

# 2030

# Comprehensive Community Plan



*Village of East Troy*

Recommended by Plan Commission: July 14, 2008

Adopted by Village Board: June 1, 2009



PLAN COMMISSION RESOLUTION 2008-01

ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN  
FOR THE VILLAGE OF EAST TROY IN WALWORTH COUNTY, WISCONSIN

WHEREAS, Section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and section 66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, The Village of East Troy Plan Commission has the authority to recommend that the Village Board adopt a "comprehensive plan" under section 66.1001(4)(b); and

WHEREAS, The Village has prepared the attached document, titled VILLAGE OF EAST TROY 2030 COMPREHENSIVE COMMUNITY PLAN, containing all maps and other descriptive materials, to be the comprehensive plan for the Village under section 66.1001, Wisconsin Statutes; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the Village of East Troy hereby adopts the attached VILLAGE OF EAST TROY 2030 COMPREHENSIVE COMMUNITY PLAN as the Village's comprehensive plan under section 66.1001(4), Wisconsin Statutes; and

BE IT FURTHER RESOLVED that the Secretary of the Plan Commission certifies a copy of the attached Comprehensive Plan to the Village Board; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that, following a public hearing, the Village Board adopt an ordinance to constitute official Village approval of the VILLAGE OF EAST TROY 2030 COMPREHENSIVE COMMUNITY PLAN as the Village's comprehensive plan under section 66.1001, Wisconsin Statutes.

Adopted this 14<sup>th</sup> day of July, 2008.



William R. Loesch,  
Plan Commission Chair

ATTEST:



Linda Cervero,

Recording Secretary



## Acknowledgements

### Comprehensive Planning Committee

William J. Joas, Trustee  
Mary Hubbard-Nugent, Trustee  
Daniel Donegan, Plan Commissioner  
Keith Brightman  
Jason Tess  
Mary Nicoson  
Terry Larson  
David Allen  
Jim Holm  
Jeffrey Purnell  
Robert Spence

### Village Board

William Loesch, President  
John Alexander  
Fred Douglass  
William J. Joas  
Randy Timms  
Dustan Stanford  
Mary Hubbard-Nugent

### Planning and Design Assistance by

CRISPELL-SNYDER, INC.  
700 Geneva Parkway  
Lake Geneva, WI 53147  
262 348 5600 ph  
262 348 9979 fx  
planning@crispell-snyder.com



### Plan Commission

William Loesch, President  
Randy Timms, Trustee  
Ed Arendt  
Daniel Donegan  
David Haines  
Ted Zess  
Ken Anderson

### Village Staff

Judy Weter, Village Administrator  
Linda Cervero, Deputy Clerk-Treasurer  
Tom Rossmiller, Director of Public Works  
Vicki Muszynski, Director of Parks & Recreation

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# Introduction

## Authority

As part of the state’s 1999-2000 biennial budget, Governor Thompson signed into law what is referred to as the “Smart Growth” legislation (1999 Wisconsin Act 9). This comprehensive plan is being prepared under comprehensive planning legislation contained in §66.1001, Wisconsin Statutes.

The planning law does not mandate how a local community should grow, rather it requires public participation at the local level in deciding how a community wants to look and grow in the future. Moreover, the state set forth fourteen comprehensive planning goals as a benchmark for local governmental units that are preparing these state-mandated plans. And finally, local governmental units are required to adopt and implement a comprehensive plan, as defined in the legislation, by January 1, 2010, in order to carry out any action that affects land use.

The State of Wisconsin’s comprehensive planning legislation describes how a comprehensive plan must be developed and adopted. After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing. Any program or action undertaken by the village after 2010 that affects land use will have to be consistent with this plan. These programs or actions include zoning and subdivision ordinances and official mapping.

## Purpose of this Plan

Although this plan has been prepared and adopted in 2009 to meet the state requirements for comprehensive plans, it is much more than that. It is a statement reflecting community pride and how residents want to manage growth and development in the future. It will help elected officials make decisions that reflect the short- and long-term wishes of the community. It will help prioritize the village’s human and financial resources so it can provide the necessary public infrastructure and amenities needed to maintain a high quality of life. It will also help to foster a sustainable economy that is in keeping with its rural, small-town character.

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

The purpose of this plan is to help guide local decision-making by

- Identifying areas appropriate for development, redevelopment, and preservation over the next twenty years;
- Recommending types of land use for specific areas in the village;
- Identifying needed transportation and community facilities to serve the village's growing population;
- Providing detailed strategies to implement recommendations.

The plan is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents background information on the element it is addressing (e.g., Transportation, Land Use, Economic Development, etc.) and then presents an outline of the village's goals, objectives, and policies for that element. These documented policies are the basis for the recommendations that are presented at the end of each chapter. The final chapter of the document (Implementation) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this plan become a reality.

## Planning Process

In addition to providing sound public policy guidance, a comprehensive plan should also incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. An extensive process of citizen review and approval was critical to the planning process. This includes not only formal requirements outlined in S66.1001, but also more informal mechanisms such as public workshops and meetings.

The Board of Trustees adopted the public participation plan (Resolution #2008-6) to ensure that this plan accurately reflects the vision, goals, and values of its residents. This public participation plan (found in Appendix A) reflects the dedicated commitment of East Troy's Comprehensive Plan Steering Committee, Board of Trustees, Plan Commission, and village staff to continue to incorporate input from local citizens, businesses, community and special interest groups, and representatives from neighboring jurisdictions throughout the planning process. Due to this extensive public participation process, the recommendations of this plan are generally consistent with other adopted local and regional plans, long-standing state and regional policies, and sound planning practices.

## General Regional Context

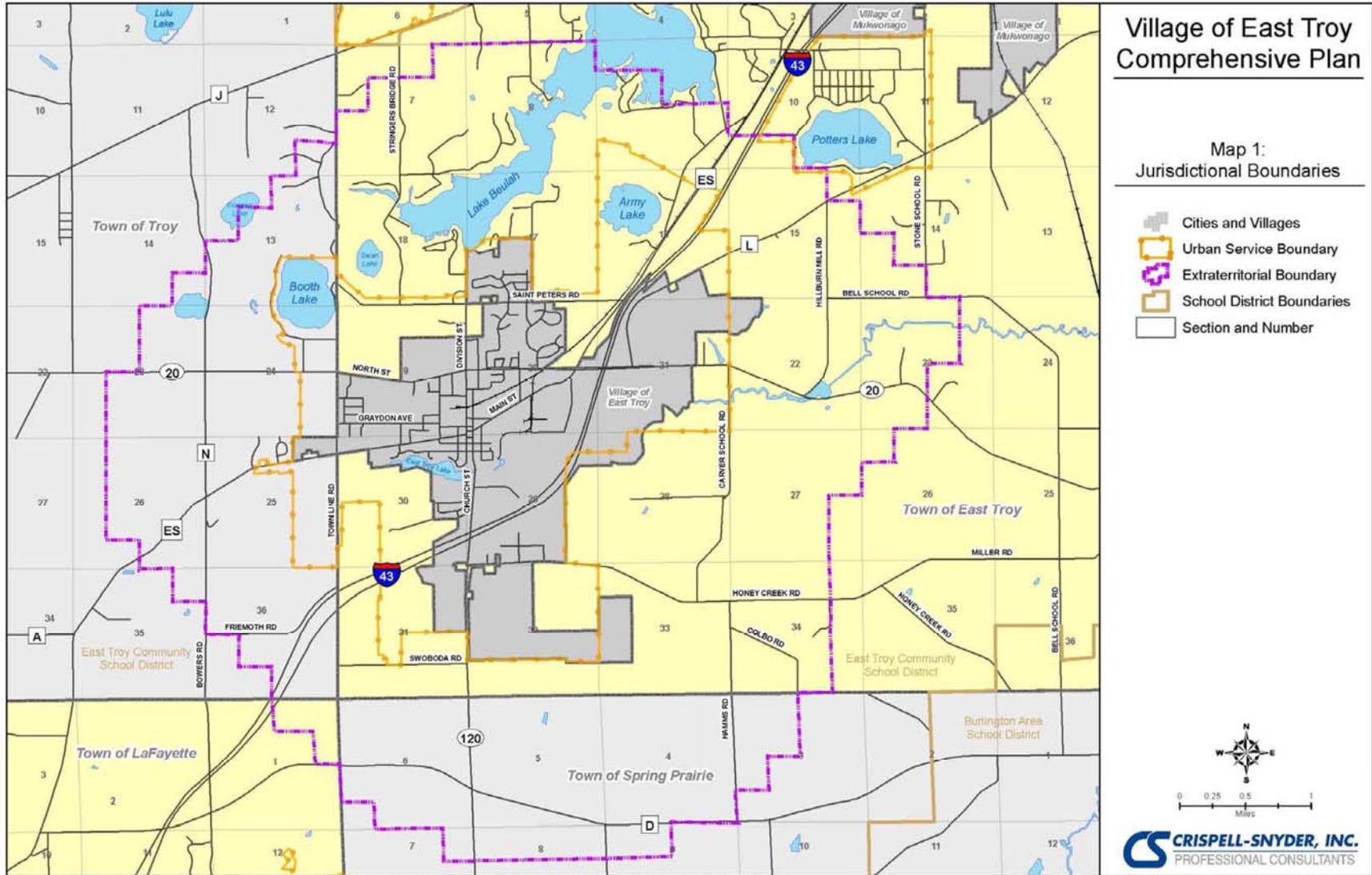
The Village of East Troy is located in northeastern Walworth County, along Interstate 43 between Milwaukee and lake resort communities such as Lake Geneva. The area is characterized by the natural features of the last Ice Age; Kettle Moraine State Forest lies to the northeast and numerous lakes and other geologic features dot the landscape. While the village is a small, stand-alone community, it is ideally situated at the periphery of the greater Milwaukee Area commuter shed and connections between the village and the urbanizing areas to the northeast have grown stronger since the establishment of the I-43 Interstate Highway. The combination of excellent regional access and abundant local natural amenities makes the Village of East Troy and the surrounding area an attractive place to live and work, and presents opportunities for economic development. Waukesha County to the north has been one of the fastest growing counties in Wisconsin for decades, and Walworth County was among the fastest growing counties in the state for the last decade. Due to the continued growth of the Milwaukee metropolitan area and its suburbs, the village faces increasing challenges to preserve its character while capitalizing on the opportunities provided by development in the region. The Village of East Troy Comprehensive Plan will serve as an important tool to help the village guide future planning and development and to take advantage of the many local and regional economic opportunities that surround the community.

## Selection of the Planning Area

The planning area primarily includes the village's corporate limits and unincorporated areas within the village's 1.5-mile extraterritorial jurisdiction (ETJ). Map 1 depicts the Village of East Troy's municipal boundaries and extraterritorial jurisdiction and also identifies the surrounding/overlapping jurisdictions.

The purpose of extraterritorial jurisdiction is to help cities and villages influence the development pattern of areas outside the city/village boundaries that will probably be annexed to the city or village. In addition, it helps cities and villages protect land use near its boundaries from conflicting uses outside the city/village limits. Within the ETJ, state statutes enable the Village of East Troy to plan for those areas that bear relation to the village's development, review subdivisions, enact extraterritorial zoning, and implement an official map. The ETJ expands automatically as annexations occur, hence the need for this plan to consider and make recommendations for the area located beyond the current ETJ limits.

Map 1: Jurisdictional Boundaries



# Chapter One: Issues and Opportunities

The entire process of preparing a comprehensive plan is designed to identify and address issues and opportunities. Quite often issues and opportunities are readily evident, while others may not be apparent until data is collected, reviewed and shared with others and a dialogue begins. The importance of identifying issues and opportunities becomes evident when one reviews the goals and objectives contained in this plan. For each issue or opportunity identified, one or more goals and objectives are included to address the situation. By including corresponding background information, the reason for including the goal or objective will not be lost. Likewise, goals and objectives will not be included that are not grounded in an issue or opportunity facing the community. To identify the issues and opportunities that would guide the formation of this plan, a number of methods were employed.

This chapter of the plan contains pertinent demographic trends and background information for the village. This information provides an understanding of many of the trends currently influencing growth and development in the Village of East Troy. This chapter includes population, household, employment, age distribution, education and income characteristics. It also includes a section on overall goals, objectives, policies and programs to guide the future preservation and development in the village over the 20-year planning period. Data used in this chapter is from the 2000 U.S. Census of Population and Housing, and the Wisconsin Department of Administration.

## Population Trends

From 1990 to 2000, the Village of East Troy experienced a high rate of population growth. Table 1 compares the Village of East Troy's population trends over the past thirty years with several neighboring and comparable communities and Walworth County. Table 2 focuses on the population change experienced from 1990 to 2000. As illustrated, East Troy experienced a 34 percent increase in population. In contrast, the towns that surround East Troy experienced moderate increases while Walworth County as a whole grew at a rapid, but somewhat lower at 25 percent. The relatively slow growth of the adjacent towns is in part due to the fact that the many desirable areas have already been developed as rural residences and the fact that environmental concerns and subsequent restrictions have made it increasingly difficult to develop these areas further.

Table 1: Population Trends, 1970 - 2005

	1970	1980	1990	2000	2005*
<b>Village of East Troy</b>	<b>1,711</b>	<b>2,385</b>	<b>2,664</b>	<b>3,564</b>	<b>4,224</b>
Town of East Troy	2,743	3,583	3,687	3,830	3,904
Town of Troy	1,265	1,794	2,051	2,328	2,489
City of Delavan	5,526	5,684	6,073	7,956	8,370
City of Elkhorn	3,992	4,605	5,337	7,305	9,021
<b>Walworth County</b>	<b>63,444</b>	<b>71,507</b>	<b>75,000</b>	<b>93,759</b>	<b>99,844</b>
Village of Mukwonago	2,367	4,014	4,457	6,162	6,857
Village of Waterford	1,922	2,051	2,431	4,048	4,828
Village of Palmyra	NA	1,515	1,540	1,766	1,763

\*Population estimate, U.S. Census Bureau, 2005  
Source: U.S. Census Bureau

Table 2: Population Change, 1990 - 2000

	Population		Numeric Change	Total	Annual Rate of Change
	1990	2000		Percent Change	
<b>Village of East Troy</b>	<b>2,664</b>	<b>3,564</b>	<b>+900</b>	<b>+33.8%</b>	
Town of East Troy	3,687	3,830	143	3.88%	
Town of Troy	2,051	2,328	277	13.50%	
City of Delavan	6,073	7,956	1883	31.00%	
City of Elkhorn	5,337	7,305	1968	36.88%	
<b>Walworth County</b>	<b>75,000</b>	<b>93,759</b>	<b>18,759</b>	<b>25.00%</b>	
Village of Mukwonago	4,457	6,162	1,705	38.25%	
Village of Waterford	2,431	4,048	1,617	66.52%	
Village of Palmyra	1,539	1,766	227	14.75%	
<b>Wisconsin</b>	<b>4,891,769</b>	<b>5,363,675</b>	<b>471,906</b>	<b>9.65%</b>	<b>0.93%</b>

Source: US Census of Population and Housing (\*2000 counts included institutionalized persons)

It is notable that the Village of Mukwonago to the north and the Village of Waterford to the southeast experienced even higher rates of growth than the Village of East Troy. Both of these communities are “next” in the development path extending from the Milwaukee metropolitan area. This may foreshadow things to come in the Village of East Troy’s future.

Table 3 compares the ages of the residents in the village during 1990 and 2000. This Table clearly illustrates the changes—as well as the consistency—between age cohorts. We see an increase in the number of residents in the 25 to 44 years old age bracket with a corresponding increase in school aged children. Moreover, the number of residents over the age of 44 increased significantly (over 500 persons), but it only reflects a 3 percent change from 1990. However, persons over the age of forty-four now account for one-half of the total community population.

The data suggests that the village is a desirable community to raise families. This may be due to the small-town atmosphere, the quality of the school systems, and/or the affordability of day-to-day living. Also, with one-third of the 2000 population over the age of 44, this group is at—or very near—retirement age. The village has remained an ideal place for people to retire. Again, this may be due to the small-town charm and affordability for retirees.

**Population Forecasts**

The Village of East Troy’s estimated 2005 population was 4,224 residents according to the U.S. Census Bureau, indicating continued high rates of growth. Table 4 illustrates the Department of Administration’s projected populations for the village and other communities in five-year increments through the year 2025. Based upon these forecasts, the Village of East Troy’s population will be 4,641 by the year 2015 and 5,204 by the year 2025, reflecting a substantial growth rate (roughly 19 percent over the next ten years).

It should be noted that the village’s actual rate of growth over the last ten years has exceeded previous DOA projections by a substantial margin. For example, the village’s 2000 Comprehensive Land Use Plan used Department of Administration population projections to forecast growth out to 2020. At that time, DOA’s 2000 projected population for the year 2015 was 3,872. Current DOA estimates indicate that the village exceeded this projection in only five years.

The Village of East Troy may have grown faster than the DOA projections because of any number of trends including: the national boom in residential development over the last decade; the

Table 3: Age of Population, 1990 and 2000

Age Group*	1990		2000	
	Persons	Percent	Persons	Percent
Under 5	202	7.6	283	7.9
5 to 9 years	200	7.5	280	7.9
10 to 14 years	229	8.6	281	7.9
15 to 19 years	171	6.4	226	6.3
20 to 24 years	148	5.6	177	5.0
25 to 34 years	476	17.9	543	15.2
35 to 44 years	416	15.6	607	17.0
45 to 54 years	235	8.8	444	12.5
55 to 59 years	92	3.5	138	3.9
60 to 64 years	96	3.6	112	3.1
65 to 74 years	199	7.5	208	5.8
75 to 84 years	148	5.6	196	5.5
85 years and older	52	2.0	69	1.9
Total	2,664	100.0	3,564	100.0

Source: US Census of Population and Housing (Summary Tape File 3A)

Note: \*The reported age ranges were modified in the 2000 Census.

Table 4: Department of Administration Population Projections

	2000	2006*	2010	2015	2020	2025
<b>Village of East Troy</b>	<b>3,564</b>	<b>4,187</b>	<b>4,242</b>	<b>4,641</b>	<b>4,979</b>	<b>5,204</b>
Town of East Troy	3,830	3,911	3,775	3,835	3,852	3,794
Town of Troy	2,328	2,409	2,408	2,492	2,546	2,548
City of Delavan	7,956	8,401	8,737	9,269	9,688	9,898
City of Elkhorn	7,305	9,080	8,661	9,462	10,140	10,588
<b>Walworth County</b>	<b>93,759</b>	<b>101,007</b>	<b>100,634</b>	<b>106,588</b>	<b>111,237</b>	<b>113,506</b>
Village of Mukwonago	6,162	6,815	6,839	7,131	7,422	7,770
Village of Waterford	4,048	4,754	4,930	5,380	5,825	6,261
Village of Palmyra	1,766	1,753	1,884	1,939	1,996	2,055

Source: U.S. Census Bureau, 2000; Wisconsin Department of Administration, 2006

\* Population estimate, Wisconsin Department of Administration, 2006

Table 5: Village Population Projections Based on 1980-2005 Growth Trend

	2000*	2005**	2010	2015	2020	2025	2030
<b>Village of East Troy</b>	<b>3,564</b>	<b>3,902</b>	<b>4,306</b>	<b>4,751</b>	<b>5,243</b>	<b>5,785</b>	<b>6,384</b>

village’s location within commuting range of many employment centers yet far enough to offer relatively affordable housing; the small community environment; the decreasing amount of land available for development in nearby communities; and/or greater restrictions on development in Waukesha County. Some of these factors may continue to create greater pressure for village growth, while other factors may become less important.

The population projection in Table 5 is based on the village’s average compounded rate of growth for the last twenty-five years (1980 – 2005). Compounding the average annual rate of growth over this longer period, the projection avoids distortions caused by short term upturns or down turns in growth. Therefore, this plan assumes that population will grow in accordance with the projection in Table 5 and will reach 6,384 by 2030. This number is greater than the State of Wisconsin’s projection and consequently those found in the village’s 1999 Recreation Plan and 2000 Comprehensive Plan.

**Demographic Trends**

**Age and Gender Distribution**

The Village of East Troy’s age and gender distribution from the 2000 U.S. Census is presented in Table 6. These data suggest that the Village of East Troy’s population is considerably younger than many of the surrounding towns, similar in age to other area villages, and slightly older than nearby cities. Compared with most of the communities selected, the village has higher numbers of both minors and seniors. Moreover, the proportion of residents over the age of 65 actually decreased from 15 percent in 1990 to 13.3 percent in 2000, while the absolute number of residents over the age of 65 increased from 399 to 473 between 1990 and 2000. The decrease in percentage of seniors to the entire population may be partly attributable to an even more rapid increase in working age individuals and children. Nevertheless, a decreasing percentage of elderly residents at a time when the population as a whole is aging suggests that at least some persons over the age of 65 either move elsewhere upon retirement or have passed.

**Education Attainment**

Educational attainment is one variable that is used to assess a community’s labor force potential. According to U.S. Census data, 86.1 percent of the village’s population ages 25 and older have attained a high school degree or higher. This is lower than adjacent towns, area villages, and Walworth County (88.5 percent), but higher than nearby cities. The village’s percentage of population with high school diplomas and higher is also higher than the average for the State of

Table 6: Age and Gender Distribution, 2000

	Median Age	% Under 18	% over 65	% Female	% Under 5
<b>Village of East Troy</b>	34.9	27.9	13.3	51.4	7.9
Town of East Troy	39.8	24.2	10.6	49.0	5.5
Town of Troy	39.3	25.8	10.8	49.2	5.5
City of Delavan	32.6	29.0	12.5	51.2	7.8
City of Elkhorn	33.5	28.0	12.8	52.3	7.5
<b>Walworth County</b>	35.1	24.2	12.7	50.3	5.9
Village of Mukwonago	33.9	25.5	10.9	51.2	7.0
Village of Waterford	35.4	28.4	12.1	50.7	7.5
Village of Palmyra	34.9	27.1	11.5	51.1	6.7

Source: U.S. Census Bureau, 2000

Table 7: Educational Attainment of Persons 25 Years and Over, 2000

Highest Educational Level Attained	Village of East Troy		Walworth County	WI
	Persons	Percent	Percent	Percent
Not a High School Graduate	321	13.8	15.8	15.0
High School Graduate (including equivalency)	808	34.9	33.5	34.6
Some College, no degree	559	24.1	22.1	20.6
Associate Degree	224	9.7	6.8	7.5
Bachelor’s Degree	327	14.1	15.0	15.3
Graduate or Professional Degree	77	3.3	6.8	7.2
<b>Total</b>	<b>2,316</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: US Census of Population and Housing (Summary Tape File 3A)

Note: The percent column may not add up to 100 due to rounding.

Table 8: High School Graduates, 2000

	High School Graduates	Bachelor’s Degree or Higher
<b>Village of East Troy</b>	<b>86.1%</b>	<b>17.4%</b>
Town of East Troy	89.7	22.8
Town of Troy	87.6	19.6
City of Delavan	75.5	18.8
City of Elkhorn	79.4	19.4
<b>Walworth County</b>	<b>84.2%</b>	<b>21.8%</b>
Village of Mukwonago (Waukesha County)	88.7	24.2
Village of Waterford (Racine County)	87.1	21.6
Village of Palmyra (Jefferson County)	82.0	9.4

Source: U.S. Census Bureau, 2000

Wisconsin (85.1 percent). Additionally, the percentage of persons in East Troy over the age of 25 with a 4-year college degree is lower than most of the surrounding communities. The relatively lower levels of educational attainment compared with other area communities may correlate with the facts that the village has a higher number of seniors than many area communities, and reflects the fact that a somewhat higher percentage of the labor force is in manufacturing and other trades requiring technical rather than university post-secondary education.

**Income and Labor Data**

Table 9 presents income and labor characteristics for the Village of East Troy and the surrounding communities. According to 2000 U.S. Census data, the village’s median household income was \$48,397. This is similar to the median household income reported for Walworth County (\$48,656). The village’s per capita income was \$21,590 which is slightly lower than the average for most surrounding municipalities and the county, but may reflect the relatively high number of dependent children and relatively low income retirees, since the per capita income is defined as the total personal income divided by the total population.

A community’s labor force is the portion of the population—over the age of sixteen—that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 U.S. Census data, nearly three-quarters of village residents aged 16 and older were in the labor force. The percentage of the village’s labor force employed by sector in 2000 is shown in Table 10. Nearly one third of the labor force was employed in the Manufacturing sector. Educational, Health, and Social Services sector and Retail Trade are the next largest. Nearly 60 percent of all employment is concentrated in these three sectors.

**Household Characteristics**

Tables 11 and 12 present housing characteristics for the Village of East Troy as compared with several surrounding communities and Walworth County. A household, as defined by the U.S. Department of the Census, “includes all the people who occupy a housing unit as their usual place of residence.” A housing unit is defined as “a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.”

