. The inventory updates enable close monitoring of changes in the various urban and rural land uses over time.

Urban Land Uses: Existing (1995) land use in Walworth County is graphically summarized on Map 2. The trend in the various major categories of land use for selected years from 1963 to 1995, based upon the Commission land use inventory, is presented for Walworth County in Table 1. In 1995, urban land uses—consisting of residential, commercial, industrial, recreational, governmental and institutional, and transportation, communication, and utility uses—encompassed 65 square miles, or 11 percent of the total area of the County. Residential land comprised the largest urban land use category, encompassing 30 square miles, or 46 percent of all urban land use and 5 percent of the total area of the County.⁴ Commercial lands encompassed 1.9 square miles, or 3 percent of all urban land use. Industrial lands encompassed 1.8 square miles, or 3 percent of all urban land use. Land used for governmental and institutional purposes encompassed 2.4 square miles, or 4 percent of all urban land use. Lands devoted to intensive recreational uses encompassed 6.4 square miles, or 10 percent of all urban land use. Lands devoted to transportation, communication, and utility uses—including areas used for streets and highways, railways, airports, and utility and communication facilities—totaled 23 square miles, or 35 percent of all urban land use in the County.

Between 1963 and 1995, urban land uses in the County increased from 42 square miles to 65 square miles, an increase of 23 square miles, or 55 percent (see Table 1). Each of the major urban land use categories increased significantly during this time. The residential land area increased by 62 percent; the commercial land area increased by 90 percent; and the industrial land area increased by 200 percent. The transportation, governmental-institutional, and recreational land use categories also increased significantly—by 34 percent, 41 percent, and 100 percent, respectively.

Rural Land Uses: Rural lands—consisting of agricultural lands, wetlands, woodlands, surface water, extractive and landfill sites, and unused lands—comprised 512 square miles, or 89 percent of the total area of the County, in 1995. Agricultural land comprised the largest rural land use category, encompassing 381 square miles, or 74 percent of all rural lands and 66 percent of the total area of the County. Wetlands, woodlands, and surface water,

⁴*Under the regional land use inventory, all residential land, including rural-density residential development, is reported as urban residential land. With the continued development of land information systems for Walworth County and other areas of the Region—systems which will enable land use studies to be carried out with the benefit of real property boundary information—it is anticipated that future regional land use inventory updates will distinguish between urban and rural residential land use.*

Map 2 GENERALIZED LAND USE IN WALWORTH COUNTY: 1995

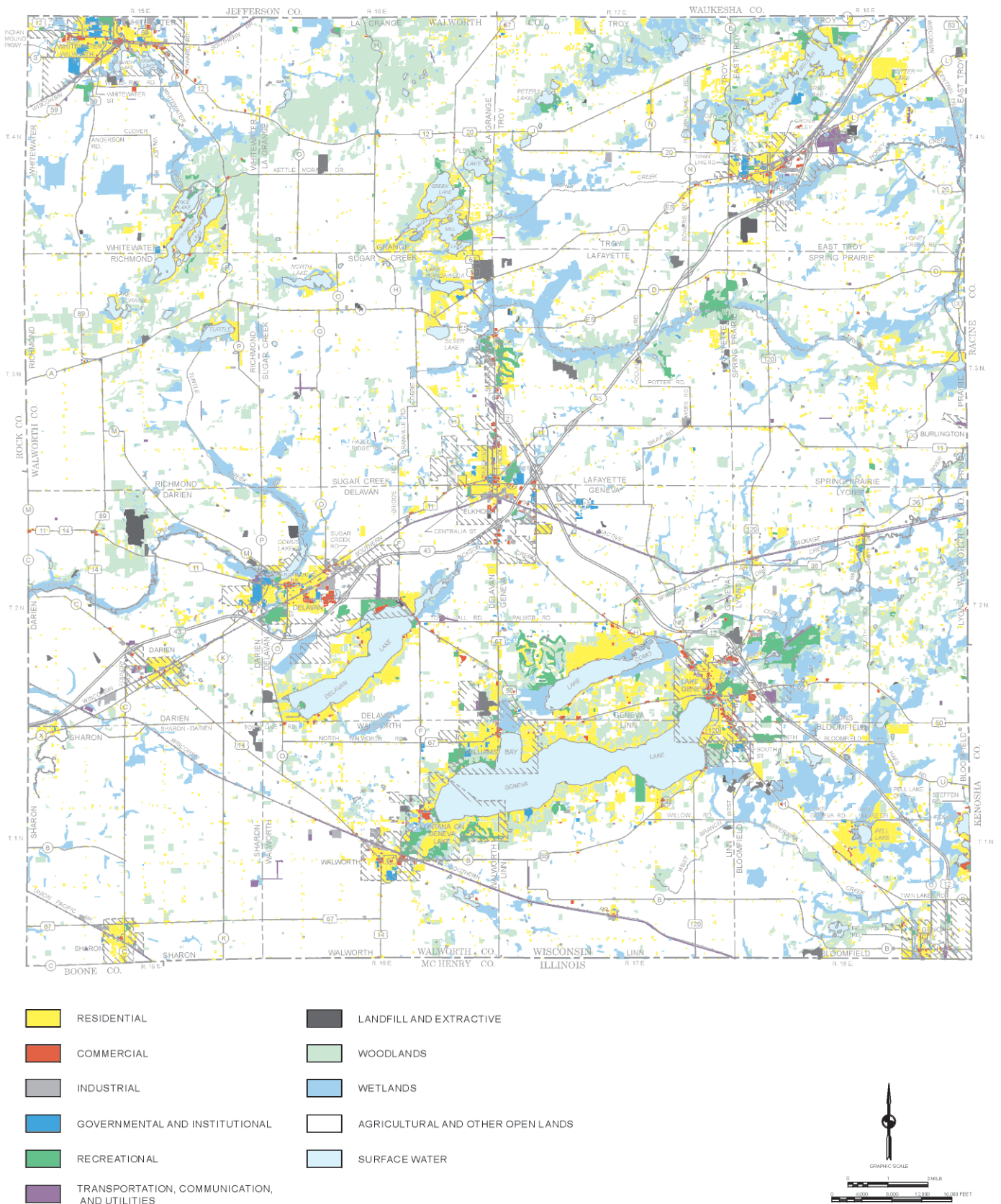


Table 1

LAND USE IN WALWORTH COUNTY: 1963, 1970, 1980, 1990, AND 1995

Land Use Category	Existing Land Use														
	1963			1970			1980			1990			1995		
	Square Miles	Percent of Urban/Rural	Percent of Total	Square Miles	Percent of Urban/Rural	Percent of Total	Square Miles	Percent of Urban/Rural	Percent of Total	Square Miles	Percent of Urban/Rural	Percent of Total	Square Miles	Percent of Urban/Rural	Percent of Total
Urban															
Residential ^a	18.4	44.1	3.2	20.3	42.7	3.5	25.3	44.2	4.4	27.2	45.2	4.7	29.8	46.0	5.2
Commercial ^a	1.0	2.4	0.2	1.2	2.5	0.2	1.5	2.6	0.2	1.7	2.8	0.3	1.9	2.9	0.3
Industrial ^a	0.6	1.4	0.1	0.8	1.7	0.1	1.1	1.9	0.2	1.5	2.5	0.3	1.8	2.8	0.3
Transportation, Communication, and Utilities ^a	16.8	40.3	2.9	18.5	38.9	3.2	21.8	38.0	3.8	22.0	36.5	3.8	22.5	34.7	3.9
Governmental and Institutional ^a	1.7	4.1	0.3	2.0	4.3	0.3	2.1	3.7	0.4	2.2	3.7	0.4	2.4	3.7	0.4
Recreational ^a	3.2	7.7	0.6	4.7	9.9	0.8	5.5	9.6	0.9	5.6	9.3	1.0	6.4	9.9	1.1
Urban Subtotal	41.7	100.0	7.3	47.5	100.0	8.1	57.3	100.0	9.9	60.2	100.0	10.5	64.8	100.0	11.2
Rural															
Natural Areas															
Surface Water	21.5	4.0	3.7	21.9	4.2	3.8	22.5	4.3	3.9	22.6	4.4	3.9	22.6	4.4	3.9
Wetlands	44.8	8.4	7.8	43.2	8.2	7.5	41.7	8.0	7.2	40.9	7.9	7.1	40.7	8.0	7.2
Woodlands	49.2	9.2	8.5	49.3	9.3	8.6	49.0	9.5	8.5	49.8	9.7	8.6	49.2	9.6	8.5
Subtotal	115.5	21.6	20.0	114.4	21.7	19.9	113.2	21.8	19.6	113.3	22.0	19.6	112.5	22.0	19.6
Landfill	0.2	0.0	0.0	0.2	0.0	0.0	0.3	0.1	0.1	0.7	0.1	0.1	0.8	0.2	0.1
Extractive	0.8	0.1	0.1	1.0	0.2	0.2	1.4	0.3	0.3	1.5	0.3	0.3	1.9	0.4	0.3
Agricultural	407.3	76.2	70.7	402.7	76.1	69.9	391.7	75.4	67.9	385.9	74.7	66.9	380.5	74.3	66.0
Unused and Other Open Land	11.0	2.1	1.9	10.7	2.0	1.9	12.6	2.4	2.2	14.9	2.9	2.6	16.0	3.1	2.8
Rural Subtotal	534.8	100.0	92.7	529.0	100.0	91.9	519.2	100.0	90.1	516.3	100.0	89.5	511.7	100.0	88.8
Total	576.5	--	100.0	576.5	--	100.0	576.5	--	100.0	576.5	--	100.0	576.5	--	100.0

Land Use Category	Change in Land Use									
	1963-1970		1970-1980		1980-1990		1990-1995		1963-1995	
	Square Miles	Percent	Square Miles	Percent	Square Miles	Percent	Square Miles	Percent	Square Miles	Percent
Urban										
Residential ^a	1.9	10.3	5.0	24.6	1.9	7.5	2.6	9.6	11.4	62.0
Commercial ^a	0.2	20.0	0.3	25.0	0.2	13.3	0.2	11.8	0.9	90.0
Industrial ^a	0.2	33.3	0.3	37.5	0.4	36.4	0.3	20.0	1.2	200.0
Transportation, Communication, and Utilities ^a	1.7	10.1	3.3	17.8	0.2	0.9	0.5	2.3	5.7	33.9
Governmental and Institutional ^a	0.3	17.6	0.1	5.0	0.1	4.8	0.2	9.1	0.7	41.2
Recreational ^a	1.5	46.9	0.8	17.0	0.1	1.8	0.8	14.3	3.2	100.0
Urban Subtotal	5.8	13.9	9.8	20.6	2.9	5.1	4.6	7.6	23.1	55.4
Rural										
Natural Areas										
Surface Water	0.4	1.9	0.6	2.7	0.1	0.4	0.0	0.0	1.1	5.1
Wetlands	-1.6	-3.6	-1.5	-3.5	-0.8	-1.9	-0.2	-0.5	-4.1	-9.2
Woodlands	0.1	0.2	-0.3	-0.6	0.8	1.6	-0.6	-1.2	0.0	0.0
Subtotal	-1.1	-1.0	-1.2	-1.0	0.1	0.1	-0.8	-0.7	-3.0	-2.6
Landfill	0.0	0.0	0.1	50.0	0.4	133.3	0.1	14.3	0.6	300.0
Extractive	0.2	25.0	0.4	40.0	0.1	7.1	0.4	26.7	1.1	137.5
Agricultural	-4.6	-1.1	-11.0	-2.7	-5.8	-1.5	-5.4	-1.4	-26.8	-6.6
Unused and Other Open Land	-0.3	-2.7	1.9	17.8	2.3	18.3	1.1	7.4	5.0	45.5
Rural Subtotal	-5.8	-1.1	-9.8	-1.9	-2.9	-0.6	-4.6	-0.9	-23.1	-4.3
Total	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

^aIncludes associated off-street parking areas with more than 10 spaces.

Source: SEWRPC.

in combination, encompassed 113 square miles, representing 22 percent of all rural lands and 20 percent of the total area of the County. Extractive lands and landfills, in combination, encompassed 2.7 square miles, representing less than one percent of rural lands and less than one percent of the total area of the County. All other rural lands, consisting of unused and other open lands, encompassed 16 square miles, representing 3 percent of all rural lands and 3 percent of the total area of the County.

Between 1963 and 1995, agricultural lands in the County decreased by 27 square miles, or 7 percent. The combined area encompassed by wetlands, woodlands, and surface water decreased by 3 square miles, or 3 percent. Other rural lands, including landfill and extractive uses and unused lands, increased by 7 square miles, or 56 percent.

It should be noted that the change in the areal extent of each of the land use categories indicated in Table 1 represents the net change in the category within the County between any two inventory years. Thus, the change in the wetland area reported between two inventory years is the net result of decreases in certain areas of the County—due, for example, to drainage or filling activity—and increases in other areas—due, for example, to the abandonment of agricultural drainage systems or to planned wetland restoration efforts. Similarly, the change in the woodland area between two inventory years reflects the net effect of the clearing of woodlands in certain areas and the reforestation of other areas.

ENVIRONMENTALLY SIGNIFICANT AREAS

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

Under the regional planning program, seven elements of the natural resource base have been considered essential to the maintenance of the ecological balance, natural beauty, and overall quality of life in Southeastern Wisconsin: 1) lakes, rivers, and streams and their 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 part of the natural resource base, are closely related to, or centered upon, that base and are a determining factor in identifying and delineating areas with recreational, aesthetic, ecological, and cultural value. These five additional elements are: 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 areas and critical species habitat sites.

The delineation of these 12 natural resource and natural resource-related elements on maps results, in most areas of the Region, in an essentially linear pattern of relatively narrow, elongated areas which have been termed “environmental corridors” by the Regional Planning Commission.⁵ Primary environmental corridors include a wide variety of the above-referenced important natural resource and resource-related elements and are at least 400 acres in size, two miles in length, and 200 feet in width. Secondary environmental corridors generally connect with the primary environmental corridors and are at least 100 acres in size and one mile in length. In addition, smaller concentrations of natural resource base elements that are separated physically from the environmental corridors by intensive urban or agricultural land uses have also been identified. These areas, which are at least five acres in size, are referred to as isolated natural resource areas.

The preservation of environmental corridors and isolated natural resource areas in essentially natural, open use yields many benefits, including recharge and discharge of groundwater; maintenance of surface and groundwater quality; attenuation of flood flows and stages; maintenance of base flows of streams and watercourses; reduction of soil erosion; abatement of air and noise pollution; 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.⁶ Conversely, since the environmental corridors are generally poorly suited for urban development, their preservation can help avoid serious and costly development problems.

⁵A detailed description of the process of refining the delineation of environmental corridors in Southeastern Wisconsin is presented in SEWRPC Technical Record, Vol. 4, No. 2, pages 1 through 21.

⁶Most of the areas identified as “natural areas” and “critical species habitat sites” in SEWRPC Planning Report No. 42, A Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, are located within the environmental corridors and isolated natural resource areas.

Because of the many interacting relationships existing between living organisms and their environment, the destruction or deterioration of one element of the total environment may lead to a chain reaction of deterioration and destruction in other elements. The drainage of wetlands, for example, may destroy fish spawning areas, wildlife habitat, groundwater recharge and discharge areas, and natural filtration and floodwater storage areas of interconnecting stream systems. The resulting deterioration of surface water quality may, in turn, lead to a deterioration of the quality of the groundwater which serves as a source of domestic, municipal, and industrial water supply, and upon which low flows of rivers and streams may depend. Similarly, destruction of ground cover may result in soil erosion, stream siltation, more rapid runoff, and increased flooding, as well as the destruction of wildlife habitat. Although the effect of any one of these environmental changes may not in and of itself be overwhelming, the combined effects may eventually lead to a serious deterioration of the underlying and sustaining natural resource base and of the overall quality of the environment for life. In addition to such environmental impacts, the intrusion of intensive urban land uses into environmental corridors may result in the creation of serious and costly developmental problems, such as failing foundations for pavements and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewerage systems, and poor drainage.

Primary Environmental Corridors

As shown on Map 3, the primary environmental corridors in Walworth County are primarily located along major stream valleys, around major lakes, and along the Kettle Moraine. These primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas in the County, and represent a composite of the best remaining elements of the natural resource base. As indicated in Table 2, primary environmental corridors encompassed a total of 100 square miles, including 22 square miles of surface water, or 17 percent of the total area of the County, in 1995.

Table 2

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN WALWORTH COUNTY: 1995

Classification	Square Miles	Percent of Total
Primary Environmental Corridor	100.4	17.4
Secondary Environmental Corridor	14.5	2.5
Isolated Natural Resource Area	12.7	2.2
Subtotal	127.6	22.1
Area Outside of Environmental Corridors and Isolated Natural Resource Areas	448.9	77.9
Total Area of County	576.5	100.0

Source: SEWRPC.

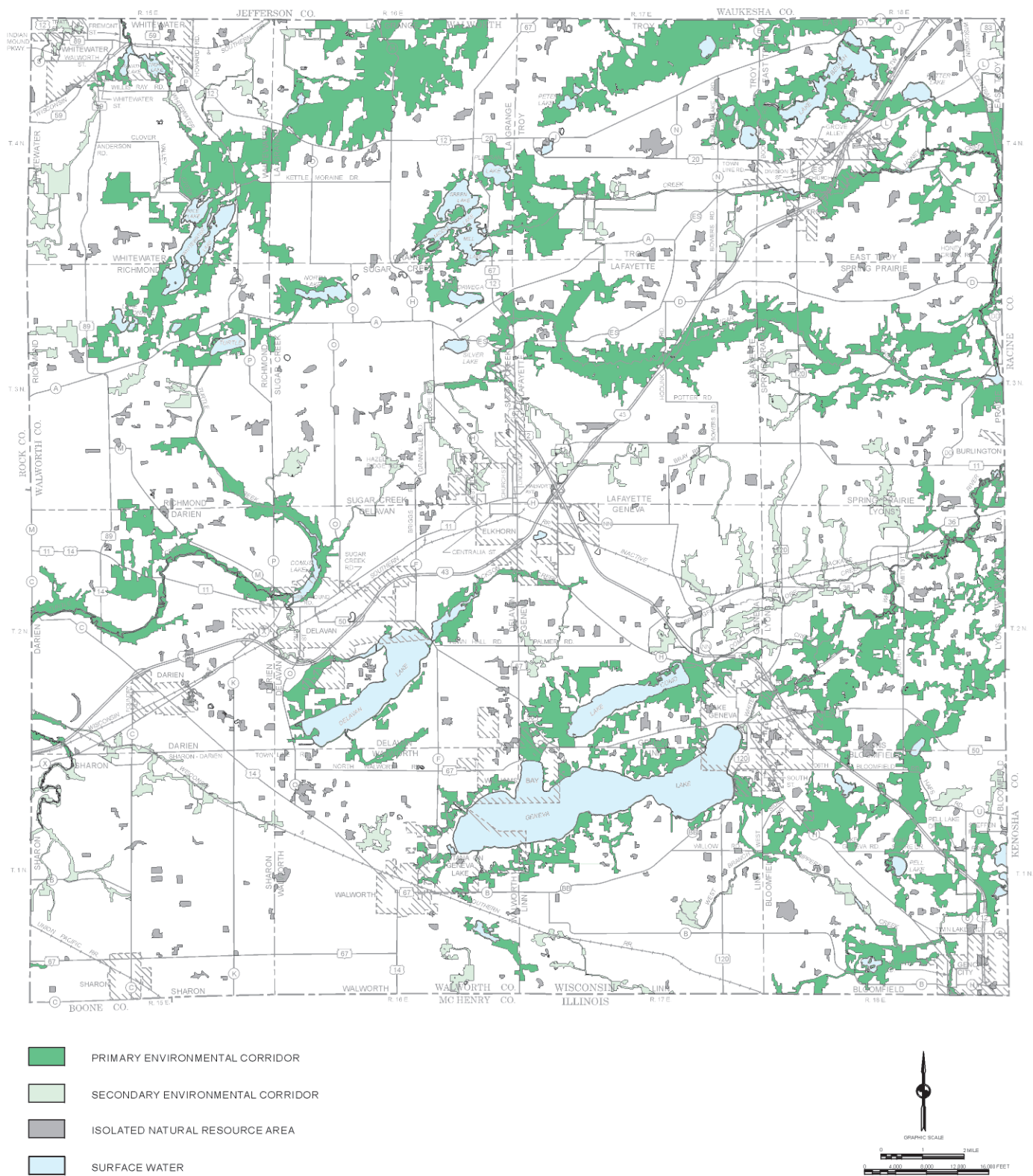
Secondary Environmental Corridors

As further shown on Map 3, secondary environmental corridors are generally located along the small perennial and intermittent streams within the County. These secondary environmental corridors also contain a variety of resource elements, often remnant resources from primary environmental corridors which have been developed for agricultural use or intensive urban use. Secondary environmental corridors facilitate surface water drainage, maintain pockets of natural resource features, and provide corridors for the movement of wildlife, as well as for the movement and dispersal of seeds for a variety of plant species. In 1995, secondary environmental corridors encompassed 15 square miles, or roughly 3 percent of the total area of the County.

Isolated Natural Resource Areas

In addition to the primary and secondary environmental corridors, other smaller pockets or concentrations of natural resource-base elements exist within the County. These pockets are isolated from the environmental corridors by urban development or agricultural use, and although separated from the environmental corridor network, these isolated natural resource areas have significant value. They may provide the only available wildlife habitat in an area, usually provide good locations for local parks, and lend unique aesthetic character and natural diversity to an area. The isolated natural resource areas in the County are shown on Map 3. In 1995, isolated natural resource areas encompassed 13 square miles, or roughly 2 percent of the total area of the County.

Map 3
ENVIRONMENTALLY SIGNIFICANT AREAS IN WALWORTH COUNTY: 1995



NATURAL AREAS AND CRITICAL SPECIES HABITAT SITES

Inventory of Natural Areas and Critical Species Habitat Sites

A comprehensive inventory of “natural areas” and “critical species habitat sites” in the Southeastern Wisconsin Region was completed by the Regional Planning Commission in 1994. The inventory sought to identify the most significant remaining natural areas—essentially, remnants of the pre-European settlement landscape—as well as other areas vital to the maintenance of endangered, threatened, and rare plant and animal species in the Region. The inventory findings and a plan for the protection and management of such areas are presented in SEWRPC Planning Report No. 42, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*. Most of the natural areas and critical species habitat sites in Southeastern Wisconsin are located within the Commission-identified environmental corridors and isolated natural resource areas.

Natural Areas: Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of three categories: natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), and natural areas of local significance (NA-3). Classification of an area into one of these three categories is based upon consideration of the diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from human activity; the commonness of the plant or animal community; the uniqueness of the natural features; the size of the site; and the educational value.

A total of 77 natural areas were identified in Walworth County in 1994. In combination, these sites encompassed 9,165 acres, or three percent of the total area of the County. Seven sites, encompassing 1,745 acres, were classified as NA-1 sites; 12 sites, encompassing 2,647 acres, were classified as NA-2 sites; and 58 sites, encompassing 4,773 acres, were classified as NA-3 sites. The location of the natural area sites in Walworth County is shown on Map 4. Table 3 presents a description of each natural area.

Critical Species Habitat Sites: Critical species habitat sites consist of areas, located outside natural areas, which are important for their ability to support endangered, threatened, or rare plant or animal species. Such areas constitute “critical” habitat considered to be important to the survival of a species or group of species of special concern.

A total of 23 critical species habitat sites, including 20 critical plant species habitat sites and 3 critical bird species habitat sites, have been identified in Walworth County. Together the 23 critical species habitat sites encompass 1,297 acres, or less than 1 percent of the County. These sites are also shown on Map 4. Table 4 presents a description of each site.

Table 3

NATURAL AREAS IN WALWORTH COUNTY: 1994

Map 4 Reference Number	Area Name	Classification Code ^a	Location	Ownership	Size (acres)	Description and Comments
1	Bluff Creek Fens	NA-1 (SNA, RSH)	T4N, R15E Sections 13, 14, 23, 24 Town of Whitewater	Department of Natural Resources	106	Excellent-quality springs and associated calcareous fens located at intervals along the headwaters of Bluff Creek. Portions of the stream have been ditched. Contains threatened and endangered species
2	Clover Valley Fen State Natural Area	NA-1 (SNA, RSH)	T4N, R15E Sections 22, 26, 27 Town of Whitewater	Department of Natural Resources and private	112	Prominent feature is a series of 11,000-year-old peat mounds that rise eight to 10 feet above the surrounding lowland, formed by accumulations of partially decayed vegetation around slowly flowing springs. A large number of characteristic fen plant species are present, including State-designated threatened and endangered ones
3	Bluff Creek Woods	NA-1 (SNA, RSH)	T4N, R15E Sections 13, 24 Town of Whitewater T4N, R16E Sections 18, 19 Town of LaGrange	Department of Natural Resources and private	338	Extensive dry-mesic woods on rough glacial terrain, dominated by mature red oaks. Best areas are of good quality, but some parts have been disturbed by trails and past grazing and selective logging
4	Young Prairie State Natural Area	NA-1 (SNA, RSH)	T4N, R16E Section 5 Town of LaGrange T5N, R16E Section 32 Town of Palmyra	Department of Natural Resources	53 (plus 9 in Jefferson County)	Very high-quality wet-mesic prairie, among the best and largest prairie remnants of its type in the Region. The showy flora includes State- designated threatened and endangered species. The area, which extends north into Jefferson County, includes old field that is reverting to prairie
5	Lulu Lake and Eagle Spring Lake Wetland Complex and Adjacent Uplands	NA-1 (SNA, RSH)	T4N, R17E Sections 1, 2, 3, 10, 11 Town of Troy T5N, R17E Section 35 Town of Eagle	Department of Natural Resources, The Nature Conservancy, and other private	791 (plus 179 in Waukesha County)	Among the most valuable natural areas in the State, containing a large concentration of elements of natural diversity. Uplands support oak woods, oak openings, and dry prairie; lowlands contain one of the State's finest wetland ecosystems, including bog, springs, fen, deep and shallow marsh, sedge meadow, stream, and high-quality lake communities
6	Pickereel Lake Fen State Natural Area	NA-1 (SNA, RSH)	T4N, R17E Sections 13, 24 Town of Troy	The Nature Conservancy and other private	273	Large, high-quality calcareous fen and asso- ciated seepage springs bordering shallow lake. A number of uncommon species are present, including a large population of the State- designated threatened beaked spike-rush (<i>Eleocharis rostellata</i>)
7	Beulah Bog State Natural Area	NA-1 (SNA, RSH)	T4N, R18E Sections 7, 8 Town of East Troy	Department of Natural Resources and private	72	Outstanding acid sphagnum bog communities located in a series of four kettle holes. A small open-water bog lake is surrounded by a quaking mat and tamarack swamp. A wet, open moat separates bog from wooded and pastured uplands
	Subtotal	NA-1	7 sites	- -	1,745	- -
8	Comus Lake Wetland Complex	NA-2 (RSH)	T2N, R16E Sections 5, 6, 7, 8 Town of Delavan	Private	291	A large wetland complex bordering Comus Lake and Turtle Creek that includes sedge meadow, deep and shallow marsh, shrub-carr, calcareous fens, and seeping and bubbling springs. Some of the fens and springs are of excellent quality, containing such uncommon species as beaked spike-rush (<i>Eleocharis</i> <i>rostellata</i>), a State-designated threatened species
9	Delavan Prairie-Fen	NA-2 (RSH)	T2N, R16E Section 30 Town of Delavan	Private	107	High-quality wet prairie-fen surrounded by sedge meadow and shrub-carr. Uncommon species include tussock bulrush (<i>Scirpus cespitosus</i>), a State-designated endangered species. Disturbances include past ditching attempts
10	Lake Ivanhoe Fen and Sedge Meadow	NA-2 (RSH)	T2N, R18E Sections 34, 35 Town of Lyons	Department of Natural Resources and private	93	Wetland complex on north side of Lake Ivanhoe, consisting of sedge meadow, shallow marsh, and high-quality calcareous fen communities. The fen contains a number of uncommon species, including the State-designated threatened beaked spike-rush (<i>Eleocharis</i> <i>rostellata</i>)

Table 3 (Continued)

Map 4 Reference Number	Area Name	Classification Code ^a	Location	Ownership	Size (acres)	Description and Comments
11	Spring Prairie Fen	NA-2 (RSH)	T3N, R18E Section 19 Town of Spring Prairie	Private	34	Wetland complex occupying shallow depression, consisting largely of high-quality calcareous fen-meadow, with areas of tamarack relict and shrub-carr. Very good species complement, including Ohio goldenrod (<i>Solidago ohioensis</i>) and common bog arrow-grass (<i>Triglochin maritimum</i>), both State-designated special concern species
12	Honey Lake Marsh and Sedge Meadow	NA-2 (RSH)	T3N, R18E Sections 13, 24 Town of Spring Prairie T3N, R19E Sections 17, 18, 19, 20 Town of Burlington	Department of Natural Resources, The Nature Conservancy, and other private	141 (plus 250 in Racine County)	Large, relatively undisturbed wetland complex, primarily consisting of good-quality sedge meadow and deep and shallow marsh, but also with smaller areas containing springs and calcareous fens. Nesting site for sandhill cranes
13	Kestol Dry Prairie	NA-2 (RSH)	T4N, R16E Section 4 Town of LaGrange	Department of Natural Resources	1	Good-quality dry hill prairie, containing good native species diversity. Characteristic species include big and little bluestem, prairie dropseed, purple prairie-clover, and yellow flax. Managed by burning
14	LaGrange Oak Woods	NA-2	T4N, R16E Sections 8, 17, 18, 20 Town of LaGrange	Department of Natural Resources and private	698	Extensive southern dry forest dominated by large white, red, black, and bur oak on rough kettle moraine topography. One of the largest blocks of upland forest in the Southern Kettle Moraine, and, as such, is important for forest-interior-breeding birds
15	Muir Oak Woods and Duffin Road Fen	NA-2 (RSH)	T4N, R16E Sections 3, 4, 9, 10, 16 Town of LaGrange	Department of Natural Resources and private	664	Large complex of lowland and upland communities. The dry, morainal uplands support extensive oak woods and small patches of managed dry prairie. Depressions hold leatherleaf-dominated bogs, shallow marsh, and a high-quality fen along the western border. Important to maintain as a large, intact block
16	Upper Mukwonago River Wetland Complex	NA-2 (RSH)	T4N, R17E Sections 3, 9, 10 Town of Troy	The Nature Conservancy and other private	338	A large, good-quality wetland complex that includes seepage springs, calcareous fen, sedge meadow, shrub-carr, shallow marsh, and tamarack relict. Disturbance has been minimal, mostly confined to the bordering wooded uplands
17	Adams Lake Fen and Marsh	NA-2 (RSH)	T4N, R17E Section 19 Town of Troy	Private	65	Good-quality calcareous fen and seepage springs located at base of uplands on east side of lake. Shallow marsh surrounds lake, on the west side of which is a tamarack relict. Uncommon plant species include swamp agrimony (<i>Agrimonia parviflora</i>), a State-designated special concern species
18	Thiede Road Tamarack Swamp	NA-2	T4N, R18E Section 13 Town of East Troy	Private	48	Good-quality shallow bog lake, bog mat, and tamarack swamp, bordered by shrub-carr and lowland hardwoods
19	Swan Lake Wetland Complex	NA-2 (RSH)	T4N, R18E Section 18 Town of East Troy T4N, R17E Sections 12, 13 Town of Troy	Girl Scouts of Milwaukee Area, Inc., and other private	167	Good-quality wetland complex within an upland matrix of xeric oak woods. Lowland communities include bog, sedge meadow, shallow marsh, lake, and mature tamarack swamp. Contains a good population of showy lady's slipper orchid (<i>Cypripedium reginae</i>), a State-designated special concern species
	Subtotal	NA-2	12 sites	- -	2,647	- -
20	Salt Box Road Railroad Prairie	NA-3 (RSH)	T1N, R15E Sections 29, 30 Town of Sharon	Private	12	Approximately one-mile-long stretch of railroad prairie representing the best remaining example of mesic prairie in this intensely agriculturalized portion of the Region. Good species diversity. The highest-quality portion of this area is at its extreme eastern end

Table 3 (Continued)

Map 4 Reference Number	Area Name	Classification Code ^a	Location	Ownership	Size (acres)	Description and Comments
21	Fontana Prairie and Fen	NA-3 (RSH)	T1N, R16E Section 15 Village of Fontana-on-Geneva Lake	Village of Fontana-on-Geneva Lake	10	A moderate-quality calcareous fen and wet-mesic prairie complex that is being actively managed. Several uncommon species are present, including the State-designated threatened beaked spike-rush (<i>Eleocharis rostellata</i>). Disturbances include groundwater-level changes resulting from highway construction
22	Wychwood	NA-3	T1N, R17E Sections 2, 3, 4 Town of Linn T2N, R17E Section 35 Town of Geneva	Private	226	A large tract of dry-mesic hardwoods occupying a terminal moraine on the north side of Geneva Lake. Generally good quality throughout, except for the large estates which occupy much of the woods
23	Peninsula Woods	NA-3 (RSH)	T1N, R17E Sections 5, 6 Town of Linn	Private	39	Dry-mesic hardwood stand on north side of Geneva Lake. Contains American gromwell (<i>Lithospermum latifolium</i>), a State-designated special concern species
24	Williams Bay Lowlands	NA-3 (RSH)	T1N, R17E Section 6 Village of Williams Bay	Village of Williams Bay	8	Moderate-quality complex of sedge meadow, shrub-carr, shallow marsh, wet prairie, and lowland hardwoods. Contains white lady's-slipper orchid (<i>Cypripedium candidum</i>), a State-designated threatened species
25	Hafs Road Marsh	NA-3	T1N, R18E Sections 1, 2, 11 Town of Bloomfield	Private	106	Deep and shallow marsh complex with much open water. Dominated by cattails and bulrushes
26	Lake Ivanhoe Sedge Meadow	NA-3	T1N, R18E Section 3 Town of Bloomfield	Department of Natural Resources and private	71	Moderate- to good-quality wetland complex of sedge meadow, shrub-carr, and tamarack relict
27	Bloomfield Sedge Meadow and Tamarack Relict	NA-3	T1N, R18E Sections 7, 8, 18 Town of Bloomfield	City of Lake Geneva, Department of Natural Resources, and private	171	Large wetland complex of good-quality sedge meadow, with shrub-carr and tamarack relict. Disturbances include past ditching attempts
28	Pell Lake Railroad Prairie	NA-3 (RSH)	T1N, R18E Sections 8, 17 Town of Bloomfield	Private	4	Small remnant of mesic and wet-mesic prairie along abandoned railway right-of-way. Floristically rich, with several regionally uncommon species
29	Bloomfield Prairie	NA-3 (RSH)	T1N, R18E Sections 26, 27 Town of Bloomfield	Private	4	Mesic prairie remnant situated between highway and abandoned railway right-of-way. Characteristic species include prairie dock, golden alexanders, big bluestem, rosinweed, Culver's-root, and prairie cordgrass. One of the best such remnants in this part of the Region
30	Darien Oak Woods	NA-3	T2N, R15E Sections 9, 10, 15, 16 Town of Darien	Private	348	A disturbed xeric oak woods that is included because of its size, which offers nesting habitat for forest-interior-breeding birds
31	Turtle Creek Sedge Meadow and Fen	NA-3 (RSH)	T2N, R15E Sections 17, 18 Town of Darien	Department of Natural Resources and private	159	A large, generally disturbed wetland complex of sedge meadow and shrub-carr, with local areas of higher-quality calcareous fens. A documented queen snake hibernaculum is located here
32	Creek Road Fen	NA-3 (RSH)	T2N, R15E Section 21 Town of Darien	Department of Natural Resources	9	Moderate-quality fen, sedge meadow, and shrub-carr complex within the Turtle Creek lowlands. Disturbances include past ditching attempts
33	CTH P Sedge Meadow	NA-3	T2N, R16E Section 6 Town of Delavan T3N, R16E Section 31 Town of Sugar Creek	Private	18	Moderate-quality sedge meadow and shrub-carr
34	Marsh Road Railroad Prairie	NA-3	T2N, R16E Section 9 Town of Delavan	Private	4	Remnant of dry-mesic prairie along lightly used railway, with some good-quality segments. Characteristic species include leadplant, hoary puccoon, big bluestem, downy phlox, and heart-leaved golden alexanders

Table 3 (Continued)

