

A COMPREHENSIVE PLAN FOR THE TOWN OF EAST TROY: 2035

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COMMUNITY ASSISTANCE PLANNING REPORT No. 310

A COMPREHENSIVE PLAN FOR THE TOWN OF EAST TROY: 2035

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Chapter I

INTRODUCTION AND BACKGROUND

INTRODUCTION

In 1999 the Wisconsin Legislature enacted a new comprehensive planning law, set forth in Section 66.1001 of the *Wisconsin Statutes*. The new requirements supplement earlier provisions in the *Statutes* for the preparation of county development plans (Section 59.69(3) of the *Statutes*) and local master plans (Section 62.23 of the *Statutes*). The new requirements, which are often referred to as the “Smart Growth” law, provide a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The law includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by counties, cities, villages, and towns must be consistent with the comprehensive plan adopted by the county or local unit of government. This consistency requirement took effect on January 1, 2010.

To address the State comprehensive planning requirements, a cooperative comprehensive planning process was undertaken by Walworth County and 13 of the 16 towns in the County, including the Town of East Troy, that agreed to participate. That planning process was intended to result in a multi-jurisdictional comprehensive plan that satisfies the planning requirements set forth in Section 66.1001 of the *Statutes* for the County and each participating town. In addition to the Town of East Troy, other participating towns included the Towns of Darien, Delavan, Geneva, LaFayette, LaGrange, Richmond, Sharon, Spring Prairie, Sugar Creek, Troy, Walworth, and Whitewater.

The multi-jurisdictional planning effort was carried out under the guidance of the Walworth County Smart Growth Technical Advisory Committee and the Zoning Agency of the Walworth County Board. The Regional Planning Commission provided staff support. The County Smart Growth Technical Advisory Committee was comprised of one elected member and one alternate from each of the participating towns and five representatives from the Walworth County Board of Supervisors. In addition, the plan commission of each participating town was responsible for reviewing draft materials related to the multi-jurisdictional plan and formulating recommendations as appropriate.

In conformance with Section 66.1001(4) of the *Statutes*, the multi-jurisdictional comprehensive plan was carried out in accordance with a public participation plan that was adopted by the Walworth County Board and the Town Board of each participating town at the start of the multi-jurisdictional planning effort. In accordance with the public participation plan, many opportunities were provided for the public to learn about, and comment on, the planning process and the resulting plan, including at technical advisory committee meetings, numerous informational meetings and open houses, and public hearings. During the course of the planning process, pertinent information was widely disseminated through fact sheets, news releases, and a website (www.sewrpc.org/smartgrowth/walworthcounty/).

The comprehensive planning process ran from fall 2006 to fall 2009. The resulting plan is documented in a report titled *A Multi-Jurisdictional Comprehensive Plan for Walworth County: 2035*. In September 2009, each of the participating towns adopted the multi-jurisdictional comprehensive plan as the town comprehensive plan. The East Troy Town Board adopted the multi-jurisdictional comprehensive plan as the town comprehensive plan on September 24, 2009, following a public hearing on the plan and Town Plan Commission approval of the plan. The Walworth County Board, in turn, adopted the multi-jurisdictional plan as the County comprehensive plan on November 10, 2009.

In March 2010, the Town of East Troy entered into an agreement with the Regional Planning Commission for assistance in preparing a separate, freestanding local comprehensive plan report for the Town based upon the information developed as part of the multi-jurisdictional plan for Walworth County. This report, then, was prepared under the guidance of the Town of East Troy Plan Commission and Town Board in response to that request. This report was prepared in accordance with a public participation plan adopted by the East Troy Town Board as a supplement to the public participation plan that was followed in the preparation of the multi-jurisdictional plan, also adopted by the Town Board.

STATUTORY REQUIREMENTS FOR COMPREHENSIVE PLANS

The State planning law specifies in detail the topics that must be addressed in a comprehensive plan, the elements that must be included, and procedures with respect to plan adoption. Key statutory requirements are described below.

- **Plan Content**

The State planning law requires that a comprehensive plan include all of the following plan 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 considered as part of each element are set forth in Section 66.1001(2) of the *Statutes*.

- **Adoption of the Comprehensive Plan**

Section 66.1001(4) of the *Statutes* requires that a comprehensive plan or plan amendment be adopted by ordinance by the local governing body. The law further requires that all nine elements be adopted simultaneously, and that at least one public hearing be held prior to adoption.

- **Comprehensive Plan and Ordinance Consistency**

As previously indicated, beginning on January 1, 2010, zoning, subdivision, and official mapping ordinances must be administered in a manner that is consistent with the comprehensive plan.

REPORT FORMAT

This planning report documents the comprehensive plan for the Town of East Troy. It consists of 13 chapters:

Chapter I	Introduction and Background
Chapter II	Existing Plans and Ordinances
Chapter III	Population, Household, and Employment Trends and Projections
Chapter IV	Issues and Opportunities Element
Chapter V	Agricultural, Natural, and Cultural Resources Element
Chapter VI	Land Use Element
Chapter VII	Housing Element
Chapter VIII	Transportation Element
Chapter IX	Utilities and Community Facilities Element
Chapter X	Economic Development Element
Chapter XI	Intergovernmental Cooperation Element
Chapter XII	Implementation Element
Chapter XIII	Conclusion

CONCLUDING REMARK

The comprehensive plan presented in this report serves a number of functions. Most importantly, it provides a basis for decision-making on land use-related matters by Town officials. The very structure of the comprehensive plan as prescribed under the State planning law, including the nine required plan elements, seeks to ensure that such land use decision-making is truly broad-based in nature. The importance of the comprehensive plan as a basis for decision-making is reinforced by consistency provisions in the State planning law which require that the administration of zoning, land division, and official mapping regulations be consistent with the plan.

In addition, the comprehensive plan serves to increase the awareness and understanding of Town planning goals and objectives by landowners, developers, and other private interests. With an adopted comprehensive plan in place, private sector interests can proceed with greater assurance that proposals developed in accordance with the plan will receive required approvals.

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Chapter II

EXISTING PLANS AND ORDINANCES

While the State comprehensive planning requirements are relatively new, there is a long history of planning in Walworth County and the Town of East Troy. Previous planning efforts at the regional, county, and local level have resulted in a framework of plans that should be considered in the preparation of a comprehensive plan for the Town of East Troy. This chapter presents an overview of such plans. This chapter also describes existing land use-related County and local ordinances that have a bearing on land use and resource protection within the Town.

REGIONAL PLANS

For the past 40 years, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) has used a cooperative, voluntary approach to preparing regional plans for the Southeastern Wisconsin Region consisting of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties. That approach envisions a 10-year planning cycle, beginning with each Federal Census of population and housing. During the first several years of each decade, planning efforts at the regional level are focused on updating the comprehensive planning database (new aerial photography, updated census information, travel surveys, updated land use and environmental corridor inventories, and updated information on local plans and zoning regulations). Population, household, and employment projections for a new design year are also prepared. The next phase of activity involves the preparation, documentation, and adoption of updated regional plans, focusing in particular on the regional land use and transportation plans. The regional plans are prepared cooperatively, with the involvement of State agencies, county and local governments, and private sector interests. Plans prepared by SEWRPC are advisory to county and local governments, and are intended to be refined through county and local level planning. County and local refinements are then taken into account when regional plans are updated.

Regional plans that are most pertinent to the Town of East Troy are described in this section.

Regional Land Use Plan

The year 2035 regional land use plan, adopted by the Regional Planning Commission in 2006, provides a long-range guide to urban and rural development and open space preservation in Southeastern Wisconsin.¹ The regional land use plan is the building block for all regional plans prepared by the Commission. The plan recommends that urban development occur in relatively compact areas that can be served efficiently by public water, sewer, and other public facilities; that primary environmental corridors be preserved in essentially natural open use; that prime agricultural lands outside planned urban service areas be protected; and that non-prime farming areas be retained in rural use, including, rural density residential development, where appropriate.

¹*Documented in SEWRPC Planning Report No. 48, A Regional Land Use Plan for Southeastern Wisconsin: 2035, dated June 2006.*

Regional Transportation Plan

In 2006, the Regional Planning Commission also adopted a regional transportation system plan for Southeastern Wisconsin for the year 2035.² That plan was designed to serve the population, household, and employment levels and to promote implementation of a more desirable future land use pattern within the seven-county Region as envisioned under the year 2035 regional land use plan. It should be noted that, under the State comprehensive planning law, county and local comprehensive plans are required to incorporate regional transportation plans.

The regional transportation system plan consists of the following plan elements: public transit; bicycle and pedestrian facilities; transportation systems management; travel demand management; and arterial streets and highways. The preparation of the plan first considered the potential of more efficient land use and expanded public transit, systems management, bicycle and pedestrian facilities, and demand management to alleviate traffic congestion. Highway improvements were only then considered to address any residual congestion. The regional transportation plan is describe further in Chapter VIII of this report.

Regional Airport System Plan

The regional airport system plan³ recommends a coordinated set of airport facilities and service improvements to serve the air transportation needs of the Southeastern Wisconsin Region. The plan recommends that a system of 11 public-use airports be maintained to meet the commercial, business, personal, and military aviation needs of the Region. Two publicly owned airports in Walworth County—East Troy Municipal and Burlington Municipal—are part of the eleven-airport system recommended in the regional plan.⁴

Regional Park Plan / Regional Natural Areas Plan

The Regional Planning Commission first adopted a regional park and open space plan for Southeastern Wisconsin in 1977.⁵ That plan consisted of two elements: an open space preservation element and an outdoor recreation element. The open space preservation element provided recommendations for the preservation of primary environmental corridors within the Region. The outdoor recreation element provided recommendations for large parks, recreation corridors, and water access facilities needed to meet resource-oriented outdoor recreation needs in the Region, along with recommendations regarding the number and distribution of local parks and related recreational facilities required in urban areas of the Region.

The Regional Planning Commission has assisted each county in the Region in preparing county-level park and open space plans which refine the regional park plan and extend it further into the future. Upon adoption by the Commission, such county plans serve as amendments to the regional park and open space plan. In this respect, the Commission assisted Walworth County in the preparation of a park and open space plan in 1991 and in the preparation of a second-edition plan in 2000. The Walworth County park and open space plan is described later in this chapter.

²*Documented in SEWRPC Planning Report No. 49, A Regional Transportation Plan for Southeastern Wisconsin: 2035, dated June 2006.*

³*Documented in SEWRPC Planning Report No. 38 (2nd Edition), A Regional Airport System Plan for Southeastern Wisconsin: 2010, dated November 1996, and in SEWRPC Memorandum Report No. 133, Review and Update of Regional Airport System Plan Forecasts, dated August 2004.*

⁴*Hangers and most other airport facilities at Burlington Municipal Airport are located in Racine County. The airport's northwest-southeast runway extends into Walworth County.*

⁵*Documented in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin—2000, dated November 1977.*

The regional natural areas and critical species habitat protection and management plan⁶ was adopted by the Regional Planning Commission as an amendment to the regional park and open space plan in 1997. That plan identifies, and makes recommendations regarding the protection of, 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. The natural areas in the Town of East Troy as identified under this plan are described in Chapter V. The Regional Planning Commission was nearing completion of an update of the regional natural areas plan in 2010.

Regional Water Quality Management Plan

In 1979, the Regional Planning Commission completed and adopted a regional water quality management plan for Southeastern Wisconsin.⁷ The plan consists of five major elements: a land use element, a point source pollution abatement element, a nonpoint source pollution abatement element, a sludge management element, and a water quality monitoring element. In 1995, the Commission completed a report updating the content and documenting the implementation status of the regional water quality management plan as amended over approximately the first 15 years from the initial adoption of the plan—providing a comprehensive restatement of the regional water quality management plan as amended.⁸

The point source pollution abatement element of the regional water quality management plan includes recommendations for major sewage conveyance and treatment facilities and identifies planned sanitary sewer service areas for each of the public sewerage systems in the Region. Under Wisconsin law, major sewerage system improvements and all sewer extensions must conform to the water quality management plan. Sanitary sewers may be extended only to areas located within planned sanitary sewer service areas adopted as part of the regional water quality management plan. Particularly relevant to the Town of East Troy are sewer service area plans which have been prepared for the Villages of East Troy and Mukwonago. The planned sewer service areas for these Villages are shown on Map IX-2 in Chapter IX.

Regional Water Supply Plan

The Regional Planning Commission was nearing completion of a regional water supply plan for the Southeastern Wisconsin Region in 2010. A preliminary draft of that plan includes recommendations regarding potential long-range water supply service areas and sources of water supply for public water utilities and districts; potentially needed major water supply infrastructure; the protection of important groundwater recharge areas; water conservation measures; and stormwater management measures that would help to maintain the natural recharge of new development.

COUNTY PLANS

County Comprehensive Plan

In November 2009, the Walworth County Board adopted a comprehensive plan in accordance with the State comprehensive planning law (*Wisconsin Statutes*, Section 66.1001).⁹ The plan was cooperatively prepared by Walworth County and 13 participating towns, including the Town of East Troy, through a multi-jurisdictional

⁶*Documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, dated September 1997.*

⁷*Documented in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin—2000, Volume One, Inventory Findings; Volume Two, Alternative Plans; and Volume Three, Recommended Plan, dated September 1978, February 1979, and July 1979, respectively.*

⁸*Documented in SEWRPC Memorandum Report No. 93, A Regional Water Quality Management Plan for Southeastern Wisconsin: An Update and Status Report, dated March 1995.*

⁹*Documented in SEWRPC Community Assistance Planning Report No. 288, A Multi-Jurisdictional Comprehensive Plan for Walworth County: 2035, dated November 2009.*

planning process, with staff assistance provided by the Regional Planning Commission. The plan includes all nine of the plan elements—issues and opportunities; land use; agricultural, natural, and cultural resources; housing; transportation; utilities and community facilities; economic development; intergovernmental cooperation; and implementation—required under the State planning law. The multi-jurisdictional plan was adopted by each participating town as its comprehensive plan.

It should be noted that, the multi-jurisdictional comprehensive plan for Walworth County reaffirms many of the basic concepts and recommendations of the County's year 2020 land use plan adopted by the County Board in 2001—including recommendations regarding the general location of urban development, the preservation of prime agricultural lands, and the preservation of environmental corridors—and reaffirms as well the key recommendations of the Walworth County farmland preservation plan.

County Park and Open Space Plan

Walworth County first adopted a county park and open space plan in 1992. That plan had a design year of 2000. In 2000, the County adopted a second-edition plan that looked ahead to the year 2020. The County Board adopted certain amendments to that plan in 2004. The currently adopted County park and open space plan consists of an open space preservation element and an outdoor recreation element.¹⁰ The outdoor recreation element of the plan recommends that Walworth County acquire additional land and develop additional facilities at Price Conservancy and Natureland Park and, in addition, develop two new major parks, one in the western portion of the County along Turtle Creek and one in the eastern portion of the County along the White River. It also recommends a system of recreational trails within the County. The open space preservation element of the plan recommends that Walworth County acquire certain particularly significant natural resource areas to ensure their permanent preservation.

In October 2009, the Walworth County Park Committee recommended that the County park plan be amended by deleting certain trail segments proposed in the Towns of LaFayette, Richmond, Spring Prairie, Troy, and Whitewater—as requested by those Towns during the multi-jurisdictional comprehensive planning process. It is expected that the County Board will take action on that plan amendment in 2010.

County Farmland Preservation Plan

Walworth County adopted a farmland preservation plan in 1978, becoming one of the first counties in the State to do so. The preparation of the County farmland preservation plan report occurred after a major effort, undertaken between 1967 and 1974, to prepare a new set of zoning maps for the unincorporated area of the County, which maps included the widespread application of the A-1 Prime Agricultural Land district. The County farmland preservation plan was certified by the Wisconsin Department of Agriculture, Trade and Consumer Protection in 1978. In 2010, Walworth County initiated the process of updating the County farmland preservation plan as required in order to enable County farmers to remain eligible to claim State Farmland Preservation tax credits. The updated plan is expected to be completed and certified by the end of 2011.

County Solid Waste Management Plan

The first solid waste management plan for Walworth County was completed in 1982. An update of that plan was completed in 1994.¹¹ The plan made recommendations regarding the County's role in managing solid waste and recyclables—such as establishment of a public information program, establishment of a recycling program for County facilities, and maintenance of a hazardous waste collection program—a number of which have now been implemented. The plan included a general siting analysis for the location of future landfill facilities, should the need arise for additional facilities.

¹⁰*The County park and open space plan is documented in SEWRPC Community Assistance Planning Report No. 135 (2nd Edition), A Park and Open Space Plan for Walworth County, adopted by the Walworth County Board in 2000 and amended in 2004.*

¹¹*Documented in SEWRPC Community Assistance Planning Report No. 75 (2nd Edition), A Solid Waste Management Plan for Walworth County, Wisconsin, dated December 1994.*

County Land and Water Resources Management Plan and Related Plans

The County land and water resource management plan provides an evaluation of the current condition of the County's natural resource base and how residents, conservation professionals, and elected officials can preserve, protect, and restore important environmental features. The county land and water resources management plan is intended to provide a comprehensive guide for addressing the full range of land and water resource management issues facing Walworth County. The current version of the County land and water resources management plan was completed in 2010.

WALWORTH COUNTY ORDINANCES

County Zoning and Shoreland Zoning Ordinances

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 and Shoreland Zoning Ordinance (Chapter 74 of the County Code of Ordinances). The County Zoning Ordinance has been approved by each town in Walworth County; it is jointly administered by the County and the towns. The County Shoreland Zoning Ordinance is similar to the County Zoning Ordinance, expanded, however, to include provisions for the protection of floodplains and shorelands in compliance with State-mandated floodplain and shoreland regulatory requirements. The Shoreland Zoning Ordinance applies to shorelands within unincorporated areas, as defined under the *Statutes*.¹² 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.

Map II-1 shows the pattern of basic zoning districts established under the Walworth County Zoning and Shoreland Zoning Ordinances for the Town of East Troy. The extent of the various zoning districts as currently (2010) applied in the Town is presented in Table II-1 and described below.

- About 9,587 acres, or 51 percent of the Town, were in agricultural-related zoning districts (A-1, A-2, A-3, A-4, and A-5). The A-1 Prime Agricultural District, which specifies a minimum farm parcel size of 35 acres and which enables eligible owners of farmland to participate in the Wisconsin Farmland Preservation Program, accounted for 7,216 acres, or 75 percent of the agricultural-related zoning and 38 percent of the entire area of the Town.
- About 6,138 acres, or 32 percent of the Town, were in conservancy zoning districts (C-1, C-2, C-3, and C-4).
- About 1,278 acres, or 7 percent of the Town, were in residential zoning districts (R-1, R-2, R-3, and R-4).
- About 60 acres, or less than 1 percent of the Town, were in business zoning districts (B-1, B-2, B-3, B-4, and B-6), while 33 acres, also less than 1 percent of the Town, were in the M-1 industrial zoning district.
- About 535 acres, or 3 percent of the Town, were in "public" zoning districts (P-1 and P-2).
- About 103 acres, or less than 1 percent of the Town, were in the mineral extraction district (M-3), and seven acres, also less than 1 percent of the Town, were in the sanitary landfill district (M-4).
- The balance of the Town—1,187 acres, or 6 percent—was comprised of surface water, most of this being zoned conservancy.

¹²*Shorelands are defined as lands within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds, and flowages; or within 300 feet of the ordinary high-water mark of navigable rivers and streams or to the landward side of the floodplain, whichever distance is greater. The shoreland protection established under the County Shoreland Zoning Ordinance remains in effect on lands annexed to cities and villages after May 7, 1982; alternative administrative arrangements in this respect are set forth in Section 59.692(7) of the Wisconsin Statutes.*

It should be noted that in 2004 Walworth County amended its zoning ordinance to include provisions to accommodate conservation subdivision developments in selected zoning districts. Conservation subdivision developments have been established as conditional uses in the A-2, C-2, C-3, R-1, R-2, R-2A, and R-3 zoning districts. The conditional use provisions include the allowance of a density bonus of up to 20 percent, depending upon the quantity and quality of the natural resource features preserved and the type of techniques used to ensure their permanent preservation. The County Subdivision Control Ordinance, described below, was also amended in 2004 to include provisions for conservation subdivision developments consistent with those established in the County Zoning Ordinance.

County Subdivision Control Ordinance

The division of land in the unincorporated area of Walworth County is subject to the Walworth County Subdivision Control Ordinance (Chapter 58 of the County Code of Ordinances). That ordinance includes design, land dedication/reservation, and improvement requirements for subdivisions and condominium projects throughout the County's unincorporated area.

County NonMetallic Mining Reclamation Ordinance

The Walworth County Nonmetallic Mining Reclamation Ordinance (part of Chapter 26 of the County Code of Ordinances) is intended to ensure the effective reclamation of nonmetallic mining sites in Walworth County in compliance with Chapter 135 of the *Wisconsin Administrative Code* and Chapter 295 of the *Wisconsin Statutes*. The requirements of the ordinance apply to most operators of nonmetallic mining sites within the County operating on or commencing operation after August 1, 2001. The ordinance applies throughout the incorporated and unincorporated area of the County.

County Telecommunications Ordinance

The Walworth County telecommunications ordinance establishes standards for the development and installation of telecommunications towers, antennas, and related facilities. This ordinance is intended to minimize adverse visual effects of telecommunications facilities, minimize any adverse impacts of such facilities on environmentally sensitive areas, and encourage co-location of new antennas on existing towers. The ordinance also requires that telecommunications facilities be removed once they are no longer in use, making it the facility owner's responsibility to remove unused towers and related facilities and restore the site, as appropriate.

County Construction Erosion and Stormwater Management Ordinance

County regulations intended to minimize sediment and other pollutants carried by runoff or discharged from construction sites and control stormwater are included in Chapter 26 of the County Code of Ordinances. Article II of Chapter 26, "Land Disturbance, Erosion Control, and Stormwater Management," applies to land development and land disturbing activities on lands in the unincorporated area of the County, except activities that fall under the authority of a one- and two-family erosion control ordinance. Article III of Chapter 26, "One- and Two-Family Dwelling Erosion Control," incorporates by reference the construction site erosion control provisions of the Wisconsin Uniform Dwelling Code for one- and two-family dwellings.

County Regulation of Private Wastewater Treatment Systems

Under the *Wisconsin Statutes*, Walworth County is responsible for the regulation of private onsite wastewater treatment systems (POWTS), including conventional, mound, in-ground pressure, holding tank, and other types of private systems. State and County regulations regarding the installation and maintenance of POWTS are set forth in Chapter Comm 83 of the *Wisconsin Administrative Code* and Chapter 70 of the Walworth County Code of Ordinances. These regulations apply to POWTS throughout the County, including incorporated and unincorporated areas.

TOWN PLANS

Comprehensive Plan and Prior Town Land Use Plan

As previously noted, the Town of East Troy was one of 13 towns that partnered with Walworth County in preparing a multi-jurisdictional comprehensive plan meeting the requirements of Section 66.1001 of the *Wisconsin Statutes*. That plan is documented in a report titled *Multi-jurisdictional Comprehensive Plan for*

Walworth County: 2035. The Town of East Troy adopted the multi-jurisdictional plan as its Town comprehensive plan in September 2009. The multi-jurisdictional plan will serve as the Town comprehensive plan until the Town completes and adopts its own comprehensive plan—as documented in this report.

It should be noted that prior to the comprehensive planning effort, the Town of East Troy already had a land use plan in place. That plan, prepared with the assistance of Camiros, Ltd., is documented in a report titled *Land Use Plan—Town of East Troy*, adopted by the Town Board in 1994. That plan established many land use-related principles and concepts that were carried over into the multi-jurisdictional comprehensive plan and this Town comprehensive plan.

TOWN ORDINANCES

Zoning Regulations

The Town of East Troy is under the jurisdiction of the Walworth County Zoning and Shoreland Zoning Ordinances, which were described earlier in the section of this chapter titled “Walworth County Ordinances.” As noted in that section, the County Zoning Ordinance is jointly administered by Walworth County and the towns in the County. While the responsibility for administering the County Shoreland Zoning ordinance rests with Walworth County, the County routinely receives and considers input from the towns on shoreland zoning matters. The existing pattern of zoning in the Town of East Troy under the Walworth County Zoning and Shoreland Zoning Ordinances is shown on Map II-1 and summarized in Table II-1.

Town Subdivision Ordinance

Under Wisconsin law, land subdivision ordinances can be enacted by cities, villages, and towns, as well as counties (with respect to unincorporated areas). As already noted, Walworth County has a subdivision control ordinance that applies throughout the unincorporated area of the County. Like many other towns in the County, the Town of East Troy has also adopted its own subdivision control ordinance. The Town of East Troy Subdivision Control Ordinance includes basic design standards, improvement requirements, and land reservation/dedication requirements. In addition, the ordinance establishes a set of impact fees intended to pay for the costs of parks and open spaces, municipal building sites and facilities, and other public facilities associated with the proposed development.

Within the Town of East Troy, then, land divisions are regulated under both the Walworth County Subdivision Control Ordinance and the Town of East Troy Subdivision Control Ordinance. In addition, the Villages of East Troy, Mukwonago, and Rochester have plat approval authority over subdivisions within portions of the Town located within their extraterritorial plat approval jurisdiction areas as defined in the *Wisconsin Statutes*. This area extends 1.5 miles beyond the village limits—split evenly, however, when there is overlap. The extraterritorial area of these villages within the Town of East Troy is shown on Map II-2. It should be noted that State legislation enacted in 2010 specifies that a city or village may not deny approval of a plat on the basis of proposed land use within the extraterritorial area unless the denial is based upon a plan or regulations adopted as part of extraterritorial zoning.

Town Official Map

The Town of East Troy has an official map—the Town Board having adopted the official map under Section 62.23(6) and related sections of the *Wisconsin Statutes* in December 2007. As shown on Map II-3, the Town Official Map shows parcel boundaries, major highways, public lands, and other features of the Town.

BOUNDARY AGREEMENTS

In March 2005, the Village of Mukwonago and the Town of East Troy executed a boundary agreement under the authority of Sections 66.0225 and 66.0301 of the *Wisconsin Statutes*. The agreement provides for the dismissal of lawsuits in which the Town of East Troy had challenged certain annexations by the Village of Mukwonago. The agreement provides that the lands which were the subject of the lawsuits will remain part of the Village and, in

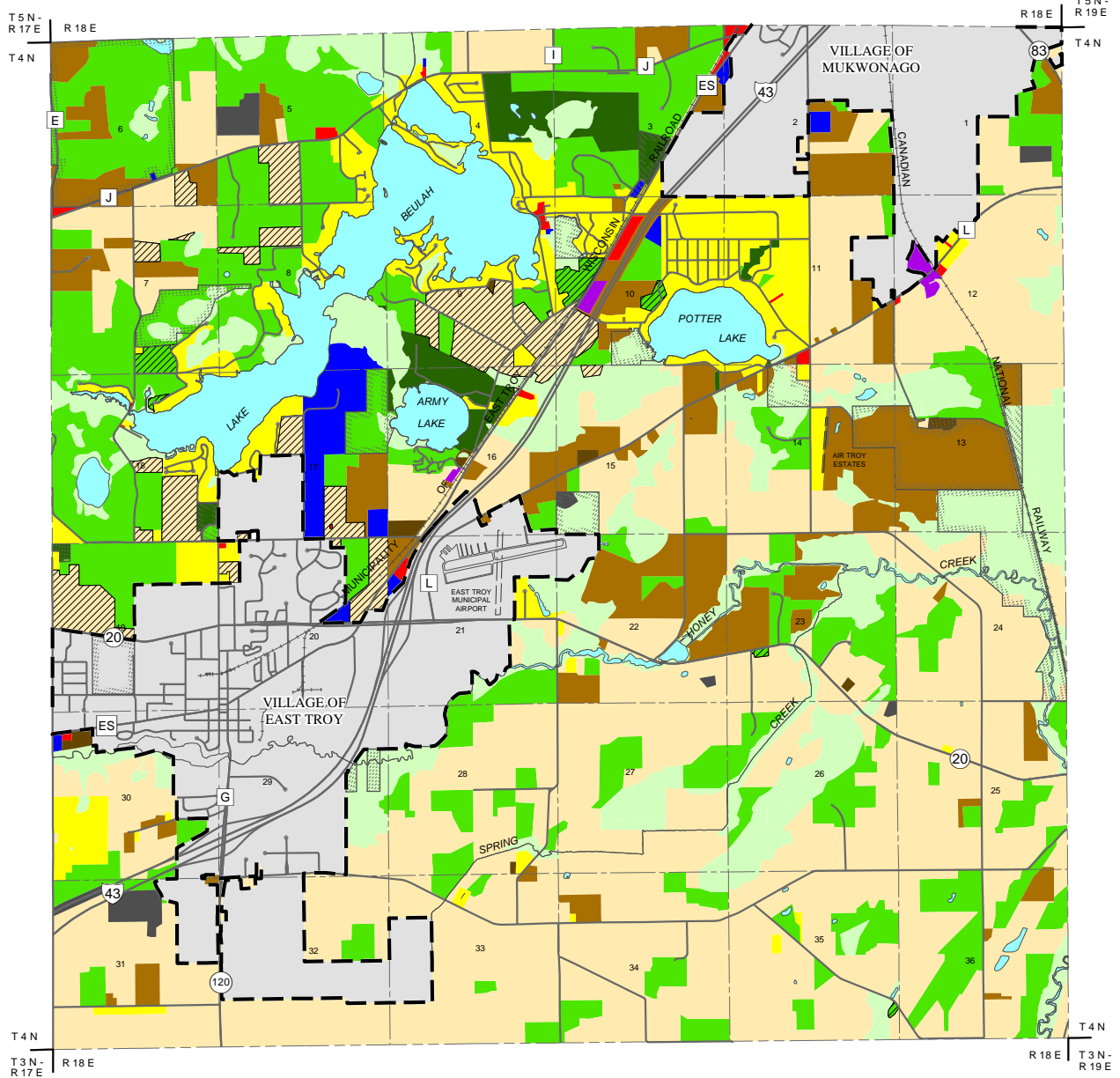
addition, establishes a “boundary detachment area” consisting of lands currently in the Town that could be attached to the Village under certain circumstances. The boundary detachment areas identified in the agreement are shown on Map II-4. Essentially, land in the detachment area would be detached from the Town and attached to the Village if the concerned landowner requests attachment to the Village, requests a division of his land, or requests Village services. The lands to be attached to the Village must be contiguous with land already in the Village and the adjacent land already in the Village must either be developed, under development, or committed to development through an approved plat. The agreement is to be in effect for a minimum of 30 years.
















As part of the agreement, the Town agreed that it will not grant any request for land division for land in the detachment areas except in the event that the owner of land zoned as agricultural petitions to divide property for the sole purpose of transferring a residential building site to an immediate family member. Other than for that exception, a property owner within a detachment area who seeks to divide his land must apply for attachment to the Village of Mukwonago and detachment from the Town.

Under the agreement, the Village of Mukwonago and the Town of East Troy also agree that no land outside the detachment area shall be annexed into the Village unless approved by the Town Board.

Map II-1

EXISTING ZONING IN THE TOWN OF EAST TROY: JANUARY 2010



- | | | | |
|---|--|---|------------------------------------|
|  | PRIME AGRICULTURAL LAND (A-1) |  | INSTITUTIONAL PARK (P-2) |
|  | AGRICULTURAL LAND (A-2) |  | RESIDENTIAL (R-1 THROUGH R-4, A-5) |
|  | AGRICULTURAL LAND HOLDING (A-3) |  | BUSINESS (B-1 THROUGH B-4, B-6) |
|  | AGRICULTURAL RELATED MANUFACTURING, WAREHOUSING, AND MARKETING (A-4) |  | INDUSTRIAL (M-1) |
|  | LOWLAND RESOURCE CONSERVATION (C-1, C-4) |  | LANDFILL OR EXTRACTIVE (M-3, M-4) |
|  | UPLAND RESOURCE CONSERVATION (C-2) |  | INCORPORATED VILLAGE |
|  | CONSERVANCY RESIDENTIAL (C-3) |  | SURFACE WATER |
|  | RECREATIONAL PARK (P-1) | | |

Source: Walworth County and SEWRPC.

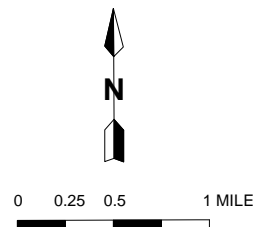


Table II-1

ZONING DISTRICTS IN THE TOWN OF EAST TROY: JANUARY 2010

District Type	District Name	Minimum Lot Size/ Maximum Density		Area	
		Conventional Design	Conservation Developments	Acres	Percent of Total
Agricultural	A-1 Prime Agricultural Land	35 acres	N/A	7,216	38.1
	A-2 Agricultural Land	20 acres	One dwelling unit per 20 acres and minimum lot size of 20,000 square feet	1,682	8.9
	A-3 Agricultural Land Holding	35 acres	N/A	597	3.2
	A-4 Agricultural-Related Manufacturing, Warehousing, and Marketing	- - ^a	N/A	44	0.2
	A-5 Agricultural-Rural Residential	40,000 square feet	N/A	48	0.3
	Subtotal	- -	- -	9,587	50.7
Conservancy	C-1 Lowland Resource Conservation	- -	N/A	1,214	6.4
	C-2 Upland Resource Conservation	5 acres	One dwelling unit per 5 acres and minimum lot size of 20,000 square feet	3,586	18.9
	C-3 Conservancy-Residential	100,000 square feet	One dwelling unit per 100,000 square feet and minimum lot size of 20,000 square feet	69	0.4
	C-4 Lowland Resource Conservation (shoreland)	- -	N/A	1,269	6.7
	Subtotal	- -	- -	6,138	32.4
Public	P-1 Recreational Park	- - ^a	N/A	322	1.7
	P-2 Institutional Park	Sewered: 10,000 square feet Unsewered: As required by Section 74-39 ^b	N/A	213	1.1
	Subtotal	- -	- -	535	2.8
Residential	R-1 Single-Family Residence (unsewered)	As required by Section 74-39 ^b	One dwelling unit per 40,000 square feet and minimum lot size of 20,000 square feet	1,011	5.3
	R-2 Single-Family Residence (sewered)	15,000 square feet	One dwelling unit per 15,000 square feet and minimum lot size of 10,000 square feet	235	1.2

Table II-1 (continued)

District Type	District Name	Minimum Lot Size/ Maximum Density		Area	
		Conventional Design	Conservation Developments	Acres	Percent of Total
Residential (continued)	R-2A Single-Family Residence (sewered)	40,000 square feet	One dwelling unit per 40,000 square feet and minimum lot size of 15,000 square feet	0	0.0
	R-3 Two-Family Residence (sewered or unsewered)	Sewered: 15,000 square feet per duplex building Unsewered: As required by Section 74-39 ^b	Sewered: One dwelling unit per 7,500 square feet and minimum lot size of 5,000 square feet per dwelling unit Unsewered: One dwelling unit per 40,000 square feet and minimum lot size of 10,000 square feet per dwelling unit	16	0.1
	R-4 Multiple-Family Residence District (sewered or unsewered)	Sewered: Six dwelling units per acre Two family: Minimum lot size of 12,000 square feet Multiple family: Minimum lot size of 15,000 square feet Single family: Minimum lot size of 15,000 square feet Unsewered: As required by Section 74-39 ^b	N/A	16	0.1
	R-5 Planned Residential Development (unsewered)	40,000 square feet of lot area per dwelling unit	N/A	0	0.0
	R-5A Planned Residential Development (sewered)	Up to eight dwelling units per net developable acre	N/A	0	0.0
	R-6 Planned Mobile Home Park Residence	Up to five dwelling units per net developable acre	N/A	0	0.0
	R-7 Mobile Home Subdivision Residence (sewered or unsewered)	Sewered: 15,000 square feet Unsewered: As required by Section 74-39 ^b	N/A	0	0.0
	R-8 Multiple Family District (sewered or unsewered)	Sewered: 10,890 square feet Unsewered: As required by Section 74-39 ^b	N/A	0	0.0
	Subtotal	- -	- -	1,278	6.7

Table II-1 (continued)

District Type	District Name	Minimum Lot Size/ Maximum Density		Area	
		Conventional Design	Conservation Developments	Acres	Percent of Total
Commerical	B-1 Local Business	Sewered: 7,500 square feet Unsewered: - - ^c	N/A	2	<0.1
	B-2 General Business	Sewered: 7,500 square feet Unsewered: - - ^c	N/A	13	0.1
	B-3 Waterfront Business	- - ^a	N/A	8	<0.1
	B-4 Highway Business	Sewered: - - ^a Unsewered: - - ^c	N/A	27	0.1
	B-5 Planned Commercial-Recreational Business District	Up to 10 dwelling units per net developable residential acre	N/A	0	0.0
	B-6 Bed and Breakfast	Sewered: 15,000 square feet Unsewered: As required by Section 74-39 ^b	N/A	10	0.1
	Subtotal	- -	- -	60	0.3
Industrial	M-1 Industrial	Sewered: - - ^a Unsewered: - - ^c	N/A	33	0.2
	M-2 Heavy Industrial	Sewered: - - ^a Unsewered: - - ^c	N/A	0	0.0
	M-3 Mineral Extraction	- -	N/A	103	0.5
	M-4 Sanitary Landfill	- -	N/A	7	<0.1
	Subtotal	- -	- -	143	0.7
Surface Water	- -	- -	- -	1,187	6.3
Total	- -	- -	- -	18,928	100.0

^aSufficient area for the principal structure and its accessory buildings, all required yards, and off-street parking and loading areas.

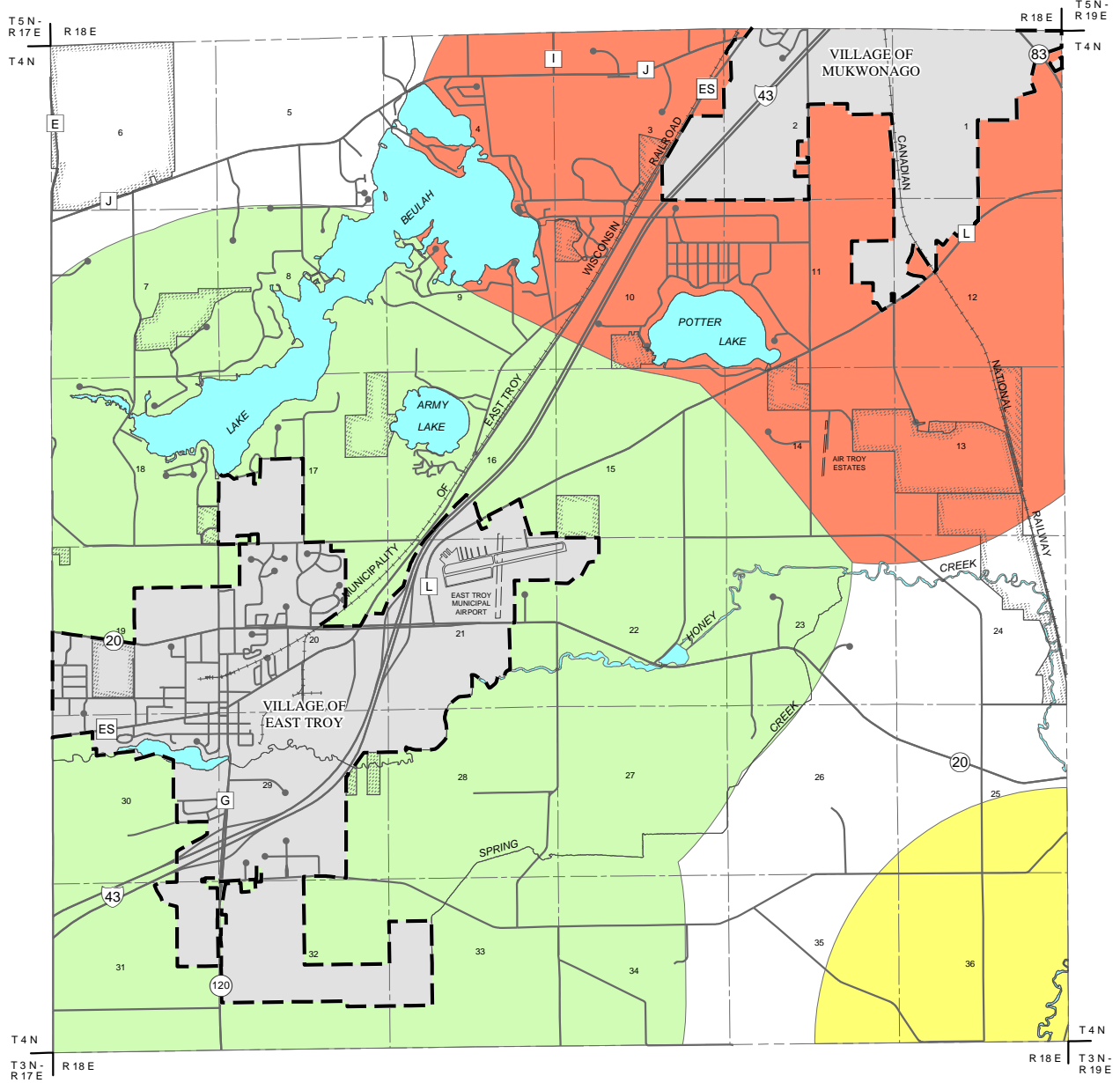
^bSection 74-39 of the County Zoning Ordinance specifies that the width and area of all lots not served by a public sanitary sewage system or other approved system shall be sufficient to permit the use of a private onsite wastewater treatment system (POWTS) designed in accordance with the county sanitary ordinance. The width of all lots which have soils suitable for the use of a private onsite wastewater treatment system shall not be less than 150 feet and the area of all such lots shall not be less than 40,000 square feet per dwelling unit to be constructed on the lot.