Table 9: Income and Labor Characteristics, 2000

	Median Household Income	Per Capita Income	Percent in Labor Force	Percent Unemployed
<b>Village of East Troy</b>	\$48,397	\$21,590	73.0	1.7
Town of East Troy	\$61,486	\$30,461	75.9	2.4
Town of Troy	\$57,604	\$24,200	70.7	2.5
City of Delavan	\$42,551	\$17,624	68.8	4.3
City of Elkhorn	\$38,395	\$20,003	75.3	3.3
<b>Walworth County</b>	\$46,274	\$21,229	70.4	3.7
Village of Mukwonago (Waukesha County)	\$56,250	\$23,993	77.9	2.3
Village of Waterford (Racine County)	\$55,804	\$22,741	71.9	4.0
Village of Palmyra (Jefferson County)	\$45,521	\$19,849	70.3	3.3

Source: U.S. Census Bureau, 2000

Table 10: Occupational Groups, 2000

Occupational Group	% of Labor Force
Manufacturing	31.3
Educational, health, and social services	13.9
Retail trade	13.3
Finance, insurance, real estate, rental, and leasing	3.3
Professional, scientific, management, administrative, and waste management services	3.0
Arts, entertainment, recreation, accommodation, and food services	5.0
Transportation, warehousing, and utilities	7.8
Construction	6.2
Other services (except public administration)	5.8
Wholesale trade	4.0
Information	3.6
Public Administration	2.6
Agriculture, forestry, fishing, hunting, and mining	0.0

Source: U.S. Census Bureau, 2000

In 2000, the Village of East Troy’s household size was fairly representative of household sizes in both the immediate area and Walworth County as a whole. The village also had a representative percentage of single-occupant households. Single person households represented 22.6 percent of the village’s total, slightly lower than Walworth County’s percentage (24.7 percent), significantly lower than the percentage in the two comparison cities (25 and 26.6 percent) and similar to that of the other villages listed. The village’s average household size has decreased from 2.65 persons in 1990 to 2.60 in 2000. As household sizes decrease, more housing units will be needed to meet the housing demands. They may also indicate that there is a need for housing choices for single wage earners, dual-income/no kids (DINK) households, and empty-nester households. More information on the village’s housing characteristics is provided in Chapter Six: Housing and Neighborhood Development.

Table 13 shows a household projection for the village through the year 2030, which was calculated using the population projection from Table 5, and projected changes in household size. According to DOA figures, average household size in East Troy remained virtually unchanged between 2000 and 2005. Although trends in the society at large indicate that average household size is decreasing, these trends appear to be counteracted locally by a continued increase in families with children and a relatively smaller share of senior single person households. Therefore for the purposes of this analysis, it is estimated that household size will remain essentially unchanged throughout the planning period (2.60 persons per household). Based upon these projections, the village will have 2,445 households in 2030, or an additional 1,095 households more than in 2000.

For planning purposes, household projections can be used to estimate demand for additional housing units. Housing demand will be influenced not only by the number and size of households, but also household composition. Demographic trends toward later marriage, fewer children, more “empty nester” couples and more seniors with a range of housing needs are likely to continue, and housing affordable to a range of incomes will also likely be necessary to serve a diversifying economic base.

According to data from the 2000 U.S. Census, 51 percent of village households had incomes between \$35,000 and \$75,000 compared to 42 percent for Walworth County and 40 percent for the state (Table 14). Correspondingly, when compared to the county and state, the village had as a proportion significantly fewer people making less than \$25,000.

The median household income in the village was substantially higher than the state, and slightly greater than the county. However, the village’s per capita income was only slightly higher when compared to the county and the state (Table 15). Per capita income is the total income of a

Table 11: Housing Characteristic Comparisons, 2000

	Total Housing Units	Total Households	Average Household Size	Average Assessed Value**	Median Rent
<b>Village of East Troy</b>	1,396	1,350	2.60	\$177,464	\$564
Town of East Troy	1,753	1,427	2.67	\$322,190	\$703
Town of Troy	903	837	2.75	\$236,494	\$513
City of Delavan	3,215	2,931	2.68	\$133,266	\$585
City of Elkhorn	3,014	2,919	2.48	\$156,852	\$610
<b>Walworth County</b>	43,783	34,522	2.57	\$227,154	\$588
Village of Mukwonago	2,502	2,392	2.54	\$213,430	\$669
Village of Waterford	1,628	1,561	2.59	\$166,909	\$774
Village of Palmyra	725	689	2.56	\$136,704	\$563

Source: U.S. Census Bureau, 2000 (American Fact Finder DP-1 "General Characteristics" statistics)

Table 12: Housing Occupancy Characteristic Comparisons, 2000

	Single Person Household	Vacant	Owner Occupied	Single Family Units
<b>Village of East Troy</b>	305	46	963	893
Town of East Troy	248	326	1266	1697
Town of Troy	134	67	747	777
City of Delavan	781	284	1605	1757
City of Elkhorn	832	95	1559	1562
<b>Walworth County</b>	8522	9261	23,848	32,630
Village of Mukwonago	544	110	1516	1619
Village of Waterford	342	67	1035	1032
Village of Palmyra	169	36	466	474

Source: U.S. Department of the Census, 2000(American Fact Finder DP-1 "General Characteristics")

Table 13: Household Projections, 2005-2030

	2000 <sup>1</sup>	2005 <sup>2</sup>	2010	2015	2020	2025	2030	Total
Compounded Projection	1,350	1,503	1,656	1,827	2,017	2,225	2,445	1,095

<sup>1</sup>US Census Bureau, 2000

<sup>2</sup>Wisconsin Department of Administration, 2005

<sup>3</sup>Derived by dividing the compound population projections (see Table 3 by the estimated average household size for 2005.

geographic area divided by the number of people in that area, and it is a generally accepted means of measuring a community’s standard of living. Obviously, the proximity of the village to the Milwaukee and Waukesha areas is evident with the homogeneous demographic characteristics (e.g., age, education, etc.) and the relative abundance of good, high-paying jobs.

Finally, only about 32 percent of the households in the village are considered low and moderate income based on the household income and family size criteria established by the U.S. Department of Housing and Urban Development (HUD).

**Results of Public Participation Efforts**

**Community Vision Workshop**

On February 7, 2007, the village hosted a Vision Workshop at the East Troy Area Middle School. The workshop provided all in attendance with an opportunity to participate in a number of exercises designed to express their concerns and ideas about the future of the community and create a vision for the village’s future. Nearly eighty individuals attended the event, and attendees included village residents and residents of nearby towns. The following is a summary of “Key Values and Trends”, “Land Use Mapping”, “Top Priorities” exercise.

*Key Values, Threats, and Trends Exercise.* In order to help create a statement summarizing the broad vision for the village and to assist the community in identifying Goals for each of the elements in the comprehensive plan, workshop participants were asked to identify aspects of the community they most value as well as top threats/challenges and top assets and opportunities. The results are summarized below.

Top values included: small-town character, safety, local history and heritage, rural community, good education system, and an attractive environment. Top Threats and Challenges included unplanned growth, environmental concerns, quality of development, adequate public infrastructure and services, and development of new community services such as the library and a community center. Key assets and opportunities included access to I-43, schools, cultural resources, potential for a variety of business, industry, and employment, good labor pool, and the area’s natural resources and conservation ethic.

Table 14: Household Income, 1999

Income	Village of East Troy		Walworth County	Wisconsin
	Households	Percent	Percent	Percent
Less than 10,000	35	2.6	6.1	7.1
10,000-14,999	59	4.3	5.9	5.8
15,000-24,999	159	11.6	11.3	12.7
25,000-34,999	167	12.2	12.9	13.2
35,000-49,999	295	21.5	18.1	18.1
50,000-74,999	405	29.5	24.1	22.7
75,000-99,999	160	11.7	11.6	10.9
100,000-149,999	58	4.2	6.9	6.4
150,000-199,999	7	0.5	1.6	1.5
200,000-or more	26	1.9	1.5	1.5

Source: US Census of Population and Housing (Summary Tape File 3A)

Note: The percent column may not add up to 100 due to rounding.

Table 15: Median Household Income and Per Capita Income, 2000

	East Troy	Walworth Co.	Wisconsin
Median Household Income	\$48,397	\$46,274	\$43,791
Per Capita Income	\$21,590	\$21,229	\$21,271

Source: US Census of Population and Housing (Summary Tape File 3A)

*Land Use Mapping Exercise.* The Community Vision Workshop also provided an opportunity for participants to identify locations of concern and preferred locations for various types of development within and around the village. Recommendations included the following:

- Preserve agricultural lands and open space not needed to accommodate current rates of growth. Preserve natural areas and environmental corridors, particularly around East Troy Pond, Swan Lake, Pickerel Lake, and the area east of Booth Lake.
- Improve safety around the Village Square.
- Improve traffic circulation and safety near the schools, and the intersections of Townline Road and Hwy 20, Main Street.
- Create bike/pedestrian routes throughout the village along major streets and highways and environmental corridors
- Consider a Highway 20 bypass south of the village stretching from the Airport south to Carver Road and Swoboda Roads, across I-43, and northward along or near County Highway N.
- Consider the construction of a new community center or library.
- Recommendations for future school and park sites.
- Development of new single family housing with a range of types. Generally, larger lots (20,000 square feet +) were recommended for the northern area near the lakes, with smaller lots (10,000 square feet +) dominating elsewhere.
- Preserve Cobblestone Building and work to revitalize the Village Square as a whole, while maintaining the historic character.
- Development of new commercial and industrial areas.

*Top Priorities Exercise.* The final exercise allowed residents in attendance to identify and then vote on which issues were most important and should be emphasized most in the comprehensive plan. The priorities receiving the most votes are listed below.

Table 16: Top Priorities

Top Priorities	Number of Votes
Green space/agriculture	52
Improve recreation (bike trails, hiking trails, events and activities on the square)	28
Affordable housing (senior, family, individuals)	26
Maintain and improve historic square	24
Orderly growth (all school campus/community center/library)	23
Library/Community center	22
Balance of residential/green space/commercial/industrial growth	16
Environmentally responsible housing	16
Develop infrastructure to allow for growth(water, sewer, roads)	16
Future School Improvements	12
Careful/Thought out land use. Incorporate bike/walking trails throughout the community.	9
More Commercial Development	8
Improve Community Entryway	8

**Focus Group Interviews**

An important public participation initiative involved interviewing community focus groups who could provide specific information about aspects that were not explored through the public workshop. A general invitation was sent out to all downtown and community businesses and

real estate developers inviting them to participate in the focus group interview process. This participation opportunity was held on January 3, 2008.

*Civic Organizations Focus Group.* The High School has experienced a loss of 9 students from 2006 to 2007, with 15 additional students choosing to attend school in another district. The school district has performed internal enrollment studies and also had one done by the Applied Population Laboratory. East Troy does not have a performing arts center, competitive pool, or library for the students and does not provide much for kids to do in general. There is no specific action that can be taken to ensure that young adults will stay in the area. It was also felt that more events need to take place on the Square and they could benefit from enhancing the trolley. There were also questions regarding the ability of East Troy to improve adjacent lands, and the concern that the village encourage housing development/affordability that results in more families.

*Downtown Businesses.* Downtown businesses would like to see the development of a downtown vision through greater organization and communication with the village officials. The outcomes could address issues with parking, signage and maintaining uniform regulations. Redevelopment of the downtown Square would help attract more people and businesses to the area.

*Real Estate / Developers Group.* This group has noticed that people are looking to leave the village but have the desire to stay in the area. These moves may be due to high taxes, sewer and water increases, and the development of more custom homes in the rural areas. Also a number of people are leaving the area to move closer to employment. Buyers are now more discerning, resulting in longer selling times. Lot prices are currently higher than is affordable for people living in the area. Some people have taken losses in selling their homes and, according to the assessor, these cases usually involve divorce or relocation. It is felt that the Chamber of Commerce is limited and that a county-wide effort is needed to encourage economic development.

*Community Businesses.* The main focus of the community business group was on the importance of developing the local area into a business friendly environment. One of the best ways to create a business friendly environment is through the use of connecting sidewalks and bike paths. It is also important to ensure that area sidewalks, including the Downtown Square, are well maintained and shoveled.



In order to achieve these goals, community businesses would like to see the development of a master plan that is adopted and the decision-makers “stick” to the plan. They feel that greater training of the Planning Commission regarding their issues, along with strong political will and commitment, is necessary for the village to be viewed as more business friendly.

*NAI/MLG.* NAI/MLG is the group that acquired much of the land in the business park adjacent to the interstate and STH 120. According to NAI MLG, there are too many limits and not enough vision regarding residential development. There needs to be a mix of housing types, quality, and densities. In regards to non-residential development, the market is currently considered to be shallow and the area trend is towards large warehousing. For buildings with 500,000 to 1,000,000 square feet in size, East Troy is an ideal location. There is a need to ensure municipal codes and ordinances are in order, that they are simple and straightforward, perhaps through a developer’s handbook. Efforts need to be made to get the county to be more economic development friendly in order to compete with neighboring communities. For example, a community like Beloit can approve projects within thirty days. In order for East Troy to compete, there needs to be more cooperation among decision-makers. In their opinion, residential development was not intended south of the interstate, and they would like to extend the business park to the west, oriented towards large users (20+ acres).

**Key Planning Issues**

The Village of East Troy’s Comprehensive Plan Steering Committee met to discuss key planning issues and their role in the existing conditions and future growth of the village. A similar work session was held at a joint meeting of the Board and the Plan Commission. The following is a summary of the issues and strategies.

<i>Existing Planning Framework: Have you explored/used the village’s current comprehensive plan? What is your attitude on this plan? What are its shortcomings? What are the merits of the plan?</i>	
Village Board/Planning Commission	Smart Growth Committee
<ul style="list-style-type: none"> <li>▪ Not all had viewed the comprehensive plan in a long time, thought it was a good basic plan that represented the communities views at the time it was written.</li> <li>▪ Not a long term plan, geared towards residential development with not much thought given to commercial development.</li> <li>▪ Needs more progressive thinking, not enough “future vision.”</li> <li>▪ Appear to be more of a wish list than a plan, it is lacking in substance.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Does not reflect a realistic mix of commercial/residential, needs to be progressive</li> <li>▪ Not all had viewed comprehensive plan</li> <li>▪ Feel it is a good basic plan that reflected views at time it was written, but there is always room for improvement.</li> </ul>

<p><i>Community Character: What features define the village? How does East Troy look and feel to residents, businesses, and visitors? Is the community growing or changing in a way that improves its character, or diminishes it? What are some examples? What trends may affect the community's character in the future? Does the recent quality of development—both aesthetics and uses—meet with community expectations? Are community decision-makers too demanding or too lax regarding development quality? Does the village staff understand the expectations of the elected officials?</i></p>	
<p>Village Board/Planning Commission</p>	<p>Smart Growth Committee</p>
<ul style="list-style-type: none"> <li>▪ East Troy has the "small town" feel to its residents: very safe, secure and comfortable which must be maintained.</li> <li>▪ Defining features are the Village Square, museum, lakes, park, and the airport.</li> <li>▪ East Troy's location along the I-43 corridor could impact their future growth, leading to development as a "bedroom community."</li> <li>▪ Some feel that the village is growing too fast, others feel East Troy is resisting change, but are wary of developing too many "big box" stores.</li> <li>▪ The quality of future development is essential to maintaining the resident's small-town view of the village.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Transition the new and old East Troy's in order to maintain the small-town, rural feel of the village</li> <li>▪ Focal point is the Village Square, keep the history</li> <li>▪ Make sure to follow plans that call for mixed zoning and development standards and uphold values, as developers can be demanding</li> <li>▪ Seems to be misunderstanding between community's decision makers, developers, and planners.</li> </ul>
<p><i>Land Use: What are the issues regarding the type and quality of land use within the community (e.g., residential, commercial, industrial, recreational, historic)? Are there areas of conflicting land uses? Is development in the adjacent communities a concern? Which ones? Does the current zoning of properties reflect the community's desires for land use? If not, where are they at odds? Are the existing zoning ordinance and subdivision regulations adequate? What improvements are needed?</i></p>	
<p>Village Board/Planning Commission</p>	<p>Smart Growth Committee</p>
<ul style="list-style-type: none"> <li>▪ Better mix of residential/commercial/industrial with residential occurring in subdivisions yet diverse, commercial easy to reach and industrial hidden. Zoning needs ongoing review.</li> <li>▪ Would like to see the development of bike/walking paths</li> <li>▪ Would like to see the development of a train or road trolley system.</li> <li>▪ Focus has been on high paying property with resistance towards development allowing developers to move on to neighboring communities. Would like to see acknowledgment of which communities are commercial and which are industrial.</li> <li>▪ Three nodes of commercial development: Village Square, I-43/Hwy20/Hwy ES (encouraged) and Hwy ES/Townline Rd (unsustainable)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Way too many apartments and condos and would like to see a mix of residential/commercial and industrial</li> <li>▪ Development of walking and biking paths</li> <li>▪ Original areas of East Troy have mixed zoning and use, new areas do not fit in with village character</li> <li>▪ Restrictions and regulations towards development have caused many developers to move on to other communities.</li> </ul>
<p><i>Pace of Development/Redevelopment: Are you satisfied with the pace of housing development in the community? Is it too fast? Too slow? Are you satisfied with the pace of non-residential development in the community? How is the pace of development in the surrounding communities affecting the community? Do you expect that to change? What should the community do to influence the pace of development/redevelopment?</i></p>	
<p>Village Board/Planning Commission</p>	<p>Smart Growth Committee</p>
<ul style="list-style-type: none"> <li>▪ Some feel that residential development is too fast, while others feel it is currently slow.</li> <li>▪ Mostly high end properties, not much for affordable housing.</li> <li>▪ Small businesses can not keep up.</li> <li>▪ Would like to see ways to accelerate non-residential development, figure out how to attract high end economy.</li> <li>▪ Worried that East Troy is not controlling their own destiny, just waiting for business to come after other areas develop problems. Hope that Smart Growth would change the views of this.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Concern over attracting business and jobs to the community, not just high level industry.</li> <li>▪ Housing and residential development seems to be a little slow, mostly high end housing not much affordable housing being developed.</li> <li>▪ Want to make sure that infrastructure can keep up with development.</li> </ul>

<i>Environment: What are the key environmental features in/around the community (e.g., rivers, wetlands, forests, etc.)? How are/can they be preserved and enhanced? Are natural resources used appropriately, overused, or underused? Are the features accessible? Are there pollution problems? Are there problems with stormwater or flooding? Where?</i>	
Village Board/Planning Commission	Smart Growth Committee
<ul style="list-style-type: none"> <li>▪ Would like to see surrounding farming stay, but feel that there is a good amount of environmental protection.</li> <li>▪ The entire area around the dam is a problem, needs to be turned into an asset. The lake and river should be maintained, but at what expense?</li> <li>▪ Have no funding set aside for development of bike/walk path.</li> <li>▪ Would like to see a two mile radius of no development surrounding lakes and parks.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Dam is an issue, but also an asset that should be utilized and enhanced</li> <li>▪ Great deal of environmental assets but no money to fund development of trails and parks</li> <li>▪ Would like to see the continued protection of surrounding farmland</li> </ul>
<i>Housing: What is the current mixture of housing in the community, in terms of both type and density? Are you satisfied with the current mix? Is the community in need of additional types of housing, or more of any particular types? Is maintenance and rehabilitation of older residential areas an issue? Are there neighborhoods of concern? Why?</i>	
Village Board/Planning Commission	Smart Growth Committee
<ul style="list-style-type: none"> <li>▪ A major concern is over the redevelopment and improvement of the older residential areas. The village has restrictions and requirements on restoration, which makes it expensive. Adequate funding is needed for preservation of these areas.</li> <li>▪ Would like to see a mix of zoning so that everything does not look the same. Do not like that some zoning converts older areas to the modern look. Would like to see new-urbanism ideas.</li> <li>▪ Need more low cost affordable housing, more housing for senior citizens.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Would like to see a mix of zoning and housing diversity (low income/high income mix), maybe more, diverse subdivisions.</li> <li>▪ Encourage redevelopment of the old or historic houses.</li> <li>▪ Concern over availability of affordable housing for seniors</li> </ul>
<i>Economic Development: What is the community's attitude towards economic development? Are you satisfied with the type of industrial development occurring? Commercial? Recreational? Are there key economic development or redevelopment areas? Where? What is being done to encourage the redevelopment of "brownfield" sites in the community? What incentives has the community provided to encourage development or job creation?</i>	
Village Board/Planning Commission	Smart Growth Committee
<ul style="list-style-type: none"> <li>▪ The village is mixed on economic development, some want to maintain the small town feel, while others want the convenience of big box stores.</li> <li>▪ Need a commercial base with strong employment. Go after commercial development more aggressively.</li> <li>▪ No real incentives for job creation or development except a limited loan program for small businesses.</li> <li>▪ Would like to promote recreation and make use of the music, trains, planes, and bike options that East Troy has to offer</li> </ul>	<ul style="list-style-type: none"> <li>▪ Concern over economic development, lack of a commercial base. No incentives to encourage economic development or job creation.</li> <li>▪ TIF districts not well planned or encouraged, property taxes are getting a little steep.</li> <li>▪ Would like to see more specialty shops around Village Square.</li> </ul>
<i>Transportation: What are the community's concerns about transportation (roads, bikeways, railroads, public transportation)? Does the current transportation network suit your needs? If not, why? Are there "problem" roads or intersections? What needs improvement? What improvements have recently been completed or scheduled? Is there a capital improvement program in place? Has it been followed? How is the village's relationship with the Walworth County DOT and WisDOT?</i>	
Village Board/Planning Commission	Smart Growth Committee
<ul style="list-style-type: none"> <li>▪ Roads are bad due to budgeting. Would like to make room for large projects (i.e., street trolley/trains).</li> </ul>	<ul style="list-style-type: none"> <li>▪ Roads are bad and not much can be done due to budgeting, would like to see room made for larger proposed plans, such as a trolley or train development.</li> </ul>

<ul style="list-style-type: none"> <li>▪ Safety concerns over inconsistent sidewalks and the lack of bike/walking paths.</li> <li>▪ Traffic control improvements around the schools, along Townline Rd/Hwy 20 and Townline Rd/ES.</li> <li>▪ Disconnected roads, especially along the north-south connector roads.</li> <li>▪ Capital improvement program is in place for roads</li> </ul>	<ul style="list-style-type: none"> <li>▪ Concern over increased traffic and safety at certain intersections (Townline Rd, Hwy 20) Also concern over safety regarding inconsistent sidewalks.</li> <li>▪ There is a capital improvement program which is followed as funding becomes available.</li> </ul>
<p><i>Intergovernmental Issues: How are the village's relationships with each of the surrounding communities? Are there existing problems, or could there be in the future? Does the community have any intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services? Do these types of agreements interest the community?</i></p>	
<p>Village Board/Planning Commission</p>	<p>Smart Growth Committee</p>
<ul style="list-style-type: none"> <li>▪ Relations with surrounding communities are really bad! Anything the village tries to do is challenged.</li> <li>▪ Want to make sure that Mukwonago does not take more from East Troy.</li> <li>▪ Has been tension between the village and town over land use, boundaries and shared services. Have been positive partners in regards to the schools.</li> <li>▪ Three communities: 1) village 2) lake residents 3) everyone else.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Relationships with neighbors are not good and there are currently no intergovernmental agreements. Is a major issue of the region.</li> <li>▪ Annexation and land use issues arise</li> </ul>
<p><i>Community Facilities and Services: Is existing space adequate for schools, police, fire, community offices, and other community facilities? What are attitudes regarding community services that the community provides? Is the park system in the community adequate? What is the status of public utilities provided by the community? Is there ample capacity? Are there problems with water quality? Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?</i></p>	
<p>Village Board/Planning Commission</p>	<p>Smart Growth Committee</p>
<ul style="list-style-type: none"> <li>▪ Feel that parks are adequate right now, but will need to be expanded with population growth. Could use some parks not just for kids. Make sure that there are future plans.</li> <li>▪ Bike path idea is good, but wonder about the funding.</li> <li>▪ Sewer and water issues are critical, need a tune up and improvements.</li> <li>▪ Moving forward to improve Village Hall for police, library and community center. May need a new library.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Most members are satisfied with current parks and school facilities although there is a need to plan for growth in the school system. There are no parks in the south east section of the village.</li> <li>▪ Members would like more information on sewer and water issues.</li> <li>▪ Would like to see development of bike paths, but not sure how to pay for it.</li> </ul>

**Open House**

On June 10, 2008 the village held an open house at the East Troy Middle School to allow residents, business owners, and neighbors to review the draft comprehensive plan and various maps and graphics. The village's consultant, Crispell-Snyder, made a 30-minute presentation highlighting the plan recommendations. Approximately twenty-five people attended the session.

Comments that were made at the open house included:

- Promote the use of the local rail lines to attract businesses that require heavy rail access
- Excited to see specific economic development initiatives outlined in the plan
- Good to see that consideration is given to the impact community growth may have on the character of East Troy and natural features

Attendees at the open house were encouraged to submit anonymous written comments regarding the draft plan. These written comments were then reviewed by the Comprehensive Plan Committee following the open house. A total of nine comment forms submitted at the open house that ranged from positive support for recommendations of the plan to a request to amend the Transportation map. The Committee chose not to make any changes to the draft plan and recommended the plan to the Plan Commission for adoption.

### ***Public Hearing***

Once recommended by the Village of East Troy Plan Commission to the Village Board, residents were invited to review and critique the final draft of the Village of East Troy's 2030 Comprehensive Community Plan at the Public Hearing held in August 2008. Attendees voiced significant concerns and recommendations. The entire document was set to be voted on at the board's August 25, 2008 meeting, but council members tabled it in order to make additional changes based on the community input from the hearing. The board enlisted Crispell-Snyder, Inc. to make final plan revisions before the plan adoption at the Village Board meeting on June 1, 2009. The comprehensive plan was then passed by resolution and adopted by the East Troy Village Board.

### Village of East Troy Vision Statement

A Vision Statement is intended to broadly describe how a community would like to look, feel, and function in the future. All of the goals, objectives, policies, programs, and actions outlined in this plan should move the village towards achieving this vision.

### Goals, Objectives, Policies, Programs, and Recommendations

Each subsequent chapter of this comprehensive plan includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, Board Members, residents, and other interested groups and individuals for the next 20+ years.