Map 4 Reference Number	Area Name	Classification Code ^a	Location	Ownership	Size (acres)	Description and Comments
35	Lake Lawn Wetland Complex	NA-3	T2N, R16E Sections 13, 14, 23 Town of Delavan	Department of Natural Resources and private	276	A large wetland complex along Jackson Creek at the north end of Delavan Lake. Plant communities include deep and shallow marsh and sedge meadow
36	Warbler Trail Wetlands	NA-3	T2N, R17E Sections 26, 27 Town of Geneva	Department of Natural Resources	40	Shallow marsh, shrub-carr, sedge meadow, and lowland hardwoods along east shore of Lake Como
37	Lake Como Wetlands	NA-3	T2N, R17E Section 32 Town of Geneva	Geneva National Real Estate Group	50	Deep and shallow marsh at west end of Lake Como. Has suffered recent disturbance from construction of adjacent resort
38	Tri-County Tamarack Swamp	NA-3	T2N, R18E Sections 24, 25 Town of Lyons T2N, R19E Section 19 Town of Burlington	Private	25 (plus 15 in Racine County)	Medium-aged tamarack swamp surrounded by dense shrub-carr. Extends into Racine County
39	Peterson Fen	NA-3 (RSH)	T2N, R18E Section 26 Town of Lyons	Private	2	Good-quality calcareous fen, shrub-carr, and sedge meadow along Ivanhoe Creek. Contains Ohio goldenrod (<i>Solidago ohioensis</i>) and small fringed gentian (<i>Gentiana procera</i>), both State-designated special concern species
40	Lake Geneva Tamarack Relict	NA-3	T2N, R18E Sections 28, 29 Town of Lyons	Private	160	Large tamarack relict shrub-carr complex with small, shallow lakes in depressions. Adjacent development and past ditching attempts have disturbed the site
41	Ivanhoe Creek Fen	NA-3 (RSH)	T2N, R18E Section 35 Town of Lyons	Private	32	Wetland complex along Ivanhoe Creek, containing shrub-carr, shallow marsh, and good-quality calcareous fen
42	Cranberry Road Bog	NA-3	T2N, R18E Sections 26, 35 Town of Lyons	Private	46	Large bog and marsh complex occupying a shallow depression, dominated by leatherleaf and glossy buckthorn. Young tamaracks are present near center of bog. Species diversity is low, but a large population of pitcher plant is present. This community occurs near the southern limits of its range
43	Lake Loraine Woods-West	NA-3	T3N, R15E Section 8 Town of Richmond	Private	86	Disturbed xeric oak woods on flat-to-undulating topography. North end is lower and somewhat more mesic. Included because of relatively large size
44	Lake Loraine Woods-East	NA-3	T3N, R15E Section 8 Town of Richmond	Private	75	Xeric woods containing scattered, mature oaks, and relatively intact shrub and herb layers. Disturbances include trails and past grazing and selective cutting
45	Lake Loraine Marsh	NA-3	T3N, R15E Sections 8, 9 Town of Richmond	Private	35	Good-quality deep and shallow marsh on developed lake
46	Lake No. 10	NA-3	T3N, R15E Section 10 Town of Richmond	Private	40	Small, undeveloped lake in a kettle depression, containing deep and shallow marsh
47	Lake Wandawega Marsh	NA-3	T3N, R16E Sections 2, 3, 11 Town of Sugar Creek	Private	82	A large deep and shallow marsh at west end of lake, with good complement of aquatic species. Much of lake upland is developed
48	North Lake Marsh	NA-3	T3N, R16E Section 6 Town of Sugar Creek	Private	67	Large marsh on west side of lake, with rich aquatic species complement. Lake upland heavily developed and grazed
49	Silver Lake	NA-3	T3N, R16E Sections 11, 14 Town of Sugar Creek	Private	86	Shallow lake that contains a rich complement of native aquatic species. Good water quality. A small dry prairie remnant is located on the north side of the lake
50	Granzeau Woods	NA-3	T3N, R17E Section 12 Town of Lafayette	Private	78	Good-quality dry-mesic hardwoods embedded in a matrix of more-disturbed woods. Dominated by red and white oaks and sugar maple. Currently threatened by logging activity
51	Pallottine Maple Woods	NA-3	T3N, R17E Sections 11, 14 Town of Lafayette	Pallottine Fathers and other private	153	Moderate-quality mesic and dry-mesic hardwoods with good species diversity. Disturbances include a trail network and past selective cutting

Table 3 (Continued)

Map 4 Reference Number	Area Name	Classification Code ^a	Location	Ownership	Size (acres)	Description and Comments
52	Sugar Creek Fens, Springs, and Sedge Meadow	NA-3 (RSH)	T3N, R17E Section 15 Town of Lafayette	Walworth County and private	36	Wetland complex along Sugar Creek that has suffered from past and current disturbances. Regionally uncommon species include Ohio goldenrod (<i>Solidago ohioensis</i>) and small fringed gentian (<i>Gentiana procera</i>), both State-designated special concern species
53	Sugar Creek Wetlands	NA-3	T3N, R17E Section 17 Town of Lafayette	Private	74	Shallow cattail marsh and shrub-carr along Sugar Creek. Area has been disturbed by past ditching attempts
54	Abells Corners Sedge Meadow and Tamarack Relict	NA-3 (RSH)	T3N, R17E Section 18 Town of Lafayette	Private	42	Moderate-quality tamarack relict and sedge meadow, disturbed by groundwater-level changes
55	Spring Prairie Lowlands	NA-3	T3N, R18E Sections 10, 11, 14, 15 Town of Spring Prairie	Private	297	Large, basically good-quality wetland complex consisting of shallow marsh, shrub-carr, sedge meadow, and tamarack relict. Area has been disturbed by past ditching attempts
56	Lone Tree Trail Oak Woods	NA-3 (RSH)	T4N, R15E Sections 23, 24, 25, 26 Town of Whitewater	Department of Natural Resources and private	265	Former mosaic of xeric oak forest, open oak woodland, and oak savanna now overgrown with shrubs, situated on upper slopes of rough, gravelly interlobate moraine. Contains the State-designated threatened kittentails (<i>Besseyia bullii</i>)
57	Whitewater Oak Woods	NA-3	T4N, R15E Sections 24, 25 Town of Whitewater	Department of Natural Resources and private	240	Xeric oak woodland that has suffered from fire suppression. Dry prairies on steep south-facing slopes are being actively managed through cutting and burning
58	Rice Lake Dry Prairie	NA-3 (RSH)	T4N, R15E Section 26 Town of Whitewater	Department of Natural Resources	1	Small dry prairie remnant, managed by burning
59	Rock Shrub-Fen	NA-3	T4N, R15E Sections 30, 31 Town of Whitewater	Private	46	Good-quality wetland complex, consisting of sedge meadow, shrub-carr, and small areas of marly fen
60	Duffin Road Prairie	NA-3	T4N, R16E Sections 4, 9 Town of LaGrange	Department of Natural Resources	8	Good-quality mix of mesic and wet-mesic prairie and shallow marsh. Dominated by big and little bluestem, prairie dock, and goldenrods. Quality has improved with burn management
61	Big Spring Road Prairie	NA-3	T4N, R16E Sections 6, 7 Town of LaGrange	Private	93	Degraded wet-mesic prairie used as pastures but offering excellent opportunity for prairie and pothole restoration. The small wetlands are good for amphibian breeding and migratory waterfowl
62	Connelly Fen	NA-3 (RSH)	T4N, R16E Section 8 Town of LaGrange	Private	2	Good-quality calcareous fen containing characteristic fen species
63	Nordic Trail Oak Woods	NA-3 (RSH)	T4N, R16E Sections 2, 3, 10, 11, 15 Town of LaGrange	Department of Natural Resources and private	483	Large but patchy mixture of disturbed oak woods, shallow lakes, and small areas of dry prairie
64	Island Woods	NA-3	T4N, R16E Section 26 Town of LaGrange	Private	46	Good-quality dry-mesic woods on rough terrain, situated on peninsula in Lauderdale Lakes
65	Baywood Road Sedge Meadow	NA-3	T4N, R16E Section 35 Town of LaGrange T3N, R16E Section 2 Town of Sugar Creek	Private	29	Good-quality sedge meadow and shallow marsh complex with a strong influx of calciphilic species
66	George Williams Sedge Meadow	NA-3	T4N, R17E Sections 3, 10 Town of Troy	George Williams College	27	Sedge meadow-shallow marsh wetland disturbed by ditching along east edge
67	Doyles Lake Wetlands	NA-3	T4N, R17E Sections 8, 9, 16, 17 Town of Troy	Private	68	Undeveloped lake containing shallow marsh. Used by migrating waterfowl

Table 3 (Continued)

Map 4 Reference Number	Area Name	Classification Code ^a	Location	Ownership	Size (acres)	Description and Comments
68	Lein's Road Fen	NA-3 (RSH)	T4N, R17E Section 30 Town of Troy	Private	22	Degraded shrub-fen, disturbed by past grazing and groundwater-level changes from ditching
69	Troy Fen	NA-3	T4N, R17E Sections 31, 32 Town of Troy	Department of Natural Resources and private	13	Moderate-quality calcareous fen-shrub-carr-sedge meadow wetland. Disturbed by past ditching
70	Honey Creek Fen	NA-3 (RSH)	T4N, R17E Section 31 Town of Troy	Department of Natural Resources and private	7	Moderate-quality wetland complex bordering Honey Creek, consisting of calcareous fen, sedge meadow, and shallow marsh. Contains beaked spike-rush (<i>Eleocharis rostellata</i>), a State-designated threatened species
71	Army Lake Lowlands	NA-3	T4N, R18E Sections 8, 9, 16 Town of East Troy	Private	92	Large deep and shallow marsh northwest of Army Lake
72	East Troy Tamaracks	NA-3	T4N, R18E Sections 9, 10 Town of East Troy	Department of Natural Resources	26	Acid sphagnum-tamarack relict, disturbed by groundwater-level changes from ditching attempts
73	Potter Lake Tamaracks	NA-3	T4N, R18E Sections 10, 15 Town of East Troy	Private	22	Disturbed tamarack relict on west side of Potter Lake
74	Hilburn Sedge Meadow	NA-3	T4N, R18E Sections 21, 22 Town of East Troy	Private	66	Sedge meadow and shallow marsh bordering Honey Creek
75	Burlington Railroad Prairie	NA-3 (RSH)	T2N, R18E Section 1 Town of Lyons T2N, R19E Section 6 Town of Burlington	Private	1 (plus 4 in Racine County)	One-quarter-mile stretch of mesic, dry-mesic, and dry prairie remnants bordering railway right of way
76	Burlington Hills Woods	NA-3 (RSH)	T2N, R18E Sections 1, 12, 13 Town of Lyons T2N, R19E Sections 5, 6, 7, 18 Town of Burlington	Private	80 (plus 557 in Racine County)	Rough morainal ridges occupied by mature and second-growth oak woods, with small, scattered patches of dry hill prairie and disturbed openings. Largest remaining upland woods in Racine County; important for forest-interior-breeding birds. Currently threatened by sand and gravel mine expansion
77	Mukwonago Low Woods	NA-3	T4N, R18E Sections 5, 6 Town of East Troy T5N, R18E Sections 31, 32 Town of Mukwonago	Private	165 (plus 167 in Waukesha County)	Large wooded wetland and upland complex. Extends north into Waukesha County
	Subtotal	NA-3	58 sites	- -	4,773	- -
	Total	All Natural Areas	77 sites	- -	9,165	- -

^aNA-1 identifies Natural Area sites of statewide or greater significance.

NA-2 identifies Natural Area sites of countywide or regional significance.

NA-3 identifies Natural Area sites of local significance.

SNA, or State Natural Area, identifies those sites officially designated as State Natural Areas by the State of Wisconsin Natural Areas Preservation Council.

RSH, or Rare Species Habitat, identifies those sites which support rare, threatened, or endangered animal or plant species officially designated by the Wisconsin Department of Natural Resources.

Source: Wisconsin Department of Natural Resources and SEWRPC.

Table 4

CRITICAL SPECIES HABITAT SITES LOCATED OUTSIDE NATURAL AREAS IN WALWORTH COUNTY: 1994

Number on Map 4	Site Name and Classification Code ^a	Location	Ownership	Size (acres)	Species of Concern ^b
78	Railroad Lowland (CSH-P)	T1N, R15E Sections 2,11 Town of Sharon	Department of Natural Resources	60	Small fringed gentian(<i>Gentiana procera</i>) (R)
79	Elkhorn Railroad Prairie Remnant (CSH-P)	T2N, R17E Section 6 Town of Geneva	Department of Transportation	1	Sullivant's milkweed(<i>Asclepias sullivantii</i>) (T)
80	White River Railroad Prairie (CSH-P)	T2N, R18E Section 1 Town of Lyons	Private	22	White Lady's Slipper(<i>Cypripedium candidum</i>) (T)
81	Radio Station Wetland (CSH-P)	T2N, R18E Section 32 Town of Lyons	Private	30	Small fringed gentian(<i>Gentiana procera</i>) (R)
82	Peterson Property (CSH-P)	T2N, R18E Section 35 Town of Lyons	Private	50	Swamp agrimony(<i>Agrimonia parviflora</i>) (R)
83	Lake Number 10 Open Woods (CSH-P)	T3N, R15E Section 10 Town of Richmond	Private	44	Kittentails (<i>Besseyia Bullii</i>) (T)
84	Island Road Shrub-Carr (CSH-P)	T3N, R15E Section 35 Town of Richmond	Private	64	Small fringed gentian(<i>Gentiana procera</i>) (R)Ohio goldenrod (<i>Solidago ohioensis</i>) (R)
85	Sugar Creek Woods-North (CSH-P)	T3N, R17E Sections 15,16 Town of Lafayette	Private	190	Late coral-root(<i>Corallorhiza odontorhiza</i>) (R)
86	Sugar Creek Wet Woods (CSH-P)	T3N, R17E Section 16 Town of Lafayette	Private	34	Yellow giant hyssop(<i>Agastache nepetoides</i>) (R)
87	Sugar Creek Woods-South (CSH-P)	T3N, R17E Sections 15, 16, 21 Town of Lafayette	Private	122	Late coral-root(<i>Corallorhiza odontorhiza</i>) (R)
88	Abells Corners Fen (CSH-P)	T3N, R17E Section 17 Town of Lafayette	Private	2	Small fringed gentian(<i>Gentiana procera</i>) (R)
89	Hargraves Road Sedge Meadow (CSH-P)	T3N, R18E Section 17 Town of Spring Prairie	Private	45	Small fringed gentian(<i>Gentiana procera</i>) (R)
90	Mills Road Prairie (CSH-P)	T4N, R15E Section 21 Town of Whitewater	Private	1	Sullivant's milkweed(<i>Asclepias sullivantii</i>) (T)
91	Anderson Road (CSH-P)	T4N, R15E Section 16 Town of Whitewater	Private	1	Sullivant's milkweed(<i>Asclepias sullivantii</i>) (T)
92	Island Road Prairie (CSH-P)	T4N, R15E Section 15 Town of Whitewater	Private	1	Sullivant's milkweed(<i>Asclepias sullivantii</i>) (T)
93	LaGrange Campground (CSH-P)	T4N, R16E Section 10 Town of Lagrange	Department of Natural Resources	200	Kittentails(<i>Besseyia Bullii</i>) (T)
94	Lauderdale Lakes Woods(CSH-P)	T4N, R16E Section 35 Town of Lagrange	Private	45	Forked Aster (<i>Aster furcatus</i>) (T)Upland boneset (<i>Eupatorium sessilifolium</i>) (R)
95	Harmony Hills Savanna (CSH-P)	T4N, R17E Section 8 Town of Troy	Private	70	Torrey's Sedge(<i>Carex torreyi</i>) (R)
96	Doyles Lake Prairies (CSH-P)	T4N, R17E Sections 8,9 Town of Troy	Private	200	Kittentails(<i>Besseyia Bullii</i>) (T)
97	Camp Timberlee (CSH-P)	T4N, R17E Section 17 Town of Troy	Private	65	Swamp agrimony(<i>Agrimonia parviflora</i>) (R)

Table 4 (continued)

Number on Map 4	Site Name and Classification Code ^a	Location	Ownership	Size (acres)	Species of Concern ^b
98	Swift Lake Wetland (CSH-B)	T1N, R18E Section 3 Town of Bloomfield	Private	10	Black tern (R) (colony)(<i>Chlidonias Niger</i>)
99	Section Five Marsh and Pond(CSH-B)	T1N, R18E Sections 4, 5 Town of Bloomfield	Private	18	Black tern (R) (colony)(<i>Chlidonias Niger</i>)
100	Unnamed Wetland (CSH-B)	T3N, R15E Section 4 Town of Richmond	Private	22	Black tern (R) (colony)(<i>Chlidonias Niger</i>)
Total	- -	- -	- -	1,297	- -

^aCSH-P identifies a critical plant species habitat site; CSH-B identifies a critical bird species habitat site.

^b“R” refers to species designated as rare or special concern; “T” refers to species designated as threatened.

Source: SEWRPC.

PLANNED SANITARY SEWER SERVICE AREAS

Public utility systems are among the most important and permanent elements of urban growth and development in an area. Sanitary sewerage facilities represent a particularly important consideration in land use planning because the location and density of urban development influences the need for such facilities, and, conversely, the existence of such facilities influences the location and density of new urban development.

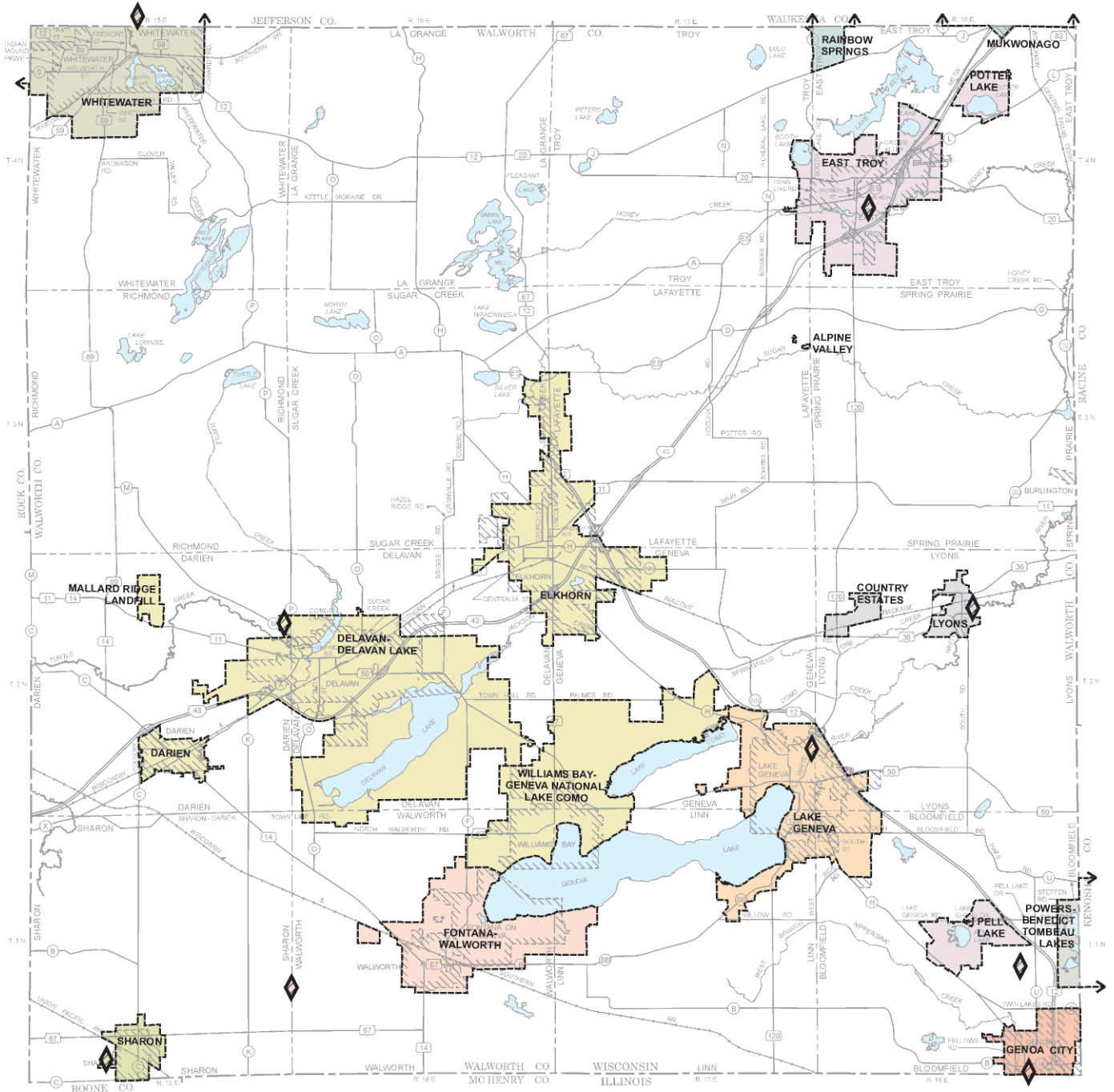
The regional water quality management plan, which was adopted by the Regional Planning Commission and endorsed by the Wisconsin Department of Natural Resources in 1979, pursuant to the Federal Water Pollution Control Act of 1972, identified generalized planned sanitary sewer service areas for each of the existing and proposed public sewage treatment plants in the Region. The generalized sewer service areas have subsequently been refined and detailed through local sewer service planning efforts for most of the sewerage systems in the Region, planning efforts which take into account both local and regional development objectives. Following appropriate local adoption, the resulting local sewer service area plans are adopted by the Regional Planning Commission as amendments to the regional water quality management plan. The sewer service areas delineated in these planning efforts are sized to accommodate growth and development which may reasonably be expected to occur over an approximately 20-year period. The sewer service area plans, like all long-range plans, are intended to be reviewed from time to time and adjusted as appropriate, in light of changing conditions.

Under Chapters NR110 and COMM 82 of the *Wisconsin Administrative Code*, the Wisconsin Departments of Natural Resources and Commerce must consider the regional water quality management plan, including the local sewer service area plan refinements, in their oversight of sanitary sewerage systems. In general, these Departments may not approve sewer service extensions to serve development located outside the adopted sewer service area boundaries or to serve development in environmentally significant areas where this would result in adverse water quality impacts.

The extent and location of planned sewer service areas in Walworth County as of December 2000 are shown on Map 5. As indicated on Map 5, all but two of the planned sewer service areas located wholly or partially within the County have been refined and detailed subsequent to adoption of the original regional water quality management plan. Local refined sewer service area plans have not yet been prepared for the Sharon or the Powers-Benedict-Tombeau Lakes areas.

Map 5

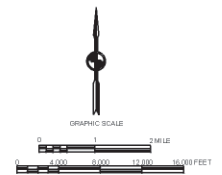
PLANNED SANITARY SEWER SERVICE AREAS IN WALWORTH COUNTY: 2000



--- BOUNDARY OF PLANNED SANITARY SEWER SERVICE AREA
 ◆ PUBLIC SEWAGE TREATMENT PLANT

Some of the planned sanitary sewer service areas shown on this map extend beyond Walworth County:

- The Whitewater sewer service area extends into Jefferson and Rock Counties.
- The Rainbow Springs sewer service area is located in Walworth and Waukesha Counties; it is proposed to be served by the Village of Mukwonago sewage treatment plant located in Waukesha County.
- Walworth County includes a small portion of the Mukwonago sewer service area, which is located, for the most part, in Waukesha County.
- The Benedict-Powers-Tombeau Lakes sewer service area is located in Walworth and Kenosha Counties; it is proposed to be served by the Pell Lake Sanitary District sewage treatment plant.



Source: SEWRPC.

The aforementioned planned sanitary sewer service areas encompass a combined total area of 86 square miles, or about 15 percent of the total area of the County. Of this total, 18 square miles, or 21 percent, were comprised of environmentally significant lands, including primary environmental corridors, secondary environmental corridors, and isolated natural resource areas; 30 square miles, or 35 percent, were in urban land uses; 1 square mile, or 1 percent, was in extractive and landfill use; and 37 square miles, or 43 percent, were in agricultural and other open uses in 1995.⁷

The planned sanitary sewer service areas are an important consideration in the preparation of the Walworth County land use plan. In the County land use plan, the planned sanitary sewer service areas will be equated with “urban service areas”—areas which typically provide a full range of urban services and facilities and within which most new urban development would be encouraged to occur.

OTHER INVENTORY FINDINGS

Tax Incremental Financing Districts

Tax incremental financing is a local financing mechanism authorized under Section 66.1105 of the *Wisconsin Statutes*, that allows cities and villages to finance public improvements made within designated tax incremental finance (TIF) districts through property taxes generated from subsequent increases in the value of taxable property within such districts. At least 50 percent of the property within TIF districts must be blighted, in need of rehabilitation or conservation, or suitable for industrial use, and the district must be a contiguous geographic area. The taxes collected from the base value of the property within a TIF district at the time of its creation continue to be distributed among the various taxing jurisdictions just as taxes from property outside the district are distributed. The incremental tax revenues derived from the increased value of property within the TIF district are allocated to a special fund to be used by the municipality for payment of costs associated with the completion of public improvement projects specified in the required TIF district project plan.

Areas encompassed by tax incremental finance districts active in Walworth County during the 1990s are shown on Map 6. Tax incremental finance districts were utilized in the Cities of Delavan, Elkhorn, Lake Geneva, and Whitewater; and the Villages of Darien, East Troy, Genoa City, and Sharon. The TIF districts shown on Map 6 encompass a total area of about 8.1 square miles, or 1.4 percent of the total area of the County.⁸

Annexations to Cities and Villages

Historically, cities and villages in Walworth County and throughout the State have increased in area through the annexation of land from adjacent towns. Annexations are generally initiated by residents or owners of land in the area concerned. Municipal boundary changes may also be effected through intermunicipal cooperative plans and other means, as provided for in Chapter 66 of the *Wisconsin Statutes*.

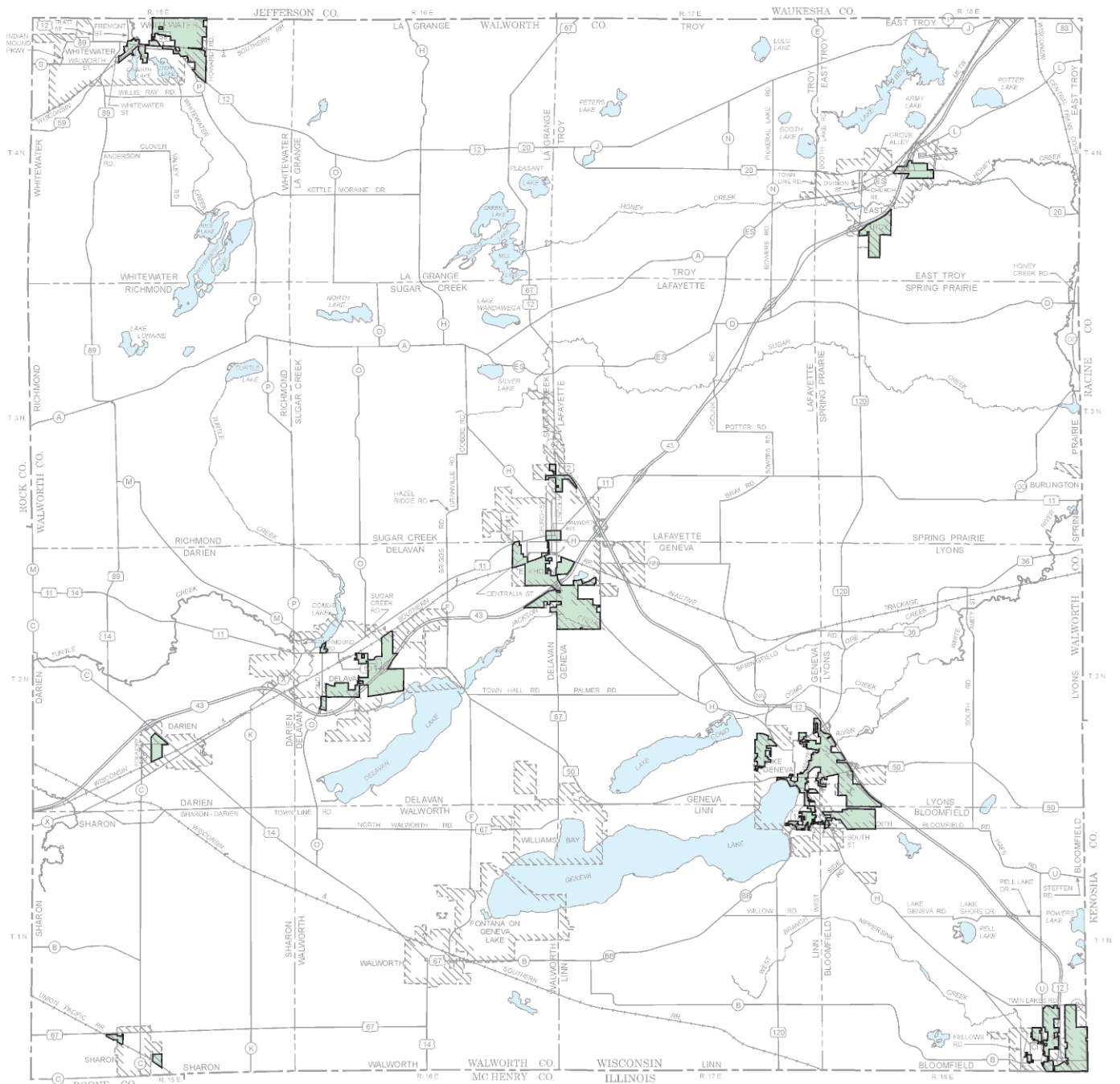
Areas which were annexed by cities and villages in Walworth County during the 1990s are shown on Map 7. These areas were identified by comparing corporate limits as shown on 1990 Regional Planning Commission base maps and other sources with corporate limits as shown on maps from the Walworth County Property Lister's Office in 1999. In combination, these areas encompass a total of 8.2 square miles, or 1.4 percent of the total area of the County.

⁷*Includes small wetlands and surface water areas located outside environmental corridors and isolated natural resource areas, as well as floodlands currently being utilized for agricultural purposes. Consequently, a portion of the agricultural and other open lands specified are unsuitable for urban development.*

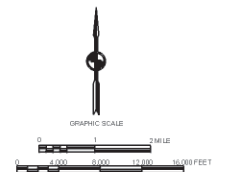
⁸*Map 6 identifies areas which were part of tax incremental finance districts between 1990 and 1999. At least one additional tax incremental finance district had been established in Walworth County by October 2000—that being located in the northernmost part of the City of Elkhorn.*

Map 6

TAX INCREMENTAL FINANCING DISTRICTS IN WALWORTH COUNTY



AREA ENCOMPASSED BY TAX INCREMENTAL FINANCING DISTRICTS ACTIVE BETWEEN 1990 AND 1999



Source: SEWRPC.

ANNEXATIONS TO CITIES AND VILLAGES IN WALWORTH COUNTY: 1990-1999



Source: Walworth County and SEWRPC.

Extraterritorial Zoning

Cities and villages are granted certain extraterritorial zoning authority beyond their corporate limits, as provided under Section 62.23(7a) of the *Wisconsin Statutes*. For cities with a population of 10,000 persons or more, the extraterritorial zoning jurisdiction area may extend up to 3 miles beyond their corporate limits; for cities with a population less than 10,000 persons and for villages, the extraterritorial zoning jurisdiction area may extend up to 1.5 miles beyond their corporate limits.

Cities and villages may, of their own accord, adopt interim zoning to preserve existing uses within extraterritorial zoning areas for a period of two years. In most other respects, extraterritorial zoning is essentially a joint venture between the city or village and the concerned town. Other than for the initial adoption of interim zoning, the governing body of the city or village may adopt or amend zoning within the extraterritorial area only upon approval by a majority vote of an extraterritorial zoning committee, comprised of three members of the city or village plan commission and three members appointed by the concerned town board. The initial interim zoning may be extended up to one year by the governing body of the city or village, but only upon the recommendation of the joint extraterritorial zoning committee. The prescribed composition of the joint extraterritorial committee gives towns equal footing with cities and villages in extraterritorial zoning matters, other than for the initial adoption of interim extraterritorial zoning.

When extraterritorial zoning is enacted, the county government retains zoning authority within statutory shoreland areas.

Three cities and villages in the County exercised extraterritorial zoning powers in 2000—the City of Elkhorn and the Villages of Fontana and Williams Bay. The extraterritorial zoning areas of these communities affected portions of the Towns of Delavan, Geneva, Linn, Lafayette, and Walworth (see Map 8). In all these cases, the zoning is in effect on a permanent, rather than interim, basis. Extraterritorial zoning areas encompassed a total area of 18.1 square miles, or 3.1 percent of the County.

Revised Rules Governing Onsite Sewage Disposal Systems

Revised State regulations governing onsite sewage disposal systems went into effect in July 2000. The regulations are set forth in Chapter COMM 83, “Private Onsite Wastewater Treatment Systems,” of the *Wisconsin Administrative Code*. The revised rules allow the use of wastewater treatment technologies not permitted under the previous regulations and enable onsite systems to be used in areas where they were previously not permitted.

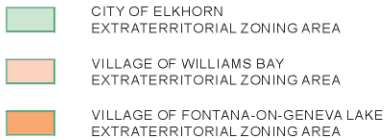
Where the new County land use plan anticipates unsewered development, the revised rules will provide additional options with respect to the type of treatment and disposal systems that may be utilized. The revised rules will also provide additional options in situations where it is necessary to replace existing onsite sewage disposal systems.

SUMMARY

This chapter has provided an overview of the historical development of Walworth County, a description of the existing 1995 land use base in the County and changes in land use since 1963, and a description of planned sanitary sewer service areas in the County. The chapter also described the environmental corridors in the County, or those areas of the Walworth County in which concentrations of the best remaining elements of the natural resource base are located. In addition, the chapter provided information on tax incremental financing districts, annexations, and extraterritorial zoning in the County. The following are key findings presented in the chapter.

- The Commission’s historic urban growth inventory indicates that a significant change in the pattern of urban development occurred in many parts of the Southeastern Wisconsin Region after 1950. That change, toward increased low-density development in isolated enclaves, has continued in many areas of the Region into the 1990s. Walworth County has been less affected by the post-1950 pattern of scattered urban growth than other areas of the Region, and has an opportunity to continue to plan for widespread preservation of agriculture, open space, and environmentally significant lands.

EXTRATERRITORIAL ZONING IN WALWORTH COUNTY: 2000



- Slightly more than one-tenth of the total area of Walworth County is devoted to urban land uses. In 1995, urban land uses encompassed 65 square miles, or 11 percent of the total area of the County, with residential land comprising the largest urban land use category, encompassing 30 square miles, or 46 percent of all urban land use and 5 percent of the total area of the County. Between 1963 and 1995, urban land uses in the County increased from 42 square miles to 65 square miles, an increase of 23 square miles, or 55 percent.
- Rural lands comprised 512 square miles of the County in 1995, or 89 percent of the total area of the County, with agricultural land comprising the largest rural land use category, encompassing 381 square miles, or 74 percent of all rural land and 66 percent of the total area of the County. Between 1963 and 1995, agricultural lands in the County decreased by 27 square miles, or 7 percent; wetlands, woodlands, and surface water, combined, decreased by 3 square miles, or 3 percent; and all other rural lands, including landfill and extractive uses and unused lands, increased by 7 square miles, or 56 percent.
- The most important elements of the natural resource base and features closely related to that base are concentrated in elongated patterns in the landscape of Walworth County and Southeastern Wisconsin, referred to by the Commission as environmental corridors. “Primary” environmental corridors, which are the longest and widest type of environmental corridors, encompassed 100 square miles, or 17 percent of the total area of the County in 1995. “Secondary” environmental corridors, which are generally shorter and narrower than primary environmental corridors, encompassed 15 square miles, or roughly 3 percent of the total area of the County in 1995. “Isolated natural resource areas,” which consist of small pockets or concentrations of natural resource base elements separated physically from the environmental corridors, encompassed 13 square miles, or roughly 2 percent of the total area of the County in 1995. Primary and secondary environmental corridors and isolated natural resource areas combined thus comprised a total of 128 square miles, or 22 percent of the total area of the County, in 1995.
- Planned sanitary service areas are a particularly important consideration in land use planning because the location and density of urban development influences the need for sanitary sewerage facilities, and conversely, the existence of such facilities influences the location and density of new urban development. Portions of Walworth County located within planned sanitary sewer service areas, as specified under the regional water quality management plan and subsequent local refinements thereto, encompassed 86 square miles, or about 15 percent of the total area of the County, in 2000. Under the County land use plan, most development of an urban density nature will be directed to those planned sanitary sewer service areas.
- Tax incremental finance districts were utilized during the 1990s in the Cities of Delavan, Elkhorn, Lake Geneva, and Whitewater; and the Villages of Darien, East Troy, Genoa City, and Sharon. The TIF districts active during that period encompassed a total area of about 8.1 square miles. Each of the cities and villages in the County increased in area between 1990 and 1999. Areas annexed by cities and villages in Walworth County during the 1990s encompassed a combined total of 8.2 square miles. Three cities and villages in the County exercised extraterritorial zoning powers in 2000—the City of Elkhorn and the Villages of Fontana and Williams Bay. The extraterritorial zoning areas of these communities affected portions of the Towns of Delavan, Geneva, Linn, Lafayette, and Walworth, and encompassed a total area of 18.1 square miles.

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Chapter III

DEMOGRAPHIC AND ECONOMIC TRENDS AND PROJECTIONS

INTRODUCTION

Current and historic information concerning the population and the economy are essential to land use planning for Walworth County, as are soundly conceived projections of population, households, and employment. Historic information provides a basis for projecting and evaluating possible future conditions, while current and future population, household, and employment levels establish the demand for urban land which the County land use plan must seek to accommodate. Accordingly, this chapter presents information regarding historic and projected population, household, and employment trends for Walworth County. To provide perspective, comparative data are presented for the seven-county Southeastern Wisconsin Region and the State.⁹

The population, household, and employment projections presented in this chapter were developed by the Regional Planning Commission. Because of the uncertainty surrounding future population, household, and employment levels, the Commission has developed several alternative growth scenarios for the Region. These scenarios differ in terms of the magnitude and distribution of future population, households, and employment within the Region. The intermediate-growth centralized scenario, which is the basis for the Commission-adopted year 2020 regional land use plan, incorporates an intermediate-growth projection of population, households, and employment, with the assumption that the historical decentralization of population, households, and employment away from the older urban centers of the Region would be moderated somewhat. The high-growth decentralized scenario incorporates a high-growth projection of population, households, and employment, with the assumption that the historical decentralization of population, households, and employment away from the older urban centers of the Region will continue. The intermediate-growth centralized projections are considered most likely to occur for the Region as a whole through the year 2020. The high-growth decentralized projections represent reasonable upper extremes which could potentially be reached in subareas of the Region, and conceivably in the Region as a whole, during the forecast period.