^c40,000 square feet in lot area per principal use or structure and sufficient area to meet off-street parking and loading requirements.

Source: Walworth County and SEWRPC.

Map II-2

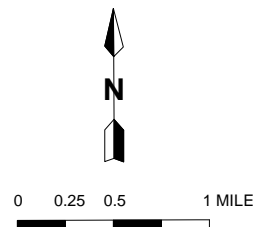
VILLAGE EXTRATERRITORIAL JURISDICTION AREAS IN THE TOWN OF EAST TROY: 2010



EXTRATERRITORIAL JURISDICTION AREAS IN THE TOWN OF EAST TROY

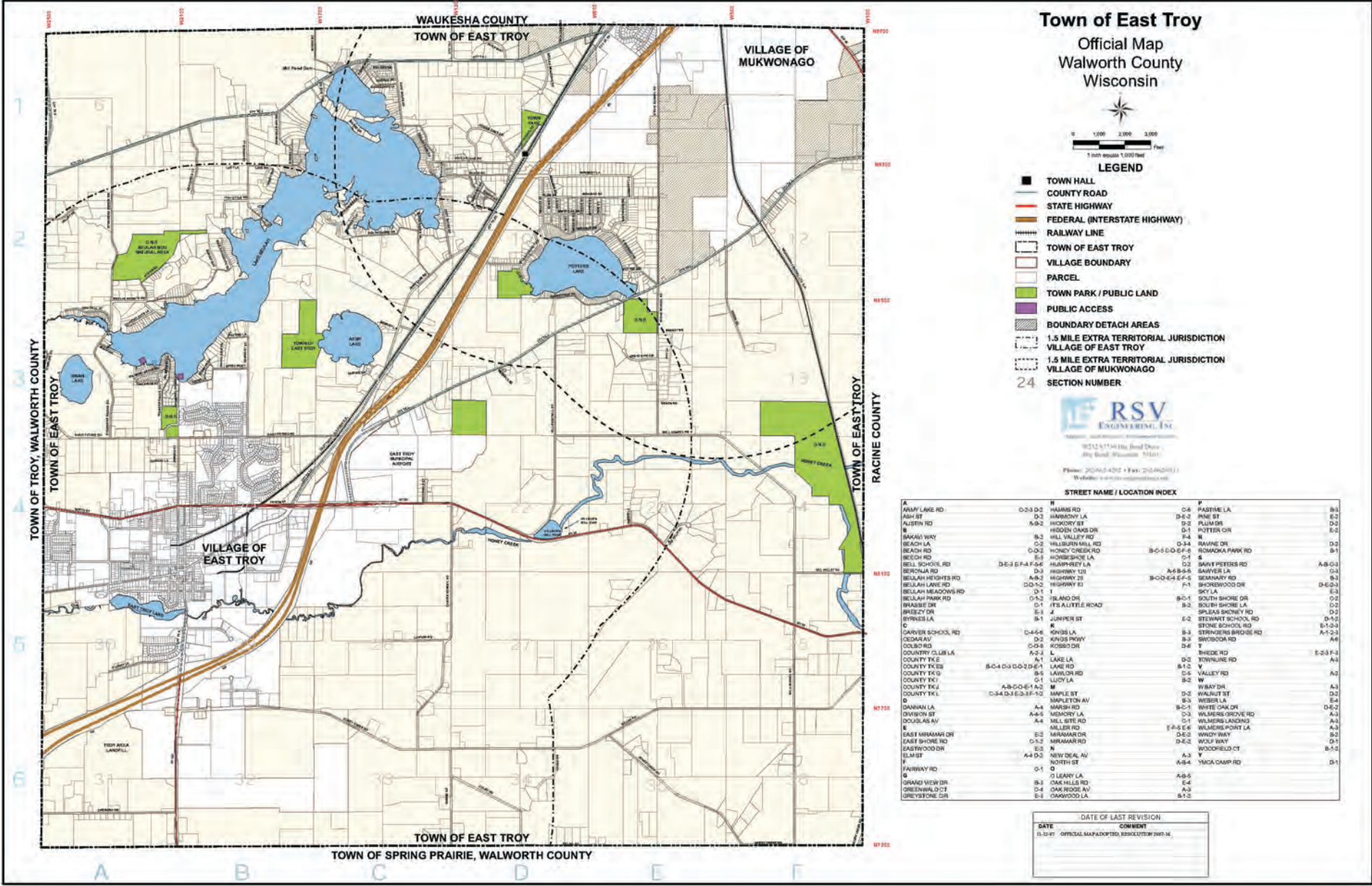
- VILLAGE OF EAST TROY
- VILLAGE OF MUKWONAGO
- VILLAGE OF ROCHESTER

Source: SEWRPC.



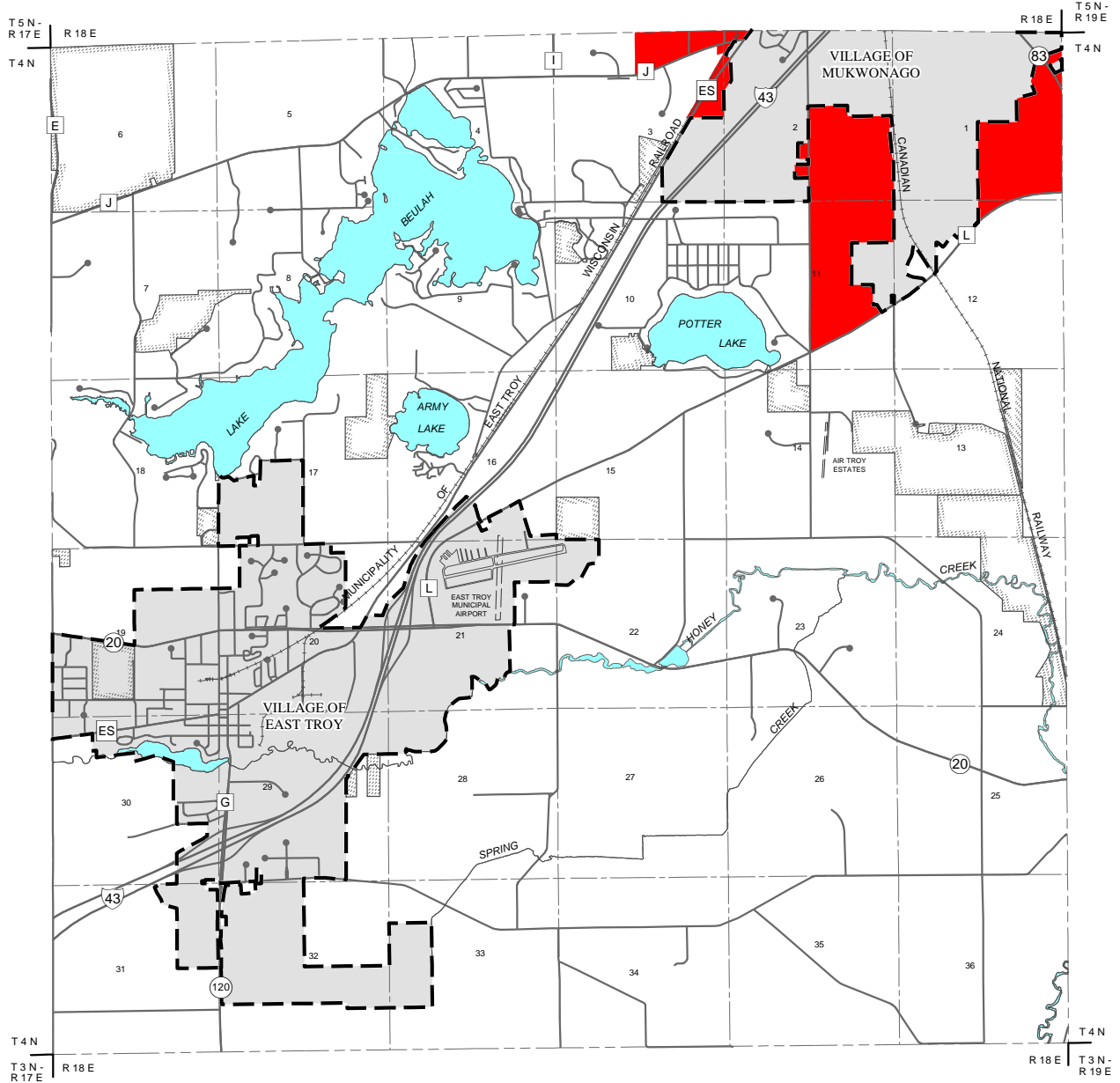
Map II-3

TOWN OF EAST TROY OFFICIAL MAP



Map II-4

BOUNDARY DETACHMENT AREAS UNDER THE BOUNDARY AGREEMENT BETWEEN THE TOWN OF EAST TROY AND VILLAGE OF MUKWONAGO



BOUNDARY DETACHMENT AREA

Source: Town of East Troy, Village of Mukwonago, and SEWRPC.



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Chapter III

POPULATION, HOUSEHOLD, AND EMPLOYMENT TRENDS AND PROJECTIONS

INTRODUCTION

Information on the size and characteristics of the population, households, and employment is essential to the comprehensive planning process. Such information provides a basis for the preparation of projections of population, households, and employment—projections which are needed as a basis for the preparation of the comprehensive plan. Part One of this chapter presents current and historic trend data regarding population, households, and employment in the Town of East Troy. Part Two presents projections of population, households, and employment for the Town used as a basis for preparing the Town comprehensive plan.

PART ONE: EXISTING CONDITIONS AND HISTORIC TRENDS

Population

Information on population trends and population characteristics for the Town of East Troy as well as Walworth County, for the most part obtained from Federal censuses, is presented in Tables III-1 to III-4. This information is summarized below:

- The population of the Town, as reported in the Federal census, increased from 2,743 in 1970 to 3,583 in 1980, to 3,687 in 1990, and to 3,830 in 2000. This represents increases of 31 percent in the 1970s, 3 percent in the 1980s, and 4 percent in the 1990s. The Town population was estimated by the Wisconsin Department of Administration at 3,958 persons in 2009, about 3 percent above the 2000 level.
- Of the total Town population in 2000, 210 persons, or 6 percent, were under five years of age; 810 persons, or 21 percent, were between the ages of five and 19; 2,405 persons, or 63 percent, were between the ages of 20 and 64; and 405 persons, or 11 percent, were 65 years of age or older (see Table III-2). The median age of the Town population (39.8 years) was higher than the median age of the County (35.1 years).
- Of the total Town population in 2000, 98.4 percent reported their race as white, while the balance reported Black or African American or another race, including some who reported more than one race (see Table III-3). About 1 percent was reported to be Hispanic.
- The educational attainment level provides an indicator of the earning potential of the population and the type of occupation the workforce is most suited to fill. As reported in the 2000 Census, nearly 90 percent of the Town population age 25 years and over had attained a high school or higher level of education,

compared to 84 percent for the County overall. About 23 percent of the Town population 25 years and over had a bachelor's degree or graduate degree, nearly the same as the countywide percentage (see Table III-4).

Households

In addition to population levels and characteristics, the number of households, or occupied housing units, is of importance in comprehensive planning insofar as it greatly influences the demand for urban land as well as the demand for transportation and other public facilities and services. A household includes all persons who occupy a housing unit—defined by the Census Bureau as a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied as a separate living quarters.

Information regarding the number and characteristics of households in the Town of East Troy is presented in Tables III-5 and III-7 and summarized below:

- As indicated in Table III-5, the number of households in the Town of East Troy increased from about 767 in 1970 to 1,142 in 1980, 1,269 in 1990, and 1,427 in 2000—representing an overall increase of 660 households, or 86 percent, over 30 years. Since 2000, it is estimated that the number of households in the Town has increased by an additional 137 households, or 10 percent, to 1,564 households in 2009.
- Historically, the relative increase in households has exceeded the relative increase in population. In the Town of East Troy, while the population increased by 40 percent between 1970 and 2000, the number of households increased by 86 percent. These differential growth rates between households and population are reflected in a declining average household size in the Town.
- The trend in household size in the Town of East Troy is presented in Table III-6. As that table indicates, the average household size in the Town decreased dramatically during the 1970s and 1980s—from 3.54 persons per household in 1970 to 2.85 in 1990. The average household size decreased further, to 2.67, in 2000. Walworth County, the Southeastern Wisconsin Region, and the State of Wisconsin have also experienced a long-term trend in declining average household size.
- Information regarding household income levels in the Town of East Troy from the 2000 census is presented in Table III-7. As indicated in that table, in 1999, the household income was less than \$25,000 for 14 percent of all households in the Town; between \$25,000 and \$49,999 for 18 percent; between \$50,000 and \$74,999 for 34 percent; between \$75,000 and \$99,999 for 13 percent; and \$100,000 or more for 21 percent. The median income for households in the Town stood at \$61,500 in 1999—somewhat higher than the median income for households in the County overall (\$46,300).

Employment

There were an estimated 590 jobs in the Town of East Troy in 2000. This represents the number of employment opportunities, both full-time and part-time, available in the Town in 2000. The total number of jobs in the Town is estimated to have increased from 470 in 1980 to 630 in 1990, before decreasing slightly, to 590, in 2000 (see Table III-8). By comparison, there were an estimated 51,800 jobs in Walworth County overall in 2000. Within the County, the largest job concentrations generally occur in and around the County's cities and villages.

The labor force of an area consists of all of its residents who are 16 years old and over who are employed at one or more jobs or are temporarily unemployed. Labor force data are often referred to as “place of residence” data, since the labor force is enumerated on the basis of the residence of individuals in the labor force. The civilian labor force in the Town of East Troy totaled about 2,317 persons in 2000, including 2,243 employed persons and 74 unemployed persons. The fact that the employed resident labor force substantially exceeded the number of jobs in 2000 indicates that many Town residents worked at jobs outside the Town. Of the Town's employed labor force, 32 percent was employed in management and professional occupations; 21 percent in sales and office occupations; 19 percent in production, transportation, and material moving occupations; 14 percent in construction, extraction, and maintenance occupations; 11 percent in service occupations; and 3 percent in farming, forestry, and fishing occupations (see Table III-9).

PART TWO: POPULATION, HOUSEHOLD, AND EMPLOYMENT PROJECTIONS

The preparation of a comprehensive plan requires long-range projections of population, household, and employment levels. As part of the Walworth County multi-jurisdictional planning process, in order to assist towns in this matter, two alternative sets of projections were prepared. Each of the participating towns was asked to review the alternative projections and to select a set of projections from among the alternatives presented—or, to provide a set of projections of its own. The resulting projections for the Town of East Troy are presented in this section as a basis for the Town comprehensive plan.

Population and Household Projections for the Town

Under the Walworth County multi-jurisdictional planning effort, two alternative sets of inter-related population and household projections were presented for consideration by each of the participating towns. The first is based upon the intermediate growth projection for each town from the year 2035 regional land use plan.¹ The second represents an extrapolation of historic trends for each town, with more recent years given more weight than earlier years.² The alternative population and household projections prepared in this manner for the Town of East Troy are presented in Table III-10. The alternatives projections were intended to provide a frame of reference for the Town of East Troy in its selection of long-range population and household projections for purposes of the comprehensive plan.

Following a review of the alternative projections and a careful consideration of probable future growth trends, the Town Plan Commission determined that the comprehensive plan should be based upon a projection of an additional 15 households per year in the Town between 2000 and 2035. Under that projection, the number of households in the Town would increase by 525 households, or 37 percent, from 1,427 households in 2000 to 1,952 households in 2035. The Town population would increase by 1,272 persons, or 33 percent, from 3,830 persons in 2000 to 5,102 persons in 2035. The population projection assumes a continued slight decline in household size in the Town. These Town-selected population and household projections lie between the alternative projections provided for the Town's consideration as presented in Table III-10.

¹The Regional Planning Commission's local population and household projections are essentially sub-county allocations of the Commission's county-level intermediate population and household projections, developed as part of the year 2035 regional land use plan. These allocations were based upon a consideration of past trends in population and households, existing local land use and master plans, and input received from local planning officials as the regional plan was prepared. The allocations reflect the basic regional plan concept that the vast majority of new residential development in the County would be accommodated in urban service areas that provide sanitary sewer and other urban services.

²The trend-based projections assume that the number of households in each community would continue to grow as it has in the past, looking back to 1980. In extrapolating future household levels for each community, the historic change in households between 2000 and 2006 was weighted more heavily than the change during the 1990s; and, similarly, the change in households during the 1990s was weighted more heavily than the change during the 1980s. The related population projection is based upon the projected number of households and the projected household size for the community, along with an allowance for population living in group quarters.

Employment Projections for the Town

Similarly, under the Walworth County multi-jurisdictional comprehensive planning process, two alternative employment projections were presented for consideration by each participating town. The first is based upon the intermediate growth projection for each town from the year 2035 regional land use plan.³ The second represents an extrapolation of historic trends in each town, with more recent years given more weight than earlier years.⁴ The alternative employment projections prepared in this manner for the Town of East Troy are presented in Table III-11. The alternatives projections were intended to provide a frame of reference for the Town of East Troy in its selection of a long-range employment projection for purposes of the comprehensive plan.

Following a review of the alternative projections and a careful assessment of probable future growth trends, the Town Plan Commission determined that the comprehensive plan should be based upon a projection of an additional three jobs per year in the Town between 2000 and 2035. Under that projection, total employment in the Town would increase by 105 jobs, or 18 percent, from 590 jobs in 2000 to 695 jobs in 2035.

CONCLUSION

It should be recognized that the preparation of long-range projections involves a great deal of uncertainty. Unforeseen changes in migration and birth rates and in economic conditions may result in future population and employment levels that vary from those projected. Future major updates of the comprehensive plan should include a review of the projections presented in this report and determine whether and how the projections should be modified for future planning purposes.

³*The Regional Planning Commission's local employment projections are essentially sub-county allocations of the Commission's county-level intermediate employment projections, developed as part of the year 2035 regional land use plan. These allocations were based upon a consideration of past trends in employment, existing local land use and master plans, and input received from local planning officials as the regional plan was prepared. The allocations reflect the basic regional plan concept that the vast majority of new jobs in the County would be accommodated in urban service areas that provide sanitary sewer service and other urban services.*

⁴*The trend-based projection assumes a continuation of past employment change in each community between 1980 and 2000, with the change for more recent years weighted more heavily than change for earlier years. Thus, in developing the trend-based projection, the employment change between 1990 and 2000 was weighted more heavily than the employment change during the 1980s.*

Table III-1

POPULATION IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 1970-2009

Year	Town of East Troy			Walworth County		
	Population	Change from Preceding Period		Population	Change from Preceding Period	
		Number	Percent		Number	Percent
1970 Census	2,743	--	--	63,444	--	--
1980 Census	3,583	840	30.6	71,507	8,063	12.7
1990 Census	3,687	104	2.9	75,000	3,493	4.9
2000 Census	3,830	143	3.9	92,013	17,013	22.7
2009 Estimate	3,958	128	3.3	101,808	9,795	10.6

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

Table III-2

AGE COMPOSITION OF THE POPULATION IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000

Age	Town of East Troy		Walworth County	
	Number of Persons	Percent of Total	Number of Persons	Percent of Total
Under 5.....	210	5.5	5,527	6.0
5 to 19.....	810	21.1	21,323	23.2
20 to 64.....	2,405	62.8	53,229	57.8
65 and Older.....	405	10.6	11,934	13.0
Total	3,830	100.0	92,013	100.0
Median Age	39.8	--	35.1	--

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

Table III-3

RACIAL COMPOSITION OF THE POPULATION IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000

Race	Town of East Troy	Walworth County
	Percent of Total Population	Percent of Total Population
One Race Reported:		
White	98.4	94.5
Black or African American	0.2	0.9
American Indian of Alaska Native	0.1	0.2
Asian	0.2	0.7
Native Hawaiian and Other Pacific Islander	--	<0.1
Other Race	0.4	2.6
Subtotal	99.3	98.9
More than One Race Reported	0.7	1.1
Total	100.0	100.0

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

Table III-4

**EDUCATIONAL ATTAINMENT OF THE POPULATION AGE 25 YEARS AND OVER
IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000**

Educational Attainment	Town of East Troy		Walworth County	
	Number of Persons	Percent of Total	Number of Persons	Percent of Total
Less than 9th Grade	36	1.4	3,049	5.2
9th to 12th Grade, No Diploma	237	9.0	6,155	10.6
High School Graduate	896	33.8	19,459	33.5
Some College or Associate Degree	874	33.0	16,818	28.9
Bachelor's or Greater Degree	602	22.8	12,672	21.8
Total	2,645	100.0	58,153	100.0

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

Table III-5

HOUSEHOLDS IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 1970-2009

Year	Town of East Troy			Walworth County		
	Households	Change from Preceding Period		Households	Change from Preceding Period	
		Number	Percent		Number	Percent
1970 Census.....	767	--	--	18,544	--	--
1980 Census.....	1,142	375	48.9	24,789	6,245	33.7
1990 Census.....	1,269	127	11.1	27,620	2,831	11.4
2000 Census.....	1,427	158	12.5	34,505	6,885	24.9
2009 Estimate.....	1,564	137	9.6	40,175	5,670	16.4

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

Table III-6

**HOUSEHOLD SIZE IN THE
TOWN OF EAST TROY AND WALWORTH COUNTY: 2000**

Year	Household Size (Average Number of Persons per Household)	
	Town of East Troy	Walworth County
1970	3.54	3.16
1980	3.12	2.74
1990	2.85	2.60
2000	2.67	2.57

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

Table III-7

HOUSEHOLD INCOME IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000

Household Income	Town of East Troy		Walworth County	
	Number of Households	Percent of Total	Number of Households	Percent of Total
Less than \$15,000	60	4.3	4,130	12.0
\$15,000 - 24,999	131	9.4	3,913	11.3
\$25,000 - 34,999	93	6.7	4,459	12.9
\$35,000 - 49,999	163	11.7	6,256	18.1
\$50,000 - 74,999	478	34.2	8,307	24.1
\$75,000 - 99,999	177	12.7	4,019	11.6
\$100,000 - 149,999	210	15.0	2,368	6.9
\$150,000 or More	84	6.0	1,063	3.1
Total	1,396	100.0	34,515	100.0
Median Household Income	\$61,486	--	\$46,274	--

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

Table III-8

EMPLOYMENT IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 1980-2000

Year	Town of East Troy			Walworth County		
	Number of Jobs	Change from Preceding Period		Number of Jobs	Change from Preceding Period	
		Number	Percent		Number	Percent
1980	470	--	--	33,500	--	--
1990	630	160	34.0	39,940	6,440	19.2
2000	590	-40	-6.3	51,820	11,880	29.7

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

Table III-9

**OCCUPATION FOR THE EMPLOYED CIVILIAN LABOR FORCE
IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000**

Occupation	Town of East Troy		Walworth County	
	Number of Persons	Percent of Total	Number of Persons	Percent of Total
Management, Professional, and Related ^a	710	31.6	13,425	27.3
Service.....	242	10.8	7,596	15.5
Sales and Office	473	21.1	11,841	24.1
Farming, Fishing, and Forestry ^b	68	3.0	1,117	2.2
Construction, Extraction, and Maintenance	322	14.4	4,699	9.6
Production, Transportation, and Material Moving	428	19.1	10,450	21.3
Total Employed Civilian Labor Force	2,243	100.0	49,128	100.0

^aExcludes farm managers.

^bIncludes farm managers.

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

Table III-10

PROJECTED POPULATION AND HOUSEHOLDS IN THE TOWN OF EAST TROY: 2035

Year	Population	Households
Actual Level: 1970	2,743	767
Actual Level: 1980	3,583	1,142
Actual Level: 1990	3,687	1,269
Actual Level: 2000	3,830	1,427
Alternative Year 2035 Projected Levels:		
Based Upon Regional Land Use Plan	4,488	1,714
Based Upon Extrapolation of Historic Trends	5,378	2,059
Town-Selected Projection:		
Projected Level: 2035	5,102	1,952
Numeric Change: 2000-2035	1,272	525
Percent Change: 2000-2035	33.2	36.8

Source: Town of East Troy, U.S. Bureau of the Census, and SEWRPC.

Table III-11

PROJECTED EMPLOYMENT IN THE TOWN OF EAST TROY: 2035

Year	Employment (Jobs)
Actual Level: 1980	470
Actual Level: 1990	630
Actual Level: 2000	590
Alternative Year 2035 Projected Levels:	
Based Upon Regional Land Use Plan	590
Based Upon Extrapolation of Historic Trends	630
Town-Selected Projection:	
Projected Level: 2035	695
Numeric Change: 2000-2035	105
Percent Change: 2000-2035	17.8

Source: Town of East Troy, U.S. Bureau of Economic Analysis, and SEWRPC.

Chapter IV

ISSUES AND OPPORTUNITIES ELEMENT

INTRODUCTION

As specified in the State comprehensive planning law, the issues and opportunities element should include a statement of overall goals, objectives, policies, and programs to guide the future development and redevelopment of the Town over the course of the planning period. As part of the comprehensive planning process, goals, objectives, policies, and programs were developed for each of the required elements of the comprehensive plan. The goals and objectives together provide an overall vision for the Town. The policies and programs are intended to indicate how the Town intends to achieve the goals and objectives.

This chapter presents the goals and objectives for the various elements of the Town comprehensive plan. The policies and programs associated with the goals and objectives are presented in the respective elements of the comprehensive plan in Chapters V through XII of this report.

The State comprehensive planning law also requires that the issues and opportunities element include demographic information and population, household, and employment projections. Information regarding population trends and characteristics in the Town along with the population, household, and employment projections selected by the Town for use in the preparation of the comprehensive plan are presented in Chapter III of this report.

GOALS AND OBJECTIVES

Agricultural, Natural, and Cultural Resources

Agricultural Resource Goal

- Preservation of the agricultural resource base of the Town.

Agricultural Resource Objectives

- Preservation of farmland with the most productive soils, generally comprised of soils in Capability Classes I, II, and III, as identified by the U.S. Natural Resources Conservation Service.
- Preservation of large blocks of farmland, to promote more efficient farming and minimize conflicts between farming operations and urban-type uses.
- Maintenance of agriculture as an important component of the economic base of the Town.

- Maintenance of the Town's farming heritage, including the scenic values associated with rural farming areas.
- Maintenance of strong connections between agricultural and natural resource areas.
- Use of best management practices to minimize the impacts of farming activity on the environment.

Natural Resource Goal

- Preservation and conservation of the Town's natural resources.

Natural Resource Objectives

- Preservation of the Town's primary and secondary environmental corridors and isolated natural resource areas in natural open use, including agricultural use where permitted by applicable regulation. These areas include most of the Town's best remaining wetlands, woodlands, wildlife habitat areas, prairies, and other natural features.
- Preservation of natural areas and critical species habitat sites, as identified in the regional natural areas and critical species habitat sites inventory.
- Preservation of the floodwater conveyance and storage capacity of 100-year recurrence interval floodlands.
- Preservation of wetlands.
- Maintenance and improvement of water quality.
- Protection of important groundwater recharge areas.
- Restoration of marginal farmland and other open land to a more natural condition, resulting in the re-establishment or enhancement of wetlands, woodlands, prairies, grasslands, and forest interiors.
- Appropriate consideration of sand and gravel resources and needs in decision-making on future land use.

Cultural Resource Goal

- Preservation of the historical and cultural heritage of the Town.

Cultural Resource Objectives

- Preservation of significant historic sites and historic districts.
- Preservation of the Town's agricultural and natural heritage.
- Preservation of traditional downtown areas and their central public squares in the vicinity of the Town and throughout Walworth County.

Land Use

Land Use Goal

- A sustainable land use pattern that meets the social, economic, physical, ecological, and quality-of-life needs of the Town, maintaining a sense of place in urban and rural areas.

Land Use Objectives

- Land identified for future urban and rural uses that is properly related to anticipated growth in population and economic activity and that is consistent with the above goal.
- Spatial distribution of urban and rural development that is properly related to the natural and agricultural resource base.

- Spatial distribution of urban development that is properly related to, and maximizes the use of, existing public utilities and facilities.
- Compact urban service areas, enabling the efficient provision of urban services and facilities and moderating the overall amount of open space developed for urban use.
- Conservation and revitalization, as appropriate, of existing urban areas.
- Maintenance of the rural character of areas of the Town located beyond planned urban areas.
- Compatible relationship between urban and rural land uses.

Housing

Housing Goal

- Provision of housing that meets the needs of the Town's current and future population.

Housing Objectives

- Matching housing to changing household characteristics and needs.
- Provision of housing opportunities for those with special needs: low income households, persons with disabilities, the homeless, and the elderly.
- Provision of housing opportunities for workers close to their place of work.
- Restricting housing density to levels that are appropriate for available sanitary sewer service, water supply, and basic urban service and facilities.
- Maintaining and enhancing the character of existing urban and rural environments.

Transportation

Transportation Goal

- The provision of an integrated, efficient, safe, and convenient transportation system meeting the anticipated travel demand generated by existing and future land uses.

Transportation Objectives

- The development and maintenance of an arterial street and highway system that is efficient, safe, and convenient.
- The development of local access and collector streets that are efficient, safe, and convenient, and properly related to the arterial street and highway system.
- Provision of safe opportunities for bicycling and walking as an alternative to vehicular travel and to promote a healthy lifestyle.
- Provision of transportation opportunities for the elderly and persons with disabilities.

Utilities and Community Facilities

Utilities and Community Facilities Goal

- The provision of high quality community facilities and services and utility services in the most cost-effective manner possible.

Utilities and Community Facilities Objectives

- Maintenance and expansion, where needed, of existing public facilities and services, commensurate with growth in population and economic activity.
- Increased intergovernmental cooperation in the provision of basic public services and facilities, resulting in cost reductions and/or increase in the quality of services provided: police, fire and emergency medical services, sewer and water supply, and other services and facilities.
- Full utilization of existing public facilities and service systems—through land use policies that direct most new intensive urban development to urban service areas.
- Strengthened capabilities for estimating the cost of providing public services for proposed developments.
- Accommodation, as appropriate, of community facilities typically provided through the private sector.
- Accommodation, as appropriate, of alternative energy sources.

Economic Development

Economic Development Goal

- Economic growth within the Town that is consistent with its natural, infrastructure, financial, and human resources—and consistent with the other goals and objectives of this comprehensive plan.

Economic Development Objectives

- A range of employment opportunities for current and future residents.
- A work force with the knowledge and skills required for present and future businesses and industries.
- A balanced tax base.
- Economic development that is consistent with the land use element and other elements of this comprehensive plan.

Intergovernmental Cooperation

Intergovernmental Cooperation Goal

- Increased cooperation between the Town, neighboring communities, and Walworth County.

Intergovernmental Cooperation Objectives

- Increased cooperation between the Town and neighboring communities in land use planning and decision-making.
- Increased cooperation between the Town and the County in land use planning and decision-making.
- Increased sharing of, or joint provision of, local public facilities, staff, and services by the Town and its neighboring communities.
- Increased consideration of the impacts of proposed developments on public school system facilities.

Plan Implementation

Plan Implementation Goal

- Maintenance of the comprehensive plan as a living document.

Plan Implementation Objectives

- Coordinated implementation of the various elements of the comprehensive plan.
- Integration of the comprehensive plan into the broad range of decision-making by the Town.
- Sufficient flexibility to accommodate needed amendments to the comprehensive plan without jeopardizing the basic structure or integrity of the plan.

CONCLUDING REMARKS

Together, the goals and objectives for the Town as listed above provide an overall vision for the Town in the years ahead. In combination, the goals and objectives seek to accommodate projected growth in the Town population and economic base in a sustainable manner—preserving what is best about the Town and minimizing any adverse impacts of growth.

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Chapter V

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

INTRODUCTION

This chapter presents the agricultural, natural, and cultural resources element of the comprehensive plan for the Town of East Troy. Part One of this chapter provides background information on agricultural, natural, and cultural resources in the Town. Part Two establishes the agricultural, natural, and cultural resources goals, objectives, policies, and programs for the Town comprehensive plan.

PART ONE: BACKGROUND INFORMATION ON AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

This section presents a summary of key background information that was considered in developing the agricultural, natural, and cultural resources goals, objectives, policies, and programs.

Existing Agricultural Resources

- As indicated in the regional land use inventory, agricultural land encompassed about 9,740 acres (15.2 square miles), or 52 percent of the Town, in 2000. This includes cultivated land, pasture land, land used for horticulture and nurseries, and land occupied by farm buildings; it excludes wetland and woodland areas on existing farm units. As indicated in the regional land use inventory, agricultural land in the Town decreased by about 500 acres between 1963 and 1980 and by about 1,000 acres between 1980 and 2000. The largest remaining blocks of farmland in the Town are generally located south of IH 43 and CTH L (see Map V-1).
- The U.S. Natural Resources Conservation Service (NRCS) has classified soils into capability groupings that indicate their general suitability for most kinds of farming. Eight capability classes are identified under this system. Class I soils have few limitations, the widest range of use, and the least risk of damage when used. The soils in other classes have progressively greater natural limitations. In Class VIII are soil and land forms so rough, shallow, or otherwise limited that they do not produce economically worthwhile yields of crops, forage, and wood products. The Town comprehensive plan, like the Walworth County comprehensive plan, places an emphasis on the preservation of Class I, II, and III soils. As shown on Map V-1, much of the farmland in the Town consists of Class II and III soils, with some isolated areas of Class I soils and other soils.

- Town-specific information regarding the number of farms and value of agricultural sales are not available. At a county level, the Federal Census of Agriculture indicated that there were 988 farms in Walworth County in 2002, with total agricultural sales of about \$87 million. Crop sales accounted for 43 percent of that total; 57 percent were from livestock and poultry. Dairy products remain an important part of the agricultural output in the County, accounting for about one third of total agricultural product sales in 2002, despite a significant decline in the number of milk cows in the County over the past three decades.

Existing Natural Resources

- Glaciation has largely determined the physiography and topography as well as the soils of Walworth County including the Town of East Troy. The last and most influential stage of glaciation, the Wisconsin Stage, is believed to have ended in this area about 11,000 years ago. The resulting physiographic features, or surface landforms, in Walworth County, including the Town of East Troy, are shown on Map V-2.
- As shown on Map V-3, most of the Town is covered either by glacial outwash deposits or till. Glacial outwash deposits consist primarily of sand and gravel deposited by melt water which carried most of the fine clay and silt-size material away. Areas mapped as outwash generally have the highest potential to contain deposits of material suitable for aggregate. Till consists, for the most part, of mixed material, generally containing abundant clay, but local concentrations of sand and gravel are commonly found in areas mapped as till. Where the till is thin, potentially economic deposits of sand and gravel may be found below a few feet of till.

There are two nonmetallic mining sites operating with County permits in the Town. These are the site operated by Berg Construction, Inc. in the northeast area of the Town and the site operated by Rock Materials, LLC in the northwest area of the Town.

- Surface water and groundwater resources are interrelated components of, in effect, a single hydrologic system in the Town. The groundwater resources of the Town are hydraulically connected to the surface water resources and provide the baseflow of streams and contribute to wetlands and inland lake levels.

Surface water resources—lakes, streams, wetlands, and floodplains—are key components of the Town's natural resource base (see Map V-4). Surface water encompassed 1,186 acres, or 6 percent of the total area of the Town, in 2000. Major lakes (lakes of at least 50 acres) include Lake Beulah, Army Lake, and Potter Lake. There are numerous other smaller lakes and ponds. Major streams include Honey Creek and Spring Creek. The entire Town is part of the Fox River watershed, which is part of the Mississippi River drainage basin.

Groundwater resources constitute the source of supply for water users in the Town, as well as being an important source for sustaining baseflow to lakes and wetlands. The Town of East Troy is underlain by shallow and deep aquifers. The shallow aquifer system consists of sand and gravel deposits and, in most of the Town, underlying dolomite materials. The deep aquifer consists of sandstone materials situated below a layer of shale or semi-confining rock units. It is of interest to note that a deep bedrock valley called the Troy Bedrock Valley traverses the northwestern portion of the Town. This valley contains up to 400 feet of glacial deposits at its deepest part within the Town. The bedrock valley typically contains saturated sand and gravel deposits which can serve as a prolific aquifer. This is in contrast to the eastern portion of the Town where the bedrock is 100 or less feet from the surface.

The shallow aquifer is of most direct interest in the Town, as it is the source for most wells and is connected to the surface waters. Recharge of the shallow aquifer underlying the Town is derived by local precipitation. Like surface water, groundwater is susceptible to depletion in quantity and to deterioration in quality as a result of urban and rural development.

As part of the water supply planning program being developed by the Regional Planning Commission, working with the U.S. Geological Survey, Wisconsin Geological and Natural History Survey, the University of Wisconsin-Milwaukee, and the Wisconsin Department of Natural Resources, groundwater recharge areas were defined and mapped. The resulting groundwater recharge potential map for the Town

is presented on Map V-5. In relative terms, maintenance of the recharge potential of those areas categorized as having high or very high recharge characteristics is generally considered to be the most important.

- Wetlands are areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and that under normal conditions do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally occur in depressions and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Wetlands may, however, under certain conditions, occur on slopes and even on hilltops. Wetlands perform an important set of natural functions which include support of a wide variety of desirable, and sometime unique, forms of plant and animal life; water quality protection; stabilization of lake levels and streamflows; reduction in stormwater runoff; provision of areas for floodwater impoundment and storage; and protection of shorelines from erosion.

Wetlands identified in the regional land use inventory encompassed 2,350 acres, or about 12 percent of the Town, in 2000, and are shown on Map V-4. The wetlands shown on this map are based on the Wisconsin Wetlands Inventory completed in 1982, updated to the year 2000 as part of the regional land use inventory; they are consistent with the wetlands shown in the Walworth County comprehensive plan report.¹

- The floodplains of a river are the wide, gently sloping areas usually lying on both sides of a river or stream channel. The flow of a river onto its floodplain is a normal phenomenon and, in the absence of flood control works, can be expected to occur periodically. For planning and regulatory purposes, floodplains are defined as those areas subject to inundation by the 100-year recurrence interval flood event. This event has a 1 percent chance of being equaled or exceeded in any given year. Floodplains are generally not well suited for urban development because of the flood hazard, the presence of high water tables, and/or the presence of wet soils.