- **Goals** are broad, advisory statements that express general public priorities about how the village should approach development issues. Goals are based on key issues and opportunities that are affecting the village.
- **Objectives** more specifically identify future direction. By accomplishing an objective, the village moves closer to achieving its goals.
- **Policies** are rules or courses of action implemented to achieve specific objectives. Village staff and officials should use policies on a day-to-day basis when making decisions.
- **Programs** are specific projects or services that are intended to move the village toward achieving its goals, objectives, and policies.
- **Recommendations** provide detailed information regarding how to implement objectives, policies, and programs.

#### The Village of East Troy: 2030 Vision

In the year 2030, the Village of East Troy will be an attractive community in which to live, work, and play. The village will have retained its small town character and sense of community through an economically and culturally vibrant downtown, quality community facilities, and family-friendly neighborhoods. Parks, schools, downtown, and other shopping areas will be readily accessible to any resident.

New development in East Troy will be strategically planned so as to draw the most benefit from its location adjacent to Interstate 43, and the access to nearby regional markets and employment centers it provides. Commercial and industrial development will provide a robust economic base, and careful planning will ensure that large-scale developments will not detract from village character.

Settled among the farmlands, lakes, rivers, and woodlands at the southern extreme of the Kettle Moraine area, the village will protect its natural assets through efficient land use and careful development around valued environmental corridors within the village. The village will foster appreciation of its natural assets through access to public parks and trails, and active support of the local farm economy. The cleanliness of the air, the water, and the land will be maintained.

#### Overall Planning Goals

- Preserve the historic, small-town atmosphere and quality of life in East Troy while accommodating planned, orderly, and coordinated growth.
- Establish a growth strategy that maintains, preserves, and enhances the beauty of the natural environment.
- Promote an efficient and sustainable development pattern.
- Strengthen and diversify the employment and retail opportunities and the local tax base.
- Coordinate transportation and utility planning with land use decisions.
- Provide a safe and efficient transportation system that meets the needs of pedestrians, bicyclists, motorists, and trucking.
- Maintain/enhance quality community facilities and services.
- Establish mutually beneficial intergovernmental relations.
- Enhance/further economic development opportunities in the village.
- Maintain the balance of types and affordability levels in the village's housing stock.

# Chapter Two: Agricultural, Natural, and Cultural Resources

This chapter of the plan contains background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection.

## Character of Farming

Farming is a key component of the heritage of the East Troy area, and it still plays a significant role in the economy and lives of area residents. According to the 2006 land use inventory, agricultural land accounts for approximately 27 percent of the village’s total land area and a greater percentage of the surrounding town is in agriculture. This high percentage is the result of recent annexation of lands which have not yet developed.

The seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to the rural character of the areas surrounding the village. An important goal of this plan is to help preserve the extent and integrity of this resource, while also accommodating well-planned, high-quality, compact urban development. This may result in the gradual urbanization of some areas of good soils surrounding the current urban area, particularly in areas where sanitary sewer and public water can be provided at a reasonable cost. In other areas, where the cost-effective provision of urban services is not possible, long-term agricultural preservation is essential.

Most of the soils in the village and the adjacent towns are very suitable for crop production and result in good yields without overly intensive management. The Town of East Troy certainly desires to preserve farmland but has also approved many low-density residential developments along the lakeshores and at the periphery of the village. In essence, the town must take a firmer, and more proactive stance, on the preservation of farmland by utilizing the exclusive agricultural zoning district, which limits non-farm development in the rural areas, and direct both residential and non-residential development to the Village of East Troy. The rural farmland surrounding East Troy is viewed by many residents and visitors as a positive contributor to the area’s character.

### *Assessment of Farmland Viability*

The Natural Resources Conservation Service groups soils based on their capability to produce commonly cultivated crops and pasture plants without deteriorating over a long period of time.

- Basic Objectives of the Agricultural, Natural, and Cultural Resources Element**
- Provide background information on a wide variety of agricultural, natural and cultural resources in and around the community.
  - Provide maps that document the location and extent of these resources.
  - Identify areas for development with the least impact on important resources and features.
  - Identify physical limitations, if any, to development.

- Agricultural, Natural, and Cultural Resource Recommendations Summary**
- Cooperate with the town to conserve the agriculture and lands suitable for agriculture in rural areas around the village.
  - Protect natural features and ecological systems throughout the village’s planning area.
  - Preserve and enhance East Troy’s small-town, historic character.

These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g., temperature and rainfall). Under this system of classification, soils are separated into eight (8) classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability Classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map 2 shows the soil capability classifications for the East Troy planning area as it relates to suitability for agriculture. While there are few areas of Class I soils, there are extensive areas of Class II soils, notably to the southeast of the village and the I-43 corridor. Another extensive area of Class II soils lies to the west of the village in an area between the south shore of Booth Lake and County Trunk ES to south. Smaller but notable pockets of Class II soils exist to the northeast of the village north and south of Army Lake. In areas south of the village, there is a finer mix of Class II, III, and Class IV and less suitable soils. The majority of soils around the lakes to the north have more severe limitations to agriculture, as do lands immediately north and east of the airport, and the areas to southwest of the village between County Trunk ES and I-43.



**Agriculture Resource Goals, Objectives, and Policies**

<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ Cooperate with surrounding Towns to preserve agricultural uses in mutually agreed areas</li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
<ul style="list-style-type: none"> <li>▪ Maintain agriculture as a significant economic activity within East Troy’s extraterritorial jurisdiction.</li> <li>▪ Prioritize the preservation of the best agricultural soils in the village’s planning area as a key factor in decisions on future community expansion.</li> <li>▪ Recognize the value of farmland as open space near the village limits.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Cooperate with surrounding communities to encourage an orderly, efficient development pattern that minimizes conflicts between urban and rural uses.</li> <li>▪ Use the village’s extraterritorial subdivision review in support of adopted town land use plans to prevent intensive non-farm development of mutually agreed agricultural preservation areas.</li> <li>▪ Carefully consider the location of prime or other highly productive agricultural lands before making decisions on the expansion of urban services or community growth.</li> <li>▪ Recommend that no policy should be adopted or implemented which would substantially impair or diminish the present uses, values, or enjoyment of agricultural land.</li> </ul>	

**Agriculture Resource Recommendations**

This plan recognizes the importance of the agricultural industry to the local economy and seeks to preserve the extent and integrity of this agricultural resource in the planning area as long as possible. This plan intends to implement agricultural preservation objectives by guiding future development into areas planned for municipal service extension (i.e., within or adjacent to the village’s current municipal boundaries) and away from areas that are distant from current municipal services. In general, this plan recommends strong limits on large-lot, septic residential development in areas surrounding the village or within the village’s long-term growth area. The plan also recommends the following strategies to preserve the surrounding agricultural resource:

***Support Local Farming***

Village’s can play an active role in supporting local farmers by providing a market for and raising awareness about locally produced agricultural products. This plan recommends that the Village of East Troy pursue the following policies:

- Consider hosting a regular Farmer’s Market in conjunction with other Cultural Resource and Economic Development recommendations of this plan.

- Work with the School District and area restaurants, which purchase large quantities of food on an ongoing basis, to purchase food directly from local growers and producers.
- Raise awareness of local farms and the local restaurants and stores that market them (e.g., Field's Best and the Nokomis Organic Bakery) and highlight these businesses in an effort to market the village as whole (See Chapter 7: Economic Development).

### **Minimize Fragmentation and Nonagricultural Development of Farmland Surrounding the Village**

A key part of the Village of East Troy's character is its rural surroundings and ties to area farms. Therefore, the village has a stake in preserving area farms and farm land. A number of factors are necessary to keep a local farm economy viable. While local governments cannot directly address all of them, villages, cities, counties, and towns in the State of Wisconsin play a vital role in preserving (or failing to preserve) the agricultural land base necessary for successful agriculture through exercise of their land division and zoning authority.

The fragmentation of farmland into smaller parcels, particularly for residential and other non-agricultural development can create significant impediments to farm operations. It is typically more efficient to cultivate larger parcels rather than smaller ones and the availability of larger parcels to add to existing farms is often key to a farm's ability to grow and remain competitive. Fragmentation of land and ownership can make buying -or even renting - contiguous, economically viable farm parcels more difficult even where no development has occurred. The negative impact on farming is even more pronounced if land divisions are allowed to occur for non-agricultural development, particularly residential development. Land use conflicts between farmer's and home owners over use of roads, hours of operation, noise, and odors are typical where there are few constraints on residential development in agricultural areas. If fragmentation of land and development in a given area are allowed to continue in a manner that makes farming increasingly difficult, it can contribute to the sense among remaining farmers (sometimes referred to as "the Impermanence Syndrome") that farming in the area is or will become unviable. This "Impermanence Syndrome" can become a self sustaining, downward cycle as more and more farmers and the local industries that support and depend on them chose or are forced out of business.

Local governments can enact regulations to help create a greater sense of "permanence" for current and future farmers and preserve farm land for future generations. Subdivision and zoning regulations can limit non-agricultural lot size development in agricultural areas. The



State of Wisconsin's Farmland Preservation Program has long made limiting residential density to one housing unit per thirty-five (35) acres a standard for eligibility. While this standard has had some success in preventing development in rural areas, it has not always succeeded at preserving these lands for farms and farming owing to the fact that this policy was often tied to large minimum lot sizes. As a result parcels created and sold for houses (and lost to farmers) are often much larger than necessary. According to the Urban Land Institute's report: *Higher Density Development: Myth and Fact*, housing on lots larger than ten (10) acres accounted for 55 percent of the land developed nationally. To address this shortcoming, many state and local officials have recognized the need to establish smaller minimum sizes for new lots and others have even recommended establishing maximum lot sizes for residential uses in rural areas (while retaining the requirement that the average *density* of new development remain at one (1) housing unit per 35 acres)

While the village recognizes that the need to accommodate future growth will likely entail the loss of some agricultural land to development, particularly at the periphery of the village, it is recommended that the village take the following active steps to preserve large, contiguous tracts of farmland within the village's planning area:

- Continue to exercise the village's extraterritorial land division authority within the village's 1.5 mile extraterritorial jurisdiction (ETJ).
- Cooperate with the town to establish Extraterritorial Zoning in mutually agreed upon areas to minimize land use and development conflicts.
- Retain the policy of allowing only one (1) dwelling unit per 35 acres in undeveloped areas of its ETJ and ensure the future land use recommendations for this plan clearly outline the expected minimum development densities.
- Consider adopting a maximum lot size of 30,000 square feet for new lots within the village's ETJ. Combined with policy of limiting residential development to one (1) housing unit per 35 acres, nearly 95 percent of undeveloped land not needed for village growth would remain available to agriculture.
- Continue the policy of not extending municipal sewer and water to new development outside of the village.
- Implement the recommendations for compact development within the village as recommended in Chapter Three: Land Use and Chapter 5: Utilities and Community Facilities.

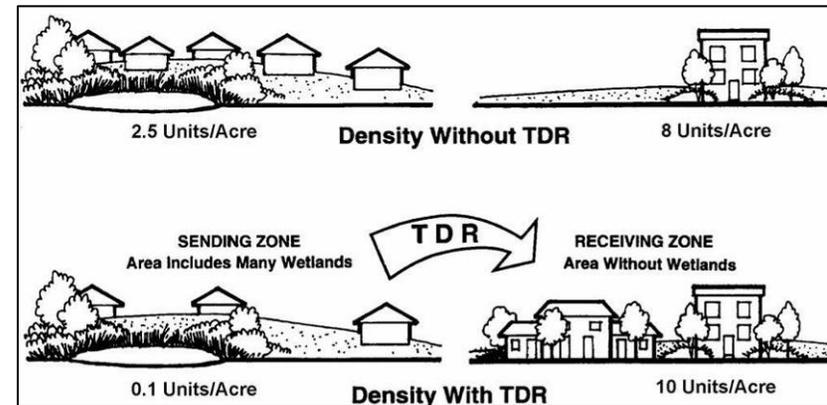
### ***Explore Participation in a TDR Program***

Local land use regulations cannot by themselves address all of the factors that may lead a farmer to quit farming and sell agricultural land for development. One major contributor to the loss of farms and farm land in rapidly growing areas like East Troy and the rest of southeast Wisconsin is the rising cost of farm land. Development interests are often able to pay substantially more for agricultural land than neighboring farmers or new farmers can justify spending for farming. Retiring farmers, and even farmers who would prefer to continue farming have a powerful financial incentive to sell agricultural land to non-farmers. Worse, the difference between returns on land used for farming and that for development is often such that it can often undermine and overwhelm local political support for agricultural preservation policies such as restrictive agricultural zoning. Opponents of restrictive zoning and subdivision ordinances raise issues of fairness and property rights, while proponents of farmland preservation note that zoning for agricultural preservation is often weakened over time as a result from these challenges.

Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) programs are intended to address the concerns of both the property owner and advocates for farmland preservation. Both of these programs are meant to pay owners of farmland the difference between what the land would be worth for development and its value as agricultural or open space land. This difference represents the value of the Development Rights.

In a Purchase of Development Rights (PDR) program, the agency overseeing the program, typically the local town, county, region, or state government purchases the Development Rights and only the Development Rights of the land. In exchange, the owner places a restrictive deed on the land that typically runs in perpetuity limiting future uses to agriculture and other open space uses. The land owner retains full ownership of the land itself and all the agricultural improvements (including the farm residence) and can keep or sell these assets as they choose. Future owners are bound by the same restrictions, and are intended to be binding regardless of changes to local land use regulations and policies. Landowners receive additional income from their property and farmland and rural character is preserved for current and future generations.

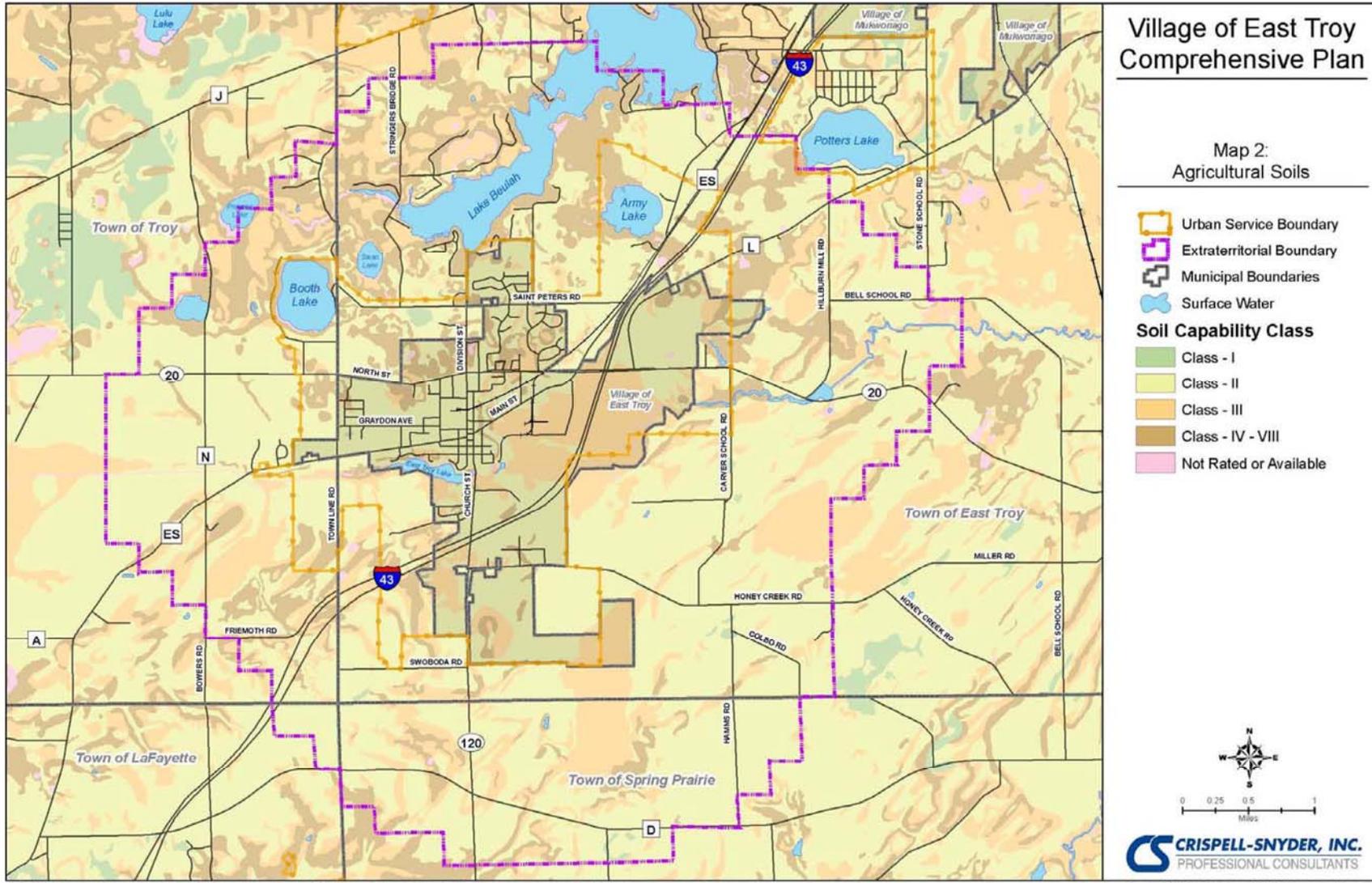
A Transfer of Development Rights (TDR) program is similar to a PDR program with regard to the outcome. In both, Development Rights are purchased in exchange for permanent restrictions on the use of the land, and both typically only purchase rights from willing property owners. However, there are significant differences in who pays for the development rights and the level of complexity required to set up and administer the programs. A PDR program is typically paid for through property taxes or some other government revenue source. This usually results in a



more predictable stream of revenue for the program and simpler administration. In contrast, a TDR program sells Development Rights to willing developers who can then use these development rights to build elsewhere at a higher density than would be possible without the additional development rights. TDR programs also depend on a community (typically a nearby city or village) willing to accept the additional development. Therefore, a TDR program can be more difficult to implement and administer.

The nearby Town of LaGrange has begun exploring the establishment of a TDR program by commencing with an educational campaign for land owners. Additionally, the Village and Town of Cottage Grove has developed a TDR program to complement boundary agreements. Attempts have been made to establish programs in various counties and even at the state level, though none successfully to date. Both programs are most effective when supported by neighboring municipalities, the county, or state. For that reason, this plan recommends that the village explore the possibility of working cooperatively with Walworth County and other local governments to establish such programs.

Map 2: Agricultural Soils



## Natural Resources

A survey of the Village of East Troy's natural resources provides an important framework for guiding several elements of the comprehensive planning process. Such information can help identify the appropriate locations for certain types of development and can pinpoint areas that should be preserved and managed for recreational purposes, habitat protection, stormwater management, ground water protection, and other quality of life issues. Maintenance of these natural features is also important for community appearance and for the ecological functions they perform. Map 3 depicts the village's key environmentally sensitive areas, some of which are described in more detail below.

### Landforms/Topography

The topography in the Walworth County region was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is generally characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat.

### Metallic and Non-Metallic Minerals

There are no extraction activities in the Village of East Troy planning area. Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, village, and/or town that has zoning authority over their property. Registrations must be recorded at the county Register of Deeds in the county where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for ten years and renewable for an additional ten years. In addition, registration of property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired.

### Environmental Corridors

Environmental Corridors within the Village of East Troy planning area are shown as an overlay on Map 3. Within the village, the most significant environmental corridors are located along the Honey Creek watershed and around the lakes to the north. Environmental Corridors are continuous systems of open space that include environmentally sensitive lands, floodplains and wetlands, natural resources requiring protection from disturbance and development, and land

### Environmental Corridor Analysis

Environmental corridors are a composite of the best elements of the natural resource base. These corridor areas normally include one or more natural resource elements that are essential to the maintenance of an ecological balance and diversity, and the preservation of natural beauty and should be preserved and protected in essentially natural open uses. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors and areas. As mapped by SEWRPC, environmental corridor features include:

- Lakes, rivers, streams, shorelands, and floodlands
- Wetlands
- Woodlands
- Wildlife habitat
- Areas of steep slopes
- Significant geological formations and physiographic features
- Wet, poorly drained, and organic soils
- Existing outdoor recreation sites
- Potential outdoor recreation and open space sites

specifically designated for open space or recreational use. These corridors contribute to local and regional flood control and resource preservation. They also provide the residents of the surrounding communities with various active and passive recreational opportunities, including biking, hiking, nature study, and picnicking.

### **General Soils Information**

The Natural Resources Conservation Service groups hydrologic soil based on estimates of runoff potential. Soils are assigned into groups according to the rate of water infiltration when the soils are not protected by vegetation, are thoroughly wet, and receive precipitation from long-duration storms. This information is important for analyzing storm water runoff issues in the village. Soil types in the Village of East Troy include:

*Group A Soils:* These soils comprise the predominant soil type for large areas of the village's planning area, including large areas of the Town of East Troy south of Honey Creek, and the northern portions of the towns of Lafayette and Spring Prairie. Soils in this group have a high infiltration rate (low runoff potential) when thoroughly wet. These consist mainly of deep, well drained to excessively drained sands or gravelly sands. These soils have a high rate of water transmission.

*Group B Soils:* These soils are located primarily from the northern portion of the village to the southern shore of Lake Beulah. Soils in this group have a moderate infiltration rate when thoroughly wet. These consist chiefly of moderately deep or deep, moderately well drained or well drained soils that have moderately fine texture to moderately coarse texture. These soils have a moderate rate of water transmission.

*Group C Soils:* These soils are located in a small area between Booth Lake and Lake Beulah. Soils in this group have a slow infiltration rate when thoroughly wet. These consist chiefly of soils having a layer that impedes the downward movement of water or soils of moderately fine texture or fine texture. These soils have a slow rate of water transmission.

*Group D Soils:* Soils in this group have a very slow infiltration rate (high runoff potential) when thoroughly wet. These consist chiefly of clays that have a high shrink-swell potential, soils that have a high water table, soils that have a clay pan or clay layer at or near the surface, and soils that are shallow over nearly impervious material. These soils have a very slow rate of water transmission.

*Group G Soils:* Soils in this group are located near water bodies including the northern shore of Booth Lake and in areas around the Honey Creek. These soils are organic deposits of peat and muck of various depths that occupy the basins of former lakes and glacial kettles. In their natural state, these soils support excellent wetland wildlife habitat but are unsuited for urban development.

**Surface Waters and Watersheds**

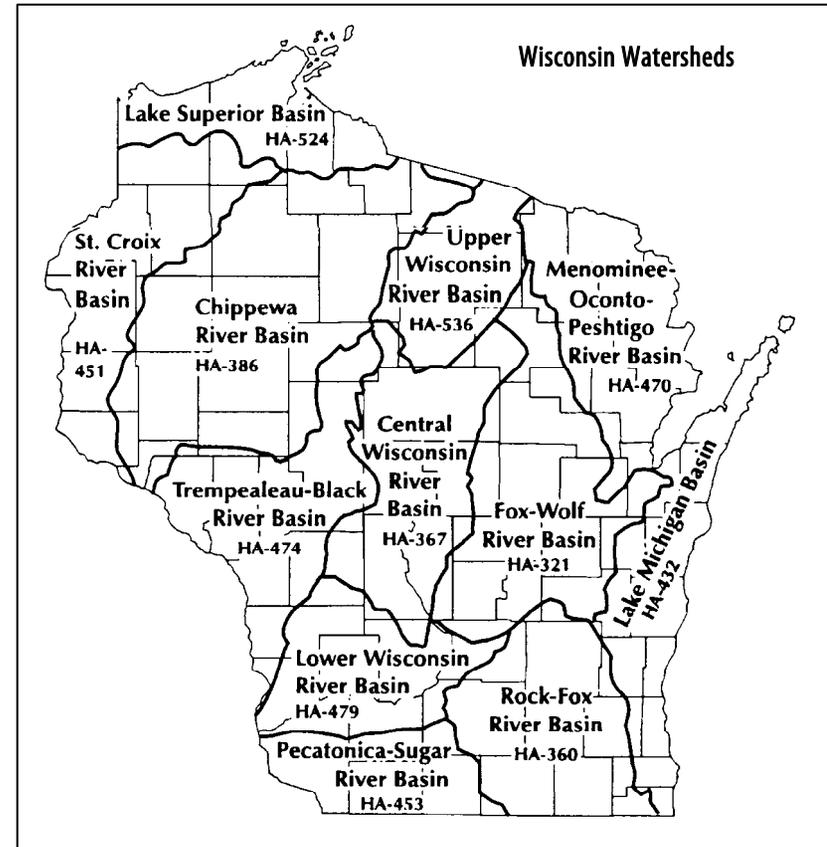
The village and its planning area lie entirely within the Fox River watershed that eventually flows into the Illinois River and on to the Mississippi River. The majority of the East Troy planning area, including Potter Lake, drains eastward into Honey Creek which joins the Fox River in Burlington. The northwest portion of the village and its planning area drain northward through Lake Beulah and the Mukwonago River before flowing east into the Fox River. To the south, Sugar Creek also flows eastward toward the Fox River. Other significant water bodies include Pickerel, Swan, Army, and Booth Lakes. The areas around these water bodies include many of the natural areas and critical habitats identified by the state, county, and local plans, and often are surrounded by soils unsuitable for intensive development.

**Floodplains**

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1percent chance of happening in any given year). The state requires local regulation of development in floodplains. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage. Floodplains occur along the Honey Creek running east-west through the entire Village of East Troy and its planning area. There are currently 367.63 acres of floodplain in the village.

**Vegetation**

Historically, the dominant pre-settlement vegetation classifications for the East Troy planning area consisted of Oak Savanna, Oak Forest, and wetlands, with some Prairie area to the west of the village in the Town of Troy. Some remnants of these areas remain in the village, many of them identified in the section below. Woodlands of various sizes and quality are scattered throughout the planning area, with the greatest concentration in the northwest Town of East Troy/north Town of Troy area near the Kettle Moraine State Forest.