⁹*Legislation enacted as part of the 1999-2001 State budget bill included a definition of a comprehensive plan and requirements for County and local units of government to prepare such plans. The demographic and economic data presented in this chapter are intended to provide a sound basis for the preparation of a County land use plan. Additional historic, current, and projected demographic, economic, and other socioeconomic data would be needed to fully comply with the new State comprehensive planning requirements.*

POPULATION

Resident population levels and rates of population change for Walworth County, the Region, and Wisconsin for the period 1950 to 1990, as reported by the U. S. Bureau of the Census, are presented in Table 5. The population of the County increased by 10,800 persons during the 1950s, 11,100 persons during the 1960s, 8,000 persons during the 1970s, and 3,500 persons during the 1980s. The 1990 population of Walworth County was 75,000 persons, an increase of about 33,400 persons, or 80 percent, over the 1950 level. In comparison, the population of the Southeastern Wisconsin Region and the State increased by 46 percent and 42 percent, respectively, between 1950 and 1990. As a result, Walworth County's proportion of the Region and State population increased during this time. The population of Walworth County was estimated at about 85,500 persons in 1999—about 10,500 persons, or 14 percent, above the 1990 level—indicating that population growth in the County has rebounded from the reduced rate of growth experienced during the 1980s.

Table 5

POPULATION TRENDS IN WALWORTH COUNTY, THE REGION, AND WISCONSIN: 1950-1999

Year	Walworth County			Region			Wisconsin			Walworth County Population as a Percent of	
	Population	Change from Preceding Year		Population	Change from Preceding Year		Population	Change from Preceding Year		Region	Wisconsin
		Absolute	Percent		Absolute	Percent		Absolute	Percent		
1950	41,584	--	--	1,240,618	--	--	3,434,575	--	--	3.4	1.2
1960	52,368	10,784	25.9	1,573,614	332,996	26.8	3,951,777	517,202	15.1	3.3	1.3
1970	63,444	11,076	21.2	1,756,083	182,469	11.6	4,417,821	466,044	11.8	3.6	1.4
1980	71,507	8,063	12.7	1,764,796	8,713	0.5	4,705,642	287,821	6.5	4.1	1.5
1990	75,000	3,493	4.9	1,810,364	45,568	2.6	4,891,769	186,127	4.0	4.1	1.5
1999	85,493	10,493	14.0	1,918,383	108,019	6.0	5,274,827	383,058	7.8	4.5	1.6

NOTE: Data for 1950-1990 are from the U.S. Census; 1999 data are estimates from the Wisconsin Department of Administration.

Source: U. S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

The Federal Census data presented on Table 5 pertain to the resident population of the County, exclusive of persons who live in Walworth County on a seasonal or other occasional basis. The only indicator of the relative magnitude of the seasonal population available from the Census is the number of housing units that are reported in the Census as “held for seasonal, recreational, or occasional use.” In 1990, about 7,700 housing units in Walworth County, representing 21 percent of the total housing stock, were reported in the Census as being held for seasonal, recreational, or occasional use. This compares to 2 percent for the Southeastern Wisconsin Region and 7 percent for the State. The relatively large proportion of such units in Walworth County suggests that the total number of persons in the County may significantly increase during portions of the year, particularly in the summer months.

Data from the past three Federal censuses indicate that the number of seasonal housing units in the County increased between 1970 and 1990, but that the relative proportion of seasonal units did not change. The number of seasonal units reported by the Census Bureau was about 7,700, or 21 percent of all housing units in the County in 1990; 7,100 units, or 21 percent of all housing units in the County in 1980; and 5,400 units, or 21 percent of all housing units in the County in 1970. Included in these seasonal housing unit totals are housing units reported as held for “seasonal, recreational, or occasional use” in the 1990 census; and units reported as “vacant seasonal housing units” or “year-round housing units held for occasional use” in the 1970 and 1980 censuses. The number of seasonal units reported for 1980 may include a small number of housing units for migrant workers.

The range of resident population levels projected under the Commission's alternative growth scenarios for Walworth County for the year 2020 is set forth in Table 6 and Figure 1.¹⁰ The year 2020 resident population of the County would range from 95,000 persons, under the intermediate-growth centralized scenario, to 131,600 persons, under the high-growth decentralized scenario. This represents an increase of 20,000 to 56,600 persons, or

¹⁰Table 6 and Figure 1 pertain to the resident (excluding seasonal) population of Walworth County.

27 to 76 percent, over the 1990 level of 75,000 persons. As shown in Figure 1, the estimated 1999 population level for Walworth County is slightly higher than the level envisioned for 1999 under the intermediate-growth scenario. It should be noted that, if the County population would continue to increase between 1999 and 2020 at the estimated average annual rate of growth observed between 1990 and 1999, the County population would reach 110,000 persons by the year 2020—about 16 percent above the intermediate-growth projection and 16 percent below the high-growth projection.

Table 6

**EXISTING 1990 AND PROJECTED 2020
POPULATION IN WALWORTH COUNTY**

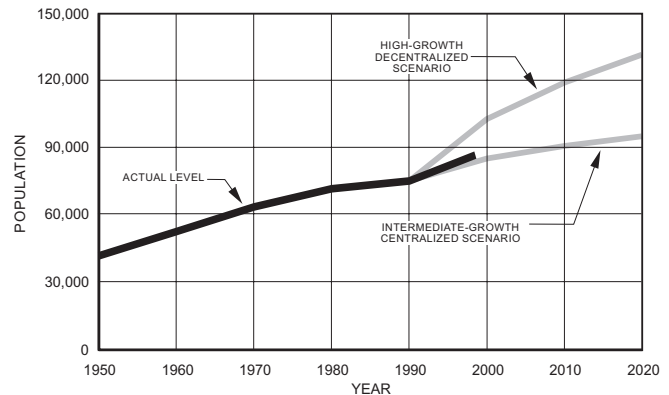
Year	Population	Change in Population: 1990 to 2020	
		Absolute	Percent
Existing 1990	75,000	--	--
2020 Intermediate-Growth Centralized Scenario ^a	95,000	20,000	26.7
2020 High-Growth Decentralized Scenario	131,600	56,600	75.5

^aBasis for the Commission-adopted year 2020 regional land use plan.

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

Figure 1

**ACTUAL AND PROJECTED
POPULATION IN WALWORTH COUNTY**



Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

HOUSEHOLDS

A household consists of an occupied housing unit, along with the persons who reside in it. The household represents a basic consuming unit which creates much of the demand for urban land and public services and facilities.

Existing and historic household levels for Walworth County, the Region, and Wisconsin are presented in Table 7. The number of households in the County increased steadily over that period, increasing by 3,100 during the 1950s, 3,100 during the 1960s, 6,300 during the 1970s, and 2,800 during the 1980s. The number of households in Walworth County in 1990 was about 27,600, an increase of about 15,300 households, or 123 percent, over the 1950 level. In comparison, the number of households in the Southeastern Wisconsin Region and the State increased by 91 percent and 89 percent, respectively, over that 40-year period. The number of households in Walworth County was estimated at about 33,400 in 1999—about 5,800 households, or 21 percent, above the 1990 level.

Table 7

HOUSEHOLD TRENDS IN WALWORTH COUNTY, THE REGION, AND WISCONSIN: 1950-1999

Year	Walworth County			Region			Wisconsin		
	Households	Change from Preceding Year		Households	Change from Preceding Year		Households	Change from Preceding Year	
		Absolute	Percent		Absolute	Percent		Absolute	Percent
1950	12,369	--	--	354,544	--	--	967,448	--	--
1960	15,414	3,045	24.6	465,913	111,369	31.4	1,146,342	178,894	18.5
1970	18,544	3,130	20.3	536,486	70,573	15.1	1,328,804	182,462	15.9
1980	24,789	6,245	33.7	627,955	91,469	17.0	1,652,261	323,457	24.3
1990	27,620	2,831	11.4	676,107	48,152	7.7	1,824,252	171,991	10.4
1999	33,400	5,780	20.9	744,600	68,493	10.1	2,066,100	241,848	13.3

NOTE: Data for 1950-1990 are from the U.S. Census; 1999 data are estimates by SEWRPC for Walworth County and the Region, and by the Wisconsin Department of Administration for the State.

Source: U. S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

During the 1950s and 1960s, the number of households in Walworth County increased at nearly the same rate as the County's population. Since 1970, households in the County have increased at a much faster rate than the population. Between 1970 and 1990, the number of households in Walworth County increased by 49 percent, while the resident population increased by 18 percent. Household growth rates have exceeded population growth rates similarly for the Region and the State since 1950 (see Tables 5 and 7).

As shown in Table 8, the County, the Region, and the State all exhibited a significant decrease in the average number of persons per household in recent decades. Between 1960 and 1990, the average number of persons per household in Walworth County decreased from 3.28 to 2.60, or by 21 percent. The average household size in the Region and the State decreased by 21 percent and 23 percent, respectively, during this time. The trend in declining household size may be attributed to a number of factors, including declining birth rates and the attendant decrease in average family size; the increased incidence of divorce and the related creation of additional households; the desire of many elderly persons to remain in their own households; and the desire of many young, unmarried people to move out of their parents' household and form their own household.

Table 8

HOUSEHOLD SIZE IN WALWORTH COUNTY, THE REGION, AND WISCONSIN: 1950-1990

Year	Walworth County			Region			Wisconsin		
	Average Persons per Household	Change from Preceding Year		Average Persons per Household	Change from Preceding Year		Average Persons per Household	Change from Preceding Year	
		Absolute	Percent		Absolute	Percent		Absolute	Percent
1950	3.25	--	--	3.36	--	--	3.43	--	--
1960	3.28	0.03	0.9	3.30	-0.06	-1.8	3.38	-0.05	-1.5
1970	3.16	-0.12	-3.7	3.20	-0.10	-3.0	3.22	-0.16	-4.7
1980	2.74	-0.42	-13.3	2.75	-0.45	-14.1	2.77	-0.45	-14.0
1990	2.60	-0.14	-5.1	2.62	-0.13	-4.7	2.61	-0.16	-5.8

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

The range of household levels projected under the Commission's alternative growth scenarios for Walworth County for the year 2020 is set forth in Table 9 and Figure 2. The year 2020 number of households in the County would range from 36,900, under the intermediate-growth centralized scenario, to 49,500, under the high-growth decentralized scenario. This represents an increase of 9,300 to 21,900 households, or 34 to 79 percent, over the 1990 level of about 27,600 households. As shown in Figure 2, the estimated number of households in Walworth County in 1999 is about midway between the levels for 1999 envisioned under the intermediate-growth and high-growth scenarios. It should be noted that, if the number of households in the County would continue to increase between 1999 and 2020 at the estimated average annual rate of growth observed between 1990 and 1999, the number of households in the County would reach 46,900 by the year 2020—about 27 percent above the intermediate-growth projection and 5 percent below the high-growth projection.

Table 9

EXISTING 1990 AND PROJECTED 2020 HOUSEHOLDS IN WALWORTH COUNTY

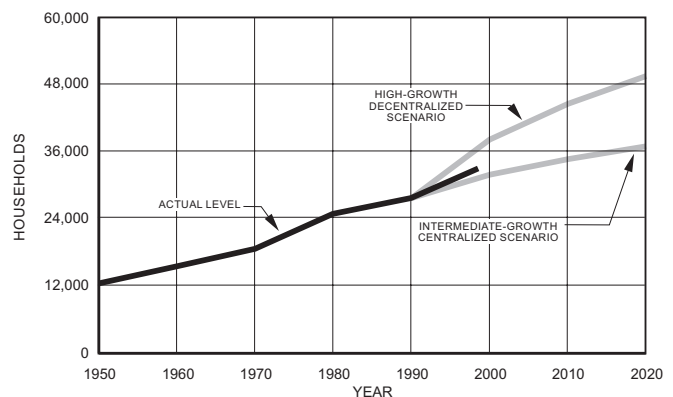
Year	Households	Change in Households: 1990 to 2020	
		Absolute	Percent
Existing 1990	27,600	--	--
2020 Intermediate-Growth Centralized Scenario ^a	36,900	9,300	33.7
2020 High-Growth Decentralized Scenario	49,500	21,900	79.3

^aBasis for the Commission-adopted year 2020 regional land use plan

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

Figure 2

ACTUAL AND PROJECTED HOUSEHOLDS IN WALWORTH COUNTY



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

Household sizes under both intermediate-growth and high-growth scenarios are expected to continue decreasing, but at a slower rate. Under an intermediate-growth scenario, it is assumed that single-parent and single-person households would increase moderately, and that larger-size traditional family households would become less dominant. As a result, the average household size in the County in 2020 would be about 5 percent below the 1990 level. Under a high-growth scenario, it is assumed that traditional family households would remain the dominant type, although the number of children in such households would be less than in the past, while single-parent and single-person households would increase less than under the intermediate-growth scenario. As a result, the average household size in the County in 2020 would be about 2 percent below the 1990 level.

EMPLOYMENT

Existing and historic employment levels for Walworth County, the Region, and Wisconsin are presented in Table 10. Employment in the County has increased steadily—by 6,400 jobs during the 1950s, 6,700 jobs during the 1960s, 7,100 jobs during the 1970s, and 6,800 jobs during the 1980s. Total employment in the County stood at 40,200 jobs in 1990, an increase of 27,000 jobs, or 205 percent, over the 1950 level. In comparison, employment in the Southeastern Wisconsin Region and the State increased by 86 percent and 99 percent, respectively, during this time. The number of available jobs in Walworth County was estimated at about 52,900 in 1999—about 12,700, or 32 percent, above the 1990 level.

Table 10

EMPLOYMENT TRENDS IN WALWORTH COUNTY, THE REGION, AND WISCONSIN: 1950-1999

Year	Walworth County			Region			Wisconsin		
	Jobs	Change from Preceding Year		Jobs	Change from Preceding Year		Jobs	Change from Preceding Year	
		Absolute	Percent		Absolute	Percent		Absolute	Percent
1950	13,200	--	--	573,500	--	--	1,413,400	--	--
1960	19,600	6,400	48.5	673,000	99,500	17.3	1,659,400	246,000	17.4
1970	26,300	6,700	34.2	784,100	111,100	16.5	1,926,700	267,300	16.1
1980	33,400	7,100	27.0	945,200	161,100	20.5	2,421,200	494,500	25.7
1990	40,200	6,800	20.4	1,067,200	122,000	12.9	2,808,100	386,900	16.0
1999	52,900	12,700	31.6	1,229,900	162,700	15.2	3,330,000 ^a	521,900	18.6

^a 1998 employment level presented for Wisconsin; 1999 employment level was not available at time of publication.

Source: U. S. Bureau of Economic Analysis and SEWRPC.

The range of employment levels projected under the Commission's alternative future growth scenarios for Walworth County for the year 2020 is set forth in Table 11 and Figure 3. The year 2020 number of available jobs in the County would range from 59,900, under the intermediate-growth centralized scenario, to 69,100, under the high-growth decentralized scenario. This represents an increase of 19,700 to 28,900 jobs, or 49 to 72 percent, over the 1990 level of 40,200 jobs. As shown in Figure 3, the estimated number of jobs in Walworth County in 1999 approximated the level for 1999 envisioned under the intermediate-growth scenario. It should be noted that, if employment in the County would continue to increase between 1999 and 2020 at the estimated average annual rate of growth observed between 1990 and 1999, total employment in the County would reach 82,500 jobs by the year 2020—about 38 percent above the intermediate-growth projection and 19 percent above the high-growth projection.

COMPARISON OF TRENDS IN POPULATION, HOUSING UNITS, AND RESIDENTIAL LAND USE

As indicated by the Regional Planning Commission's regional land use inventory, the area of the County developed for residential use, exclusive of associated streets, increased by about 11.4 square miles, or 62 percent, from 18.4 square miles in 1963, the base year of the initial regional land use inventory, to 29.8 square miles in 1995, the most recent inventory year. During this time, the population of the County increased by an estimated

24,700 persons, or 44 percent, from 55,700 persons in 1963 to 80,400 persons in 1995. The number of housing units increased by an estimated 17,800, or 76 percent, from 23,500 in 1963 to 41,300 in 1995 (see Table 12).¹¹ The relative increase in residential land between 1963 and 1995 (62 percent) thus exceeded the increase in population (44 percent), but was less than the increase in the number of housing units (76 percent).

Table 11

**EXISTING 1990 AND PROJECTED 2020
EMPLOYMENT IN WALWORTH COUNTY**

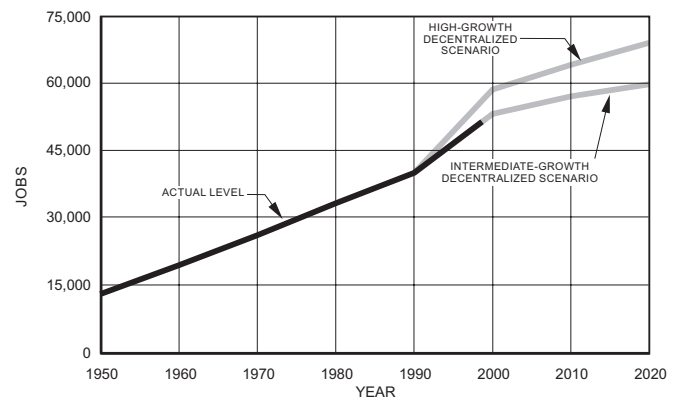
Year	Employment	Change in Employment: 1990 to 2020	
		Absolute	Percent
Existing 1990	40,200	- -	- -
2020 Intermediate-Growth-Centralized Scenario ^a	59,900	19,700	49.0
2020 High-Growth Decentralized Scenario	69,100	28,900	71.9

^aBasis for the Commission-adopted year 2020 regional land use plan

Source: U.S. Bureau of Economic Analysis and SEWRPC.

Figure 3

**ACTUAL AND PROJECTED
EMPLOYMENT IN WALWORTH COUNTY**



Source: U.S. Bureau of Economic Analysis and SEWRPC.

In reviewing Table 12, it is should be recognized that the relationship between the amount of residential land and population and housing unit levels is influenced by many factors. Among these factors are the size of residential lots, the mix of residential structure types, the extent of seasonal housing, the types and sizes of households, and the extent of population living in group quarters, such as college dormitories, rather than conventional housing. Changes in these factors over time all influence the relationship between residential land and population and housing levels. For example, the construction of new seasonal housing increases the amount of residential land but does not increase the resident population level.

Table 12

**POPULATION, HOUSING UNITS, AND RESIDENTIAL
LAND IN WALWORTH COUNTY: 1963 AND 1995**

Factor	1963	1995	Change: 1963 to 1995	
			Number	Percent
Population	55,700 ^a	80,400 ^b	24,700	44.3
Housing Units	23,500	41,300 ^c	17,800	75.7
Residential Land (square miles) ^d	18.4	29.8	11.4	62.0

^aEstimated by assuming straight line growth in population and housing units between 1960 and 1970. As reported by the U. S. Census Bureau, the County population was 52,368 in 1960 and 63,444 in 1970, while the total number of housing units in the County was 22,539 in 1960 and 25,773 in 1970.

^bWisconsin Department of Administration population estimate.

^cEstimated as the number of housing units reported in the 1990 Federal census (36,937) plus an increment based upon residential building permit authorizations in the County from January 1990 through December 1994.

^dExcludes associated streets.

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

¹¹ Population and housing unit levels for Walworth County for 1963 were estimated as indicated in the footnotes to Table 12.

It should also be noted that the regional land use inventory has been carried out without the benefit of real property boundary information. The development of an automated land information system for Walworth County with real property boundary information will enable still more precise measurement of the extent of residential development, providing further insight into the relationship between residential land, population, and housing.

SUMMARY

This chapter has presented the results of Regional Planning Commission demographic and economic inventories and projections which should be considered in the preparation of a land use plan for Walworth County for the year 2020. A summary of the most important findings of this chapter follows:

- The population of Walworth County was 75,000 in 1990, an increase of about 33,400, or 80 percent, over the 1950 population. In comparison, the population of the Southeastern Wisconsin Region and the State increased by 46 percent and 42 percent, respectively, during that 40-year period. The population of Walworth County was estimated at about 85,500 persons in 1999—about 10,500 persons, or 14 percent, above the 1990 level. Under the Commission's alternative future growth scenarios, the year 2020 resident population of the County would range from 95,000 persons to 131,600 persons, representing an increase of 20,000 to 56,600 persons, or 27 to 76 percent, over the 1990 level of 75,000 persons.
- The number of households in Walworth County was about 27,600 in 1990, an increase of about 15,300 households, or 123 percent, over the 1950 level. The number of households in the Region and the State increased by 91 percent and 89 percent, respectively, during that 40-year period. The number of households in Walworth County was estimated at about 33,400 in 1999—about 5,800 households, or 21 percent, above the 1990 level. The number of households in Walworth County increased faster than the County population between 1970 and 1990, while the average household size decreased. Under the Commission's alternative future growth scenarios, the number of households in the County in 2020 would range from 36,900 to 49,500, representing an increase of 9,300 to 21,900 households, or 34 to 79 percent, over the 1990 level of about 27,600 households.
- The number of available jobs in Walworth County was about 40,200 in 1990, an increase of 27,000 jobs, or 205 percent, over the 1950 level. During that 40-year period, the number of available jobs in the Region and the State increased by 86 percent and 99 percent, respectively. The number of available jobs in Walworth County was estimated at about 52,900 in 1999—about 12,700 jobs, or 32 percent, above the 1990 level. Under the Commission's alternative future growth scenarios, the number of available jobs in the County in 2020 would range from 59,900 to 69,100, representing an increase of 19,700 to 28,900 jobs, or 49 to 72 percent, over the 1990 level of 40,200 jobs.
- Between 1963 and 1995, the land area of the County developed for residential use increased by about 62 percent. Also during this time, the population of the County increased by about 44 percent, and the number of housing units increased by about 76 percent. The relative increase in residential land between 1963 and 1995 (62 percent) thus exceeded the increase in population (44 percent), but was less than the increase in the number of housing units (76 percent).

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Chapter IV

LAND USE SURVEY

INTRODUCTION

As part of the County land use planning process, a countywide public opinion survey was conducted to identify perspectives on a range of issues related to land use in Walworth County. Included in the survey were questions about the overall character of the County, population growth, preferred land uses, the relative importance of preserving farmland and environmentally sensitive lands, and the role of government in shaping the future of the County, among other items. The survey is intended to provide County and local officials and interested parties with insight into land use-related attitudes and preferences of County residents and landowners, in order that those attitudes and preferences may be taken into account in the preparation of the County land use plan. A return-by-mail survey, such as the one employed, can obtain broad public participation in a fairly equitable, objective, convenient, confidential, and comprehensive way. All recipients, for example, can uniformly be asked the same set of questions, at the same time, in the same way, without apprehension from any perspective about what might be said by whom. As a public participation technique, it thereby helps avoid peer or political pressures sometimes associated with public forums, while cost-effectively receiving input from a larger group.

This chapter presents a description of the survey methodology and a summary of the survey findings.

METHODOLOGY

The survey was planned and carried out by the Walworth County UW-Extension staff. The chosen instrument was a questionnaire designed by the Walworth County UW-Extension staff, with input from the Walworth County Land Management Department; UW-Extension staff assigned to the Regional Planning Commission; and Regional Planning Commission staff. The survey questionnaire is presented in Appendix B.

The survey was designed as a probability sample survey, conducted on a mail-out/mail-back basis. The questionnaire recipients were randomly selected from local property tax assessment rolls, with a stratified random sample of 15 percent drawn for each city, village, and town. This sampling methodology was specifically designed to involve a larger number of respondents than would a typical countywide probability sample, thereby helping to ensure adequate representation from each of the three community settings—cities, villages, and towns. Non-resident property owners were identified and screened from the selection process. The sample was taken using a system selection with a random start, to avoid any selection bias and give each property owner an equal chance of being selected.

A letter was sent to the randomly selected property owners in advance of the survey questionnaire, informing them that they had been selected to participate in the survey and indicating the importance of their participation. Approximately one week later, on July 26, 1999, a total of 4,432 survey questionnaires were mailed to the

individuals included in the sample. Of these, 145 were ultimately returned as undeliverable, resulting in a countywide sample group of 4,287. One follow-up mail contact was made three weeks later by postcard to individuals who did not respond to the initial request. In total, 2,003 survey forms were completed and returned, an overall response rate of 46.7 percent.

After the surveys were returned, they were visually inspected for completeness and accuracy. Responses were then tabulated in a confidential manner. This resulted in the 2,003 completed surveys and forms the basis for the findings which follow.

The balance of this chapter summarizes the major findings of the survey on a topical basis. The detailed survey results are presented in Appendix B. Included in these results is information regarding the socioeconomic characteristics of the survey respondents as indicated by the survey respondents in Questions 38 to 48 of the survey questionnaire.

SURVEY RESULTS

Growth Rate and County Character

Landowner preferences related to the rate of growth—and resulting or preferred County character—are derived from questions within the survey sections addressing County trends and values, and quality of life.

- 94.0%** of respondents indicate that they are satisfied or completely satisfied with Walworth County as a place to live (27.1% and 66.9%, respectively); 6.0% are dissatisfied or completely dissatisfied. (Q33) ¹²
- 84.3%** prefer either the presently projected rate of population growth for Walworth County, or slower growth (32.2% and 52.1%, respectively); 12.1% would like to see no population growth; 3.6% would like to see faster growth. (Q2)
- 41.9%** say population growth has had a negative or very negative effect on the quality of life in Walworth County (37.3% and 4.6%, respectively). A number almost that large (39.3%) feels population growth has had a positive or very positive effect (34.8% and 4.5%, respectively). 18.8% say population growth has had no effect. (Q34)
- 59.0%** say development should be allowed but not encouraged in Walworth County; 18.2% say development should be encouraged; 20.6% say discouraged. (Q3)
- 82.3%** on average, say Walworth County government should encourage environmental and farmland preservation as it plans for future development; 16.6% say remain neutral; 1.2% say discourage such preservation. (Q36)
- 26.8%** on average, say the County should encourage industrial and retail development, residential and vacation housing, and tourism facilities; 52.6% say remain neutral on these items; 20.6% say discourage such future development. (Q36)
- 67.4%** identify mixed agricultural/residential as their preferred future for Walworth County in 20 years; 17.1% say the County should be a rural/agricultural community; 13.1% prefer a mixed residential/business future for the County; 2.3% say the County should be a residential community. (Q1)

¹² “Q33” denotes a reference to question number 33 in the survey questionnaire. Similar references to other questions follow throughout. The survey questionnaire is included in Appendix B.

Conclusions: Respondents are very satisfied with living in Walworth County. Most would prefer to have the County stay on course or slow down with respect to its growth, but nevertheless continue to grow somewhat. More extreme views of no growth (discourage development) or faster growth (encourage development) are generally not well supported. Preservation of farmland and environmental features, while accommodating such growth, are strongly supported (see also subsequent headings on these matters).

Farmland Issues

Preferences related to farmland issues are derived from questions within the survey sections addressing farmland preservation issues and quality of life.

- 89.7%** of respondents agree or strongly agree that preservation of farmland in Walworth County is important (24.9% and 64.8%, respectively); 3.5% disagree or strongly disagree. (Q5)
- 80.0%** agree or strongly agree that Walworth County should set agricultural land preservation as a priority goal and implement policies to achieve it (29.6% and 50.4%, respectively); 8.3% disagree or strongly disagree. (Q6)
- 69.3%** would like to see farmland which is sold kept agricultural or agricultural related; 6.5% say allow it to be subdivided for development; 19.7% say it should be used however the owner desires. (Q10)
- 79.0%** say Walworth County government should encourage farmland preservation as it plans for future development, rather than remaining neutral (19.1%) or discouraging farmland preservation. (1.9%) (Q36)
- 44.7%** would not support spending property tax dollars for the preservation of agricultural land by compensating landowners who agree not to develop. A number almost that large (43.2%) would support such action. (Q11) When asked specifically about property tax increases, 59.9% of stated supporters would favor a property tax increase of at least \$.10 per \$1,000 of assessed valuation and 30.7% would favor an increase of at least \$.25 per \$1,000; 40.1% of stated supporters say the program should be funded by other means. (Q12)
- 64.1%** of total survey respondents say that, if asked to define A-1 zoned (prime) farmland, they would use capability of the soil to produce or not produce crops as the basis for their definition; 37.0% would use minimum acreage requirements; 25.9% would use the amount of income/sales derived from crops or livestock to define prime farmland. (Q8)

Conclusions: Support for the preservation and continued active use of farmland in Walworth County is very strong (support/opposition ratio of 10:1 through goal- and policy-setting prospects). That support prevails, though in somewhat lower percentages, even when farmland preservation is cast against private property owner decisions. Opinions regarding the use of property tax dollars to compensate agricultural landowners who agree not to develop their land are mixed. If asked to define prime farmland, most respondents would use soil capability to produce crops as the basis.

The Future of Farming

Preferences related to the future of farming are allied with, though somewhat distinct from, the issues of farmland. They are derived from questions within the survey sections addressing County trends and values, farmland preservation issues, and quality of life in Walworth County.

- 91.9%** of respondents say the continued existence of remaining family farms is very important or somewhat important to the County's future (69.4% and 22.5%, respectively); 6.4% say this is not important. (Q9)

- 92.4%** identify the rural atmosphere as being very important or somewhat important in influencing their decision to live in Walworth County (62.1% and 30.3%, respectively); 7.6% say it is not very important or not important at all. Natural environment (a possible component of rural atmosphere along with farming) was a separate category. (Q35)
- 84.5%** include agriculture in the selection of their preferred future for Walworth County in 20 years (67.4% mixed agricultural/residential and 17.1% rural/agricultural community). (Q1)
- 70.7%** of those who believe Walworth County should continue to grow would like to see growth in family farms (54.0% of total survey respondents); 35.9% would like to see growth in hobby farms (27.4% of total respondents); 6.8% would favor large corporate farms (5.2% of total respondents). (Q4)

Conclusions: When analyzed from the standpoint of rural lifestyle, livelihood, and atmosphere, the continuation of family farming is as important to survey respondents as farmland, per se. Rural residential uses (see subsequent sections) are not seen as completely incompatible with the vision for agriculture.

Rural Lot Sizes

Preferences for rural lot sizes to accommodate residential development are derived from survey sections addressing farmland preservation issues and residential land use issues.

- 56.9%** of respondents say the current lot size of 35 acres for building a house on A-1 zoned (prime) farmland in Walworth County should be maintained; 6.4%, say it should be increased; 19.8% say it should be decreased; 4.7% say eliminated. (Q7)
- 73.1%** of the survey respondents who say the A-1 zoned lot size should be decreased, would prefer lots of 5 to 20 acres (13.8% of total survey respondents). 75.2% of those who say the A-1 zoned lot size should be increased, would prefer lots of 50 to 100 acres (4.5% of total survey respondents.) (Q7)
- 29.8%** of respondents, would prefer one dwelling unit per 5 acres as the minimum lot size for rural land not considered to be prime farmland; 28.9% would prefer 1 acre lots; 23.4% would prefer 2 - 3 acre lots; 18.0% would prefer 10 - 35 acre lots. (Q16)¹³

Conclusions: Regarding A-1 zoned (prime) farmland, support for the current buildable lot size of 35 acres outweighs the support for a smaller lot size. Preferences are divided considerably on the matter of lot size for rural land not considered to be prime farmland.

Residential Land Use in General

Preferences regarding residential land use in general are derived from questions within survey sections addressing residential land use issues, County trends and values, and quality of life in Walworth County.

- 59.0%** of respondents indicate new housing development in Walworth County should be located in urban areas; 38.5% prefer both urban and rural areas; 2.5% prefer rural areas. (Q13)¹⁴

¹³ For questions 13 - 18, the term "urban areas" was defined in the survey questionnaire as areas served by public sanitary sewer service. The term "rural areas" was defined as areas not served by public sanitary sewer service.

¹⁴ See Footnote 13.

- 54.6%** say Walworth County government should remain neutral regarding residential housing as it plans for future development; 34.4% say the County should encourage residential housing; 11.0% say housing should be discouraged. (Q36)
- 44.9%** of the respondents who believe Walworth County should continue to grow would like to see rural residential growth (34.3% of total survey respondents). (Q4)
- 23.7%** of total survey respondents say new non-farm housing should not be allowed in rural areas. (Q15)¹⁵

Conclusions: Considerably more respondents indicate that residential growth (housing development) should take place in urban areas than in rural areas of Walworth County. Even among those who believe the County should continue to grow, a minority would like to see rural residential growth and nearly one-fourth of total survey respondents are opposed to it. Nevertheless, a majority of respondents indicate a neutral view regarding general residential development in the County (see also Housing Types, by Area).

Housing Types, By Area

Preferences regarding types of housing and whether they are appropriate to urban and/or rural areas are derived from questions in survey sections addressing residential land use issues, County trends and values, and quality of life in Walworth County.

- 93.1%** of total survey respondents say single-family housing should be provided in urban areas; 77.8% say it should be provided in rural areas. (Q14 and 15)¹⁶
- 50.6%** of total survey respondents say duplexes should be provided in urban areas; 17.1% say duplexes should be provided in rural areas. (Q14 and 15)¹⁷
- 32.9%** of total survey respondents say multi-family housing should be provided in urban areas; 7.9% say it should be provided in rural areas. (Q14 and 15)¹⁸
- 36.7%** of total survey respondents say condominiums should be provided in urban areas; 7.5% say condominiums should be provided in rural areas. (Q14 and 15)¹⁹
- 77.4%** of the respondents who feel Walworth County should continue to grow would like to see growth in single-family residential (59.2% of total survey respondents). 15.0% would like to see growth in multi-family residential and 12.7% would like to see growth in condominiums (11.5% and 9.7% of total survey respondents, respectively). (Q4)
- 52.0%** of respondents say Walworth County government should remain neutral regarding vacation homes as it plans for future development; 31.9% say the County should discourage vacation homes; 16.1% say vacation homes should be encouraged. (Q36)
- 42.1%** agree or strongly agree that there is a shortage of housing for seniors in the County; 18.5% disagree or strongly disagree; 39.5% are neutral. (Q18)

¹⁵ See Footnote 13.

¹⁶ See Footnote 13.

¹⁷ See Footnote 13.

¹⁸ See Footnote 13.

¹⁹ See Footnote 13.

34.5% disagree or strongly disagree that there is a shortage of affordable housing in the County; 33.5% agree or strongly agree; 31.9% are neutral. (Q17)

Conclusions: Like residential land uses in general, there is greater support for all types of housing in urban areas than in rural areas. In both urban and rural areas, single-family housing is convincingly favored over all other types. However, there is considerably more support for duplexes, multi-family housing, and condominiums in urban areas than in rural areas. Respondents feel that the County should remain neutral regarding vacation homes or possibly discourage them, and are mixed in their opinions of whether shortages in affordable housing or housing for seniors exist.

Business Development in General

Preferences regarding business development in general, including its prospective concentration and location, are derived from questions in survey sections addressing commercial and industrial development and quality of life in Walworth County.

55.2% of respondents say commercial and industrial development should be allowed but not encouraged in Walworth County; 28.9% say such development should be encouraged; 13.1% say it should be discouraged. (Q19)

76.4% identify employment opportunities as being very important or somewhat important in influencing their decision to live in Walworth County (41.2% and 35.2%, respectively); 23.6% say employment opportunities are not very important or not at all important (15.3% and 8.3%, respectively). (Q35)

53.6% feel businesses should be concentrated in a few areas; 37.6% feel businesses should be dispersed throughout the County. (Q21)

55.9% of the respondents who feel businesses should be concentrated indicate that the location should be in currently zoned commercial and industrial areas; 36.9% of such respondents indicate that the location should be in cities and villages or where public sewer service is available; 7.2% say businesses can be concentrated in any location. (Q22)

Conclusions: By a ratio of greater than 3:1, respondents feel that employment opportunities in Walworth County are important rather than unimportant. Nevertheless, almost twice as many respondents indicate that commercial and industrial development should be allowed instead of being encouraged. Support for concentrating businesses is greater than for dispersing them; and the greatest number of supporters favor concentrations in zoned commercial and industrial areas.

Commercial Development

Preferences regarding commercial development are derived from questions in survey sections addressing commercial and industrial issues, quality of life in Walworth County, and County trends and values.

53.9% of respondents say Walworth County government should remain neutral regarding retail development as it plans for future development; 28.2% say retail development should be encouraged; 18.0% say it should be discouraged. Preferences for tourism facilities are similar: 50.6% say remain neutral, 29.2% say encourage, and 20.1% say discourage. (Q36)

64.0% of those who indicate that commercial and industrial development should be encouraged or allowed, favor both services and agricultural related businesses (53.7% of total survey respondents); 43.5% say encourage or allow office parks, 32.0% say encourage or allow shopping centers, and 44.3% say encourage or allow other retail (respectively, 36.3%, 26.7%, and 37.0% of total survey respondents). (Q20)

- 34.2%** of those who believe Walworth County should continue to grow would like to see tourist-related businesses (26.2% of total survey respondents); 29.9% would like to see office-type businesses, 25.7% would like to see convenience stores and services, and 22.6% would like to see large retail outlet centers (respectively, 22.9%, 19.6%, and 17.3% of total survey respondents). (Q4)

Conclusions: A neutral policy regarding retail development and tourism facilities is supported by a majority of respondents, while lesser percentages would either encourage or discourage such growth. Among commercial and industrial development supporters, a majority would encourage or allow both services and agricultural related businesses. Office parks and “other” retail receive the next level of support.