Floodplains identified by the Federal Emergency Management Agency (FEMA) under the Federal Flood Insurance Program, released in April 2009, are shown for the Town on Map V-4. In total, these floodplains encompass about 1,480 acres, or 8 percent of the total Town area.

- Woodlands encompassed 2,030 acres, or 11 percent of the Town, in 2000. Woodlands are scattered throughout the Town, with somewhat greater concentrations found in the northwest quarter of the Town (see Map V-6).
- Regional Planning Commission inventories have identified nine “natural areas” in the Town. “Natural areas” are tracts of land or water that contain intact plant and animal communities believed to be representative of the landscape before European settlement. The identified natural areas in the Town—which are shown on Map V-7 and described in Table V-1—include one natural area of statewide or greater significance; two natural areas of countywide or regional significance; and six natural areas of local significance. In combination, the nine natural areas encompassed 870 acres, or about 5 percent of the Town. Regional Planning Commission inventories have also identified “critical species habitat” sites within the Region—defined as areas, located outside natural areas, which are important for their ability to support endangered, threatened, or rare plant or animal species. Two such sites, with a combined area of six acres, have been identified within the Town (see Map V-7 and Table V-1).²

¹In 2008, the Wisconsin Department of Natural Resources completed an update of the Wisconsin Wetlands Inventory, delineating the wetlands on 2005 aerial photographs. In transmitting the updated wetland maps to Walworth County, the Department indicated that the County is not required to amend its shoreland zoning to adopted the updated wetland inventory maps. Walworth County has not adopted the updated maps. The new maps will be used as a basis for administering State and Federal wetland protection regulations.

²These natural areas and critical species habitat sites were identified as part of a regional inventory completed by the Regional Planning Commission in 1994 and updated in 2008.

- The most important elements of the natural resource base—including wetlands, woodlands, prairies, wildlife habitat, and lakes, rivers, and streams—when mapped, form a pattern of elongated areas which are called “environmental corridors.” These corridors have been delineated by the Regional Planning Commission throughout Walworth County and the rest of the Southeastern Wisconsin Region. In Walworth County, “primary” environmental corridors (tracts at least 400 acres in size, two miles in length, and 200 feet in width) are generally located along major stream valleys, around major lakes, and along the Kettle Moraine. “Secondary” environmental corridors (tracts at least 100 acres in size and one mile in length) are generally located along small perennial and intermittent streams. In addition to the environmental corridors, “isolated natural resource areas” consisting of smaller, scattered pockets of wetlands, woodlands, surface water, and wildlife habitat that are separated from the environmental corridors by agricultural or urban development have also been identified. Isolated natural resource areas are by definition at least five acres in area and 200 feet in width.

Environmental corridors and isolated natural resource areas in the Town are shown on Map V-8. Primary environmental corridors encompass 3,965 acres, or 21 percent of the Town. Secondary environmental corridors encompass 101 acres, or less than 1 percent of the Town. Isolated natural resource areas encompass 599 acres, or 3 percent of the Town.

Existing Historical Resources

- The Wisconsin Historical Society’s Architecture and History Inventory lists 24 historic sites in the Town, consisting for the most part of houses with design features of historic interest. Information on these sites can be found at www.wisconsinhistory.org/ahi/. There are no sites in the Town listed on the National Register of Historic Sites.

The East Troy Area Historical Society exists for the purpose of educating the public about the history of the East Troy area and other communities in northeastern Walworth County and for preserving artifacts from these communities. The Society is a nonprofit organization that operates by donation and the efforts of volunteer members.

Related Planning Efforts and Programs

- Much planning has been undertaken with respect to the preservation/conservation of agricultural and natural resources at the regional, County, and local levels. Regional plans include the regional water quality management plan; regional park and open space plan; and regional water supply system plan, underway in 2010. County-level plans include the County comprehensive plan, particularly the agricultural, natural, and cultural resources element; land and water resources management plan; farmland preservation plan; park and open space plan; and soil erosion control plan. Local plans include an aquatic plant management plan for Lake Beulah and a current (2010) planning effort—the Mukwonago River Watershed Protection planning program—which includes the Lake Beulah Management District as a partner in a multi-agency cooperative planning effort.
- State and Federal financial and technical assistance programs promote the conservation and preservation of agricultural, natural, and cultural resources. The majority of these programs are provided through the U.S. Farm Service Agency and Natural Resources Conservation Service; the Wisconsin Departments of Natural Resources and Agriculture, Trade and Consumer Protection; and the Wisconsin Historical Society. A description of the various programs can be found on the agency websites.

Information from the Wisconsin Department of Revenue indicates that 11 farmers who reside in the Town of East Troy claimed Wisconsin Farmland Preservation Program tax credits on lands encompassing 1,757 acres in 2005. About 407 acres of land in the Town were enrolled in the Federal Conservation Reserve or Conservation Reserve Enhancement Programs in 2005. In addition, 55 acres of woodlands were in enrolled in the Wisconsin Managed Forest Law Program in 2005.

PART TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Agricultural Resources

Agricultural Resource Goal

- Preservation of the agricultural resource base of the Town.

Agricultural Resource Objectives

- Preservation of farmland with the most productive soils, generally comprised of soils in Capability Classes I, II, and III, as identified by the U.S. Natural Resources Conservation Service.
- Preservation of large blocks of farmland, to promote more efficient farming and minimize conflicts between farming operations and urban-type uses.
- Maintenance of agriculture as an important component of the economic base of the Town.
- Maintenance of the Town's farming heritage, including the scenic values associated with rural farming areas.
- Maintenance of strong connections between agricultural and natural resource areas.
- Use of best management practices to minimize the impacts of farming activity on the environment.

Agricultural Resource Policies and Programs

1. Key policies of this component of the plan relate to the preservation of prime agricultural lands in the Town—and are tied to related recommendations of the land use element presented in the next chapter of this report. The land use element identifies prime agricultural lands to be preserved. These lands are shown on the Town land use plan map (Map VI-3 in Chapter VI). With certain exceptions, it is envisioned that the lands identified as prime agricultural on the land use plan map will be retained in agricultural and in related uses that are allowed as principal or conditional uses in the A-1 Prime Agricultural Land zoning district of the County zoning ordinance. The exceptions are:
 - Areas which may in the future be found to meet the criteria for rezoning from the A-1 Prime Agricultural Land zoning district set forth in Chapter VI of this report.
 - Parcels which may be developed in accordance with the substandard lot provisions of the County zoning ordinance.
 - Areas which are in the future proposed for agricultural manufacturing, warehousing, and marketing uses (uses permitted in the A-4 zoning district)—where the proposed use is compatible with adjacent agricultural areas and consistent with Town goals and objectives. All such proposals will be subject to the County zoning ordinance. Such areas would have to be rezoned into the A-4 Agricultural Related Manufacturing, Warehousing, and Marketing district and receive a conditional use permit. Such uses, if approved, will be accommodated without amending the comprehensive plan.
 - Areas which are in the future proposed for mineral extraction use where the proposed use is compatible with adjacent agricultural use and consistent with Town goals and objectives. Additional policies for extractive uses are presented later in this chapter.
 - This plan specifically permits the development of lands identified as prime agricultural for any use allowed under the zoning in effect as to that parcel.
2. Over the years, the Walworth County Land Use and Resource Management Department, along with the U.S. Natural Resources Conservation Service and U.S. Farm Service Agency, has provided technical

and/or financial assistance to farmers in the County to implement environmentally sound farming practices. This includes efforts to control cropland erosion and to manage nutrients and animal waste. The Town encourages these agencies to continue their activities along these lines.

3. A purchase of development rights (PDR) program represents a potential means for ensuring the preservation of farmland. Under a PDR program, landowners are compensated for committing their land to agricultural and open space use; easements placed on the land ensure that the lands concerned remain in such use. Because of the relatively high cost, PDR programs may prove most effective when targeted toward agricultural lands where long-term preservation is particularly important. To date, the use of PDR programs to preserve agricultural land has been very limited in Wisconsin. Nevertheless, the Town should consider working with Walworth County and other towns, as well as nonprofit conservation organizations in the County, to explore the potential for establishing agricultural land PDR programs. Legislation included in the 2009-2011 State budget bill created a State matching grant program that supports local efforts to purchase agricultural conservation easements—essentially the same as an agricultural land PDR program.
4. In 2005, the Secretary of the Wisconsin Department of Agriculture, Trade and Consumer Protection created a steering committee to address the loss of farm and forest land in the State. This program is called the Working Lands Initiative. The Working Lands Initiative steering committee issued its recommendations in 2006. Many of the recommendations of that steering committee will be implemented through legislation included in the 2009-2011 State budget bill. In addition to creating the previously mentioned agricultural conservation easements grant program, that legislation requires counties to update their farmland preservation plans in order to enable farmers to continue to claim State farmland preservation tax credits. Deadlines for the plan updates vary by county. For Walworth County, the updated farmland preservation plan must be certified by December 31, 2011, unless an extension is granted. Updated county farmland preservation plans are required to be consistent with county comprehensive plans. The Town should work cooperatively with Walworth County and other towns in the County in efforts to meet these farmland preservation planning requirements.
5. Conflicts can occur between long-standing farming operations and new residential development near farming areas. This comprehensive plan recognizes the need to protect farm operations that use good management practices from nuisance lawsuits that challenge acceptable farming practices and the ability to farm responsibly—in accordance with Wisconsin’s “right-to-farm” law (*Wisconsin Statutes* 823.08).

Natural Resources

Natural Resource Goal

- Preservation and conservation of the Town’s natural resources.

Natural Resource Objectives

- Preservation of the Town’s primary and secondary environmental corridors and isolated natural resource areas in natural open use, including agricultural use where permitted by applicable regulation. These areas include most of the Town’s best remaining wetlands, woodlands, wildlife habitat areas, prairies, and other natural features.
- Preservation of natural areas and critical species habitat sites, as identified in the regional natural areas and critical species habitat sites inventory.
- Preservation of the floodwater conveyance and storage capacity of 100-year recurrence interval floodlands.
- Preservation of wetlands.
- Maintenance and improvement of water quality.
- Protection of important groundwater recharge areas.

- Restoration of marginal farmland and other open land to a more natural condition, resulting in the re-establishment or enhancement of wetlands, woodlands, prairies, grasslands, and forest interiors.
- Appropriate consideration of sand and gravel resources and needs in decision-making on future land use.

Natural Resource Policies and Programs

1. Key policies of this component of the plan relate to the preservation of environmental corridors and isolated natural resource areas in the County—and are tied to related recommendations of the land use element presented in the next chapter of this report. The land use element of this comprehensive plan identifies primary and secondary environmental corridors and isolated natural resource areas. These areas are shown on the Town land use plan map (Map VI-3 in Chapter VI). The plan envisions the following with respect to these areas:
 - Wetland and floodplain portions of the environmental corridors and isolated natural resource areas will be retained in open use.
 - Upland portions of the environmental corridors and isolated natural resource areas (areas other than wetlands and floodplains) will accommodate any of the uses allowed as principal or conditional uses under the C-2 Upland Resource Conservation district of the County zoning ordinance. This includes single-family residential development on minimum five-acre lots—or, at a maximum density of one dwelling unit per five acres, in the case of conservation developments.
 - This plan specifically permits the development of lands identified as primary or secondary environmental corridor or isolated natural resource area for any use allowed under the zoning in effect as to that parcel.
2. The Town should continue to cooperate with the County in efforts to try to preserve natural areas and critical species habitat sites, following the procedures used in the past.³ In this respect, when there is a development proposal affecting one of these sites, the Town and County should determine whether there is a potential public agency or private conservancy group interested in purchasing the site on a willing-seller basis—as recommended in the Walworth County park and open space plan. If no such purchase can be arranged, the Town and County should work with the developer/landowner in efforts to try to develop a site plan that minimizes impacts on the resources within the natural area or critical species habitat site.
3. Implementation of the land use element of this comprehensive plan will preserve much of the high-rated and very high-rated groundwater recharge areas in the Town. This will be achieved through land use plan policies which encourage low intensity uses in environmental corridors, prime agricultural lands, and other agricultural, rural residential, and other open lands—categories which include much of the high-rated and very high-rated recharge areas. The Town should consider high-rated and very high-rated groundwater recharge areas in evaluating future development proposals.
4. The Town recommends that the Villages of East Troy and Mukwonago, as part of their comprehensive planning and plan implementation efforts, consider the potential impacts of their development-related decision-making on surface and groundwater resources.
5. The land use element of this comprehensive plan, presented in the next chapter of this report, designates certain lands for mineral extraction, largely following existing M-3 Mineral Extraction zoning. Additional land for mineral extraction (sand, gravel, clay, stone) may be needed during the planning period, although

³As used here, the term “natural areas” refers to tracts of land or water that contain intact plant and animal communities believed to be representative of the landscape before European settlement—as shown on Map V-7 and described in Table V-1. “Critical species habitat sites” are other areas, located outside natural areas, that are important for their ability to support endangered, threatened, or rare plant or animal species. Identified critical species habitat sites in the Town are also shown on Map V-7 and described in Table V-1.

the specific locations have not been determined. The Town will consider proposals for new or expanded mineral extraction areas on a case-by-case basis, taking into account the impacts on adjacent land uses, impacts on the natural resource base, impacts on highways, and other factors. All such proposals will be subject to the County zoning ordinance and nonmetallic mining reclamation ordinance. These areas will have to be rezoned into the M-3 Mineral Extraction zoning district and receive a conditional use permit. Such uses will be accommodated without amending the comprehensive plan. The property will be rezoned back to the original zoning following reclamation.

6. The Walworth County Zoning Ordinance provides for the use of conservation developments—often referred to as “conservation subdivisions”—on a voluntary basis in the C-2 Upland Resource Conservation zoning district, C-3 Conservancy-residential zoning district, and A-2 Agricultural Land zoning district and in certain residential districts. Conservation developments permit the clustering of housing units on smaller lots than allowed under conventional zoning, holding the surrounding areas in open use, thereby achieving the permitted density for the site overall. The Town recognizes conservation developments as an alternative to conventional development and recommends a flexible approach to the choice of design options, with decisions on the use of conservation development designs and other design options made on a case-by-case basis, taking into account the topography, existing natural resource features, and other site characteristics.
7. The Town will continue to rely upon the Walworth County Land Use and Resource Management Department to carry out the Department’s many responsibilities related to the protection of the County’s land and water resources. These include continued administration of the construction site erosion control, stormwater management, and nonmetallic mining reclamation ordinances and regulations governing private onsite wastewater treatment systems; the continued provision of information and technical assistance to landowners in efforts to implement various conservation practices and information on available cost-share programs; and continued efforts as part of the aquatic invasive species program.
8. A number of conservation organizations promote the preservation of environmentally significant lands and agricultural lands in Walworth County, including the Geneva Lake Conservancy, the Kettle Moraine Land Trust, and The Nature Conservancy, along with other groups that have a more localized focus. These groups carry out a range of conservation-related activities including acquisition of open space land; holding of conservation easements; resource management/restoration efforts; dissemination of information regarding private landowner options for land preservation; advising individual landowners and developers on conservation options and techniques; and sponsorship of seminars and workshops on various conservation issues and techniques. These groups are encouraged to continue such efforts to preserve the natural and agricultural resources in the Town of East Troy and throughout Walworth County, coordinating their various programs and efforts with one another. These groups are also encouraged to use the Wisconsin Stewardship fund program and other grant programs, as well as conservation easements from cooperating landowners, in support of their efforts.
9. A number of lake districts and lake associations have been established for the protection and management of lakes in Walworth County, particularly the larger lakes. These lake districts and associations undertake a wide range of activities—including sponsorship of various types of lake management plans and efforts to implement those plans—to improve water quality. In the Town of East Troy, these groups include the Lake Beulah Management District, the Lake Beulah Protection and Improvement Association, the Potter Lake Protection and Rehabilitation District, and the East Troy Lake Association. These groups are encouraged to continue their efforts to improve water quality, making full use of available State grant assistance. In addition, the Walworth County Lakes Association is encouraged to continue to serve as a forum for the County’s lake districts and lake associations for the purpose of sharing lake-related information and concerns.
10. The Town looks forward to the completion of the Mukwonago River watershed protection plan which will include recommendations for the management of the Mukwonago River system, including Lake Beulah. The Lake Beulah Management District is one of the partners in this multi-agency cooperative planning effort.

Cultural Resources

Cultural Resource Goal

- Preservation of the historical and cultural heritage of the Town.

Cultural Resource Objectives

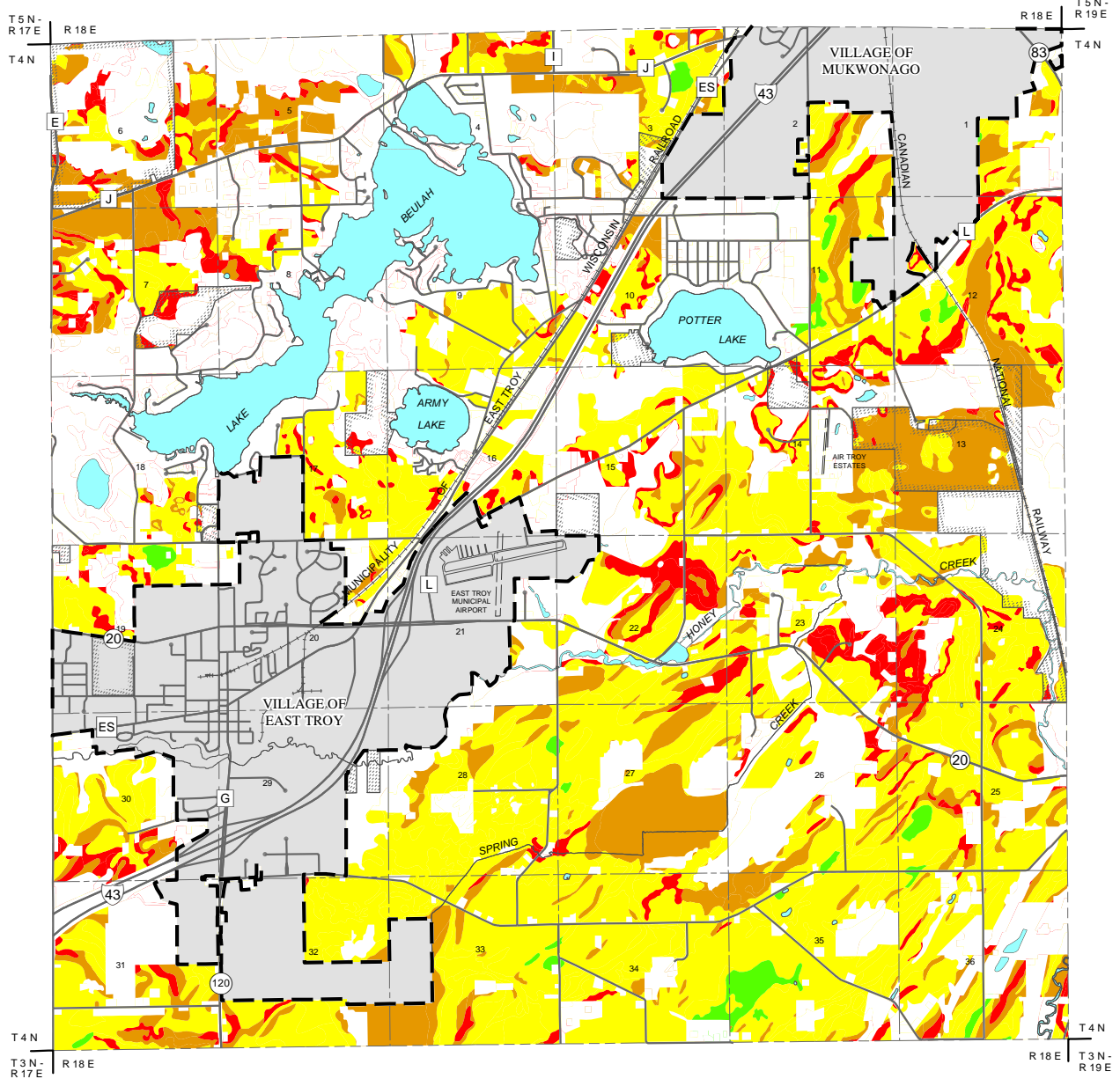
- Preservation of significant historic sites and historic districts.
- Preservation of the Town's agricultural and natural heritage.
- Preservation of traditional downtown areas and their central public squares in the vicinity of the Town and throughout Walworth County.

Cultural Resource Policies and Programs

1. The objective of preserving the Town's agricultural and natural heritage is directly tied to the agricultural and natural resource base components of this plan element, described above. Implementation of those plan components—particularly the recommendations related to the preservation of prime agricultural lands and environmental corridors—will contribute significantly to the preservation of the Town's unique agricultural and natural heritage.
2. In its review of future development proposals, the Town should consider the potential impacts on local historic sites.
3. The East Troy Area Historical Society and the Walworth County Historical Society are encouraged to continue their educational and informational efforts to increase the understanding of, and appreciation for, the East Troy area's cultural and natural history.
4. The Village of East Troy is encouraged to preserve the historical features of its downtown area and central public square and to maintain historic values as it plans for infill development and redevelopment in its downtown area.

Map V-1

EXISTING AGRICULTURAL LAND (2000) BY SOIL CAPABILITY CLASS IN THE TOWN OF EAST TROY



EXISTING AGRICULTURAL LAND: 2000

- COVERED BY CLASS I SOILS
- COVERED BY CLASS II SOILS
- COVERED BY CLASS III SOILS
- COVERED BY CLASS IV - VIII SOILS

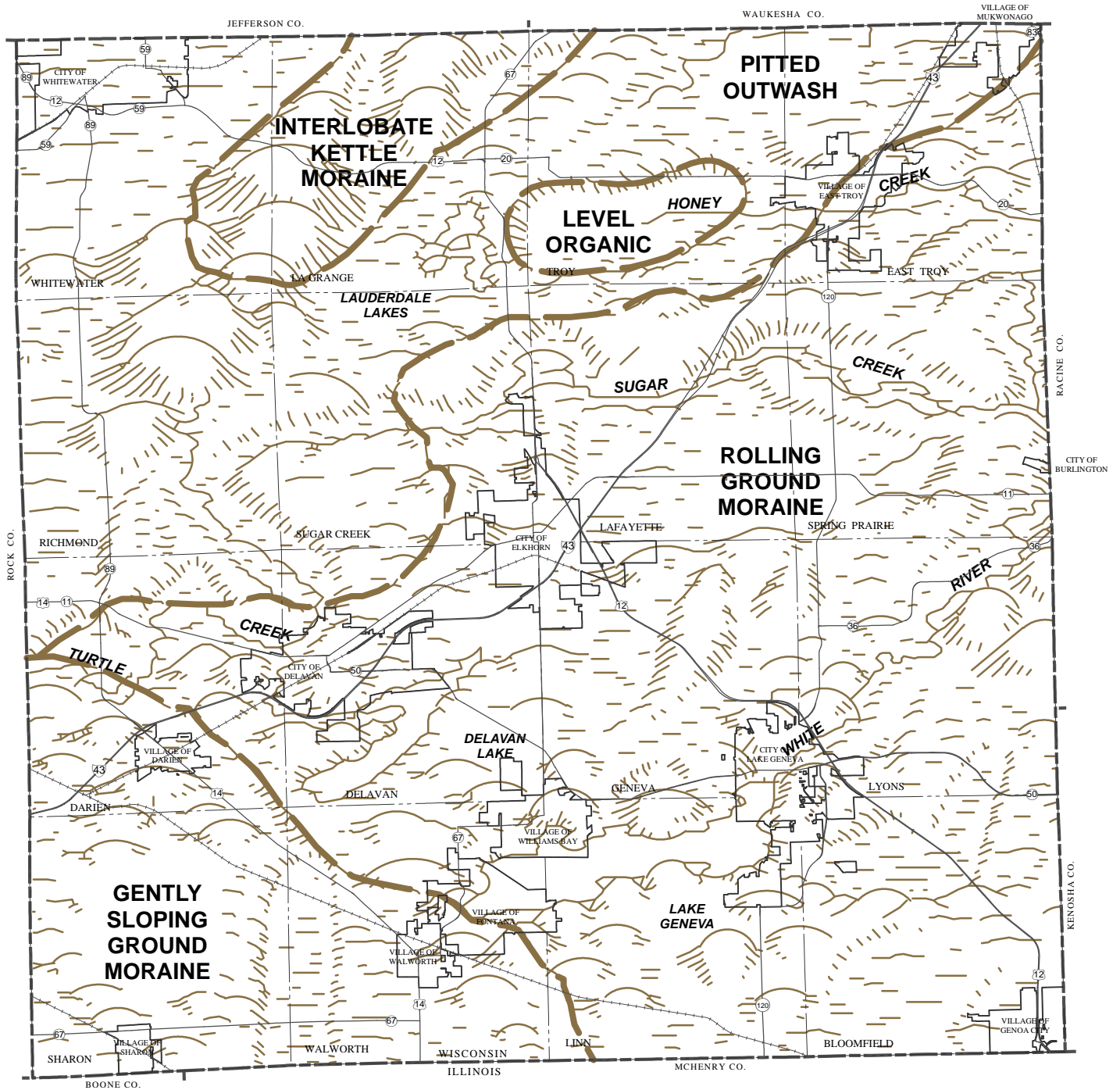
Source: USDA - Natural Resources Conservation Service and SEWRPC.



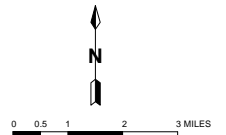
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Map V-2

PHYSIOGRAPHIC FEATURES OF WALWORTH COUNTY

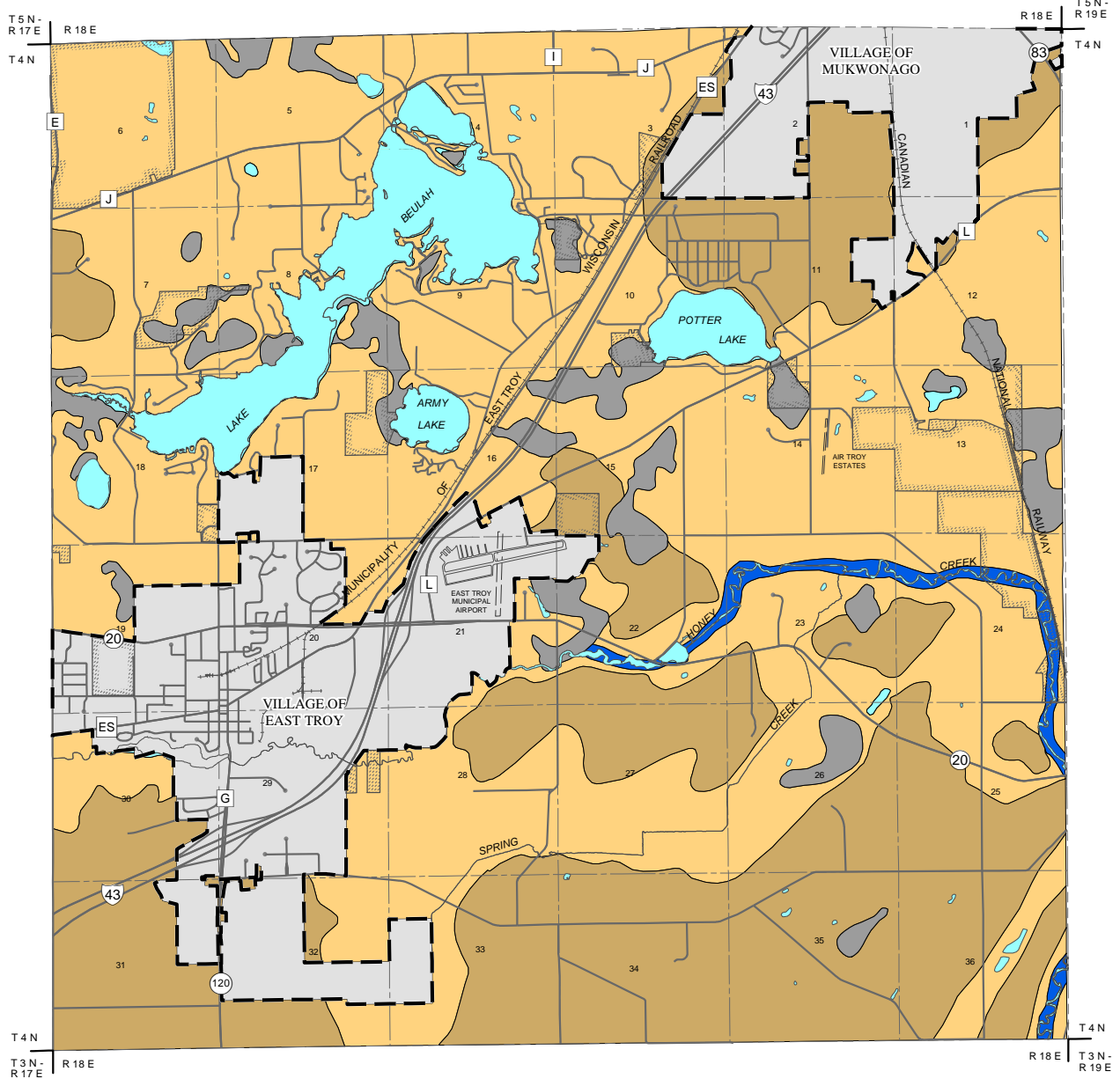


Source: SEWRPC.



Map V-3

AREAS WITH POTENTIAL FOR SAND AND GRAVEL DEPOSITS IN THE TOWN OF EAST TROY



- OUTWASH:** HIGH POTENTIAL FOR SAND AND GRAVEL
- ORGANIC MATERIAL:** POTENTIAL PEAT RESOURCE
- MODERN STREAM DEPOSITS:** TOO FINE FOR SAND AND GRAVEL
- TILL:** CONTAINS SIGNIFICANT LOCAL CONCENTRATIONS OF SAND AND GRAVEL, OFTEN CLAY RICH.
- SURFACE WATER**

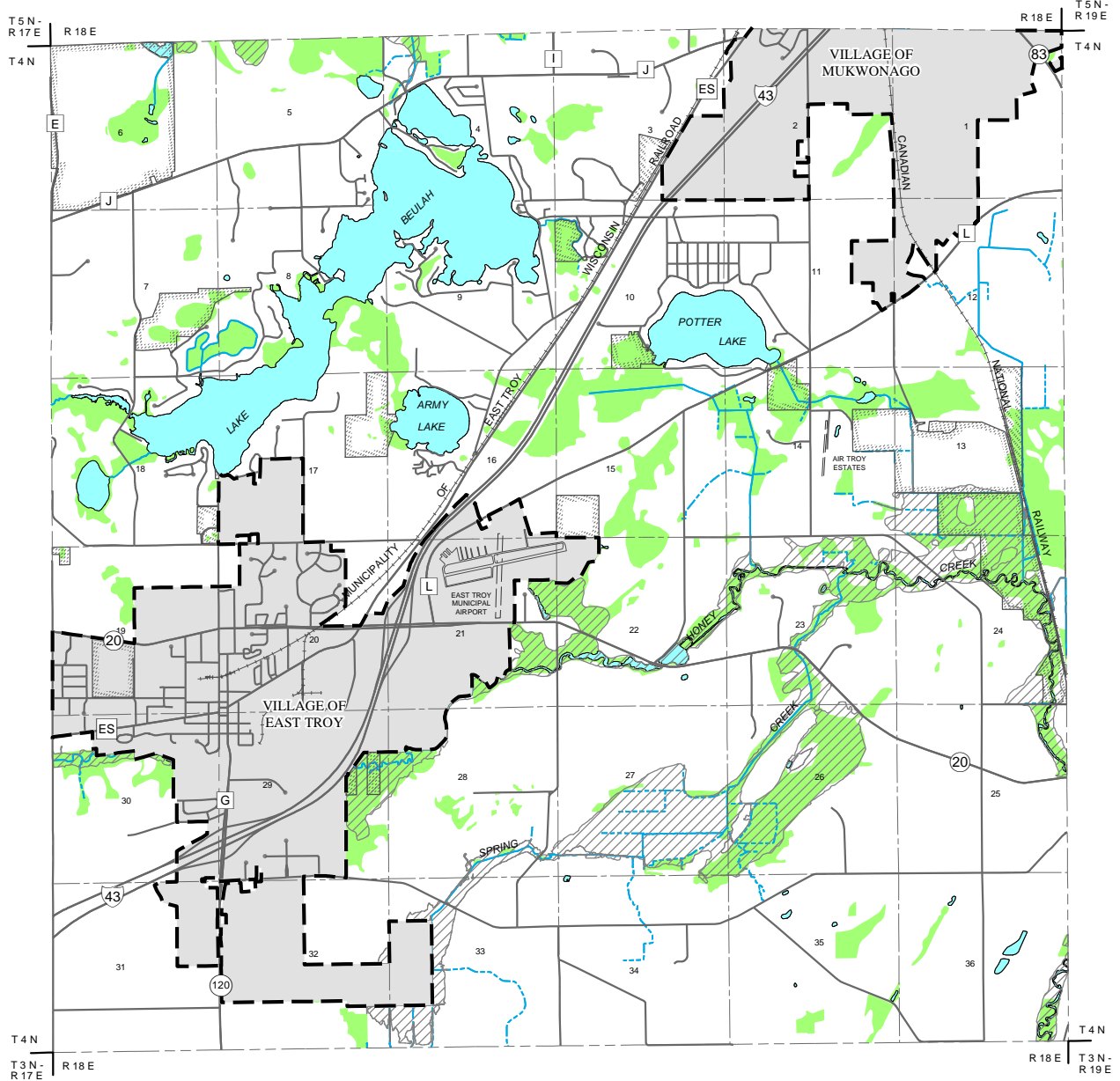
Source: Wisconsin Geological and Natural History Survey (Geology and Preliminary Pleistocene Geologic Map of Walworth County by N.R. Ham and J.W. Attig; Compilation and Resource Potential Interpretation by Bruce A. Brown, P.G.; Cartography and Data Compilation by Peter Schoephoester) and SEWRPC.



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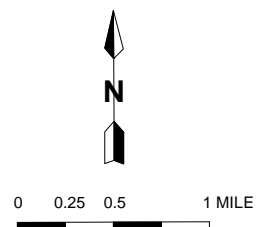
Map V-4

SURFACE WATERS, WETLANDS, AND FLOODPLAINS IN THE TOWN OF EAST TROY



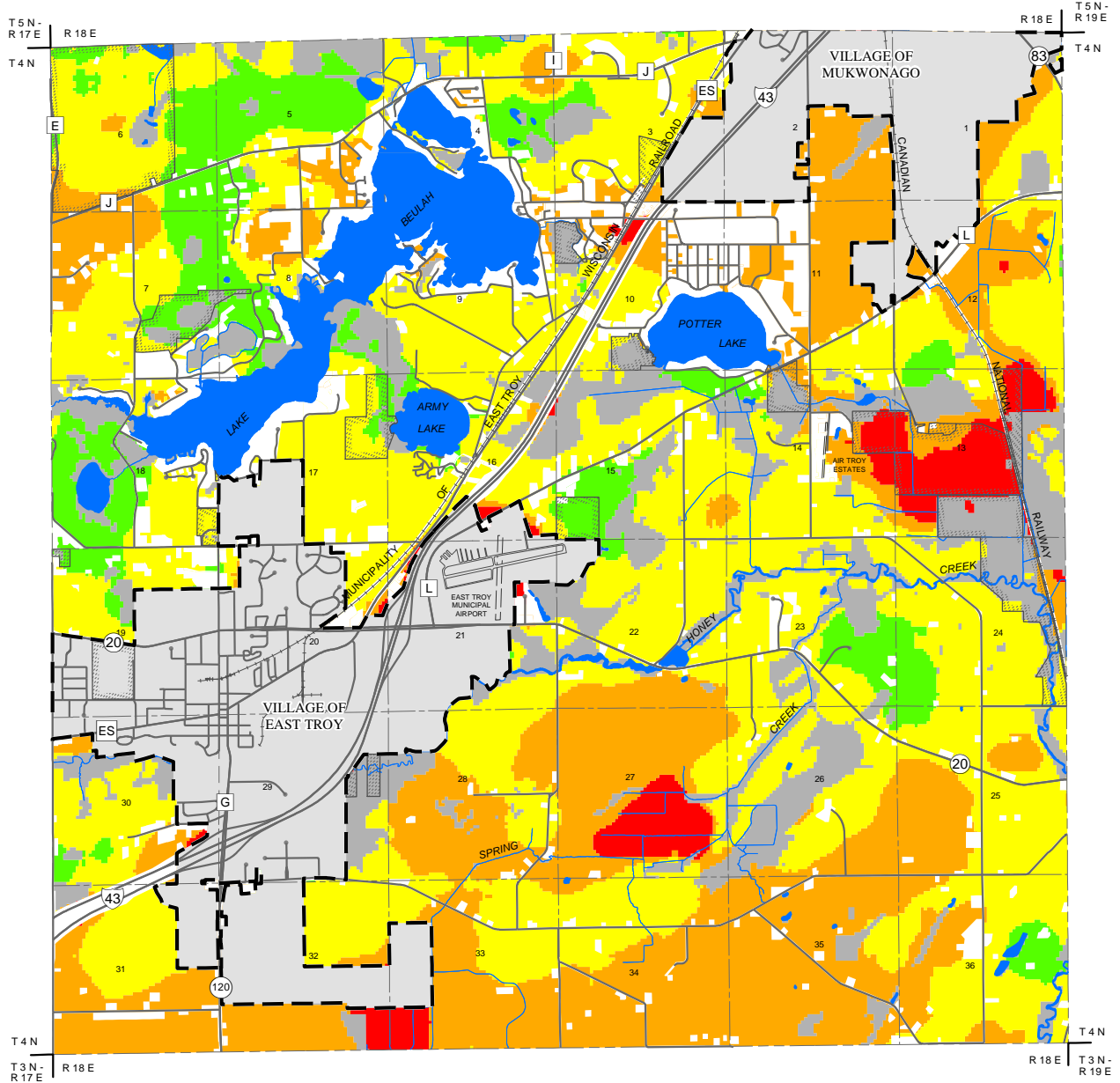
- SURFACE WATER: 2000
- PERENNIAL STREAM
- INTERMITTENT STREAM
- WETLANDS: 2000
- 100 - YEAR RECURRENCE INTERVAL FLOODPLAINS: 2009

Source: FEMA and SEWRPC.