**Natural Areas and Critical Species Habitats**

Over the course of a ten year study, SEWRPC identified high quality natural areas and critical species habitats throughout the region. In 1997, the results were published in a report titled “A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin”. The report identifies a number of significant Natural Areas within the Village of East Troy planning area. The areas are listed in Table 17. Only one, the Swan Lake Wetland Complex, contains rare, threatened or endangered species. The specific locations for each are available from Wisconsin Bureau of Endangered Resources, but are not generally released unless specifically requested by the community. The village adopted the SEWRPC recommendations as part of its “Comprehensive Land Use Plan 2020.” The location of these critical habitats in environmental corridors emphasizes the importance of protecting these areas through local planning and regulations. The report also makes recommendations on ownership that could result in even greater levels of protection.

**Land Legacy Areas**

The purpose of the Wisconsin Land Legacy Report is to identify the places considered most important to meet Wisconsin’s conservation and recreation needs over the next fifty years. Questions we sought to answer included: which lands and waters will be critical to conserve our native plants and animals and their habitats? Which places will most effectively provide satisfying outdoor recreation? What do we want our landscape to look like in the year 2050, and what role should protected lands play to reach this goal? Which special places will our children and grandchildren wish we had protected?

*Southeast Glacial Plains Ecological Landscape.* This ecological landscape is home to some of the world’s best examples of continental glacial activity. Drumlins, eskers, kettle lakes, kames, ground and end moraines, and other glacial features are evident throughout the entire area. A particularly striking area is the long “ridge” (known as a kettle interlobate moraine) that formed between the Green Bay and Lake Michigan lobes during the Wisconsin Glaciation. The area is protected in part by the Kettle Moraine State Forest. In addition to the many small kettle lakes in this landscape, there are also a number of much larger lakes, such as the Lake Winnebago Pool system, the Yahara Chain of Lakes, Lake Koshkonong, and Geneva Lake. Major rivers include the Rock, upper portion of the Milwaukee, middle portion of the Fox, and the Illinois Fox.

*Mukwonago River and Jericho Creek.* The Mukwonago River is a very high quality stream containing an enormous diversity of aquatic species. It is fed by a complex of lakes and springs,

Table 17: Significant Natural Areas

Name	Status/ Significance	Primary Environment al Corridor	Acres Under Protective Ownership	Proposed Ownership
Pickerel Lake Natural Area	State-Wide	Yes	86 of 273	Private
Beulah Bog State Natural Area	State Wide	Yes	58 of 72	State
Thiede Road Tamarack Swamp	County Wide	Yes	8 of 48	County
Swan Lake Wetland Complex	County Wide	Yes	26 of 167	Private
Army Lake Lowlands	Local	Yes	9 of 102	Private
East Troy Tamaracks	Local	Yes	26 of 26	State
Potter Lake Tamaracks	Local	Yes	0 of 22	Municipality
Hilburn Sedge Meadows	Local	Yes	0 of 66	Private

Source: SEWRPC, 1997

and flows through a scenic area of hilly, glacial moraine topography. The watershed is home to forty species of fish and is believed to harbor the largest assemblage of native mollusk species in the state. Three of the fish species and three of the mussel species are either endangered or threatened. About eight miles of the Mukwonago River, upstream from Phantom Lake, are Class I or Class II trout stream. Jericho Creek, a good quality coldwater tributary, also harbors a diverse fishery. Sedge meadows and cattail marshes border the Mukwonago River in many places and are important in maintaining water quality and flow. Oak savanna, prairie, bog relicts and springs are also found in the corridor. The watershed still contains some large tracts of undeveloped land. It not only presents a good opportunity for protection of natural communities and species, but also could help meet the significant demand for low impact outdoor recreational activities close to the Milwaukee urban area. Fishing and canoeing and various hiking trails could be accommodated. Protection of the Mukwonago River watershed would provide an excellent opportunity to link the Southern Unit of the Kettle Moraine State Forest, the Vernon Marsh Wildlife Area, the Lulu Lake State Natural Area, and the small existing state fishery area. Besides the Wisconsin DNR, Waukesha County and the Nature Conservancy also own park and conservation land in the area.

*Sugar Creek Valley.* Sugar Creek is a fairly large stream, bordered by wooded slopes in many areas, flowing eastward across Walworth County. The creek is suitable for canoeing and contains northern pike, largemouth bass and panfish. The stream valley is extensively wooded and contains some high quality wetlands. There are areas of springs, fens and sedge meadows. A variety of low impact recreation activities, including hiking, canoeing, and wildlife watching, could be supported here. The DNR recently purchased about 1,600 acres of restored wetland at the headwaters of the creek

Mukwonago River and Jericho Creek	
Size.....	Medium
Protection Initiated .....	Substantial
Protection Remaining .....	Substantial
Conservation Significance .....	5 stars
Recreation Potential .....	4 stars

Sugar Creek Valley	
Size .....	Small
Protection Initiated .....	Moderate
Protection Remaining .....	Moderate
Conservation Significance .....	3 stars
Recreation Potential .....	3 stars

**Natural Resource Goals, Objectives, and Policies**

<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ <b>Protect and enhance natural features and ecological systems in the Village’s planning area.</b></li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
<ul style="list-style-type: none"> <li>▪ Recognize that the natural environment is an integrated unit composed of interacting land, water, and air resources, and ensure that the health and stability of this resource system are maintained</li> <li>▪ Preserve streams, drainageways, floodplains, wetlands, wildlife habitat, steep slopes, woodland areas, and other natural features</li> <li>▪ Protect surface water and ground water quality in the village’s planning area</li> </ul>	<ul style="list-style-type: none"> <li>▪ Encourage an orderly, efficient development pattern that preserves natural resources</li> <li>▪ Protect and improve surface water quality</li> <li>▪ Protect the village’s groundwater</li> <li>▪ Promote non-metallic mining registration and operation standard</li> <li>▪ Protect rare species and wildlife habitat areas</li> </ul>	

<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ <b>Protect and enhance natural features and ecological systems in the Village’s planning area.</b></li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
<ul style="list-style-type: none"> <li>▪ Prevent future problems associated with developing land too close to natural areas, drainageways, and floodplains</li> <li>▪ Cooperate with other units of government on the management of resources under shared authority</li> </ul>	<ul style="list-style-type: none"> <li>▪ Use natural resources to promote tourism and local economic development</li> <li>▪ Cooperate with other agencies to preserve natural resources</li> <li>▪ Encourage education programs to assist in the protection of the natural environment</li> </ul>	

**Agricultural, Natural, and Cultural Resource Recommendations and Programs**

**Non-metallic Mining Registration**

Promote non-metallic mining registration and operation standards. The county’s mineral resources have potentially significant economic, community, and environmental impacts on local areas and the county as a whole. Wisconsin now has administrative rules on the reclamation of nonmetallic mines (NR 135). The state standards address the reclamation of mineral extraction sites after extraction operations are complete. They do not address the impacts on roads, neighboring properties, and the environment of active extraction operations. The state reclamation program also provides procedures for mineral producers and land owners to register the locations of marketable nonmetallic mineral reserves. The effect of the registration is to prohibit the granting of zoning-type permission for any land use activities that would permanently interfere with the future extraction of the mineral deposit. Registration does not require the village to revise its land use plan designations for the property. It does mean that a subsequent zoning change to implement that planned land use designation may not take effect if the zoning change would interfere with future mining. The village should cooperate with the county to accurately record all registrations within the ETJ and share this information with the towns.

**Protect Environmental Corridors**

Environmental corridors are a composite of important individual elements of the natural resource base. They have immeasurable environmental, ecological, passive recreational, storm water management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas can also protect property owners from creating costly property maintenance problems for themselves (see Map 3 for general corridor delineations). Primary Environmental Corridors include the following areas:

- Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to existing county zoning. Wetlands of five acres or greater are included. This layer may not include all wetlands that are subject to state and/or federal disturbance rules.
- Federal Emergency Management Association (FEMA) designated floodplains subject to existing county zoning. These general floodplain delineations represent the areas potentially subject to the 100-year flood. All areas of the county subject to flooding are not necessarily reflected in mapped floodplains (or within the environmental corridor delineation).
- Lands with steep slopes of 20 percent or greater. Due to the instability of these soils and erosion concerns, development on these steep slopes is not advisable.

New development should generally be discouraged in environmental corridors, and it is often very limited in any event by existing state-mandated county zoning. Development types should be limited to those which will not impair the resource, and which are compatible to existing and proposed uses on surrounding lands. Generally appropriate uses include open space, agriculture, and forestry activities using Best Management Practices. New homes and other buildings should not be placed in these areas. Sensitivity to surrounding natural resources should be the guiding principal when reviewing the appropriateness of development in mapped environmental corridors.

The environmental corridors depicted in Maps 3 are necessarily general and should be used to identify general areas where development may not be appropriate. Lands within that designation may be removed under one or more of the following circumstances:

- More detailed study reveals that the characteristic(s) which resulted in its designation as an environmental corridor no longer exists, or never existed,
- Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist, or
- A mapping error has been identified.

The village should also work with private land owners, private conservancy groups and other government entities to implement the recommendations of SEWRPC's "A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin" described in the Natural Resources Inventory above.



**Protect Surface Water Quality**

*Shoreland and Shoreland/Wetland Zoning*

Walworth County protects surface water and wetlands through shoreland zoning and shoreland/wetland zoning. Shorelands, as defined by the state and Walworth County, include all lands within 300 feet of a navigable stream and 1,000 feet from a lake, and any wetland greater than two (2) acres in area. In East Troy, shoreland regulations apply to the Honey Creek and the lakes to the north. Within these areas, the types and intensity of development allowed are limited and special regulations regarding clearance of natural vegetation, structures, and water run-off are established to protect surface water quality. See Surface Water Quality Management Techniques at right.

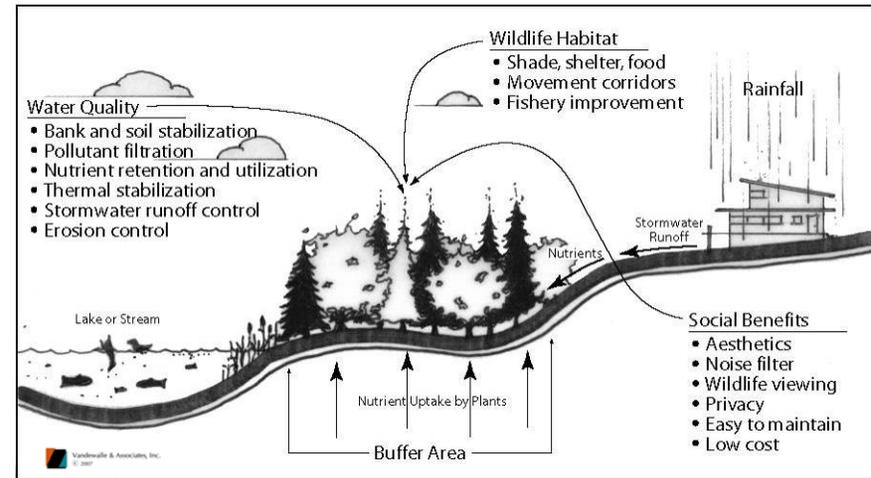
Incorporated cities and villages, such as East Troy, are subject to the county requirements for all new development annexed or developed subsequent to adoption of the county standards. The village may opt to adopt its own shoreland and shoreland/wetland ordinance provided that is at least as stringent and restrictive as the county ordinance.

Several efforts at the county, regional and state level have been undertaken in recent years that impact water quality planning and regulation. In 2002, WisDNR and DATCP established administrative rules to address non-point pollution sources (i.e., where contaminants do not come from a pipe or other easily identifiable sources).

This plan recommends that the village enforce existing county and state regulations to protect surface water quality, monitor any proposed or approved new changes to these rules and regulations, and work with the Walworth County and neighboring towns to ensure that shoreland and shoreland/wetland zoning achieve meaningful protection of surface water quality while recognizing property rights and the distinction between properties served by municipal sewer and storm sewer facilities and those that are not.

*Lake Quality Assessment*

The village should consider working with Walworth County and surrounding towns to consider adopting and implementing a lakes classification system that can be incorporated into shoreland and shoreland/wetland regulations. Lakes classification is a management tool that helps protect an area’s lakes by applying protection strategies based on certain characteristics. By tailoring strategies for lake management and protection by class, rather than each individually, a community can achieve standards of management sensitive to the unique characteristics of an individual lake. Lake classification systems generally consider the type, size, shape, and location of a water body and the intensity of surrounding development or land



use activities. Lakes can be grouped based on hydrology, average depth, surface area, shoreline configuration, susceptibility to pollution, and sensitivity to recreational use. Typically, there are three classes of lakes identified:

- *Natural Environment/Wild Lakes:* These lakes may need special care in order to protect diverse or unique wildlife, pristine vegetation and exceptional water quality. Appreciating and maintaining the natural state of the lake, and preserving habitat for species like loons and fish would be high priority. The restrictive standards applied to these lakes may include large or clustered lots, deep setbacks, and use restrictions.
- *Intermediate Lakes:* These lakes, in spite of significant shore and surface use, are relatively intact as natural systems. A plan for these lakes may be to maintain existing development levels but minimize trends toward higher building densities. Future development plans may allow more homes if they have gentler impact on lake health. Homes may be set back farther or clustered away from the water. Certain types of low-density development lakes may be best suited for fishing and wildlife watching.
- *General Development Lakes:* These lakes tend to be the least sensitive to shoreland disturbance due to size, shape, or other factors, or are already highly developed. Generally the least restrictive set of standards are placed on development of these lakes and management strategies are focused on restoration rather than prevention.

UW Extension and the WisDNR provide assistance with lakes classification through the Lakes Protection Grant program. These grants are administered to communities, qualified lakes association, non-profits, and other recipients. These grants include 75 percent cost sharing up to \$50,000.

Rivers and streams can also be classified into categories that may suggest alternative degrees and methods of protection.

#### *Surface Water Quality Management Approaches*

Construction site erosion control and ongoing stormwater management are increasingly important issues in Wisconsin communities, including the Village of East Troy. Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Currently, under a recent change to state law, construction site erosion control plans are required for all sites over one (1) acre in area. The county should also work to promote ongoing stormwater management for subdivisions and other larger projects. Techniques include natural drainage swales, retention and detention basins, rain gardens on individual lots, and vegetative buffers adjacent to water bodies and other sensitive resources. These techniques control the quantity



and improve the quality of water run-off during storms. Again, these techniques are critical in shoreland areas and may serve as important within groundwater recharge areas.

The village should work with the county and other communities to ensure policies that develop, enforce, and update storm water run-off requirements that reflect Best Management Practices and if necessary, seek funds from state programs designed to assist in efforts to protect and enhance surface water quality in key areas, including:

- The WisDNR Targeted Runoff Management Program, which provides financial assistance to communities to either construct best management practices themselves or contract with individual landowners to install such practices.
- The WisDNR River Protection Grant Program, which aims to prevent the deterioration of water quality, fisheries habitat, and natural beauty as the number of homes, recreational activities, and other uses increases along rivers. Grant dollars may be used for river organization development; information and education; assessments of water quality, fish, and aquatic life; nonpoint source evaluations; purchase of land or easements; development of local ordinances; and habitat restoration.

#### **Protect Groundwater Quality**

Groundwater is the source of the village's drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. Depletion and management of groundwater is a growing concern for many Wisconsin communities, particularly in Southeastern Wisconsin. This plan supports several efforts to protect groundwater quality and quantity, including the following:

- *Enforce the Village's Wellhead Protection regulations* around all village wells and update the requirements as necessary to reflect best practices.
- *Discourage on-site (septic) systems and private well* in areas that are particularly susceptible to contamination from or capable of contaminating groundwater sources through the village's subdivision ordinance and its policy of requiring all development in the village to use municipal well and sanitary sewer services.
- *Partner with other local governments and property owners in the identification, assessment, remediation, and reuse of "brownfield" sites.* These sites have the potential to contaminate groundwater. State and federal dollars are available for brownfield assessment, planning, and clean-up in advance of redevelopment.

- Remain informed and involved in decisions pertaining to high-capacity wells.* Permits for high capacity wells (i.e., those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The WisDNR will not approve wells that impair public water utility supplies. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, cause adverse groundwater effects, or otherwise contribute to environmental degradation. Should potential new high capacity well sites be proposed in the vicinity of the village over the planning period, the village should monitor any WisDNR decisions regarding high-capacity well decisions through regular communication and providing public comment during Environmental Impact Statement review periods. The village should participate in cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and state agencies where appropriate, should Groundwater Protection Areas or Groundwater Management Areas be formed in the future.

**Protect Rare Species and Wildlife Habitat Areas**

Preservation of wildlife habitat and rare plant and animal species enhances the quality of residents’ lives, preserves rural character, increases pride and stewardship in private land ownership, and enhances recreation and tourism.

Preserving habitat and protecting rare species at the local level may also minimize the potential that a species will officially become “threatened” or “endangered,” thereby requiring federal intervention under the Endangered Species Act. The WisDNR—Bureau of Endangered Resources maintains a database entitled the Wisconsin Natural Heritage Inventory (NHI). NHI data is collected in the field on a continuous basis by biologists. Because rare species are vulnerable to collection and intentional destruction, the exact locations and type of rare species is not made readily accessible. However, this data is available through submittal of a “Wisconsin Natural Heritage Inventory Request Form.”

SEWRPC’s “A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin” notes that there are rare species occurrences in the vicinity of Swan Lake. The plan indicates that this habitat is currently within mapped environmental corridors. Therefore, the village should adhere to the recommendations of the plan regarding Environmental Corridors. Furthermore, the village should take proactive measures to ensure that any future growth or development in the vicinity of Swan Lake take extra precautions such as submitting “Wisconsin Natural Heritage Inventory Request Form” and adhering to the principles in the table at right.

Seven Biological Principles for Habitat Protection

Principle 1	Maintain large, intact patches of native vegetation by preventing fragmentation of those patches by development.
Principle 2	Establish priorities for species protection and protect habitats that promote the distribution and abundance of those species.
Principle 3	Protect rare landscape elements. Guide development toward areas containing more common landscape elements.
Principle 4	Maintain connections among wildlife habitats by identifying and protecting corridors for movement.
Principle 5	Maintain significant ecological processes in protected areas, such as fires and floods.
Principle 6	Contribute to the regional persistence of rare species by contributing to their habitat locally.
Principle 7	Balance the opportunity for resources and recreational needs by the public with the habitat needs of wildlife.

Source: Habitat Protection Planning: Where the Wild Things Are, APA, 1997

## Cultural Resources

### History

The Village of East Troy, along with the towns of Troy and East Troy, were originally named after Troy, New York by early settlers. In 1843, the towns of Troy and East Troy were created from what had been Troy and the village incorporated shortly afterward in 1847.

### Historic Preservation

The importance of historic preservation planning lies in the assumption that the historic resources of a community are valuable and should be carefully considered in planning for community development and redevelopment. Historic preservation can help to maintain the unique identity of a community in a time when many factors are tending to create a national homogeneity in the environment. Other benefits of historic preservation may include: promotion of tourism; increased real estate values and municipal tax revenues; the arrest of decay in declining areas; the creation of community pride; and the conservation of cultural resources. Despite these benefits, economics, attitudes and existing laws can sometimes work against historic preservation. Through proper planning, however, the impediments to historic preservation can be reduced.

Historic preservation planning should not be accomplished separately from the overall community planning process. To be most effective, historic preservation planning should be integrated into the framework of the comprehensive plan for the development and redevelopment of the community. As an integral part of the total planning process, historic preservation can be considered in light of all the other needs and goals of the community, thereby affording such preservation equal consideration with other planning issues. In this way, historic preservation can become an issue of continuing concern and can be built into the ongoing development and redevelopment decision-making process of the community.

### Historic Sites

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state – such as round barns, cast iron bridges, commercial buildings, school houses, and turn-of-the-century homes – that create Wisconsin's distinct cultural landscape. The AHI identifies 52 documented structures in the Village of East Troy. Listed structures include the East Troy Electric Railroad Museum, Jude's Opera House, M.J. Read Property, Matthew Drumney House, St. Peter's Church, and several other properties. The



AHI also includes East Troy House which is also located on the Square at 2093 Division Street. The original building was named for a Village of East Troy cofounder.

There are three properties in the village listed on either the National or State Historic Registers including Buena Vista House, Sheboygan Light, Power and Railway Company Car #26 and Smith and Meadows Store Buildings.

### **Cultural Organizations/Destinations**

The Friends of the East Troy Railroad Museum Inc. owns and operates the East Troy Electric Railroad Museum, located at 2002 Church Street. The building marks the end of an inter-urban commuter rail line that dates back to 1907. Laid by the Milwaukee Electric Railway & Light Company, the line connected the village to Milwaukee and other communities via electrically powered trains. Car #26 of the Sheboygan Light, Power, and Railway Company was acquired and moved to the site for restoration and is currently in use. The line extends about seven (7) miles northeast from the village and operates from May through October. Dinner trains are also offered several times during the operating season. The museum celebrated its 100<sup>th</sup> anniversary as a rail line in 2007.

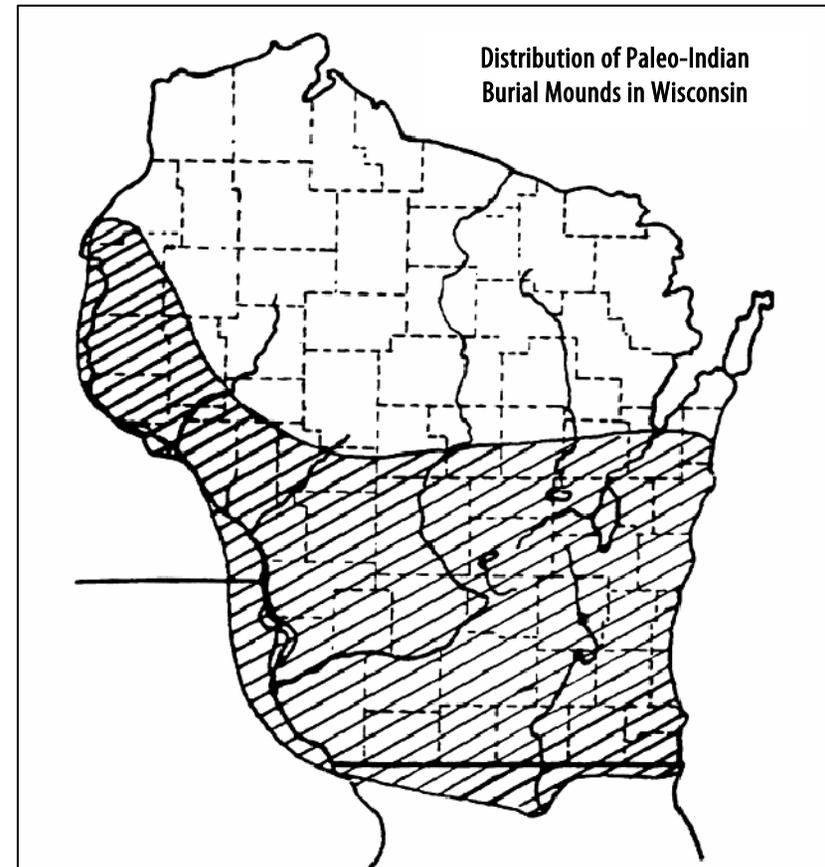
The East Troy Area Historical Society was founded in 1984 and works to preserve history and educate people about the local history of the village and surrounding area. The society is currently raising funds to establish local museum and headquarters.

The Alpine Valley Music Theatre, located at 2699 County Trunk Highway D, is one of the premier outdoor music venues in the country with a seating capacity of 36,000 people.

### **Archeological Sites**

The Wisconsin Historic Society Archaeological Sites Inventory (ASI) lists three sites for the Village of East Troy including St. Peter's Cemetery, the John Weldon Site, a historic Indian campsite/village, and an unnamed cemetery/burial site. More information on these sites is available from the Wisconsin Historical Society.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land and may not be viewed by the general public. A Distribution of Paleo-Indian Burial Mounds in Wisconsin is illustrated by the graphic.



**Cultural Resource Goals, Objectives, and Policies**

<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ <b>Preserve, enhance, and promote East Troy’s small-town, historic character.</b></li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
<ul style="list-style-type: none"> <li>▪ Promote and preserve the historic downtown area as the village’s community center and gathering place</li> <li>▪ Identify and protect unique historic and archeological areas within the village and planning area</li> </ul>	<ul style="list-style-type: none"> <li>▪ Promote the restoration and rehabilitation of historic buildings to enhance the viable economic use of these structures</li> <li>▪ Ensure that new development in the downtown is compatible with the historic character of existing buildings and the traditional pattern of its older neighborhoods</li> <li>▪ Continue to work with the East Troy Area Historical Society, East Troy Rail Museum and other organizations to promote events that sustain and take advantage of the village’s historic assets</li> <li>▪ Work with the towns and Walworth County to organize and support local festivals, fairs, and markets that celebrate the village’s heritage</li> </ul>	

**Cultural Resource Recommendations**

**Explore Opportunity to become a Main Street Community**

The Wisconsin Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program was established in 1987 to encourage and support the revitalization of downtowns in Wisconsin communities. Each year, the Department of Commerce selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce.

In the first five years of a local Main Street program, the State of Wisconsin invests approximately \$125,000 in on-site visits, training, and technical assistance. The Wisconsin Main Street Program, the National Main Street Center, and private consultants spend more than eighty (80) days in each new community during the start-up phase.