Industrial Development

Preferences regarding industrial development are derived from questions in survey sections addressing commercial and industrial issues, quality of life in Walworth County, and County trends and values.

- 52.0%** of respondents say Walworth County government should remain neutral regarding industrial development as it plans for future development, 26.1% say industrial development should be encouraged, 21.9% say it should be discouraged. (Q36)
- 78.3%** of those who indicate that commercial and industrial development should be encouraged or allowed, favor light industry (65.3% of total survey respondents); 15.4% favor heavy industry (12.8% of total survey respondents). (Q20)
- 61.9%** of those who believe Walworth County should continue to grow, would like to see light industry (47.3% of total survey respondents); 10.6% would like to see heavy industry (8.1% of total survey respondents). (Q4)

Conclusions: A neutral policy regarding industrial development is supported by a majority of respondents, while half as many would encourage such growth and even fewer would discourage it (similar to commercial development). But among commercial and industrial development supporters, and growth supporters, there is a dichotomy between light and heavy industry. Light industry is favored over heavy industry by a margin greater than 5:1 (also capturing a majority or near majority of total survey respondents).

Natural Resource Features

Preferences regarding natural resource features (apart from farmland) are derived from questions in survey sections addressing environmental issues and quality of life in Walworth County.

- 95.6%** of respondents say the natural environment is very important or somewhat important in influencing their decision to live in Walworth County (67.9% and 27.7%, respectively); 4.4% say the natural environment is not very important or not important at all to that decision. (Q35)
- 79.7%** of total survey respondents say Walworth County should actively pursue the protection of woodlands; 76.8% say the County should actively pursue wetland protection. (Q23)
- 74.8%** of total survey respondents say Walworth County should actively pursue protection of park land, existing and future; 64.8% of total survey respondents say Walworth County should actively pursue protection of endangered species habitat. (Q23)
- 53.9%** of total survey respondents say Walworth County should actively pursue the protection of open spaces. (Q23)
- 5.9%** of total survey respondents say Walworth County should not pursue the protection of any of the above. (Q23)

- 56.5%** of respondents favoring the protection of the resources specified above would support a property tax increase of at least \$.10 per \$1,000 of assessed valuation to carry it out; 26.3% would support an increase of at least \$.25 per \$1,000. Conversely, 43.6% would not support a property tax increase, saying it should be funded by other means. (Q24)
- 75.9%** think the best use of land along river and stream corridors within rural areas of the County is to leave it in its natural state; 16.1% think recreational uses are best; 4.4% think residential development and 3.6% think agricultural uses are best. (Q25)

Conclusions: Natural resource features are highly valued and their protection is strongly supported by survey respondents. Almost all (95.6%) say that the natural environment positively influences their decision to live in Walworth County. Three-quarters think the best use of land along rural stream corridors is to leave it in its natural state. Most say the County should actively pursue the protection of woodlands, wetlands, park land, and endangered species habitat. Nevertheless, a property tax increase to carry out a protection program is less well supported.

County Ordinances and Regulatory Issues

Preferences related to County ordinances and regulatory issues are derived from questions in the survey section by that name.

- 50.2%** of respondents say they are not familiar with Walworth County's existing zoning ordinance, when asked about its status; 22.7% say the ordinance should be slightly revised; 10.3% say it should be completely redone; 9.4% say it should be maintained as is. (Q28)
- 47.7%** say the requirements and enforcement of the County's Subdivision Control Ordinance should be stricter; 8.4% say the requirements and enforcement should be relaxed; 20.3% say maintained as is; 23.6% have no opinion. For the requirements and enforcement of other ordinances—Zoning, Sanitation, and Erosion Control/ Stormwater Management—34.1% of respondents *on average* say should be stricter; 8.4% say relaxed; 30.3% say maintained as is; 27.3% have no opinion. (Q29)
- 48.4%** disagree or strongly disagree that the use of private lands should be based on the owners' preferences rather than being restricted by zoning (35.0% and 13.4%, respectively); 33.6% agree or strongly agree with owners' preferences being the basis for use of private lands (20.7% and 12.9%, respectively). (Q30)
- 74.1%** agree or strongly agree that local units of government have the responsibility to protect property owners and the community by regulating land use (49.2% and 24.9%, respectively); 10.3% disagree or strongly disagree. (Q31)
- 80.9%** agree or strongly agree that the use of zoning regulations is beneficial (52.6% and 28.3%, respectively); 5.4% disagree or strongly disagree. (Q32)

Conclusions: Despite some limited familiarity with zoning, there is widespread agreement that local units of government have a responsibility to provide protection by regulating land use, and that zoning regulations are beneficial (7:1 and 15:1 ratios of agreement over disagreement). Support for zoning is lower, but still strong, when the question is posed in terms of whether the use of private land should be based on zoning or owners' preferences. Stricter requirements and enforcement of existing ordinances—or maintaining them as is—all substantially outweigh a low level of support for relaxed requirements and enforcement.

Other Environmental Protection Policies

Preferences related to other environmental protection policies are derived from questions in survey sections addressing environmental issues and quality of life in Walworth County.

- 85.6%** of respondents say Walworth County government should encourage environmental preservation as it plans for future development, rather than remaining neutral (14.0%) or discouraging it (0.4%). (Q36)
- 82.7%** indicate that Walworth County government should regulate land uses that would adversely impact groundwater; 13.1% say provide information only; 4.2% prefer no County involvement. (Q26)
- 69.2%** say the County should actively pursue the protection of historic sites—a component of the cultural environment. (Q23)
- 47.1%** feel each property owner in rural areas of Walworth County should install and maintain their own sewage waste disposal system; 33.0% feel residents should link up with municipal sewer systems if nearby and available; 12.4% feel small sanitary districts should be created; and 7.5% feel non-sewered development should not be allowed. (Q27)

Conclusions: Support for environmental protection policies and preferences—beyond those discussed previously—is strong. The ratio of those who feel Walworth County government should encourage environmental preservation over those who feel the County should discourage it is greater than 200:1. Regulation of land uses that would adversely impact groundwater is also strongly supported (20:1), as is protection of historic sites. Regarding sewage disposal in rural areas, about half favor individual disposal systems—and half favor service by municipal sewer systems or small sanitary districts, or are opposed to unsewered development.

SUMMARY

A land use survey of randomly selected owners of real property in Walworth County was undertaken in summer 1999 in an effort to identify the range of viewpoints which might exist on land use issues, thereby broadening citizen participation in the 2020 land use planning program for Walworth County. A stratified random selection technique was used to draw a 15% sample from each of the cities, villages, and towns in the County. A return-by-mail questionnaire was sent and received by 4,287 resident property owners throughout the County. A total of 2,003 respondents completed and returned the questionnaire, a 46.7 percent response rate.

This chapter has presented a summary of the survey results. The survey questionnaire and the detailed results of the survey are presented in Appendix B. When analyzed and greatly distilled, the results from those 2,003 survey respondents form the basis for the following general conclusions:

- Respondents are very satisfied with living in Walworth County. Most would prefer to have the County stay on course or slow down with respect to its growth, but nevertheless continue to grow somewhat.
- Strong support exists for the preservation and continued active use of farmland in Walworth County. That support prevails, though in somewhat lower percentages, even when farmland preservation is cast against private property owner decisions.
- The continuation of family farming is as important to survey respondents as farmland, per se. Rural residential uses, however, are not seen as completely incompatible with the vision for agriculture.
- Regarding prime farmland, support for the current minimum buildable lot size of 35 acres substantially outweighs the support for a smaller lot size. Preferences are divided on the matter of lot size for rural land not considered to be prime farmland.
- Considerably more respondents indicate that residential growth should take place in urban areas than in rural areas of Walworth County. Even among growth supporters, a minority would like to see rural residential growth. A majority of respondents indicate that the County should remain neutral regarding residential housing as it plans for future development.

- There is greater support for all types of housing in urban areas than in rural areas. In both urban and rural areas, single-family housing is convincingly favored over all other types. However, there is considerably more support for duplexes, multi-family housing, and condominiums in urban areas.
- Respondents strongly feel that employment opportunities in Walworth County are important. Nevertheless, almost twice as many indicate that commercial and industrial development should be allowed as opposed to being encouraged. Support exists for concentrating businesses, and for zoned commercial and industrial areas.
- A neutral policy regarding retail development and tourism facilities is supported by a majority, while lesser percentages would either encourage or discourage such growth. Among commercial and industrial development supporters, a majority would encourage or allow both services and agricultural related businesses.
- A neutral policy regarding industrial development is supported by a majority of respondents. Among survey respondents in general, and commercial and industrial development growth supporters in particular, light industry is greatly favored over heavy industry.
- Natural resource features are highly valued and their protection is strongly supported. Almost all respondents say that the natural environment positively influences their decision to live in Walworth County. Three-quarters think the best use of land along rural stream corridors is to leave it in its natural state. Most say the County should actively pursue the protection of woodlands, wetlands, park land, and endangered species habitats.
- An overwhelming number of respondents feel Walworth County government should encourage environmental preservation compared to those who feel such action should be discouraged. Regulation of land uses that would adversely impact groundwater is also strongly supported, as is protection of historic sites.
- There is widespread agreement that local units of government have a responsibility to protect property owners and the community by regulating land use and that zoning regulations are beneficial. Support for zoning is lower, but still strong, when the matter is cast in terms of whether the use of private land should be based on zoning or landowners' preferences. Stricter requirements and enforcement of existing ordinances—or maintaining them as is—all substantially outweigh a low level of support for relaxed requirements and enforcement.

Chapter V

LAND USE OBJECTIVES

INTRODUCTION

Planning is a rational process for formulating and meeting objectives. Consequently, the formulation of objectives is an essential task that must be undertaken before plans can be prepared. This chapter presents a set of land use objectives recommended by the Walworth County Land Use Plan 2020 Technical Advisory Committee as a basis for the preparation and evaluation of the year 2020 County land use plan.

The land use objectives presented in this chapter reflect the basic objectives and concepts of the year 2010 County development plan. They are concerned with the location of new urban and rural development in the County, the preservation of environmental resources, and the preservation of agricultural resources. The objectives are consistent with the land use-related attitudes and preferences expressed by a majority of respondents to the countywide public opinion survey described in the previous chapter of this report.

It is important to understand the relationship of the land use objectives presented in this chapter, the County land use plan itself, and land use regulatory measures such as zoning and land division regulations. The land use objectives constitute goals which the County land use plan should seek to achieve. The objectives are intended to provide direction in the development of the County land use plan and are further intended for use in the evaluation of that plan. The land use plan designed in accordance with these objectives is intended to be used as a guide to decision-making regarding land use development and open space preservation in the County over time. Importantly, the land use plan should serve as a guide to the administration of land use regulations, including zoning and land division control ordinances, and should be referred to as a matter of course in deliberations on proposed zoning changes and proposed land divisions. Thus, the land use objectives and the land use plan are not regulatory mechanisms, but rather are guides to be considered in all deliberations on land use regulatory matters.

This chapter also presents the local comprehensive planning goals established in legislation on local comprehensive planning included in the State 1999-2001 biennial budget bill.

DEFINITIONS

Any statement of land use objectives must be cast in clearly defined terminology. Key terms used in the County land use objectives are defined on the following pages.

Urban Land/Urban development

“Urban land,” or “urban development” is defined as an area devoted to urban-density residential, commercial, industrial, governmental and institutional, recreational, and utility uses.²⁰ “Urban-density residential development” is defined as residential development at a density of more than one dwelling unit per five acres.

Urban Service Area

“Urban service area” is defined as an area which is currently served by, or could readily be served by, basic urban services and facilities—including, at a minimum, public sanitary sewer service, and typically also including public water supply service; an engineered stormwater management system; a relatively high level of police, fire protection, and emergency medical services; shopping and professional services; schools, libraries, and other institutions; parks which provide facilities for a range of outdoor recreation activities; pedestrian and bicycle-way facilities; an integrated system of local access streets, collector streets, and arterial streets and highways; and, in some cases, transit service.

Rural Land/Rural Development

“Rural land,” or “rural development,” is defined as land devoted to agricultural uses, conservancy and general open space uses, rural-density residential development, and those uses which, of necessity, require a rural location. “Rural-density residential development” is defined as residential development at a density of between 5 and 35 acres per housing unit, for new housing units.

Environmentally Significant Lands

“Environmental corridors” are defined as areas in the landscape which contain concentrations of natural resource features, including lakes, rivers, and streams and their associated undeveloped shorelands and floodlands; wetlands; woodlands; wildlife habitat; prairies; and rugged terrain and high relief topography. “Primary” environmental corridors are by definition at least two miles long, 200 feet in width, and 400 acres in size. “Secondary” environmental corridors are by definition at least one mile long and 100 acres in size. “Isolated natural resource areas” are remnant pockets of natural resource features—typically, wetlands and woodlands—which have been separated from the environmental corridors by agricultural or urban development; they are by definition at least five acres in size.

“Natural Areas” are defined as tracts of land 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. “Critical species habitat sites” are defined as areas, located outside natural areas, which are important for their ability to support rare, threatened, or endangered plant or animal species. Most, but not all, of the natural areas and critical species habitat sites in Walworth County are located within environmental corridors or isolated natural resource areas.

Prime Agricultural Lands

“Prime agricultural lands” are lands which are best suited for the production of food and fiber, consisting of parcels covered at least in half by soils in agricultural capability Classes I, II, and III.²¹

²⁰ *Urban areas may also contain conservancy lands which are permanently maintained as open space.*

²¹ *The U.S. Natural Resources Conservation Service has established an agricultural capability class system which classifies soils into eight groups (Classes I through VIII) according to their suitability for most kinds of field crops. Class I soils are the best suited for intensive farming. Soils in Classes II through VIII have progressively greater physical limitations and narrower choice of farm operations.*

Conservation Subdivisions

“Conservation subdivision” is a form of residential development which utilizes designs that concentrate housing units on a portion of a site while retaining the balance of the site in open use, thereby achieving the desired density for the site on an overall basis. Use of conservation subdivision designs in both urban and rural areas can result in better site design through the greater flexibility afforded; preserve significant natural features and environmentally sensitive lands; preserve a greater amount of open space; help minimize infrastructure construction and maintenance costs; and help minimize the amount of impervious surface area.

Residential Density

Residential density is a measure of the number of housing units accommodated per acre. Residential density is related to, but not the same as, residential lot size. A desired residential density for a given site may be achieved through various designs—including designs which divide the entire site into uniformly sized lots, and designs which involve conservation subdivisions as noted above.

Traditional Neighborhood Development

“Traditional neighborhood development” is defined as a compact, mixed-use neighborhood where residential, commercial, and civic buildings are within close proximity to each other. This type of development utilizes urban development conventions that were practiced prior to 1950, being characterized by neighborhoods with smaller lots; a variety of housing types, jobs, shopping, services and public facilities within the neighborhood; public open spaces; and a coordinated transportation system including facilities for pedestrians, bicycles, public transit, and automobiles, as appropriate. The overall design, including the layout of lots and blocks, encourages walking and bicycling as alternatives to automobile transportation within the neighborhood.

LAND USE OBJECTIVES

The year 2020 land use plan for Walworth County should be designed to achieve the following objectives:

1. A land use pattern which jointly meets the social, physical, and economic needs of the County and all the municipalities therein, with the amount of land identified for future urban and rural development properly related to anticipated growth in population and economic activity.
2. A spatial distribution of the various land uses which is properly related to, and maximizes the use of, existing public utilities and facilities. In particular, new urban development should occur within planned urban service areas.
3. A transportation system that provides efficient access, through various appropriate modes of transportation, to employment centers and to commercial, industrial, cultural, governmental and educational facilities.
4. The location of new urban residential development in well-planned neighborhood units. Traditional neighborhood development is an example of a type of neighborhood design which should be considered.
5. The conservation and revitalization, as needed, of existing urban lands to maintain their viability and attractiveness as places to live, work, and play.

6. The preservation and conservation of the natural resources within the County. In particular, the recommended land use plan should seek to:
 - Preserve primary environmental corridors, secondary environmental corridors, and isolated natural resource areas in essentially natural, open use. Lowland portions (wetlands and floodplains) should be retained in a natural condition. Development of upland portions should be confined to limited recreational uses and rural-density residential development.²²
 - Preserve natural areas and critical species habitat sites in a natural condition.
 - Preserve the floodwater conveyance and storage capacity of 100-year recurrence interval floodlands; and avoid new development in such floodlands.
 - Preserve important groundwater recharge areas.
7. The preservation of the agricultural resource base of the County. In particular, the recommended land use plan should seek to:
 - Preserve prime agricultural lands in the County, recognizing that limited conversion of prime agricultural lands to urban uses may be expected adjacent to expanding urban service areas.
 - Maintain existing large blocks of farmland to promote efficient farming and to minimize conflicts between farming operations and new non-farm uses—recognizing that this may necessitate the preservation of pockets of marginal soils which are located within areas where prime agricultural soils predominate.
8. The preservation of the rural character of other areas of the County (i.e., areas not identified as prime agricultural lands or environmentally significant lands) located beyond planned urban areas. In particular,
 - Lands located beyond planned urban service areas should be retained in rural uses—agricultural, conservancy and general open space uses, rural-density residential development, and those uses which, of necessity, may require a rural location.
 - Conservation subdivision development is one example of rural residential development that may be considered.
 - Given the diversity of conditions that exist in the rural areas of the County, and the need to appropriately reflect local land use objectives, planning for rural areas should be cooperatively undertaken by the County and individual towns.

²² *Much of the land in environmental corridors and isolated natural resource areas in Walworth County is effectively protected under the Walworth County Zoning Ordinance and the Walworth County Shoreland Zoning Ordinance. Moreover, protection of such lands within sanitary sewer service areas is also provided through State regulation of sanitary sewer extensions. State agencies responsible for the review of sanitary sewer extensions (the Wisconsin Departments of Natural Resources and Commerce) will not approve the extension of sanitary sewers to serve new urban development in primary environmental corridors, or in portions of secondary environmental corridors or isolated natural resource areas which are comprised of wetlands, floodplains, shorelands, or steep slopes.*

STATE PRESCRIBED LOCAL COMPREHENSIVE PLANNING GOALS

The State 1999-2001 biennial budget bill (1999 Wisconsin Act 9) included legislation changing the framework for comprehensive planning in Wisconsin. The new law requires that a comprehensive plan include nine plan elements, including a land use element. The new law establishes 14 local comprehensive planning goals. The State-prescribed local comprehensive planning goals are as follows:

- a) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- b) Encouragement of neighborhood designs that support a range of transportation choices.
- c) Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- d) Protection of economically productive areas, including farmland and forests.
- e) Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- f) Preservation of cultural, historic, and archeological sites.
- g) Encouragement of coordination and cooperation among nearby local units of government.
- h) Building of community identity by revitalizing main streets and enforcing design standards.
- i) Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- j) Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- k) Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
- l) Balancing individual property rights with community interests and goals.
- m) Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- n) Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Many of the State-prescribed comprehensive planning goals are directly or indirectly related to land use planning and will be addressed in this County land use plan. However, certain goals—for example, goals related to housing and economic development—will necessarily be addressed more specifically in other elements of the County comprehensive plan. The land use element will provide an overall framework for the preparation of other elements of the comprehensive plan.

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Chapter VI

RECOMMENDED LAND USE PLAN

INTRODUCTION

A county land use plan is an official statement of a county's recommendations regarding future urban and rural development and open space preservation. Such a plan is intended to serve a number of important purposes. Most importantly, a county land use plan is intended to help guide county and local decision-making on land use matters, providing a means of relating day-to-day development decisions to long-range land use objectives. While the plan is primarily intended to serve as a guide in public decision-making on land use matters, the plan should also serve to increase the general awareness and understanding of County and local land objectives by landowners, developers, and other private interests in the County.

This chapter presents a long-range land use plan for Walworth County, a plan for the year 2020. The plan represents an update and extension ten years into the future of the previously adopted year 2010 County plan. Like the year 2010 plan, the new County plan was prepared as a refinement of the regional land use plan, which was previously extended to the year 2020. The new County plan retains and builds upon the basic principles and concepts of the previously adopted County plan. The new plan was designed to achieve the County land use objectives set forth in Chapter V, which, in turn, reflect broadly held attitudes and preferences of County residents, as revealed in a countywide public opinion survey on land use matters, summarized in Chapter IV.

The new County land use plan takes into account town land use plans which have been formally adopted by town plan commissions and/or town boards. As indicated in Table 13, local land use plans have been formally adopted by the Towns of Delavan, East Troy, Geneva, LaGrange, Linn, Lyons, Sharon, Spring Prairie, Sugar Creek, and Troy. The basic principles and concepts of each of these plans were found to be consistent with the County land use objectives, and the plans have been incorporated, in a generalized manner, into the County plan. Noteworthy differences between the county and town land use recommendations are described in the appropriate sections of this chapter.

As noted in Chapter I, it was the decision of the Walworth County Land Management Committee, at the onset of this planning process, that the County land use plan should legally apply only to the unincorporated area of the County. Accordingly, the land use plans of incorporated cities and villages were not directly taken into consideration in the preparation of the County land use plan. As an alternative, locally adopted sanitary sewer service area plans for public sewage treatment plants, prepared as a refinement of the regional water quality management plan, were incorporated into the County land use plan. The sewer service area plans were used as a basis for delineating urban service areas within which a range of basic urban services and facilities should be provided. The planning reports which document the local sanitary sewer service area plans are listed in Table 14.

Table 13

ADOPTED TOWN LAND USE PLANS IN WALWORTH COUNTY: DECEMBER 2000

Town	Name of Plan Document	Staff Assistance by	Adoption Date ^a
Delavan	<i>Master Land Use Plan Update, Town of Delavan</i>	Camiros, Ltd.	May 1991
East Troy	<i>Land Use Plan, Town of East Troy, Wisconsin</i>	Camiros, Ltd.	June 1994
Geneva	SEWRPC Community Assistance Planning Report No. 211, <i>A Land Use Plan for the Town of Geneva, Walworth County, Wisconsin</i>	SEWRPC	October 1997
LaGrange	SEWRPC Community Assistance Planning Report No. 168, <i>A Land Use Plan for the Town of LaGrange, Walworth County, Wisconsin</i>	SEWRPC	December 1990
Linn	<i>Land Use Plan, Town of Linn, Wisconsin</i>	Camiros, Ltd.	November 1993
Lyons	SEWRPC Community Assistance Planning Report No. 249, <i>A Land Use Plan for the Town of Lyons, Walworth County, Wisconsin</i>	SEWRPC	December 2000
Sharon	SEWRPC Community Assistance Planning Report No. 228, <i>A Land Use Plan for the Town of Sharon, Walworth County, Wisconsin</i>	SEWRPC	October 1998
Spring Prairie	SEWRPC Community Assistance Planning Report No. 251, <i>A Land Use Plan for the Town of Spring Prairie, Walworth County, Wisconsin</i>	SEWRPC	November 2000
Sugar Creek	SEWRPC Community Assistance Planning Report No. 220, <i>A Land Use Plan for the Town of Sugar Creek, Walworth County, Wisconsin</i>	SEWRPC	August 1995 ^b
Troy	SEWRPC Community Assistance Planning Report No. 229, <i>A Land Use Plan for the Town of Troy, Walworth County, Wisconsin</i>	SEWRPC	July 1998

^aIndicates town board adoption date where adopted by both the town board and the town plan commission.

^bThe plan was adopted in August 1995; an amendment to the plan text was adopted in May 1998.

Source: SEWRPC.

Table 14

ADOPTED SANITARY SEWER SERVICE AREA PLANS IN WALWORTH COUNTY: DECEMBER 2000

Community/Sanitary District	Name of Plan Document	Local Adoption Dates	
		Date of Plan Adoption	Date of Most Recent Amendment
Village of East Troy Town of East Troy Sanitary District No. 2	SEWRPC Community Assistance Planning Report No. 112 (3 rd Edition), <i>Sanitary Sewer Service Area for the Village of East Troy and Environs, Walworth County, Wisconsin.</i>	November 2000	- -
Village of Fontana Village of Walworth Town of Linn Sanitary District	SEWRPC Community Assistance Planning Report No. 219, <i>Sanitary Sewer Service Area for the Villages of Fontana and Walworth and Environs, Walworth County, Wisconsin</i>	June 1995	- -
Village of Genoa City	SEWRPC Community Assistance Planning Report No. 175 (2 nd Edition), <i>Sanitary Sewer Service Area for the Village of Genoa City, Kenosha and Walworth Counties, Wisconsin (As amended)</i>	May 1996	June 1999
City of Lake Geneva Town of Linn Sanitary District	SEWRPC Community Assistance Planning Report No. 203, <i>Sanitary Sewer Service Area for the City of Lake Geneva and Environs, Walworth County, Wisconsin</i>	January 1993	- -
Town of Lyons Sanitary District No. 2 Town of Lyons Country Estates Sanitary District	SEWRPC Community Assistance Planning Report No. 158 (2 nd Edition), <i>Sanitary Sewer Service Area for the Town of Lyons Sanitary District No. 2, Walworth County, Wisconsin</i>	August 1993	- -
Pell Lake Sanitary District No. 1	SEWRPC Community Assistance Planning Report No. 225, <i>Sanitary Sewer Service Area for the Pell Lake Sanitary District No. 1, Walworth County, Wisconsin</i>	June 1996	- -
Walworth County Metropolitan Sewerage District (WalCoMet): Village of Darien, Village of Williams Bay, City of Delavan, City of Elkhorn; Town of Linn Sanitary District, Delavan Lake Sanitary District, Geneva National Sanitary District; Lake Como Beach Sanitary District No. 1; Town of Walworth Utility District No. 1	SEWRPC Community Assistance Planning Report No. 56 (2 nd Edition), <i>Sanitary Sewer Service Areas for the Walworth County Metropolitan Sewerage District (As amended)</i>	August 1991	June 2000
City of Whitewater	SEWRPC Community Assistance Planning Report No. 94 (2 nd Edition), <i>Sanitary Sewer Service Area for the City of Whitewater, Walworth County, Wisconsin</i>	February 1995	- -
Village of Mukwonago Rainbow Springs Resort	SEWRPC Community Assistance Planning Report No. 191, <i>Sanitary Sewer Service Area for the Village of Mukwonago, Waukesha County, Wisconsin (As amended)</i>	November 1990	December 1999

Note: Each of the above plans has been adopted by the concerned sewage treatment plant operator and the Regional Planning Commission as an amendment to the regional water quality management plan.

Source: SEWRPC.

Table 15

ADOPTED CITY AND VILLAGE LAND USE PLANS IN WALWORTH COUNTY: DECEMBER 2000

Municipality	Name of Plan Document	Staff Assistance by	Adoption Date ^a
Darien (Village)	<i>Comprehensive Master Plan, Village of Darien, Wisconsin</i>	Vandewalle and Associates	May 1998
Delavan (City)	<i>Comprehensive Master Plan Update, City of Delavan</i>	Vandewalle and Associates	November 1999
East Troy (Village)	<i>Village of East Troy Comprehensive Land Use Plan: 2020</i>	Independent Inspections, Ltd.	July 2000
Elkhorn (City)	<i>The Elkhorn 2020 Community Development Plan</i>	Teska Associates, Inc.	December 2000
Fontana-on-Geneva Lake (Village)	<i>Village of Fontana-on-Geneva Lake Comprehensive Master Plan</i>	Vandewalle and Associates	December 1991
Lake Geneva (City)	<i>Comprehensive Master Plan, City of Lake Geneva</i>	Vandewalle and Associates	March 1999
Mukwonago (Village)	<i>Designing Mukwonago—Comprehensive/Master Plan for the Village of Mukwonago</i>	Village of Mukwonago Planning Department	April 2000
Whitewater (City)	<i>Quadrant Neighborhood Land Use Plans</i>	Vandewalle and Associates	August 1996
Williams Bay (Village)	<i>The Comprehensive Plan of Williams Bay</i>	Teska Associates, Inc.	August 1999

Note: The Village of Walworth adopted a master plan in March, 2001.

^aIndicates city/village board adoption date where adopted by both the city/village board and the city/village plan commission.

Source: SEWRPC

It should be noted that, by December 2000, local land use plans had been adopted by nine cities and villages with territory in Walworth County. The planning reports documenting the city and village land use plans are listed in Table 15. These plans should be referred to for further information regarding locally proposed land use within the respective municipal planning areas.

PLAN OVERVIEW

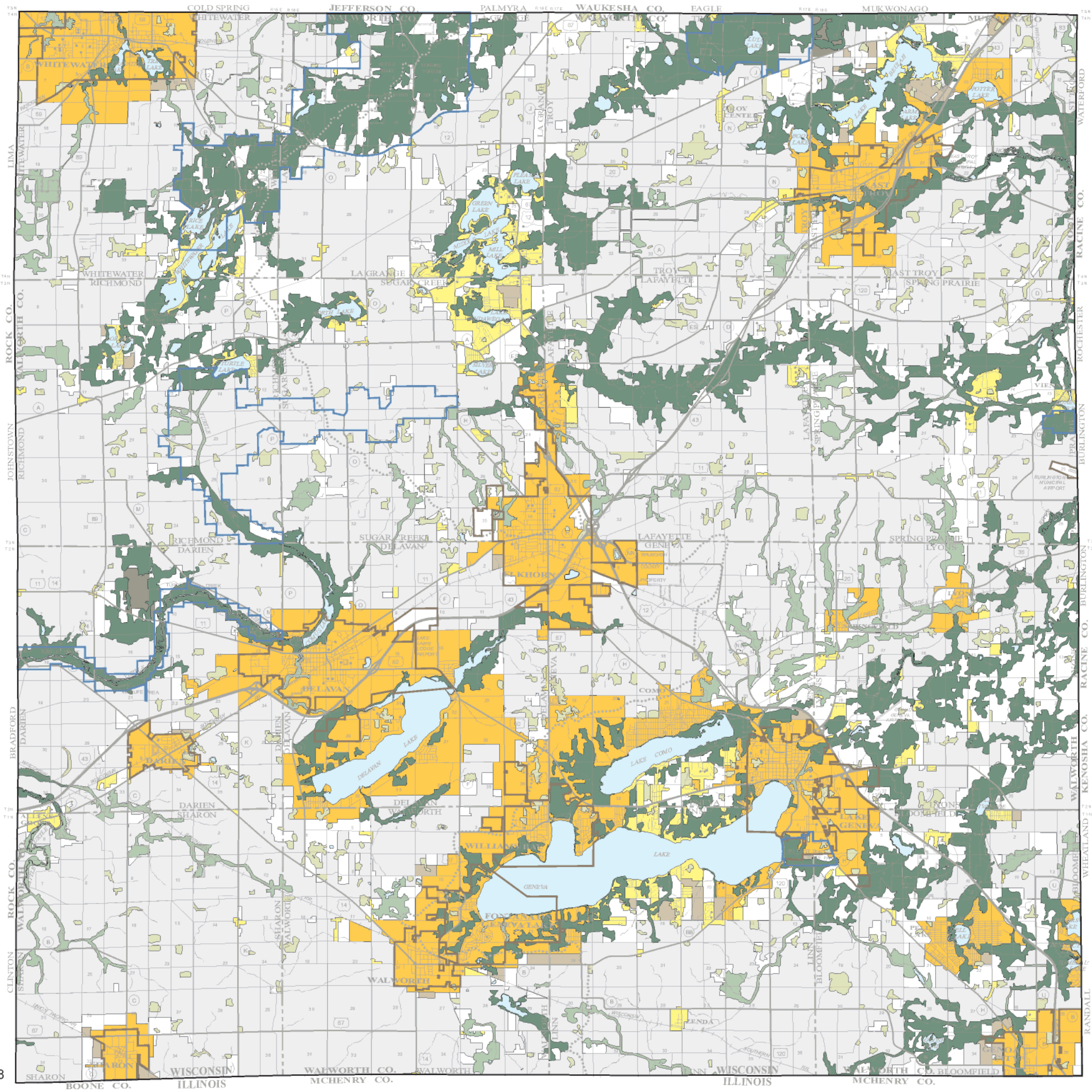
The County land use plan seeks to preserve and maintain what are perceived to be the best attributes of the County while accommodating significant urban growth. The basic recommendations of the year 2020 plan are the same as those of the year 2010 plan. In brief, the County land use plan recommends the following:

- That new urban development should occur within planned urban service areas, which provide basic urban services and facilities, including public sanitary sewer service.
- That environmentally significant areas—including the identified environmental corridors and isolated natural resource areas—should be preserved in essentially natural, open uses.
- That prime agricultural lands should be preserved except as necessary to accommodate planned urban service area expansion.
- That other areas of the County located beyond the planned urban service areas should be retained in rural uses.

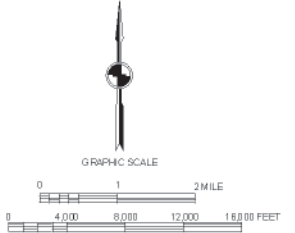
The recommended Walworth County land use plan is presented graphically on Map 9. Quantitative data relative to the plan are presented in Table 16. The balance of this chapter describes in greater detail County land use plan recommendations with respect to urban development, environmentally significant lands, prime agricultural lands, and other rural lands in the County.

Map 9

RECOMMENDED LAND USE PLAN FOR WALWORTH COUNTY: 2020



- URBAN SERVICE AREA
(adopted public sanitary sewer service area)
- SPECIAL SEWER SERVICE AREA
- OTHER URBAN LAND
- LANDS IN THE A-3 AGRICULTURAL LAND HOLDING DISTRICT LOCATED BEYOND THE PLANNED URBAN SERVICE AREAS AND OTHER URBAN LANDS
- PRIME AGRICULTURAL LAND
- OTHER AGRICULTURAL, RURAL RESIDENTIAL, AND OTHER OPEN LAND
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- SURFACE WATER
- WISCONSIN DEPARTMENT OF NATURAL RESOURCES PROJECT BOUNDARY



Source: SEWRPC.

Table 16

PLANNED LAND USE IN WALWORTH COUNTY: 2020

Land Use Category	Square Miles	Percent of County
Urban Service Area (Adopted Public Sanitary Sewer Service Area ^a)	67.3	11.7
Other Urban Land	13.0	2.2
Special Sewer Service Area ^b	0.7	0.1
Other Land in the A-3 Agricultural Land Holding District ^c	3.1	0.5
Environmentally Significant Lands:		
Primary Environmental Corridor	99.5	17.3
Secondary Environmental Corridor	14.3	2.5
Isolated Natural Resource Area	13.1	2.3
Subtotal	126.9	22.1
Prime Agricultural Land	303.5	52.6
Other Agricultural, Rural Residential, and Other Open Land	62.0	10.8
Total	576.5	100.0

^aReflects public sanitary sewer service area plans, other than plans for special sewer service areas, which have been adopted by the concerned local sewage treatment plant operator and the Regional Planning Commission as amendments to the regional water quality management plan. The indicated area includes the generalized sewer service area for the Village of Sharon and the Powers-Benedict-Tombeau Lakes area, which have not been refined and detailed in local sewer service area plans.

^bAlpine Valley, Mallard Ridge, and Rainbow Springs sewer service areas.

^cLand in the A-3 Agricultural Land Holding District of the Walworth County Zoning Ordinance—located beyond the planned urban service areas and other urban lands.

Source: SEWRPC.

URBAN SERVICE AREAS AND OTHER URBAN LANDS

Overview

Chapter V of this report included definitions of key terms which underlie the County land use objectives and the County land use plan itself. As indicated in Chapter V, for purposes of the County land use plan, “urban land” or “urban development” has been defined as areas devoted to urban-density residential, commercial, industrial, governmental and institutional, recreational, and utility uses. “Urban-density residential development” has been defined as residential development at a density of more than one dwelling unit per five acres. “Rural-density residential development” has been defined as residential development at a density of one dwelling unit or less per five acres.

This section presents County land use plan recommendations for urban development within the County. In general, the County land use plan recommends that most new urban development occur in planned urban service areas which provide a full range of basic urban services and facilities. The plan further envisions some additional urban development beyond the planned urban services—largely in areas which have been previously committed to urban use through existing zoning, subdivision platting, or adopted town land use plans; the plan does not envision a full range of urban services and facilities in such areas, anticipating reliance upon onsite sewage disposal and water supply systems rather than centralized utilities, for example.

The land use plan also recognizes that there has been, and will likely continue to be, a demand for residential development beyond areas identified in the plan for urban use. The plan recommends that this demand be met through rural-density residential development which is designed to maintain rural character and which is properly related to the agricultural and natural resource base.²³ Under the plan, such residential development could be accommodated in upland conservancy areas and in non-prime farming areas, as discussed in later sections of this chapter. The plan envisions that such rural-density residential development would be provided with minimal services and facilities, with sewage treatment and water supply provided via onsite systems.

²³It should be noted that, under the plan, a “density bonus” may be allowed for rural conservation subdivisions which preserve open space.

Urban Service Areas

The County land use plan recommends that most new urban development occur in planned urban service areas. As defined in Chapter V, an urban service area is an area which is currently served by, or could readily be served by, basic urban services and facilities—including, at a minimum, public sanitary sewer service, and typically also including public water supply service; an engineered stormwater management system; a relatively high level of police, fire protection, and emergency medical services; shopping and professional services; schools, libraries, and other institutions; parks which provide facilities for a range of outdoor recreation activities; pedestrian and bicycle-way facilities; an integrated system of local access streets, collector streets, and arterial streets and highways; and, in some cases, transit service.