Map V-5

GROUNDWATER RECHARGE POTENTIAL IN THE TOWN OF EAST TROY



- VERY HIGH
- HIGH
- MODERATE
- LOW
- UNDEFINED
- EXISTING URBAN DEVELOPMENT: 2000
- SURFACE WATER

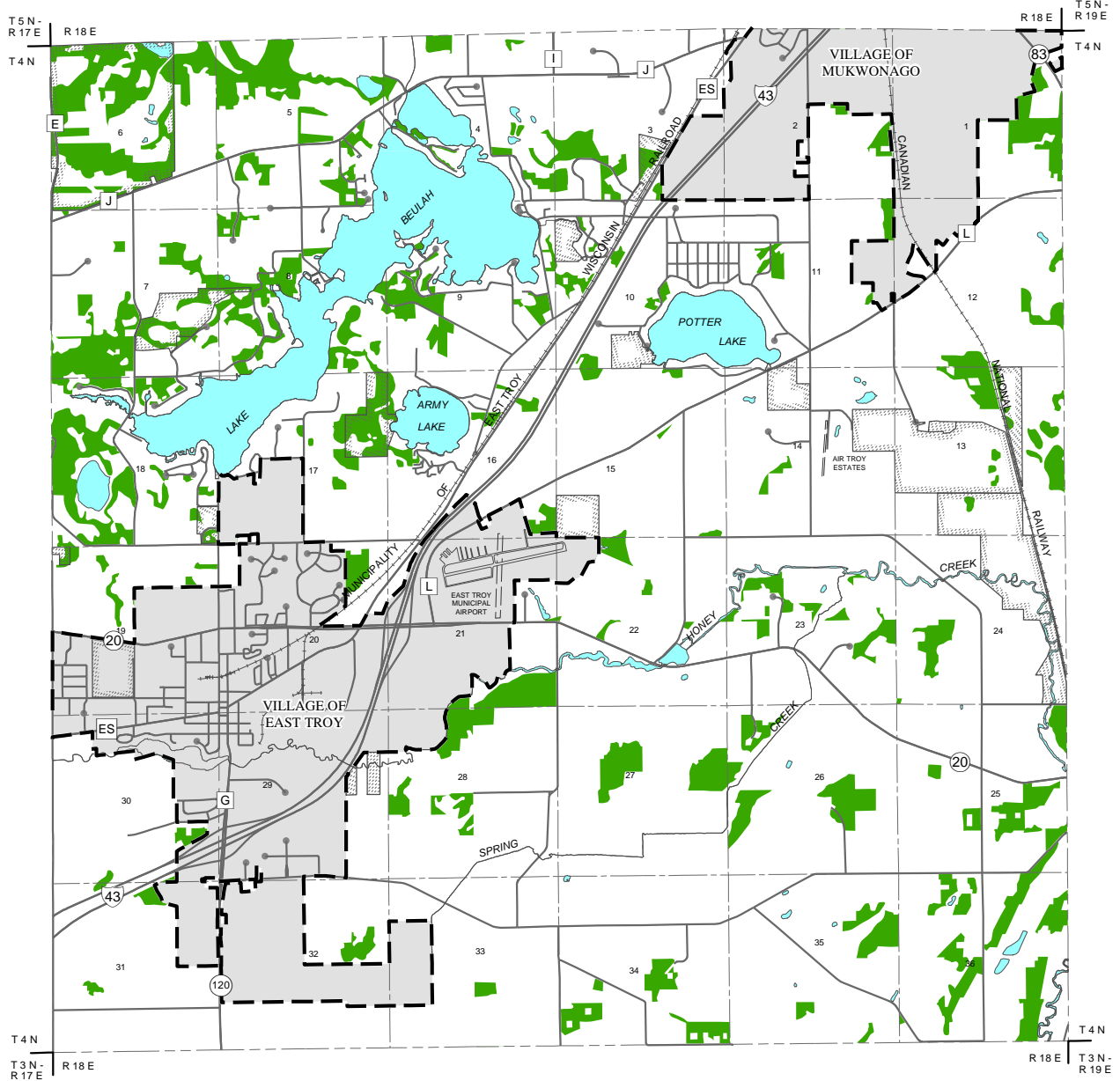
Source: Wisconsin Geological and Natural History Survey and SEWRPC.



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Map V-6

WOODLANDS IN THE TOWN OF EAST TROY: 2000



- WOODLANDS
- SURFACE WATER

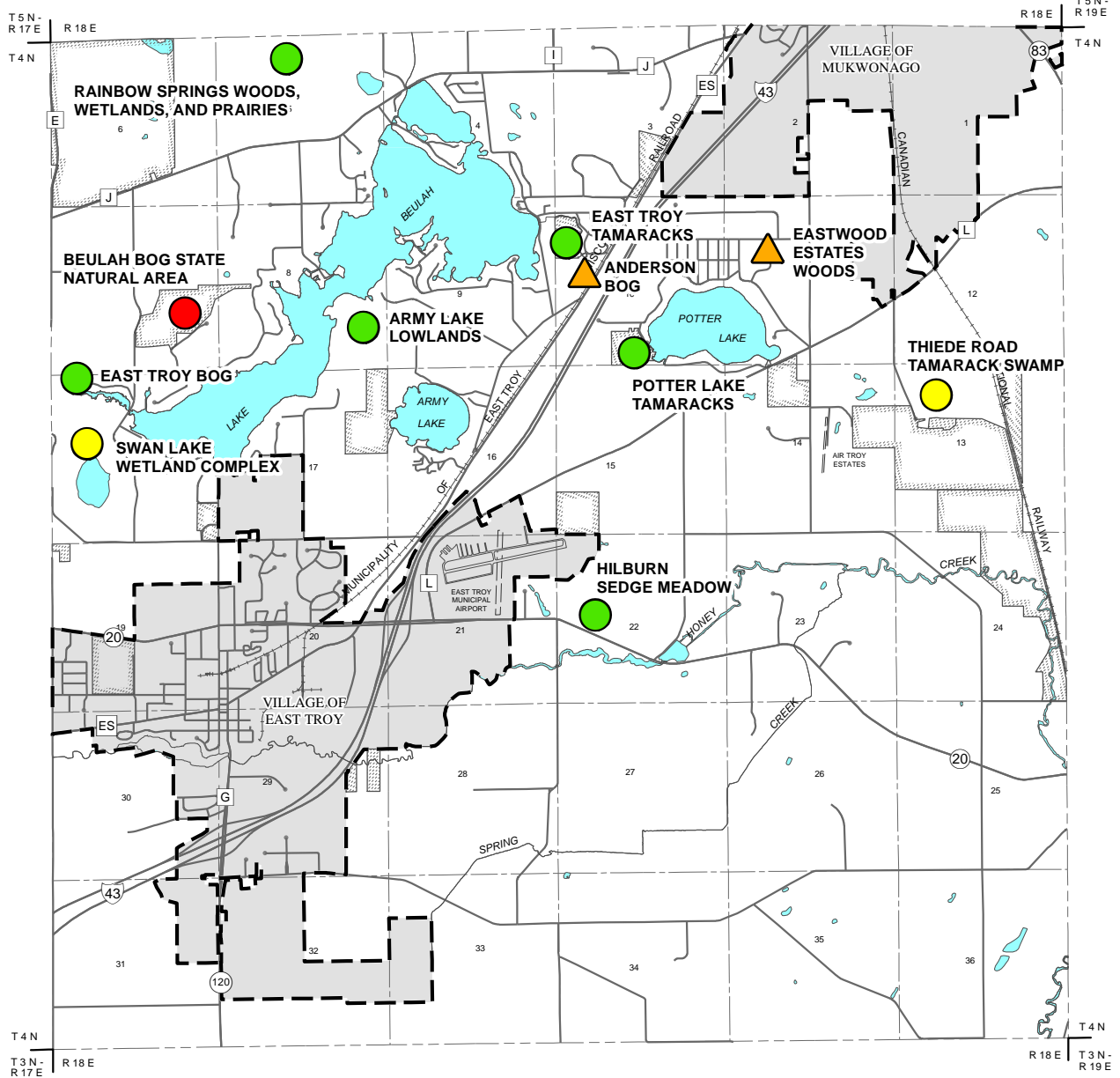
Source: SEWRPC.



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Map V-7

NATURAL AREAS AND CRITICAL SPECIES HABITATS IN THE TOWN OF EAST TROY: 2008



- NATURAL AREA OF STATEWIDE OR GREATER SIGNIFICANCE (NA - 1)
- NATURAL AREA OF COUNTYWIDE OR REGIONAL SIGNIFICANCE (NA - 2)
- NATURAL AREA OF LOCAL SIGNIFICANCE (NA - 3)
- ▲ CRITICAL SPECIES HABITAT
- SURFACE WATER

Source: SEWRPC.



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Table V-1

NATURAL AREAS AND CRITICAL SPECIES HABITATS IN THE TOWN OF EAST TROY: 2008

Area Name	Classification Code ^a	Location	Ownership	Size (acres)	Description and Comments
Beulah Bog State Natural Area	NA-1 (SNA)	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
Thiede Road Tamarack Swamp	NA-2	T4N, R18E Section 13 Town of East Troy	Private and State of Wisconsin Public Trust Lands	48	Good-quality shallow bog lake, bog mat, and tamarack swamp, bordered by shrub-carr and low-land hardwoods
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
Army Lake Lowlands	NA-3	T4N, R18E Sections 8, 9, 16 Town of East Troy	Private and State of Wisconsin Public Trust Lands	92	Large deep and shallow marsh northwest of Army Lake
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
East Troy Bog	NA-3	T4N R18E Sections 7, 18 Town of East Troy	Private	6	Good quality leatherleaf bog
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
Hilburn Sedge Meadow	NA-3	T4N, R18E Sections 21, 22 Town of East Troy	Private	66	Sedge meadow and shallow marsh bordering Honey Creek
Rainbow Springs Woods, Wetlands, and Prairies	NA-3	T4N, R18E Sections 5, 6 Town of East Troy T5N, R18E Sections 31, 32 Town of Mukwonago, Waukesha County	Department of Natural Resources and private	371 (plus 312 in Waukesha County)	Large area of disturbed upland oak woods, with associated areas of dry prairie and wetlands
Anderson Bog	CSH	T4N, R18E Section 10 Town of East Troy	Private	1	Downy willow-herb (<i>Epilobium strictum</i>), a State-designated special concern species, located in small bog
Eastwood Estates Woods	CSH	T4N, R18E Section 11 Town of East Troy	Private	5	Small remnant woodland within residential development, containing hoptree (<i>Ptelea trifoliata</i>), a State-designated special concern species

^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.

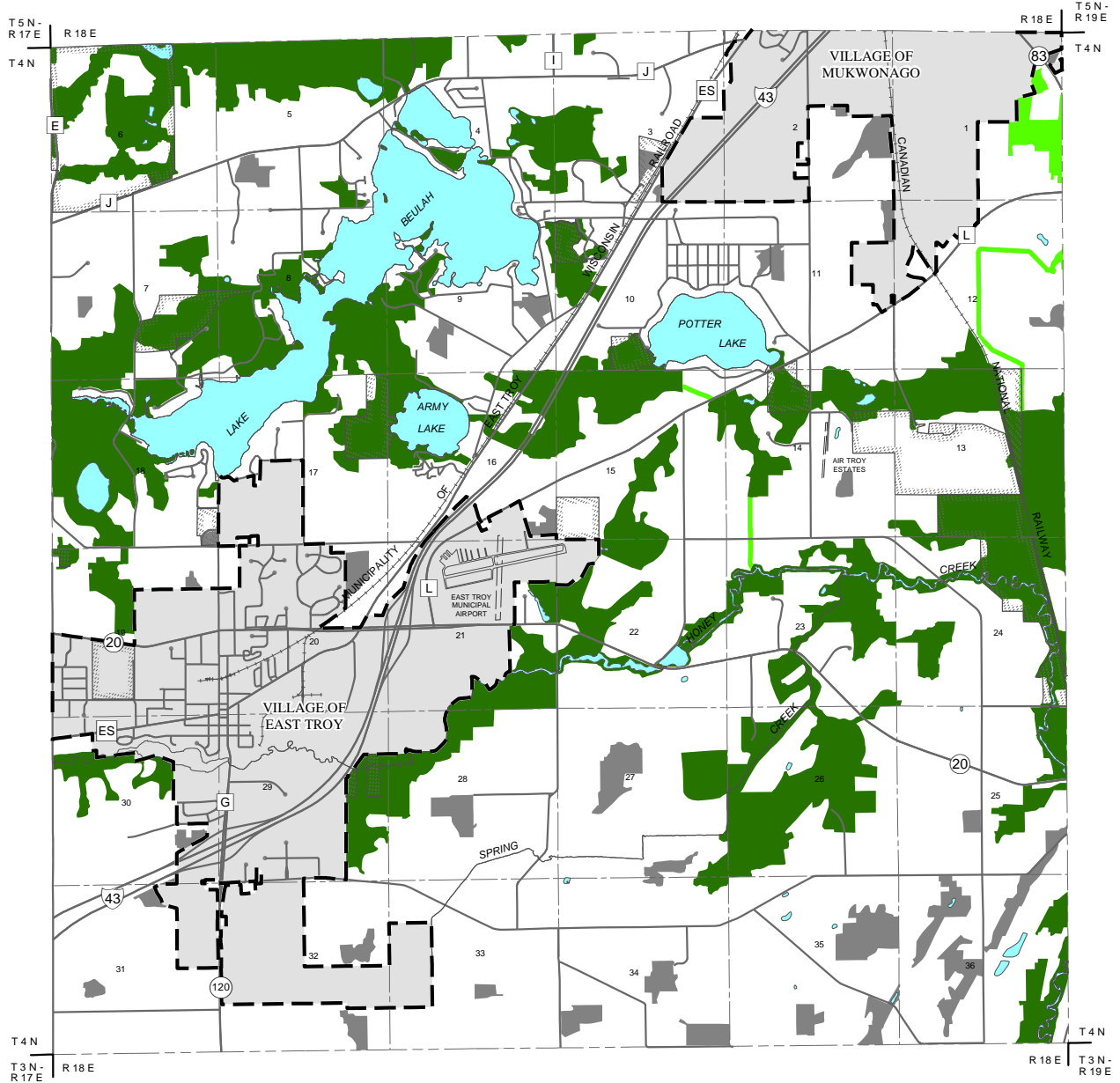
SNA, or State Natural Area, identifies those sites officially designated as State Natural Areas by the State of Wisconsin Natural Areas Preservation Council.

CSH identifies critical species habitat located outside natural area.

Source: Wisconsin Department of Natural Resources and SEWRPC.

Map V-8

EXISTING ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE TOWN OF EAST TROY: 2000



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

Source: SEWRPC.



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Chapter VI

LAND USE ELEMENT

INTRODUCTION

This chapter presents the land use element of the comprehensive plan for the Town of East Troy. Part One of this chapter provides background information on land use in the Town and is strictly informational. Part Two presents the land use plan and land use goal, objectives, policies, and programs.

PART ONE: BACKGROUND INFORMATION ON LAND USE IN THE TOWN OF EAST TROY

This section summarizes key background information that was considered in developing the land use goal, objectives, policies, and programs and the land use plan itself, including information on historical urban growth in the Town of East Troy and existing land use and trends in land use in the Town.

Existing Land Use and Land Use Trends

- The historical growth and development of the Town of East Troy is depicted on Map VI-1. As that map shows, certain areas around Lake Beulah, along with a small, largely residential enclave near the crossing of CTH L and the Canadian National Railway, were developed by 1920. Additional residential development occurred around Lake Beulah and Potter Lake between 1940 and 1950. The following decades, through the year 2000, saw additional development in the vicinity of Lake Beulah, Potter Lake, and Army Lake as well as the development of some small, isolated urban enclaves in other areas of the Town. Today, much of the intensive urban development remains concentrated in areas of the Town north of IH 43 and CTH L.
- In 2000, urban land uses encompassed 2,808 acres, or about 15 percent of the total area of the Town (see Map VI-2 and Table VI-1). Urban lands were comprised of the following: residential—1,506 acres (7.9 percent of the total area of the Town); commercial—12 acres (0.1 percent); industrial—19 acres (0.1 percent); governmental and institutional—54 acres (0.3 percent); developed recreational land—284 acres (1.5 percent); transportation, communication, and utilities¹—840 acres (4.4 percent); and unused urban land²—93 acres (0.5 percent).

¹Transportation, communication, and utilities includes streets and railways as well as utility and communication facilities.

²Unused urban lands consist of open lands, other than wetlands and woodlands, that are located within urban areas but which were not developed for a particular use at the time of the land use inventory.

- Between 1963 and 2000, urban lands increased by 1,203 acres, or 75 percent. This includes an increase of 665 acres between 1963 and 1980, and 538 acres between 1980 and 2000. Among urban land uses, the largest increase occurred in residential land, and, to a lesser extent, in transportation lands (primarily streets and highways) and recreation lands. There was very little change in the commercial, industrial, and governmental/institutional categories.³
- Between 2000 and 2009, four residential subdivisions were platted in the Town of East Troy, resulting in the creation of 92 residential lots. The most recent of these is the Troy Hill Estates subdivision, a 55-lot subdivision located north of IH 43 in the southwestern corner of the Town.
- In 2000, nonurban lands encompassed about 16,117 acres, or about 85 percent of the total area of the Town. Nonurban lands were comprised of the following: agricultural lands—9,743 acres (51.5 percent of the total area of the Town); wetlands, woodlands, and surface water—5,566 acres (29.4 percent); extractive and landfill—184 acres (1.0 percent); and unused rural lands—624 acres (3.3 percent).⁴
- Nonurban lands in the Town of East Troy decreased by about 1,203 acres, or 6.9 percent, between 1963 and 2000. Much of this decrease occurred through the conversion of agricultural land to urban uses. As indicated in Table VI-1, the total wetland acreage in the Town decreased by 365 acres between 1963 and 1980, followed by an increase of 98 acres between 1980 and 2000. The total woodland acreage increased by 121 acres between 1963 and 1980 and by about the same amount between 1980 and 2000. It should be noted that the change in wetland and woodland areas indicated in Table VI-1 represents the net change within the Town. Thus, the change in the wetland area reported between two inventory years is the net result of decreases in certain areas—due, for example, to drainage or filling activities—and increases in other areas—due, for example, to the abandonment of drainage systems or planned wetland restoration efforts. Similarly, the change in the woodland area between two inventory years reflects the net effect of clearing of woodlands in certain areas and reforestation efforts in other areas.
- While data regarding the price of land specific to the Town of East Troy are unavailable, U.S. Department of Agriculture data indicate a steady increase in the price of land in Walworth County since 2000. The price per acre of agricultural land continuing in agricultural use approximately doubled between 2000 and 2007. The price per acre of agricultural land being diverted to other uses increased by a factor of two to three between the early 2000s and 2005-2007 (see Table VI-2).

The State comprehensive planning law requires that in addition to maps of existing land use and planned future land use as presented in this chapter, comprehensive plans must include maps showing areas with natural limitations for building development, such as wetlands, floodplains, and other areas of environmentally significant lands, and showing productive agricultural soils. Such maps are presented in the previous chapter—Chapter V, “Agricultural, Natural, and Cultural Resources Element”—of this report.

PART TWO: LAND USE PLAN AND LAND USE GOAL, OBJECTIVES, POLICIES, AND PROGRAMS

Town Land Use Plan

Map VI-3 presents a long-range land use plan for the Town of East Troy. The plan was prepared based upon a consideration of the pre-existing Town plan; the land use goal and objectives presented later in this chapter; related County land use goals and objectives; the projections of population, households, and employment for the

³*The modest decreases in commercial and government/institutional lands indicated on Table VI-1 may reflect actual conversions to other uses as well as changes in inventory procedures which increased the precision of the land use inventory over time.*

⁴*Unused rural lands consist of open lands, other than wetlands and woodlands, which are located within rural areas but which were not in agricultural, pasture, or related use at the time of the land use inventory.*

Town presented in Chapter III; and public input received during the course of the planning process. The plan seeks to accommodate projected growth in the Town's population and economic base in a sustainable manner—preserving what is best about the Town and minimizing any adverse impacts of growth.

The land use plan presented on Map VI-3 shows the recommended pattern of land use in the Town of East Troy through the year 2035. A summary of the year 2035 Town land use plan by major land use category follows.

Urban Density Residential Land⁵

Urban density residential land consists of residential development at a density of less than five acres per dwelling. The urban density residential areas shown on Map VI-3 encompass about 1,177 acres, or 6.2 percent of the total area of the Town (see Table VI-3).⁶ Under the plan, much of the new urban density residential development would occur as infill in areas already platted for such use and in certain adjacent unplatted areas. Determination of a specific density within the overall density range would depend upon the Town goals and objectives for the area concerned. In general, within urban density residential areas, there must be at least 40,000 square feet per single-family dwelling in areas without sanitary sewer service and 15,000 square feet per single-family dwelling with sanitary sewer service.

Commercial Land

Map VI-3 identifies a commercial corridor in the north central area of the Town between CTH ES and IH 43. This area could accommodate additional commercial uses (such as retail, service, and office) and light industrial uses as appropriate. The other small areas identified for commercial use scattered throughout the Town reflect existing business zoning. Together, the commercial lands shown on Map VI-3 encompass 115 acres, or 0.6 percent of the Town.

Industrial Land

Industrial lands shown on Map VI-3 encompass 24 acres, or 0.1 percent of the Town. These areas—consisting of a parcel along CTH ES near Army Lake Road and several parcels located on either side of CTH L near the Canadian National Railway—are zoned M-1. Only the parcel located north of CTH L, west of the Canadian National Railway, remains substantially undeveloped.

Governmental and Institutional Land

Governmental and institutional lands shown on Map VI-3 encompass about 163 acres, or 0.9 percent of the Town. These areas are comprised for the most part of lands in the P-2 Institutional Park zoning district, and include such uses as the Town hall, fire/rescue station, churches, and cemeteries. Also included is the portion of the Society of the Divine Word property that is not identified as environmental corridor, most of that area currently being zoned in the P-2 Institutional Park zoning district.

Transportation, Communication, and Utility Land

Street and highway rights-of-way and railroad rights-of-way shown on Map VI-3 encompass about 866 acres, or 4.6 percent of the Town.

⁵For purposes of this plan, “urban density residential land” is defined as less than 5.0 acres per dwelling, while “rural density residential land” is defined as at least 5.0 acres per dwelling. It should be noted that rural density residential land includes conservation developments in the C-2 Upland Resource Conservancy zoning district—where permitted—at slightly less than 5.0 acres per dwelling due to density bonuses that may be allowed under zoning.

⁶This figure does not include developed residential land on lots scattered throughout areas identified on the plan map as prime agricultural land; other agricultural, rural residential, and other open land; or environmental corridors.

Recreational Land

Recreational lands shown on Map VI-3 encompass about 332 acres, or 1.8 percent of the Town. These areas consist, for the most part, of portions of the Town park, group campground lands (Salvation Army, Girl Scouts, and YMCA), and golf course lands located outside environmental corridors. Wetlands and woodlands within such recreational sites are generally identified on the plan map as part of an environmental corridor or isolated natural resource area.

Urban Reserve

Map VI-3 identifies an urban reserve area between Army Lake Road and the Municipality of East Troy Wisconsin Railroad in Sections 9 and 10, indicating that this area could be developed for urban use during the planning period but that specific future uses have not been identified. This area encompasses 24 acres, or 0.1 percent of the Town.

Prime Agricultural Land

Prime agricultural land consists largely of agricultural lands covered by Capability Class I, II, and III soils as identified by the U.S. Natural Resources Conservation Service. The prime agricultural lands shown on the land use plan map generally correspond to the County's A-1 Prime Agricultural Land zoning district with certain exclusions in areas where the Town recommends future urban or rural development. The prime agricultural land area includes scattered homesites and vacant lots within essentially agricultural areas that have been "blended in" as a mapping convention. The prime agricultural land area shown on Map VI-3 encompasses about 5,066 acres, or 26.8 percent of the Town.

With certain exceptions, the lands identified as prime agricultural on the land use plan map will be retained in agricultural use and in related uses that are allowed as principal or conditional uses in the A-1 Prime Agricultural Land zoning district of the County zoning ordinance, with a minimum parcel size of 35 acres. The exceptions are:

- Areas which may in the future be found to meet the criteria for rezoning from the A-1 Prime Agricultural Land zoning district set forth in Table VI-4.
- Parcels which may be developed in accordance with the substandard lot provisions of the County zoning ordinance.
- Areas which are in the future proposed for agricultural manufacturing, warehousing, and marketing uses (uses permitted in the A-4 zoning district)—where the proposed use is compatible with adjacent agricultural areas and consistent with Town goals and objectives. All such proposals will be subject to the County zoning ordinance. Such areas would have to be rezoned into the A-4 Agricultural Related Manufacturing, Warehousing, and Marketing district and receive a conditional use permit. Such uses, if approved, will be accommodated without amending the comprehensive plan.
- Areas which are in the future proposed for mineral extraction use where the proposed use is compatible with adjacent agricultural use and consistent with Town goals and objectives. Additional policies for extractive uses are presented later in this chapter.
- This plan specifically permits the development of lands identified as prime agricultural for any use allowed under the zoning in effect as to that parcel.

The criteria for rezoning land from the A-1 Prime Agricultural Land zoning district set forth in Table VI-4 were recommended in recognition of the fact that there are some inclusions of Class IV through VIII soils in the prime agricultural land area which could potentially be diverted from agricultural use without jeopardizing the remaining prime agricultural land. Parcels that meet the criteria in Table VI-4 could be rezoned from the A-1 zoning district without amending the plan. These criteria are consistent with the Walworth County multi-jurisdictional comprehensive plan and the County farmland preservation plan, and they have long been used in Walworth County as a guide to decision-making on proposed rezones from the A-1 zoning district.

Rural Density Residential Land

Under the plan, certain areas of the Town are specifically identified for rural density residential use, with a maximum density of no more than one dwelling per five acres. Some of these areas, particularly along the south side of CTH J, have already been platted or developed for rural residential use. Other areas, particularly in the vicinity of the Village of East Troy, are undeveloped, and could be platted and developed at a rural density.

Rural density residential development in these areas would be accommodated through the C-2 Upland Resource Conservation zoning district or A-2 Agricultural zoning district, as appropriate, and could utilize conservation development designs.

The rural density residential land shown on Map VI-3 encompasses about 3,029 acres, or 16.0 percent of the Town.

Other Agricultural, Rural Residential, and Other Open Land

Under the land use plan, areas which have not been designated for urban use or rural residential use, and which have not been designated as environmental corridors, isolated natural resource areas, or prime agricultural land, are identified as “other agricultural, rural residential, and other open land.” Such lands encompass about 1,593 acres, or 8.4 percent of the Town.

The overriding recommendation for these areas is that they be retained in rural use. The plan encourages continued agricultural use in these areas. Under the plan, future development would be limited primarily to rural density residential development. Such rural residential development may be accommodated at densities indicated on the plan map—including five to 19 acres per dwelling or 20 to 34 acres per dwelling. Rural residential development would be accommodated through the C-2 Upland Resource Conservation zoning district or A-2 Agricultural Land zoning district as appropriate.

Agricultural Related Manufacturing, Warehousing, and Marketing

Lands in this category on Map VI-3 encompass about 22 acres, or 0.1 percent of the Town. These lands are intended to accommodate manufacturing, warehousing, storage, and marketing activities that are dependent upon or closely allied to agriculture.

Extractive and Landfill

Extractive lands on Map VI-3 encompass about 43 acres, or 0.2 percent of the Town. This includes two existing extractive operations—both of which operate with County permits—one in Section 1 and the other in Section 5. This plan recognizes that additional land for mineral extraction may be needed during the planning period, although the specific locations have not been determined. The Town will consider proposals for new or expanded mineral extraction areas on a case-by-case basis, taking into account the impacts on adjacent land uses, impacts on the natural resource base, impacts on highways, and other factors. All such proposals will be subject to the County zoning ordinance and nonmetallic mining reclamation ordinance. Such areas will have to be rezoned into the M-3 Mineral Extraction zoning district and receive a conditional use permit. Such uses will be accommodated without amending the comprehensive plan. The property will be rezoned back to the original zoning following reclamation.

Areas identified as landfill on Map VI-3 encompass 165 acres, or 0.9 percent of the Town. This includes two sites: the Town-owned site in Section 15 and the Troy Area Landfill in Section 31.

Environmental Corridors and Isolated Natural Resource Areas

Environmental corridors, more fully described in Chapter V, are linear areas in the landscape that contain concentrations of wetlands, woodlands, wildlife habitat, surface water, and other natural resource features. Primary environmental corridors are the largest of these, by definition being at least 400 acres in area, two miles in length, and 200 feet in width. Secondary environmental corridors may have similar types of resources as primary environmental corridors but are smaller in size; they are by definition at least 100 acres in area and one

mile in length. Primary environmental corridors shown on Map VI-3 encompass about 3,965 acres (excluding surface water), or 20.9 percent of the Town. Secondary environmental corridors encompass about 101 acres (excluding surface water), or 0.5 percent of the Town.

Isolated natural resource areas, also more fully described in Chapter V, are comprised of tracts of wetlands, woodlands, and surface water—by definition, at least five acres in area and 200 feet in width—that are separated from the environmental corridors. The isolated natural resource areas shown on Map VI-3 encompass about 599 acres (excluding surface water), or 3.2 percent of the Town.

The environmental corridors and isolated natural resource areas were identified by the Regional Planning Commission as part of its continuing regional planning program. In the preparation of the land use element, the environmental corridors and isolated natural resource areas were refined to eliminate areas that are now known to be developed or have small platted lots that are zoned for residential development.⁷

The land use plan for these areas includes these provisions:

- Wetland and floodplain portions of the environmental corridors and isolated natural resource areas will be retained in open use, as allowed in the C-1 Lowland Resource Conservation zoning district, C-4 Lowland Resource Conservation (Shoreland) zoning district, and in 100-year recurrence interval floodplains.
- Upland portions of the environmental corridors and isolated natural resource areas (areas other than wetlands and floodplains) will accommodate any of the uses allowed as principal or conditional uses under the C-2 Upland Resource Conservation district of the County zoning ordinance. This includes single-family residential development on minimum five-acre lots—or, at a maximum density of one dwelling unit per five acres, in the case of conservation developments.
- This plan specifically permits the development of lands identified as primary or secondary environmental corridor or isolated natural resource area for any use allowed under the zoning in effect as to that parcel.

It is expected that in many cases, as specific development proposals arise, a field survey will be conducted to more precisely identify the boundaries of the environmental corridors and isolated natural resource areas in the area of the proposed development, effectively refining the corridor and isolated natural resource area delineations. The results of the field survey can be incorporated directly into the site design for the proposed development. The Regional Planning Commission conducts environmental field surveys for proposed developments without cost upon request by the County or by cities, villages, and towns. Landowners and their developers may also arrange to have environmental field surveys prepared through qualified consultants.

WDNR and WisDOT Lands Outside Environmental Corridors

The Wisconsin Departments of Natural Resources and Transportation own significant tracts of open space land in the Town. Much of the State-owned open space land in the Town has been identified on the land use plan map as environmental corridors and isolated natural resource areas, reflecting existing natural resource features such as wetlands, woodlands, and wildlife habitat. Other State-owned open space lands that do not yet have the resource features found in environmental corridors are identified on the plan map as “WDNR and WisDOT lands outside environmental corridors.” These lands encompass about 464 acres, or 2.5 percent of the Town. Some of these lands may be expected to revert to more natural conditions, with the potential to become part of the environmental corridor network, in the years ahead.

⁷*It should be noted that environmental corridor refinements made in the comprehensive plan do not alter the environmental corridors delineations set forth in local sewer service area plans. Local sewer service area plans should be consulted to identify restrictions on the extension of sanitary sewers due to environmentally significant lands.*

Broader Vision of Future Land Use for the Town

The foregoing section of this chapter describes the various types of land use recommended for the 19 land use plan categories shown on the land use plan map (Map VI-3). Also shown on the land use plan map are more generally defined areas that are intended to help convey the overall vision for future land use in the Town, conceptually segmenting the Town into several broad areas. One such area—labeled the “Exclusive-Agricultural Area,” located in the southeasterly area of the Town—encompasses the largest remaining blocks of farmland, including all of the designated prime agricultural land in the Town, along with certain other agricultural lands, environmentally significant areas, and limited rural and urban development. The identification of that area as the “Exclusive-Agricultural Area” is intended to convey the importance of maintaining agricultural activity in that area, while accommodating the uses that would be allowed in the underlying plan categories, as described in the previous section.

Another such area—labeled the “Agricultural-Rural Area”—is located in the northwesterly area of the Town. The identification of that area as the “Agricultural-Rural Area” is intended to emphasize the suitability of that area for smaller-scale farming operations and traditional rural uses, while also accommodating the uses that would be allowed in the underlying plan categories, as described in the previous section.

Under this conceptual framework, the balance of the Town—the area generally located between the Exclusive-Agricultural Area and the Agricultural-Rural Area—is the area in which much of the Town’s existing urban and rural development is already located and where most of the additional urban and rural development envisioned under the land use plan would occur.

Land Use Projections

The State comprehensive planning law requires the land use element to include projections, in five-year increments, of future residential, commercial, and industrial land uses. Due to the uncertainty of predicting the rate of future development, it was assumed for the purpose of fulfilling this requirement that the same amount of growth would occur in each five-year period. Thus, the land use projections were made by estimating the total amount of residential, commercial, and industrial growth between 2000 and 2035 under the plan and dividing by seven. The land use projections are not to be construed as binding on the Town. Rather, they indicate the amount of land that could potentially be converted to residential, commercial, and industrial use on average over the course of the planning period. The land use projections for the Town are as follows:

- It is estimated that about 497 acres of residential land would be developed between 2000 and 2035 (about 71 acres every five years) in order to accommodate the projected increase of 525 households selected by the Town. This assumes development at planned densities in the designated urban-density residential areas and assumes one acre of land use conversion per dwelling for rural-density residential development.⁸ Additional residential land may be developed to accommodate seasonal or second-home residences.⁹
- It is estimated that about 53 acres of commercial land would be developed during the planning period (just over seven acres every five years)—primarily on land located between IH 43 and CTH ES in the north-central area of the Town. This assumes that all of the developable land designated for commercial use would be developed during the planning period. Potentially, some of the designated commercial area could accommodate light industrial development. It should be noted that the only undeveloped land specifically identified for industrial use under the plan is an approximately eight-acre area located north of CTH L near the Canadian National Railway in Section 12.

⁸Rural residential development requires at least five acres—and, in some cases, 20 acres—per dwelling. Typically only a portion of this area is actually developed as a homesite.

⁹The residential projections prepared under the comprehensive plan and presented in Chapter III pertain to year-round housing only.

- It is estimated that, if all of the projected additional residential, commercial, and industrial land were converted from agricultural land—including an allowance for related new streets and highways—the agricultural land area of the Town would decrease by about 670 acres.¹⁰ It should be recognized, however, that a portion of the additional development will occur in open land that is not in agricultural use, including residential development that would occur in upland environmental corridors. The projected loss of agricultural land assumes development at planned densities in the designated urban-density residential areas. It also assumes one acre of land use conversion per dwelling for rural-density residential development—which could be achieved through conservation development designs. If conservation subdivision designs are not used to accommodate rural residential development, the future conversion of farmland to residential land could exceed this projection.

It should be noted that the Town land use plan would be able to accommodate more new housing than is projected for the period 2000 to 2035. Thus it estimated that 740 additional housing units could be accommodated after the year 2000 assuming full development of all urban-density residential areas shown on the plan along with the rural-density residential development that the plan would allow.¹¹ This compares to the Town-selected projection of an additional 525 households between 2000 and 2035.

Potential Land Use Conflicts

Land use conflicts between communities in Walworth County and throughout the State are most common in town areas adjacent to cities and villages. Under Wisconsin law, cities and villages may include town areas in their comprehensive plans. Town and city/village plans may recommend different types and intensities of land use for the same town areas. Under Wisconsin law, cities and villages have extraterritorial plat review and extraterritorial zoning powers in adjacent town areas (see Table VI-5), and cities and villages may annex land from towns. The State comprehensive planning law of 1999 did not change the powers of cities and villages relative to towns. State law does, however, provide for boundary agreements and other forms of cooperative agreement between towns and cities/villages.

The Village of East Troy comprehensive plan includes land use recommendations for areas of the Town of East Troy in the vicinity of the Village. In many areas, the Village plan recommends future urban development where the Town plan recommends low-intensity uses. For example, in certain Town areas north of IH 43, the Village plan recommends urban-density residential development where the Town recommends at most rural-density residential development. In certain Town areas south of IH 43, the Village plan recommends planned business and industrial uses where the Town plan would accommodate, at most, rural density residential development.

In March 2005, the Town of East Troy and the Village of Mukwonago entered into a boundary agreement under the authority of Section 66.0301 and Section 66.0225 of the *Wisconsin Statutes*. The agreement ended annexation litigation between the Town and Village and established “detachment” areas consisting of lands in the Town that could be attached to the Village under certain circumstances. This agreement, previously described in Chapter II, should help avoid land use conflicts between the Town of East Troy and the Village of Mukwonago in the years ahead.

In addition to intergovernmental conflicts over land use, conflicts can occur between adjacent land uses within a community. Of particular concern in the Town of East Troy and in many other areas of Walworth County are potential conflicts between agricultural activity and residential and other forms of urban development. New

¹⁰*This is the sum of projected increases in residential, commercial, and industrial land plus an allowance of 20 percent for associated streets.*

¹¹*Rural density residential development could be accommodated in areas specifically identified for such development as well as in upland environmental corridors and in areas identified as other agricultural, rural residential, and other open land.*

residents may find the noise, dust, and odors associated with some farm operations objectionable; farmers may face increased traffic on once little-traveled roads they rely on to move their farm machinery and equipment. The Town land use plan seeks to preserve large blocks of farmland for agricultural use, and implementation of the plan should help minimize future conflicts along these lines.

Opportunities for Redevelopment

The State Smart Growth law requires that local comprehensive plans consider opportunities for redevelopment. Within Walworth County, the greatest opportunities for redevelopment are the County's older urban centers served by existing infrastructure—primarily, the older central areas of the County's cities and villages. Environmentally contaminated sites, which tend to be located in cities and villages, are also candidates for redevelopment. Within towns, including the Town of East Troy, opportunities for redevelopment consist, for the most part, of the potential re-use of vacant or underutilized commercial buildings that may be scattered throughout the Town. The vast share of existing development in the Town of East Troy is residential, and it will be important for the Town to foster the maintenance and upkeep of the Town's housing stock in the years ahead.

Various government programs available in support of redevelopment efforts and housing conservation are described in Chapter VII, "Housing Element," and Chapter X, "Economic Development Element," of this report.

LAND USE GOAL, OBJECTIVES, POLICIES, AND PROGRAMS

Land Use Goal

- A sustainable land use pattern that meets the social, economic, physical, ecological, and quality-of-life needs of the Town, maintaining a sense of place in urban and rural areas.

Land Use Objectives

- Land identified for future urban and rural uses that is properly related to anticipated growth in population and economic activity and that is consistent with the above goal.
- Spatial distribution of urban and rural development that is properly related to the natural and agricultural resource base.
- Spatial distribution of urban development that is properly related to, and maximizes the use of, existing public utilities and facilities.
- Compact urban service areas, enabling the efficient provision of urban services and facilities and moderating the overall amount of open space developed for urban use.
- Conservation and revitalization, as appropriate, of existing urban areas.
- Maintenance of the rural character of areas of the Town located beyond planned urban areas.
- Compatible relationship between urban and rural land uses.