After the start-up phase, the state annually invests approximately \$5,000 in each Main Street community to provide quarterly volunteer and director training sessions, design assistance, business consultations, and town-specific technical assistance. Other benefits are an annual awards ceremony, cooperative marketing opportunities, and an extensive library of slides, videos, and printed materials. In addition, scholarships are available for local Main Street program directors to attend the National Town Meeting on Main Street.

**Develop a Historic Preservation Plan**

The village should consider developing a historic preservation plan for the downtown district. Historic preservation plans articulate the goals of historic preservation for the community and provide an organized framework for efforts to preserve historic properties. The plan could prioritize individual buildings and districts for preservation and reinvestment, identify specific areas and opportunities for rehabilitation and redevelopment, and provide design guidelines that promote appropriate development and rehabilitation in a manner compatible with downtown East Troy’s historic character. The plan might also identify strategic amendments to the Central Business (B-2) zoning district to help preserve the historic character of the downtown area.

The State Historic Preservation Office and the U.S. Department of the Interior also lists communities as a Certified Local Governments (CLGs). Municipalities designated as CLGs must demonstrate the following: enforcing appropriate local ordinances for the designation and protection of historic properties; establishes a qualified historic preservation commission by local ordinance; maintains a system for the survey and inventory of historic properties; and provides for public participation in the local historic preservation program. CLGs are able to apply for Wisconsin Historic Preservation Fund subgrants to be used for eligible CLG activities. CLGs are also able to officially comment on National Register of Historic Places nominations. The Village of East Troy should pursue this state and national designation.

**Promote Historic Development/Rehabilitation**

Continue to emphasize the value of remaining historic resource areas as community focal points. Continue to encourage the preservation of historically and architecturally significant structures/districts and archeological resources in the village, especially the historic downtown and historic residences. Continue to update records and mapping to fully document these resources. Utilize the East Troy Electric Railroad Museum, the rail lines, and the lakes as a catalyst for rehabilitation of the downtown.

Encourage new development forms that celebrate the village’s history and, especially in those parts of the planning area outside the village boundaries, the area’s agricultural heritage. A local façade improvement program can assist to finance several historic building renovations in the downtown area. Continue detailed development review procedures for development in the downtown area, and promoting new building styles and materials consistent with historic styles to preserve the area’s character and heritage. Continue to provide convenient parking opportunities along the street, but direct most of the downtown parking to the rear of the buildings or to nearby municipal lots.

Wisconsin Main Street Criteria	
Need	The need for the Main Street Program in the municipality and its expected impact on the municipality
Organizational Capability	The capability of the applicant to successfully implement the Main Street Program
Public Sector Commitment	The level of public sector interest in and commitment to a local Main Street program
Private Sector Commitment	The level of private sector interest in and commitment to a local Main Street program
Financial Capacity	The financial capability to employ a full-time manager (at least half-time if the population of the community is 5,000 or less), fund a local Main Street program, and support business-area projects. A variety of funding sources should be utilized. A minimum budget of \$70,000 annually (including in-kind donations) is expected of applicants hiring a full-time manager and a minimum budget of \$40,000 annually is expected of applicants hiring a part-time manager
Physical Capacity	The cohesiveness, distinctiveness, and variety of business activity conducted in the proposed Main Street Program area.
Historical Identity	The historic significance of the proposed Main Street Program area and the interest in and commitment to historic preservation.

Cooperate with the East Troy Area Historical Society to protect resources that contribute to East Troy's character. The Historic Society currently conducts historical tours of the downtown and homes. These types of events should be expanded and conducted regularly, as well as promoting its historic and architecturally significant buildings through exhibits, brochures and self-guided walking tours.

The village must partner with the downtown businesses to continue to enhance the role of the historic downtown area as the Village's activity hub. To encourage preservation projects in the historic downtown area and surrounding neighborhoods, economic incentives may be offered to private landowners interested in protecting their properties. These incentives help offset additional costs that may be necessary to comply with other, more regulatory aspects of an historic preservation program. The primary economic incentive for historic preservation is in the form of tax credits.

- Property owners can qualify for a 20 percent federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of Interior has listed on the National Register of Historic Places. In Wisconsin, owners of historic properties can claim an additional 5 percent ITC from the state against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's Standards for Historic Building Rehabilitation.
- At the state level, another tax relief program provides a 25 percent Wisconsin ITC for the rehabilitation of owner-occupied structures that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. All applications must be made to the state's Division of Historic Preservation, where required forms and additional information can be obtained.
- Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provided grants for projects that enhance the appreciation of important historic buildings or decorative art works. Preference is given to significant preservation projects in small towns with populations less than 30,000. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

### **Preserve the Architectural Integrity of the Downtown area**

The Village Square and the buildings that surround it collectively form one of the, if not the, most recognizable and valued places in the village. Through the efforts of village residents and local businesses, the Village Square continues to be the center of village civic activity, and through the efforts of local businesses and property owners, the majority of the buildings on the square continue to preserve those qualities that give it an inviting and intimate character lacking in many contemporary commercial developments.

This plan recommends that the village ensure existing regulations and site plan review procedures are in place to ensure that the architectural integrity of structures in the downtown is maintained and prevent infill or renovations that does not compliment by requiring that any renovations or new infill structures respect the pattern established by prior development.

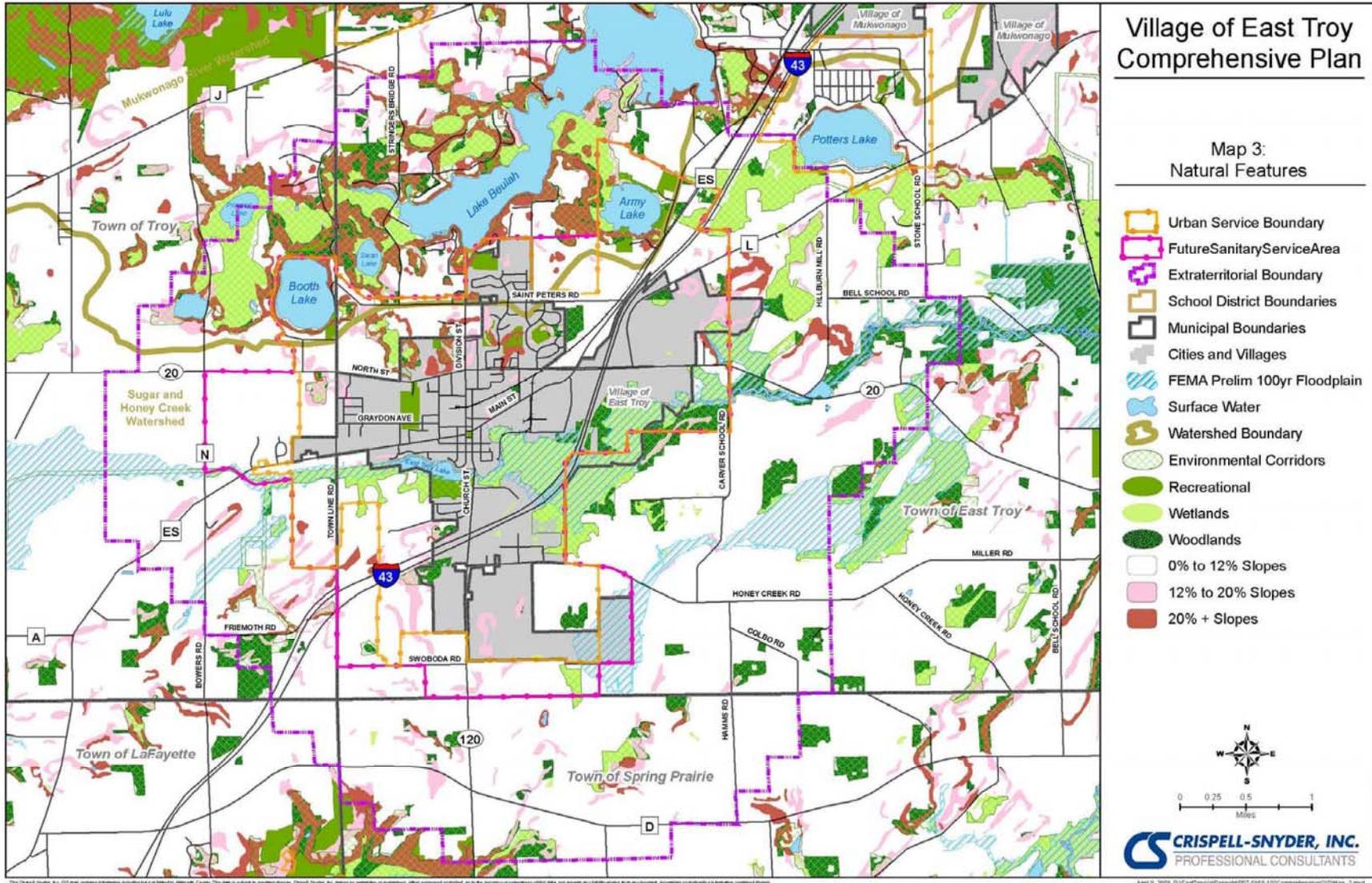
In general, desirable characteristics common to structures in the downtown include zero setback from the sidewalk, two-story height (though height of new structures may vary somewhat to allow for modern ceiling heights, front entrances with large (>50 percent) window coverings at the ground floor., second-second story windows (i.e., generally vertical in orientation with a common spacing and size), primarily brick construction with articulation and decorative trim around window and entrances, space for signage or a canopy immediately above the main entrance and display window. This plan also recommends review of the village signage ordinance to ensure that signage regulations are appropriate for the downtown setting in terms of placement, type, total area, and illumination. Some of these design principles are illustrated in Figure 3.

### **Continue to support civic and cultural events in the Downtown and other venues**

The Village Square is site to a number of community events, such as “Thursday Nights on the Square”. These events enhance East Troy’s sense of community and bring people to the downtown area. The village should continue to work with event organizers and businesses to host these and similar events. The village could combine promotional events at the East Troy Electric Rail Road Museum with those in the downtown and enhance the pedestrian connections between the two. The village should support and encourage community events and programs which celebrate the history and culture of East Troy, especially in the off-season, as well as cooperate with the School District, Chamber of Commerce, Historic Society, churches, civic clubs, and other groups.



Map 3: Natural Features



# Chapter Three: Land Use

This chapter is intended to guide land use decision-making in the Village of East Troy area. Long-range land use planning allows municipalities to phase and guide development in a manner that maximizes good neighborhood and economic development, maintains community character, protects sensitive environmental features, promotes revitalization of older parts of the village, and provides efficient municipal services. Land use planning also enables the village to identify lands well-suited for public purposes such as schools, parks, municipal facilities, major roads, and drainage facilities.

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the Village of East Troy. It includes a map showing existing land uses and recommended future land uses, and provides land use data and analysis as required under §66.1001, Wisconsin Statutes.

## Existing Land Use Categories

An accurate depiction of the existing land use pattern is the first step in planning for the desired future land use pattern. The set of categories below was used to prepare the Existing Land Use Map (Map 4).

*Agriculture and Open Space:* Agricultural and related uses, cropland, farmsteads, mineral extraction operations, and single family residential development with maximum development densities of one (1) dwelling unit per 35 acres;

*Single Family Residential (Exurban):* Single-family residential development on private well and on-site treatment systems and those single family dwellings outside of the village that are served by the East Troy Area Sanitary Sewer system;

*Single Family Residential (Urban):* Single family residential development at urban densities generally located within the village;

*Two-Family Residential:* Attached single family and two-family residential development;

*Mixed Residential:* A variety of residential units focused in particular on multiple family housing (3+ units per building). This category also includes Mobile Home parks;

### Basic Objectives of the Land Use Element

- Identify changes, if any, in the municipal boundary due to annexation or detachment.
- Prepare an inventory of existing land uses.
- Identify if there are any places that have been used to dispose of wastes or that have been contaminated with an environmental pollutant.
- Assess local real estate forces and activity.
- Project future land use needs to accommodate the anticipated growth in the village over the next twenty years.
- Prepare a future land use map based on these projections and on information contained in the Agricultural, Natural and Cultural Resources Element.

### Land Use Recommendations Summary

- Promote a wide range of uses to fulfill all needs of village residents
- Ensure separation or buffering between incompatible uses
- Promote interconnected neighborhoods that place all types of residences within easy access of parks and other uses
- Ensure high quality and good maintenance of all development in the village

*Institutional and Public Services:* Large-scale public buildings, hospitals, youth and elderly service facilities, churches, and special-care facilities. Small institutional uses may be permitted in other land use categories;

*Downtown:* A mix of retail, commercial service, office, institutional, and residential uses in East Troy's historic commercial center;

*Commercial:* Indoor commercial, office, and institutional land uses that serve the entire community;

*Airport:* This land use encompasses the East Troy Municipal Airport and supporting activities.

*Industrial:* Indoor industrial land uses and controlled outdoor storage areas with moderate landscaping and signage;

*Landfill/Extraction:* Sites either in current or previous uses as a landfill; quarries, gravel pits, clay extraction, peat extraction and related uses.

*Recreation:* Park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and publicly owned natural or habitat preservation areas. Small recreational spaces and future parks may be included in other land use designations;

*Surface Water:* Lakes, rivers, creeks, and perennial streams;

*Woodlands/Wetlands:* Contains identified and mapped wooded areas and wetlands. Also includes environmental corridors as a continuous systems of open space that include one or more of the following natural features: wetlands, floodplains, woodlands, critical wildlife habitat, rare or endangered species, and steep slopes as mapped by the Southeastern Wisconsin Regional Planning Commission. Environmental corridors are intended to be preserved over the long term whether in private or public ownership through various restrictions on use and site alteration.

*Rights-of-Way:* Publicly-owned land for roads, highways, and railroads.

### **Existing Land Use Pattern**

East Troy has developed historically as a free-standing small village with defined edges. Development in the village has been primarily dictated by major transportation corridors and land use features; namely Interstate 43, STHs 20 and 120, and the presence of numerous lakes and creeks to the north and east of the community. The village has been expanding to the north, northeast, and south over the past few decades. The unique and beautiful natural setting of the village has been significantly jeopardized by exurban development.

Map 4 depicts the existing land use pattern within East Troy and its planning area. Table 18 summarizes the existing acreage within the various land use categories in the village. The following is a summary of the development patterns depicted in this map.

***Residential Development***

Single-family development areas, with over 360 acres of its total land area dedicated for such use, comprises 12 percent of all land development in the village. The density of single-family development ranges from two to three homes per gross acre, and most residential development within the village is served by municipal sanitary sewer and municipal water. Most of the older single-family residential development and relatively small lots are located around the downtown area. Several properties in these neighborhoods could be included in an historic district.

Most of East Troy’s older neighborhoods reflect the linear street design pattern. This traditional grid pattern of rectangular blocks with individual lots fronting parallel streets is common in many Wisconsin settlements. This design was popular in the early years of community development because it efficiently accommodated sewer, water, utility, and street network extensions but resulted in many streets and lots with challenging topography. As East Troy grew, the grid pattern continued, and only in recent years have the more contemporary residential development design patterns emerged.

Much of the village’s residential development from the 1980s to the present reflects the curvilinear design, where streets and lots generally follow the natural contours of the land. This pattern generally complements the local topography but often results in longer, odd-shaped blocks as opposed to the traditional and predictable grid pattern. In general, the contemporary development design encourages slower vehicle speeds, but it can also make it more difficult to provide municipal and emergency services. Public participation throughout the comprehensive planning effort indicated strong support for new patterns of neighborhood design that combine the efficiencies and connected feeling of the grid pattern. Further, sensitivity to site features and gentle transitions of land uses within and on the edges of neighborhoods is preferred.

The planning area’s *Exurban Residential* development is found outside of the village’s municipal limits. These developments include several subdivisions along the north edge of the village, and rural development to the south at the edge of East Troy Lake.

The village’s *Two-Family Residential* development is generally clustered around the downtown area.

Table 18: Village of East Troy Existing Land Use Totals, 2007

Land Use	Acres	Percent of Total
Agriculture	792	27
Single Family Residential	363	12
Two Family Residential	2	<1
Mixed Residential	104	4
Downtown	6	<1
Commercial	115	4
Industrial	286	10
Mineral Extraction/Landfill	1	<1
Airport	179	6
Institutional & Community Facilities	154	5
Parks & Open Space	112	4
Wetland	306	11
Woodland	90	3
Surface Water	33	1
Public Right-of-Way	362	12
Total Acres	2,904	100

*Mixed Residential* development—akin to multifamily developments and condominiums—typically with anywhere from eight to twelve units per acre, are located on scattered sites throughout the community. While the village certainly does have apartment developments, some of the *mixed residential* development site is for senior housing.

### ***Business and Office Development***

There are approximately 120 acres in East Troy used for commercial or office development. The historic downtown area contains specialty shops, services, offices, restaurants, entertainment uses, and residential uses. Business and office development is scattered throughout the village and typically is located adjacent to institutional land uses. These developments can be found near the High School along Main Street.

Commercial areas are generally scattered along the major roadways in the village, including: along I-43 on the south side of the village, along the STHs 120 and 20 corridors, along CTH ES. Though, most of the recent commercial development has occurred on the village east side. A few individual projects on the south side—adjacent to the business park—have *Planned Business* characteristics with more landscaping, architectural design, and modest signage.

There are truly no areas in the village that fit the *Planned Office* land use category, embodied by high-quality office, institutional and office-support land uses. These are higher-end employment places with high-quality building materials and design, very generous landscaping, and limited signage.

There are some *Neighborhood Business* uses interspersed in the village's residential areas.

### ***Industrial Development***

Industrial uses in the village are predominantly located adjacent to I-43—and along the rail line. The newer industrial area is emerging at the south edge of the village (at the STH 120/I-43 interchange). The land use inventory identifies there to be approximately 286 acres of industrial land—accounting for nearly 15 percent of the total land area.

The village also experiences a significant amount of older, more historic and rail-oriented industrial development. Buildings and properties contain aging materials, increased outdoor storage and operations, and minimal screening and buffering from adjacent land uses. These users—while important to the village—result in a number of nuisance complaints due to their incompatibility with adjacent residential properties.

The STH 120 industrial area incorporates elements associated with the newer, park-like developments of the past decade. Properties contain very large floor plans with increased attention to the sites, including landscaping, building materials, and storm water management.

**Other Development**

Community facilities such as churches, schools, municipal facilities, and utilities account for nearly 154 acres (5 percent) of the village’s land. These facilities are concentrated on the west side of the village, with the school properties.

In addition, there are another 112 acres of public parkland and public conservancy areas located in the village, not including recreational lands associated with the school grounds. More detailed information regarding community facilities is located in Chapter Five: Utilities and Community Facilities.

As a result of the Interstate Highway, public right-of-way accounts for a large portion of the village’s total area (12 percent). The airport occupies an additional 182 acres in the northeast part of the village.

**Land Development Trends**

Table 19 shows the total number of new building permits for new dwelling units issued by the village from 2001 to 2006. Land market trends indicate that property values are increasing in the village. Between 1999 and 2006, the State Department of Revenue reported an 84.2 percent increase in the total equalized value of all property in the Village of East Troy (see Table 20). This rate of increase is lower than the City of Elkhorn but higher than the City of Delavan and Village of Palmyra. Villages to the north and east of the Village of East Troy have grown even faster. These villages are even closer to the core of the Milwaukee Metro area and like the Village of East Troy, are readily accessible to it. This indicates that increases in demand for development in the village will likely increase, and illustrates both the positive and negative economic effects of regional growth.

Table 19: Units Associated with Building Permits

Year	Residential (units)
2001	66
2002	10
2003	25
2004	20
2005	62
2006	6
<b>TOTAL</b>	<b>189</b>

*Source: Village of East Troy Building Inspector*

**Land Market Trends**

Trends in the Village of East Troy’s land market suggest increasing land values and lot prices. This reflects the accelerating demand for new development in the area, and the increasing relationship between the East Troy area and the surrounding higher-priced markets of Milwaukee and Madison.

Raw land values have also increased in the East Troy area over the past several years. Anecdotally, a new residential lot in the village sold for approximately \$60,000 in 2007 and this is expected to increase modestly each year. The average assessed housing value in 2005 was \$177,464.

**Land Supply**

Supply of land available for development includes areas of the village that have been planned or approved for development, but not yet built-out; vacant areas within the village that have not been planned for development; developed land within the village that is appropriate for redevelopment; and land in the Planning Area that is not within the corporate limits of the village but is potentially available for future annexation.

For vacant areas, the land actually available for development is determined by several factors. The area available for development is limited by any environmental corridors, areas of wetlands, floodplains, public ownership, conservation easements or other characteristics that make it undevelopable. Other potential building limitations (infiltration area, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) will also influence how much of vacant areas are actually appropriate for development. Building limitations will need to be measured and assessed by the developer and village when a specific development proposal is being considered.

**Projected Land Use Demand**

This plan includes a projection of land demand for residential, commercial, industrial, and agricultural uses through 2030. Given certain assumptions about village growth over the planning period, this projection suggests how much land would be needed to accommodate future development. This projection is shown in Table 21. The table does not project future

Table 20: Total Equalized Values

	1999	2006	Change 1996-2006
<b>Village of East Troy</b>	<b>\$176,384,200</b>	<b>\$324,914,600</b>	<b>84.2percent</b>
Town of East Troy	\$388,731,400	\$724,931,400	86.5percent
Town of Troy	\$155,127,000	\$251,086,500	61.9percent
City of Delavan	\$383,244,700	\$615,609,700	60.6percent
City of Elkhorn	\$347,249,000	\$662,124,400	90.7percent
Village of Mukwonago	\$332,940,800	\$709,731,300	113.2percent
Village of Waterford	\$182,748,000	\$431,964,000	136.4percent
Village of Palmyra	\$72,650,500	\$117,015,500	61.1percent

*Source: Wisconsin Department of Revenue*

agricultural land needs, as it is anticipated that such lands will be converted to accommodate other land use development.

The interaction of local and regional dynamics will continue to drive population change, household size, the balance of residential and non-residential uses, and the density of development in the East Troy area. These factors, in turn, determine the demand for land development.

The projections are based on the following data and assumptions:

- **New dwelling units per year:** Based on the projected growth of population and assuming that the household size will remain 2.60 (with trends toward decreasing household size offset by a local increase in traditional households), the number of new housing units per five year period is shown.
- **Growth factor:** A 50 percent growth multiplier was added to the village’s development trend to account for future county-wide efforts to direct growth into existing cities, villages and hamlets, where it can be served with public utilities and where it will have less impact on rural character and community services.
- **Residential density:** Describes how many homes can be accommodated on a given area of land, usually measured as an average number of dwelling units per acre. The projection in Figure 17 is based on the assumption that current residential density will remain unchanged. In 2006, residential densities in the village were roughly 3.4 dwelling units/acre (including all types of housing), or a net area of 0.29 acres per unit.
- **Non-residential development ratio:** It was assumed that in the future, the percentage of non-residential land to residential land will be 45 percent through 2030. In addition, for every acre of both residential and non-residential development, it is estimated that an additional 0.3 acres will be needed for streets, stormwater detention, utilities, etc.
- **Flexibility factor:** Because the market for land is not only driven by demand but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when there is interest or market demand to develop it. Therefore, incorporating a flexibility factor into the projection ensures that the supply of land area designated as appropriate for development will actually accommodate future demand. The projections utilized a 50 percent flexibility factor (i.e., total projected land area needs were increased by 50 percent).

Table 21: Village of East Troy Projected Land Use Demand

	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030	TOTAL 2005-2030
Projected Number of New Residents (based on population projection in Table 11)	404	445	492	542	599	2482
Projected Number of New Housing Units (based on 2.6 people/household)	155	171	189	208	230	955
New Residential Acreage Demand (based on existing residential density of 3.4 dwelling units per acre)	45	50	55	61	67	278
New Residential Acreage with 50 percent flexibility factor	68	75	83	91	101	417
New Non-Residential Acreage Demand (based on ratio to total development of .45)	20	22	25	27	30	125
Non Residential Acreage Demand with 50percent flexibility factor	31	34	37	41	45	188
Projected Acreage for new streets, utilities, etc.	20	22	24	26	29	121
Total New Residential and Non-Residential Acreage Demand	118	130	144	159	175	726

### Supply Demand Interaction

Based on the projected demand for land outlined previously, land use demand through 2030 will be roughly 726 acres. If residential development densities were to increase by 33 percent to 4.5 units per acre, land demand would drop to 660 acres. Currently, the village has 792 acres of undeveloped land within its municipal boundaries designated as agriculture or open space land outside of environmental corridor.

Over the planning period, agricultural land uses are projected to decrease within the village's planning as land becomes developed. Since most development will occur on agricultural lands, it is reasonable to project that the amount of agricultural land around the village will decrease by an amount somewhat lower than of projected residential and non-residential development during each five-year period. Depending on the density of future development, the amount of agricultural land is projected to decrease by between 85 and 135 acres per five-year period, with land conversion increasing for each 5 year period. Increasing residential density to 4.5 units per acre would result in between 78 and 121 acres per five-year period.

Future non-residential development in the village is expected to include both commercial and industrial development over the planning period. The percentage of non-residential to residential development is expected to increase as the growing population will support more commercial activity and as East Troy improves its economic and commercial base.

### Existing and Potential Land Use Conflicts

This comprehensive plan is focused on minimizing potential future land use conflicts through thoughtful placement of possibly conflicting new uses, high quality design, and buffering of possibly conflicting uses. Areas of potential conflicts include:

- The airport and nearby uses. The height restrictions near the airport and noise from private business jets recommend against planning new residential, upscale commercial, or intensive industry in this area.
- The large concentration of residential development south of Interstate 43 is surrounded on three sides by existing or planned commercial and industrial development. Care should be taken to provide adequate buffering between these uses and ensure that areas for parks and neighborhood scale commercial development are reserved in this area to serve area residents. It is also recommended that heavy or general industrial areas with significant off-site impacts not be located immediately adjacent to these use.