On the County land use plan map, the planned urban service areas have been represented by the boundaries of the planned public sanitary sewer service areas that have been adopted as part of the regional water quality management plan.²⁴ The boundaries of the planned sewer service areas are the outer limits of the areas to which public sanitary sewer service may be extended. The local public sewer service area plans are part of the regional water quality management plan; they are prepared in accordance with the provisions Chapter NR 121 of the *Wisconsin Administrative Code*, which governs the preparation of regional water quality management plans, including the sewer service area components of such plans. In all but two cases, the sewer service areas in Walworth County have been identified through detailed local sewer service area planning efforts, cooperatively undertaken by the local sewage treatment plant operator, the concerned local units of government, and the Regional Planning Commission. The planned sewer service areas shown on Map 9 for the Village of Sharon and the Powers-Benedict-Tombeau Lakes area are generalized areas which have yet to be refined and detailed through local sewer service area planning efforts.

In delineating planned sewer service areas, communities generally include sufficient amounts of developable land to accommodate substantial increases in residential, commercial, and other urban development. In most cases, the planned sewer service areas would accommodate future population levels envisioned under Regional Planning Commission high-growth projections for the year 2020. Nevertheless, it may be expected that the planned sewer service areas will be revised from time to time. Future revisions may occur in the form of ad hoc amendments required to accommodate the provision of sewer service to proposed urban development which was not foreseen when the local sewer service area plan was prepared. In addition, a comprehensive review and update is carried out for each sewer service area on a periodic basis, in order to ensure that the planned service area properly reflects changing local land use objectives and needs as well as reasonable growth projections. Moreover, future local sewer service area planning efforts for the Village of Sharon and for the Powers-Benedict-Tombeau Lakes area may alter the generalized sewer service areas shown on Map 9. It is also noted that a sewerage facilities plan was completed for the Linn Sanitary District in January 2000; this facilities plan could lead to proposals to amend the regional water quality management plan, including changes to the planned sewer service area in the Town of Linn. Upon appropriate adoption as amendments to the regional water quality management plan, such future local sewer service area plan changes would effectively amend the County land use plan.

The urban service areas identified on the land use plan map—excluding the environmental corridors and isolated natural resource areas contained within the urban service areas—encompass a combined area of about 67 square miles, or 12 percent of the County. Of that total area, about 31 square miles were in urban-related uses in 1995. The balance of the urban service areas—about 36 square miles, or 6 percent of the County—was in agricultural and other open uses.²⁵

²⁴*Certain special purpose sewer service areas—namely, Alpine Valley, the Mallard Ridge landfill site, and the Rainbow Springs area—have been specially identified on the land use plan map as “special sewer service areas,” as described later in this section.*

²⁵*This figure includes small wetlands and surface water areas located outside environmental corridors and isolated natural resource areas, along with other areas covered by soils unsuitable for urban development. Consequently, a portion of the agricultural and other open space lands specified are unsuitable for urban development.*

The County land use plan reaffirms the recommendation of the year 2010 plan that new urban development in the County should occur largely in areas which provide a full range of urban services and facilities. This recommendation is based upon a number of tenets:

- That a large segment of the population desires to reside in areas which provide a relatively full range of urban service and facilities, including, at a minimum, public sanitary sewer service and typically also including public water supply service; planned stormwater management systems; a relatively high level of public safety services including police, fire protection, and emergency medical services; shopping and professional services; schools, libraries, and other institutions; parks which provide facilities for a range of outdoor recreation activities; pedestrian and bicycle-way facilities; an integrated system of local access streets, collector streets, and arterial streets and highways; and, in some cases, transit service. The plan recognizes that these facilities and services are important to public health and safety and to the overall quality of life.
- That the aforementioned services and facilities can be most efficiently and conveniently provided within relatively compact, contiguous urban areas and that certain facilities and services—such as neighborhood schools and various forms of transit service—can, as a practical matter, only be provided where there are sufficient concentrations of urban development.
- That directing new urban development toward existing urban centers which have historically provided basic urban services and facilities will serve to maximize the use of publicly financed existing utility infrastructure and service systems and will, in addition, help to maintain the overall vitality of existing urban areas.
- That the density options available within planned urban service areas will help to moderate the total amount of land needed to accommodate future growth in population and economic activity within the County.
- That directing new urban development toward existing urban centers will help avoid the unnecessary loss of agricultural land—as well as the conflicts which may arise between abutting agricultural and residential areas—and will help to avoid the unnecessary loss of outlying environmentally significant areas.
- That directing new urban development toward existing urban centers will help avoid increases in demand for services in outlying areas, where facilities such as rural highways and services such as rural fire departments are typically not designed or structured to accommodate widespread urbanization.

Other Urban Land

In addition to the planned urban service areas, the County land use plan map also identifies “other urban land.” Included in this category are the following lands located beyond the planned urban service areas: existing enclaves of residential, commercial, or other urban development;²⁶ other areas platted and approved for urban development; and areas specifically identified on adopted town land use plan maps for urban use. Most of the lands in the last category have already been zoned for urban development, or have been placed in the A-3 Agricultural Land Holding District under County zoning.

The plan proposes that “urban” development beyond the planned urban service areas generally be limited to development within the areas identified on the plan map as “other urban lands” as well as to urban land uses which, of necessity, may have to be accommodated in outlying areas, such as highway-related business, agriculture-related business, utility facilities, or park and recreation facilities. Even though they may be urban in character, the plan does not envision that such lands would be provided with a full range of urban services and facilities. The plan envisions that these areas would be served by onsite sewage disposal and water supply systems—including, potentially, collective systems which serve more than one property.

²⁶*The delineation of existing urban enclaves followed mapping conventions similar to those used in the Regional Planning Commission’s historical urban growth inventory, as described in Chapter II of this report.*

Lands in the A-3 Agricultural Land Holding District

Also shown on Map 9 are those lands that have been placed in the A-3 Agricultural Land Holding District of the Walworth County Zoning Ordinance which are located beyond the identified urban service areas and other urban lands. The stated primary purpose of the A-3 zoning district is to preserve for a limited time period in agricultural and related open space uses those lands generally located adjacent to existing incorporated urban centers within the County where urban expansion is planned to take place. This zoning district is intended to defer urban development in such areas until the appropriate legislative body concerned determines that it is economically and financially feasible to provide public services and facilities. The County Zoning Ordinance indicates that the status of all areas in this district should be reviewed at a frequency of no less than once every five years in order to determine whether there should be a transfer to some other zoning district. The Zoning Ordinance indicates that such review should consider the need for permitting other uses, the nature of such uses, and the cost and availability of the public services which will be necessitated by the new uses.

Most of the A-3 zoned lands in the County are located within the identified planned urban service areas and other urban lands. The A-3 zoned lands which are located beyond the identified service areas and other urban lands are shaded in a tan color on Map 9.

Special Sewer Service Areas

Three areas—Alpine Valley, the Mallard Ridge landfill site, and the Rainbow Springs area—are designated on the land use plan map as “special sewer service areas.” These areas have been identified as planned sewer service areas under the regional water quality management plan in response to special circumstances and needs. The first two sites have been identified as planned sewer service areas in the regional water quality management plan to enable the extension of sanitary sewer service for specific purposes—to provide service to recreational facilities at Alpine Valley and the landfill facility at Mallard Ridge.

The Rainbow Springs area was added to the planned sewer service area tributary to the Village of Mukwonago sewage treatment plant in 1984. The area was added primarily to enable the provision of public sanitary sewer service to resort-recreational facilities which had been developed in the Waukesha County portion of the site. The Walworth County portion of the site was included in the sewer service area because it was under the same ownership. When the regional water quality management plan was amended to include Rainbow Springs, it was envisioned that sewer service would be provided to serve recreation-oriented uses; it was not envisioned that the area would be developed for intensive urban uses.

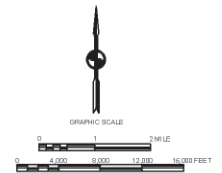
Related Town Plan Considerations

The urban development recommendations of each of the adopted town plans are generally consistent with the County land use plan recommendations set forth above. On the whole, the adopted town plans seek to direct new urban development to urban service areas and to limit new urban development outside the planned urban service areas to lands previously committed to such use through zoning or through approved land divisions.

Some of the town plan maps (the Towns of Delavan, Geneva, Linn, and Lyons) suggest the future expansion of the planned sanitary sewer service areas to include certain adjacent lands. The general locations of these areas are shown on Map 10. Such changes to planned sewer service areas would have to be made with the cooperation of the local sewage treatment plant operator.²⁷

²⁷*The Town of Geneva land use plan envisions that certain Town lands in the Elkhorn sewer service area will be retained in agricultural use or other open use at least until the Town plan design year (2010) and that certain Town lands in the Lake Como Beach-Geneva National-Williams Bay sewer service area will be permanently limited to rural-density development. In addition, the Town of Sugar Creek land use plan envisions that certain Town lands in the Elkhorn sewer service area will be retained in agricultural and other open space use at least until the Town plan design year (2010).*

POTENTIAL CHANGES TO PLANNED SANITARY SEWER SERVICE AREAS INDICATED IN ADOPTED TOWN LAND USE PLANS IN WALWORTH COUNTY



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ENVIRONMENTALLY SIGNIFICANT LANDS

Within Walworth County and the Southeastern Wisconsin Region, existing natural resource features, such as surface water, wetlands, woodlands, and wildlife habitat areas, are concentrated in areas of the landscape which have been identified as environmental corridors. The environmental corridor concept and the importance of preserving these corridors was described in Chapter II. “Primary environmental corridors” contain a 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. “Secondary environmental corridors” also contain a variety of natural resource features and are, by definition, at least 100 acres in size and one mile in length. In addition, smaller concentrations of natural resource base elements exist in the landscape, having been separated from the environmental corridors by urban or agricultural land uses; those areas which are five acres or greater in size have been defined as “isolated natural resource areas.”

The County land use plan recommends the preservation of the environmental corridors and isolated natural resources in essentially natural, open uses. Such preservation will help to maintain the overall quality of the environment of the County, to preserve the County’s cultural and natural heritage and natural beauty, and to provide opportunities for recreational and educational pursuits. Since these areas are physically not well suited for urban development, their preservation can help avoid the creation of new developmental and environmental problems.

The environmental corridors and isolated natural resource areas recommended for preservation under the County land use plan are shown on Map 9. The primary environmental corridors shown on Map 9 encompass 100 square miles; the secondary environmental corridors encompass 14 square miles; and the isolated natural resource areas encompass 13 square miles. In total, these environmentally significant areas encompass 127 square miles, or 22 percent of the County.²⁸ The identified environmental corridors and isolated natural resource areas include additions to such areas that have been proposed in local sanitary sewer service area plans. These additions consist largely of floodplains which are currently in agricultural use and which may be expected to revert to a natural condition and be incorporated into adjacent environmental corridors as urban development proceeds in surrounding areas. Conversely, the environmental corridors and isolated natural resource areas shown on Map 9 generally exclude upland areas known to be committed to urban development through publicly sanctioned land divisions.

While seeking to preserve environmentally significant areas, the County land use plan recognizes that certain transportation and utility facilities may, of necessity, have to be located within such areas and recognizes further that certain limited residential and recreational uses may be accommodated in such areas without jeopardizing their overall integrity. Table 17 provides a set of guidelines for development considered to be compatible with the environmental corridors and isolated natural resource areas. Table 17 is not exhaustive; it lists the major types of development considered compatible with the preservation of these areas. With good judgement, the guidelines set forth in Table 17 may be extended to, and used in the evaluation of, proposals for similar types of development not specifically listed in that table.

As indicated in Table 17, under the County plan, limited residential development could be accommodated in upland environmental corridors and isolated natural resource areas, excluding areas of steep slope, at a density of no more than one dwelling unit per five acres of upland. In fact, upland environmentally sensitive lands in the unincorporated areas of the County have generally been placed in the County’s C-2 Upland Resource Conservation zoning district, which district allows five-acre density residential development. Where such very low-density residential development is accommodated, the County land use plan strongly encourages the use of conservation subdivision designs, as discussed later in this chapter.

²⁸*The indicated areas include the area of surface water within the environmental corridors and isolated natural resource areas.*

Table 17

GUIDELINES FOR DEVELOPMENT CONSIDERED COMPATIBLE WITH ENVIRONMENTAL CORRIDORS

Component Natural Resource and Related Features within Environmental Corridors ^a	Potential Development															Rural-Density Single-Family Residential Development (see General Development Guidelines below)
	Transportation and Utility Facilities (see General Development Guidelines below)				Recreational Facilities (see General Development Guidelines below)											
	Streets and Highways	Utility Lines And Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities ^b	Trails ^c	Picnic Areas	Family Camping ^d	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard- Surface Courts	Parking	Buildings	
Lakes, Rivers, And Streams	-- ^e	-- ^{f,g}	--	-- ^h	-- ⁱ	--	--	X	X	--	--	--	--	--	--	--
Shoreline.....	X	X	--	X	X ^l	X	--	X	X	--	X	--	--	--	--	--
Floodplain	-- ^j	X	--	X	--	X	--	--	X	--	--	--	--	--	--	--
Wetland ^k	-- ^j	X	X	X	X ^l	--	--	--	X	--	--	--	--	--	--	--
Wet Soils.....	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--
Woodland.....	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X
Wildlife Habitat.....	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--	-- ^m	--	--	--	--	X ⁿ	X	--	--	--	--	--
Prairie.....	--	-- ^g	--	--	-- ^m	--	--	--	--	--	--	--	--	--	--	--
Park.....	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--
Historic Site.....	--	-- ^g	--	--	-- ^m	--	--	--	--	--	--	--	--	--	--	--
Scenic Viewpoint.....	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X
Scientific or Natural Area Site	--	-- ^g	--	--	-- ^m	--	--	--	--	--	--	--	--	--	--	--

NOTE: An “X” indicates that facility development may be permitted within the specified natural resource feature and may be subject to conditional use review and approval, or other approving agencies review and approval. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

GENERAL DEVELOPMENT GUIDELINES

- **Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions.

The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- **Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area within the subject parcel should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands within the subject parcel should be developed for recreational facilities. In certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings.

The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- **Single-Family Residential Development:** Limited single-family residential development within the environmental corridor may occur in various forms ranging from development on large rural estate lots to clustered single-family development. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site less the acreage covered by surface water and wetlands by five. Individual lots should contain a minimum of approximately one acre of land determined to be developable for each housing unit—with developable lands being defined to include upland areas, excluding areas of steep slope.

Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the land use plan.

^aThe natural resource and related features are defined as follows:
Lakes, Rivers, and Streams: Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U. S. Geological Survey quadrangle maps.
Shoreline: All lands within 75 feet of any navigable body of water.
Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 100-year recurrence interval flood event.
Wetlands: Includes areas one acre or more in size in which the water table is at, near, or above the land surface and which are characterized by both hydric soils and by the growth of sedges, cattails, and other wetland vegetation.
Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.
Woodlands: Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.
Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.
Steep Slope: Includes areas with land slopes of 12 percent or greater.
Prairies: Includes open, generally treeless areas which are dominated by native grasses.
Park: Includes public and nonpublic park and open space sites.
Historic Site: Includes sites listed on the National Register of Historic Places.
Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.
Scientific and Natural Area Sites: Includes tracts of land and water so little modified by human activity that they contain intact native plant and animal communities believed to be representative of the pre-settlement landscape.

^bIncludes such improvements as stream channel modifications and such facilities as dams.

^cIncludes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. Trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.

^dIncludes areas intended to accommodate camping in tents, trailers, or recreational vehicles which remain at the site for short periods of time typically ranging from an overnight stay to a two-week stay.

^eCertain transportation facilities such as bridges may be constructed over such resources.

^fUtility facilities such as sanitary sewers may be located in or under such resources.

^gElectric power transmission lines and similar lines may be suspended over such resources.

^hCertain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

ⁱBridges for trail facilities may be constructed over such resources.

^jStreets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands.

^kAny development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

^lOnly an appropriately designed boardwalk/trail should be permitted.

^mOnly appropriately designed and located hiking and cross-country ski trails should be permitted.

ⁿOnly an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC.

The primary environmental corridors and isolated natural resource areas shown on Map 9 encompass certain particularly significant areas referred to as “natural areas” and “critical species habitat sites.” Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Critical species habitat sites consist of areas, located outside natural areas, which are important for their ability to support endangered, threatened, or rare plant or animal species. An inventory of such sites throughout the Southeastern Wisconsin Region was completed by the Regional Planning Commission in 1994.

Identified natural areas and critical species habitat sites in Walworth County are described in Chapter II of this report (see Map 4 and Tables 3 and 4). These sites should be preserved in a natural condition. The majority of these sites have been recommended for protective public or private acquisition under the regional natural areas and critical species habitat protection and management plan adopted by the Walworth County Board of Supervisors in 1998.

Also shown on Map 9 are the boundaries of project areas approved by the Wisconsin Natural Resources Board for State forests, parks, and wildlife areas in the County. Lands within the approved project boundaries have been identified by the Board as appropriate additions to State forest, park, and wildlife areas. Such lands are intended to be acquired by the Wisconsin Department of Natural Resources, on a willing buyer-willing seller basis, for recreational or open space purposes as funding permits. As additional lands are acquired by the Department and restored to a natural condition, the extent of environmental corridors and isolated natural resource areas in the County may be expected to increase. For example, State land acquisition and attendant grassland and wetland restoration in the most recently approved State project area in the County—the Turtle Valley Wildlife Area—could significantly increase the extent of environmental corridors and isolated natural resource areas in the Towns of Richmond and Sugar Creek.

In addition to State-sponsored activity, efforts on the part of the County and local units of government and private interests to acquire land or conservation easements—accompanied by wetland, grassland, or forest restoration efforts—could also result in future increases in the extent of environmental corridors and isolated natural resource areas in the County.

Related Town Plan Considerations

The recommendations of each of the adopted Town plans with respect to environmentally significant areas are generally consistent with the County land use plan recommendations set forth above:

- The land use plan maps for the Towns of Geneva, LaGrange, Sharon, Spring Prairie, Sugar Creek, and Troy identify primary and secondary environmental corridors and isolated natural resource areas. Each plan recommends the preservation of primary environmental corridors and each plan includes a qualified recommendation for the preservation of secondary environmental corridors and isolated natural resources, generally calling for their preservation to the maximum extent practicable and suggesting that they be retained as natural drainageways or incorporated into parks in urbanizing areas. The Town of Troy land use plan calls for an expansion of the environmental corridor to include existing agricultural lands which are under State ownership and which are expected to revert to natural vegetation over time; this recommendation is reflected on Map 9.
- The Town of East Troy land use plan report includes a map which identifies primary environmental corridors. The text of that plan generally calls for the preservation of all environmental corridors identified by the Regional Planning Commission and Walworth County.
- The Town of Linn and the Town of Lyons land use plans appropriately map and recommend the preservation of primary and secondary environmental corridors and isolated natural resource areas.
- The Town of Delavan land use plan appropriately maps and recommends the preservation of primary and secondary environmental corridors. The plan report also notes the existence of isolated natural resource areas which, while not identified on the Town land use plan map, should be protected and treated as open space.

PRIME AGRICULTURAL LANDS

For purposes of the County land use plan, prime agricultural lands have been defined as parcels covered at least in half by soils in agricultural capability Classes I, II, and III. Prime agricultural lands were first identified in the initial application of the County's A-1 Prime Agricultural Land district²⁹ as part of the comprehensive rezoning undertaken by the County in 1974. The delineation of prime agricultural lands in the County has been refined over the years resulting in modest changes to the pattern of A-1 zoning.

The prime agricultural lands shown on Map 9 encompass 304 square miles, or 53 percent of the total area of Walworth County. The prime agricultural lands identified on Map 9 largely reflect existing A-1 zoning under the County Zoning Ordinance. However, small areas not zoned A-1, but essentially surrounded by lands so zoned, were included in the pattern of prime agricultural land on Map 9; the inclusion of these areas is essentially a mapping convention, intended to help convey the overall extent of the farmland preservation area. The pattern of prime agricultural land shown on Map 9 also includes certain lands which are not zoned A-1 but which have been recommended for inclusion in that district in adopted town land use plans, as discussed later in this section. Conversely, excluded from the pattern of prime agricultural lands shown on Map 9 are the following A-1 zoned lands: lands which are located within planned urban service areas; small isolated A-1 zoned areas, particularly when they were not tilled; and lands known to have been platted for urban or rural development.

The County land use plan recommends the preservation of the prime agricultural lands shown on Map 9. The plan recommends that new land divisions be limited to a minimum size of 35 acres, except for parcels created to accommodate farm consolidations or to accommodate second single-family homes under the terms of the A-1 Prime Agricultural Land district of the County Zoning Ordinance. The plan recommends that non-farm uses be limited to those consistent with agriculture, such as agricultural support businesses.

Under the plan, the conversion of prime agricultural land to urban use would be limited to those lands which are located within planned urban service areas. A total of about eight square miles of land which are currently in the A-1 Prime Agricultural Land district under County zoning are located within the planned urban service areas shown on Map 9 and may be expected to be converted to urban use in the future.

The preservation of prime agricultural lands as recommended under the plan may be expected to have a number of important benefits. Preserving areas for agriculture can help avoid conflicts which may arise between farm operations and abutting residential areas; help avoid adverse impacts of urban development on existing farm operations; help to maintain an important sector of the County's economy; help control public service costs in rural areas, avoiding the need to extend urban services to scattered, isolated urban enclaves; help to preserve productive soils—an irreplaceable resource—for future generations; and help to maintain the scenic beauty, rural character, and cultural heritage of the County.

It should be noted that Walworth County historically has been in the forefront of planning for the preservation of farmland. As noted above, exclusive agricultural zoning to preserve prime farmland was enacted in 1974 as part of a comprehensive revision of the County zoning ordinance. That followed an intensive effort to delineate prime agricultural lands, involving hundreds of meetings with local units of government, organizations, and citizens. Following the creation of Wisconsin Farmland Preservation Program by the Wisconsin Legislature, Walworth County in 1978 became one of the first counties in the State to prepare and adopt a farmland preservation plan. The Walworth County land use plan reaffirms the longstanding commitment to the preservation of prime farmland in the County.

²⁹*The A-1 Prime Agricultural Land district of the Walworth County Zoning Ordinance is intended to maintain, preserve, and enhance prime agricultural lands. The A-1 district establishes a minimum parcel size of 35 acres and generally limits structures and improvements to those consistent with agricultural use.*

Related Town Plan Considerations

Each of the ten adopted town land use plan maps (Delavan, East Troy, Geneva, LaGrange, Linn, Lyons, Sharon, Spring Prairie, Sugar Creek, and Troy) identifies prime agricultural lands or an agricultural preservation district and recommends that those areas be retained in agricultural use. The farmland preservation areas identified in the town plans are generally consistent with the prime agricultural lands shown on Map 9, although the mapping criteria and the degree of specificity varies somewhat from town to town, with some plans being more detailed, and others more generalized, with respect to the delineation of prime farmland. For example, certain of the town plans identify farmland preservation areas which include concentrations of parcels meeting specific prime agricultural land criteria, but which, as a mapping convention, also include parcels not meeting those criteria that are, nevertheless, considered to be part of the overall farming area. The following should be noted:

- The Town of Troy land use plan identifies certain lands, not currently zoned A-1, as prime agricultural land; the Town plan recommends that those lands be added to the A-1 Prime Agricultural Land zoning district under County zoning. These areas have been included in the prime agricultural land pattern on Map 9.
- The Town of Sharon land use plan identifies certain lands, not currently zoned A-1, as prime agricultural land; it recommends that those lands—some of which are located in the vicinity of Allen’s Grove and some of which are located in the vicinity of the Village of Sharon—be added to the A-1 Prime Agricultural Land zoning district. The lands so identified in the vicinity of Allen’s Grove have been included in the prime agricultural land pattern on Map 9. However, the lands in the vicinity of the Village of Sharon have not been included in the prime agricultural land pattern on Map 9. Rather, it is recommended that the plan status of the lands in question be addressed upon completion of a detailed sewer service area for the Village of Sharon.
- The Town of East Troy land use plan excludes from the town-recommended farmland preservation area certain lands which are currently zoned A-1 under County zoning. These areas are included in the pattern of prime agricultural land on Map 9. It is recommended that the Town and the County jointly evaluate the value of these lands as farmland and subsequently act to retain or amend their plan status, and zoning, as appropriate.
- While recommending the preservation of prime agricultural lands, the Town of Sugar Creek land use plan report identifies certain areas within the prime agricultural plan category which are covered by soils not classified as Class I, II, or III soils. The Town plan recognizes that the configuration of the size, soils, and slopes of such lands may not be well suited for residential or other land uses. However, the plan also recognizes, that, where such factors permit, these lands may be developed for rural residential use, noting that the density should not exceed one dwelling unit per five acres, with densities of one dwelling unit or less per 20 acres being preferred.
- The Town of Spring Prairie land use plan includes in its recommended farmland preservation area a number of parcels which are not presently in the A-1 Prime Agricultural Land (35-acre minimum parcel size) zoning district—instead being included in the A-2 Agricultural Land (20-acre minimum parcel size) district. The Town plan does not anticipate that these lands will be rezoned to A-1. By including these parcels in the farmland preservation area, the Town signals its intent that the lands in question be retained in parcels of at least 20 acres in size. On the County land use plan (Map 9), these parcels are included in the “other agricultural, rural residential, and other open land” category.
- The Town of Linn land use plan includes in its recommended agricultural preservation district certain lands in the east-central and west-central areas of the Town which are presently in the A-2 Agricultural Land district or A-3 Agricultural Land Holding district under County zoning. These lands are not included in the prime agricultural lands shown on Map 9, at the recommendation of town officials.

OTHER AGRICULTURAL, RURAL RESIDENTIAL, AND OTHER OPEN LAND

Under the County land use plan, the balance of the County—including those areas which have been designated neither for future urban use nor for preservation as environmental corridors, isolated natural resources, or prime agricultural land—is identified as “other agricultural, rural residential, and other open land.” Such lands, which are shown in white on the land use plan map, encompass about 62 square miles, or about 11 percent of the total area of the County.

The overriding plan recommendation for these areas is that they be retained in rural use. The plan encourages the continuation of agricultural activity in these areas, recognizing that such activity may be in the form of conventional farming operations or in the form of smaller farms, such as horse farms or hobby farms. In addition, the plan would accommodate rural residential development at a density of 5 to 35 acres per dwelling, consistent with adopted Town land use plans. Where rural density residential development is accommodated, the County plan strongly encourages the use of conservation subdivision designs in order to preserve existing farmland and significant natural resource features and to maintain rural character. In conservation subdivisions, restrictive covenants, conservation easements, and deed restrictions should be required as a means to ensure the permanent preservation of lands designated for open use.

In addition, consideration may be given to urban-density residential development in certain of the “white” areas shown on the land use plan map, particularly those located adjacent to planned urban service areas (orange on the plan map) or to other urban lands (yellow on the plan map). Determinations in this respect should be made on a case-by-case basis. Factors to be considered include, among others, whether the area is well-suited for such use; whether the area represents a logical expansion of the adjacent urban area; the degree of access to schools, shopping, and other urban amenities; and potential impacts on the street and highway system, public safety systems, and the public school system. Determinations in this respect should take into account adopted town plans and the recommendations of town plan commissions and town boards.

Related Town Plan Considerations

The recommendations of the ten adopted town land use plans for lands in this plan category are consistent with the County plan. Thus, the town plans generally recommend the continuation of agricultural and open space uses but would, nevertheless, accommodate rural residential development at densities of five to 35 acres per dwelling unit. There are, however, differences among the town plans as to the maximum residential density—within the overall five- to 35-acre range—which should be accommodated:

- The Town of East Troy and the Town of Troy land use plan maps specifically identify areas in which development should be limited to a maximum density of no more than one dwelling unit per five acres and areas in which development should be limited to a maximum density of no more than one dwelling unit per 20 acres.
- The Town of Linn land use plan indicates that lands in this category may be developed at a maximum density of one dwelling unit per five acres where cluster designs are utilized; where cluster designs are not utilized, the Town plan recommends a minimum lot area of 20 acres.
- The Town of Lyons and Town of Spring Prairie land use plans would accommodate rural residential development at a maximum density of one dwelling unit per five acres where this is already permitted under existing zoning. Elsewhere, the plans would limit rural residential development to a maximum density of one dwelling unit per 20 acres, in accordance with existing zoning.
- The Town of Sugar Creek land use plan map specifically identifies certain lands for rural residential development at a density not to exceed one dwelling unit per five acres. The text of the Town plan indicates that rural density residential development may also be accommodated in other (non-prime) rural lands, at a density not to exceed one dwelling unit per five acres.

- The Town of Geneva land use plan recommends that, where rural density residential development is accommodated, the choice of a specific range within the overall range of five to 35 acres per dwelling should be based upon a consideration of historic development trends in the vicinity and the potential impacts of any new residential development upon adjacent farming operations, environmentally sensitive lands, and the overall character of the area.
- The land use plans of the Towns of LaGrange and Sharon would accommodate residential development at a maximum density of one dwelling unit per five acres on lands in this category.
- The Town of Delavan land use plan does not specifically address the allowable density for lands in this category.

CONSERVATION SUBDIVISION DESIGNS TO ACCOMMODATE RURAL DENSITY RESIDENTIAL DEVELOPMENT

As already noted, the County land use plan does not encourage, but would accommodate, rural residential development at densities of five to 35 acres per dwelling unit in upland environmental corridors and isolated natural resource areas (excluding areas of steep slope) and in areas identified in the plan as “other agricultural, rural residential, and other open land.” Where rural residential development is accommodated, the County plan strongly encourages the use of conservation subdivision designs. In such designs, dwellings are clustered on relatively small lots surrounded by open space lands, with the overall design preserving significant natural features and other open space to the greatest extent possible.

Conservation subdivision designs offer many benefits in comparison to conventional designs where rural residential development is to be accommodated. Well designed conservation subdivisions can minimize the visual impact of the permitted residential development, maintain scenic views, preserve significant natural features and open space, and maintain the overall rural character of the landscape. Conservation subdivision designs may also decrease the total amount of impervious surface attendant to development. Infrastructure costs borne by the developer and public infrastructure maintenance costs may be reduced due to shortened street and utility lengths.

The single most important design consideration in conservation subdivisions is that any proposed development should be designed around the natural resource base. Existing natural features and features which contribute to the rural landscape should be carefully identified, delineated, and set aside as open space prior to any attempts to design street and lot layouts. Conservation subdivision design principles and guidelines are described in detail in SEWRPC Planning Guide No. 7, *Rural Cluster Development Guide*. Hypothetical examples of conservation subdivision designs, contrasted with conventional designs for the same sites, are presented in Figure 4.

While used extensively in certain areas of the United States, conservation subdivision designs have been used on only a very limited basis in Walworth County. The County may wish to consider providing incentives to landowners and developers to use conservation subdivision designs as an alternative to conventional designs, where the decision has been made to commit an area to rural residential development. One possible incentive is the granting of a “density bonus,” permitting additional dwelling units in conservation subdivisions beyond the number normally permitted under zoning. Possible changes to the county zoning ordinance to better accommodate conservation subdivisions, including the potential inclusion of a density bonus, are discussed in the next chapter of this report, dealing with plan implementation.

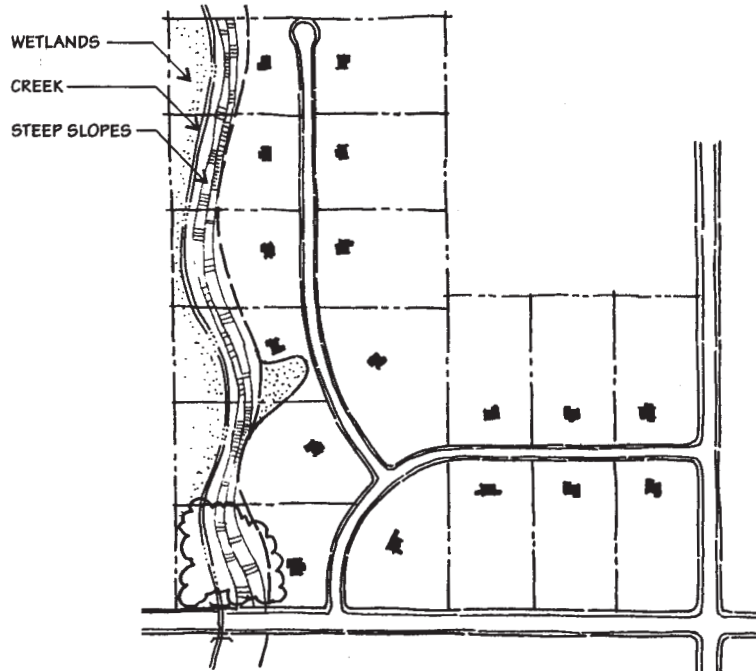
Related Town Plan Considerations

The use of conservation subdivisions to accommodate rural-density residential development is embraced by most of the adopted town land use plans:

- The land use plans of the Towns of Geneva, LaGrange, Linn, Lyons, Sharon, Sugar Creek, and Troy either recommend, or at least include as an option, the use of conservation subdivisions where rural-density residential development is to be accommodated in non-prime agricultural areas, in upland environmentally significant lands, or both.