Land Use Policies and Programs

Land use policies are inherent in the description of the land use plan presented earlier in this chapter. In addition, the following land use policies and programs are established:

1. The Town should work cooperatively with Walworth County to administer the County zoning and shoreland zoning ordinances in a manner that is consistent with the recommended land use plan. Existing

zoning remains in effect until there is a petition for, and adoption of, a zoning change that is in accordance with the plan, following the procedures specified in the County zoning and shoreland zoning ordinances.¹²

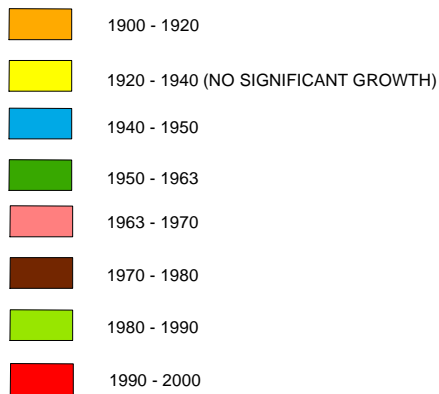
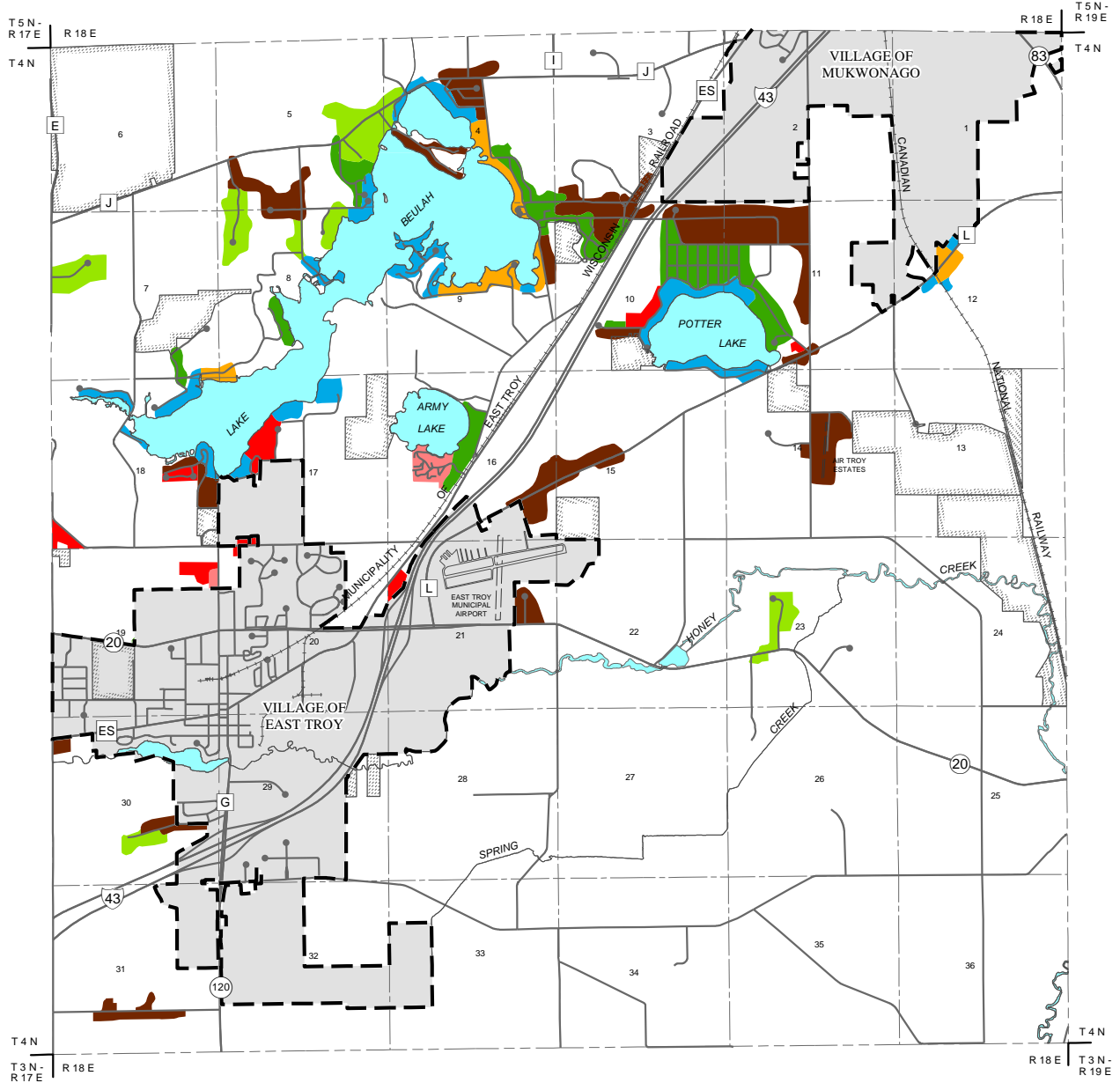
2. The Town should administer its subdivision control ordinance in a manner that is consistent with the recommended land use plan.
3. The Town should encourage the maintenance and revitalization of its older developed areas (residential enclaves, commercial clusters) as appropriate.
4. The Town recognizes conservation development designs as an alternative to conventional development designs and recommends a flexible approach to the choice of design options, with decisions on the use of conservation development designs and other design options made on a case-by-case basis, taking into account topography, existing natural features, and other site characteristics.¹³
5. The Town encourages its adjacent villages to:
 - Develop and implement their comprehensive plans in a manner that promotes the development of compact urban areas that allows for the efficient provision of public utilities and services.
 - Promote infill development, along with the revitalization and renewal of their older urban areas, as part of their overall approach to meeting future development needs.
 - Include the Town in planning future development in areas that border on, or potentially extend into, the Town and consult with the Town when making decisions on annexations and the exercise of extraterritorial powers.

¹²The State comprehensive planning law requires that if a local unit of government enacts or amends a zoning, land subdivision, or official mapping ordinance, the action must be consistent with the local governmental unit's comprehensive plan. With respect to zoning, in order to meet this requirement, rezonings to achieve consistency between the zoning map and the comprehensive plan map will be considered upon petition by the landowner. Changes to achieve such consistency may also be initiated by the Town Board, the County Board, or County Zoning Agency.

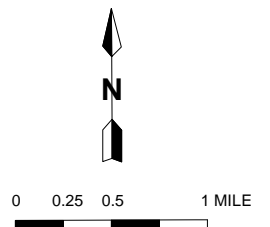
¹³The Walworth County Zoning Ordinance provides for the use of conservation developments—often referred to as “conservation subdivisions”—on a voluntary basis in the C-2 Upland Resource Conservation zoning district, C-3 Conservancy-residential zoning district, and A-2 Agricultural Land zoning district and in certain residential zoning districts. Conservation developments permit the clustering of housing units on smaller lots than allowed under conventional zoning, holding the surrounding areas in open use, thereby achieving the permitted density for the site overall.

Map VI-1

HISTORICAL URBAN GROWTH IN THE TOWN OF EAST TROY: 1900 - 2000

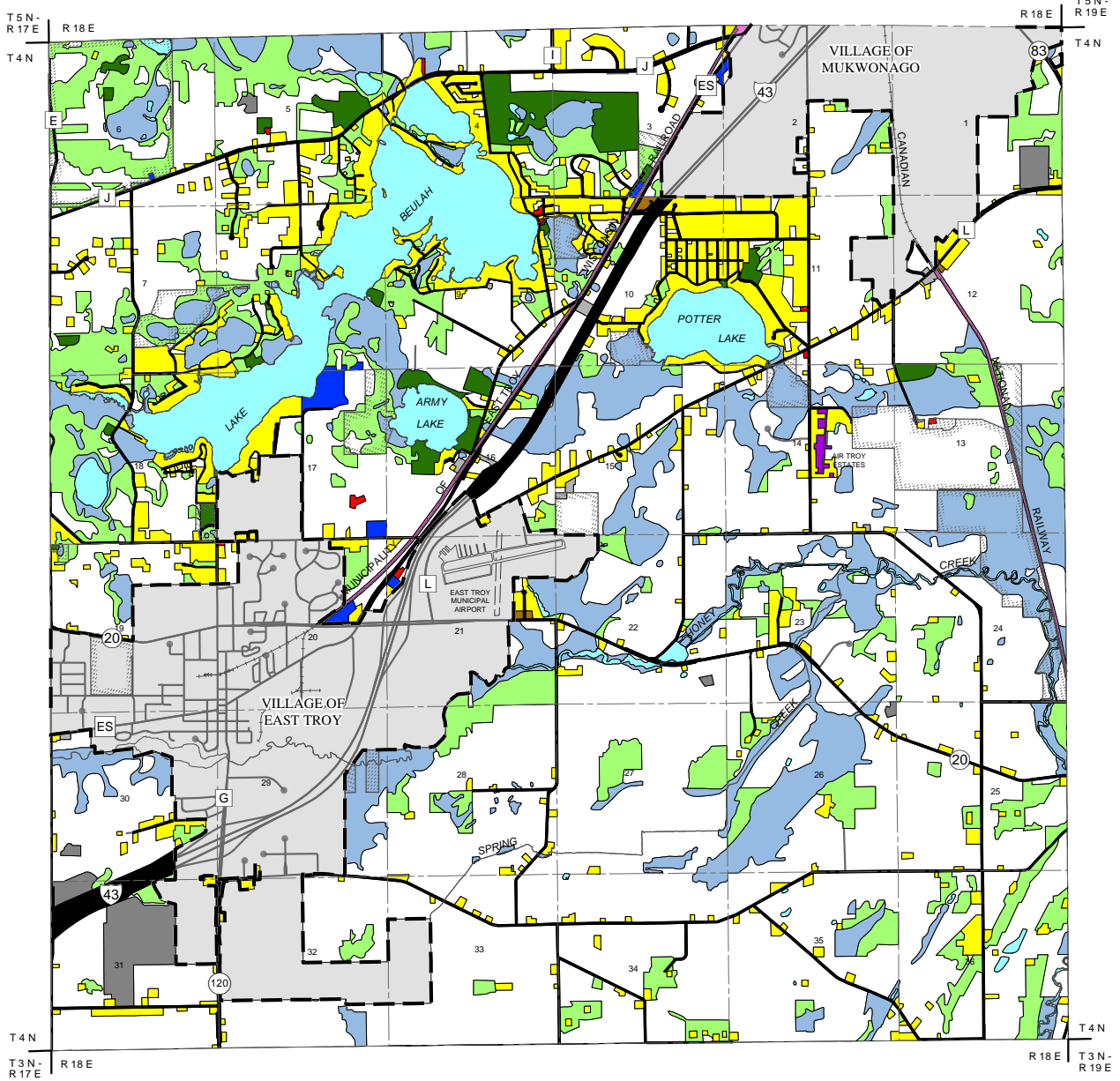
















Source: SEWRPC.



Map VI-2

EXISTING LAND USE IN THE TOWN OF EAST TROY: 2000



- | | |
|---|---|
|  SINGLE - FAMILY RESIDENTIAL |  WETLANDS |
|  MULTI - FAMILY RESIDENTIAL |  WOODLANDS |
|  COMMERCIAL |  EXTRACTION AND LANDFILL |
|  INDUSTRIAL |  AGRICULTURE AND OTHER OPEN LAND |
|  TRANSPORTATION, COMMUNICATIONS, AND UTILITIES (OTHER THAN STREETS AND HIGHWAYS) |  STREETS AND HIGHWAYS |
|  GOVERNMENTAL AND INSTITUTIONAL |  RAILWAYS |
|  RECREATIONAL |  SURFACE WATER |

Source: SEWRPC.



0 0.25 0.5 1 MILE

Table VI-1
EXISTING LAND USE IN THE TOWN OF EAST TROY: 1963, 1980, AND 2000

Land Use Category ^a	1963			1980			2000		
	Acres	Percent of Urban/Nonurban	Percent of Total	Acres	Percent of Urban/Nonurban	Percent of Total	Acres	Percent of Urban/Nonurban	Percent of Total
Urban									
Residential									
Single-Family	663	41.3	3.5	1,082	47.7	5.7	1,498	53.4	7.9
Multi-Family	0	0.0	0.0	5	0.2	0.0	8	0.3	0.0
Subtotal	663	41.3	3.5	1,087	47.9	5.7	1,506	53.7	7.9
Commercial	20	1.2	0.1	22	1.0	0.1	12	0.4	0.1
Industrial	7	0.4	0.1	7	0.3	0.0	19	0.7	0.1
Transportation, Communication, and Utilities									
Streets and Highways	504	31.4	2.7	691	30.4	3.7	745	26.5	3.9
Railroads	80	5.0	0.4	81	3.6	0.4	82	2.9	0.4
Other	0	0.0	0.0	11	0.5	0.1	13	0.5	0.1
Subtotal	584	36.4	3.1	783	34.5	4.1	840	29.9	4.4
Governmental and Institutional	66	4.1	0.3	68	3.0	0.4	54	1.9	0.3
Recreational	168	10.5	0.9	210	9.2	1.1	284	10.1	1.5
Unused Urban	97	6.1	0.5	93	4.1	0.5	93	3.3	0.5
Urban Subtotal	1,605	100.0	8.5	2,270	100.0	11.9	2,808	100.0	14.8
Non-Urban									
Natural Areas									
Surface Water	1,171	6.8	6.2	1,188	7.1	6.3	1,186	7.4	6.3
Wetlands	2,617	15.1	13.8	2,252	13.5	11.9	2,350	14.6	12.4
Woodlands	1,787	10.3	9.4	1,908	11.5	10.1	2,030	12.6	10.7
Subtotal	5,575	32.2	29.5	5,348	32.1	28.3	5,566	34.5	29.4
Extractive and Landfill	28	0.2	0.1	92	0.6	0.5	184	1.1	1.0
Agricultural	11,279	65.1	59.6	10,760	64.6	56.9	9,743	60.5	51.5
Unused Rural	438	2.5	2.3	455	2.7	2.4	624	3.9	3.3
Non-Urban Subtotal	17,320	100.0	91.5	16,655	100.0	88.1	16,117	100.0	85.2
Total	18,925	--	100.0	18,925	--	100.0	18,925	--	100.0

Land Use Category ^a	Change					
	1963-1980		1980-2000		1963-2000	
	Acres	Percent	Acres	Percent	Acres	Percent
Urban						
Residential						
Single-Family	419	63.2	416	38.4	835	125.9
Multi-Family	5	--	3	60.0	8	--
Subtotal	424	64.0	419	38.5	843	127.1
Commercial	2	10.0	-10	-45.5	-8	-40.0
Industrial	0	0.0	12	171.4	12	171.4
Transportation, Communication, and Utilities						
Streets and Highways	187	37.1	54	7.8	241	47.8
Railroads	1	1.3	1	1.2	2	2.5
Other	11	--	2	18.2	13	--
Subtotal	199	34.1	57	7.3	256	43.8
Governmental and Institutional	2	3.0	-14	-20.6	-12	-18.2
Recreational	42	25.0	74	35.2	116	69.0
Unused Urban	-4	-4.1	0	0.0	-4	-4.1
Urban Subtotal	665	41.4	538	23.7	1,203	75.0
Non-Urban						
Natural Areas						
Surface Water	17	1.5	-2	-0.2	15	1.3
Wetlands	-365	-13.9	98	4.4	-267	-10.2
Woodlands	121	6.8	122	6.4	243	13.6
Subtotal	-227	-4.1	218	4.1	-9	-0.2
Extractive and Landfill	64	228.6	92	100.0	156	557.1
Agricultural	-519	-4.6	-1,017	-9.5	-1,536	-13.6
Unused Rural	17	3.9	169	37.1	186	42.5
Non-Urban Subtotal	-665	-3.8	-538	-3.2	-1,203	-6.9
Total	0	0.0	0	0.0	0	0.0

^aOff-street parking is included with the associated land use.

Source: SEWRPC.

Table VI-2

AGRICULTURAL LAND SALES IN WALWORTH COUNTY: 2000-2007

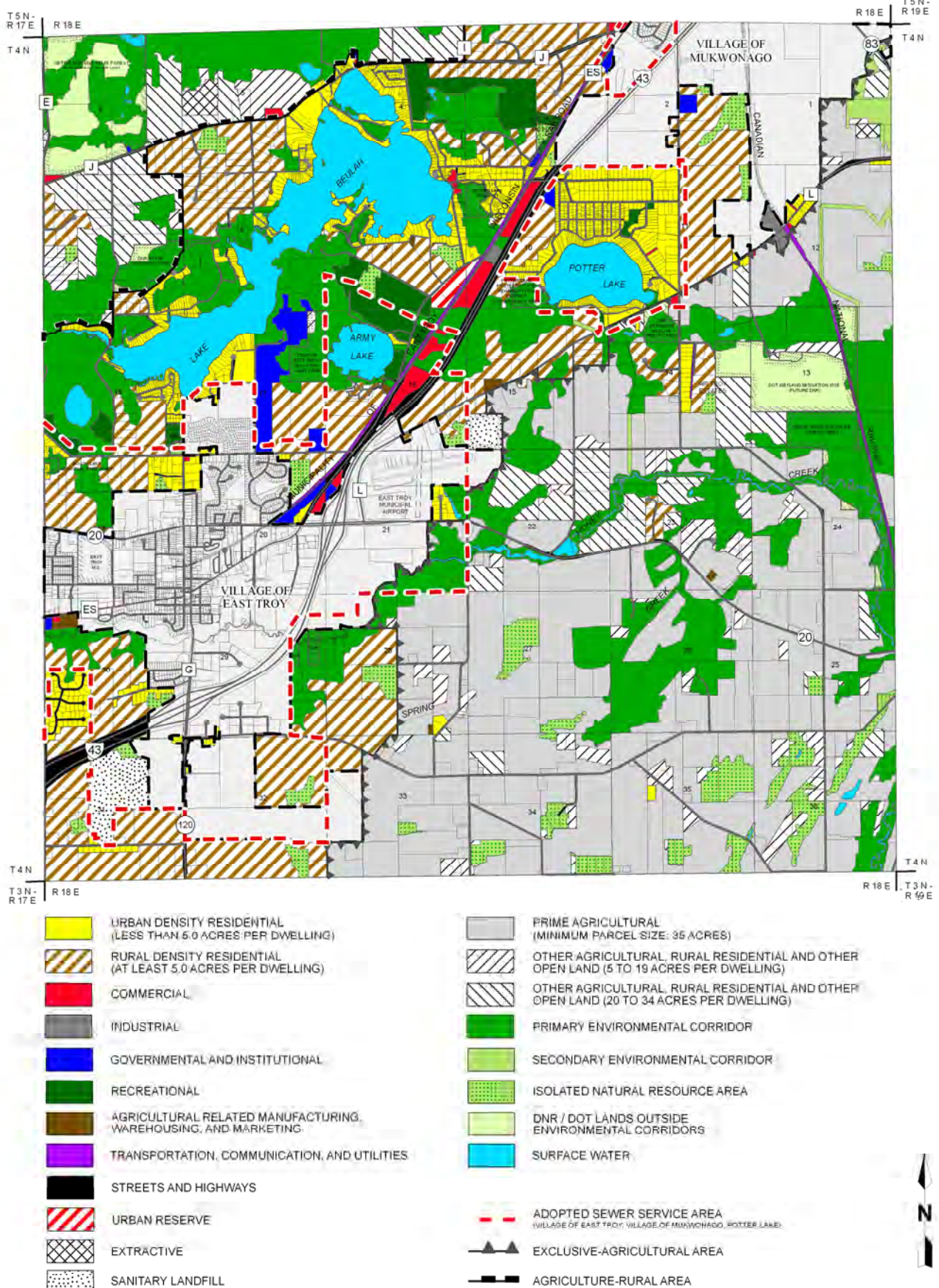
Year	Agricultural Land Continuing in Agricultural Use			Agricultural Land Being Diverted to Other Uses			Total of All Agricultural Land		
	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
2000	25	1,810	3,203	11	468	5,208	36	2,278	3,615
2001	21	1,627	3,273	6	437	6,564	27	2,064	3,970
2002	21	2,080	3,402	7	409	5,311	28	2,489	3,715
2003	18	1,390	4,420	9	359	11,603	27	1,749	5,894
2004	24	2,474	5,014	6	501	9,802	30	2,975	5,820
2005	13	1,277	5,414	14	1,318	12,638	27	2,595	9,083
2006	15	1,271	6,449	14	873	21,401	29	2,144	12,537
2007	12	898	6,050	4	411	18,709	16	1,309	10,025

NOTE: Includes "arm's length" transactions only.

Source: U.S. Department of Agriculture, National Agricultural Statistics Service and SEWRPC.

Map VI-3

LAND USE PLAN FOR THE TOWN OF EAST TROY: 2035



Source: Town of East Troy, Walworth County, and SEWRPC.

Table VI-3
PLANNED LAND USE IN THE TOWN OF EAST TROY: 2035

Land Use Category	Acres	Percent of Total
Urban		
Urban Density Residential (less than 5.0 acres per dwelling).....	1,177	6.2
Commercial.....	115	0.6
Industrial.....	24	0.1
Governmental and Institutional.....	163	0.9
Transportation, Communication, Utilities ^a	866	4.6
Recreational.....	332	1.8
Urban Reserve.....	24	0.1
Urban Subtotal	2,701	14.3
Nonurban		
Prime Agricultural (minimum parcel size: 35 acres)	5,066	26.8
Other Agricultural, Rural Residential, and Other Open Land:		
5 to 19 acres per dwelling.....	556	2.9
20 to 34 acres per dwelling.....	1,037	5.5
Rural Density Residential (at least 5.0 acres per dwelling).....	3,029	16.0
Agricultural Related Manufacturing, Warehousing, and Marketing	22	0.1
Extractive.....	43	0.2
Landfill	165	0.9
Environmental Corridors and Isolated Natural Resource Areas:		
Primary Environmental Corridor.....	3,965	20.9
Secondary Environmental Corridor.....	101	0.5
Isolated Natural Resource Area.....	599	3.2
WDNR/WisDOT Lands Outside Environmental Corridor	464	2.5
Surface Water.....	1,180	6.2
Nonurban Subtotal	16,227	85.7
County Total	18,928	100.0

^a Includes streets, railways, and other transportation, communication, and utility uses.

Source: Town of East Troy, Walworth County, and SEWRPC.

Table VI-4
CRITERIA FOR REZONING LAND FROM THE A-1 PRIME AGRICULTURAL LAND ZONING DISTRICT

<p>1. The proposed rezone should be consistent with the Walworth County and Town comprehensive plans and the Walworth County agricultural preservation plan. Rezones shall be considered to be consistent with these plans if the following standards are met:</p> <p>1a. Less than 50 percent of the parcel should be covered by soils in agricultural capability Classes I, II, and III. Areas that are mapped as Class I, II, or III soils but which are demonstrated to be unsuitable for agriculture due to erosion or other factors, should not be "counted" as Class I, II, or III farmland. Such determinations should be made by a qualified soil mapping technician.</p> <p>1b. The proposed land use should be compatible with remaining prime agricultural land in the vicinity.</p> <p><i>Note: Standard "1a" is quantifiable and measureable. Standard "1b" is more a matter of judgment. In making a determination regarding compatibility, the County and concerned Town should consider the location of the parcel (for example, is it located on the periphery of a block of prime farmland or in the middle of a block?) and the type of use envisioned (for example, is it a low intensity use, such as residential lot, or a more intensive use, such as a multiple lot residential subdivision?)</i></p> <p>2. In accordance with the Wisconsin Farmland Preservation Law (sec 91.48), the proposed rezone may be approved by the County and Town only after findings are made based upon consideration of the following:</p> <p>2a. The land is better suited for a use not allowed in the farmland preservation zoning district.</p> <p>2b. The rezoning is consistent with any applicable comprehensive plan.</p> <p>2c. The rezoning is substantially consistent with the county certified farmland preservation plan.</p> <p>2d. The rezoning will not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use.</p>

Source: Walworth County, Town of East Troy, and SEWRPC.

Table VI-5

**SUMMARY OF EXTRATERRITORIAL ZONING AND
PLAT REVIEW AUTHORITY OF CITIES AND VILLAGES**

Under *Wisconsin Statutes*, the extraterritorial zoning and plat approval jurisdiction area of villages and fourth class cities extends 1.5 miles from city/village boundaries, split evenly when there is overlap. For first, second, and third class cities, the extraterritorial zoning and plat approval jurisdiction area extends 3.0 miles from city boundaries.

- Extraterritorial Zoning:

Under *Wisconsin Statutes*, cities and villages may, of their own accord, adopt interim zoning to preserve existing land uses with their extraterritorial areas for a period of two years. However, other than for such interim zoning, the city or village may adopt or amend zoning within the extraterritorial area only upon the approval by a majority 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 zoning committee gives towns equal footing with cities and villages in extraterritorial zoning matters, other than for the initial adoption of interim extraterritorial zoning.

- Extraterritorial Plat Approval:

Under the *Wisconsin Statutes*, cities and villages have plat approval authority over subdivisions within their extraterritorial jurisdiction areas. State legislation enacted in 2010 specifies that a city or village may not deny approval of a plat on the basis of proposed land use within the extraterritorial area unless the denial is based upon a plan or regulations adopted as part of extraterritorial zoning.

Source: *Wisconsin Statutes and SEWRPC.*

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Chapter VII

HOUSING ELEMENT

INTRODUCTION

This chapter presents the housing element of the comprehensive plan for the Town of East Troy. Part One of this chapter presents basic background information on housing in the Town. Part Two establishes the housing goal, objectives, policies, and programs for the Town comprehensive plan.

PART ONE: BACKGROUND INFORMATION ON HOUSING

This section presents a summary of key background information that was considered in developing the housing goal, objectives, policies, and programs of the housing element. Specifically, this section presents the following: 1) a summary description of the existing housing stock in the Town; 2) information on existing housing problems and needs in the Town, including information with regard to low- and moderate-income households, the elderly, and persons with disabilities; 3) information on zoning provisions that affect the availability of housing in the Town; and 4) information on existing Federal, State, County, and local housing programs.

Existing Housing Stock

As indicated in Table VII-1, there were 1,753 housing units in Walworth County in 2000. The number of housing units in the Town increased from 1,174 in 1970, to 1,488 in 1980, to 1,565 in 1990, and to 1,753 in 2000—representing an overall increase of 579 housing units, or 49 percent, over 30 years. Since 2000, the housing stock is estimated to have increased by an additional 174 units, to a total of 1,927 housing units in 2009. Key characteristics of the housing stock in the Town, based primarily upon the 2000 Federal census, are presented below:

- Of the 1,753 housing units in the Town in 2000, 1,427 units, or 81 percent, were reported as occupied at the time of the Federal census; the balance of 326 units, or 19 percent, were reported as vacant (see Table VII-2).
- Of the 1,427 occupied housing units in 2000, 1,266 units, or 89 percent, were owner-occupied; 161 units, or 11 percent, were renter-occupied (see Table VII-2). This compares to figures of 69 percent owner-occupied and 31 percent renter occupied for Walworth County overall.
- Of the 326 vacant housing units in 2000, 287—representing 16 percent of all housing units—were reported in the census as being held for seasonal, recreational, or other occasional use (see Table VII-2). This is similar to the figure for the County overall (17 percent) and reflects a strong second home market attributable to the Town and County's outstanding natural and recreational resources.

- Single-family detached housing units comprised just over 94 percent of all housing units in the Town in 2000; single-family attached housing and other housing in structures of two or more units comprised nearly 4 percent; and mobile homes comprised the remaining nearly 2 percent (see Table VII-3). The proportion of single-family detached housing in the Town (just over 94 percent) exceeded the proportion for the County overall (72 percent).
- About 18 percent of all housing units that existed in the Town at the time of the 2000 census were built before 1940; 20 percent were built between 1940 and 1959; 25 percent were built between 1960 and 1979; and 37 percent were built between 1980 and 2000. The median year built for all housing in the Town was 1972; this compares to a median year built of 1969 for the County overall (see Table VII-4).
- The median gross rent (contract rent plus utilities) for renter-occupied housing in the Town was \$703 in 2000—somewhat higher than the County median of \$588 (see Table VII-5). The median value for specified owner-occupied housing units in the Town was \$171,700 in 2000—also somewhat higher than the median of \$128,400 for the County (see Table VII-6).
- Town-specific information regarding recent sale prices of existing housing are not available. At the County level, there was a substantial increase in the sale price of existing housing between 2000 and 2005. According to data from the Greater Milwaukee Association of Realtors and the Multiple Listing Service, the mean selling price of existing housing in the County increased by 49 percent between 2000 and 2005; the mean selling price for existing housing in the Southeastern Wisconsin Region increased by 44 percent (see Table VII-7).
- There are no community-based residential facilities or residential care apartment complexes in the Town. There are a number of such facilities in other areas of the County, including 39 community-based residential facilities, with a capacity of 781 residents and five residential care apartment complexes with a capacity of 161 residents.

Housing Projections

Projections of the number of households in the Town of East Troy through the year 2035 were presented in Chapter III. These projections indicate that the number of households in the Town would increase by 525, or 37 percent, from 1,427 households in 2000 to 1,952 households in 2035. Generally, this would suggest a need for about 15 additional housing units per year—plus an allowance for normal vacancy rates—in the Town over the 35-year planning period. Some of the projected increase in households may be accommodated in existing seasonal housing units that are eventually converted to year-round use.

While a Town-specific projection of population by age is not available, the demographic projections presented in the multi-jurisdictional comprehensive plan predict a change in the age composition of the overall County population. Persons age 65 and over are projected to constitute 18 percent of the County population in 2035, compared to 13 percent in 2000. Average household size in the County is projected to decrease, though not as rapidly as in the past.

Existing Housing Problems/Needs

Special tabulations of Federal census data prepared for the U.S. Department of Housing and Urban Development provide insight into housing problems and needs within an area. This section summarizes that data for the Town of East Troy. This section also presents information regarding the disabled and homeless population for consideration in the development of housing policies and programs.

HUD/Census Bureau Data on Existing Housing Problems and Needs (CHAS Data)

Following the 1990 and 2000 Federal censuses, the U.S. Department of Housing and Urban Development (HUD) devised special tabulations of the census data, to provide a uniform measure of housing needs and problems for use in complying with housing planning requirements associated with various HUD grant programs. This data set has become known as “CHAS data”—since it was initially developed for use by communities and counties in preparing “comprehensive housing affordability strategies,” a requirement of jurisdictions participating in the various HUD-sponsored programs during the 1990s. CHAS data continue to be used in the preparation of consolidated plans—plans now required of jurisdictions participating in the Federal Community Development Block Grant, HOME Investment Partnerships program, and certain other HUD-sponsored programs.

In the CHAS data, households were identified as having a housing problem if 1) they had a housing cost burden greater than 30 percent; 2) they lacked complete plumbing or kitchen facilities; or 3) they were overcrowded. Cost burden is the portion of a household's gross income spent on housing costs. For renters, housing costs include rent paid by the tenant plus utilities; for owners, housing costs include the mortgage payment, taxes, insurance, and utilities. In the CHAS data, overcrowding is defined as an average of 1.01 or more persons per room in the household.

As indicated in Table VII-8, about 302 households, or 21 percent of all households in the Town of East Troy, were identified in the CHAS data as having a housing problem in 2000. This compares to the countywide figure of 28 percent. For about 93 percent of the 302 households with housing problems in the Town, the classification stems from a high cost burden, rather than overcrowding or deficiencies in kitchen or plumbing facilities.

Further analysis of Table VII-8 indicates that 12 percent of the 302 households with a housing problem were elderly households and 88 percent were not. About 84 percent of these households were homeowners and 16 percent were renters. About 52 percent of the households had income less than or equal to 80 percent of the median family income.

Persons with Disabilities

Persons with disabilities are another segment of the population that may have special housing needs. The 2000 census reported that 497 persons age five years and older in the Town, representing 14 percent of all the Town population age five and over, had a disability of some kind—sensory, physical, mental, self-care, or employment-related. The corresponding figure for the County overall was 15 percent. In general, disability rates increase with age, with 30 percent of the Town population age 65 and over reported as having a disability. The housing needs of persons with disabilities vary depending upon the type and severity of disability.

Homeless Persons

There are several housing programs for the homeless in Walworth County. One program—Walworth County Emergency Homeless Shelter—is operated by a consortium of eight churches which provide emergency shelter for homeless men using church facilities during the months of September through May. This program typically accommodates at least seven individuals per day, and sometimes as many as 10 or 11. In addition, Community Action, Inc. of Rock and Walworth Counties operates the Twin Oaks Shelter for the Homeless, which provides transitional shelter, including support services, for up to 90 days for homeless individuals and families. Located in the Town of Darien, the facility's 12 living units are almost always fully occupied and there is typically a waiting list of six to eight households. The shelter serves an average of about 75 different households per year. In addition, the Walworth County Housing Authority owns and operates Hartwell Street Apartments in the City of Elkhorn, providing permanent housing and support services for chronically homeless persons with disabilities; this 14-unit facility is always fully occupied.

Housing-Related Zoning Regulations

Local zoning regulations have a direct bearing on the structure type, lot size or density, and size of housing unit that may be provided, and thus may influence the cost of housing within a community. As part of the comprehensive planning process, residential zoning district regulations set forth in the Walworth County Zoning Ordinance, which is in effect throughout the Town of East Troy, were analyzed, focusing on the residential structure types permitted along with minimum lot area requirements and minimum floor area requirements.

Key residential zoning district regulations of the Walworth County Zoning Ordinance are summarized in Table VII-9. This table pertains only to "residential" districts (R-1 through R-8); it does not reflect agricultural or conservancy districts that allow some residential development.¹ As indicated in Table VII-9, for conventional

¹*Other districts which allow residential development, and the associated lot area requirements for conventional development, are: A-1 (35 acres); A-2 (20 acres); A-3 (35 acres); A-5 (40,000 square feet); C-2 (five acres); C-3 (100,000 square feet); and B-5 (15,000 square feet).*

sewered development in these districts, the smallest minimum lot area requirement is 15,000 square feet for single-family housing; 6,000 square feet per dwelling unit for two-family housing; and 7,260 square feet per dwelling unit for multi-family housing. For conventional unsewered development, the general requirement is 40,000 square feet per dwelling unit. These general provisions are subject to exceptions for certain legal sub-standard lots. In conservation developments allowed in the R-1, R-2, R-2A, and R-3 districts, individual lots may be smaller than for conventional developments, but the overall maximum density remains the same (or is greater, as in the R-2A district). With respect to minimum floor area requirements, the County zoning ordinance now specifies only that single-family and two-family dwellings have a core area of living space of at least 22 feet by 22 feet.

As noted above, the Walworth County Zoning Ordinance provides for a range of housing structure types—single-family, two-family, and multi-family. With respect to minimum floor area requirements, the County ordinance specifies only that single- and two-family dwellings have a core living space of at least 22 feet by 22 feet. The County ordinance provides for a range of lot sizes and housing densities. The lot size and density provisions of the ordinance are related, in part, to the availability of sewer service. Unsewered development must meet minimum lot size or maximum density requirements that are consistent with the reliance on onsite wastewater disposal systems. For new sewered development, the smallest minimum single-family lot size permitted under the County ordinance is 15,000 square feet. This requirement is rationally related to the fact that much of the sewered development within the unincorporated area of the County is located around inland lakes, such as Potter Lake, where water-quality issues make more intensive residential development undesirable.

Housing Programs

Various government-sponsored housing programs attempt to increase the availability and affordability of housing. This includes programs sponsored or funded by the U.S. Department of Housing and Urban Development (HUD); the U.S. Department of Agriculture (USDA); the U.S. Federal Housing Administration; the Wisconsin Housing and Economic Development Authority (WHEDA); the Wisconsin Department of Commerce, Housing and Community Development Division; and others. Some programs—for example, the HUD Community Development Block Grant program and HUD HOME Investment Partnerships program—are funded by a Federal agency and administered by a State or local agency. Some programs provide “deep” subsidies, with eligible households paying no more than 30 percent of their income for housing; other programs simply ensure the availability of housing loans at market rates, along with a mortgage guarantee. A description of the key government-sponsored housing programs is presented in Table VII-10.

The use of the various government-sponsored housing programs is described in the housing element of the multi-jurisdictional comprehensive plan for Walworth County. Such programs are used more extensively in the County’s cities and villages, where the public utilities and services required to sustain the urban lots and urban densities, typically required for such programs, are provided.

The Town of East Troy, like many other communities in Walworth County, does not administer housing programs on its own. There are, however, several agencies which have a multi-community or countywide approach to addressing housing needs, as indicated below:

- Walworth County Housing Authority
The Walworth County Housing Authority administers a number of programs that assist lower income households, the elderly, and the disabled in obtaining affordable housing:
 - The County Housing Authority administers the HUD Section 8 Housing Choice Voucher program throughout Walworth County. Using housing vouchers available under this program, households with an income less than 50 percent of the County median are able to rent existing housing, generally at a cost of no more than 30 percent of their income. Currently, nearly 400 households are assisted under this program in Walworth County. There is typically a waiting list of over 700 households seeking a housing choice voucher.
 - The County Housing Authority administers the Walworth County HOME Rental Rehabilitation program, supported by HUD HOME Investment Partnerships program funds that are administered by

the Wisconsin Department of Commerce. The County HOME Rental Rehabilitation program provides rental housing rehabilitation grants to participating owners of eligible properties who agree to rent to low and very low income tenants. The program may be used throughout Walworth County.

- The County Housing Authority owns two assisted housing projects—Town Hall Apartments in the Town of Delavan and Hartwell Street Apartments in the City of Elkhorn. The latter provides permanent housing for chronically homeless persons with disabilities. It is partially supported by HUD Supportive Housing program funds.
- The County Housing Authority has created a subsidiary—Affordable Community Housing, Inc.—which serves as a property management agent. It currently manages four projects: the two aforementioned Housing Authority-owned projects, along with two privately owned projects provided under the WHEDA Low Income Housing Tax Credit program.
- Southeastern Wisconsin Housing Corporation
For nearly four decades, the Southeastern Wisconsin Housing Corporation (SEWHC) has administered a self-build housing program whereby low- and very low-income families work on the construction of their own homes. Over the past two decades (since 1986), a total of 257 housing units have been constructed in Walworth County under this program. SEWHC receives a USDA Section 523 grant to help cover the cost of running the program. Families typically obtain loans under the USDA Section 502 Mutual Self-Help Housing Loan program, often packaged with assistance under Wisconsin Department of Commerce Housing Cost Reduction Initiative (HCRI) program, HOME Investment Partnerships program, or some other program.
- Community Action, Inc.
Community Action, Inc., a nonprofit social service agency serving Walworth and Rock Counties, provides housing assistance, information, and counseling through a variety of initiatives in Walworth County, as indicated below:
 - Community Action, Inc., owns and operates the Twin Oaks Shelter for the Homeless, a twelve-unit 90-day transitional housing facility for the homeless located in the Town of Darien. Community Action, Inc., also owns a property in the City of Delavan that provides affordable housing to the elderly and disabled.
 - Community Action, Inc., operates several programs funded by HUD, including a weatherization program; a rehabilitation and home improvement loan program; a lead hazard reduction program; and a housing counseling program. The weatherization program is available to eligible low-income homeowners, renters, and landlords who rent to low-income tenants; the rehabilitation and home improvement loan program and the lead hazard reduction program are available to eligible low-income homeowners. Housing counseling is available to low-income households and the homeless for individual pre-purchase, mortgage default, eviction prevention, and rental counseling.
 - Community Action, Inc., provides rental assistance for mentally ill persons under the Wisconsin Department of Commerce Tenant-Based Rental Assistance program, which is funded through HUD HOME Investment Partnerships program. Eligible households must already be participating in a Community Action, Inc. support program or that of a partner agency. Participants pay no more than 30 percent of their income, and case management services are provided to work toward self sufficiency.
- Walworth County Emergency Shelter
A consortium of eight churches in Walworth County administers the Walworth County Emergency Homeless Shelter program which provides emergency shelter using church facilities during the months of September through May. Church facilities are made available as emergency shelters on a rotating schedule in the Cities of Delavan, Elkhorn, and Lake Geneva and the Village of Fontana.

- Habitat for Humanity International

Habitat for Humanity provides an opportunity to obtain affordable housing for individuals and families that would not otherwise be able to purchase a home. The local affiliate, Habitat for Humanity in Walworth County, was formed in 1998. Families participating in the Habitat program must contribute at least 250 hours of work on their own home or other Habitat homes. Progress to date in Walworth County includes 10 homes—three in the Town of Bloomfield, three in the City of Delavan, two in the City of Lake Geneva, and two in the City of Whitewater.

PART TWO: HOUSING GOAL, OBJECTIVES, POLICIES, AND PROGRAMS

Housing Goal

Provision of housing that meets the needs of the Town's current and future population.

Housing Objectives

- Matching housing to changing household characteristics and needs.
- Provision of housing opportunities for those with special needs: low income households, persons with disabilities, the homeless, and the elderly.
- Provision of housing opportunities for workers close to their place of work.
- Restricting housing density to levels that are appropriate for available sanitary sewer service, water supply, and basic urban service and facilities.
- Maintaining and enhancing the character of existing urban and rural environments.