- Areas where new village development is planned near existing town development, particularly in the north near the lakes. In these areas, existent rural subdivisions will likely be adjacent to newer development that is intended to be served by municipal utilities.
- Historic non-residential development outside of the village's downtown. There are a number of industrial operations located adjacent to residential development that result in a number of nuisance complaints.

Recommendations for dealing with each of these are found in the Recommendations and Programs of this chapter and other chapters of this plan.

### Peripheral Growth Analysis

Before determining where all of the projected land uses should be located in and around the village, it is important to analyze the various factors that influence where the community can logically expand its urban services. The planning area's topography, significant natural features, public lands, and utility service areas all pose certain factors that will determine East Troy's future growth.

Communities typically want to extend sanitary sewer lines uphill from treatment plants and lift stations, and keep water services under the same pressure to create efficient utility networks. Extending services beyond a ridgeline or up into a hilltop area will result in higher utility (e.g., lift stations) and road infrastructure costs. As time passes, the equipment needed to overcome topographic obstacles needs to be maintained and eventually wears out. Growth patterns that are guided by efficient utility network considerations keep public costs down.

Map 6 illustrates the location of publicly-owned lands in the planning area, including village-, town-, county-, and state-owned parks and open space areas in the region. The map also shows lands which are owned/controlled by private interests.

Map 6 also shows the village's Sanitary Sewer Service Boundaries. This boundary depicts the area planned for urban development with a full range of services including public sanitary sewer, public water supply and distribution systems, higher levels of fire and police protection, solid waste collection, urban drainage facilities and streets with curbs and gutters, street lights, neighborhood facilities such as parks and schools, and urban transportation systems. Delineating an urban service area allows the village to plan for the orderly extension of utilities and public services. Map 6 identifies efficient sanitary sewer network expansion areas in all directions, especially lands along STHs 20 and 120, CTH ES and I-43.

## Planned Land Use Pattern

The Planned Land Use Map (Map 5 and Map 5a) indicates recommended future land uses over the 20-year planning period and their location within the village and its ETJ. Changes in land use to implement the recommendations of this plan will be at the request of property owners. This plan will not compel property owners to change the use of their land. Instead, Map 5, along with the policies in this chapter, will guide the village in its review of development proposals.

## Planned Land Use Map Categories

Map 5 and Map 5a divide the planned land uses in the Village of East Troy into several categories:

*Agriculture/Rural/Vacant:* This is the most common future land use designation shown within the surrounding towns. This designation acts as a “holding district,” and is intended to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses (including town subdivisions), promote further investments in farming, maintain eligibility for farming incentive programs, and ensure that development does not land-lock the village. This designation focuses on lands actively used for farming and/or with productive agricultural soils and topographic conditions suitable for farming. It also includes woodlands and other open space areas not otherwise shown as ecological areas on Map 5. Lands in this category also include farmsteads, cottage industries, agricultural-related businesses, “value-added” farm production, and limited residential development at densities at or below one home per 35 acres. Recommended zoning district(s): A-1.

*Single-Family Residential (Exurban):* This future land use category includes existing unsewered single family detached residential development outside of the village served by individual on-site waste treatment (septic) systems. It also includes residential development outside of the village that is served by the East Troy Area Sanitary Sewer system under agreement with the state, SEWRPC and the surrounding towns. This future land use category is intended only for areas outside of the village and is intended only to acknowledge where existing development of this type has already occurred and where limited infill development of this type where this land use pattern is already dominant. Most of these areas are near lakes and other isolated town subdivisions within the village’s planning area. Future land divisions in these areas shall not exceed an individual lot size of  $\frac{3}{4}$  acre. This land use category is much less efficient to serve with

public services and can create effective barriers to efficient growth of the village in the future.  
Recommended zoning district(s): R-1, R-1A

*Single Family Residential (Urban)*: This future land use category is intended for mainly single-family housing consistent with the village's historic, urban densities. New development in these designated areas are not intended to be less dense than 4.5 units per acre, and no residential lot should exceed 15,000 square feet in area. As depicted on Map 5, it is recommended that most existing *Single Family (Urban)* remain. New *Single Family Residential (Urban)* development is recommended for areas north of the village near lakes and as a transition to the existing unsewered homes in the Town of East Troy. This future land use category is also recommended for vacant lots and infill areas adjacent to existing similar housing. Other areas for single family housing are included in the *Mixed Residential* land use category described elsewhere in this plan. Small public and institutional uses—such as parks, schools, and churches—may also be built within this designation. Recommended zoning district(s): R-1, R-1A

*Two Family Residential*: This designation is primarily intended to allow groupings of duplexes that are in or adjacent to the village and served by a municipal sanitary sewer system. Single-family attached residences with individual entries (e.g., townhouses, rowhouses), and small public and institutional uses—such as parks, schools, and churches—may also be built within this designation. This future land use category is not mapped and is intended to be incorporated into areas planned for the *Planned Neighborhood* future land use category. Recommended zoning district(s): R-2.

*Mixed Residential*: This designation is intended for a variety of residential units focused on multiple family housing (i.e., 3+ unit buildings), usually developed at densities that exceed six units per acre, and served by a municipal sanitary sewer system in or near the village. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), existing mobile home parks, and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be within this designation. Recommended zoning district(s): R-3, R-4, R-5.

*Planned Neighborhood*: This future land use designation is mapped over the planned northern and eastern neighborhood growth areas of the village. Traditional neighborhoods should include a carefully planned mixture of predominantly single-family residential development, combined with one or more of the following land use categories: two-family/townhouse residential, mixed residential, neighborhood office, neighborhood commercial, institutional, and park and open space facilities. This category is intended to accommodate the Traditional Neighborhood Design (TDN) forms of development. Approximately 70 percent of the dwelling

units in the Planned Neighborhood area should be single-family detached units, approximately 10 percent should be two-family units, and 20 percent multi-family units. Recommended zoning district(s): PDO with R-1, R-2, R-3, R-4.

**Planned Business/Office:** This category is intended for areas appropriate for indoor commercial, retail, service, tourism-oriented, office, and community facility uses, and excludes outdoor sales, manufacturing, warehousing, and distribution uses. These commercial use areas are characterized by generous landscaping, screened (and limited) storage areas, modest lighting and signage, and compliance with design standards. New *Planned Business/Office* areas are planned for infill areas along County Trunk G and STH 20, and for new areas south of Interstate 43, at Highway 20 and Townline Road, and for a small area on County Highway ES toward Army Lake. The *Planned Business/Office* category also includes small, neighborhood scale commercial uses which are not mapped but can be located at appropriate locations within existing neighborhoods and the *Planned Neighborhood* land use category. New development and major expansions should comply with the design standards included in Chapter Eight: Economic Development. Recommended zoning district(s): B-1, B-2, B-3.

**Planned Mixed Use:** This category is intended for highly planned future developments that incorporate a mix of residential, office, small retail, and/institutional land uses into a single development. Mixed use centers are intended to be vibrant, urban places that should function as community gathering spots in a manner similar to traditional downtowns. Generally, these types of development should be located adjacent near other existing or planned residential areas to maximize the number of residents who can walk or bicycle to these developments. They are also recommended for high profile locations. The graphic at right illustrates key design and layout concepts that constitute a desirable Mixed Use Development. Map 5 identifies the high profile entrance to the village north of Highway 20 and Townline Road as a location for *Planned Mixed Use* with the intent of dramatic gateway feature for the community. *Planned Mixed Use* developments could also be considered within or adjacent to the *Planned Residential* land use category. Recommended zoning district(s): PDO with R-3, R-4, B-1, B-2, B-3.

**General Commercial:** This category is intended for broad range of commercial; office; community facility; outdoor display and sales (e.g., cars, boats, RV's etc.); low intensity warehousing and distribution; and small scale (usually accessory) light industrial uses. These commercial use areas are characterized by moderate attention to landscaping, screened storage areas, lighting and signage, and compliance with design standards. New *General Commercial* areas are planned primarily east of the village near the airport, and along Interstate 43 north of County Highway ES. Recommended zoning district(s): B-1, B-2, B-3.

## MIXED USE CENTERS

Mixed Use Centers are designed to create vibrant, pedestrian environments in which people can live, work, shop and obtain daily services. Buildings with different uses, sometimes even on different floors, are arranged within walking distance to each other and are connected via sidewalks. Obtaining moderate to higher densities and paying close attention to design and quality are critical aspects of mixed use centers.

Characteristics of Mixed Use Centers include:

- Walking relationship between uses
- Street activity from morning through evening
- Multi-story buildings, generally with more active uses on first floor
- Minimal front setbacks
- Buildings and sites designed for pedestrians not automobiles
- Parking located on streets, to rear of buildings, and/or in structures
- Transit service potential
- Building entrances oriented to street

Typical Mixed Use Center Land Uses:

- Multiple family and attached housing
- Offices
- Clinics
- Restaurants, including outdoor dining
- Coffee shop
- Deli/market
- Grocery store
- Urban gathering spaces (e.g. farmer's market)
- Dry cleaner
- Day care
- Drug store

**A** Retail/Residential Above

**B** Retail/Office Flex Space

**C** Retail

**D** Multi-Family Residential

**E** Office/Residential Above

**F** Gas Station  
Multi-Family Office  
 Four Acres in Back

*Downtown:* The *Downtown* future land use category is intended for pedestrian-oriented commercial, office, institutional and upper story residential uses in a historic “downtown” setting. The *Downtown* land use category is primarily mapped for the existing historic village center. These uses should be arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development. The plan does not call for expansion of the *Downtown* area at this time, but to preserve and enhance the character of the downtown by encouraging new development, infill development, and redevelopment in a manner compatible with pre-World War II commercial districts. Recommended zoning district(s): B-2.

*Planned Business Park:* This future land use designation is planned in expansion areas for the industrial areas. It includes high-quality indoor manufacturing, warehousing, distribution, office, and support (e.g., day care, health club, bank) uses with generous landscaping, screened storage areas, modest lighting, and limited signage. New development and major expansions should comply with the design standards included in Chapter Eight: Economic Development. In the Village of East Troy, this designation planned for high visibility areas along Interstate Highway 43 and STH 120. Recommended zoning district(s): BP, PDO.

*General Industrial:* This designation includes more intensive indoor manufacturing, warehousing, distribution, and office uses, often with significant outdoor storage or processing of materials. Uses in this future land use category include those with characteristics that make them less compatible with most other uses may require additional separation, screening, and buffering. New development should adhere to high-quality building design, generous landscaping, modest lighting, screened storage and processing areas, and limited and attractive signage. These areas should be located near arterial roads but away from existing or planned residential areas and high visibility community gateways whenever possible. This designation is mapped over mainly developed portions of the village’s industrial parks and for areas near the airport where outdoor, low intensity industrial activity will not interfere with airport operations and south of Interstate Highway 43 along Honey Creek Road. Recommended zoning district(s): M-1, M-2.

*Institutional and Public Service:* This designation includes the Village Hall, public schools, the library, the Fire Department, utility uses, and private institutional uses (e.g., churches and parochial schools), and specialized housing and care facilities, the East Troy Municipal Airport, power plants and substations. Map 6 generally shows existing locations of such facilities only. Future small-scale institutional uses may be located in areas planned for residential, business, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses

should generally be avoided in planned residential or traditional neighborhood areas. Recommended zoning district(s): I-1.

*Public Recreation Areas:* This category generally includes all publicly-owned land designated as state parks, scenic areas, conservation areas, village parks, or other recreational facilities owned by public or non-profit agencies. In addition to those areas currently designated in the village as *Public Recreation Areas* future land use category, the plan recommends that additional public parks and other preserved open space reserved within *Planned Neighborhood* future land use category in accordance with the recommendations for parks found in Chapter 5: Utilities and Community Facilities. *Public Recreation Areas* may also be accommodated within other land use categories. Recommended zoning district(s): P-1, NFC.

*Ecological Areas:* The Environmental Corridor category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This designation includes Wisconsin DNR identified wetlands subject to existing state-mandated zoning, FEMA designated floodplains, shoreland setback areas, and slopes of 20 percent or greater. Much of the undeveloped land within the village, primarily associated with Honey Creek is in environmental corridor, as is much of the land north of the village surrounding the lakes. Recommended zoning district(s): F-1, NFC.

*Surface Water:* Includes lakes, rivers, and perennial streams.

**Projected Land Use**

Projected land use was determined by a number of factors, including development trends, plans currently in the development process, areas that are logical for future development due to their proximity to existing development and environmental and soil constraints. Table 22 shows the acreage included in each planned land use category on Map 5. The categories are described in greater detail in Section C below.

Table 22: Village of East Troy Projected Land Use Totals, 2007

Land Use	Acres	Percent of Total
Agriculture/Vacant	6,281	35.2
Single-Family Residential (Exurban)	516	1.9
Single-Family Residential (Urban)	2,551	14.3
Two-Family Residential	2	<0.1
Mixed Residential	112	0.6
Downtown	6	<0.1
General Commercial	358	2.0
Planned Neighborhood	420	2.4
Planned Business Park	388	2.2
Planned Mixed Use	124	0.7
General Industrial	432	2.4
Planned Industrial	78	0.4
Institutional & Public Service	367	2.1
Public Recreational Lands	296	1.7
Ecological Areas	4,834	27.1
Right-of-Way/Water/Unclassified	2,872	16.1
Total Acres	17,835	100.0

**Land Use Goals, Objectives, and Policies**

<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ Enhance and maintain the village’s unique neighborhoods.</li> <li>▪ Enhance and maintain the village’s historic downtown area.</li> <li>▪ Promote community development and redevelopment that protects and preserves environmental features and can support/provide municipal services in an efficient manner.</li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
<ul style="list-style-type: none"> <li>▪ Direct new development to areas within and immediately surrounding existing development</li> <li>▪ Plan for an adequate amount of land to accommodate a variety of land uses, including a range of housing types, industrial, commercial, and community facilities</li> <li>▪ Ensure a desirable and compatible mix of land uses that are consistent with the village’s character</li> <li>▪ Ensure that conflicts between incompatible land uses are minimized</li> <li>▪ Ensure accessibility and connectivity between compatible land uses</li> <li>▪ Promote the revitalization of the historic downtown and other existing sites</li> <li>▪ Coordinate land development with transportation improvements</li> <li>▪ Promote high-quality building design</li> <li>▪ Make environmental protection an integral part of subdivision and site planning</li> <li>▪ Promote a compact, contiguous, and interconnected land use pattern that reflects historic village land use patterns and efficient services</li> </ul>	<ul style="list-style-type: none"> <li>▪ Maintain a hard edge between farmland and planned urban development areas, as opposed to permitting scattered and leap frog development patterns</li> <li>▪ Continue to require that all new development within the village corporate limits to connect to sanitary sewer and public water systems</li> <li>▪ Discourage development in the village’s ETJ that is inconsistent with the future land use outlined in this plan</li> <li>▪ Be receptive to the annexation of property in the ETJ and encourage future development to be served with municipal sewer and water services</li> <li>▪ Guide new development to areas adjacent to existing development and where logical extensions to streets, sewer lines, and water lines may occur</li> <li>▪ Promote redevelopment and infill in and around the downtown, along existing commercial corridors, and obsolete industrial sites</li> <li>▪ Reserve adequate areas for commercial and industrial development to retain existing businesses and attract new ones</li> <li>▪ Direct new residential development into planned neighborhoods (as opposed to isolated subdivisions), with a focus on creating high-quality, human-scaled, safe, and interconnected places</li> <li>▪ Encourage neighborhood-oriented retail and service businesses that will conveniently serve village neighborhoods</li> <li>▪ Encourage the creation of highly-planned, mixed use centers and neighborhoods that include employment, shopping, housing, and recreation opportunities in a pedestrian oriented setting at key locations in the village</li> <li>▪ Reserve areas for a range of housing types and densities including multifamily dwellings within neighborhoods throughout the village, rather than creating large concentrations of a single type of development in a just a few areas</li> </ul>	

<p><b>Goals</b></p>	<ul style="list-style-type: none"> <li>▪ Enhance and maintain the village’s unique neighborhoods.</li> <li>▪ Enhance and maintain the village’s historic downtown area.</li> <li>▪ Promote community development and redevelopment that protects and preserves environmental features and can support/provide municipal services in an efficient manner.</li> </ul>
<p><b>Objectives</b></p>	<p><b>Policies</b></p>
	<ul style="list-style-type: none"> <li>▪ Require adequate provision of park and open spaces at appropriate locations throughout the village through park land dedication or fees in lieu of land dedication</li> <li>▪ Require adequate landscape buffering between adjacent but incompatible land uses</li> <li>▪ Adopt site and building design standards for residential neighborhoods, and new multifamily, commercial, industrial, and institutional developments in accordance with the recommendations of this plan</li> <li>▪ Establish regulations and architectural standards for the historic downtown tailored to its historic pattern of development</li> <li>▪ Establish road and trail connections between existing and new development areas</li> <li>▪ Consider adopting a single-family residential zoning district that allows smaller lot sizes (7,200 square feet) and requires more modest setbacks to increase affordability of single-family lots</li> <li>▪ Modify village zoning, subdivision, and other ordinances where necessary to implement the goals, objectives, and specific recommendations in this plan</li> <li>▪ Work with the Village of Mukwonago and the Town of East Troy to establish a boundary agreement to prevent competition for annexation, limit premature development, and preserve the undeveloped areas between the villages of Mukwonago and East Troy</li> </ul>

**Specific Land Use Policies**

<p><u>Single-Family Residential (Urban)</u></p>	<ul style="list-style-type: none"> <li>▪ Ensure village single family zoning districts include standards that will implement the policies and recommendations of this plan</li> <li>▪ Ensure that single family residences continue to constitute a minimum of 60% of the village’s Housing Stock</li> <li>▪ Single family development shall not occur on lots less than 15,000 square feet or less in area, except when within a shoreland or other environmentally sensitive areas</li> <li>▪ Consider adopting a single-family residential zoning district that allows smaller lot sizes (7,200 square feet) and requires more modest setbacks to achieve a traditional neighborhood pattern of development and expand single family housing options. This district would typically be appropriate for portions of a <i>Planned Neighborhood</i> or Traditional Neighborhood Developments.</li> <li>▪ Plan for interconnected road and open space networks within and between residential subdivisions and neighborhoods</li> <li>▪ Encourage the construction of narrower streets in neighborhoods, where possible, and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children.</li> <li>▪ Minimize the potential for incompatible land uses (e.g. commercial and industrial uses that generate high levels of noise, odor, glare, dust, traffic, etc.) nearby <i>Single-Family Residential (Urban)</i> land uses. Where such uses do occur in close proximity, the village should encourage the use of physical and natural buffers.</li> <li>▪ Continue to locate single family residences near community facilities (e.g., roads, paths, parks, sidewalks, schools, and churches) in order to provide convenient access to residential areas</li> <li>▪ Ensure property maintenance codes are adequate and enforced to maintain property values and neighborhood appearance</li> </ul>
<p><u>Mixed Residential</u></p>	<ul style="list-style-type: none"> <li>▪ Require densities greater than eight (8) units per acre</li> <li>▪ Disperse future Mixed Residential development at appropriate locations throughout the village, rather than creating large concentrations of this type of development in a just a few areas</li> <li>▪ New building sizes should generally be limited to 8 to 24 units each to maintain the existing small-community character of the village. Larger multi-family structures should only be considered only to meet special needs (e.g., senior housing) as a conditional use in the multi-family zoning district, or as part of a Planned Unit Development</li> <li>▪ Discourage multi-family and duplex housing developments exceeding five (5) acres in size, except condominiums</li> <li>▪ Consider changes to the zoning code to require additional site and building design guidelines, and under-building or garage parking. Design of development that results in garages dominating the view will be avoided. (see Housing and Neighborhood Development chapter)</li> <li>▪ Require that all proposed projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval</li> </ul>
<p><u>Planned Mixed Use</u></p>	<ul style="list-style-type: none"> <li>▪ Allow new uses in this future land use category only if annexed to the village and connected to village sanitary sewer, water, and other utilities</li> <li>▪ Use the village PDO overlay district to implement this future land use category</li> <li>▪ Consider developing a specific development plan for each area in this land use category or adopting the recommendations for design guidelines in Chapter 7: Economic Development includes suggested design guidelines for mixed use developments of this type.</li> <li>▪ Approvals for such projects should only be granted following submittal, public review, and public approval of highly detailed plans for all buildings, public gathering areas, open spaces, streets, trails, landscaping, utilities, parking, lighting, and signage to ensure that all design elements compliment each other.</li> </ul>

<p><u>Single-Family Residential (Exurban)</u></p>	<ul style="list-style-type: none"> <li>▪ Prohibit new unsewered residential development of this type within the village limits</li> <li>▪ New residential lots in the village’s ETJ shall not exceed 30,000 square feet in area</li> <li>▪ Do not provide additional existing exurban residential development with sanitary sewer and water unless the property annexes to the village or unless under a formal agreement with town.</li> <li>▪ Use the village’s comprehensive plan and extraterritorial land division review authority to discourage allowing additional residential development of this type within the village’s 1.5 mile radius Extraterritorial Jurisdiction (ETJ), except as infill in existing rural subdivisions.</li> <li>▪ Retain and enforce the village’s policy of limiting residential density in undeveloped areas outside of the village to one dwelling unit per 35 acres in accordance with the village’s extraterritorial subdivision ordinance.</li> </ul>
<p><u>Two-Family Residential</u></p>	<ul style="list-style-type: none"> <li>▪ Generally limit duplex zoning to no more than three consecutive, adjacent lots and not more than 1 lot out of 12 in most neighborhoods. However, this may increase when intended as a transition to higher intensity uses such as a highway or commercial properties.</li> <li>▪ Residential infill opportunities should be pursued where feasible.</li> <li>▪ Discourage multi-family and duplex housing developments exceeding 5 acres in size, except condominiums.</li> </ul>
<p><u>Planned Business/Office</u></p>	<ul style="list-style-type: none"> <li>▪ Allow new uses in this future land use category should be permitted only if annexed to the village.</li> <li>▪ Consider new zoning districts or upgrading existing zoning districts to implement the recommendations of this Plan pertaining to this land use category (See also Chapter 7: Economic Development.).</li> <li>▪ Update the village’s zoning ordinance to require conditional use permits for any buildings over 10,000 square feet and multi-building developments.</li> <li>▪ Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval. Require the use of high-quality building materials, attractive lighting, and other design standards for commercial development projects specified in Chapter 7: Economic Development.</li> <li>▪ Require neighborhood-scale community commercial uses within residential areas and not associated with larger commercial areas to have architecture and scale compatible with the surrounding residential uses.</li> <li>▪ Ensure that future <i>Planned Business/Office</i> development is adequately buffered from residential development areas.</li> <li>▪ Control the number and spacing of new access points onto major streets such as Main Street, STH 20, and STH 120 to increase traffic efficiency and safety. Where practical promote or require cross-access between individual developments, shared driveways, shared parking, and/or driveway access onto new local streets intersecting arterial streets.</li> <li>▪ Avoid new extensive, uninterrupted areas of strip commercial development along major streets.</li> </ul>
<p><u>Downtown</u></p>	<ul style="list-style-type: none"> <li>▪ Update the village’s zoning ordinance to include a downtown or “central” commercial district that establishes unique requirements for businesses located in the downtown setting (e.g. mixed uses, no required setbacks; bulk, sign and design standards consistent with the recommendations for downtown development in Chapter Two: Agricultural, Natural Resource, and Cultural Resources)</li> <li>▪ Continue to work with downtown property owners and businesses to preserve and renovate historically significant buildings for modern commercial use</li> <li>▪ Promote infill development of vacant downtown property and redevelopment of out-of-character structures in the downtown in a manner consistent with other recommendations of this plan</li> <li>▪ Promote the downtown as a commercial, civic, and social center. Specific strategies are discussed in detail in Chapter Seven: Economic Development</li> <li>▪ Promote the use of second story space for housing</li> <li>▪ Seek downtown revitalization assistance by applying for the Wisconsin Main Street Program or other initiatives. See Chapter Seven: Economic Development for more details.</li> </ul>