Figure 4

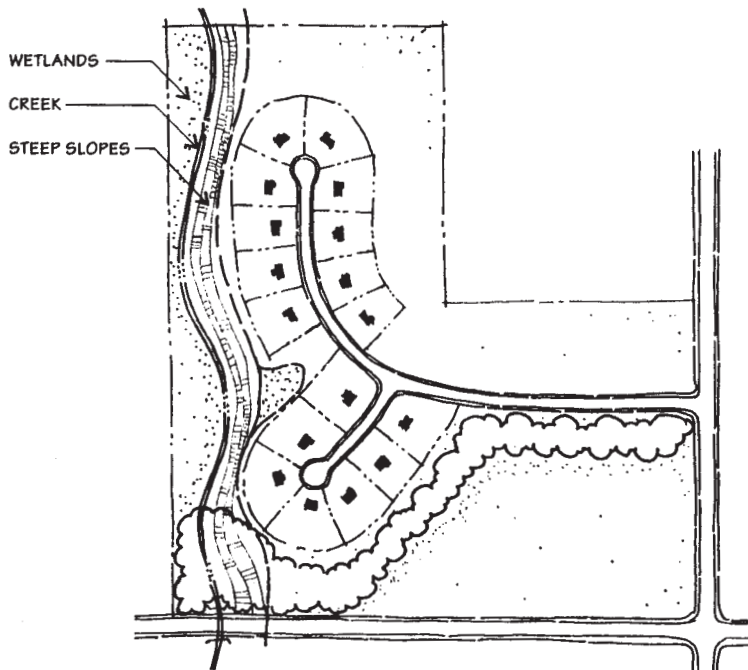
EXAMPLES OF CONSERVATION SUBDIVISION DESIGNS
CONTRASTED WITH LARGE-LOT DEVELOPMENT



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



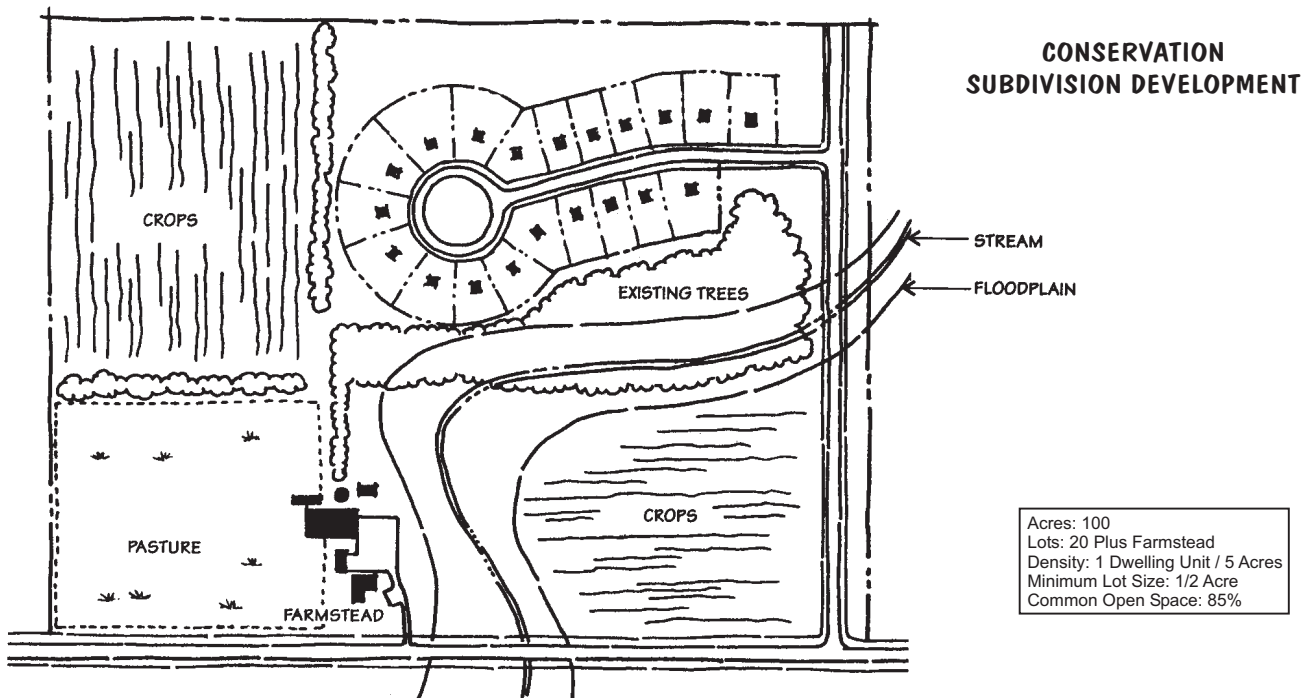
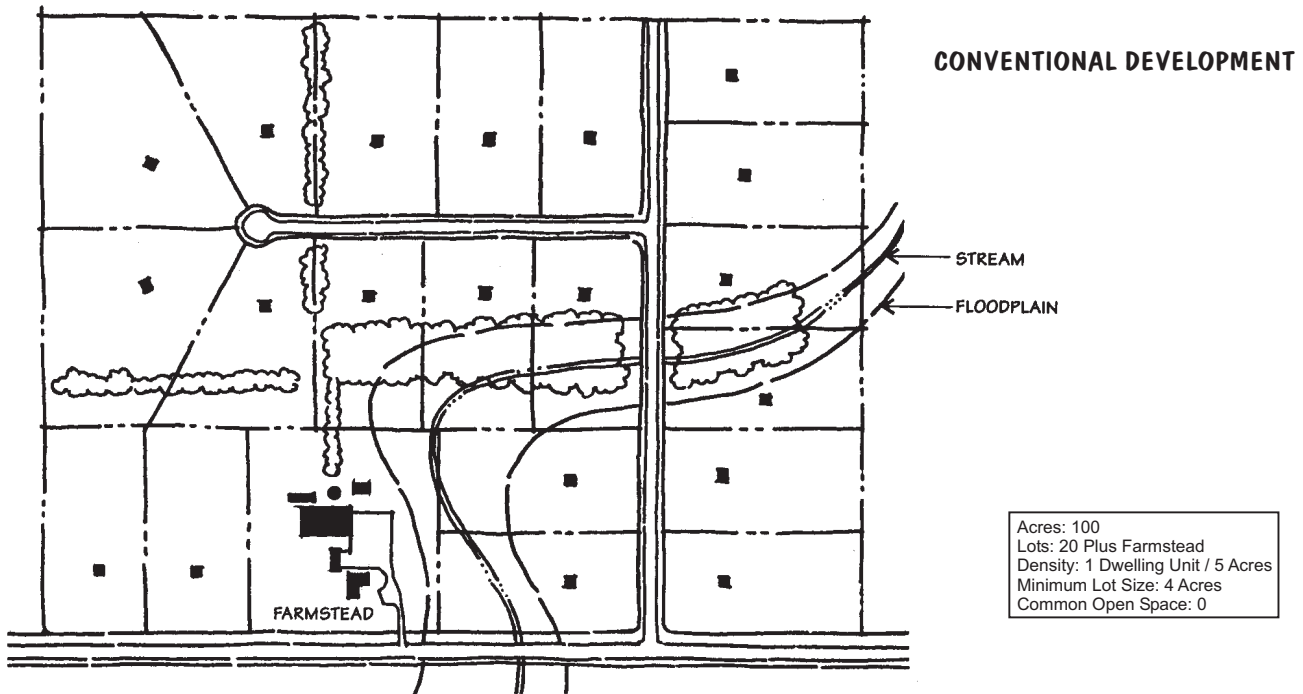
**CONSERVATION
SUBDIVISION DEVELOPMENT**

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%

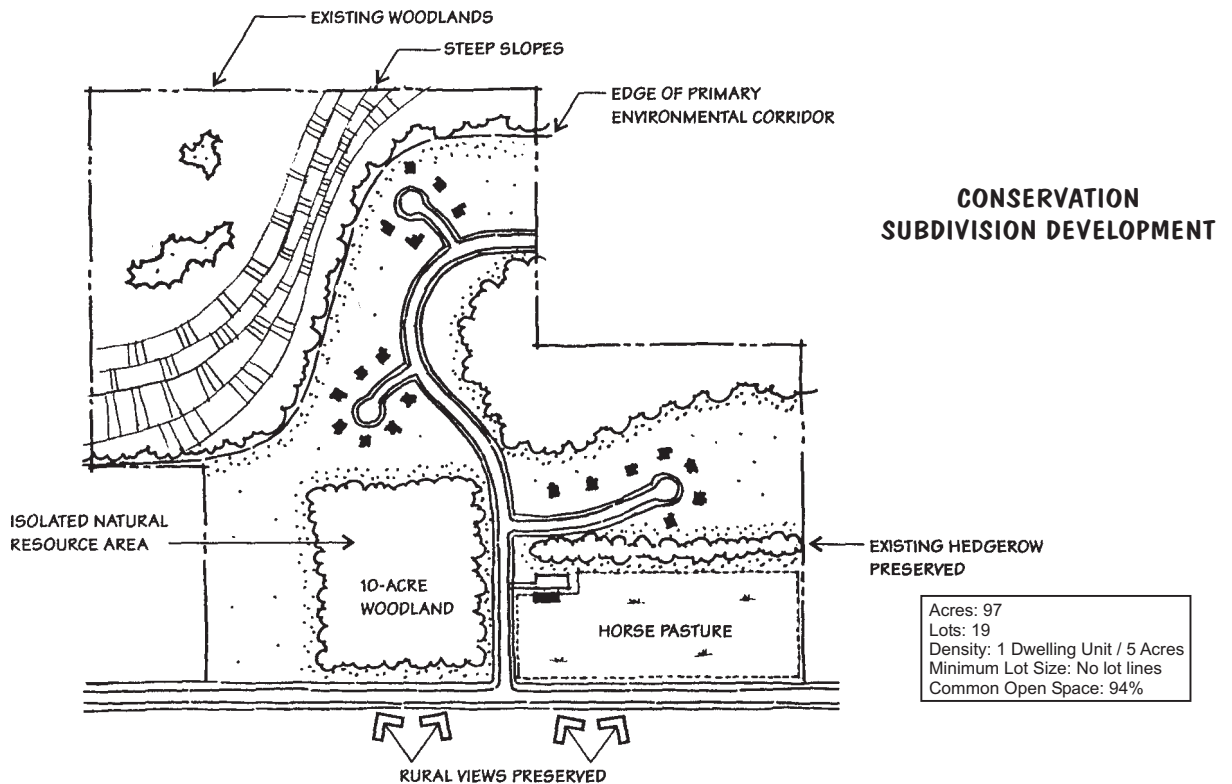
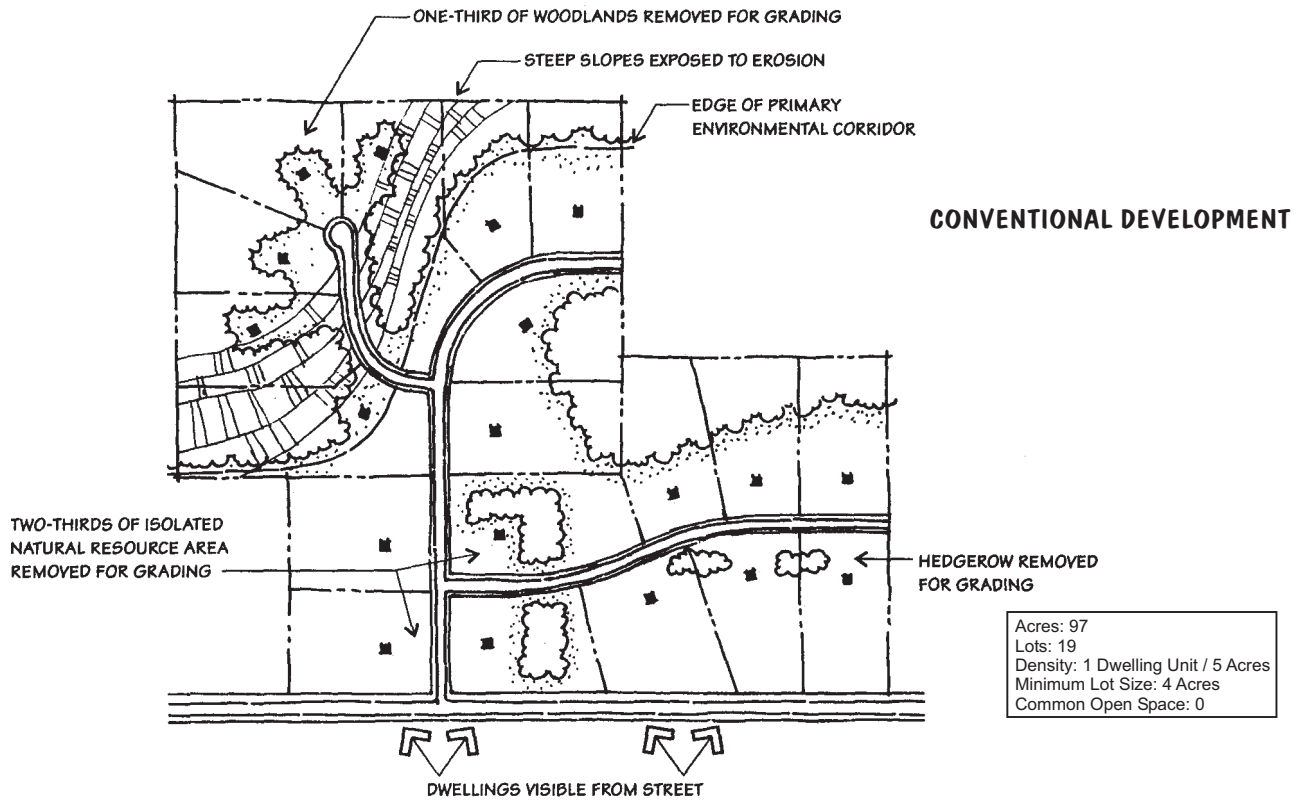
Through a reduction in lot size, open space can be created without losing density

Figure 4 (Continued)



Conservation subdivisions can help preserve farming activities.

Figure 4 (Continued)



Conservation subdivisions can preserve environmental features and views.

- The Town of Delavan land use plan does not make any specific reference to the use of conservation subdivisions to accommodate rural-density residential development. However, the plan text does indicate that “planned unit developments” should be encouraged for lands containing environmental corridors or other environmental features.
- The Town of Spring Prairie land use plan makes no reference to the use of conservation subdivisions to accommodate rural residential development.
- The Town of East Troy land use plan makes no reference to the use of conservation subdivisions to accommodate rural-density residential development, and Town officials have indicated that they are opposed to its use in the Town.

SUMMARY

This chapter presents a long-range land use plan for Walworth County, a plan for the year 2020. The plan represents an update and extension ten years into the future of the previously adopted year 2010 County plan. Like the year 2010 plan, the new County plan was prepared as a refinement of the regional land use plan, which plan was recently extended to the year 2020. The new County plan retains and builds upon the basic principles and concepts of the previously adopted County plan. The new plan was designed to achieve the County land use objectives set forth in Chapter V, which, in turn, reflect broadly held attitudes and preferences of County residents, as revealed in a countywide public opinion survey on land use matters. The new plan takes into account, and reflects as appropriate, town land use plans which have been formally adopted by town plan commissions and/or town boards. The recommended plan is presented graphically on Map 9. Quantitative data relative to the plan are presented in Table 16.

The County land use plan seeks to preserve and maintain what are perceived to be the best attributes of the County while accommodating significant urban growth. The basic recommendations of the year 2020 plan are the same as those of the year 2010 plan. In brief, the County land use plan recommends the following:

- That new urban development should occur within planned urban service areas, which provide basic urban services and facilities, including public sanitary sewer service.
- That environmentally significant areas—including the identified environmental corridors and isolated natural resource areas—should be preserved in essentially natural, open uses.
- That prime agricultural lands should be preserved except as necessary to accommodate planned urban service area expansion.
- That other areas of the County located beyond the planned urban service areas should be retained in rural uses.

The aforementioned broad plan recommendations are explained in detail in the corresponding sections of this chapter.

In a very real sense, the County land use plan is not complete until the steps needed to implement this plan are specified. Accordingly, measures available to county and local units of government to help implement the plan are described in the following chapter of this report.

Chapter VII

PLAN IMPLEMENTATION

INTRODUCTION

The recommended land use plan for Walworth County is described in Chapter VI of this report. In a practical sense, the plan is not complete until the steps required to implement the plan are specified. After formal adoption of the plan, achieving the plan will require faithful, long-term dedication to the underlying objectives by County and local officials concerned with plan implementation. Thus, 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. Specifically, the first section of this chapter deals with formal adoption and endorsement of the plan. The second section describes the overall approach to implementing the plan over time, particularly through zoning and regulation of land divisions. The third section deals with certain specific measures which are intended to foster implementation of the plan. The fourth section recommends an annual review and update of the County land use plan. The fifth section briefly describes additional planning required to comply with the new comprehensive planning law in Wisconsin.

PLAN ADOPTION

Under Section 59.69(3) of the *Wisconsin Statutes*, it is incumbent upon the county zoning agency—that is, the Walworth County Land Management Committee—to consider approval of the land use plan, and following such approval, to submit the plan to the County Board of Supervisors for approval and adoption. Upon adoption by the County Board, the plan should be certified by the County Clerk to the clerks of each of the 16 civil towns. While not required by Statute, endorsement of the County plan by the civil towns is highly desirable.

As noted in Chapter I, it was the decision of the Walworth County Land Management Committee, at the outset of this planning process, that the County land use plan should legally apply only to the unincorporated area of the County. The plan should nevertheless be transmitted to the cities and villages in Walworth County for their consideration and endorsement. Such endorsement would signal their general support for the objectives of the land use plan.

OVERALL APPROACH TO PLAN IMPLEMENTATION

Upon adoption, the plan becomes a guide to county and local officials in decision-making on land use matters. To a large extent, implementation of the plan depends upon judicious use of zoning authority and authority to regulate land divisions, in accordance with the plan. The land use plan should be a key consideration in public decisions on any proposed rezonings and proposed land divisions.

Zoning

With the exception of areas subject to extraterritorial zoning, the unincorporated areas of Walworth County are under the jurisdiction of the Walworth County Zoning Ordinance, which is jointly administered by Walworth County and the towns in the County. In addition to general zoning, shoreland areas in the unincorporated area of Walworth County are under the jurisdiction of the Walworth County Shoreland Zoning Ordinance. While the responsibility for administering this ordinance rests with Walworth County, the County routinely receives and considers input from the towns on shoreland zoning matters.

A zoning ordinance consists of set of a zoning district regulations (the text of the zoning ordinance) and the zoning map, which indicates the boundaries of the zoning districts. The text provisions of the Walworth County Zoning and Shoreland Zoning Ordinances are generally well suited for implementation of the County land use plan, although certain changes to better accommodate conservation subdivisions are recommended, as discussed later in this chapter.

Similarly, the County zoning map currently in effect is also generally consistent with the recommended land use plan. This is particularly evident in the following:

- Most environmentally significant areas have been placed in protective conservancy zoning districts. Thus, most wetland portions of the environmental corridors and isolated natural resource areas identified in the plan have been placed in appropriate lowland conservancy and floodplain districts which prohibit most types of structures. Most upland portions of the environmental corridors and isolated natural resource areas have been placed in an upland resource conservancy district, which limits residential development to no more than one dwelling unit per five acres, unless platted prior to the adoption of the 1974 County Zoning Ordinance.
- Prime agricultural lands have been placed in an exclusive agricultural zoning district, which preserves lands for agricultural use, generally limiting residential development to one dwelling unit per 35 acres.
- Most other undeveloped lands outside the planned urban service areas have been placed in districts which limit development to rural residential development at a density of 5 to 20 acres per dwelling unit.
- Most existing urban areas have been placed in appropriate residential and other urban zoning districts.

The County zoning map will be amended in the years ahead to accommodate urban and rural development envisioned in the plan. The zoning map may also be amended to more accurately identify agricultural and natural resources. Potential changes to the zoning district map are discussed below.

1. The County zoning map, as well as city and village zoning maps, may be expected to be amended gradually over time to accommodate growth and development envisioned in the plan. Good planning practice suggests that, in general, undeveloped lands within the planned urban areas—whether they are under county-town zoning, city zoning, or village zoning—be retained in agricultural or agricultural holding zoning districts until such time as development is imminent and essential services and facilities are available. At that time, the lands concerned should be rezoned into the appropriate residential, commercial, and other urban districts, in accordance with local land use plans and specific development proposals.³⁰

³⁰*This general approach to rezoning for urban uses has long been recommended by the Regional Planning Commission. The approach enables communities to stage development over time—based upon such factors as the availability of public facilities and services—within the framework of a long-range plan. It should be noted that this approach may not be allowed after January 1, 2010, owing to changes in the comprehensive planning law enacted in 1999. Under the new comprehensive planning law, beginning on January 1, 2010, local government actions and programs which affect land use, including zoning, must be consistent with the comprehensive plan.*

2. As indicated in Chapter VI, under the County land use plan, lands identified on the plan map as “other agricultural, rural residential, and other open land” are recommended to be retained in rural use. The plan encourages the continuation of agricultural activity in these areas; it would, however, accommodate rural residential development at a density of 5 to 35 acres per dwelling unit, consistent with town land use objectives. Much of the undeveloped lands within this plan category are currently in the A-2 Agricultural Land district under County zoning, which limits residential development to one dwelling per 20 acres, and accommodating rural density residential development would generally require rezoning to the C-2 Upland Resources Conservation district. Any proposed rezoning from the A-2 Agricultural Land district to the C-2 Upland Resources Conservation district for the purpose of accommodating residential development at a density greater than one dwelling per 20 acres should be approved only where this is consistent with the concerned town land use plan and town recommendations and decisions regarding development proposals.
3. The A-1 Agricultural Land district is intended to be applied to prime agricultural lands, defined as parcels covered at least in half by soils in agricultural capability Classes I, II, and III. It is recognized that lands in the A-1 district include pockets of non-prime soils. In response to periodic requests to remove such lands from the A-1 district, Walworth County has established a procedure to guide its decisions on such proposed rezones. Under this procedure, the County evaluates the concerned site in detail in terms of its soil characteristics, surrounding land uses, and availability of basic services. In general, it is the policy of the County to approve rezones from the A-1 district in cases where less than half of the parcel is covered by soils in agricultural capability Classes I, II, and III, where the rezone would be consistent with surrounding land uses, and where services consistent with the type of development anticipated are available. Under the *Wisconsin Statutes*, in order for the County’s exclusive agricultural zoning to remain certified by the State, the County may approve petitions for rezones from the A-1 district only after making findings with respect to the availability of public facilities and the ability of local units of government to provide public facilities, and with respect to the environmental impacts of the proposed development.
4. While most environmentally significant lands within the unincorporated area of Walworth County have been placed in protective conservancy zoning districts, an analysis by the County Land Conservation Department indicates that certain wetlands, particularly those located beyond the statutory shoreland area, have not been placed in a lowland conservancy district. Walworth County has proposed a voluntary wetland and shoreland protection program that would assist landowners in identifying unprotected wetlands and to voluntarily place them in a lowland conservancy zoning district. The program would also identify additional shoreland areas adjacent to navigable waters in the County, thereby providing for their protection under the County Shoreland Zoning Ordinance. The program would streamline the rezoning process and minimize attendant administrative fees for landowners who volunteer to participate.
5. The County Zoning Ordinance includes provisions for the refinement of lowland conservancy zoning district boundaries as appropriate to reflect actual field conditions, on a case-by-case basis.

Land Division Regulations

The division of lands in the unincorporated area of Walworth County is regulated under the Walworth County Subdivision Control Ordinance and land division ordinances adopted by the civil towns in the County. Moreover, cities and villages have subdivision plat approval authority over proposed plats in certain extraterritorial plat approval jurisdiction areas defined under the *Wisconsin Statutes*. Under the Statutes, a plat must comply with the most restrictive requirements, where there is overlapping jurisdiction.

The Walworth County Subdivision Control Ordinance is generally well suited for implementation of the County land use plan, although certain changes to better accommodate conservation subdivisions are recommended, as discussed later in this chapter. In addition, the ordinance should be expanded to include provisions pertaining to the regulation of condominium plats. Walworth County had initiated technical work on the drafting of condominium-related regulations for inclusion in the County Subdivision Control Ordinance as this report was being completed.

OTHER PLAN IMPLEMENTATION MEASURES AND CONCERNS

Conservation Subdivisions

The County land use plan encourages the use of conservation subdivision designs, especially in areas which are to be developed at a rural residential density. This involves designing the subdivision around significant natural features, preserving those features and maintaining linkages between natural resource areas, as appropriate, and incorporating design features that minimize impervious surfaces and provide natural, integrated stormwater management functions. This can be facilitated by clustering the permitted dwelling units in a relatively compact fashion on a portion of the site, retaining significant natural features and other open space intact.

Currently, conservation subdivisions can be developed as “planned residential developments”—a conditional use allowed in residential zoning districts (other than the R-6 Planned Mobile Home Park Residence district); in the C-2 Upland Resource Conservation district; and in the C-3 Conservancy-Residential district, under the Walworth County Zoning Ordinance. The planned residential development conditional use provisions enable the clustering of dwelling units, that is inherent in conservation subdivisions, but they do not contain other provisions needed to assure sound conservation subdivision development.

The zoning ordinance should be amended to better accommodate conservation subdivisions. The zoning ordinance should establish conservation subdivisions as a principal use in R-1, R-2, R-2A, R-3, R-4, R-5, R-7, and R-8 residential zoning districts; in the C-2 Upland Resource Conservation district; in the C-3 Conservancy-Residential district; and, possibly, in the A-2 Agricultural Land district. The ordinance should emphasize performance standards, such as the amount and quality of open space to be preserved, while providing flexibility to achieve the best overall design. The ordinance should specify ownership options for the lands to be preserved and should require restrictive covenants, conservation easements, and deed restrictions, as appropriate, on such lands to ensure that the lands are retained in open use. In addition, consideration should be given to establishing a “density bonus” to encourage the use of conservation subdivisions. A density bonus could permit additional dwelling units in developments which utilize conservation subdivision designs, beyond the number permitted under conventional designs. A density bonus could also be used to encourage the re-establishment of prairies, woodlands, and wetlands in plans for conservation subdivisions.

The Walworth County Subdivision Control Ordinance should also be reviewed and revised as necessary to ensure that it properly accommodates conservation subdivisions. This review and revision should ensure that ordinance design standards are consistent with principles of conservation subdivision design and that the subdivision control ordinance is properly related to the conservation subdivision provisions of the zoning ordinance. The ordinance should require that subdivision plats include conservation easements and/or restrictive covenants ensuring the permanent preservation of designated open space lands. Towns which have adopted land division ordinances should likewise review and revise their ordinances as appropriate to ensure that they properly accommodate conservation subdivisions.

Detailed guidance for incorporating conservation subdivision provisions into zoning ordinances and subdivision control ordinances, along with related model ordinances, is provided in SEWRPC Planning Guide No. 7, *Rural Cluster Development Guide*.

Traditional Neighborhood Developments

As indicated in Chapter V, the term “traditional neighborhood development” refers to a compact, mixed-use development where residential, commercial, and civic buildings are within close proximity to each other. Traditional neighborhood design is characterized by neighborhoods with smaller lots; a variety of housing types, jobs, shopping, services and public facilities with the neighborhood; public open spaces; and a coordinated transportation system including facilities for pedestrians, bicycles, public transit, and automobiles, as appropriate. The overall design, including the layout of lots and blocks, encourages walking and bicycling as alternatives to automobile transportation within the neighborhood.

Under the *Wisconsin Statutes*, beginning in 2002, every city and village with a population of at least 12,500 persons must enact an ordinance similar to a model traditional development ordinance being developed by the University of Wisconsin-Extension, although the ordinance is not required to be mapped.

This plan encourages the use of traditional neighborhood development within urban areas. It is recommended that cities and villages, along with the County in conjunction with the towns, determine if traditional neighborhood development is applicable to their jurisdiction and, if warranted, review their zoning and land division ordinances, and amend them as necessary to ensure that they appropriately accommodate traditional neighborhood development. Any such review should take into account the model traditional neighborhood development ordinance provisions currently being prepared by the University of Wisconsin-Extension.

Conservation Easements/Purchase of Development Rights

Implementation of the Walworth County land use plan will rely heavily on the use of protective zoning and other measures to ensure the preservation of environmentally significant lands and prime agricultural lands. Under the County park and open space plan, public acquisition of certain open space lands is recommended—in some instances, for outdoor recreation purposes and, in other instances, to assure the preservation of particularly significant sites, such as the identified natural areas and critical species habitat sites.

In some cases, conservation easements can substitute for outright fee simple acquisition, potentially achieving the same degree of protection at lower cost. A conservation easement is a legally recorded agreement which limits land to specific conservancy uses. Land protected by conservation easements is privately owned and remains on the tax rolls. The easement may be purchased by, or donated to, a governmental unit or a private conservancy organization.

Programs involving the purchase of agricultural conservation easements—better known as purchase of development rights (PDR) programs—pay farmers to keep their land available for agricultural use. Landowners sell an agricultural conservation easement to a unit of government or a private conservancy organization. Presumed development rights are relinquished in exchange for compensation. The landowner retains full ownership and use of the land for agricultural purposes. The primary limitation on PDR programs is the potentially high cost, suggesting the need for a reliable source of funding sufficient to support an ongoing program. Cost considerations also suggest that PDR programs be targeted toward critical farmland, rather than being used to preserve farmland on a widespread basis.

It is recommended that discussions be undertaken among the County, the towns, farm interests, and conservancy organizations to assess the viability of a PDR program, generally, including scope, scale, cost, funding and startup options, and shared management responsibilities such as public/private partnerships between governmental units and conservancy organizations.

Chapter Comm 83 of the Wisconsin Administrative Code

Revised State regulations governing onsite sewage disposal systems, as set forth in Chapter Comm 83 of the *Wisconsin Administrative Code*, went into effect in July 2000. The new regulations permit the use of technologies not allowed under the previous code and enable onsite systems to be used in areas where they were previously not permitted.

The changes to Comm 83 do not alter the pattern of land uses recommended in the County land use plan. The new technologies permitted under the revised regulations do, however, provide more options with respect to the types of treatment and disposal systems which may be utilized to accommodate development—particularly outside the planned urban service areas—where such development is anticipated in the County plan.

As already noted, the County land use plan encourages the use of conservation subdivision designs to accommodate new rural density residential development, with the permitted units being clustered on portions of the site. The plan envisions that, within conservation subdivisions, each dwelling unit could be served by an individual onsite sewage disposal system or, alternatively, that the dwelling units could be served by a collection system tributary to a central onsite treatment and disposal facility, possibly located in the common open space. In either case, the development may take advantage of new technology allowed under the revisions to Comm 83.

Intergovernmental Cooperation/Agreements

Planning for future land use in unincorporated areas located adjacent to cities and villages often poses special challenges. Under Wisconsin law, cities and villages have been granted a considerable measure of influence over development in adjacent town areas. For example, incorporated communities have extraterritorial subdivision plat approval authority; they may include adjacent unincorporated areas in their local plans; they may administer extraterritorial zoning jointly with the adjacent town; and, ultimately, they may annex unincorporated areas.

It is recommended that towns and adjacent cities and villages in Walworth County 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 city/village 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 Section 66.0307 and 66.0301 of the *Wisconsin Statutes*. Such cooperative efforts increase the likelihood for coordinated development along the boundary areas, achieving, insofar as possible, the land use objectives of the respective communities.

ANNUAL UPDATE OF THE PLAN

Provision should be made for the annual review and update of the County land use plan, to ensure that it properly reflects changing conditions as well as to incorporate new or revised town land use plans and amendments to sanitary sewer service areas adopted as part of the regional water quality management plan. This process should include revision of the County land use plan map to reflect new or revised town land use plans, as appropriate, and to update the planned urban service areas shown on the County land use plan map to reflect amendments to sanitary sewer service area plans.

Ten of the 16 civil towns in Walworth County had prepared and adopted town land use plans at the time of the preparation of this report. All of the adopted town plans were incorporated in a generalized manner into the County land use plan. It is to be expected that, in the years ahead, additional towns will prepare and adopt land use plans and that those towns which already have an adopted plan will update and revise their plans. New town land use plans and any updates or revisions to currently adopted town land use plans should be prepared within the framework of the County land use plan, refining and detailing that plan to reflect town and County land use objectives. Town plans should be consistent with County land use plan categories and standards so that the town plans may be readily incorporated into the County plan.

RELATIONSHIP TO STATE COMPREHENSIVE PLANNING REQUIREMENTS

Legislation enacted in 1999 has substantially altered the framework for comprehensive planning in Wisconsin. The legislation requires that any action of a local government that affects land use, such as the administration of zoning or land division ordinances, be consistent with a comprehensive plan, beginning on January 1, 2010. The legislation specifies the required scope and content of a comprehensive plan. The legislation also sets forth new requirements for public participation in the development of a comprehensive plan and requires that such a plan be adopted by ordinance.

Under the new planning legislation, a comprehensive plan must include nine elements: 1) issues and opportunities; 2) housing; 3) transportation; 4) utilities and community facilities; 5) agricultural, natural, and cultural resources; 6) economic development; 7) intergovernmental cooperation; 8) land use; and 9) implementation. The specific items to be addressed in each element are set forth in Section 66.1001 of the *Wisconsin Statutes*, a copy of which is provided in Appendix C.

Walworth County, like all other county and local units of government in Wisconsin, will have to prepare and adopt a comprehensive plan by 2010, in order to be able to continue to carry out its many functions affecting land use. The County has already prepared and adopted a number of plans dealing with some of the key topics required to be addressed by the new planning law. Thus, the County has prepared and adopted a jurisdictional arterial street and highway system plan, a farmland preservation plan, a park and open space plan, a solid waste

management plan, and a land and water resource management plan. While these plans, along with County land use plan, provide a foundation for a future County comprehensive plan, they will have to be updated and, in some cases, expanded to meet the comprehensive planning requirements. For some of the required elements of a comprehensive plan—such as the housing element, the utilities and community facilities element, and the economic development planning element—the County has little or no history of related planning.

Given the basic changes in Wisconsin planning law, the Regional Planning Commission has initiated a process of reviewing the regional planning program and its relationship to county and local planning programs. It is expected that the Commission will adjust its regional planning program to conform to the new definition of a comprehensive plan. It is further expected that the Commission would offer to assist each of the seven counties in the Region in preparing comprehensive county plans that draw heavily upon the regional plan, under contract with each county.

In spring of 2000, the Commission was just beginning a new cycle of planning. Over the next several years the Commission will update its planning and engineering data base and prepare new population and employment projections. It is expected that, between 2003 and 2007, the Commission would prepare updated regional plans addressing all nine of the elements of a comprehensive plan. It is expected that the process of preparing county plans within the framework of the regional plan could be begin in 2005 and be completed by the end of the decade.

SUMMARY

This chapter has described key steps to be taken to implement the County land use plan following formal adoption of the plan. Implementation of the plan depends, to a large degree, on the use of zoning authority and authority to regulate land divisions in accordance with the plan. The land use plan should be a primary consideration in public decisions on any proposed rezonings and proposed land divisions. The Walworth County Zoning Ordinance and Land Subdivision Ordinance are generally well suited to implement the plan, although it is recommended that both ordinances be revised to better accommodate conservation subdivisions.

The County plan encourages the use of traditional neighborhood development within urban areas. It recommends that cities and villages, along with the County in conjunction with the towns, determine if traditional neighborhood development is applicable to their jurisdiction and, if warranted, review their zoning and land division ordinances, and amend them as necessary to ensure that they appropriately accommodate traditional neighborhood development.

The County plan also recommends the exploration of purchase of development rights (PDR) programs as one of the means for preserving farmland in Walworth County. The plan recommends that discussions be undertaken among the County, the towns, farm interests, and conservancy organizations to assess the viability of a PDR program, generally including the scope, scale, cost, funding and startup options, and shared responsibilities such as public/private partnerships between governmental units and conservancy organizations.

Planning for future land use in unincorporated areas located adjacent to cities and villages often poses special challenges. The County plan recommends a cooperative approach to planning in these areas and encourages towns, cities, and villages to pursue formal agreements regarding future boundaries and arrangements for the provision of public services as provided for under the *Wisconsin Statutes*.

Provision should be made for the annual review and update of the County land use plan, to ensure that it properly reflects changing conditions as well as to incorporate new or revised town land use plans and amendments to sanitary sewer service areas adopted as part of the regional water quality management plan.

Legislation enacted in 1999 has substantially altered the framework for comprehensive planning in Wisconsin. The legislation requires that any action of a local government that affects land use, such as the administration of zoning or land division ordinances, be consistent with a comprehensive plan, as defined in the new law, beginning on January 1, 2010. The County has already prepared and adopted a number of plans dealing with some of the key topics required to be addressed by the new planning law, including a jurisdictional arterial street and highway system plan, a farmland preservation plan, a park and open space plan, a solid waste management plan, and a land and water resource management plan. While these plans, along with County land use plan, provide a foundation for a future County comprehensive plan, they will have to be updated and, in some cases, expanded to meet the comprehensive planning requirements, and new elements addressing housing, utilities and community facilities, and economic development will have to be prepared, in order for the County to continue to carry out its many functions affecting land use.

Chapter VIII

SUMMARY

INTRODUCTION

In 1998, the Director of the Walworth County Land Management Department, acting on behalf of the Walworth County Land Management Committee and the County Board of Supervisors, requested the assistance of the Regional Planning Commission in preparing a land use plan for Walworth County for the year 2020. The Commission proceeded to assist the County in preparing the requested plan under the guidance of the Land Management Committee and in conjunction with an advisory committee appointed by the Land Management Committee. The planning process and the resulting plan are described in this report.

The purpose of this planning effort was to update and extend ten years into the future the design year 2010 County land use plan adopted by the Walworth County Board of Supervisors in 1993. The planning effort was intended to refine the year 2020 regional land use plan as it pertains to Walworth County and to integrate adopted town-level land use plans into the County plan. The planning process thus sought to integrate regional, county, and town land use objectives.

EXISTING CONDITIONS

A description of existing land use, natural resource base, and population and employment levels in Walworth County is presented in Chapters II and III of this report. A brief summary follows:

Land Use and Natural Resources

1. In 1995, slightly more than one-tenth of the total area of Walworth County was devoted to urban land uses. Urban land uses encompassed 65 square miles, or 11 percent of the total area of the County, with residential land comprising the largest urban land use category, encompassing 30 square miles, or 46 percent of all urban land uses and 5 percent of the total area of the County. Between 1963 and 1995, urban land uses in the County increased from 42 square miles to 65 square miles, an increase of 23 square miles, or 55 percent.
2. Rural land uses comprised 512 square miles of the County in 1995, or 89 percent of the total area of the County, with agricultural land comprising the largest rural land use category, encompassing 381 square miles, or 74 percent of all rural land and 66 percent of the total area of the County. Between 1963 and 1995, agricultural lands in the County decreased by 27 square miles, or 7 percent; wetlands, woodlands, and surface water, combined, decreased by three square miles, or 3 percent; and all other rural lands, including landfill and extractive uses and unused lands, increased by seven square miles, or 56 percent.

3. The most important elements of the natural resource base and features closely related to that base are concentrated in elongated patterns in the landscape of Walworth County and Southeastern Wisconsin, referred to as environmental corridors. “Primary” environmental corridors, which are the longest and widest type of environmental corridors, encompassed 100 square miles, or 17 percent of the total area of the County, in 1995. Primary environmental corridors are found in the Kettle Moraine area, along the major stream valleys, and around the County’s many lakes. “Secondary” environmental corridors, which are generally shorter and more narrow than primary environmental corridors, encompassed 15 square miles, or about 3 percent of the total area of the County, in 1995. Secondary environmental corridors are typically found along smaller perennial and intermittent streams. “Isolated natural resource areas,” which consist of small pockets or concentrations of natural resource base elements separated physically from the environmental corridors, encompassed 13 square miles, or about 2 percent of the total area of the County, in 1995. Isolated natural resource areas are scattered widely throughout the County.
4. For the most part, urban development in Walworth County remains concentrated in and around the County’s cities and villages and lake communities, although some scattered isolated urban enclaves do exist. Large tracts of agricultural and other open space lands remain intact, relatively free of encroachment by urban development. This situation has important implications for land use planning in the County. Given the limited extent of scattered urban development, Walworth County has the opportunity to continue to plan for widespread preservation of agricultural and other space lands—an opportunity no longer available in many other areas of the Southeastern Wisconsin Region.

Population, Households, and Employment

1. The population of Walworth County was 75,000 in 1990, an increase of about 33,400, or 80 percent, over the 1950 population. The population of Walworth County was estimated at about 85,500 persons in 1999—about 10,500 persons, or 14 percent, above the 1990 level. Under the Regional Planning Commission’s alternative future growth scenarios, the year 2020 resident population of the County would range from 95,000 persons to 131,600 persons, representing an increase of 20,000 to 56,600 persons, or 27 to 76 percent, over the 1990 level.
2. The number of households in Walworth County was about 27,600 in 1990, an increase of about 15,300 households, or 123 percent, over the 1950 level. The number of households in Walworth County was estimated at about 33,400 in 1999—about 5,800 households, or 21 percent, above the 1990 level. In recent decades, the number of households in Walworth County has increased faster than the County population, while the average household size has decreased. Under the Regional Planning Commission’s alternative future growth scenarios, the number of households in the County in 2020 would range from 36,900 to 49,500, representing an increase of 9,300 to 21,900 households, or 34 to 79 percent, over the 1990 level.
3. The number of available jobs in Walworth County was about 40,200 in 1990, an increase of 27,000 jobs, or 205 percent, over the 1950 level. The number of available jobs in Walworth County was estimated at about 52,900 in 1999—about 12,700 jobs, or 32 percent, above the 1990 level. Under the Regional Planning Commission’s alternative future growth scenarios, the number of available jobs in the County in 2020 would range from 59,900 to 69,100, representing an increase of 19,700 to 28,900 jobs, or 49 to 72 percent, over the 1990 level.