Housing Policies and Programs

1. As part of the land use element of this comprehensive plan as presented in Chapter VI, the Town identifies sufficient areas for new residential development consistent with Town population projections and other Town goals and objectives.
2. The Town supports County policies which seek to concentrate higher density residential development in areas of the County where public utilities, particularly sanitary sewer and water supply service, will accommodate such development. In this respect, it is understood that most new residential development in the Town would be served by private onsite wastewater treatment systems and individual wells and would accordingly occur at rural densities. It is also understood that the existing sewerage system in the vicinity of Potter Lake is primarily intended to serve existing development, with limited new infill residential development envisioned in that area.
3. The Town supports County policies which seek to provide housing opportunities close to places of work, recognizing that the majority of new jobs will be created in the County's cities and villages. In this respect, it should be recognized that the Town accounts for only about 1 percent of all jobs in the County and that the Town has projected only modest employment growth through the year 2035.
4. The Town encourages owners to maintain and rehabilitate existing housing and encourages owners to use existing housing programs available in support of such efforts, as needed.
5. While the Town does not envision sponsoring housing programs of its own, the Town encourages those agencies which operate housing programs on a countywide basis to continue their efforts to provide housing opportunities for County residents who have special needs. More specifically:
 - The Walworth County Housing Authority is encouraged to continue to administer the HUD Section 8 Housing Voucher program throughout the County. The Housing Authority is also encouraged to continue to administer its other housing programs that benefit lower income households, the elderly, and the disabled in the County. These include the countywide HOME Rental Rehabilitation program; the provision of management services for lower income rental housing projects, through its

subsidiary, Affordable Community Housing, Inc.; and ownership of existing projects, including Town Hall Apartments in the Town of Delavan and Hartwell Street Apartments in the City of Elkhorn. In addition, the Housing Authority is encouraged to continue to seek available State or Federal housing grants as needed to address any gaps that it may identify in housing services for lower income households, the elderly, and the disabled.

- The nonprofit social service agency, Community Action, Inc., is encouraged to continue to administer its various housing initiatives including operation of the Twin Oaks Shelter for the Homeless and administration of its weatherization program, rehabilitation and home improvement loan program, lead hazard reduction program, housing counseling program, and rental assistance program for the mentally ill.
- Habitat for Humanity in Walworth County and the Southeastern Wisconsin Housing Corporation are encouraged to continue their self-build housing programs in Walworth County.
- The consortium of churches which sponsors the Walworth County Emergency Homeless Shelter program is encouraged to continue operation of this critical program—which relies on church facilities located in the Cities of Delavan, Elkhorn, and Lake Geneva, and the Village of Fontana to provide emergency shelter for the homeless—and to consider expansion of the shelter program to other communities as needed.

Table VII-1

HOUSING UNITS IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 1970-2009

Year	Town of East Troy			Walworth County		
	Housing Units	Change from Preceding Period		Housing Units	Change from Preceding Period	
		Number	Percent		Number	Percent
1970 Census	1,174	--	--	25,773	--	--
1980 Census	1,488	314	26.7	33,397	7,624	29.6
1990 Census	1,565	77	5.2	36,937	3,540	10.6
2000 Census	1,753	188	12.0	43,766	6,829	18.5
2009 Estimate	1,927	174	9.9	50,933	7,167	16.4

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

Table VII-2

OCCUPANCY STATUS OF HOUSING UNITS IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000

Occupancy Status	Town of East Troy		Walworth County	
	Number of Housing Units	Percent of Total	Number of Housing Units	Percent of Total
Occupied				
Owner-Occupied	1,266	72.2	23,848	54.4
Renter-Occupied	161	9.2	10,674	24.4
Subtotal	1,427	81.4	34,522	78.8
Vacant				
For Sale	19	1.1	429	1.0
For Rent	4	0.2	593	1.4
Rented or Sold, Not Occupied.....	9	0.5	348	0.8
For Seasonal, Recreational, or Occasional Use	287	16.4	7,458	17.0
Other Vacant	7	0.4	433	1.0
Subtotal	326	18.6	9,261	21.2
Total	1,753	100.0	43,783	100.0

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

Table VII-3

HOUSING UNITS BY STRUCTURE TYPE IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000

Structure Type	Town of East Troy		Walworth County	
	Number of Housing Units	Percent of Total	Number of Housing Units	Percent of Total
Single-Family, Detached.....	1,678	94.5	31,414	71.7
Single-Family, Attached.....	19	1.1	1,216	2.8
Two-Family	24	1.4	1,954	4.5
Multi-Family	23	1.3	7,990	18.2
Mobile Homes and Other Structure Types	31	1.7	1,209	2.8
Total	1,775	100.0	43,783	100.0

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

Table VII-4

AGE OF HOUSING UNITS IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000

Year Built	Town of East Troy		Walworth County	
	Number of Housing Units	Percent of Total	Number of Housing Units	Percent of Total
Built Before 1940	318	17.9	9,857	22.5
Built 1940-1959.....	361	20.3	8,327	19.0
Built 1960-1979.....	443	25.0	11,514	26.3
Built 1980-March 2000	653	36.8	14,085	32.2
Total	1,775	100.0	43,783	100.0
Median Year Built	1972		1969	

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

Table VII-5

**GROSS MONTHLY RENT OF RENTER-OCCUPIED HOUSING UNITS
IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000**

Gross Rent	Town of East Troy		Walworth County	
	Number of Housing Units	Percent of Total	Number of Housing Units	Percent of Total
Less than \$300	10	7.6	1,021	9.9
\$300-499.....	13	9.9	2,158	20.9
\$500-749.....	49	37.4	4,568	44.3
\$750-999.....	28	21.4	1,803	17.5
\$1,000 or More	14	10.7	343	3.3
No Cash Rent	17	13.0	428	4.1
Total	131	100.0	10,321	100.0
Median Rent	703	- -	588	- -

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

Table VII-6

**VALUE OF SPECIFIED OWNER-OCCUPIED HOUSING UNITS
IN THE TOWN OF EAST TROY AND WALWORTH COUNTY: 2000**

Gross Rent	Town of East Troy		Walworth County	
	Number of Housing Units	Percent of Total	Number of Housing Units	Percent of Total
Less than \$100,000	139	12.8	5,511	27.9
\$100,000-149,999.....	309	28.4	7,091	35.8
\$150,000-199,999.....	219	20.1	3,742	18.9
\$200,000-299,999.....	222	20.4	2,279	11.5
\$300,000 or 499,999	144	13.2	829	4.2
\$500,000 or More	56	5.1	344	1.7
Total	1,089	100.0	19,796	100.0
Median Value	\$171,700	- -	\$128,400	- -

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

Table VII-7

**AVERAGE SELLING PRICE OF EXISTING HOUSING IN
WALWORTH COUNTY AND THE SOUTHEASTERN WISCONSIN REGION: 2000-2005**

Year	Walworth County		Southeastern Wisconsin Region	
	Average (Mean) Selling Price	Number of Sales Reported	Average (Mean) Selling Price	Number of Sales Reported
2000	\$178,590	1,435	\$150,688	22,015
2001	196,223	1,418	159,830	23,214
2002	202,353	1,691	171,154	25,057
2003	211,141	1,835	182,917	26,172
2004	240,346	1,981	199,824	27,924
2005	265,287	1,943	217,631	29,254

Note: The residential selling price data presented in this table were collected by the Greater Milwaukee Association of Realtors and Multiple Listing Service. The residential selling price data pertain primarily to single-family houses, but also include selling prices for some two-to-four unit structures.

Source: Greater Milwaukee Association of Realtors, Multiple Listing Service, and SEWRPC.

Table VII-8

HOUSEHOLDS WITH HOUSING PROBLEMS IN THE TOWN OF EAST TROY: 2000^a (CHAS DATA)

Income Level ^b	Owner-Occupied Households										Owner-Occupied Households with Problems	Percent with Problems ^c
	Elderly Family		Small Family		Large Family		Elderly Non-Family		Other Non-Family			
	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category		
Extremely Low (Below 30 percent)	0	0	10	10	0	0	10	10	0	10	20	1.4
Very Low (30.1 to 50 percent)	10	25	10	25	0	0	0	10	20	20	40	2.8
Low (50.1 to 80 percent)	4	34	35	50	0	20	0	0	20	35	59	4.1
Moderate (80.1 to 95 percent)	4	8	25	70	15	35	0	0	0	0	44	3.1
Other (above 95 percent)	15	130	65	545	10	110	0	50	0	90	90	6.3
Total	33	197	145	700	25	165	10	70	40	155	253	17.7

Income Level ^b	Renter-Occupied Households										Renter-Occupied Households with Problems	Percent with Problems ^c
	Elderly Family		Small Family		Large Family		Elderly Non-Family		Other Non-Family			
	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category		
Extremely Low (Below 30 percent).....	0	0	15	15	0	0	0	0	10	10	25	1.8
Very Low (30.1 to 50 percent)	4	4	0	0	0	0	0	4	0	0	4	0.3
Low (50.1 to 80 percent)	0	0	0	30	0	0	0	10	10	20	10	0.7
Moderate (80.1 to 95 percent).....	0	0	10	14	0	4	0	0	0	0	10	0.7
Other (above 95 percent)	0	0	0	15	0	0	0	0	0	25	0	0.0
Total	4	4	25	74	0	4	0	14	20	55	49	3.5

Income Level ^b	Total Households										Total Households with Problems	Percent with Problems ^c
	Elderly Family		Small Family		Large Family		Elderly Non-Family		Other Non-Family			
	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category	Number with Problems	Total Households in Category		
Extremely Low (Below 30 percent).....	0	0	25	25	0	0	10	10	10	20	45	3.2
Very Low (30.1 to 50 percent)	14	29	10	25	0	0	0	14	20	20	44	3.1
Low (50.1 to 80 percent)	4	34	35	80	0	20	0	10	30	55	69	4.8
Moderate (80.1 to 95 percent)	4	8	35	84	15	39	0	0	0	0	54	3.8
Other (above 95 percent)	15	130	65	560	10	110	0	50	0	115	90	6.3
Total	37	201	170	774	25	169	10	84	60	210	302	21.2

NOTE: This table is based on sample data from the 2000 Census which may not match related data presented in other tables in this report.

^aHousing problems include households with a housing cost burden of over 30 percent, households without complete plumbing or kitchen facilities, and households with more than 1.01 persons per room.

^bIncome level categories are based on a percentage range of the 1999 median family income, adjusted for family size.

^cRepresents percent of total households in the Town of East Troy in 2000 (1,427).

Source: U.S. Bureau of the Census, U.S. Department of Housing and Urban Development, and SEWRPC.

Table VII-9

**SUMMARY OF RESIDENTIAL ZONING DISTRICT REGULATIONS OF THE
WALWORTH COUNTY ZONING ORDINANCE: R-1 THROUGH R-8 RESIDENTIAL DISTRICTS**

District Name	Allowed Residential Structure Types	Minimum Lot Area Per Dwelling Unit / Maximum Density
R-1 Single-Family Residence (unsewered)	Principal: Single-family	Conventional: min lot: 40,000 sq ft Conservation Development: min lot: 20,000 sq ft Max density: 1 du / 40,000 sq ft
R-2 Single-Family Residence (sewered)	Principal: Single-family	Conventional: min lot: 15,000 sq ft Conservation Development: min lot: 10,000 sq ft Max density: 1 du / 15,000 sq ft
R-2A Single-Family Residence (sewered)	Principal: Single-family	Conventional: min lot: 40,000 sq ft Conservation Development: min lot: 15,000 sq ft Max density: 1 du / 50,000 sq ft
R-3 Two-Family Residence (sewered and unsewered)	Principal: Single-family Two-family	Conventional-sewered: Single-family: min lot: - - Two-family: min lot area: 7,500 sq ft / du Conventional-unsewered: Single-family: min lot: 40,000 sq ft Two-family: min lot area: 40,000 sq ft / du Conservation Development-sewered: Single-family: min lot: - - Two-family: min lot area: 5,000 sq ft / du Max density: 1 du / 7,500 sq ft Conservation Development-unsewered: Single-family: min lot: - - Two-family: min lot area: 10,000 sq ft / du Max density: 1 du / 40,000 sq ft
R-4 Multiple-Family Residence (sewered and unsewered)	Principal: None Conditional: Single-family Two-family Multiple-family	Sewered: Single-family: min lot: 15,000 sq ft Two-family: min lot area: 6,000 sq ft / du Multi-family: max density: 6 du / net acre Unsewered: All structure types: min lot area: 40,000 sq ft / du
R-6 Planned Mobile Home Park Residence	Principal: None Conditional: Mobile and modular homes Single-family	Maximum density: 5 du / net acre
R-7 Mobile Home Subdivision Residence (sewered and unsewered)	Principal: Mobile and modular homes Single-family	Sewered: min lot area: 15,000 sq ft Unsewered: min lot area: 40,000 sq ft
R-8 Multiple-Family Residence (sewered and unsewered)	Principal: Multiple-Family Conditional: Single-family Two-family	Sewered: min lot area: 10,890 sq ft max density: 4 du / net acre Unsewered: max density: 40,000 sq ft / du
R-5 and R-5A Planned Residential Development (R-5: unsewered / R-5A: sewerd) Note: This can be applied as conditional use in the following districts: R-1, R-2, R-3, R-4, R-7, R-8, C-2, C-3, and B-5	Principal: None Conditional: Single-family detached Single-family semi-detached Single-family attached Two-family Multiple-family	The regulations of the underlying district may be modified provided that the average intensity and density of land use is no greater than permitted in the underlying district.

NOTE: With respect to minimum floor area requirements, the County zoning ordinance only specifies that single-family and two-family dwellings have a core area of living space of at least 22 feet by 22 feet, equivalent to 484 square feet.

Source: Walworth County and SEWRPC.

Table VII-10

SELECTED GOVERNMENT SPONSORED HOUSING PROGRAMS

Sponsor	Program Name	Description ^a
U.S. Department of Housing and Urban Development (HUD)	Section 8: Housing Choice Voucher Program	Vouchers are provided to eligible households who are either very low-income families; elderly; or disabled so they may obtain housing in the private market. Applicants that obtain housing with a voucher pay no more than 30 percent of their adjusted family income for the unit.
	Section 8: Project-Based Assistance	HUD provides rental subsidies to project owners on behalf of tenants who are either very low- or low-income families; elderly; or disabled. Tenants pay no more than 30 percent of the family's monthly adjusted income for rent. Though funding is no longer available for new Section 8 projects, property owners that are already receiving funding may continue to participate in the program through the renewal of their contracts. If property owners choose not to renew their contracts, tenants living in these properties will be provided with Section 8 tenant-based vouchers.
	Section 202: Supportive Housing for the Elderly	HUD provides interest-free capital advances to eligible nonprofit organizations to finance the construction, rehabilitation or acquisition of structures to provide housing for very-low income elderly persons. Rental subsidies are provided through project rental assistance contracts to cover the difference between the project operating cost and the tenant's contribution towards rent. Tenants pay no more than 30 percent of their monthly adjusted income for rent.
	Section 811: Supportive Housing for Persons with Disabilities	HUD provides interest-free capital advances to eligible nonprofit organizations to finance the construction, rehabilitation or acquisition of rental housing for very-low income people with disabilities. Rental subsidies are provided through project rental assistance contracts to cover the difference between the project operating cost and the tenant's contribution towards rent. Tenants pay no more than 30 percent of their monthly adjusted income for rent.
	HOME Investment Partnerships Program	The Wisconsin Department of Commerce (WDOC) is responsible for administering the "non-entitlement" component of this HUD-funded housing block grant program in Wisconsin. Under this program, HUD HOME funds are provided through WDOC to local units of government, housing authorities, and nonprofit organizations, which, in turn, develop affordable housing programs that are appropriate in their communities (see Wisconsin Department of Commerce, below, for more information).
	Community Development Block Grant Program	The HUD Small Cities Community Development Block Grant (CDBG) program is administered in Wisconsin by the Wisconsin Department of Commerce. The housing component of this program provides grants to general purpose local units of government for housing programs which principally support low- and moderate-income households, with an emphasis on housing rehabilitation efforts. Cities, villages, and towns with a population less than 50,000 persons and counties other than Milwaukee, Waukesha, and Dane may apply for Small Cities CDBG program grants.
Federal Housing Administration (FHA)	Section 203(k) Rehabilitation Mortgage Insurance	Loans are insured to finance the rehabilitation or purchase and rehabilitation of one- to four-family properties that are at least one year old. Borrowers can get a single mortgage loan, at a long-term fixed (or adjustable) rate, to finance acquisition and rehabilitation of the property.
	Property Improvement Loan Insurance (Title I)	Loans made by private lenders are insured for up to 20 years to finance the light or moderate rehabilitation of either single- or multi-family properties. Properties may consist of single-family and multi-family homes, manufactured homes, nonresidential structures, and the preservation of historic homes.
U.S. Department of Agriculture (USDA)	Section 502: Single-Family Housing Direct Loans	USDA provides direct loans to very low- and low-income households to obtain homeownership. Funding may be used to build, repair, renovate, or relocate homes, or to purchase and prepare sites (including the provision of sewage and water facilities). Subsidies are provided to reduce monthly housing payments—borrowers pay the higher either of 24 percent of the borrower's adjusted annual income, or principal and interest calculated at 1 percent on the loan plus taxes and insurance; if the occupants move from the property, the lesser of the payment assistance or half of the equity must be paid back to USDA. There is no required down payment.
	Section 502: Single-Family Housing Guaranteed Loans	USDA guarantees loans to low- and moderate-income households by commercial lenders to build, repair, renovate or relocate a home, or to purchase and prepare sites (including providing water and sewage facilities). Applicants must be without adequate housing but be able to afford the mortgage payments. Loans are provided at fixed rates with terms of 30 years. No down payment is required.
	Section 502: Mutual Self Help Housing Loans	Loans are provided to help very low- and low-income households construct their own homes. Families perform a significant amount of the construction labor on their homes under qualified supervision. Savings from the reduction in labor costs allow otherwise ineligible families to own their own homes. There is no required down payment and subsidies are provided to reduce monthly housing payments—borrowers pay the higher of either 24 percent of the borrower's adjusted annual income, or principal and interest calculated at 1 percent on the loan plus taxes and insurance. If the occupants move from the property, the lesser of the payment assistance or half of the equity must be paid back to USDA. Nonprofit or public agencies which sponsor mutual self-help housing often use administrative funds from the Section 523 Self-Help Technical Assistance Grant Program.
	Sections 514/516: Farm Labor Housing Loans and Grants	Section 514 loans and Section 516 grants provide low cost financing for the development of affordable rental housing for year round and migrant "domestic farm laborers" and their households. Funds may be used to build, buy, improve, or repair farm labor housing and provide related facilities, such as onsite child care centers. Loans are for 33 years and generally at a 1 percent interest rate; grants may cover up to 90 percent of the development cost (the balance is typically covered by a Section 514 loan). Section 521 rental assistance subsidies may be used to limit tenants' payments to 30 percent of their income.

Table VII-10 (continued)

Sponsor	Program Name	Description ^a
U.S. Department of Agriculture (USDA) (continued)	Section 515: Rural Rental Housing Loans	Direct mortgage loans are made to provide affordable multi-family rental housing for very low-, low-, and moderate-income families; elderly persons; and persons with disabilities. Loans may be made available at an effective interest rate of 1 percent. Section 521 rental assistance subsidies may be used to limit tenants' payments to 30 percent of their income.
	Section 521: Rural Rental Assistance Payments	Provides rent subsidies to elderly, disabled, very-low and low-income residents of multi-family housing to ensure that they pay no more than 30 percent of their income for housing. Projects that are eligible to use rental assistance include Section 515 Rural Rental Housing and Section 514 Farm Labor Housing.
	Sections 523/524: Rural Housing Site Loans	Loans are made to provide housing sites for low- and moderate-income families. Nonprofit organizations may obtain loans to buy and develop building sites, including the construction of access roads, streets and utilities. Section 523 loans are limited to private or public nonprofit organizations that provide sites for self-help housing only.
	Section 538: Rural Rental Housing Guaranteed Loans	Loans are guaranteed for the construction, acquisition or rehabilitation of rural multi-family housing whose occupants are very low-, low-, or moderate-income households, elderly, handicapped, or disabled persons with income not more than 115 percent of the area median income. The terms of the loans guaranteed may be up to 40 years and the rates must be fixed.
Wisconsin Housing and Economic Development Authority (WHEDA)	Low Income Housing Tax Credit (LIHTC) Program	Provides developers of affordable housing with a tax credit that is used to offset a portion of their Federal tax liability. At a minimum, 20 percent of units must be occupied by households whose incomes are at or below 50 percent of the county median income (CMI) or at least 40 percent of units must be occupied by households whose incomes are at or below 60 percent of the CMI. Units designated as low-income have a maximum rent limit that is based on the CMI. Developers are expected to maintain the elected proportion of low-income units for at least 30 years.
	Home Ownership Mortgage Loan (HOME) Program	The HOME program offers 15 to 30 year mortgage loans at below market, fixed interest rates to low- and moderate-income ^b families and individuals who are first time homebuyers. WHEDA administers the HOME Loan Program, which is funded by the sale of tax-exempt and taxable bonds.
	HOME Plus Loan Program	Provides financing of up to \$10,000 for down payment and closing costs, and a line of credit for future repairs. To be eligible for a HOME Plus Loan, borrowers must be applying for their first mortgage with a WHEDA HOME Loan.
Wisconsin Department of Commerce (WDOC)	WDOC HOME Investment Partnerships Program—Funded by HUD	The WDOC has created several "subprograms" as a basis for distributing non-entitlement HUD HOME Investment Partnerships program funds in Wisconsin. These subprograms include the Development Projects program; Rental Housing Development program; Homebuyer and Rehabilitation (HRR) program; Tenant Based Rental Assistance program; and Wisconsin Fresh Start program. With funds available under these programs, local sponsors develop affordable housing opportunities (for households at or below 80 percent of the county median income) that are most needed in their respective communities. Eligible local sponsors include local governments, housing authorities, and nonprofit organizations.
	Housing Cost Reduction Program (HCRI)	The WDOC administers this state-funded program that provides housing assistance to low- and moderate-income households seeking to own or rent affordable housing. This program has two components: the Housing Preservation program (HPP) that provides short-term assistance to households facing foreclosure or other short-term housing problem; and the HCRI Homebuyer program, which provides closing cost and down payment assistance to eligible homebuyers. Eligible local sponsors include local units of government; nonprofit and certain for-profit corporations; housing authorities; and others.
Department of Veteran Affairs (VA)	Home Loan Program	Offers guaranteed loans with no money down and no private mortgage insurance payments to veterans, active duty military personnel, and certain members of the reserves and National Guard. Applicants must meet income and credit requirements for the loans, which are generally administered by lenders approved by the Department of Veteran Affairs.

Notes: For most programs, "very-low income" families are defined as those whose annual incomes are at or below 50 percent of the median for the area, adjusted for family size. "Low-income" families are defined as those whose annual incomes are between 50 percent and 80 percent of the median income for the area, adjusted for family size. "Moderate-income" families are defined as those whose annual incomes do not exceed 115 percent of the area median income; however, for HUD's CDBG and WDOC's HCRI programs, low- to moderate-income families are defined as those earning 80 percent or less of the area median income, and for the USDA's Section 515 Rural Rental Housing Loan program, moderate-income families must have incomes not exceeding \$5,500 above the low-income limit.

^aThis table provides a general description of the various housing programs. Details can be found at the websites of the administering agencies.

^bThe combined income of all adults who occupy the property cannot exceed the limit established for the county in which the property was purchased. The limit is \$63,400 for a one to two person household and \$69,740 for a three or more person household in Walworth County.

Source: SEWRPC.

Chapter VIII

TRANSPORTATION ELEMENT

INTRODUCTION

This chapter presents the transportation element of the comprehensive plan for the Town of East Troy. Part One of this chapter presents basic background information on transportation in the Town and is strictly informational. Part Two describes the regional transportation plan and other transportation planning for the Town. Part Three establishes the transportation goal, objectives, policies, and programs for the Town comprehensive plan.

PART ONE: BACKGROUND INFORMATION ON TRANSPORTATION

This section presents a summary of existing transportation facilities and other background information that was considered in developing the goal, objectives, policies, and programs of the transportation element.

Existing Public Streets and Highways

Public streets and highways include arterial streets and highways and local collector and land access streets. Arterial streets and highways are intended to serve the movement of traffic between and through urban areas. Local land access streets provide access to abutting property. Collector streets are primarily intended to serve as connections between the arterial street system and land access streets, although they usually perform a secondary function of providing access to abutting property.

Existing public streets and highways in the Town of East Troy and environs are shown on Map VIII-1. Within the Town of East Troy, there were about 21 miles of arterial highways in 2007, consisting of IH 43, STH 20, STH 83, STH 120, CTH E, CTH ES, CTH I, CTH J, CTH L, and a small segment (less than 0.1 mile) of Honey Creek Road. Local access and collector streets in the Town totaled about 54 miles.

It should be noted that State and County trunk highways serve as the primary routes for the movement of trucks through and within the Town. In general, trucks may use the entire public street and highway system subject, however, to year-round or seasonal weight limits on certain roads.

Wisconsin Information System for Local Roads

The Wisconsin Department of Transportation (WisDOT) maintains a detailed database of county and local street information in the “Wisconsin System for Local Roads” (WISLR). Physical attributes such as right-of-way and pavement width, number of traffic lanes, type of surface and pavement rating, the presence and type of shoulders and curbs, and the presence of sidewalks are available in the database, which can be accessed through the WisDOT website by registered users. Administrative information, including the functional classification and

owner of street, can also be obtained. The information in the database is provided by county and local governments, and is intended to assist in reporting roadway pavement conditions. By statute, pavement ratings must be submitted to WisDOT by each county and local unit of government every other year.

Public Transportation: Walworth County Transportation Program

The Transportation Program operated by the Walworth County Department of Health and Human Services provides rides for medical care, nutrition, and shopping to Walworth County residents who are 60 years of age and over and to disabled persons. That program also provides transportation services, primarily for medical care, to individuals regardless of age who are clients of the Department of Health and Human Services, residents in the Lakeland Health Care Center, and those receiving medical assistance. Users typically schedule rides a week in advance; reservations are on a first-come/first-served basis. Users are generally limited to three trips per week, with exceptions for medical needs. The Department of Health and Human Services has a fleet of eight vehicles, with six full-time drivers and one part-time driver. This is supplemented with volunteer drivers who use their own vehicles. Current fares are \$4 one-way and round-trip for shopping/nutrition trips and medical-related trips within Walworth County. Fares for out-of-County medical trips are \$20 or \$40, depending on the destination.

It should be noted that Waukesha County contracts with Wisconsin Coach Lines, Inc. to provide fixed-route bus service over a route between the Village of Mukwonago and the Milwaukee central business district. Operated over IH 43 in Waukesha County, this route terminates at IH 43 and STH 83, just northeast of Walworth County.

Interregional Public Transportation

Passenger Rail Service

No passenger rail service is provided within the Town, Town residents can use services in nearby counties, as indicated below:

- Intercity passenger rail service is provided by Amtrak between Milwaukee and Chicago over the Canadian Pacific Railway, with Wisconsin stops at the downtown Milwaukee Amtrak depot, General Mitchell International Airport, and Sturtevant. Amtrak operates seven trains in each direction on weekdays and six trains in each direction on Sundays and holidays between Milwaukee and Chicago and one daily train in each direction between Chicago, Milwaukee, Minneapolis-St. Paul, and Seattle.
- Chicago-oriented commuter rail service is provided over an extensive system of routes throughout northeastern Illinois by Metra, the commuter rail division of the Regional Transportation Authority of Northeastern Illinois. Four of these routes extend well into McHenry and Lake Counties, Illinois, and Kenosha County, Wisconsin. Metra commuter rail service extends as far as the communities of Harvard and McHenry in McHenry County, the communities of Fox Lake and Antioch in Lake County, and the City of Kenosha in Kenosha County.

Interregional Bus Service

There is no regularly scheduled intercity bus service in the Town of East Troy. Within the Southeastern Wisconsin Region, four carriers (Badger Coaches, Inc.; Greyhound Lines, Inc.; Lamers Bus Lines, Inc.; and United Limo, Inc.) provide intercity bus service, much of the regularly scheduled service being in the Madison-Milwaukee-Chicago corridor.

Scheduled Air Carrier Service

Within the Southeastern Wisconsin Region, scheduled air carrier passenger service is provided at Milwaukee County's General Mitchell International Airport. Mitchell International is classified as a medium-hub airport and is the largest airport in Wisconsin.

There are no airports in Walworth County providing scheduled air carrier service. Town of East Troy residents may use Mitchell International, Chicago's O'Hare International Airport and Midway International Airport, and Rockford International Airport for such service.

Ferry Service

Passenger and car ferry services are provided across Lake Michigan, between Milwaukee and Muskegon, Michigan, by Lake Express, LLC. Service includes three round trips daily throughout the spring and summer, and two round trips daily in the fall.

Park-Ride Facilities

There is one public park-ride facility in the immediate vicinity of the Town of East Troy—a 30-space lot at the East Troy Municipal Airport in the Village of East Troy. Although it is not served by transit, this park-ride lot enables more efficient travel through carpooling.

Rail Freight Services

Freight rail service within the Town consists of service provided by the Canadian National Railway between Duluth-Superior and Chicago, traversing the northeastern area of the Town.

The East Troy Electric Railroad Museum operates electric trolley service on a seasonal basis over the Municipality of East Troy Wisconsin railroad between the Villages of East Troy and Mukwonago. This line has been preserved as the last remaining segment of electric interurban railway in Wisconsin. Rides are for historic demonstration purposes. The East Troy Electric Railroad connects with the Canadian National Railway at Mukwonago. A railway spur provides a rail connection to the East Troy Industrial Park in the Village of East Troy.

Airports

There is one public-use airport in the immediate vicinity of the Town—East Troy Municipal Airport, located near the IH 43-STH 20 interchange in the Village of East Troy. East Troy Municipal Airport is one of 11 airports that are part of the regional airport system plan for the seven-county Southeastern Wisconsin Region.

Seaport

The nearest commercial seaport to Walworth County is the Port of Milwaukee in the City of Milwaukee, which provides international shipping service through the Great Lakes-St. Lawrence Seaway system.

PART TWO: REGIONAL TRANSPORTATION PLAN AND OTHER TRANSPORTATION PLANNING PERTAINING TO WALWORTH COUNTY

Regional Transportation Plan

The regional transportation system plan provides a long-range guide for transportation in the seven-county Southeastern Wisconsin Region. The State comprehensive planning law specifies that local comprehensive plans shall incorporate regional transportation plans. Accordingly, the regional transportation plan is summarized in this section.

The year 2035 regional transportation system plan, adopted by the Regional Planning Commission in 2006, was designed to accommodate travel demands that may be expected in the seven-county Southeastern Wisconsin Region through the year 2035.¹ The regional transportation system plan consists of five elements: arterial streets and highways, public transit, bicycle and pedestrian facilities, travel demand management, and transportation systems management, as described in the following:

¹*This plan is documented in SEWRPC Planning Report No. 49, A Regional Transportation System Plan for Southeastern Wisconsin: 2035, dated June 2006.*

- ***Arterial Street and Highway Element of the Regional Plan***

The regional transportation plan recommends a system of arterial streets and highways² for the Southeastern Wisconsin Region through the year 2035. The arterial street and highway plan element includes functional, or capacity, recommendations that deal with the general location, type, capacity, and service levels of the arterial street and highway facilities required to serve the Region. The regional plan also includes “jurisdictional” recommendations that indicate which level of government—State, County, or local—should have responsibility for each segment of the proposed arterial street and highway system.

In 2009, the Regional Planning Commission together with Walworth County and each city, village, and town in the County initiated an update of the Walworth County jurisdictional highway plan. This involves a review and re-evaluation of the functional recommendations and jurisdictional recommendations for arterial streets and highways in Walworth County that are included in the year 2035 regional transportation plan. Expected to be completed in 2010, this planning effort is addressing issues and concerns regarding the year 2035 regional transportation plan that have been expressed by the County and local units of government, including issues raised during the multi-jurisdictional comprehensive planning process. After the County jurisdictional highway plan is completed and adopted by Walworth County, the regional transportation system plan will be amended to reflect the County jurisdictional highway plan.

A preliminary draft version of the recommended year 2035 Walworth County jurisdictional highway plan as it pertains to the Town of East Troy is shown on Map VIII-2. The preliminary plan does not propose any arterial highway capacity improvements in the Town. The only jurisdictional change recommended for the Town under the preliminary draft plan involves the proposed transfer of Honey Creek Road, which traverses a distance of less than 0.1 mile in the southeastern corner of the Town, from local to County jurisdiction. It should be noted that under the preliminary draft plan, Town Line Road between STH 20 and CTH J is recommended to function as a non-arterial highway and to remain under local jurisdiction, as recommended by both the Town of East Troy and the Town of Troy during the multi-jurisdictional comprehensive planning process.³

- ***Public Transit Element of the Regional Plan***

The regional transportation plan calls for significant improvement and expansion of public transit in Southeastern Wisconsin, particularly in the more densely populated areas of the Region. Within the Town of East Troy and Walworth County, however, fixed-route public transit service would be quite limited. Under the regional plan, proposed service would consist of buses operating over IH 43 as part of a route connecting the Village of East Troy and the Milwaukee central business district. The regional plan also envisions the continuation of the Walworth County Department of Health and Human Services Transportation Program described earlier in this chapter.

- ***Bicycle and Pedestrian Facility Element of the Regional Plan***

The bicycle and pedestrian facility element of the regional transportation plan is intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to automobile travel.

²Public streets and highways are classified as arterial streets and highways and local collector and land access streets. Arterial streets and highways are intended to serve the movement of traffic between and through urban areas. Local land access streets provide access to abutting property. Collector streets are primarily intended to serve as connections between arterial streets and land access streets, although they usually perform the secondary function of providing access to abutting property.

³The year 2035 regional transportation system plan adopted by the Regional Planning Commission in 2006 recommended that Town Line Road between STH 20 and CTH J be included in the planned arterial street and highway system and that it be transferred from local to County jurisdiction. During the multi-jurisdictional comprehensive planning process, the Towns of East Troy and Troy opposed this recommendation of the regional plan. They recommended that Town Line Road not be included in the planned arterial street and highway system and that it be retained under local, rather than County, jurisdiction.

The pedestrian facilities portion of the regional plan is a policy plan rather than a system plan. It recommends that the various units and agencies of government responsible for the construction and maintenance of sidewalks and other pedestrian facilities in Southeastern Wisconsin follow a set of recommended guidelines with regard to the development of those facilities, particularly within urban neighborhoods.⁴

With respect to bicycling, the regional plan recommends that the accommodation of bicycling be considered and implemented, if feasible, on surface arterial streets, as those streets are resurfaced or reconstructed in the years ahead. Accommodation of bicycling on arterial streets may be accomplished through marked bicycle lanes, widened outside travel lanes, or widened and paved shoulders. Bicycling may also be accommodated on a separate path within the highway right-of-way, space permitting.

In addition, the regional plan recommends a system of off-street bicycle paths connecting the larger cities and villages in Walworth County. The off-street paths would, for the most part, be located in natural resource and utility corridors, including former railroad corridors. Some on-street segments would provide connections to the off-street paths or provide linkages within the proposed system. None of the off-street bicycle paths recommended in the regional plan are located in the Town of East Troy.⁵

- ***Travel Demand Management Element of the Regional Plan***

The travel demand management element of the regional plan includes recommendations for measures intended to reduce personal and vehicular travel or to shift travel to alternative times and routes, allowing for more efficient use of the existing capacity of the transportation system. Examples of such measures that have potential application in Walworth County include the provision of park-ride lots and neighborhood designs that emphasize biking and walking as an alternative to automobile travel.

- ***Transportation Systems Management Element of the Regional Plan***

The transportation systems management element of the regional plan includes recommendations for a variety of measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. Examples of such measures that have potential application in Walworth County include coordination of traffic signals to allow for the efficient progression of traffic along arterial streets and highways, and restriction of curb-lane parking during peak traffic periods and operating such lanes as through traffic routes, where appropriate.

Regional Airport System Plan

The regional airport system plan adopted by the Regional Planning Commission in 1996 recommends a coordinated set of airport facilities to serve the needs of the Southeastern Wisconsin Region.⁶ It recommends a system of 11 public-use airports to meet the commercial, business, personal, and military aviation needs of the Region. In Walworth County, the system includes East Troy Municipal Airport and Burlington Municipal Airport (whose northwest-southeast runway extends into the County).

⁴See Appendix B of SEWRPC Planning Report No. 49, A Regional Transportation System Plan for Southeastern Wisconsin: 2035.

⁵During the multi-jurisdictional planning process, some of the towns in Walworth County expressed opposition to regional transportation plan proposals for off-street bicycle trails in their jurisdictions. Their concerns, which are documented in Chapter XII of the Walworth County multi-jurisdictional plan report, are expected to be addressed in a future revision of the regional transportation plan.

⁶Documented in SEWRPC Planning Report No. 38 (2nd Edition), A Regional Airport System Plan for Southeastern Wisconsin: 2010, dated November 1996, and in SEWRPC Memorandum Report No. 133, Review and Update of Regional Airport System Plan Forecasts, dated August 2004.

The regional airport system plan recommends that the East Troy airport serve as a general utility airport.⁷ The plan recommends extension of the primary runway from its current length of 3,900 feet to 4,400 feet, and certain other airport facility improvements.

State Transportation Planning

The Wisconsin Department of Transportation has prepared a number of statewide transportation plans. In Southeastern Wisconsin, where the Regional Planning Commission is the official metropolitan planning organization for transportation planning, the state transportation planning relies heavily upon Commission-adopted transportation plans.

The Wisconsin Department of Transportation is currently preparing a long-range transportation plan, called Connections 2030, addressing streets and highways, bicycle, pedestrian, transit, and other forms of transportation on a corridor-by-corridor basis throughout the State. It is expected that this State plan will reflect pertinent features of the regional transportation system plan.

The Wisconsin Department of Transportation is also conducting a highway corridor preservation study for STH 20 from USH 12 in the Town of LaGrange to STH 31 in the Village of Mount Pleasant, Racine County. The study is expected to make recommendations to improve the operational efficiency and safety of the highway, including recommendations regarding access management and elimination of design deficiencies. The study is expected to be completed by the end of 2010.

PART THREE: TRANSPORTATION GOAL, OBJECTIVES, POLICIES, AND PROGRAMS

Transportation Goal

- The provision of an integrated, efficient, safe, and convenient transportation system meeting the anticipated travel demand generated by existing and future land uses.

Transportation Objectives

- The development and maintenance of an arterial street and highway system that is efficient, safe, and convenient.
- The development of local access and collector streets that are efficient, safe, and convenient, and properly related to the arterial street and highway system.
- Provision of safe opportunities for bicycling and walking as an alternative to vehicular travel and to promote a healthy lifestyle.
- Provision of transportation opportunities for the elderly and persons with disabilities.

Transportation Policies and Programs

1. The Town should continue to work with Walworth County and the other towns, villages, and cities in the County, in conjunction with the Regional Planning Commission, in the effort to update the jurisdictional highway plan for the County.