<p><u>General Commercial</u></p>	<ul style="list-style-type: none"> <li>▪ Allow new uses in this future land use category only if annexed to the village and connected to village sanitary sewer, water, and other utilities</li> <li>▪ Ensure that its zoning code includes a commercial district that corresponds to the uses and design recommendations in this plan pertaining to this land use category and that regulations for the appropriate district implement the recommendations of this plan</li> <li>▪ Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval. Require the use of high-quality building materials, attractive lighting, and other design standards for commercial development projects in accordance with the recommendations in Chapter 7: Economic Development.</li> <li>▪ Update the village’s zoning ordinance to require conditional use permits for large-scale commercial buildings and multi-building developments</li> <li>▪ Ensure that future <i>General Commercial</i> development is adequately buffered from residential development areas</li> <li>▪ Control the number and spacing of new driveways onto major arterial streets and roads to increase traffic efficiency and safety. Where practical promote or require cross-access between individual developments, shared driveways, shared parking, and/or driveway access onto new local streets intersecting arterial streets.</li> <li>▪ Avoid new extensive, uninterrupted areas of strip commercial development along major arterial road and streets.</li> <li>▪ Keep unattractive commercial uses out of high-visibility areas, such as major intersections and community entryways</li> </ul>
<p><u>Planned Industrial</u></p>	<ul style="list-style-type: none"> <li>▪ Allow new uses in this future land use category only if annexed to the village and connected to village sanitary sewer, water, and other utilities</li> <li>▪ Encourage vehicle access control to and from Highway 120, Highway 20, and any other arterial street abutting uses in this category. The majority of employee and truck traffic should access shared, minor local streets rather than arterial roads whenever possible. Fewer, widely spaced driveways and intersections can improve transportation safety and efficiency.</li> <li>▪ Ensure the village Zoning Ordinance contains sufficient standards for architectural and site design standards and site plan review requirements to ensure a high quality appearance, safe and efficient traffic flows within and adjacent to the development, and proper buffering between adjacent uses, particularly residential uses. Emphasize the appearance of development from public rights-of-way, particularly major highways. Figure 3 illustrates some of the desired site layout characteristics, namely parking and loading to the rear with attractive landscaping near public streets.</li> </ul>
<p><u>General Industrial</u></p>	<ul style="list-style-type: none"> <li>▪ Allow new uses in this future land use category only if annexed to the village and connected to village sanitary sewer, water, and other utilities</li> <li>▪ When considering future rezoning requests, the village should require zoning to the appropriate district.</li> <li>▪ Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan and signage plan prior to development approval. Recommended design standards for industrial development projects are provided in Chapter Seven of this plan. The village should consider including many of these requirements in the zoning code.</li> <li>▪ Ensure Performance Standards are established and enforced to limit the impact of <i>General Industrial</i> land uses on adjacent and nearby property. These standards should place enforceable limits on excessive, noise, odor, glare, vibration, storage of hazardous and/or waste materials, and emanations of solid, liquid, and gaseous waste products.</li> <li>▪ Extend village utilities and services to future industrial use areas to allow them to be intensively developed and generally of higher assessed value, requiring annexation to get such services if land is not already in the village.</li> <li>▪ Ensure that future industrial development is appropriately separated or buffered from existing and planned residential development areas</li> <li>▪ Encourage vehicle access control to and from adjacent arterial and major collector roads such as STH 20 and STH 120 to improve traffic safety and efficiency. Shared access drives and interconnected local access roads rather than numerous direct access points are promoted.</li> </ul>

<p><u>Institutional and Public Services</u></p>	<ul style="list-style-type: none"> <li>▪ Integrate community facilities into new neighborhoods and residential areas, and provide an adequate distribution of community facilities throughout the village</li> <li>▪ Ensure that land use decisions and future growth are consistent with the community facility recommendations in Chapter 5: Utilities and Community Facilities of this plan</li> <li>▪ Amend this plan as necessary to accommodate future utility and community facility location</li> </ul>
<p><u>Public Recreation Lands</u></p>	<ul style="list-style-type: none"> <li>▪ Ensure village zoning standards include appropriate districts and/or regulations to preserve and develop a range of outdoor recreation and open space uses</li> <li>▪ Ensure the subdivision ordinance includes requirements that new residential development provide public park and recreational facilities, or fees in lieu of such facilities</li> <li>▪ Ensure that the village subdivision ordinance prevents a developer from meeting the parkland dedication requirement through dedication of lands unsuitable for active-use park or development purposes, such as wetlands, stormwater detention facilities, steep slopes, or are otherwise unsuitable for development or active recreational uses</li> <li>▪ Design future planned neighborhoods around and with access to environmental corridors and Park and Open Space areas without negatively affecting these corridors from an environmental standpoint</li> <li>▪ Ensure all residential areas are adequately provided with active use (e.g., playgrounds, picnic areas, playing fields) as well as protected natural and environmental open spaces in accordance with Chapter 5: Community Facilities of this plan.</li> </ul>
<p><u>Ecological Areas</u></p>	<ul style="list-style-type: none"> <li>▪ Development in mapped Environmental Corridor areas should be generally prohibited</li> <li>▪ If development is proposed in areas where environmental corridors have been mapped or are adjoining, the landowner or developer is responsible for determining the exact boundaries of the Environmental Corridor based on the wetland, floodplain, steep slope, or other natural feature(s) that comprise the Corridor.</li> <li>▪ Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Environmental Corridors</li> <li>▪ Encourage conservation subdivision design principles when developing lands that include environmental corridor to prevent fragmentation and disturbance of natural resources within the corridors</li> </ul>
<p><u>Agricultural/Vacant</u></p>	<ul style="list-style-type: none"> <li>▪ Retain and enforce a policy of a maximum density of 1 housing unit per 35 acres and a minimum lot size of 1 acre for new lots within the village's 1.5 mile extraterritorial jurisdiction</li> <li>▪ Consider amending the subdivision ordinance to include a maximum lot size for new residential lots outside of the village</li> <li>▪ Work with surrounding towns and Walworth County to preserve farms and farmland in agricultural areas</li> </ul>
<p><u>Single Family - Exurban</u></p>	<ul style="list-style-type: none"> <li>▪ Prohibit new unsewered residential development of this type within the village. Require existing development of this type to connect to village sanitary sewer and water service upon annexation.</li> <li>▪ Do not provide additional existing exurban residential development with sanitary sewer and water unless the property annexes to the village or unless under a formal agreement with the town.</li> <li>▪ Use the village's comprehensive plan and extraterritorial land division review authority to discourage allowing additional residential development of this type within the village's 1.5 mile radius Extraterritorial Jurisdiction (ETJ), except as infill in existing rural subdivisions</li> <li>▪ Retain and enforce the village's policy of limiting residential density in undeveloped areas outside of the village to one dwelling unit per 35 acres in accordance with the village's extraterritorial subdivision ordinance. (See also recommendations under the <i>Agricultural</i> future land use category.)</li> </ul>

## Land Use Programs and Recommendations

This section of the plan is intended to guide land use and development in the village over the next two decades. Map 5, the Future Land Use Map, presented in this chapter, was based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the village, location of areas logical for future development based on existing development, and environmental constraints (soils, topography, drainage, etc.). The Future Land Use Map and the following detailed recommendations also reflect citizen input that was received at public meetings and events described in Chapter One: Issues and Opportunities.

Wisconsin Statutes specifically allow villages to prepare plans for lands both inside and outside their municipal boundaries. These areas outside village boundaries are often called the village's "extraterritorial jurisdiction," which under Wisconsin law extends 1½ miles from the village limits. The specific authorities and responsibilities vested within the extraterritorial jurisdiction are explained in more detail in Chapter 9: Intergovernmental Cooperation. To effectively manage growth, this plan identifies desirable land use patterns within the existing village limits and in unincorporated areas around the village, with the recognition that the village's growth will be facilitated or impeded by the patterns of growth and preservation in the adjacent unincorporated area. Some additional land areas may be annexed into the village over the course of the planning period. As a result, implementing many of the land use recommendations of this plan will be greatly aided by intergovernmental coordination and cooperation. Specific strategies and opportunities for cooperation with the area also described in the intergovernmental cooperation section.

Although the following land use recommendations cover a large geographic area, it is not assumed that all areas depicted on the Future Land Use Map will develop during that period. Rather, the Future Land Use Map shows those areas in and around the village that are the most logical development locations for new village growth, regardless of the absolute timing of development. The village advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by roads, public sanitary sewer, and water.

The Future Land Use Map (Map 5) described below should be used as a basis to update the village's regulatory land use tools, such as the zoning map. It should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. Not all land shown for development on Map 5 will be immediately appropriate for rezoning and other land use approvals following adoption of this plan. Changes

### Extraterritorial Jurisdiction (ETJ)

The areas within the village's ETJ can be classified within two primary categories of interest to the village:

- Areas anticipated or possible for village growth/expansion over the planning period, from the village's perspective. These types of areas are designated in one or more of the development-oriented Future Land Use categories.
- Areas not anticipated for village growth or expansion over the planning period, but still within the ETJ. In general, most of these areas are planned for very limited development over the planning period.

in land use to implement the recommendations of this plan will generally be initiated by property owners and private developers. In other words, this plan does not automatically compel property owners to change the use of their land.

Future land use categories shown on Map 5 are described below, along with descriptions of where these land uses should be promoted in the village, policies related to each future land category, and approaches for preserving and enhancing overall village character.

### **Community Character and Design**

Participants in the public input opportunities hosted by the village cited preserving the community's historic character and heritage as one of the most frequently expressed community concerns. Growth in East Troy has been accommodated with a blend of development that is decidedly mixed in terms of its quality and appropriateness. This pattern of "good" and "bad" development has affected the overall image and character of the village. This uneven track record has resulted from development standards and procedures that simply do not ensure that new development will reflect the desired *character* of the community. Specifically, critical aesthetic components of development (e.g., architecture, open space connections, or the preservation of community entry experiences, pedestrian amenities) are often not addressed.

To ensure that East Troy's unique characteristics are maintained over the planning period, this section of the plan provides the basis of a comprehensive approach to community character planning, addresses in more detail the nature of development outlined in the Planned Land Use Map, and sets the framework for more detailed transportation, economic development, neighborhood development, and community facilities recommendations presented in this document.

#### **Community Character Components**

A wide variety of elements contribute to the creation of community character. These elements should be considered with all development proposals and government actions associated with implementation of this plan. The village has some measure of control over nearly all of these elements through zoning, subdivision, and building regulations and public investments. These elements include:

*Geographic Context*

A key element defining East Troy is its historic square and its setting nestled between a series of lakes and along the Honey Creek. The village recognizes that a clean and vibrant downtown serving as the heart of the community is an important asset. And, moreover, the village recognizes that ecological features surrounding the community must be preserved and complemented.

*Density and Intensity*

The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and nonresidential intensities (as defined by floor area ratios and the percentage of land left in green areas) remain relatively consistent, even though dwelling unit types or land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by impervious surface ratios and floor area ratios make for more gradual and visually comforting transitions.

*Building Scale*

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, differences in building scale at magnitude levels are disruptive to an urban fabric. Proposed multi-family, commercial and industrial structures which are inconsistent with the dominant scale of surrounding buildings should find other locations, or in certain instances, should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways. This maxim holds true throughout a community—from the downtown area to the multi-lane highway on its edge.

*Building Location*

Consistent building setbacks (with exceptions possible for unique institutional structures complemented by pedestrian-oriented facilities) are also important in both residential and non-residential areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets and plazas. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Restrictive covenants and zoning effectively address this concern. Downtown-type setbacks are essential to creating and maintaining a true downtown character and historic neighborhoods.

*Architecture*

Architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches or stylistic appurtenances) should be reflected. In peripheral locations and new development areas, styles should be of probable long-term merit rather than reflective of probable short-term trends, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured. This maxim is especially true for the commercial corridors, the historic neighborhood areas, and the village's downtown square.

*Signage*

The size of wall signs should be related to the area of the wall on which they are located. No wall should contain more than one sign—except in a center-type development. In such centers, sign materials and the location of signs on the façade must be consistent, and the use of consistent colors and lettering styles should be mandatory. In centers, sign area should also be related to façade area. Center occupants with very small façade areas or with no facade frontage should not be allowed exterior signage—except perhaps for nameplate signs designed as part of a well-executed tenant listing sign.

The village should limit freestanding sign height. Low monument signs can be effectively landscaped—pylon signs scar the streetscape. No building—whether a single use or a center—should be allowed more than one freestanding sign per road frontage, with a transferring of signs permitted to bring the maximum to two per wall.

A variety of signs are very difficult to make and/or keep attractive, and should therefore be prohibited. These include, at a minimum: off-site advertising and directional signs (including billboards), roof signs and portable signs. Other signs are a visual distraction and a potential nuisance or safety hazard. These signs, which should also be prohibited, include: flashing signs, inflatable signs, rippling or sparkling (“sequin-type”) signs, and a wide variety of strings of lights, “tinsel”, “pom-poms”, “pinwheels”, pennants, banners, streamers, and related attention-getters which have no structural or utility function. Trademark-type buildings or color schemes may also be considered as a form of signage, which should be carefully scrutinized by the Plan Commission prior to granting approval.

Finally, certain types of signage—such as changeable letter reader boards, electronic message signs, and signs which are permanently embedded into the structure, should be carefully considered on a case-by-case basis.

*Public Furnishings and Spaces*

The obvious use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas with many visitors, such investments create/supplement character which encourages repeat visits. The use of public furnishings, particularly in public spaces relating to lakefronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged.

The creation of small gathering spaces with benches and perhaps tables is an emerging trend in large-scale private commercial developments. Such features tend to humanize environments that are otherwise dominated by buildings, cars, and parking lots. The village should encourage creation of such spaces in its larger commercial and manufacturing developments.

*Urban Form*

East Troy's urban form is derived from its historic development as a rail-oriented community situated among many water bodies. The downtown area retains many of the charms of historic downtowns across Wisconsin. This character is reflected in both the commercial buildings in the downtown and several architecturally significant residential homes in the surrounding neighborhoods. These unique properties provide local landmarks, and enhance the overall "urban" character of the community. The village must proactively preserve existing examples and cultivate more "diamonds in the rough."

*Land Use Transitions*

This plan encourages the use of natural features—topography, environmental corridors, streams and lakes, and the like—to define the edges between land uses. However, in many instances, man-made features—roadways and existing developments—will define the edges of land uses. This plan again encourages the creation of buffers in the form of landscaping and berms and fencing to guide the transition of land uses.

*Landscaping*

Significant amounts of landscaping should be required of all forms of development, except single-family residential uses—which virtually always provide adequate amounts of landscaping without need for public regulation. Landscaping should be encouraged around building foundations, in and around paved areas, and along streets with required supplemental plantings in "yard" areas.

Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Non-native, invasive plant species, low-

durability species (e.g., box elders, silver maples, and certain willows and poplars) should be avoided, as should dangerous or toxic plants such as certain hawthorns or poison sumac. Either required landscaping should be installed before building occupancy, or, alternatively, performance guarantees should be required in the absence of installation.

### ***Community Entryways/Gateways***

Entryways, or gateways as they are sometimes referred, are the first impression a community makes on visitors and residents alike. The entryway and related features go beyond marking the edge of the community; but also acts as the “front door” to the community, setting the tone at the community edges and leading to the inner community edges. A community is provided with an ever-present opportunity to make a favorable impression on visitors, and entryways help to establish and reinforce the community’s character and sense of place.

At this time, entryways into East Troy are not unique or well pronounced. This plan seeks to recreate these entryways, and establish a complimentary “sense of entry” in carefully-defined areas along the expanding edges of the village. This plan also seeks to protect and enhance these unique aesthetic qualities through the use of zoning standards requiring high-quality landscaping, building design, signage, lighting, and public furnishings.

#### ***Primary Entryways***

The primary entryways into East Troy are its visual “front doors”, and wherever possible, should be protected and enhanced. High quality public entry signs and/or public art may be used to formally announce entry. These entrances include:

*STH 20/I-43*: STH 20 is likely the most important entryway into East Troy from the north and the east. Existing strip commercial developments line both sides of the roadway, defining much of entryway experience. Development along this roadway has not met with consistent, comprehensive standards for development types and intensities. The village should determine how this entryway should look and relate to the larger community, how private development should be designed, and how individual projects should relate to each other and surrounding parcels to create a visually pleasing, efficient, and lasting development pattern. The village should strive to protect and improve the entryway experience through improved building and site design, extensive landscaping, signage and controlled access for commercial development. The restriction of future billboard development along this corridor is also paramount in preserving the character and appearance of this entryway.



*STH 120/I-43:* This gateway will be the most important opportunity to define the entry to the community. At this time there is limited development along STH 120, but there are certainly “knocks at the door.” While some anticipated development is not occurring quickly enough (in the opinions of some), the village should be concerned with the quality of development that will occur. Currently northbound travelers are treated to a well defined edge from “country” to “village.” However, once north of the interstate, the aesthetics of the development in the village at this edge should be improved. The village should strive to protect and improve the entryway experience through improved building and site design, extensive landscaping, signage and controlled access for commercial development.

*Secondary Entryways*

East Troy has a number of secondary gateways—or gateways to neighborhoods or districts within the village. Secondary entryways are more subtle, but can be enhanced to create a feeling of “arrival.” The use of formal entry markers such as signs should be very low key, if used at all.

**Redevelopment Opportunities**

Wisconsin’s Comprehensive Planning Law calls for the designation of “strategic development areas” or “Smart Growth Areas” where special planning considerations should be brought to bear. This plan identifies two types of these strategic development areas:

- Infill Development Areas
- Rehabilitation Areas

Wisconsin’s comprehensive planning law requires comprehensive plans to identify “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.”

Several areas of opportunity exist in the village which are suitable for development over the twenty-year planning period. Figure 4 illustrates these opportunities focused around the historic core of the village. Table 23 outlines the various opportunities, and opportunity characteristics, and needed investments in these areas located in the community.

**“Smart Growth” Areas**

“Smart Growth” Areas are defined by the State of Wisconsin as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.”

**Table 23: Development Opportunities, Characteristics, and Investment**

Opportunity	Characteristics	Degree of Investment
Infill	<ul style="list-style-type: none"> <li>▪ Properties have not developed at this time, but are typically surrounded by existing development.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Public investment has already occurred in the form of infrastructure (sanitary sewer, water, roadways).</li> <li>▪ Properties are ripe for private investment.</li> </ul>
Rehabilitation	<ul style="list-style-type: none"> <li>▪ Existing and viable non-residential or mixed-use areas that appear aesthetically tired or outdated.</li> <li>▪ Need/opportunity for public/private reinvestment exists.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Will require a slight to moderate amount of public reinvestment, typically in infrastructure enhancements and hardscaping.</li> <li>▪ Will require a moderate to significant amount of private investment to enhance/upgrade existing sites or structures.</li> </ul>

*Infill*

This plan encourages development to infill areas within the existing village prior to the soliciting annexation. Typically infill opportunities are readily served by municipal services; and the surrounding development will define land uses, intensity, and character. However, infill opportunities may involve challenging site issues such as topography, irregular lot shape, access restraints.

*Rehabilitation*

*Main Street/CTH ES:* This corridor remains a viable and productive highway-oriented commercial and employment area in the community. Many of the current operators appear to have initially developed in the past thirty to forty years and have been exhibiting many signs of age. The properties are typified by large expanses of impervious surface, minimal landscaping and greenspace, large pylon signs, lesser-quality building materials, and extensive outdoor storage or operations. However, recent investment at the ES/20 intersection has been of much higher quality.

The village, perhaps with the assistance of the Chamber of Commerce, should encourage the rehabilitation of these areas through articulating a vision for the corridor. Relocation of some businesses to more appropriate areas may be necessary. Development of a Community Development Authority could provide low-interest loans to assist businesses with façade improvements or to encourage lower, monument-type ground signs. Businesses should be encouraged to provide landscaped areas and greenspace on-site, including the installation of landscaping at the foundations of buildings. The village should begin efforts to “soften” the appearance of the corridor through the installation of street trees in terrace areas. The village and the Chamber should encourage the creation of a business improvement district (BID) for businesses to initiate and direct area improvements.

*Historic Neighborhoods:* The recent private reinvestment of the grand, historic homes adjacent to the downtown area could become a catalyst to developing a Historic Overlay District for the community. The residences in this area are sufficient in number to be demarcated by an historic designation, and the village should work with the state to provide low-interest, façade-enhancement monies to assist their rehabilitation. As outlined in Chapter 2, the village will need to inventory properties in the area.

These historic neighborhoods surrounding the downtown area should be encouraged to remain intact. Too many conversions in certain blocks may change neighborhood character. The presence of the R-1 District results in a number of existing uses being



categorized as “legal, nonconforming.” This does not encourage new residential investment or reinvestment in existing residential developments. The village may need to undertake a “proactive zoning” initiative to limit the ability of existing structures to be utilized for more intensive operations (i.e., inappropriate commercial uses, mixed residential, etc.). While proactive zoning can be unpopular because it is initiated by government, with effective public education and outreach, the village can garner support from residents to preserve the character of their neighborhoods.

By the same token, the village must discourage the conversion of older homes in neighborhoods from converting into duplexes or apartments. This also will alter the character of neighborhoods by creating on- and off-street parking issues and degrade the charm, character, and craftsmanship of individual homes.

*Historic Downtown Square:* The downtown square once was—and should be—the commercial and institutional hub to the community center. The area contains restaurants, professional offices, governmental entities, taverns, housing, and retail establishments. However, the area contains a number of users with outdoor storage needs that are inappropriate in a downtown setting. While many of the businesses “fit” within an historic setting architecturally, some storefronts and businesses do not align with the established aesthetic framework.

Again, there is an opportunity for the village and a Community Development Authority to facilitate the relocation of some businesses to more appropriate areas in the community and to encourage the façade rehabilitation by providing low-interest loans to assist businesses with façade improvements. The village should pursue accreditation in the Department of Commerce Main Street Program (outlined in greater detail in Chapter 2). The village and the Chamber should increase communications and activities with downtown businesses through mutually sponsored events and community interests on the square, including a Business Improvement District. An historic overlay district could be extended to much of the downtown area. The village, perhaps with the assistance of the CDA, could encourage rehabilitation of these areas through articulating a vision for the downtown square. The village should continue efforts to “soften” the appearance of the corridor leading to the square with additional streetscaping.

Once a district or single property is listed on the state or national register, there are economic incentives available to commercial land owners interested in protecting their properties. These incentives help offset additional costs that may be necessary to comply with other, more regulatory aspects of an historic preservation program. The primary



#### Business Improvement Districts

A business improvement district (BID) is a public-private partnership in which businesses in a defined area elect to pay an additional tax in order to fund improvements to the district's public realm and trading environment.

BIDs are often grassroots organizations driven by community support. They require legislative authorization by the local government in order to be established. A BID is often overseen by a board of directors.

BIDs typically provide services such as street and sidewalk maintenance, public safety officers, park and open space maintenance, marketing, capital improvements, and various development projects. The services provided by BIDs are a supplement to the services already provided by the municipality.

BIDs are typically funded through special assessments collected from the property owners in the defined boundaries of the district. Like a property tax, the assessment is levied on the property owners who can, if the property lease allows, pass it on to their tenants. Typically, an individual property owner will pay an assessment based on the annual real estate tax charge.

economic incentive for historic preservation is in the form of tax credits. These tax incentives are available for income-generating buildings that are listed, or eligible for listing, on the state and National Register of Historic Places. Property owners can qualify for a 20 percent federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. All work must comply with federal guidelines established in the *Standards for Historic Building Rehabilitation*.

### ***Community Character Corridors***

In addition to the community gateways, East Troy's main transportation corridors influence visitors and residents' opinions of the community's character. For this reason, these primary corridors are also important to protect from unsightly development. Development along these corridors should be of high quality, marked by substantial landscaping, modest signage, good site design, high-quality building material and design, and pedestrian/bicycle connections with the remainder of the community. These design standards should be incorporated into the zoning ordinance, to ensure consistency and compliance with these stated goals.

Primary community character corridors include STH 20 and 120, and CTH ES. The secondary community character corridors include Beulah Avenue, Division Street, and Church Street. The following streets will become increasingly important as the planned neighborhoods are built in the future:

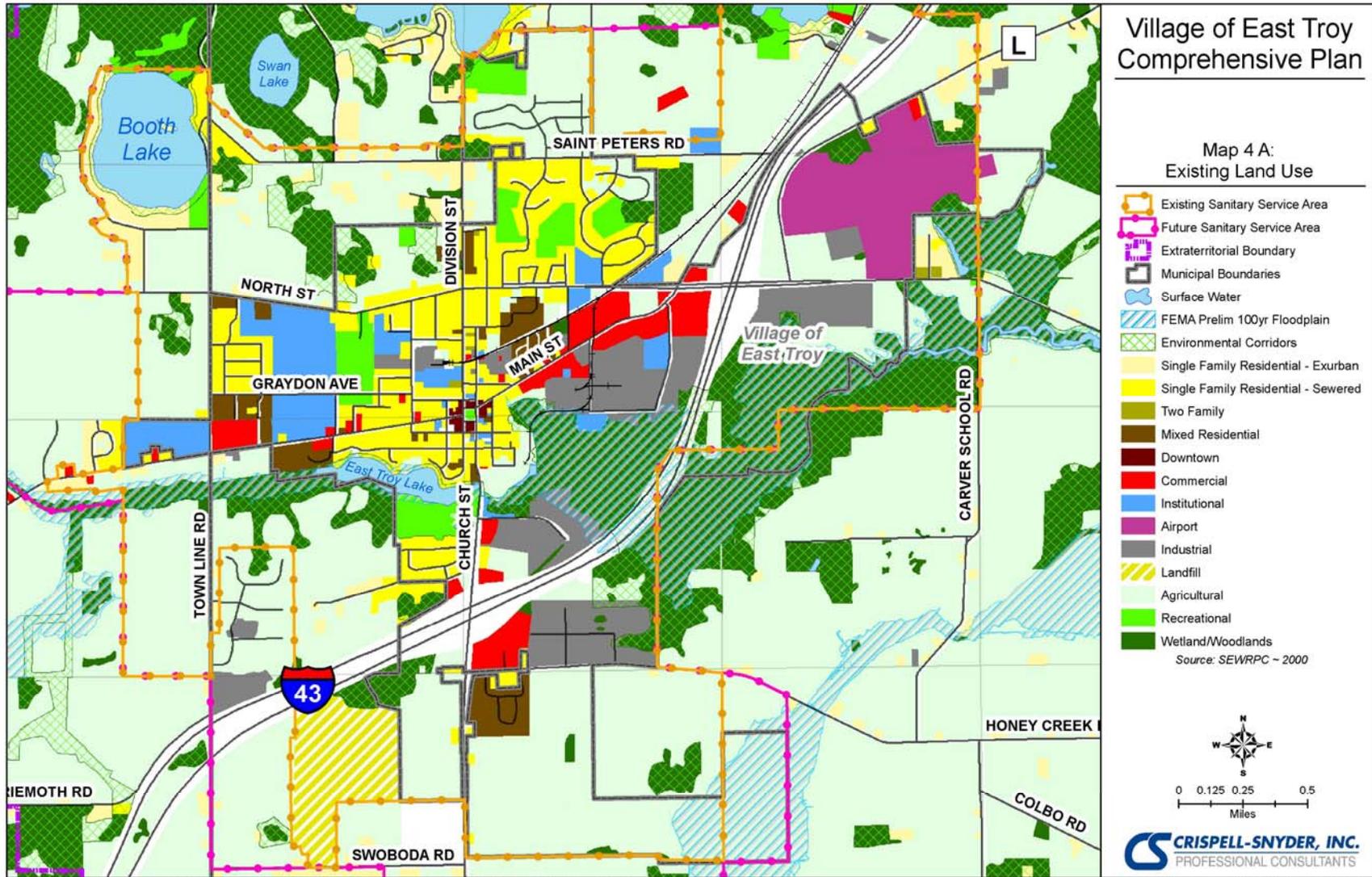
- Bowers Road and Townline Road, which will provide access to the development on the west end of the village
- Honey Creek Road, which will provide access to the south side development.