PUBLIC OPINION SURVEY

As part of the planning process, a survey of randomly selected resident property owners in Walworth County was undertaken in summer 1999 in an effort to identify perspectives on a range of land use-related issues. The survey results are summarized in Chapter IV and are presented in detail in Appendix B. The survey indicated the following:

1. Respondents are very satisfied with living in Walworth County. Most would prefer to have the County stay on course or slow down with respect to its growth, but nevertheless continue to grow somewhat.

2. Strong support exists for the preservation and continued active use of farmland in Walworth County. That support prevails, though in somewhat lower percentages, even when farmland preservation is cast against private property owner decisions.
3. Regarding prime farmland, support for the current minimum lot size of 35 acres substantially outweighs the support for a smaller lot size. Preferences are divided on the matter of lot size for rural land not considered to be prime farmland.
4. Considerably more respondents indicate that residential growth should take place in urban areas than in rural areas of Walworth County. There is greater support for all types of housing in urban areas than in rural areas. In both urban and rural areas, single-family housing is convincingly favored over all other types. However, there is considerably more support for duplexes and multi-family housing in urban areas.
5. Respondents strongly feel that employment opportunities in Walworth County are important. Nevertheless, almost twice as many indicate that commercial and industrial development should be allowed as opposed to being encouraged. Support exists for concentrating businesses, particularly in zoned commercial and industrial areas.
6. A neutral policy regarding retail development and tourism facilities is supported by a majority of respondents, while lesser percentages would either encourage or discourage such growth.
7. A neutral policy regarding industrial development is supported by a majority of respondents. Among survey respondents in general, and commercial and industrial development growth supporters in particular, light industry is greatly favored over heavy industry.
8. Natural resource features are highly valued and their protection is strongly supported. Almost all respondents say that the natural environment positively influences their decision to live in Walworth County. Most say the County should actively pursue the protection of woodlands, wetlands, park land, and endangered species habitats.
9. An overwhelming number of respondents feel Walworth County government should encourage environmental preservation compared to those who feel such action should be discouraged. Regulation of land uses that would adversely impact groundwater is also strongly supported, as is protection of historic sites.
10. There is widespread agreement that local units of government have a responsibility to protect property owners and the community by regulating land use and that zoning regulations are beneficial. Support for zoning is lower, but still strong, when the matter is cast in terms of whether the use of private land should be based on zoning or landowners' preferences.

LAND USE OBJECTIVES

The County land use planning process included the formulation of a set of set of land use objectives for the County. Based upon a consideration of the results of the public opinion survey and consideration of land use objectives set forth in other Walworth County plans, town plans, and the regional land use plan, the County Land Use Plan Advisory Committee adopted a set of eight land use objectives for the County. The objectives are presented in Chapter V; an abridged version of the objectives follows:

1. A land use pattern which jointly meets the social, physical, and economic needs of the County and all the municipalities therein, with the amount of land identified for future urban and rural development properly related to anticipated growth in population and economic activity.

2. A spatial distribution of the various land uses which is properly related to, and maximizes the use of, existing public utilities and facilities. In particular, new urban development should occur within planned urban service areas.
3. A transportation system that provides efficient access, through various appropriate modes of transportation, to employment centers and to commercial, industrial, cultural, governmental and educational facilities.
4. The location of new urban residential development in well-planned neighborhood units.
5. The conservation and revitalization, as needed, of existing urban lands to maintain their viability and attractiveness as places to live, work, and play.
6. The preservation and conservation of the natural resources within the County.
7. The preservation of the agricultural resource base of the County.
8. The preservation of the rural character of other areas of the County (ie., areas not identified as prime agricultural lands or environmentally significant lands) located beyond planned urban areas.

RECOMMENDED YEAR 2020 LAND USE PLAN

The new land use plan represents an update and extension ten years into the future of the previously adopted year 2010 County plan. Like the year 2010 plan, the new County plan was prepared as a refinement of the regional land use plan, which was previously extended to the year 2020. Designed in accordance with the aforereferenced objectives, the new County plan retains and builds upon the basic principles and concepts of the previously adopted County plan.

The new County land use plan takes into account town land use plans which have been formally adopted by town plan commissions and/or town boards. These include plans for the Towns of Delavan, East Troy, Geneva, LaGrange, Linn, Lyons, Sharon, Spring Prairie, Sugar Creek, and Troy. The basic principles and concepts of each of these plans were found to be consistent with the County land use objectives, and the plans were incorporated, in a generalized manner, into the new County plan.

The County land use plan seeks to preserve and maintain what are perceived to be the best attributes of the County while accommodating significant growth and development. Broadly speaking, the County land use plan seeks to direct new urban development primarily to urban service areas, which provide basic urban services and facilities; to preserve environmentally significant lands; to preserve prime agricultural lands except as necessary to accommodate planned urban service area expansion; and to retain other areas of the County located beyond the planned urban service areas in rural uses.

The year 2020 County land use plan is described in detail in Chapter VI of this report. It is presented graphically on Map 9 in Chapter VI. Quantitative data relative to the plan are presented in Table 16 in Chapter VI. The major recommendations of the land use plan are summarized below.

1. The County land use plan recommends that most new urban development³¹ occur in planned urban service areas which provide a full range of urban services and facilities—including public sanitary sewer service and typically also including public water supply service; an engineered stormwater management system; a relatively high level of police, fire protection, and emergency medical services; shopping and professional

³¹*For purposes of the County land use plan, urban development has been defined as areas devoted to urban-density residential, commercial, industrial, governmental and institutional, recreational, and utility uses—with urban-density residential development defined as development at a density of more than one dwelling unit per five acres.*

services; schools, libraries, and other institutions; parks which provide facilities for a range of outdoor recreation activities; pedestrian and bicycle-way facilities; an integrated system of local access streets, collector streets, and arterial streets and highways; and, in some cases, transit service. On the land use plan map, the boundaries of the planned urban service areas (the orange-shaded areas on Map 9) were delineated on the basis of the boundaries of the planned public sanitary sewer service areas that have been adopted as part of the regional water quality management plan. These areas may be expected to be expanded in the years ahead as the communities concerned, in cooperation with the Regional Planning Commission, amend the sewer service areas to accommodate additional growth, in accordance with regional growth projections.

2. The County land use plan envisions some additional urban development beyond the planned urban service areas—largely in areas which have been previously committed to urban use through existing zoning, subdivision platting, or adopted town land use plans. Shaded yellow on the land use plan map, these areas consist primarily of rural hamlets and lake-oriented development. Moreover, under the plan, consideration could also be given, on a case-by-case basis, to urban density development in certain of the “other agricultural, rural residential, and other open lands” (white areas on the plan map), particularly those located adjacent to the planned urban service areas (orange areas on the plan map) and other urban lands (yellow areas on the plan map)—where this would represent a logical expansion of the adjacent urban area. Determinations in this respect should weigh the potential impacts on the street and highway system, public safety systems, the public school system, and other public services, and should, in addition, take into consideration adopted town plans and the recommendations of town plan commissions and town boards.
3. The land use plan also recognizes that there has been, and will likely continue to be, a demand for rural residential development. The plan would accommodate rural residential development—defined as development at a density of no more than one dwelling unit per five acres—in upland conservancy areas and non-prime farming areas. Such development should be properly related to the agricultural and natural resource base and designed to maintain rural character.
4. The land use plan recommends the preservation of existing primary and secondary environmental corridors and isolated natural resource areas in essentially natural, open uses. Under the plan, development within the environmental corridors and isolated natural resource areas would be limited to necessary transportation and utility facilities, and, on a limited basis, compatible outdoor recreational facilities and carefully planned rural residential development at a density of no more than one dwelling per five acres of upland. Table 17 in Chapter VI provides a set of guidelines for development considered to be compatible with environmental corridors and isolated natural resource areas.
5. The land use plan recommends the preservation of prime agricultural lands, except as necessary to accommodate the planned expansion of urban service areas. Under the plan, prime agricultural lands are defined as parcels covered at least in half by soils in agricultural capability Classes I, II, and III, as classified by the U.S. Natural Resources Conservation Service. In general, the plan recommends that new land divisions in prime agricultural areas be limited to a minimum size of 35 acres.
6. Under the County plan, the balance of the County—including those areas which have been designated neither for future urban use nor for preservation as environmental corridors, isolated natural resources, or prime farmland—have been identified as “other agricultural, rural residential, and other open land” (white areas on the plan map). The overriding plan recommendation for these areas is that they be retained in rural use. The plan encourages the continuation of agricultural activity in these areas, recognizing that such activity may be in the form of conventional farming operations or in the form of smaller farms, such as horse farms or hobby farms. Within such areas, the plan would also accommodate rural residential development at a density of 5 to 35 acres per dwelling, consistent with adopted Town land use plans. In addition, as noted above, consideration could also be given on a case-by-case basis to urban-density development in certain of these areas, particularly those located adjacent to the planned urban service areas and other urban lands where this would represent a logical expansion of the adjacent urban area.

7. Where rural residential development is accommodated, the County land use plan strongly encourages the use of conservation subdivision designs. This involves designing the subdivision around significant natural features, preserving those features and maintaining linkages between natural resource areas as appropriate. This can be accomplished by clustering the permitted dwelling units in a relatively compact fashion on a portion of the site, retaining significant open space features intact. Well designed conservation subdivisions can minimize the visual impact of the permitted residential development, maintain scenic views, preserve significant natural features and open space, and maintain the overall rural character of the landscape. Conservation subdivision designs may also decrease the total amount of impervious surface attendant to development. Infrastructure costs borne by the developer and public infrastructure maintenance costs may be reduced due to shortened street and utility lengths.

PLAN IMPLEMENTATION

Implementation of the plan will depend, to a large degree, on the judicious use of zoning authority and authority to regulate land divisions in accordance with the plan. The land use plan should be a primary consideration in public decisions on any proposed rezonings and proposed land divisions. The Walworth County Zoning Ordinance and Subdivision Control Ordinance are generally well suited to implement the plan, although it is recommended that both ordinances be revised to better accommodate conservation subdivisions.

Currently, conservation subdivisions can be developed as “planned residential developments”—a conditional use allowed in most residential zoning districts and in two conservancy districts—under the County Zoning Ordinance. The current planned residential development conditional use provisions enable the clustering of dwelling units, which is inherent in conservation subdivisions, but they do not contain other provisions needed to assure sound conservation subdivision development. The zoning ordinance should be amended to better accommodate conservation subdivisions. The zoning ordinance should establish conservation subdivisions as a principal use rather than a conditional use. The ordinance should emphasize performance standards, such as the amount and quality of open space to be preserved, while providing flexibility to achieve the best overall design. The ordinance should specify ownership options for the lands to be preserved and should require restrictive covenants, conservation easements, and deed restrictions, as appropriate, on such lands to ensure that the lands are retained in open use. In addition, consideration should be given to establishing a “density bonus” to encourage the use of conservation subdivisions. A density bonus could permit additional dwelling units in developments which utilize conservation subdivision designs, beyond the number permitted under conventional designs. A density bonus could also be used to encourage the re-establishment of prairies, woodlands, and wetlands in plans for conservation subdivisions.

The Walworth County Subdivision Control Ordinance should also be reviewed and revised as necessary to ensure that it properly accommodates conservation subdivisions. This review and revision should ensure that ordinance design standards are consistent with principles of conservation subdivision design and that the subdivision control ordinance is properly related to the conservation subdivision provisions of the zoning ordinance. The ordinance should require that subdivision plats include conservation easements and/or restrictive covenants ensuring the permanent preservation of designated open space lands.

The County plan also encourages the use of traditional neighborhood development within urban areas. It recommends that cities and villages, along with the County in conjunction with the towns, determine if traditional neighborhood development is applicable to their jurisdiction and, if warranted, review their zoning and land division ordinances, and amend them as necessary to ensure that they appropriately accommodate traditional neighborhood development.

The County plan further recommends the exploration of purchase of development rights (PDR) programs as one of the means for preserving farmland in Walworth County. The plan recommends that discussions be undertaken among the County, the towns, farm interests, and conservancy organizations to assess the viability of a PDR program, generally including the scope, scale, cost, funding and startup options, and shared responsibilities such as public/private partnerships between governmental units and conservancy organizations.

UPDATING THE LAND USE PLAN

Provision should be made for the annual review and update of the County land use plan map, to ensure that it properly reflects changing conditions as well as to incorporate new or revised town land use plans and amendments to sanitary sewer service areas adopted as part of the regional water quality management plan.

Ten of the 16 civil towns in Walworth County had prepared and adopted town land use plans at the time of the preparation of this report. All of the adopted town plans were incorporated in a generalized manner into the County land use plan. It is to be expected that, in the years ahead, additional towns will prepare and adopt land use plans and that those towns which already have an adopted plan will update and revise their plans. New town land use plans and any updates or revisions to currently adopted town land use plans should be prepared within the framework of the County land use plan, refining and detailing that plan to reflect town and County land use objectives. Town plans should be consistent with County land use plan categories and standards so that the town plans may be readily incorporated into the County plan.

RELATION TO STATE COMPREHENSIVE PLANNING REQUIREMENTS

Legislation enacted in 1999 has substantially altered the framework for comprehensive planning in Wisconsin. The legislation requires that any action of a local government that affects land use, such as the administration of zoning or land division ordinances, be consistent with a comprehensive plan, as defined in the new law, beginning on January 1, 2010. The County has already prepared and adopted a number of plans dealing with some of the key topics required to be addressed by the new planning law, including a jurisdictional arterial street and highway system plan, a farmland preservation plan, a park and open space plan, a solid waste management plan, and a land and water resource management plan. While these plans, along with this County land use plan, provide a foundation for a future County comprehensive plan, they will have to be updated and, in some cases, expanded to meet the comprehensive planning requirements, and new elements addressing housing, utilities and community facilities, and economic development will have to be prepared, in order for the County to continue to carry out its many functions affecting land use.

CONCLUDING REMARKS

The year 2020 County land use plan presented in this report is intended to update the year 2010 County land use plan, extending that plan ten years into the future. The basic principles and concepts of the new plan are the same as the previous plan. With the exception of efforts to encourage conservation subdivision designs, it is anticipated that, operationally, zoning and other land use regulations would be administered as they have been under the year 2010 plan. The new year 2020 plan will provide a sound guide for urban growth and development and open space preservation for the County until such time as a County comprehensive plan, meeting all of the requirements of the new State comprehensive planning law, is prepared and adopted.

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APPENDICES

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Appendix A

SUMMARY OF THE PARK AND OPEN SPACE PLAN FOR WALWORTH COUNTY

In September 2000, the Walworth County Board adopted a County park and open space plan for the year 2020. That plan updates and extends the previous design year 2000 County park and open space plan, which had been adopted by the County Board in 1992. The primary purpose of the park and open space plan for Walworth County is to guide the acquisition and development of lands and facilities needed to satisfy existing and anticipated future outdoor recreation needs in the County and to protect existing natural resources. Implementation of the recommended plan would assure the protection and preservation of important natural resources and provide a variety of geographically well distributed park and open space sites and facilities.

The plan is documented in SEWRPC Planning Report No. 135 (2nd Edition), *A Park and Open Space Plan for Walworth County*. The plan consists of two elements, an open space preservation element and an outdoor recreation element, as described below.

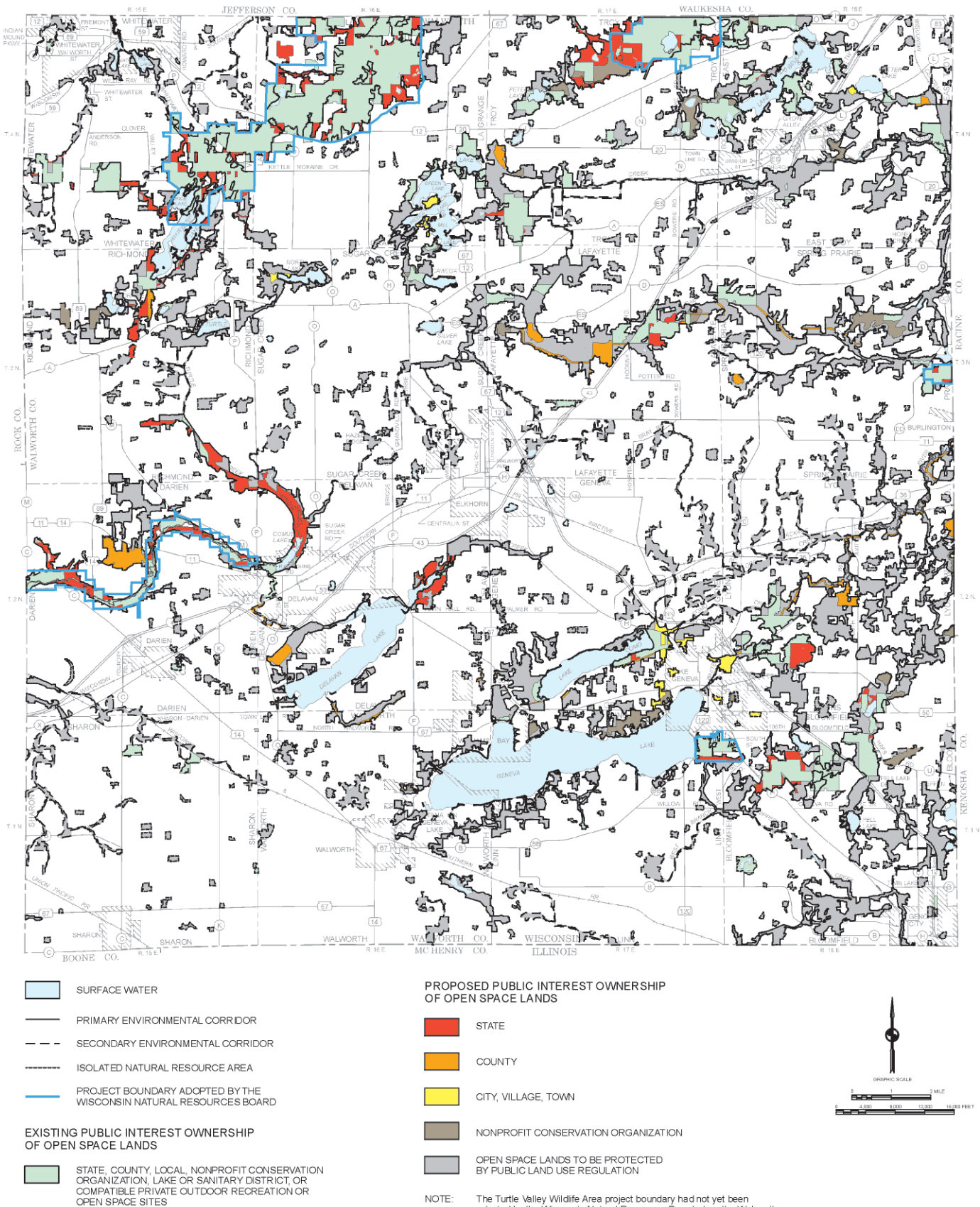
OPEN SPACE PRESERVATION ELEMENT

The open space preservation plan element is summarized graphically on Map A-1. The plan recommends that a total of about 71,900 acres of environmentally significant open space lands, or about 20 percent of Walworth County, be protected through a combination of public or nonprofit conservation organization ownership, or through protective zoning. These 71,900 acres include planned primary and secondary environmental corridors, planned isolated natural resource areas, and areas outside corridors but within the Wisconsin Department of Natural Resources project boundaries. All natural areas and critical species habitat sites recommended to be preserved are contained within the planned primary or secondary environmental corridors or the planned isolated natural resource areas.

Of the total 71,900 acres of recommended open space lands, 15,800 acres, or about 22 percent, were in public ownership or nonprofit conservation organization ownership, or were in compatible private outdoor recreational use in 1999, and are recommended to be preserved in such ownership. The plan recommends that an additional 11,700 acres, or about 16 percent of proposed open space lands, be acquired by public agencies for natural resource protection or open space preservation purposes or for public park or trail use. The plan recommends that the remaining 44,400 acres of open space lands be preserved through protective zoning. Such zoning—including floodland and lowland and upland conservancy zoning—is largely in place within the unincorporated areas of the County.

Map A-1

OPEN SPACE PRESERVATION ELEMENT OF THE WALWORTH COUNTY PARK AND OPEN SPACE PLAN: 2020



Source: SEWRPC.

OUTDOOR RECREATION ELEMENT

The outdoor recreation plan element is summarized graphically on Map A-2. The plan recommends new major park sites and facilities, and improvements at existing major parks; new or expanded boat access facilities to major lakes; and the development of areawide recreation trails.

Under the outdoor recreation element of the plan, six major parks would be provided within the County. Of the six major parks, four are existing parks and two would be new parks to be developed by Walworth County. The four existing major parks are: Big Foot Beach State Park and Whitewater Lake Recreation Area, owned by the Wisconsin Department of Natural Resources; and the Price Conservancy and Natureland Park, owned by Walworth County.

The plan recommends that both of the existing major County parks be expanded to include adjacent lands with important natural resource values. Additional facilities are also recommended to be developed at both parks.

The plan further recommends that the County develop two new major parks, the Turtle Creek and White River County parks. The new parks would serve County residents who currently do not have good access to a major park. Recommended facilities at the new park sites include family camping, picnicking, stream access, and trail facilities.

The plan also recommends that five major trails be provided within the County. About 57 miles would be provided by Walworth County: the Sugar Creek corridor, which would connect with the Honey Creek Wildlife Area in Racine County on the east and with the Ice Age corridor in Walworth County on the west; and the White River/Delavan corridor, which would connect with the Fox River recreation corridor in Racine County on the east and with the Turtle Creek corridor on the west. The Department of Natural Resources would be responsible for about 54 miles (including 11 existing miles), including: a segment of the Ice Age trail, which would connect with the Ice Age trail segments in Jefferson and Waukesha Counties on the north and with Rock County on the west; the Mukwonago River corridor, which would connect with the Mukwonago River corridor in Waukesha County; and the Turtle Creek corridor, which would connect with the Ice Age corridor on the north and could be extended along Turtle Creek in Rock County on the west.

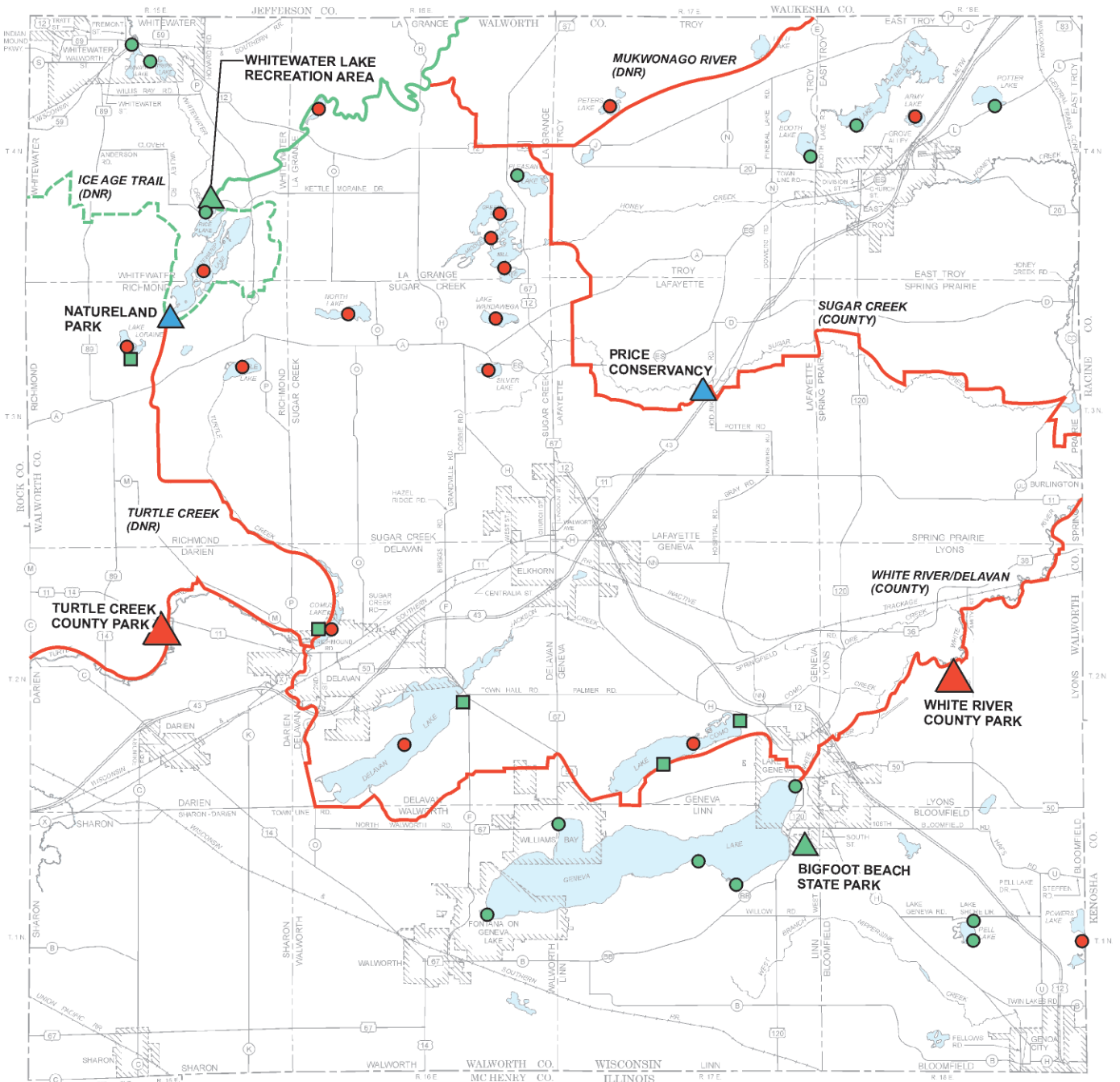
The plan also recommends the development of boat access points on major lakes in accordance with State policy to provide public motor boat access to lakes of 50 acres or more. Such access provides opportunities for those individuals who do not own land contiguous to a body of water to participate in such water-related recreation activities as motor boating, waterskiing, fishing, and canoeing. Under the plan, it is recommended that public boat access sites be expanded or acquired and developed as appropriate by the Wisconsin Department of Natural Resources on the following lakes: Army Lake; Benedict Lake; Lake Como; Comus Lake; Delavan Lake; Green Lake; Lake LaGrange; Lake Lorraine; Middle Lake; Mill Lake; North Lake; Peters Lake; Silver Lake; Turtle Lake; Lake Wandawega; and Whitewater Lake.

PLAN COSTS




The total estimated cost for implementing the County park and open space plan, is about \$39.7 million. The estimated cost to Walworth County is about \$10.0 million, or about 25 percent of the total. The costs associated with implementation of the County park plan may be offset through grants provided for recreational and open space purposes by the Wisconsin Department of Natural Resources. The acquisition and development costs for recreational and open space lands and facilities may also be offset by donations, land dedications, or by revenues generated by existing parks and recreational facilities. The plan recommends that Walworth County establish a fund for acquiring land for park and open space purposes to facilitate the implementation of the recommended plan over the planning period.

Map A-2




OUTDOOR RECREATION ELEMENT OF THE WALWORTH COUNTY PARK AND OPEN SPACE PLAN: 2020






MAJOR PARKS

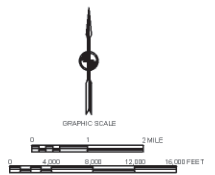
-  STATE
-  COUNTY
-  PROPOSED COUNTY

RECREATION CORRIDORS

-  EXISTING ICE AGE TRAIL
-  PROPOSED ICE AGE TRAIL
-  PROPOSED RECREATION TRAIL

BOAT ACCESS FACILITIES

-  EXISTING FACILITY MEETING DNR STANDARDS
-  EXISTING FACILITY NOT MEETING DNR STANDARDS
-  LAKE NEEDING NEW OR EXPANDED FACILITY



Source: SEWRPC.

Appendix B (Part 1) WALWORTH COUNTY LAND USE SURVEY QUESTIONNAIRE



Walworth County Land Use Survey 1999

What does the future hold for Walworth County? Like so many other rural areas throughout our country, change is inevitable. Family farms, once the driving force behind most local economies, are decreasing in number. Improved transportation networks make it possible for rural residents to commute to other communities to work, attend school, or shop. Amenities such as clean air and water, open spaces, scenic beauty, low crime, and the quality of life will undoubtedly attract new residents and development.

In an attempt to address these changes and identify future directions and goals, the University of Wisconsin-Extension in cooperation with the Walworth County Department of Planning and Zoning and the Southeastern Wisconsin Regional Planning Commission developed this survey. Through the survey and upcoming public meetings, we hope to obtain your opinions and concerns about land uses within the county. Please take a few minutes to complete the questions to help ensure that Walworth County continues to be an enjoyable place to live, work, and play. While the data from respondents will be grouped and analyzed by UW-Extension, responses from individual surveys will remain confidential. **Your input is important!** Results from this survey will help guide future county land use decisions including the updating of the county's land use plan.

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PLEASE RETURN ON OR BEFORE:

Friday August 6, 1999

University of Wisconsin-Extension

Southeastern Wisconsin Regional Planning Commission
Walworth County Department of Planning, Zoning & Sanitation

WALWORTH COUNTY LAND USE SURVEY

PLEASE: circle only one answer per question unless otherwise instructed.

I. COUNTY TRENDS AND VALUES

- If you could control the future, **which one term** would you select to describe Walworth County 20 years from today?
Rural, agricultural community 1 Mixed agricultural/residential 3
Residential community 2 Mixed residential/business 4
- From the year 2000 to 2020, Walworth County's population is projected to increase by 9 percent from 86,500 to 98,000. At what rate would you like to see growth occur?
Faster than projected 1
Present projected rate of growth 2
Slower than projected 3
No growth 4
- Should development be encouraged or discouraged in Walworth County?
Encouraged 1
Allowed but not encouraged 2
Discouraged 3
No Opinion 4

If you answered either **Discouraged** or **No Opinion** please skip to Question 5.
- If you believe Walworth County should continue to grow, what kind(s) of growth would you like to see? (**Circle all that apply**)
Single-family residential 1 Tourist-related businesses 8
Multi-family residential 2 Office-type businesses 9
Rural Residential 3 Convenience stores and services 10
Condominiums 4 Large retail outlets/centers 11
Hobby farms 5 Light industry 12
Family farms 6 Heavy industry 13
Large corporate farms 7

II. FARMLAND PRESERVATION ISSUES

- Do you agree or disagree that preservation of farm land in Walworth County is important?
Strongly agree 1
Agree 2
Neutral 3
Disagree 4
Strongly disagree 5
- Do you agree or disagree that Walworth County government should set agricultural land preservation as a priority goal and implement policies to achieve it?
Strongly agree 1
Agree 2
Neutral 3
Disagree 4
Strongly disagree 5
- The current lot size for building a house on A-1 zoned (Prime) farm land in Walworth County is 35 acres. This should be:
Maintained 1
Eliminated 2
Increased to _____ acres (fill in the blank) 3
Decreased to _____ acres (fill in the blank) 4
No opinion 5
- If you were asked to define A-1 zoned (Prime) farm land, which of the following items would you use as a basis for your definition? (**Circle all that apply**)
Minimum acreage requirements 1
Capability of the soil to produce or not produce crops 2
Amount of income/sales derived from crops or livestock produced from the land 3
No opinion 4
- Family farms within Walworth County are declining. In your opinion, is the continued existence of the remaining family farms important to the county's future?
Very important 1
Somewhat important 2
Not important 3
No opinion 4
- Given a situation where a farm is sold, which one of the following best describes how you would like to see the land used after the sale?
The land should be allowed to be subdivided for development purposes 1
The land should be kept agricultural or agricultural related 2
The land should be used however the new owner desires 3
No opinion 4

11. Would you support spending property tax dollars for the preservation of agricultural land by compensating land owners who agree not to develop their land?
- | | |
|-----------------|---|
| Yes | 1 |
| No | 2 |
| No opinion..... | 3 |

If you answered **No or No opinion**, please skip to Question 13.

12. How much of a property tax increase would you be willing to support to carry out such a program?
- | | |
|--|---|
| 10¢ per \$1,000 of assessed valuation..... | 1 |
| 25¢ per \$1,000 of assessed valuation..... | 2 |
| 50¢ per \$1,000 of assessed valuation..... | 3 |
| 75¢ per \$1,000 of assessed valuation..... | 4 |
| \$1.00 per \$1,000 of assessed valuation..... | 5 |
| No property tax increase, the program should be funded by other means..... | 6 |

III. RESIDENTIAL LAND USE ISSUES

NOTE: for questions 13-18 the term “**urban areas**” refers to areas served by public sanitary sewer service; the term “**rural areas**” refers to areas that are not served by public sanitary sewer service.

13. Where should new housing development be located in Walworth County?
- | | |
|----------------------------------|---|
| Urban areas..... | 1 |
| Rural areas..... | 2 |
| Both urban and rural areas | 3 |
14. What types of housing should be provided in urban areas? (**Circle all that apply**)
- | | |
|------------------------|---|
| Single-family..... | 1 |
| Duplexes..... | 2 |
| Multi-family..... | 3 |
| Mobile home parks..... | 4 |
| Condominiums..... | 5 |
15. Other than farm residences, what type of housing should be provided in rural areas? (**Circle all that apply**)
- | | |
|--|---|
| Single-family..... | 1 |
| Duplexes..... | 2 |
| Multi-family..... | 3 |
| Mobile home parks..... | 4 |
| Condominiums..... | 5 |
| New non-farm housing should not be accommodated in rural areas..... | 6 |

5

16. What should be the minimum lot size requirement for rural land which is not considered to be prime farmland?
- | | | | |
|---|---|--------------------------------------|---|
| One dwelling unit per acre | 1 | One dwelling unit per 10 acres | 4 |
| One dwelling unit per two-three acres | 2 | One dwelling unit per 20 acres | 5 |
| One dwelling unit per five acres | 3 | One dwelling unit per 35 acres | 6 |

17. Do you agree or disagree that there is a shortage of affordable housing in Walworth County?
- | | |
|------------------------|---|
| Strongly agree | 1 |
| Agree..... | 2 |
| Neutral..... | 3 |
| Disagree..... | 4 |
| Strongly disagree..... | 5 |

18. Do you agree or disagree that there is a shortage of housing for seniors in Walworth County?
- | | |
|------------------------|---|
| Strongly agree | 1 |
| Agree..... | 2 |
| Neutral..... | 3 |
| Disagree..... | 4 |
| Strongly disagree..... | 5 |

IV. COMMERCIAL AND INDUSTRIAL ISSUES

19. Should commercial and industrial development be encouraged or discouraged in Walworth County?
- | | |
|----------------------------------|---|
| Encouraged..... | 1 |
| Allowed but not encouraged | 2 |
| Discouraged..... | 3 |
| No Opinion..... | 4 |

If you answered **Discouraged or No opinion**, please skip to Question 21.

20. What type of business should be encouraged or allowed in Walworth County? (**Circle all that apply**)
- | | | | |
|----------------------|---|---------------------------|---|
| Services | 1 | Heavy industry..... | 5 |
| Office parks | 2 | Agricultural related..... | 6 |
| Other retail | 3 | Shopping centers | 7 |
| Light industry | 4 | | |
21. Should businesses be concentrated in a few areas or dispersed throughout the County?
- | | |
|--------------------|---|
| Concentrated | 1 |
| Dispersed..... | 2 |
| No opinion..... | 3 |

If you answered **Dispersed or No opinion**, please skip to Question 23.

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22. If businesses should be concentrated, where should the concentration(s) be located?
- | | |
|---|---|
| In currently zoned commercial and industrial areas | 1 |
| In cities and villages or where public sewer service is available | 2 |
| They can be concentrated in any location..... | 3 |

V. ENVIRONMENTAL ISSUES

23. Should Walworth County actively pursue the protection of any of the following? (**Circle all that apply**)
- | | |
|---|---|
| Woodlands..... | 1 |
| Wetlands..... | 2 |
| Open spaces..... | 3 |
| Endangered species habitat | 4 |
| Park land, existing and future..... | 5 |
| Historic sites..... | 6 |
| None, the county should not pursue the protection of any of these | 7 |

If you answered **None**, please skip to Question 25

24. How much of a property tax increase would you be willing to support to carry out such a program?
- | | |
|--|---|
| 10¢ per \$1,000 of assessed valuation..... | 1 |
| 25¢ per \$1,000 of assessed valuation..... | 2 |
| 50¢ per \$1,000 of assessed valuation..... | 3 |
| 75¢ per \$1,000 of assessed valuation..... | 4 |
| \$1.00 per \$ 1,000 of assessed valuation..... | 5 |
| No property tax increase, the program should be funded by other means..... | 6 |
25. What do you think is the best use of land along river and stream corridors within rural areas of the county?
- | | |
|-------------------------------------|---|
| Residential development | 1 |
| Agricultural uses | 2 |
| Recreational uses..... | 3 |
| Leave it in its natural state | 4 |
26. What involvement should Walworth County government have in the protection of ground-water quality and drinking water supplies?
- | | |
|--|---|
| Regulate land uses that would adversely impact groundwater | 1 |
| Provide information only | 2 |
| No involvement..... | 3 |

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27. Which one of the following best describes your opinion on the issue of sewage disposal in rural areas of Walworth County?
- | | |
|---|---|
| Each property owner should install and maintain their own waste disposal system | 1 |
| Small sanitary districts should be created to address this issue | 2 |
| Residents should link up with municipal sewer systems if nearby and available..... | 3 |
| Non-sewered development should not be allowed..... | 4 |

VI. COUNTY ORDINANCES AND REGULATORY ISSUES

28. To address future development, Walworth County's existing zoning ordinance should be:
- | | | | |
|-------------------------|---|--------------------------------------|---|
| Completely redone | 1 | Eliminated..... | 4 |
| Slightly revised..... | 2 | No opinion | 5 |
| Maintained as is..... | 3 | Not familiar with the ordinance..... | 6 |

29. Should the requirements and enforcement of the following existing County Ordinances be stricter, relaxed or maintained as is?