A preliminary version of the recommended year 2035 jurisdictional highway plan as it pertains to the Town of East Troy, developed as part of the jurisdictional highway planning program, is shown on Map VIII-2. As noted earlier in this chapter, the preliminary draft jurisdictional highway plan does

⁷General utility airports are intended to serve virtually all small general aviation single- and twin-engine aircraft, both piston and turboprop, with a maximum takeoff weight of 12,500 pounds. These aircraft are typically used for business, charter, and personal flying.

not propose any arterial highway capacity improvements in the Town. The only jurisdictional change recommended for the Town under the preliminary draft plan involves the proposed transfer of Honey Creek Road, which traverses a distance of less than 0.1 mile in the southeastern corner of the Town, from local to County jurisdiction. It should be noted that under the preliminary draft plan, Town Line Road between STH 20 and CTH J is recommended to function as a non-arterial highway and to remain under local jurisdiction, as recommended by both the Town of East Troy and the Town of Troy during the multi-jurisdictional comprehensive planning process. The Town of East Troy supports the preliminary version of the recommended year 2035 jurisdictional highway plan as shown on Map VIII-2.

2. The Town should provide and maintain a system of Town roads which, in conjunction with the State and County trunk highway system, efficiently serves the pattern of development shown on the Town land use plan map (Map VI-3 in Chapter VI).
3. The Town should continue to require subdividers to install subdivision streets in accordance with the design standards and other provisions set forth in the Town Subdivision Control Ordinance.
4. The Town should ensure that new connections between Town roads and State and County trunk highways and connecting highways are well planned and designed in accordance with sound highway access standards. General guidance on highway access issues can be found on the WisDOT and U.S. Department of Transportation, Federal Highway Administration websites.
5. The Town encourages Walworth County to continue to operate its demand-responsive transit service for the elderly and persons with disabilities (County Transportation Program, operated by the Walworth County Department of Health and Human Services).

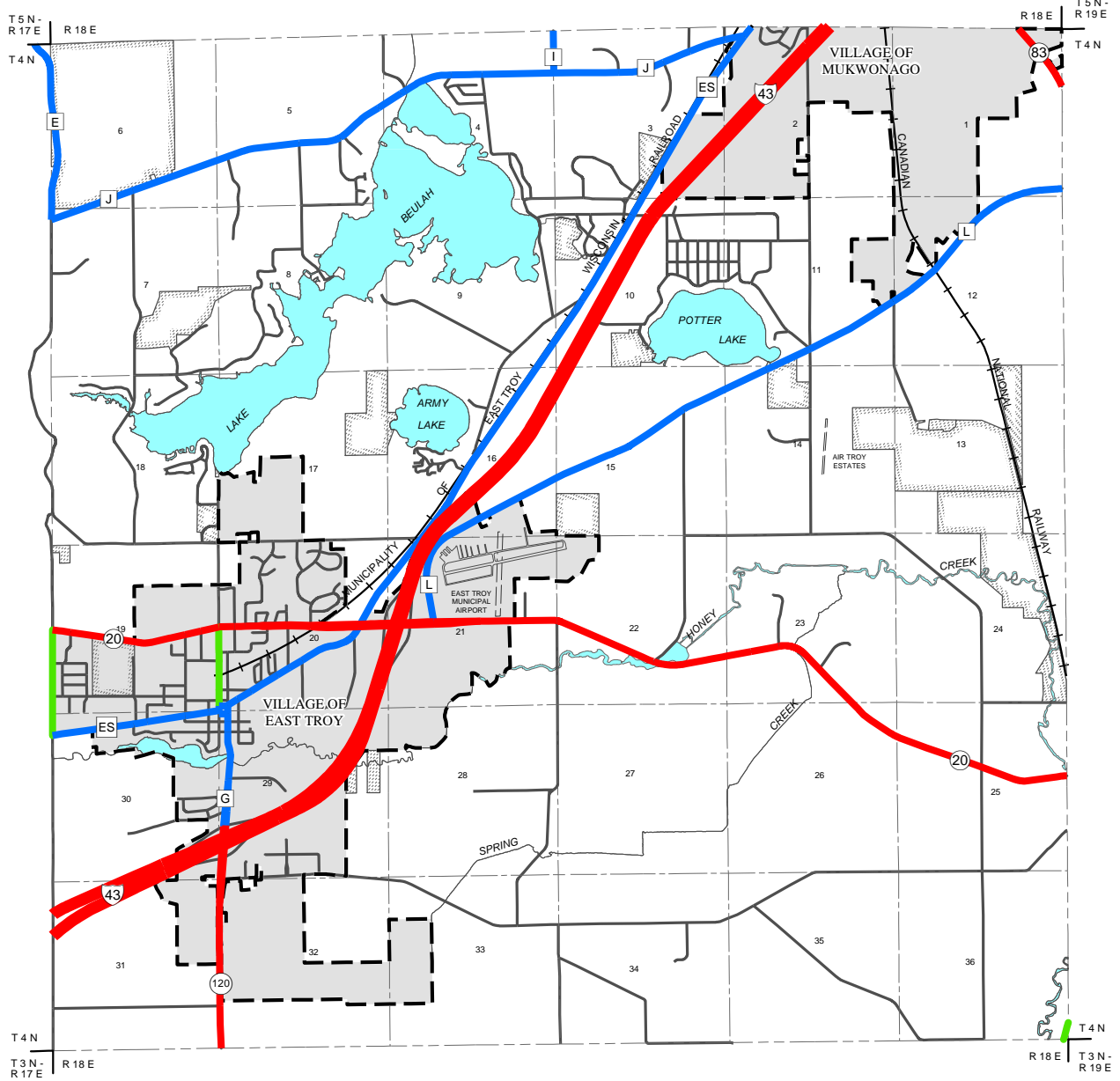
It should be noted that there is no fixed route public transit service (such as locally-sponsored, scheduled bus service) in the Town of East Troy or Walworth County, and future fixed route transit service within Walworth County may be expected to be quite limited. Under the regional transportation plan, such service would consist of buses operating over IH 43 as part of a route connecting the Village of East Troy and the Milwaukee central business district.

6. The Town encourages the County and State to consider accommodating bicycle travel along County and State Trunk highways through the Town when those highways are reconstructed or resurfaced, as recommended in the regional transportation system plan. This could include accommodation of bicycle travel, where feasible, through bicycle lanes, widened and paved shoulders, or separate bicycle paths within the highway right-of-way, space permitting. It is recognized that there will be many situations in which bicycling will not be able to be accommodated along arterial streets because of physical constraints, cost constraints, and/or safety issues. Efforts to provide bicycle facilities along arterial streets may be able to be funded in part through various related State and Federal grant programs.⁸
7. Historically, the Town has not required the installation of sidewalks or other pedestrian facilities as part of residential developments. However, under the Town Subdivision Control Ordinance, the Town may require a subdivider to construct sidewalks on both sides of streets within a subdivision.

⁸State/Federal assistance programs for bicycle facilities with potential application in Walworth County include the Local Transportation Enhancements (TE) program, the Bicycle and Pedestrian Facilities program, and the Safe Routes to School program administered by the Wisconsin Department of Transportation; and the Recreational Trails program administered by the Wisconsin Department of Natural Resources.

Map VIII-1

EXISTING PUBLIC STREETS AND HIGHWAYS IN THE TOWN OF EAST TROY AND ENVIRONS: 2007



- STATE ARTERIAL (FREEWAY)
- STATE ARTERIAL (STANDARD)
- COUNTY ARTERIAL
- LOCAL ARTERIAL
- COLLECTOR AND LAND ACCESS STREETS

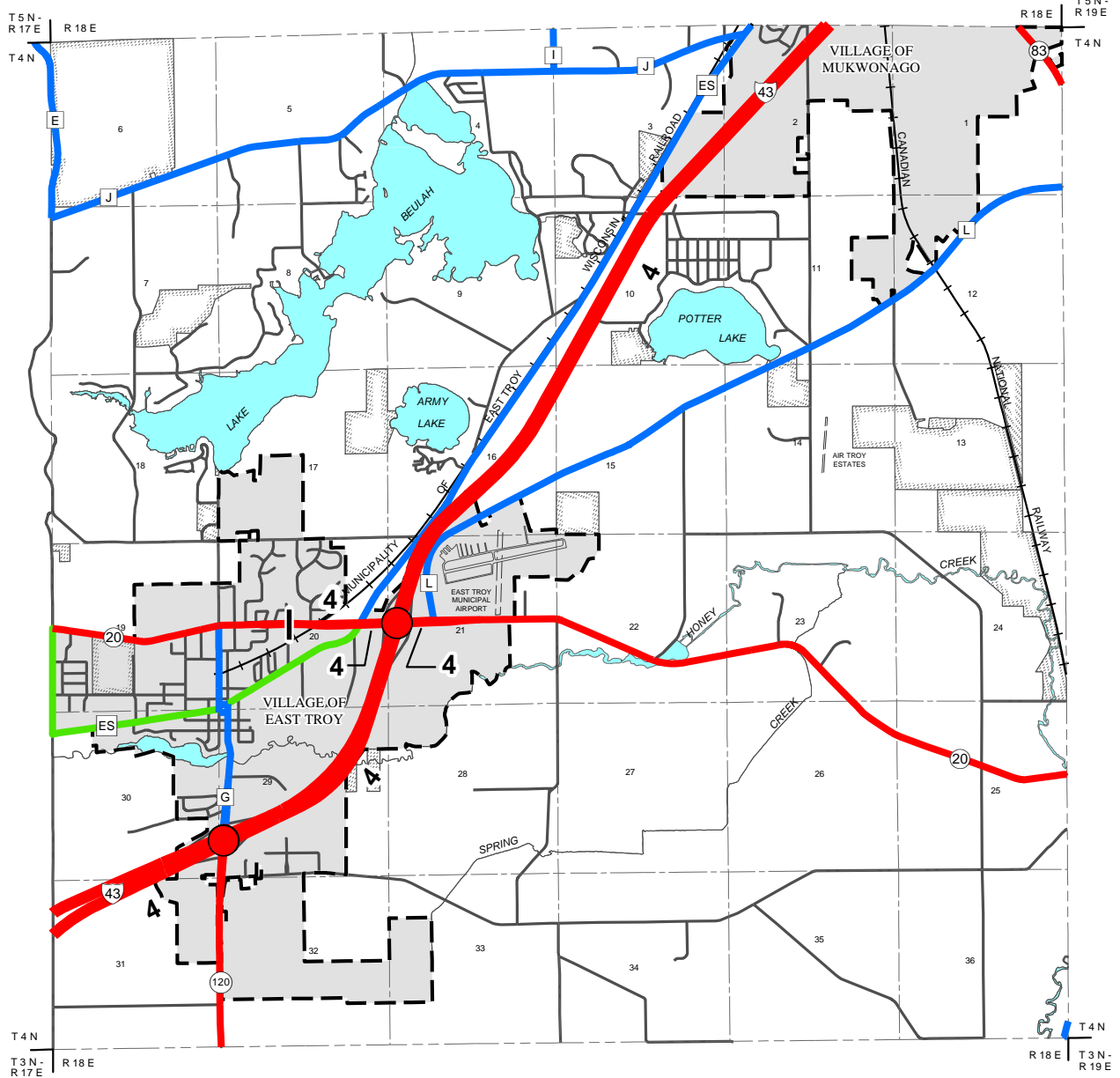
Source: SEWRPC.



0 0.25 0.5 1 MILE

Map VIII-2

PRELIMINARY RECOMMENDED YEAR 2035 WALWORTH COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN AS IT PERTAINS TO THE TOWN OF EAST TROY AND ENVIRONS



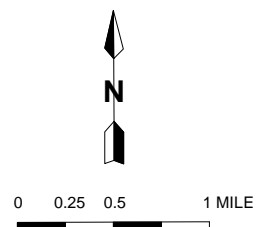
FREEWAY

- STATE TRUNK HIGHWAY
- INTERCHANGE

STANDARD ARTERIAL

- STATE TRUNK HIGHWAY
- COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY
- 4** NUMBER OF LANES
(2 WHERE UNNUMBERED)

Source: SEWRPC.



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Chapter IX

UTILITIES AND COMMUNITY FACILITIES ELEMENT

INTRODUCTION

This chapter presents the utilities and community facilities element of the comprehensive plan for the Town of East Troy. Part One of this chapter provides background information on utilities and community facilities in the Town. Part Two establishes the utilities and community facilities goal, objectives, policies, and programs for the Town comprehensive plan.

PART ONE: BACKGROUND INFORMATION ON UTILITIES AND COMMUNITY FACILITIES

This section presents a summary of key background information that was considered in developing the utilities and community facilities goal, objectives, policies, and programs. Specifically, this section presents the following: 1) a description of existing utilities and community facilities in the Town; and 2) a review of the population projections in terms of potential impacts on community facilities and utilities.

Existing Community Facilities and Services

Town Buildings/Facilities

There is a cluster of Town facilities located along Stewart School Road, north of Beach Road, in the north-central area of the Town. Buildings in this area include the Town public works/police garage; the Town hall, which also houses the Town police department and municipal court; and the Town salt storage shed. The Town park is situated immediately north of these buildings.

Police Protection

The Town operates its own police department, which consists of six full-time police officers including the chief. The Town has a mutual aid agreement with the Village of East Troy for police back-up.

Fire Protection and Emergency Medical Services

Fire protection and emergency services within the Town are provided by East Troy Area Emergency Services, a district which also serves all or parts of nearby communities. The East Troy Area Emergency Services District was formed in 1991. This District combined the East Troy Fire Department and East Troy Rescue Squad, whose origins go back to the early 1900s.

In addition to the Town of East Troy, East Troy Area Emergency Services provides fire protection service to the Village of East Troy and parts of the Towns of Spring Prairie and LaFayette. Emergency medical service (intermediate-level) is provided to those areas along with the Town of Troy. The district has three full-time emergency medical technicians; other fire fighters and emergency medical technicians serve on an on-call basis.

Solid Waste and Recycling

The Town contracts with a private hauler for the pickup of solid waste and recyclables in the Town. The Town maintains a compost site, located about one mile east of the airport on CTH L.

Public Park and Open Space Sites

As shown on Map IX-1, there is a number of publicly owned park and open space sites in the Town:

- Town-owned sites include the Town park located just north of the Town Hall; Salvation Army Park, an open space site located just west of Army Lake; and a boat access site located along the south shore of Lake Beulah. In addition, the Town of East Troy, Village of East Troy, and Town of Troy jointly own and manage Booth Lake Memorial Park.
- The Potter Lake Protection and Rehabilitation District owns an open space site located just west of Potter Lake.
- The State Departments of Natural Resources and Transportation own open space sites, encompassing a total of 1,065 acres, at a number of locations in the Town (see Map IX-1). The Department of Natural Resources also owns a boat access-related parking area along Wilmer's Landing Street just south of Lake Beulah.

Public Schools

Nearly all of the Town of East Troy is part of the East Troy Community School District, a grade PK through grade 12 district, which serves the northeasterly area of Walworth County.¹ The District operates five schools, all of which are located in the Village of East Troy:

- Chester Byrnes Elementary School, located at 2031 Division Street—grades PK-K, with an enrollment of 229 pupils in 2009-10.
- Doubek Elementary School, located at 2040 Beulah Avenue—grades 1-2, with an enrollment of 246 pupils in 2009-10.
- Prairie View Elementary School, located at 2131 Townline Road—grades 3-5, with an enrollment of 347 pupils in 2009-10.
- East Troy Middle School, located at 3143 Graydon Avenue—grades 6-8, with an enrollment of 361 pupils in 2009-10.
- East Troy High School, located at 3128 Graydon Avenue—grades 9-12, with an enrollment of 574 pupils in 2009-10.

Public Libraries

While the Town does not have a public library of its own, Town residents may use any public library they choose (excluding Milwaukee Public library). The closest public libraries are located in the Village of East Troy and Village of Mukwonago.

¹*Small areas in the northeastern and southeastern portions of the Town of East Troy are located in the Mukwonago School District and Burlington Area School District, respectively.*

Child Care Facilities

Child-care facilities in the East Troy area are all located within the Village of East Troy. Seven child care centers in the Village have a total capacity of about 300 children.

Health Care Facilities

While there are no hospitals or major clinics in the Town of East Troy, there is a clinic, operated by Aurora Health Care, in the Village of East Troy. Hospitals closest to the Town include Aurora Lakeland Medical Center, located adjacent to the City of Elkhorn in the Town of Geneva, and Aurora Memorial Hospital, located in the City of Burlington.

Nursing Homes/Assisted Living Facilities

While there are no nursing homes or assisted living facilities in the Town of East Troy, there is a nursing home/community based residential facility (East Troy Manor) as well as a residential care apartment complex (Brolen Park) located in the Village of East Troy.

Cemeteries

There are three cemeteries in the Town of East Troy: Troy Lakes Cemetery, located along CTH J, east of Stringer's Bridge Road; St. Peter's Catholic Cemetery, located along St. Peter's Road, west of CTH ES; and Oakridge Cemetery, located near STH 20 and CTH ES.

Existing Utility Services

Sanitary Sewer Service

Sanitary sewer service in the Town is limited to the area around Potter Lake and a small area east of Army Lake. Service to the primarily residential area around Potter Lake is provided through the Town of East Troy Sanitary District No. 2. That area is connected via a force main to the Village of East Troy sewerage system.

Sewer service in the area east of Army Lake is limited to the recreational facilities on the Salvation Army property. This area is also connected to the Village of East Troy sewerage system.

The areas of the Town not served by centralized sanitary sewer service rely upon private onsite wastewater disposal systems.

Under State Administrative rules, sanitary sewers may be extended only to areas located within planned sanitary sewer service areas adopted as part of the regional water quality management plan. Sewer service area plans are prepared through a planning process involving the concerned local units of government including the governmental unit responsible for the sewage treatment plant, the Regional Planning Commission, and the Wisconsin Department of Natural Resources. Sewer service area plans may be amended in response to changing local conditions as well as in response to new population projections, subject to the provisions of Chapter NR 121 of the *Wisconsin Administrative Code*.

Planned sanitary sewer service areas in the Town of East Troy and environs adopted as part of the regional water quality management plan—including portions of the sewer service areas for the Village of East Troy and Village of Mukwonago—are shown on Map IX-2.

It should be noted that the site formerly known as Rainbow Springs in Section 6 was added to the planned sewer service area of the Village of Mukwonago in 1984. It was added to the sewer service area to enable the provision of public sewer service to the resort-recreational facilities that had been developed in the Waukesha County portion of that site. The Walworth County portion of the site was included in the sewer service area because it was under the same ownership. At that time, it was envisioned that sewer service would be provided to serve recreation-oriented uses at Rainbow Springs; it was not envisioned that the area would be developed for intensive

urban uses. The former Rainbow Springs site was recently purchased by the Wisconsin Department of Natural Resources to become part of the Kettle Moraine State Forest, Mukwonago River Unit. Given the acquisition by the Department of Natural Resources, the Town would recommend that the regional water quality management plan be amended to remove the former Rainbow Springs site from the planned sewer service area.

Public Water Supply Service

Public water supply service in the Town is limited to a cluster of residential properties and other properties along CTH L near the Canadian National Railway. Service there is provided through the Town of East Troy Sanitary District No. 3, which relies upon groundwater as a source of water supply.

The areas of the Town not served by centralized water supply service rely on private wells.

Electric Power and Natural Gas Service

The Town is part of the electric power and natural gas service area of WE Energies.

Future Population and Employment Growth and Change:

General Impacts on Utilities and Community Facilities

The projections presented in Chapter III of this report envision that the Town would experience moderate growth in population and households through the year 2035. The Town population is projected to increase from 3,830 persons in 2000 to about 5,102 persons in 2035, an increase of 1,272 persons, or 33 percent. The number of households in the Town is projected to increase from 1,427 households in 2000 to about 1,952 households in 2035, an increase of 525 households, or 37 percent. The number of jobs in the Town is projected to increase from 590 in 2000 to 695 in 2035, an increase of 105 jobs, or 18 percent.

The Town is currently well-served by existing Town facilities and by existing arrangements for basic public services as described in the previous sections. Other than for certain planned improvements at the Town park, the Town does not have any specific plans for significant changes in Town facilities or service arrangements at this time.

While it is difficult to specify how additional population, household, and employment growth may impact the Town, the Town will have to ensure that Town facilities (such as the Town hall, other Town buildings, and the Town park) and service arrangements (such as police and fire protection) are capable of meeting the needs of its residents in the years ahead. This can best be accomplished through the periodic evaluation of Town facilities and services in light of changing conditions.

School districts may also be expected to be impacted by growth in the population. Community-level projections of the school age population are generally not available. Under the Regional Planning Commission's intermediate growth scenario, the population between ages five and 19 in the County overall would increase by about 51 percent between 2000 and 2035—about the same rate of increase as projected by the Regional Planning Commission for the total population of the County. As previously indicated, the Town of East Troy, along with the Village of East Troy and other communities in northeastern Walworth County, is served by the East Troy Community School District. It is incumbent upon the School District to be familiar with the comprehensive plan population projections for the Town of East Troy and other communities which it serves and to take them into account in planning for future school facilities.

Population growth in the Town and throughout Walworth County may also be expected to create additional demand for community facilities that are typically provided by the private sector, including child care facilities, health care facilities, assisted living facilities, and nursing homes. Growth in the senior population, in particular, can be expected to increase the need for health care and assisted living facilities. It may be expected that such facilities will continue to be concentrated, as they are now, in the cities and villages of the County, where basic utilities and services—particularly sanitary sewer service—are more available.

PART TWO: UTILITIES AND COMMUNITY FACILITIES GOAL, OBJECTIVES, POLICIES, AND PROGRAMS

Utilities and Community Facilities Goal

- The provision of high quality community facilities and services and utility services in the most cost-effective manner possible.

Utilities and Community Facilities Objectives

- Maintenance and expansion, where needed, of existing public facilities and services, commensurate with growth in population and economic activity.
- Increased intergovernmental cooperation in the provision of basic public services and facilities, resulting in cost reductions and/or increase in the quality of services provided: police, fire and emergency medical services, sewer and water supply, and other services and facilities.
- Full utilization of existing public facilities and service systems—through land use policies that direct most new intensive urban development to urban service areas.
- Strengthened capabilities for estimating the cost of providing public services for proposed developments.
- Accommodation, as appropriate, of community facilities typically provided through the private sector.
- Accommodation, as appropriate, of alternative energy sources.

Utilities and Community Facilities Policies and Programs

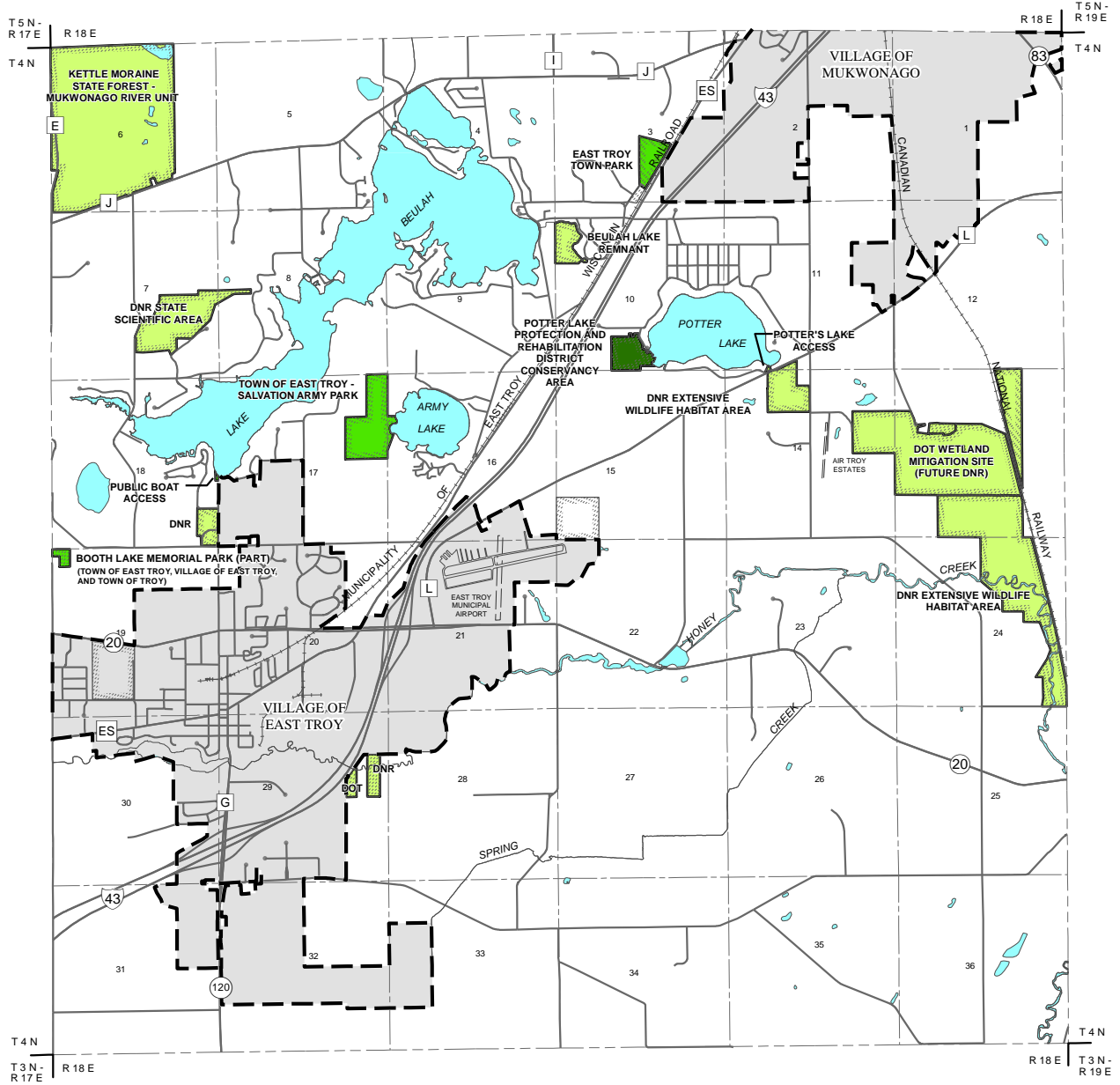
1. The Town policies with respect to sanitary sewer and water supply service are as follows:
 - The Town envisions that new development on lands in the vicinity of the Village of East Troy (primarily new rural density residential development) would rely on private onsite sewage disposal and private wells; public utility service is not envisioned for new development on lands in this area.
 - The Town would like to keep open the possibility of utility service through the Village of East Troy to existing development—such as intensively developed areas around Lake Beulah—should the need arise.
 - The Town does not envision any significant expansion of sanitary sewer service in the Potter Lake area; in general, only infill development served by sanitary sewers in that area is expected.
 - The Town envisions that new urban development in the northeast corner of the township would be attached to the Village of Mukwonago in accordance with the Town of East Troy-Village of Mukwonago boundary agreement and be provided with utility services through the Village.
 - The Town recommends that the regional water quality management plan be amended by removing the former Rainbow Springs area from the sewer service area of the Village of Mukwonago, now that that site has been purchased by the Wisconsin Department of Natural Resources as part of the Kettle Moraine State Forest.
2. The Town has plans for soccer fields and a baseball diamond at the Town park. Other than that, the Town does not have specific plans for changes in Town facilities or services at this time. The Town will periodically evaluate Town facilities and services in light of changing conditions in the years ahead.
3. The Town will continue to levy impact fees on new subdivisions in accordance with the impact fee provisions of the Town's subdivision control ordinance as a way to ensure that new development pays for its share of capital costs for parks and open spaces, municipal building sites and facilities, and other public facilities.

4. The Town should be open to changes in the way local facilities and services are provided, including the possibility for service sharing or other forms of increased cooperation with other units of government that may result in cost savings and/or a higher quality of service. The Walworth County Intergovernmental Cooperation Council provides a good forum for the discussion of such cooperative efforts by towns, cities, and villages in the County.
5. The Town encourages the East Troy Community School District, in its planning for future school facilities, to take into account the projections and land use plan element of the Town comprehensive plan as well as those set forth in other comprehensive plans pertinent to its service area.
6. The Town envisions that the demand for community facilities that are provided primarily through the private sector—including child care facilities, health care facilities, assisted living facilities, and nursing homes—will be provided, for the most part, in the County’s cities and villages, where utility services such as public sewer and water supply and other urban services are provided. The Town would nevertheless, be open to private sector proposals for community facilities that meet the needs of Town residents, consistent with other Town goals and objectives.
7. The Town recognizes that electric power, natural gas, and crude oil transmission and distribution facilities are largely planned and developed by private utilities and transmission companies. In any planning for such facilities which may impact the Town of East Troy, the concerned utility and transmission line companies are encouraged to consider the land use plan element and agricultural, natural, and cultural resources element of the Town comprehensive plan.
8. The Town envisions that most new development in the Town would be served by roadside swales and culverts for stormwater conveyance, along with appropriate stormwater storage and infiltration facilities.² The Town will continue to rely upon Walworth County to administer the County’s land disturbance, erosion control, and stormwater management regulations in order to help control stormwater runoff and minimize sediment and other pollutants entering the surface water system.
9. The Town will continue to rely on Walworth County to administer the County wind energy systems ordinance. That ordinance tries to balance the need for wind energy systems with their inherent impacts. The County ordinance identifies zoning districts within which large wind energy systems may be accommodated as a conditional use, setback requirements, and noise, height, and appearance standards.
10. The Town will continue to rely on Walworth County to administer the County telecommunications ordinance. That ordinance is intended to minimize the visual effects of telecommunications facilities and any adverse impacts such facilities may have on environmentally sensitive areas. The ordinance encourages the co-location of new antennas on existing towers and requires that telecommunications facilities be removed once they are no longer in use.

²*It should be recognized, however, that under the Town subdivision control ordinance, the Town Board may require that a subdivider construct concrete curb and gutters in accordance with plans and specifications approved by the Town Plan Commission. The ordinance also indicates that the Town Board will require a subdivider to construct concrete curb and gutters in accordance with plans and specifications approved by the Town Plan Commission if the average lot size is less than 50,000 square feet (see Section 18.09 of the Town subdivision control ordinance).*

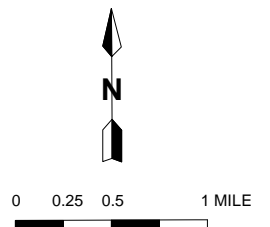
Map IX-1

EXISTING PUBLIC PARK AND OPEN SPACE SITES IN THE TOWN OF EAST TROY



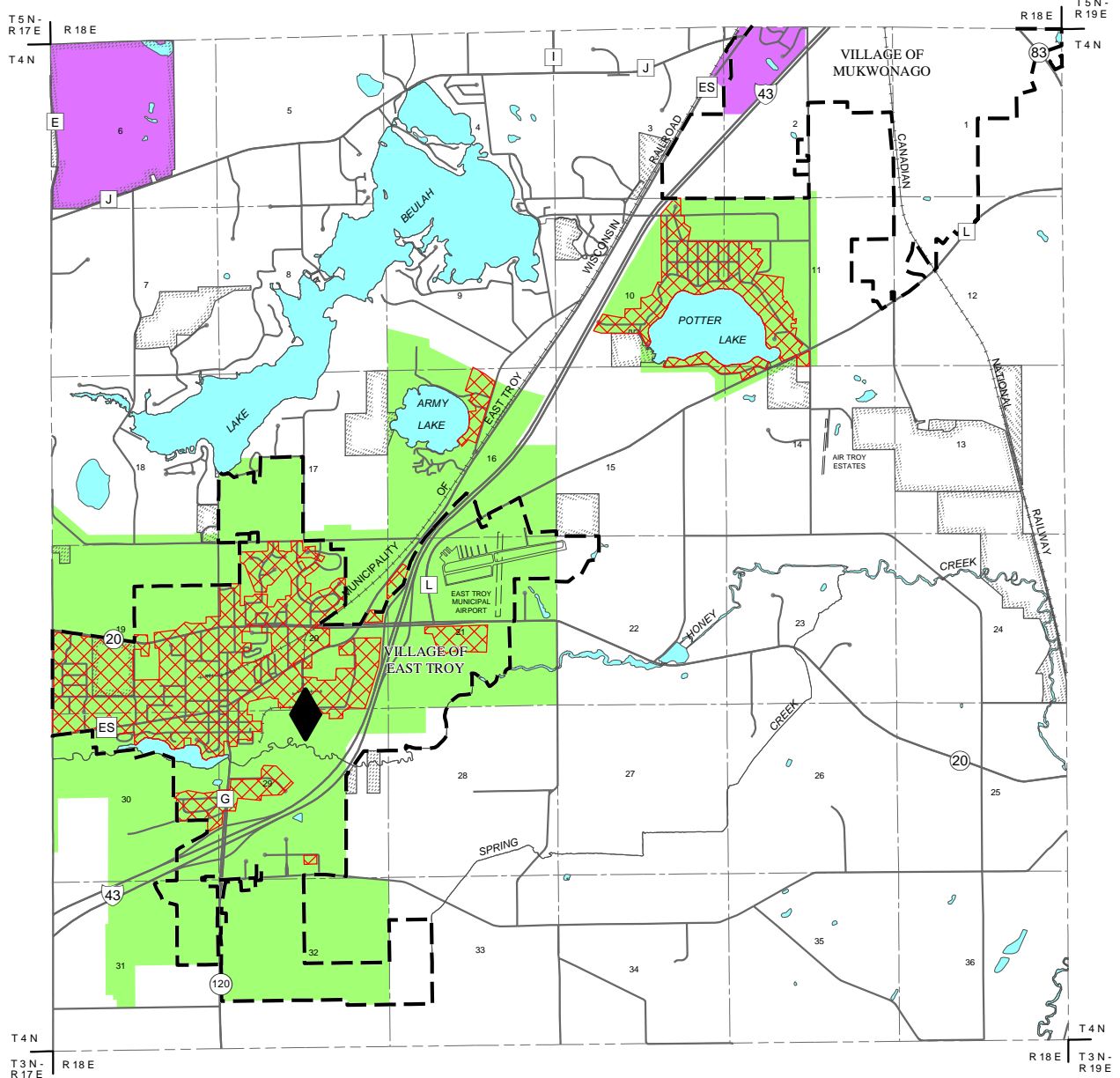
- STATE SITE
- TOWN - OWNED SITE
- POTTER LAKE PROTECTION AND REHABILITATION DISTRICT SITE
- SURFACE WATER

Source: Wisconsin Department of Natural Resources and SEWRPC.



Map IX-2

PLANNED SANITARY SEWER SERVICE AREAS AND AREAS SERVED BY SEWER IN THE TOWN OF EAST TROY AND ENVIRONS



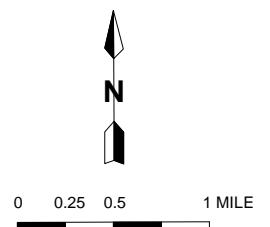
SEWER SERVICE AREAS IDENTIFIED IN THE REGIONAL WATER QUALITY MANAGEMENT PLAN

- EAST TROY SEWER SERVICE AREA
- MUKWONAGO SEWER SERVICE AREA

- AREA SERVED BY SEWER: 2000
- SEWAGE TREATMENT PLANT

Note: The Town of East Troy recommends that the regional water quality management plan be amended to remove the former Rainbow Springs site in Section 6 from the Mukwonago sewer service area, now that the site has been acquired by the Wisconsin Department of Natural Resources as part of the Kettle Moraine State Forest.

Source: SEWRPC.



Chapter X

ECONOMIC DEVELOPMENT ELEMENT

INTRODUCTION

This chapter presents the economic development element of the multi-jurisdictional comprehensive plan for the Town of East Troy. Part One of this chapter provides background information on economic development in the Town and is strictly informational. Part Two establishes the economic development goal, objectives, policies, and programs for the Town comprehensive plan.

PART ONE: BACKGROUND INFORMATION ON ECONOMIC DEVELOPMENT

This section presents a summary of key background information that was considered in developing the economic development goal, objectives, policies, and programs. It presents a summary description of the economic base of the Town and other information as required under the State comprehensive planning law.

Existing Economic Base

There were an estimated 590 jobs in the Town of East Troy in 2000. This represents the number of full-time and part time jobs, including wage and salary employment and the self-employed, including farm workers in the Town. The total number of jobs in the Town is estimated to have increased from 470 in 1980 to 630 in 1990, before decreasing slightly, to 590, in 2000 (see Table III-8 in Chapter III). The Town's 590 jobs accounted for about 1 percent of the estimated 51,800 jobs in Walworth County overall in 2000. Within the County, the largest job concentrations generally occur in and around the County's cities and villages.

Information regarding the types of jobs by industry is not available for the Town. At the County level, the largest employment categories in 2000 were services (26 percent of total jobs in the County); manufacturing (20 percent); and retail trade (18 percent).

The labor force of an area consists of all of its residents who are 16 years old and over who are employed at one or more jobs or are temporarily unemployed. The resident civilian labor force in the Town of East Troy totaled about 2,317 persons in 2000, including 2,243 employed persons and 74 unemployed persons.

The fact that the employed resident labor force substantially exceeded the number of jobs in the Town of East Troy in 2000 indicates that many Town residents work at jobs outside the Town. According to the U.S. Census Bureau, 57 percent of employed Town residents worked in Waukesha or Milwaukee Counties in 2000.

Of the Town's employed labor force of 2,243 persons, 32 percent was employed in management and professional occupations; 21 percent in sales and office occupations; 19 percent in production, transportation, and material moving occupations; 14 percent in construction, extraction, and maintenance occupations; 11 percent in service occupations; and 3 percent in farming, forestry, and fishing occupations (see Table III-9 in Chapter III).

The educational attainment level provides an indicator of the earning potential of the population and the type of occupation the workforce is most suited to fill. As reported in the 2000 Census, nearly 90 percent of the Town population age 25 years and over had attained a high school or higher level of education, compared to about 84 percent for Walworth County overall.¹ About 23 percent of the Town population 25 years and over had a bachelor's degree or graduate degree, nearly the same as the countywide percentage (see Table III-4 in Chapter III).

The median income for households in the Town stood at \$61,500 in 1999—somewhat higher than the median income for households in the County overall (\$46,300). The household income was less than \$25,000 for 14 percent of all households in the Town; between \$25,000 and \$49,999 for 18 percent; between \$50,000 and \$74,999 for 34 percent; between \$75,000 and \$99,999 for 13 percent; and more than \$100,000 for 21 percent (see Table III-7 in Chapter III).

There are no business parks in the Town of East Troy. However, both the nearby Villages of East Troy and Mukwonago have business parks that are served by basic utilities, and both Villages have set aside additional land for business park-type growth in their comprehensive plans.

The agricultural sector remains an important component of the Town's economic base, with about 9,700 acres, or 52 percent of the Town, devoted to agricultural use in 2000. Statistics on the value of agricultural products sold are not available for the Town, although such data are available at the County level. According to the Federal Census of Agriculture, the value of agricultural products sold was \$87.4 million for the County in 2002.² Crop-related sales accounted for 43 percent; livestock- and poultry-related sales accounted for 57 percent.

According to the Wisconsin Department of Revenue, the total equalized value of property in the Town of East Troy stood at \$766.2 million in 2009. The equalized value of property per capita for the Town was \$193,587 in 2009, compared to \$153,328 for the County. Among the other cities, villages, and towns in Walworth County, the equalized value per capita was less than \$100,000 for 11 communities; between \$100,000 and \$200,000 for eight communities; between \$200,000 and \$300,000 for five communities; and greater than \$300,000 for three communities.

Employment Projections

Employment projections for the Town selected for use in the comprehensive plan are presented in Chapter III of this report. As indicated on Table III-11 in Chapter III, the Town Plan Commission determined that the comprehensive plan should be based upon a projection of an average of three additional jobs per year in the Town between 2000 and 2035. Under that projection, total employment in the Town would increase by 105 jobs, or 18 percent, from 590 households in 2000 to 695 jobs in 2035.

Strengths and Weaknesses

The State comprehensive planning law requires that the economic development element assess strengths and weaknesses with respect to attracting and retaining businesses. The following are among the Town's strengths in this respect:

- A good road system within the Town and good highway connections beyond the Town.

¹The Census Bureau reports educational attainment only for the population age 25 years and older.

²The value of agricultural products sold excludes amounts associated with food/grain processing and related activities.

- Freight rail service—with the Canadian National Railway traversing the northeastern area of the Town.
- Access to airports, including East Troy Municipal Airport in the Village of East Troy, and General Mitchell International Airport in Milwaukee.
- Good schools: elementary and secondary schools; technical school (Gateway Technical College, with a campus in the City of Elkhorn); and a number of colleges and universities in Walworth County and nearby counties.
- Quality of life factors, such as an abundance of recreational opportunities, that make the Town a desirable place to live and work.
- A strong agricultural base, with extensive farming areas, particularly in the southeastern quadrant of the Town.
- Existing groups and organizations that foster economic development on a local or countywide basis including the East Troy Area Chamber of Commerce; the Walworth County Visitors' Bureau; the Walworth County Farm Bureau; and the Walworth County Economic Development Alliance (WCEDA).

It should be recognized that larger-scale economic development generally requires public utility services, particularly sanitary sewer and water supply service. Within the Town of East Troy, sewer service is limited to residential development in the Potter Lake area and recreational facilities near Army Lake, and it is not envisioned that there will be a significant expansion of sewer service, capable of accommodating large-scale economic development, within the Town.

Desired Types of Industries

The State comprehensive planning law requires that the economic development element assess the types of new business and industries desired. In this regard, while the Town of East Troy is not aggressively seeking economic development, the Town would consider accommodating the types of economic development that are appropriate for the Town. As part of the land use element of this comprehensive plan as presented in Chapter VI, the Town has designated an area between CTH ES and IH 43 as a potential location for commercial use (possibly retail, service, or office) or light industrial use (see Map VI-3 in Chapter VI). Preferred types of uses in that area include uses which could be accommodated without public utilities; which would increase the tax base without significantly increasing the cost of local services; which would be compatible with the surrounding area; and which would have minimal adverse environmental impact.

In addition, the agricultural sector will remain an important part of the economic base of the Town, and the Town recognizes that businesses that support farm operations are key to maintaining a strong agricultural base.

Contaminated Sites

The comprehensive planning law requires that the economic development element evaluate and promote the use of environmentally contaminated sites for commercial and industrial uses. The Wisconsin Department of Natural Resources (WDNR) is the primary source of information on contaminated sites. Contaminated sites identified by the Department include leaking underground storage tank (LUST) sites and other sites identified as environmental repair (ERP) sites. A LUST site has soil and/or groundwater contaminated with petroleum. An ERP site has contaminated soil or groundwater as a result of industrial spills, dumping, or buried containers of hazardous materials.

Yet-to-be-remediated LUST and ERP sites in Walworth County tend to be located in cities and villages, but some are found in towns. WDNR files identify two ERP sites in the Town of East Troy, the Troy Area Landfill and the Town landfill site. WDNR files identify one LUST site in the Town, a residential property located along Shorewood Drive near Potter Lake. Additional information on these sites is on file at the WDNR.

Government Programs

The State comprehensive planning law requires that the economic development element identify available government sponsored economic development programs. Major economic development programs with potential application in Walworth County include the following:

- U.S. Economic Development Administration: Supplemental Funds for Business Recovery and Long-Term Economic Development (related to the floods of 2008).
- U.S Small Business Administration: Basic 7(a) Loan Program; CDC/504 Loan Program; and Micro-Loan Program.
- U.S. Department of Agriculture: Rural Business Enterprise Grant Program and Rural Business Opportunity Grant Program.
- Wisconsin Department of Commerce: Community Development Block Grant for Economic Development (CDBG-ED) Program; Community Development Block Grant for Public Facilities (CDBG-PF) Program; Community-Based Economic Development (CBED) Program; Rural Economic Development (RED) Program; Customized Labor Training (CLT) Program; Industrial Revenue Bond Program; Main Street Program; Blight Elimination and Brownfield Redevelopment Program; various tax credit programs.
- Wisconsin Housing and Economic Development Authority: Small Business Guarantee Program.
- Other: Tax incremental districts and business improvement districts.

Information regarding the above-listed State and Federal economic development programs is available on the agency websites.

PART TWO: ECONOMIC DEVELOPMENT GOAL, OBJECTIVES, POLICIES, AND PROGRAMS

Economic Development Goal

- Economic growth within the Town that is consistent with its natural, infrastructure, financial, and human resources—and consistent with the other goals and objectives of this comprehensive plan.

Economic Development Objectives

- A range of employment opportunities for current and future residents.
- A work force with the knowledge and skills required for present and future businesses and industries.
- A balanced tax base.
- Economic development that is consistent with the land use element and other elements of this comprehensive plan.

Economic Development Policies and Programs

1. Basic economic development policies for the Town are related to recommendations concerning land use presented in Chapter VI of this report. In general, while the Town of East Troy is not aggressively seeking economic development, the Town would consider accommodating the types of economic development that are appropriate for the Town. As previously noted, under the land use element of this comprehensive plan, the Town has designated an area between CTH ES and IH 43 as a potential location for commercial use (possibly retail, service, or office) or light industrial use (see Map VI-3 in Chapter VI). Preferred types of uses in that area include uses which could be accommodated without public utilities; which would increase the tax base without significantly increasing the cost of local services; which would be compatible with the surrounding area; and which would have minimal adverse environmental impact.

2. Agricultural activity is an important sector of the Town's economy. The natural, agricultural, and cultural resources element and land use element of the Town comprehensive plan (Chapters V and VI) are designed to ensure that the agricultural sector will remain a key component of the economic base of the Town. The Town encourages the Walworth County Farm Bureau to continue its activities in support of the County's farmers and the County's agricultural base.
3. While the Town would accommodate some economic development, as provided for in its land use plan, it is the Town's expectation that large-scale commercial and industrial development, and the much of the associated employment growth, will occur in the County's cities and villages, where utilities and other urban services are available. With respect to its abutting villages, the Town would welcome the opportunity to "weigh in" on village planning of future commercial and industrial areas that border on, or potentially extend into, the Town.
4. The Town recognizes that certain existing agencies and institutions can help achieve a balanced tax base and contribute to sound economic growth in the County overall, as indicated below:
 - Gateway Technical College plays a critical role in educating and training the County's work force and provides important outreach services to the business community. Gateway is encouraged to ensure that its programs and curriculum match the needs of present and future business and industries as well as to continue to assist area businesses and organizations through its business development service activities.
 - The University of Wisconsin-Whitewater (UWW) provides expertise in business and economic research and provides outreach services to businesses in Walworth County and other counties in the area. The Small Business Development Center at UWW provides information, guidance, and training to start-up and existing small businesses. The Wisconsin Innovation Service Center at UWW assists businesses in assessing the viability and marketability of new products. In addition, the Fiscal and Economic Research Center in the UWW College of Business and Economics provides expertise for local economic studies and community surveys. The UWW is encouraged to continue these business outreach and economic research activities in the years ahead.
 - Under the direction of the Walworth County Workforce Development Board, the Walworth County Job Center connects people seeking employment with employers seeking workers. The Center provides assistance to those seeking employment—including job information, assistance with resumes, workshops, and career guidance—and provides assistance to employers—including job listings, workshops, and job fairs. The Job Center is encouraged to continue its efforts to match job seekers and employers.
 - A private corporation funded in part by Walworth County, five communities in the County, and County businesses, the Walworth County Economic Development Alliance (WCEDA) promotes economic development within the County. Since it was created in December 2005, WCEDA has been involved in a range of business retention, expansion, and attraction activities. In 2008, WCEDA received a Rural Development grant from the U.S. Department of Agriculture which is being used to support a revolving loan fund for small businesses in Walworth County as well as to support the provision of technical assistance by WCEDA staff to small businesses. WCEDA is encouraged to continue its efforts to foster sound economic growth consistent with the maintenance of a balanced tax base within the County and consistent with the other goals and objectives of this comprehensive plan.

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Chapter XI

INTERGOVERNMENTAL COOPERATION ELEMENT

INTRODUCTION

This chapter presents the intergovernmental cooperation element of the comprehensive plan for the Town of East Troy. Part One of this chapter provides relevant background information for this plan element. Part Two establishes the intergovernmental cooperation goal, objectives, policies, and programs for the Town comprehensive plan.

PART ONE: BACKGROUND INFORMATION

This section summarizes key background information considered in developing the intergovernmental cooperation goal, objectives, policies, and programs. It describes existing intergovernmental relationships; potential intergovernmental conflicts; and statutory provisions for boundary agreements and intergovernmental cooperation.

Intergovernmental Relationships

State comprehensive planning law requires that the intergovernmental cooperation element analyze relationships between units of government: local, county, school district, regional, and State. This section describes the relevant units and agencies of government, their key services, and their interrelationships, focusing on aspects that are pertinent to the Town comprehensive plan.

Town of East Troy

As described in detail in Chapter IX of this report, the Town of East Troy directly provides or otherwise facilitates a range of facilities and services for Town residents. In some cases, the Town operates independently in providing such facilities and services, while in other cases, the Town cooperates with the County or other units of government in the provision of services. Examples of such cooperative efforts include the following:

- The Town cooperates with the Village of East Troy and nearby towns in supporting East Troy Area Emergency Services, a district which provides fire and emergency medical services in the northeastern area of Walworth County.
- The Town of East Troy, Village of East Troy, and Town of Troy jointly own and manage Booth Lake Memorial Park.
- The Town has a mutual aid agreement with the Village of East Troy Police Department.

- The Town has cooperative agreements with certain adjacent communities with respect to public works services. This includes snow plowing/routine maintenance of certain border roads. In addition, the Town cooperates with the Town of Troy in the joint purchase/ownership of certain road maintenance equipment.
- The striping of Town roads is carried out by Walworth County, with payment by the Town.
- The Town purchases road salt through the State salt purchasing program.
- The Town cooperates with Walworth County in the administration of the County zoning and shoreland zoning ordinances and has cooperated with the County on a number of planning efforts—including, most recently, the multi-jurisdictional comprehensive plan for Walworth County.
- While the Town does not have a public library of its own, through the County library tax, the Town supports the public libraries of other local units of government, which are available for use by Town residents.

County Government

Walworth County provides a range of services to local units of government and to County residents that individual local units of government may not be in a position to offer. Key County government departments and their services are described below:

- County Department of Health and Human Services: This Department provides essential services for County residents including public health services, disease control, and health education; mental health services; assistance for the aging; operation of the Lakeland Nursing Home; child/family services; and a transportation program for the elderly and those with special needs.
- County Sheriff's Department: The County Sheriff's Department provides a range of public safety services including patrol; investigation; operation of the County jail; county-wide dispatch (except for the Cities of Delavan, Lake Geneva, and Whitewater); and special services such as the Dive Team, S.W.A.T Team, and K-9 Unit. Eleven towns in the County rely entirely on the County Sheriff's department for police protection. The Sheriff's Department assists and supplements police departments in the five towns that operate their own departments (including the Town of East Troy) and in the County's cities and villages, upon request.
- County Public Works Department: The County Public Works Department carries out public-works related functions, including design, bid, construction, and payment responsibilities for all County capital projects; maintenance, salting, and plowing of the County trunk highway system and State highways within the County on a contract basis; operation and maintenance of the County's parks and trail; maintenance of all County-owned buildings, structures, and grounds; and sponsorship of programs for the safe disposal of hazardous waste and other items excluded from landfills.
- County Land Use and Resource Management Department: The County Land Use and Resource Management Department administers County ordinances related to land use and environmental protection and has planning responsibilities as well. Among its regulatory functions, the Department administers the Walworth County Zoning Ordinance throughout the unincorporated areas of the County, excluding areas subject to extraterritorial zoning; administers the Walworth County Shoreland Zoning Ordinance within shorelands in the unincorporated areas; administers the Walworth County Subdivision Control Ordinance throughout the unincorporated areas; administers the County Nonmetallic Mining Reclamation Ordinance throughout the County; administers the Walworth County Telecommunications Facilities Ordinance; and administers the Walworth County Stormwater Management, Construction Site Erosion, and Sediment Control Ordinance. The Department regulates private onsite wastewater treatment systems throughout the County.
- Lakeland School of Walworth County: Owned and operated by Walworth County on behalf of 15 school districts in the County, Lakeland School provides programs and facilities for students with special needs.

- Walworth County-UW Extension: The Walworth County-University of Wisconsin Extension extends the knowledge, research, and resources of the UW system to area residents. UW Extension provides educational programming in the areas of agriculture, horticulture, family living, nutrition, and youth development.
- Other County Offices: The County Clerk's office is the official record keeper for many basic County functions. The County Treasurer performs the statutory functions of County tax collector and financial depository. The County Coroner's office investigates all deaths in Walworth County, provides cause and manner of death determinations, and issues death certificates. The Clerk of Courts office maintains records of all documents filed with the County court; keeps a record of court proceedings; and collects, disburses, and reconciles monies related to court cases. The District Attorney's office represents the interests of the citizens of Walworth County in adult criminal and juvenile litigation and in many other areas mandated by the legislature. The Register of Deeds office maintains the official County repository for documents of significance to both the community as a whole and to individual citizens. The County Land Information Division is responsible for the modernization and maintenance of land records in Walworth County.

Other Countywide Organizations

- Walworth County Intergovernmental Cooperation Council: This Council was created on an interim basis by the Walworth County Board in December 2007 to promote cooperation among local units of government in the County. The chief elected officials from each city, village, and town in the County were invited to participate. In April 2008, Council members unanimously endorsed the continuation of the group. In June 2009, the County Board passed an ordinance establishing the Council on a permanent basis. Topics addressed at quarterly meetings to date include shared facilities, boundary agreements, and water supply issues.
- Walworth County Housing Authority: The Walworth County Housing Authority operates on a countywide basis, administering programs that assist lower income households, the elderly, and the disabled in obtaining affordable housing. The programs and activities of the Housing Authority are described in Chapter VII. A countywide housing authority is particularly important in a county like Walworth where many of the smaller communities may not be in a position to address housing-related issues on their own.
- Walworth County Economic Development Alliance: A private corporation funded by Walworth County, five communities in the County, and County businesses, the Walworth County Economic Development Alliance (WCEDA) promotes economic development within the County. WCEDA is involved in a range of business retention, expansion, and attraction activities (see Chapter X of this report).

School District

Nearly all of the Town of East Troy is part of the East Troy Community School District, a PK through grade 12 district, which serves the northeasterly area of Walworth County. The district operates five schools, all of which are located in the Village of East Troy.

Multi-County and Regional Agencies

- Lakeshores Library System: All of Walworth County, except the City of Whitewater, is part of the Lakeshores Library System, which also serves Racine County.
- Gateway Technical College: Gateway Technical College serves Kenosha, Racine, and Walworth Counties, with branches in each county. Students from the three counties may attend any facility for the same tuition.
- Tri-County Workforce Development Agency: This Board coordinates and sets overall policies for workforce investment system programs in Kenosha, Racine, and Walworth Counties. Actual program administration is done primarily through an employment center in each county. In Walworth County, the Walworth County Job Center connects people seeking employment with employers seeking workers, operating under the guidance of the Walworth County Workforce Development Board.

- Southeastern Wisconsin Regional Planning Commission: The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the advisory regional planning agency for the Southeastern Wisconsin Region, which, in addition to Walworth County, includes Kenosha, Milwaukee, Ozaukee, Racine, Washington, and Waukesha Counties. The Commission maintains a planning and engineering database for the Region; prepares long range plans intended to serve as a framework for the physical development of the Region; and serves as a center for the coordination of planning and plan implementation for the units and agencies of government in the Region. The Commission serves as the metropolitan planning organization for transportation in Southeastern Wisconsin and also functions as the regional water quality management planning agency.
- Milwaukee 7: The Milwaukee 7 is a council of representatives from seven counties in Southeastern Wisconsin created with the idea that a regional approach is important to fostering economic growth. The council seeks to coordinate business needs with workforce development and technical/university education; to help businesses plan for expansions or new locations; to identify clusters of industries well suited to the area; and to create jobs to retain more Wisconsin university and college graduates.

State of Wisconsin

- Wisconsin Department of Natural Resources: The Wisconsin Department of Natural Resources (WDNR) is responsible for implementing the laws of the State, and in some cases, the laws of the Federal government, that protect and enhance the natural resources of the State. The WDNR is responsible for coordinating many disciplines and programs intended to provide a clean environment and a full range of outdoor recreational opportunities. The WDNR administers grant programs for park acquisition and development, grants to improve water quality, and other grant programs.
- Wisconsin Department of Commerce: Among the many responsibilities of the Wisconsin Department of Commerce is the administration of regulations for private onsite wastewater treatment systems (POWTS) in Wisconsin. The Walworth County Land Use and Resource Management Department works with the Department of Commerce to implement those regulations in Walworth County.
- Wisconsin Department of Transportation: The Wisconsin Department of Transportation (WisDOT) administers a variety of State and Federal programs that enhance the transportation network within Walworth County. WisDOT administers the General Transportation Aids program which returns a portion of the money collected through fuel taxes and vehicle registration fees to county and local governments to help offset county and local road construction and maintenance costs. WisDOT maintains the Wisconsin Information System for Local Roads, a map-based database of road characteristics and conditions, accessible to local and county officials and staff.

Other Governmental Units

There are several types of “special purpose” units of government within the Town. These include the Town of East Troy Sanitary District No. 2, which facilitates the provision of sanitary sewer service to the Potter Lake area; the Town of East Troy Sanitary District No. 3, which facilitates the provision of public water supply service to a cluster of residential properties and other properties along CTH L near the Canadian National Railway; and the Lake Beulah Management District and Potter Lake Protection and Rehabilitation District, which carry out efforts to improve water quality for their respective lakes.

Potential Conflicts

Conflicts may occur between neighboring cities, villages, and towns as they prepare and implement their comprehensive plans. Cities and villages are authorized under State law to plan for areas beyond their corporate limits and they typically do.¹ City/village land use recommendations often differ from town land use

¹*Cities and villages are authorized to include in their comprehensive plans areas outside their boundaries judged to bear a relation to the development of the city or village.*

recommendations in areas where town and city/village plans overlap. For example, city/village plans may propose urban development and the extension of public facilities in areas which town plans recommend be retained in agricultural use or other rural use. Cities and villages typically annex their planned growth areas, leaving towns with a loss of area, reduced tax base, and a sense of frustration of not being able to see their town plan recommendations implemented.

There are inconsistencies between the Village of East Troy and Town of East Troy land use recommendations for certain areas of the Town. North of IH 43, the Village comprehensive plan recommends urban residential development and other urban development in certain Town of East Troy areas which the Town plan has designated for future rural residential use. South of IH 43, the Village of East Troy comprehensive plan recommends future business park/industrial development in certain Town of East Troy areas which the Town plan has designated for future rural residential use.

The Village of Rochester in Racine County abuts the Town of East Troy at the southeast corner of the Town. The current Village of Rochester was created from the consolidation of the former Town and Village of Rochester in 2008. The comprehensive plan for the Village of Rochester does not make land use recommendations for areas outside the Village.

Finally, as indicated in Chapter II of this report, the Town of East Troy and the Village of Mukwonago executed a boundary agreement in March 2005. The agreement provided for the dismissal of lawsuits in which the Town of East Troy had challenged certain annexations by the Village of Mukwonago. The agreement provides that the lands which were the subject of the lawsuit would remain part of the Village and, in addition, establishes a boundary detachment area consisting of lands currently in the Town that could be attached to the Village under certain circumstances. The boundary detachment areas are shown on Map II-3 in Chapter II. The text of the agreement specifies that it is the intent of the agreement to be permanent, but in no way shall the terms of the agreement be construed to be less than 30 years. The boundary agreement should help avoid land use conflicts between the Town of East Troy and the Village of Mukwonago in the years ahead.

Statutory Provisions for Boundary Agreements and Intergovernmental Cooperation

State law includes many provisions providing for intergovernmental cooperation among units of government on boundary agreements and other matters. Key statutory provisions are as follows:

- Section 66.0301—Intergovernmental Cooperation
This section provides broad authority for intergovernmental cooperation among local units of government with respect to the provision and receipt of services and the joint exercise of their power and duties. This section may also be used as the basis for boundary agreements between communities. However, boundary agreements made under this section cannot exceed a 10 year duration.
- Section 66.0307—Boundary Change Pursuant to Approved Cooperative Plan
This section of the statutes allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan, subject to oversight by the Wisconsin Department of Administration. The cooperative plan must identify any boundary change and any existing boundary that may not be changed; identify any conditions that must be met before a boundary change may occur; include a schedule indicating when a boundary change shall or may occur; and specify arrangements for the provision of services to the area covered by the plan. This section specifies that a plan shall be for a period of 10 years, except that the duration may be longer if approved by the Department of Administration. In practice, most agreements entered into under this section are for more than 10 years, and some are in perpetuity.
- Section 66.0305 Political Subdivision Revenue Sharing
This section authorizes the sharing of certain revenues among contiguous local units of government. An agreement entered into under this section may address other matters including services and municipal boundaries.

- Section 66.0225—Stipulated Boundary Agreements in Contested Boundary Actions

This section provides that boundaries may be established by a judicial order as part of the settlement of annexation litigation between abutting units of government. Boundaries are determined by mutual agreement of the municipalities concerned.

It should be noted that the boundary agreement between the Town of East Troy and the Village of Mukwonago is based upon authority provided under Section 66.0301 and Section 66.0225.

PART TWO: INTERGOVERNMENTAL COOPERATION GOAL, OBJECTIVES, POLICIES, AND PROGRAMS

Intergovernmental Cooperation Goal

- Increased cooperation between the Town, neighboring communities, and Walworth County.

Intergovernmental Cooperation Objectives

- Increased cooperation between the Town and neighboring communities in land use planning and decision-making.
- Increased cooperation between the Town and the County in land use planning and decision-making.
- Increased sharing of, or joint provision of, local public facilities, staff, and services by the Town and its neighboring communities.
- Increased consideration of the impacts of proposed developments on public school system facilities.

Intergovernmental Cooperation Policies and Programs

1. The Town is desirous of entering into a boundary agreement with its neighboring Village of East Troy that is beneficial to both the Town and the Village, as provided for under State statutes. In addition to future boundaries, such an agreement may address land use issues, sharing of utilities and services, and other matters of mutual concern.
2. The Town encourages its neighboring villages to involve the Town when considering actions that impact extraterritorial areas—sharing information with the Town and consulting with the Town on contemplated annexations and extraterritorial plat review matters.
3. The Town will remain open to additional cooperative efforts with its neighboring communities and Walworth County for the provision of public services and facilities where such efforts would lead to increased efficiency and cost-savings while maintaining the quality of the services provided.
4. The Town will continue to participate in the Walworth County Intergovernmental Cooperation Council. The Council provides a forum for local units of government in the County to meet and explore cooperative efforts to provide better and more cost-effective services. The Council enables cities, villages, and towns to inform each other of any planned new public facilities or changes in the arrangements for the provision of public services in their respective communities.
5. The Town will continue to cooperate with Walworth County in county-wide planning activities and in the administration of County zoning and other land use regulations.
6. The Town encourages the East Troy Community School District to consider the Town comprehensive plan—particularly the population projections and land use recommendations—as the District plans future school facilities and services.
7. The Town intends to keep the East Troy Community School District informed of proposed major residential developments that may significantly impact school enrollments; and, conversely, the Town encourages the School District to keep the Town informed of school facility planning activities.

Chapter XII

IMPLEMENTATION ELEMENT

INTRODUCTION

This chapter presents the implementation element of the multi-jurisdictional comprehensive plan for the Town of East Troy. The first section of this chapter presents the plan implementation goal and objectives. Subsequent sections deal with procedures for amending the plan and address the statutory requirements for the implementation element as set forth in the State comprehensive planning law.

PLAN IMPLEMENTATION GOAL AND OBJECTIVES

Plan Implementation Goal

- Maintenance of the comprehensive plan as a living document.

Plan Implementation Objectives

- Coordinated implementation of the various elements of the comprehensive plan.
- Integration of the comprehensive plan into the broad range of decision-making by the Town.
- Sufficient flexibility to accommodate needed amendments to the comprehensive plan without jeopardizing the basic structure or integrity of the plan.

CONSISTENCY AMONG PLAN ELEMENTS

The State comprehensive planning law requires that the implementation element describe how the various elements of the comprehensive plan shall be integrated and made consistent with the other elements of the plan. Integration of, and consistency among, the various plan elements was achieved through the process followed in preparing the comprehensive plan. Recognizing that there is considerable overlap between the various plan elements, every effort was made to ensure the internal consistency of the plan recommendations. All elements of the comprehensive plan were prepared under the guidance of, and closely reviewed by, the Town of East Troy Plan Commission. The plan was prepared with the assistance of the staff of the Regional Planning Commission, with great care given to consistency among the various plan elements. There are no known inconsistencies among the plan elements.

MECHANISM FOR MEASURING PROGRESS TOWARD ACHIEVING THE PLAN

The State comprehensive planning law requires that the implementation element include a mechanism for measuring progress toward achieving the plan. In this regard, the Town of East Troy intends to conduct a general review of the status of plan implementation five years after initial adoption of the plan. This review would focus on the status of the key recommendations of the comprehensive plan.

MAJOR UPDATE OF THE COMPREHENSIVE PLAN

The State comprehensive planning law requires that the implementation element include a process for updating the comprehensive plan, stipulating that it must be updated no less than once every 10 years. In this regard, the Town of East Troy intends to update the comprehensive plan at least once every 10 years, as required by State law.

PLAN AMENDMENTS

It is expected that there will be amendments to the Town comprehensive plan in response to changing needs and conditions in the coming years. Plan amendments could consist of changes to the land use plan map or changes to goals, objectives, policies, and programs set forth in the text of the plan. The Town intends to process proposed changes to its comprehensive plan in a manner that is consistent with the approach taken by Walworth County for processing proposed amendments to the multi-jurisdictional County comprehensive plan, as indicated below:

- In general, proposed amendments to the Town comprehensive plan will be considered on an annual basis.
- There will be an opportunity for amending the Town land use plan map at other times if the applicant demonstrates that the proposed amendment involves extraordinary circumstances for reasons affecting the public welfare. The Town Board would have to make a finding that the proposed amendment meets the “extraordinary circumstances” standard for the proposed amendment to proceed.

The Town will attempt to process plan amendments (other than those meeting the “extraordinary circumstances” standard) in keeping with the schedule for annual processing of amendments agreed upon by Walworth County and the 13 towns that participated in the County multi-jurisdictional comprehensive plan.

Under State comprehensive planning law, amendments to the comprehensive plan must follow the same procedures as those for initial adoption of the plan. Reference should be made to *Wisconsin Statutes* Section 66.1001(4) for details in this regard. The major steps in the amendment process are summarized below:

- An application for a plan amendment would be submitted to the Town for consideration by the Town Plan Commission.
- The Town Plan Commission would review the proposed amendment and make a recommendation on it to the Town Board. A recommendation supporting the amendment must be in the form of a resolution adopted by a majority vote of the Town Plan Commission.
- The Town would hold a public hearing on the proposed amendment preceded by a Class 1 notice published at least 30 days prior to the hearing.
- The Town Board would consider action on the amendment. An action to adopt the amendment must be in the form of an ordinance adopted by a majority vote of the Town Board.
- The Town would send a copy of the plan amendment to all adjacent local units of government and other parties listed in Section 66.1001(4)(b) and (e).

Completion of the foregoing steps would formally amend the Town comprehensive plan. Following adoption by the Town Board, the amendment(s) would be submitted to the Walworth County Zoning Agency, which would initiate the process of amending the County comprehensive plan to reflect the Town plan amendment(s).

CONSISTENCY BETWEEN THE COMPREHENSIVE PLAN AND LAND USE ORDINANCES

The State comprehensive planning law, as amended in 2010, requires that, beginning on January 1, 2010, the enactment or amendment of general zoning ordinances, official mapping ordinances, subdivision ordinances, and shoreland/wetland zoning ordinances need to be “consistent with” the local comprehensive plan. The law specifies that “consistent with” mean “furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan.”

As in the past, proposed rezones in the Town will generally be initiated at the request of the concerned property owner and would be considered by the Town at the time they are proposed. Town decisions on proposed rezones should be consistent with the land use plan and other elements of the comprehensive plan. The types of zoning districts that are considered to be consistent within the various land use plan categories are indicated in Chapter VI (“Land Use Element”) of this report.

As in the past, proposed land divisions would be considered by the Town at the time that they are proposed. Town decisions on proposed land divisions should be consistent with the comprehensive plan.

PLAN IMPLEMENTATION ACTIONS

The State comprehensive planning law requires that the implementation element include a compilation of actions to be completed in a stated sequence to implement the recommendations set forth in the other elements of the comprehensive plan. Each of the plan elements as presented in the preceding chapters of this report includes a list of policies and programs intended to implement the plan element goal and objectives.¹ Some of the policies and programs are more critical than others in terms of the timing of implementation. Policies and programs from previous chapters which should be considered as having the highest priority in implementing the comprehensive plan include the following:

- The Town will use its comprehensive plan as a basis for decision-making on proposed rezones, in carrying out its responsibilities under county-town zoning.
- The Town will use its comprehensive plan as a basis for decision-making on proposed land divisions.
- The Town will continue to pursue a boundary agreement with the Village of East Troy that is beneficial to both the Town and the Village, as provided for under State *Statutes*. In addition to future boundaries, such an agreement may address land use issues, sharing of utilities and services, and other matters of mutual concern.
- The Town encourages its neighboring villages to involve the Town when considering actions that impact extraterritorial areas—sharing information with the Town and consulting with the Town on contemplated annexations and extraterritorial plat review matters.
- The Town will remain open to additional cooperative efforts with its neighboring communities and Walworth County for the provision of public services and facilities where such efforts would lead to increased efficiency and cost-savings while maintaining the quality of the services provided.
- The Town will continue to participate in the Walworth County Intergovernmental Cooperation Council. The Council provides a forum for local units of government in the County to meet and explore cooperative efforts to provide better and more cost-effective services.

¹*Implementing policies and programs for the various elements of the comprehensive plan are set forth in the last section of each of the following chapters of this report: Chapter V, “Agricultural, Natural, and Cultural Resources Element;” Chapter VI, “Land Use Element;” Chapter VII, “Housing Element;” Chapter VIII, “Transportation Element;” Chapter IX, “Utilities and Community Facilities Element;” Chapter X, “Economic Development Element;” and Chapter XI, “Intergovernmental Cooperation Element.”*

- While the Town does not envision sponsoring housing programs of its own, the Town encourages the Walworth County Housing Authority and other housing agencies that operate on a countywide basis to continue their efforts to provide housing opportunities for those with special needs.
- The Town will continue to work with Walworth County and other communities in the County on countywide planning efforts such as the updates of the County farmland preservation plan and County park and open space plan.
- The Town intends to keep the East Troy Community School District informed of proposed major residential developments that may significantly impact school enrollments; and, conversely, the Town encourages the School District to keep the Town informed of school facility planning activities.

The foregoing recommendations have a direct bearing on the implementation of the comprehensive plan and should be acted upon as soon as reasonably possible following the adoption of the comprehensive plan, recognizing that some measures, like cooperative boundary agreements, can move forward only where neighboring communities are willing partners with the Town. Other plan policies and programs set forth in Chapters V through Chapter XII should be considered and implemented by the Town as appropriate in the years ahead, subject to available resources.

Chapter XIII

CONCLUSION

State law enacted in 1999, often referred to as the “Smart Growth” law, requires that county and local units of government that administer zoning, land division regulations, and official mapping prepare and adopt a comprehensive plan. The law requires that, beginning on January 1, 2010, the enactment or amendment of zoning ordinances, subdivision ordinances, and official mapping ordinances must be consistent with the comprehensive plan. The law requires that a comprehensive plan include nine elements and prescribes the general subject matter to be addressed in each element.

In response to the comprehensive planning requirements, Walworth County and 13 of its towns, including the Town of East Troy, agreed to participate in a multi-jurisdictional planning process which would result in a comprehensive plan that could be adopted by the County and each of the participating towns as its comprehensive plan. The multi-jurisdictional comprehensive plan was completed in 2009. It is published in SEWRPC Community Assistance Planning Report No. 288, *A Multi-Jurisdictional Comprehensive Plan for Walworth County: 2035*. The plan was adopted by each of the participating towns, including the Town of East Troy, in September 2009, and by Walworth County in November 2009.

In March 2010, the Town of East Troy entered into an agreement with the Regional Planning Commission for assistance in preparing a separate, freestanding local comprehensive plan report for the Town based upon the information developed as part of the multi-jurisdictional plan for Walworth County. This document—*A Comprehensive Plan for the Town of East Troy: 2035*—constitutes the resulting comprehensive plan report for the Town. It was prepared under the guidance of the Town of East Troy Plan Commission and Town Board. It was prepared in accordance with a public participation plan adopted by the East Troy Town Board as a supplement to the public participation plan that was followed in the preparation of the multi-jurisdictional plan, also adopted by the Town Board.

Following Chapter I, the introductory chapter, Chapters II and III of this report provide background information on relevant existing plans and ordinances and information on population, household, and employment trends and projections for the Town. Subsequent chapters present the required plan elements as follows: Chapter IV, “Issues and Opportunities Element;” Chapter V, “Agricultural, Natural, and Cultural Resources Element;” Chapter VI, “Land Use Element;” Chapter VII, “Housing Element;” Chapter VIII, “Transportation Element;” Chapter IX, “Utilities and Community Facilities Element;” Chapter X, “Economic Development Element;” Chapter XI, “Intergovernmental Cooperation Element;” and Chapter XII, “Implementation Element.” Each element includes a goal statement along with related policies and programs.

The comprehensive plan for the Town of East Troy presented in this report serves a number of functions. Most importantly, it provides a basis for decision-making on land use-related matters by Town officials. The very structure of the comprehensive plan as prescribed under the State planning law, including the nine required plan elements, seeks to ensure that such land use decision-making is truly broad-based in nature. The importance of the comprehensive plan as a basis for decision-making is reinforced by the provisions in the State planning law which require that the enactment or amendment of zoning ordinances, subdivision ordinances, and official mapping ordinances be consistent with the plan.

In addition, the comprehensive plan serves to increase the awareness and understanding of Town planning goals and objectives by landowners, developers, and other private interests. With an adopted comprehensive plan in place, private sector interests can proceed with greater assurance that proposals developed in accordance with the plan will receive required approvals.

ORDINANCE
AND
RESOLUTION

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ORDINANCE NO. 2010-34

AN ORDINANCE ADOPTING "A COMPREHENSIVE PLAN FOR THE TOWN OF EAST TROY: 2035"

The Town Board of the Town of East Troy, Walworth County, Wisconsin, does hereby ordain as follows:

1. Pursuant to Section 62.23, Section 61.35, and Section 60.22(3) of the Wisconsin Statutes, the Town of East Troy is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) ^{of} ~~for~~ the Wisconsin Statutes.

2. The Town Board of the Town of East Troy, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan, as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

3. That the Town of East Troy has cooperated with Walworth County and SEWRPC to prepare a multi-jurisdictional comprehensive plan for the County titled "A Multi-Jurisdictional Comprehensive Plan for Walworth County: 2035", and information specific to the Town of East Troy is set forth throughout that report. A comprehensive plan specific to the Town of East Troy was also prepared titled "A Comprehensive Plan for the Town of East Troy: 2035" and is dated October 8, 2010. This ordinance adopts the later comprehensive plan specific to the Town of East Troy.

4. The Town of East Troy Plan Commission, by a majority vote of the entire commission and recorded in its official minutes, has approved a resolution recommending to the Town Board the adoption of "A Comprehensive Plan for the Town of East Troy: 2035", containing all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

5. The Town Board has duly noticed and held at least one public hearing on the comprehensive plan being adopted herein, in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

Plan

6. That all changes to the draft comprehensive specific to the Town of East Troy as referenced above which resulted from the public hearing, if any, are attached hereto and incorporated herein by reference as Exhibit A.

7. The Town Board of the Town of East Troy's formal adoption of the comprehensive plan specific to the Town of East Troy is contingent upon the inclusion of, or reference within the plan, to the Official Map of the Town of East Troy which was adopted on November 12, 2007, and is adopted in recognition of the boundary agreement between the Village of Mukwonago and the Town of East Troy which is recorded in the Walworth County Register of Deeds Office.

8. The Town Board of the Town of East Troy, Wisconsin, does, by the enactment of this ordinance, and subject to the contingencies stated above, formally adopt the document titled, "A Comprehensive Plan for the Town of East Troy: 2035", pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes, as the Town of East Troy Comprehensive Plan which supplements, enhances, and compliments the Town Board's prior enactment of an ordinance adopting "A Multi-Jurisdictional Comprehensive Plan for Walworth County: 2035".

9. This ordinance shall take effect upon passage by a majority vote of the members of the Town Board and publication or posting as required by law.

Dated this 1 day of December, 2010.

TOWN OF EAST TROY

BY: Joseph Klarkowski
JOSEPH KLARKOWSKI, Chairman

ATTEST:
Kim M. Buchanan
KIM BUCHANAN, Clerk

EXHIBIT A (CHANGES TO DRAFT COMPREHENSIVE PLAN)

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**RESOLUTION 2010-11
TOWN OF EAST TROY PLAN COMMISSION
RESOLUTION ADOPTING A COMPREHENSIVE PLAN**

Whereas, the Town of East Troy, pursuant to Sections 62.23, 61.35, and 60.22(3) of the Wisconsin Statutes, has adopted Village powers and created a Town Plan Commission; and

Whereas, it is the duty and function of the Town Plan Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, to make and adopt a comprehensive (master) plan for the development of the Town, and to recommend that the Town Board adopt the comprehensive plan; and

Whereas, the Town has cooperated with Walworth County and SEWRPC to prepare a comprehensive plan for the Town of East Troy that will serve as the comprehensive plan for the Town of East Troy in conjunction with the multijurisdictional plan titled "A Multijurisdictional Comprehensive Plan for Walworth County: 2035", containing all maps, references and other descriptive materials to be the comprehensive (master) plan for the Town; and

Whereas, information specific to the Town is set forth throughout the multijurisdictional report referred to herein; and

Whereas, in accordance with Section 66.1001(2) of the Wisconsin Statutes, the comprehensive plan includes the following nine elements: Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation; and

Whereas, the Town Board adopted a Public Participation Plan for the comprehensive planning process as required by Section 66.1001(4)(d) of the Wisconsin Statutes and the Town has conducted meetings and other public participation activities during the course of development of the comprehensive plan; and

Whereas, the Town has duly noticed a public hearing on the comprehensive plan specific to the Town of East Troy as identified by title below and the Town Board held a public hearing following the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes; and

Whereas, the Town Planning Commission and the Town Board has previously approved the comprehensive (master) plan embodied in the report titled "A Multi-Jurisdictional Comprehensive Plan for Walworth County: 2035", after a duly noticed public hearing; and

Whereas, all changes to the comprehensive plan draft created specifically for the Town of East Troy, if any, are attached hereto and incorporated herein by reference as Exhibit A.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Sections 62.23(3)(b) and 66.1001(4)(b) of the Wisconsin Statutes, the Plan Commission of the Town of East Troy hereby approves the comprehensive (master) plan embodied in the report titled "A Comprehensive Plan for the Town of East Troy: 2035", dated October 8, 2010 and any changes in Exhibit A as the Town comprehensive plan.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Town Board enact an Ordinance adopting "A Comprehensive Plan for the Town of East Troy: 2035".

Adopted this 1st day of December, 2010.

Ayes 6 Noes 0 Absent 1

TOWN OF EAST TROY PLAN COMMISSION

BY:

Victor Kranitz
VICTOR KRANITZ, Plan Comm. Chair

ATTEST:

Kim M. Buchanan
KIM BUCHANAN, Clerk

**EXHIBIT A (CHANGES TO DRAFT TOWN OF EAST TROY COMPREHENSIVE
PLAN)**

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