	Stricter	Relaxed	As is	No Opinion
Zoning	1	2	3	4
Subdivision Control	1	2	3	4
Sanitation	1	2	3	4
Erosion Control/Stormwater Management	1	2	3	4

30. Do you agree or disagree that the use of private land should be based on owners' preferences rather than being restricted by zoning?
- | | |
|------------------------|---|
| Strongly agree | 1 |
| Agree..... | 2 |
| Neutral..... | 3 |
| Disagree..... | 4 |
| Strongly disagree..... | 5 |

31. Do you agree or disagree that local units of government have the responsibility to protect property owners and the community by regulating land use?
- | | |
|------------------------|---|
| Strongly agree | 1 |
| Agree..... | 2 |
| Neutral..... | 3 |
| Disagree..... | 4 |
| Strongly disagree..... | 5 |

32. Do you agree or disagree that the use of zoning regulations are beneficial?
- | | |
|------------------------|---|
| Strongly agree | 1 |
| Agree..... | 2 |
| Neutral..... | 3 |
| Disagree..... | 4 |
| Strongly disagree..... | 5 |

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VII. QUALITY OF LIFE IN WALWORTH COUNTY

33. How satisfied are you with Walworth County as a place to live?
- | | |
|------------------------------|---|
| Completely satisfied..... | 1 |
| Satisfied..... | 2 |
| Dissatisfied..... | 3 |
| Completely dissatisfied..... | 4 |
34. What effect has population growth had on the quality of life in Walworth County?
- | | |
|--------------------|---|
| Very positive..... | 1 |
| Positive..... | 2 |
| No effect..... | 3 |
| Negative..... | 4 |
| Very negative..... | 5 |
35. A variety of local characteristics influence a person's choice of where to live. **How important** is each of the following in influencing your decision to live in Walworth County?
- | | Very Important | Somewhat Important | Not Very Important | Not At All Important |
|---|----------------|--------------------|--------------------|----------------------|
| Educational system..... | 1 | 2 | 3 | 4 |
| Employment opportunities..... | 1 | 2 | 3 | 4 |
| Friendly communities..... | 1 | 2 | 3 | 4 |
| Good place to raise a family..... | 1 | 2 | 3 | 4 |
| Government services..... | 1 | 2 | 3 | 4 |
| Low crime rate..... | 1 | 2 | 3 | 4 |
| Natural environment..... | 1 | 2 | 3 | 4 |
| Pace of life..... | 1 | 2 | 3 | 4 |
| Proximity of family..... | 1 | 2 | 3 | 4 |
| Proximity to Chicago and Milwaukee..... | 1 | 2 | 3 | 4 |
| Recreational opportunities..... | 1 | 2 | 3 | 4 |
| Rural atmosphere..... | 1 | 2 | 3 | 4 |
36. As Walworth County government plans for future development should local **officials discourage, encourage or remain neutral** regarding each of the following items.
- | | Encourage | Remain Neutral | Discourage |
|---------------------------------|-----------|----------------|------------|
| Environmental preservation..... | 1 | 2 | 3 |
| Farm land preservation..... | 1 | 2 | 3 |
| Industrial development..... | 1 | 2 | 3 |
| Residential housing..... | 1 | 2 | 3 |
| Retail development..... | 1 | 2 | 3 |
| Tourism facilities..... | 1 | 2 | 3 |
| Vacation homes..... | 1 | 2 | 3 |

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37. The growth of the Chicago and Milwaukee metropolitan regions has brought them closer to Walworth County in recent years. For each of the following items, please indicate whether the local impact has been **positive** or **negative**.

	Very Positive	Positive	Negative	Very Negative	No Opinion
Access to health care	1	2	3	4	5
Availability of shopping	1	2	3	4	5
Crime rate	1	2	3	4	5
Employment opportunities	1	2	3	4	5
Environmental quality	1	2	3	4	5
Housing costs	1	2	3	4	5
How people interact with each other	1	2	3	4	5
Overall quality of life	1	2	3	4	5
Pace of life	1	2	3	4	5
Rural atmosphere	1	2	3	4	5
School system	1	2	3	4	5
Sense of community	1	2	3	4	5
Traffic density	1	2	3	4	5
Wages	1	2	3	4	5

VIII. SUPPLEMENTAL INFORMATION

38. What is your gender?
- Male..... 1
- Female..... 2
39. What is your age?
- | | | | |
|-------------------------|---|--------------------------|---|
| Less than 20 years..... | 1 | 50-59 years..... | 5 |
| 20-29 years..... | 2 | 60-69 years..... | 6 |
| 30-39 years..... | 3 | 70-79 years..... | 7 |
| 40-49 years..... | 4 | 80 years or greater..... | 8 |
40. Are you a permanent or seasonal resident?
- Permanent..... 1
- Seasonal..... 2
41. What is the size of your household?
- _____ person(s)
42. What is your educational background?
- | | | | |
|-------------------------------|---|--------------------------------|---|
| Elementary school..... | 1 | Technical school graduate..... | 4 |
| 1-3 years of high school..... | 2 | College graduate..... | 5 |
| High school graduate..... | 3 | Post-graduate..... | 6 |

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43. How long have you been a resident of Walworth County?
- | | | | |
|-----------------------|---|----------------------------|---|
| Less than 1 year..... | 1 | 16-20 years..... | 5 |
| 1-5 years..... | 2 | 21-25 years..... | 6 |
| 6-10 years..... | 3 | Greater than 25 years..... | 7 |
| 11-15 years..... | 4 | | |
44. What is your approximate annual household income?
- | | | | |
|--------------------------|---|-----------------------------|---|
| Less than \$15,000..... | 1 | \$50,000 - 69,999..... | 4 |
| \$15,000 - \$29,999..... | 2 | \$70,000 - 99,999..... | 5 |
| \$30,000 - 49,999..... | 3 | Greater than \$100,000..... | 6 |
45. What is your occupation?
- | | | | |
|----------------------|---|------------------------------------|----|
| Homemaker..... | 1 | Farmer..... | 8 |
| Service worker..... | 2 | Sales worker..... | 9 |
| Laborer..... | 3 | Manager/Administrator..... | 10 |
| Truck Driver..... | 4 | Professional/technical worker..... | 11 |
| Craftsman..... | 5 | Self-employed..... | 12 |
| Clerical worker..... | 6 | Retired..... | 13 |
| Factory worker..... | 7 | Unemployed..... | 14 |

If you answered **Retired** or **Unemployed** please skip to Question 48

46. Is your place of employment located in Walworth County?
- Yes..... 1
- No..... 2
47. Approximately how many miles do you travel to your place of employment one way?
- | | | | |
|-------------------------|---|------------------------------------|---|
| Less than one mile..... | 1 | Greater than 30 miles..... | 5 |
| 1-10 miles..... | 2 | Work at home..... | 6 |
| 11-20 miles..... | 3 | Always traveling for business..... | 7 |
| 21-30 miles..... | 4 | | |
48. Are you an elected or appointed government official?
- Yes..... 1
- No..... 2

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Thank you for completing this survey!

Please return on or before **Friday, August 6, 1999**
Use the enclosed self-addressed stamped envelope

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Appendix B (Part 2)

WALWORTH COUNTY LAND USE SURVEY RESPONSES

QUESTION BY QUESTION FREQUENCY RESPONSES

COUNTY TRENDS AND VALUES

1. If you could control the future, which one term would you select to describe Walworth County 20 years from today?

	Frequency	Percent
Rural, agricultural community	336	17.1
Residential community	46	2.3
Mixed agricultural/residential	1,322	67.4
Mixed residential/business.....	257	13.1
Total	1,961	99.9

2. From the year 2000-2020, Walworth County's population is projected to increase by 9% from 86,500 to 98,000. At what rate would you like to see growth occur?

	Frequency	Percent
Faster than projected.....	72	3.6
Present projected rate of growth	640	32.2
Slower than projected	1,035	52.1
No growth	240	12.1
Total	1,987	100.0

3. Should development be encouraged or discouraged in Walworth County?

	Frequency	Percent
Encouraged	361	18.2
Allowed but not encouraged	1,170	59.0
Discouraged	408	20.6
No opinion	43	2.2
Total	1,982	100.0

4. If you believe Walworth County should continue to grow, what kind(s) of growth would you like to see? (Circle all that apply)

NOTE: This question was to be answered by those who indicated in Question 3 that development should be encouraged, or allowed but not encouraged.

	Frequency	Percent ^a	Percent of Total Respondents ^b
Single-family residential	1,185	77.4	59.2
Multi-family residential.....	230	15.0	11.5
Rural residential	688	44.9	34.3
Condominiums	194	12.7	9.7
Hobby farms.....	549	35.9	27.4
Family farms	1,082	70.7	54.0
Large corporate farms	104	6.8	5.2
Tourist-related businesses	524	34.2	26.2
Office-type businesses.....	458	29.9	22.9
Convenience stores and services	393	25.7	19.6
Large retail outlets/centers	346	22.6	17.3
Light industry	947	61.9	47.3
Heavy industry	163	10.6	8.1
Total	6,863	- -	- -

^aPercent of those who indicated in Question 3 that development should be encouraged, or allowed but not encouraged (1,531).

^bPercent of total respondents (2,003).

FARMLAND PRESERVATION ISSUES

5. Do you agree or disagree that preservation of farm land in Walworth County is important?

	Frequency	Percent
Strongly agree.....	1,286	64.8
Agree	495	24.9
Neutral	137	6.9
Disagree	49	2.5
Strongly disagree	19	1.0
Total	1,986	100.1

6. Do you agree or disagree that Walworth County government should set agricultural land preservation as a priority goal and implement policies to achieve it?

	Frequency	Percent
Strongly agree.....	1,000	50.4
Agree	587	29.6
Neutral	232	11.7
Disagree	117	5.9
Strongly disagree	48	2.4
Total	1,984	100.0

7. The current lot size for building a house on A-1 zoned (prime) farm land in Walworth County is 35 acres. This should be:

	Frequency	Percent
Maintained	1,110	56.9
Eliminated	92	4.7
Increased	124	6.4
Decreased	387	19.8
No opinion	237	12.2
Total	1,950	100.0

The lot size for building a house on A-1 zoned (prime) farm land in Walworth County should be *increased* to ? acres. (For those so indicating in Question No. 7)

Acres	Frequency ^a	Percent
40.....	20	16.5
45.....	2	1.7
50.....	52	43.0
60-75	4	3.3
80.....	15	12.4
90.....	1	0.8
100.....	19	15.7
120-160	4	3.3
200-500	4	3.3
Total	121	100.0

^aOne variable response of 50-100 acres is not included in these data.

The lot size for building a house on A-1 zoned (prime) farm land in Walworth County should be *decreased* to ? acres. (For those so indicating in Question No. 7)

Acres	Frequency ^a	Percent
<1	7	1.8
1.....	40	10.6
1-2	2	0.5
2.....	24	6.3
2-3	13	3.4
4.....	1	0.3
5.....	123	32.5
8.....	1	0.3
10.....	86	22.7
15.....	26	6.9
20.....	41	10.8
23.....	1	0.3
25.....	12	3.2
30-35	2	0.5
Total	379	100.1

^aThree variable responses of 1-5 acres and one of 1-3 acres are not included in these data.

8. If you were asked to define A-1 zoned (prime) farm land, what would you use as a basis for your definition? (Circle all that apply)

	Frequency	Percent ^a
Minimum acreage requirements	741	37.0
Capability of the soil to produce or not produce crops.....	1,284	64.1
Amount of income/sales derived from crops or livestock.....	518	25.9
No opinion	259	12.9
Total	2,802	- -

^aPercent of total survey respondents (2,003)

9. Family farms within Walworth County are declining. In your opinion, is the continued existence of the remaining family farms important to the county's future?

	Frequency	Percent
Very important.....	1,381	69.4
Somewhat important.....	448	22.5
Not important.....	128	6.4
No opinion	34	1.7
Total	1,991	100.0

10. Given a situation where a farm is sold, which one of the following best describes how you would like to see the land used after the sale?

	Frequency	Percent
Allowed to be subdivided for development purposes.....	127	6.5
Kept agricultural or agricultural related.....	1,359	69.3
Should be used however the new owner desires	386	19.7
No opinion	88	4.5
Total	1,960	100.0

11. Would you support spending property tax dollars for the preservation of agricultural land by compensating land owners who agree not to develop their land?

	Frequency	Percent
Yes	858	43.2
No	887	44.7
No opinion	239	12.0
Total	1,984	99.9

12. How much of a property tax increase would you be willing to support for preservation of agricultural land by compensating land owners who agree not to develop their land?

NOTE: This question was to be answered by those who responded "yes" to Questions 11.

	Frequency	Percent
\$.10 per \$1,000 of assessed valuation.....	305	29.2
\$.25 per \$1,000 of assessed valuation.....	170	16.3
\$.50 per \$1,000 of assessed valuation.....	96	9.2
\$.75 per \$1,000 of assessed valuation.....	9	0.9
\$1.00 per \$1,000 of assessed valuation.....	45	4.3
No property tax increase, the program should be funded by other means	418	40.1
Total	1,043	100.0

RESIDENTIAL LAND USE ISSUES

NOTE: For questions 13 - 18, the term "urban areas" refers to areas served by public sanitary sewer service; the term "rural areas" refers to areas that are not served by public sanitary sewer service.

13. Where should new housing development be located in Walworth County?

	Frequency	Percent
Urban areas	1,155	59.0
Rural areas	48	2.5
Both urban and rural	753	38.5
Total	1,956	100.0

14. What types of housing should be provided in urban areas? (Circle all that apply)

	Frequency	Percent ^a
Single-family	1,864	93.1
Duplexes	1,013	50.6
Multi-family.....	659	32.9
Mobile-home parks	209	10.4
Condominiums.....	736	36.7
Total	4,481	- -

^aPercent of total survey respondents (2,003)

15. Other than farm residences, what type of housing should be provided in rural areas? (Circle all that apply)

	Frequency	Percent ^a
Single-family	1,559	77.8
Duplexes	343	17.1
Multi-family.....	158	7.9
Mobile home parks	121	6.0
Condominiums.....	151	7.5
New non-farm housing should not be accommodated in rural areas	475	23.7
Total	2,807	- -

^aPercent of total respondents (2,003).

16. What should be the minimum lot size requirement for rural land which is not considered to be prime farmland?

	Frequency	Percent
One dwelling unit per acre.....	559	28.9
One dwelling unit per two-three acres	453	23.4
One dwelling unit per five acres	576	29.8
One dwelling unit per 10 acres	139	7.2
One dwelling unit per 20 acres	48	2.5
One dwelling unit per 35 acres	161	8.3
Total	1,936	100.1

17. Do you agree or disagree that there is a shortage of affordable housing in Walworth County?

	Frequency	Percent
Strongly agree.....	243	12.3
Agree	419	21.2
Neutral	630	31.9
Disagree	515	26.1
Strongly disagree	166	8.4
Total	1,973	99.9

18. Do you agree or disagree that there is a shortage of housing for seniors in Walworth County?

	Frequency	Percent
Strongly agree.....	292	14.9
Agree	534	27.2
Neutral	775	39.5
Disagree	285	14.5
Strongly disagree	78	4.0
Total	1,964	100.1

COMMERCIAL AND INDUSTRIAL ISSUES

19. Should commercial and industrial development be encouraged or discouraged in Walworth County?

	Frequency	Percent
Encouraged	575	28.9
Allowed but not encouraged	1,096	55.2
Discouraged	260	13.1
No opinion	56	2.8
Total	1,987	100.0

20. What type of business should be encouraged or allowed in Walworth County? (Circle all that apply)

NOTE: This question was to be answered by those who indicated in Question 19 that commercial and industrial development should be encouraged, or allowed but not encouraged.

	Frequency	Percent ^a	Percent of Total Respondents ^b
Services.....	1,081	64.7	54.0
Office parks	727	43.5	36.3
Other retail.....	741	44.3	37.0
Light industry.....	1,308	78.3	65.3
Heavy industry	257	15.4	12.8
Agricultural related	1,070	64.0	53.4
Shopping centers.....	534	32.0	26.7
Total	5,718	- -	- -

^aPercent of those who indicated in Question 19 that commercial and industrial development should be encouraged, or allowed but not encouraged (1,671).

^bPercent of total respondents (2,003).

21. Should businesses be concentrated in a few areas or dispersed throughout the county?

	Frequency	Percent
Concentrated	1,048	53.6
Dispersed	736	37.6
No opinion	173	8.8
Total	1,957	100.0

22. If businesses should be concentrated, where should the concentration(s) be located?

NOTE: This question was to be answered by those who indicated in Question 21 that businesses should be concentrated in a few areas.

	Frequency	Percent
In currently zoned commercial and industrial areas	687	55.9
In cities and villages or where public sewer service is available	454	36.9
They can be concentrated in any location	89	7.2
Total	1,230	100.0

ENVIRONMENTAL ISSUES

23. Should Walworth County actively pursue the protection of any of the following? (Circle all that apply)

	Frequency	Percent ^a
Woodlands	1,597	79.7
Wetlands	1,538	76.8
Open spaces	1,079	53.9
Endangered species habitat	1,297	64.8
Park land, existing and future	1,498	74.8
Historic sites	1,386	69.2
None, the County should not pursue the protection of any of these	118	5.9
Total	8,513	- -

^aPercent of total survey respondents (2,003).

24. How much of a property tax increase would you be willing to support to carry out such a program?

NOTE: This question was to be answered by those who indicated in Question 23 that the County should actively pursue the protection of one or more types of the features listed.

	Frequency	Percent
\$.10 per \$1,000 of assessed valuation	559	30.2
\$.25 per \$1,000 of assessed valuation	270	14.6
\$.50 per \$1,000 of assessed valuation	133	7.2
\$.75 per \$1,000 of assessed valuation	20	1.1
\$1.00 per \$1,000 of assessed valuation	63	3.4
No property tax increase, the program should be funded by other means	807	43.6
Total	1,852	100.1

25. What do you think is the best use of land along river and stream corridors within rural areas of the County?

	Frequency	Percent
Residential development.....	80	4.4
Agricultural uses	66	3.6
Recreational uses	294	16.1
Leave it in its natural state	1,387	75.9
Total	1,827	100.0

26. What involvement should Walworth County government have in the protection of groundwater quality and drinking water supplies?

	Frequency	Percent
Regulate land uses that would adversely impact groundwater	1,635	82.7
Provide information only	258	13.1
No involvement	84	4.2
Total	1,977	100.0

27. Which one of the following best describes your opinion on the issue of sewage disposal in rural areas of Walworth County?

	Frequency	Percent
Each property owner should install and maintain their own waste disposal system	871	47.1
Small sanitary districts should be created to address this issue	229	12.4
Residents should link up with municipal sewer systems if nearby and available	609	33.0
Non-sewered development should not be allowed	139	7.5
Total	1,848	100.0

COUNTY ORDINANCES AND REGULATORY ISSUES

28. To address future development, Walworth County's existing zoning ordinance should be:

	Frequency	Percent
Completely redone.....	200	10.3
Slightly revised	442	22.7
Maintained as is	182	9.4
Eliminated.....	27	1.4
No opinion	116	6.0
Not familiar with the ordinance	976	50.2
Total	1,943	100.0

29. Should the requirements and enforcement of the following existing County ordinances be stricter, relaxed or maintained as is?

	Stricter		Relaxed		As Is		No Opinion		Total	
	Frequency	%	Frequency	%	Frequency	%	Frequency	%	Frequency	%
Zoning.....	566	30.7	244	13.2	522	28.3	510	27.7	1,842	99.9
Subdivision Control.....	879	47.7	154	8.4	374	20.3	435	23.6	1,842	100.0
Sanitation	638	34.9	106	5.8	608	33.3	474	26.0	1,826	100.0
Erosion Control/Stormwater Management.....	666	36.4	114	6.2	536	29.3	516	28.2	1,832	100.1

30. Do you agree or disagree that the use of private land should be based on owners' preferences rather than being restricted by zoning?

	Frequency	Percent
Strongly agree.....	254	12.9
Agree	408	20.7
Neutral	357	18.1
Disagree	690	35.0
Strongly disagree	265	13.4
Total	1,974	100.1

31. Do you agree or disagree that local units of government have the responsibility to protect property owners and the community by regulating land use?

	Frequency	Percent
Strongly agree.....	492	24.9
Agree	971	49.2
Neutral	307	15.5
Disagree	147	7.4
Strongly disagree	58	2.9
Total	1,975	99.9

32. Do you agree or disagree that the use of zoning regulations are beneficial?

	Frequency	Percent
Strongly agree.....	561	28.3
Agree	1,041	52.6
Neutral	271	13.7
Disagree	82	4.1
Strongly disagree	25	1.3
Total	1,980	100.0

QUALITY OF LIFE IN WALWORTH COUNTY

33. How satisfied are you with Walworth County as a place to live?

	Frequency	Percent
Completely satisfied	538	27.1
Satisfied	1,327	66.9
Dissatisfied	109	5.5
Completely dissatisfied.....	11	0.6
Total	1,985	100.1

34. What effect has population growth had on the quality of life in Walworth County?

	Frequency	Percent
Very positive.....	87	4.5
Positive	672	34.8
No effect	363	18.8
Negative.....	721	37.3
Very negative.....	88	4.6
Total	1,931	100.0

35. A variety of local characteristics influence a person's choice of where to live. How important is each of the following in influencing your decision to live in Walworth County?

	Very Important		Somewhat Important		Not Very Important		Not At All Important		Total	
	Frequency	%	Frequency	%	Frequency	%	Frequency	%	Frequency	%
Educational system	1,161	60.4	468	24.3	148	7.7	145	7.5	1,922	99.9
Employment opportunities	789	41.2	675	35.2	293	15.3	159	8.3	1,916	100.0
Friendly communities	1,167	60.2	657	33.9	90	4.6	23	1.2	1,937	99.9
Good place to raise a family	1,475	76.5	336	17.4	58	3.0	60	3.1	1,929	100.0
Government services	527	27.7	915	48.1	330	17.3	131	6.9	1,903	100.0
Low crime rate	1,541	79.4	359	18.5	30	1.5	12	0.6	1,942	100.0
Natural environment	1,314	67.9	536	27.7	75	3.9	10	0.5	1,935	100.0
Pace of life	998	52.1	692	36.1	195	10.2	31	1.6	1,916	100.0
Proximity of family	637	33.8	713	37.9	370	19.6	163	8.7	1,883	100.0
Proximity to Chicago and Milwaukee	369	19.3	622	32.5	525	27.4	397	20.8	1,913	100.0
Recreational opportunities	564	29.3	863	44.8	378	19.6	121	6.3	1,926	100.0
Rural atmosphere	1,214	62.1	592	30.3	116	5.9	34	1.7	1,956	100.0

36. As Walworth County government plans for future development, should local officials discourage, encourage, or remain neutral regarding each of the following items.

	Encourage		Remain Neutral		Discourage		Total	
	Frequency	%	Frequency	%	Frequency	%	Frequency	%
Environmental preservation.....	1,675	85.6	274	14.0	8	0.4	1,957	100.0
Farm land preservation	1,553	79.0	375	19.1	38	1.9	1,966	100.0
Industrial development	506	26.1	1,010	52.0	426	21.9	1,942	100.0
Residential housing	670	34.4	1,063	54.6	214	11.0	1,947	100.0
Retail development.....	544	28.2	1,041	53.9	347	18.0	1,932	100.1
Tourism facilities.....	569	29.2	985	50.6	392	20.1	1,946	99.9
Vacation homes.....	312	16.0	1,011	52.0	621	31.9	1,944	99.9

37. The growth of the Chicago and Milwaukee metropolitan regions has brought them closer to Walworth County in recent years. For each of the following items, please indicate whether the local impact has been positive or negative.

	Very Positive	Positive	Negative	Very Negative	No Opinion	Total
Access to health care	490 25.5%	1,094 56.9%	94 4.9%	15 0.8%	229 11.9%	1,922 100.0%
Availability of shopping.....	288 15.1%	1,216 63.7%	181 9.5%	24 1.3%	201 10.5%	1,910 100.1%
Crime rate	122 6.4%	269 14.2%	883 46.5%	390 20.5%	235 12.4%	1,899 100.0%
Employment opportunities	172 9.2%	1,182 62.9%	211 11.2%	27 1.4%	287 15.3%	1,879 100.0%
Environmental quality	97 5.2%	449 23.9%	824 43.9%	254 13.5%	255 13.6%	1,879 100.1%
Housing costs.....	96 5.1%	470 25.0%	799 42.4%	276 14.7%	242 12.9%	1,883 100.1%
How people interact with each other.....	79 4.2%	538 28.5%	717 38.0%	176 9.3%	375 19.9%	1,885 99.9%
Overall quality of life	132 7.0%	842 44.6%	544 28.8%	86 4.6%	283 15.0%	1,887 100.0%
Pace of life	106 5.6%	615 32.4%	764 40.2%	116 6.1%	298 15.7%	1,899 100.0%
Rural atmosphere.....	134 7.1%	502 26.5%	812 42.8%	264 13.9%	183 9.7%	1,895 100.0%
School system.....	197 10.4%	788 41.8%	419 22.2%	93 4.9%	389 20.6%	1,886 99.9%
Sense of community	119 6.3%	617 32.8%	709 37.7%	121 6.4%	317 16.8%	1,883 100.0%
Traffic density	91 4.8%	262 13.7%	817 42.7%	595 31.1%	147 7.7%	1,912 100.0%
Wages	78 4.1%	872 46.3%	361 19.2%	94 5.0%	478 25.4%	1,883 100.0%

SUPPLEMENTAL INFORMATION

38. What is your gender?

	Frequency	Percent
Male	1,079	55.7
Female	827	42.7
Both filled out	31	1.6
Total	1,937	100.0

39. What is your age?

	Frequency	Percent
Less than 20 years	5	0.3
20-29 years	56	2.9
30-39 years	333	17.1
40-49 years	472	24.2
50-59 years	424	21.7
60-69 years	327	16.7
70-79 years	245	12.5
80 years or greater	91	4.7
Total	1,953	100.1

40. Are you a permanent or seasonal resident?

	Frequency	Percent
Permanent	1,909	98.1
Seasonal	36	1.9
Total	1,945	100.0

41. What is the size of your household?

	Frequency	Percent
1-2 persons	1,095	57.5
3-4 persons	616	32.4
5-6 persons	181	9.5
Greater than 7 persons	12	0.6
Total	1,904	100.0

42. What is your educational background?

	Frequency	Percent
Elementary school	43	2.3
1-3 years of high school	57	3.1
High school graduate	719	38.8
Technical school graduate	263	14.2
College Graduate	451	24.3
Post-graduate	321	17.3
Total	1,854	100.0

43. How long have you been a resident of Walworth County?

	Frequency	Percent
Less than 1 year	21	1.1
1-5 years.....	223	11.3
6-10 years.....	228	11.6
11-15 years.....	171	8.7
16-20 years.....	139	7.1
21-25 years.....	168	8.5
Greater than 25 years	1,015	51.7
Total	1,965	100.0

44. What is your approximate annual household income?

	Frequency	Percent
Less than \$15,000	91	5.0
\$15,000-\$29,999	245	13.5
\$30,000-\$49,999	498	27.4
\$50,000-\$69,999	480	26.4
\$70,000-\$99,999	297	16.3
Greater than \$100,000.....	209	11.5
Total	1,820	100.1

45. What is your occupation?

	Frequency	Percent
Homemaker.....	86	4.9
Service worker	62	3.5
Laborer.....	32	1.8
Truck driver	18	1.0
Craftsman.....	62	3.5
Clerical worker	66	3.8
Factory worker.....	75	4.3
Farmer.....	38	2.2
Sales worker.....	61	3.5
Manager/Administrator.....	179	10.2
Professional/technical worker	400	22.8
Self-employed.....	209	11.9
Retired	463	26.4
Unemployed.....	6	0.3
Total	1,757	100.1

46. Is your place of employment located in Walworth County?

	Frequency	Percent
Yes	904	65.4
No	478	34.6
Total	1,382	100.0

47. Approximately how many miles do you travel to your place of employment, one way?

	Frequency	Percent
Less than 1 mile	189	13.7
1-10 miles	520	37.7
11-20 miles	208	15.1
21-30 miles	142	10.3
Greater than 30 miles.....	215	15.6
Work at home	70	5.1
Always traveling for business.....	35	2.5
Total	1,379	100.0

48. Are you an elected or appointed government official?

	Frequency	Percent
Yes	65	3.4
No	1,855	96.6
Total	1,920	100.0

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Appendix C

EXCERPTS FROM WISCONSIN'S NEW COMPREHENSIVE PLANNING LAW

66.1001 Comprehensive planning.

(1) **DEFINITIONS** In this section:

(a) “Comprehensive plan” means:

1. For a county, a development plan that is prepared or amended under s. 59.69 (2) or (3).
2. For a city or a village, or for a town that exercises village powers under s. 60.22 (3), a master plan that is adopted or amended under s. 62.23 (2) or (3).
3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0309 (8), (9) or (10).

(b) “Local governmental unit” means a city, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.

(2) **CONTENTS OF A COMPREHENSIVE PLAN** A comprehensive plan shall contain all of the following elements:

- (a) *Issues and opportunities element.* Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.
- (b) *Housing element.* A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit’s housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-

income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

- (c) *Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.
- (d) *Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.
- (e) *Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.
- (f) *Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.
- (g) *Intergovernmental cooperation element.* A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.
- (h) *Land-use element.* A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The

element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that show current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

- (i) *Implementation element.* A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

(3) ACTIONS, PROCEDURES THAT MUST BE CONSISTENT WITH COMPREHENSIVE PLANS

Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan, including all of the following:

- (a) Municipal incorporation procedures under s. 66.0201, 66.0203 or 66.0215.
- (b) Annexation procedures under s. 66.0217, 66.0219 or 66.0223.
- (c) Cooperative boundary agreements entered into under s. 66.0307.
- (d) Consolidation of territory under s. 66.0229.
- (e) Detachment of territory under s. 66.0227.
- (f) Municipal boundary agreements fixed by judgment under s. 66.0225.
- (g) Official mapping established or amended under s. 62.23 (6).
- (h) Local subdivision regulation under s. 236.45 or 236.46.
- (i) Extraterritorial plat review within a city's or village's extraterritorial plat approval jurisdiction, as is defined in s. 236.02 (5).
- (j) County zoning ordinances enacted or amended under s. 59.69.
- (k) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (l) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (m) An improvement of a transportation facility that is undertaken under s. 84.185.
- (n) Agricultural preservation plans that are prepared or revised under subch. IV of chapter 91.
- (o) Impact fee ordinances that are enacted or amended under s. 66.0617.
- (p) Land acquisition for recreational lands and parks under s. 23.09 (20).
- (q) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.
- (r) Construction site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234.
- (s) Any other ordinance, plan or regulation of a local governmental unit that relates to land use.

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Appendix D

RESIDENTIAL HOLDING CAPACITY OF THE 2020 LAND USE PLAN

INTRODUCTION

The Walworth County land use plan presented in this chapter would accommodate substantial additional residential development in planned urban and planned rural areas of the County. Estimates of the number of additional dwelling units able to be accommodated within planned urban and rural areas of the County are presented in Table D-1. The estimates are based upon assumptions regarding future land use and residential densities consistent with the plan, as documented in the table footnotes. The estimates were made without the benefit of real property boundary information in an automated mode; such information—currently under development for the entire County over a 5-year period—would enable more precise estimates of potential additional residential development, particularly for rural areas.

As indicated in Table D-1, the recommended land use plan could accommodate an increase of an estimated 35,770 dwelling units over 1995. This total is comprised of the following:

- About 28,150 dwelling units estimated to be able to be accommodated in planned urban areas—including about 26,990 dwelling units in planned urban service areas (shaded orange on plan map) and about 1,160 dwelling units in other planned urban lands (shaded yellow on plan map).
- About 6,100 dwelling units estimated to be able to be accommodated in planned rural areas—including about 4,380 dwelling units on lands currently in the C-2 Upland Resource Conservation District of the County zoning ordinance and about 1,720 dwelling units on lands currently in the A-2 Agricultural Land District of the County zoning ordinance.
- About 1,520 dwelling units estimated to be able to be accommodated on lands currently in the A-3 Agricultural Land Holding District of the County zoning ordinance, but not yet included in a planned urban area.

The construction of 35,770 dwelling units between 1995 and the plan design year 2020 would equate to an annual average of about 1,430 new dwelling units per year over 25 years. This exceeds the actual rate of residential construction in Walworth County during the 1990s. As reported by the Wisconsin Department of Administration, 8,485 new dwelling units were constructed in Walworth County during the years 1990 through 1999, an average of about 850 per year. Department of Administration figures include year-round and part-time dwellings (vacation homes).

The construction of 1,430 new dwelling units per year would also exceed current Regional Planning Commission projections for Walworth County. Those projections envision increases ranging from about 320 dwelling units per year under an intermediate regional growth scenario to about 750 dwelling units per year under a high-growth scenario, over the period from 1990 to 2020. Regional Planning Commission projections pertain to year-round dwelling units only, exclusive of vacation homes.

Table D-1

**ESTIMATED INCREMENTAL DWELLING UNITS WHICH COULD
POTENTIALLY BE ACCOMMODATED IN WALWORTH COUNTY
UNDER THE YEAR 2020 WALWORTH COUNTY LAND USE PLAN**

General Land Use Plan Category	Potential Incremental Dwelling Units After 1995
Planned Urban Areas:	
Planned Urban Service Areas (shaded orange on plan map) ^a	26,991
Other Urban Land (shaded yellow on plan map) ^b	1,160
Subtotal	28,151
Planned Rural Areas:	
Areas Currently in the C-2 Upland Resource Conservation District of the Walworth County Zoning Ordinance ^c	4,384
Areas Currently in the A-2 Agricultural Land District of the Walworth County Zoning Ordinance ^d	1,715
Subtotal	6,099
Other	
Areas currently in the A-3 Agricultural Land Holding District of the Walworth County Zoning Ordinance—not yet included in a planned urban area ^e	1,524
Total (all areas)	35,774

^aCalculated as follows:

23,370 Acres of undeveloped land in planned urban service areas in 1995--available for urban development.
x 0.5 Portion assumed to be available for residential development (i.e., 50% residential and 50% other urban land uses).
11,685 Gross developable residential acres.
x 0.77 Portion assumed available as residential site area (i.e., 23% required for streets and 77% for residential site area).
8,997 Net residential acres available (i.e., excluding streets).
x 3.0 Assumed density (i.e., three dwelling units per net residential acre).
26,991 Additional dwelling units which could be accommodated.

^bFor lands already in residential zoning districts, the number of potential additional dwelling units which could be accommodated on undeveloped lands in the "other urban land" plan category as of 1995 was estimated based upon the density allowed under existing zoning. For lands still in agricultural zoning, the potential number of additional dwelling units which could be accommodated was estimated based upon the density observed on residential lands in the vicinity.

^cCalculated as follows:

21,920 Acres of undeveloped land in the C-2 District. This excludes the following: 1) C-2 zoned lands within planned urban service areas (orange on plan map) and within the "other urban land" plan category (yellow on plan map); 2) C-2 zoned lands within Department of Natural Resources project areas and other lands proposed for protective ownership under the Walworth County park and open space plan; and 3) C-2 zoned lands which are already developed. In estimating the extent of C-2 zoned lands which are already developed, it was assumed that existing dwellings within C-2 areas have been developed at a density of one dwelling per five acres.
x 0.2 Assumed density (i.e., 0.2 dwelling unit per acre).
4,384 Additional dwelling units which could be accommodated.

^dCalculated as follows:

17,150 Acres of undeveloped land in the A-2 District. This excludes the following: 1) A-2 zoned lands within planned urban service areas (orange on plan map) and within the "other urban land" plan category (yellow on plan map); 2) A-2 zoned lands within Department of Natural Resources project areas; and 3) A-2 zoned lands which are already developed. In estimating the extent of A-2 zoned lands which are already developed, it was assumed that existing dwellings within A-2 areas have been developed at a density of one dwelling per five acres.
x 0.5 Portion assumed to be rezoned in the future to accommodate five-acre density residential development.
8,575 Acres of A-2 lands assumed able to be developed.
x 0.2 Assumed density (i.e., 0.2 dwelling unit per acre).
1,715 Additional dwelling units which could be accommodated.

^eCalculated as follows:

1,980 Acres of undeveloped land zoned A-3--beyond planned urban service areas (orange on plan map) and other urban land (yellow on plan map).
x 0.5 Portion assumed to be available for residential development (i.e., 50% residential and 50% other urban land uses).
990 Gross developable residential acres.
x 0.77 Portion assumed available as residential site area (i.e., 23% required for streets and 77% for residential site area).
762 Net residential acres available (i.e., excluding streets).
x 2.0 Assumed density (i.e., two dwelling units per net residential acre).
1,524 Additional dwelling units which could be accommodated.

Source: SEWRPC.