The village should ensure that design standards described above are codified in the zoning ordinance and applied to any new development proposal.



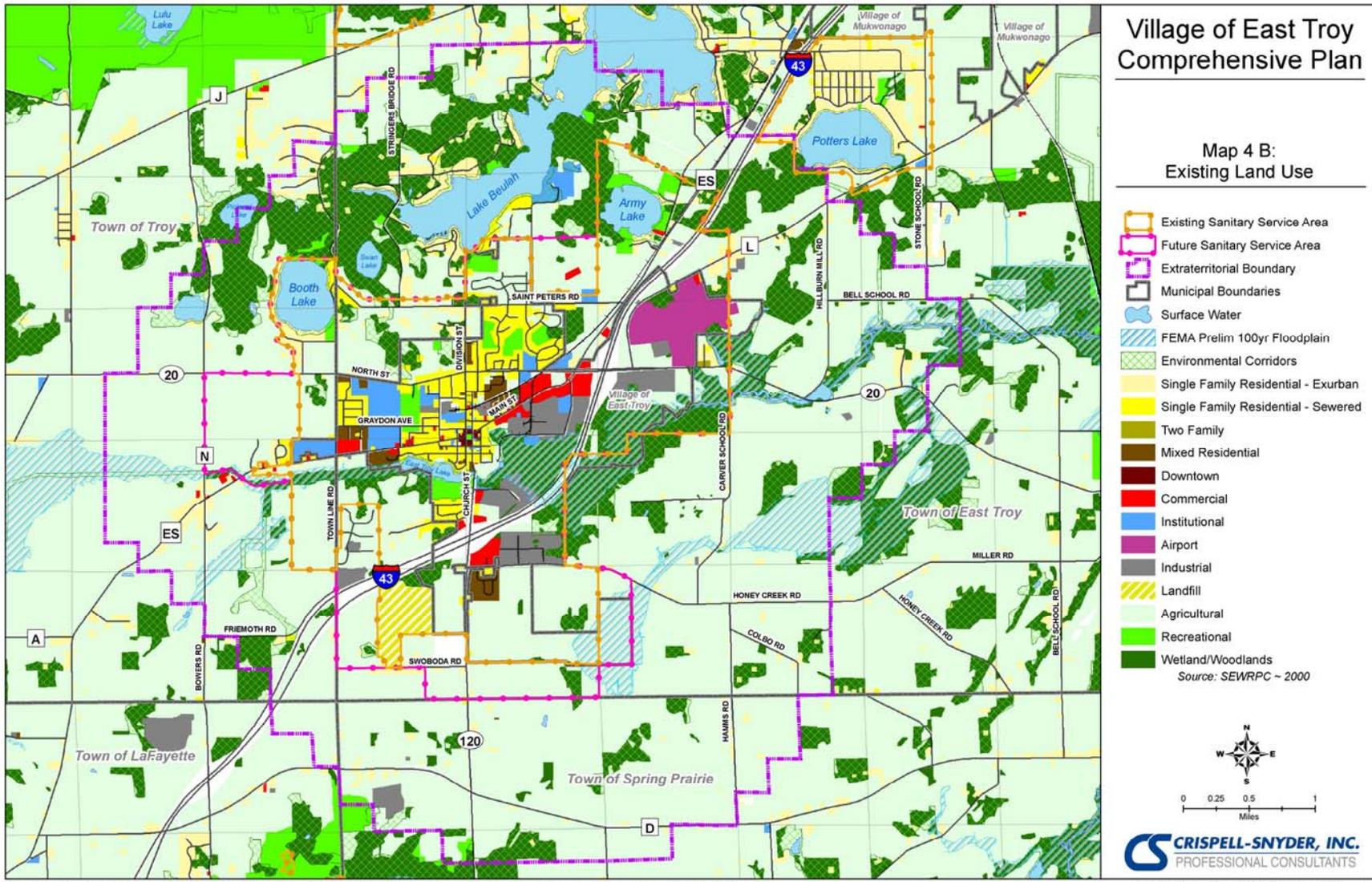


Map 4A: Existing Land Use Map



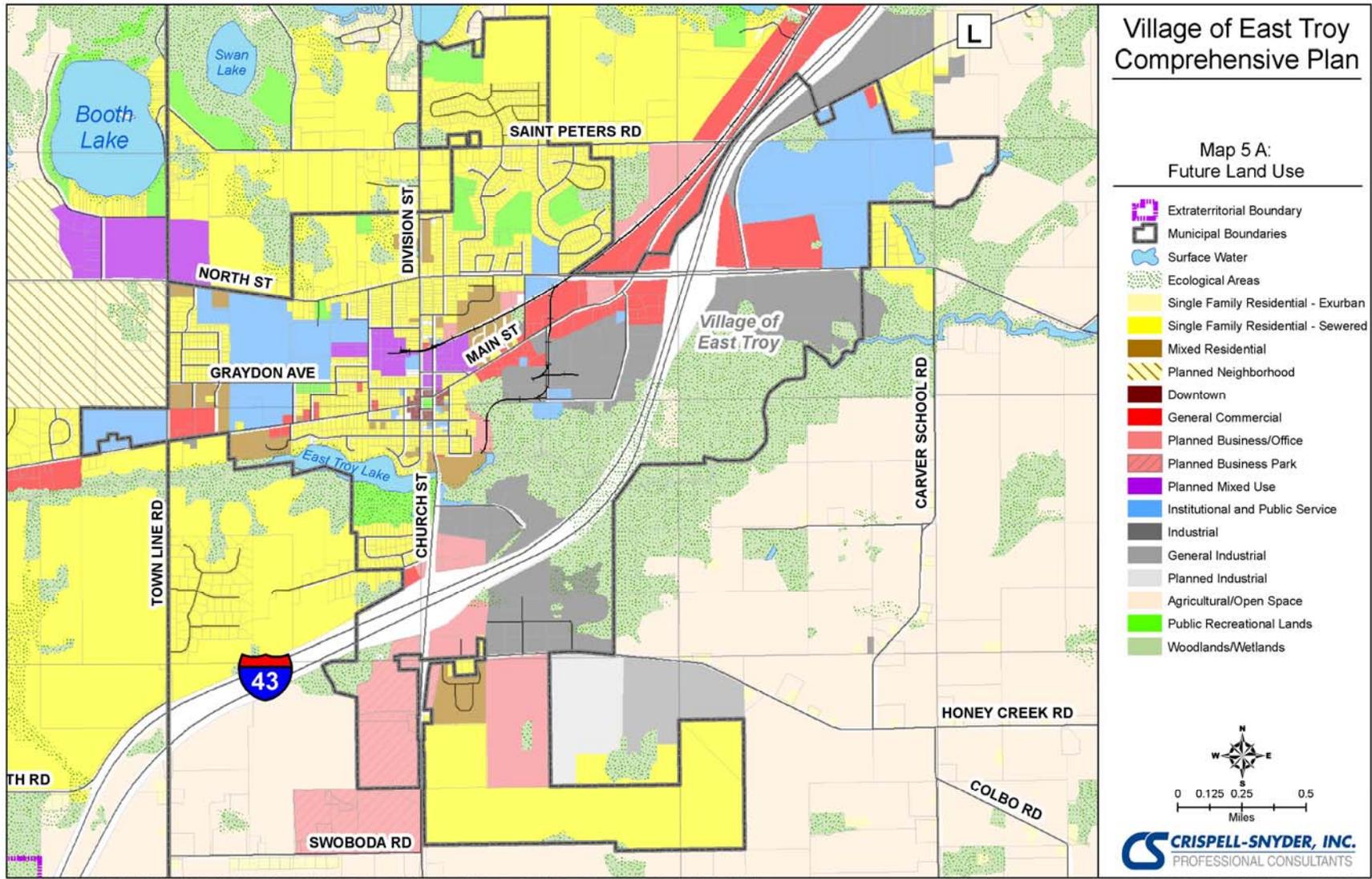


Map 4B: Existing Land Use Map



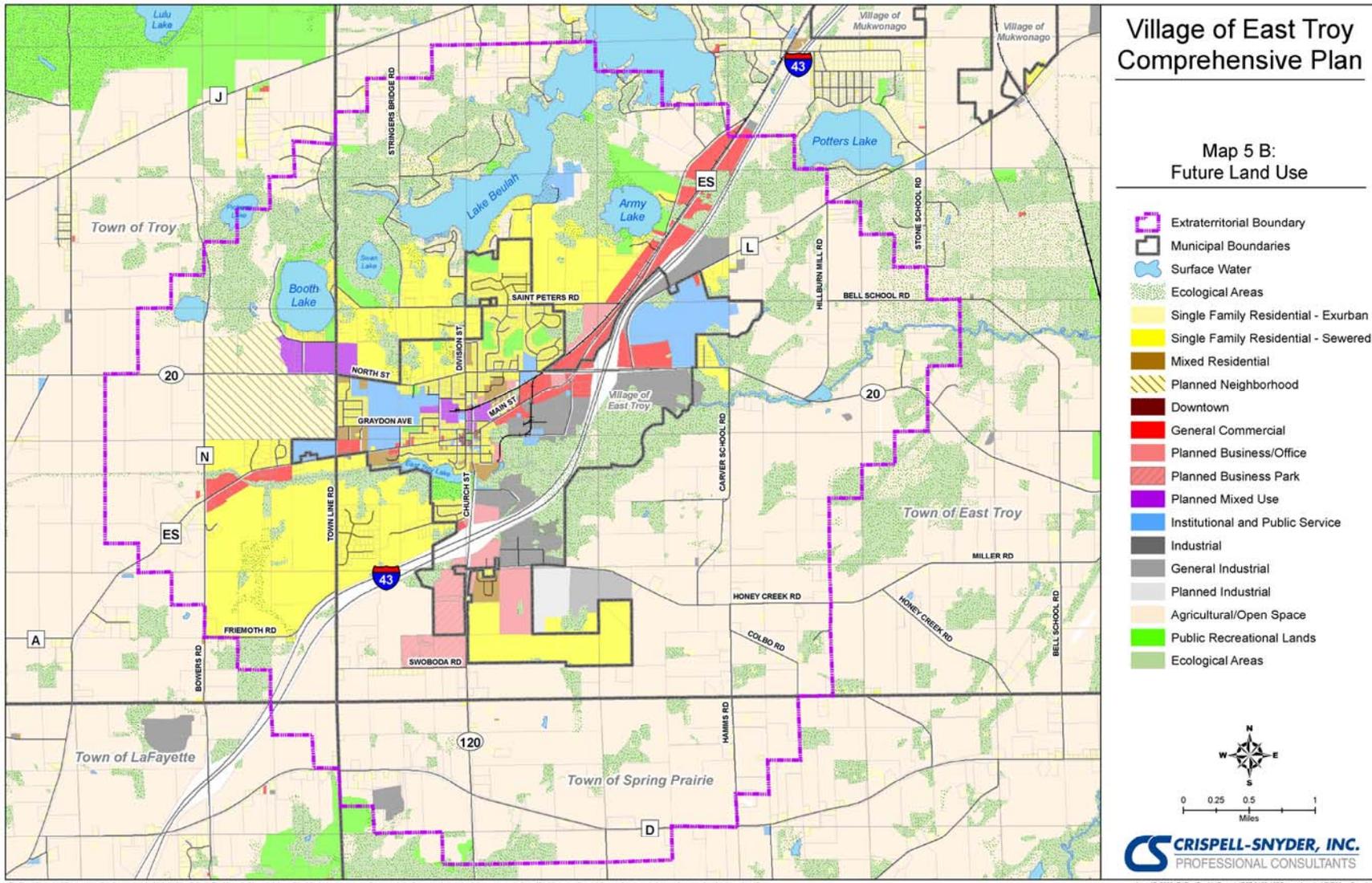


Map 5A: Future Land Use Map





Map 5B: Future Land Use Map





# Chapter Four: Transportation

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the Village of East Troy. The chapter also compares the village’s transportation policies and programs to state and regional transportation plans.

## Existing Transportation Network

The complex transportation network that is located within and around the village has greatly contributed to growth, facilitating the flow of goods and people. Not only is the village directly served by an interstate highway and a system of high-volume arterial roadways, but the village is also located in close proximity to other forms of transportation, such as freight rail, an international airport, and access to a regional bike and recreational trail system. This section describes the existing conditions of transportation facilities in the village. Map 6 shows existing and planned roadways in the village.

### Roadways

Throughout Wisconsin, all local, county, state and federal transportation routes are classified in categories under the “Roadway Functional Classification” system. The functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The three main functional classes include:

- Arterials that provide primary access to and through an area
- Collectors that disperse traffic within an area
- Local streets that provide access to individual properties

### *Interstate 43*

Interstate 43 serves as a regional, controlled-access facility within Wisconsin, connecting Green Bay and Milwaukee with Janesville/Beloit and points south. The Wisconsin Department of Transportation Corridors 2020 Plan designated the Interstate as a “backbone” route, connecting major population and economic centers. Selection of backbone routes was based on seven criteria, including multi-lane capacity, community needs, truck volume, and service trade centers, manufacturing centers, recreation centers, etc. In 2005, traffic counts for Interstate 43

**Basic Objectives of the Transportation Element**

- Assess existing transportation networks, facilities and conditions within the village and surrounding communities.
- Review statewide transportation planning efforts.
- Review statewide programmatic budgets for transportation related initiatives.
- Develop a long-term plan for transportation facilities and services in the village.
- Develop goals and objectives that will accommodate the needs of the current and future residents of the village.

**Transportation Recommendations Summary**

- Provide interconnected streets, sidewalks, and pedestrian ways throughout the village
- Provide pedestrian links between both sides of Interstate Highway 43
- Promote regional bus transit, shared-ride taxis, local bicycle uses and other commuter options
- Officially map transportation improvements and ultimate right-of-way widths
- Promote ongoing maintenance and upgrades of roadways

near the village were within design capacity, and no major widening or reconstruction projects are anticipated through 2030.

In 2006, the Interstate 43/State Highway 20 Interchange had average vehicle counts of 9,500, a 9 percent increase from 8,700 in 2002. The Interstate 43/State Highway 120 Interchange had average vehicle counts of 4,950 in 2006; an increase of 2.7 percent from 4,820 in 2002.

**State Highway 20**

State Highway 20 serves as a principal east-west arterial road for the village. In 2005 average daily traffic volumes were 6,200 at the intersection of State Highway 20 and Division Street, up from 6,100 vehicles in 2002. At the intersection of State Highway 20 and Townline Road, traffic counts remained relatively stable between 2002 and 2005 at between 3,800 and 4,000 vehicles per day.

**State Highway 120**

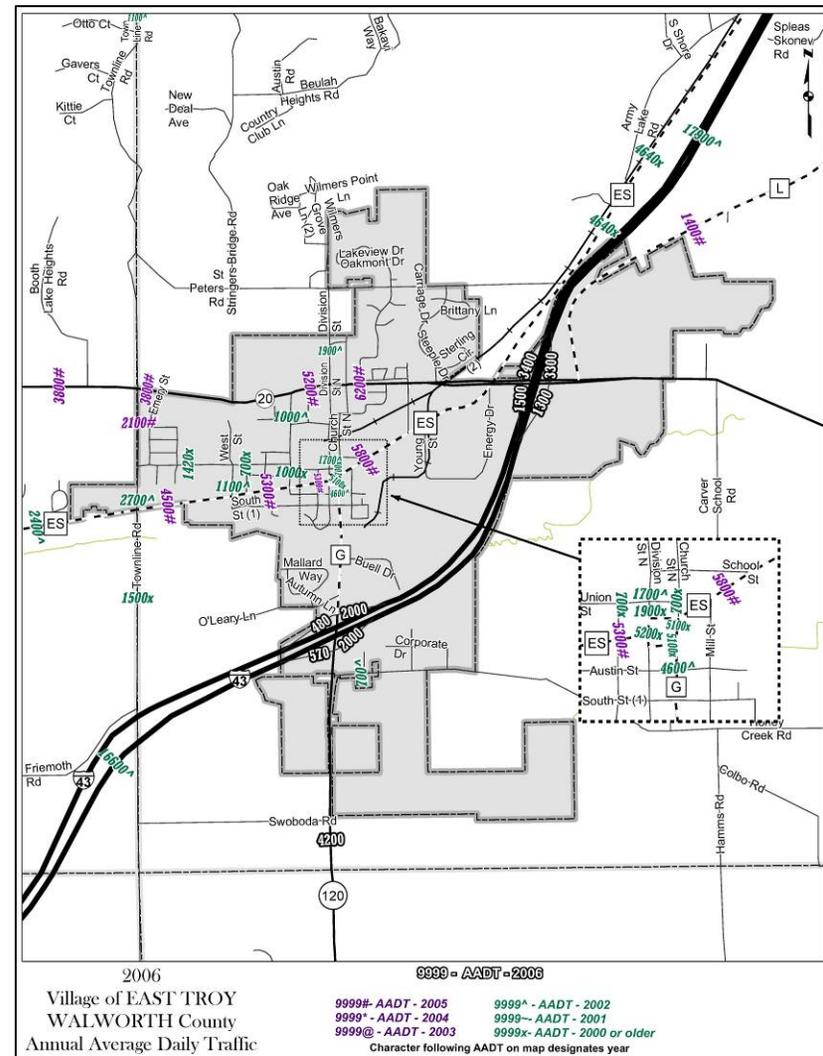
State Highway 120 runs north-south beginning south through the village from Interstate I-43 to the village’s southern border. Traffic counts for this highway segment from 2006 were 4,200 vehicles per day. The increase growth in the area towns and the added development along STH 120 will result in steady increases in traffic volumes.

**Local Roadways**

Local roadways in the village complement the county and region transportation network, and provide access to individual properties. Major north-south arterials and collectors included South Church Street (County Highway G) with 2002 traffic counts of 4,600 between the Downtown and the I-43 Interchange, Division Street north of the downtown with daily traffic counts of between 1,700 – 1,900, and Townline Road near the State Highway intersection with traffic counts of 2,100 in 2005 (which actually represented a decrease from the 2,700 counted in 2002). Major east-west collectors include CTH ES (Main Street) with 2005 traffic counts ranging from 6,800 at the east end of the village to 4,500 near the intersection of Townline Road. Again, a reduction from the 2002 counts.

**Bridges**

The Village of East Troy has two bridges. The bridge over Honey Creek at South Church Street is maintained by the county. Another bridge maintained by a private agency is located on Beach Road over the Rail Road. There are no state-maintained bridges (other than the Interstate 43 overpasses) in the village.



### ***Airports***

East Troy Municipal Airport is located at the northeast end of the village east of Interstate 43. The village owns the airport and is responsible for maintenance of the airport's infrastructure.

The airport consists of one 3,900-foot asphalt runway and one 2,400-foot turf runway. In order to better accommodate small corporate jets, the 6-year airport plan calls for extending the asphalt runway to 4,050 feet. No additional lands or adjustments to limits on the height of surrounding structures are required to accommodate this expansion.

There are currently no other plans for further expansion of airport lands or its runways, but additional improvements and expansion of structures and facilities within the airport are programmed in the village's 5 year CIP. Some improvements will also depend on the level of federal funding available to the village. The village has a contract with East Troy Aviation, which provides numerous services including facility management; small aircraft maintenance services; and pilot services such as charter services, weather and flight planning, and courtesy ground transportation. The airport currently serves over 100 aircraft. The airport is also home to the Sky Knights Sports Parachute Club.

The General Mitchell International Airport is located 33 miles east of East Troy off Interstate 94. The airport is named after General William "Billy" Mitchell who was a Milwaukee-born pioneer in Military Aviation. The airport, known as "Chicago's 3<sup>rd</sup> Airport", is owned and operated by Milwaukee County. Mitchell's 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International. It is the largest airport in Wisconsin with 42 gates. The Airport has five hard-surfaced runways and encompasses over 2,100 acres.

### ***Rail***

The community is served by a railway way spur line that reaches several industries in the East Troy Industrial Park. This spur feeds into the approximately seven miles of track owned and operated by the East Troy Electric Railroad, which also operates its seasonal passenger services between the village and CTH ES near Mukwonago to the northeast. This line in turn connects to the Wisconsin Central line at the Mukwonago interchange.

### ***Bicycles and Walking***

Bicycle and pedestrian facilities planning is important for a community like East Troy, where many of the village's primary destinations (e.g., shopping, schools, and parks) are generally within walking or biking distance of one another. These facilities are especially important in



East Troy, where schools are such an important and centrally located part of the community and where there are a large number of older residents.

Planned growth should accommodate, or at least not impede, safe bicycle and pedestrian travel as an integral part of the community's growth. According to national standards, bike routes should be designed along streets that provide a direct route to a useful destination, have traffic volumes of less than 2,000 cars per day, and have speed limits of 30 miles per hour or less. Bike routes on streets that do not meet these standards should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic. To promote safe and efficient bike travel in the village, bike lanes will need to be installed on several village roads and streets.

#### **Transit/Elderly and Disabled Transportation**

There is currently no private or public taxi, elderly transit, or exclusively municipal transit services in the village. A Park-and-Ride parking lot (Lot 6455) is located at the East Troy Municipal Airport on County Highway L.

#### **Truck and Waterborne Transportation**

Due to its location on an interstate highway, the village experiences moderate semi-truck traffic. Semi-truck volumes are heaviest along Interstate Highway 43 and Highways 20 and 120.

There is no waterborne freight movement in the village. Water freight moves in and out of the region through the ports of Milwaukee and Chicago. Local navigable waters are used only for recreational purposes.

### **Review of State and Regional Transportation Plans**

The following is a review of state and regional transportation plans and studies relevant to the village. The village's transportation plan element is consistent with these state and regional plans.

#### **Wisconsin State Highway Plan (2000)**

The Wisconsin State Highway Plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. There are no Village of East Troy-specific recommendations.



**Wisconsin District 2 Highway Improvement Program (2004)**

The WisDOT District 2 office maintains a six-year improvement program for state and federal highways within the District. Wisconsin has 112,362 miles of public roads, from Interstate freeways to village streets. This highway improvement program covers only the 11,753-mile state highway system which is administered and maintained by the Wisconsin Department of Transportation (WisDOT). The other 100,609 miles are improved and maintained by the cities, towns, counties and villages in which they are located. The state highway system consists of 750 miles of Interstate freeways and 11,010 miles of state and US-marked highways.

While the 11,753 miles of state highways represent only 10.5 percent of all public road mileage in Wisconsin, they carry over 34.7 billion vehicle miles of travel a year, or about 60.5 percent of the total annual statewide highway travel. To ensure the system's vitality and viability, WisDOT currently invests over \$750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually. Project in the 6-year Improvement Program in the East Troy area include resurfacing Interstate 43 south of Highway 20 through the village and reconstruction of Highway 120 south of Interstate 43.

**Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century (1995)**

The Translinks 21 Plan provides a broad planning "umbrella" including an overall vision and goals for transportation systems in the state for the next twenty-five years. This report documents a statewide highway network designed to provide essential links to key centers throughout the state, to shape a comprehensive, integrated, multimodal transportation blueprint to set the framework for our future policies, programs and investments. Translinks 21 will address the highways, airports, railroads, water ports, and urban transportation systems that carry people and goods throughout Wisconsin and provide safe, dependable access to and from Wisconsin communities and help promote regional and statewide economic development.

This 1995 plan recommends complete construction of the Corridors 2020 "backbone" network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. There are no Village of East Troy-specific recommendations.

**Wisconsin Bicycle Transportation Plan 2020 (1998)**

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further

integrating bicycling into the current transportation system. While there are no Village of East Troy-specific recommendations, the plan map shows existing state trails and future “priority corridors and key linkages” for bicycling along the State Trunk Highway system in Wisconsin.

**Wisconsin Pedestrian Plan Policy 2020 (2002)**

In 2001, the state also adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This plan provides a policy framework addressing pedestrian issues and clarifies WisDOT’s role in meeting pedestrian needs.

**Wisconsin Department of Transportation Connections 2030**

Currently under development, Connections 2030 will identify a series of multimodal corridors for each part of the state. Each corridor will identify routes and/or services of several modes such as highways, local roads, rail, air, transit, etc. When completed, the multimodal corridors will accomplish these key goals: portray key connections 2030 recommendations; prioritize investments; and assist WisDOT transportation districts in identifying future segments for more detailed corridor plans.

**A Transportation Improvement Plan for Southeastern Wisconsin: 2007-2010**

This transportation improvement program (TIP) is the twenty-fourth such program prepared for the Southeastern Wisconsin Region. The TIP is a federally required listing of all arterial highway and public transit improvement projects proposed to be carried out by state and local governments over the next four years (2007-2010) in the seven county Southeastern Wisconsin Region. It includes general transportation system improvements and maintenance, as well as specific projects in the East Troy area including the reconstruction of Highway 120 from Highway 36 to the village and the construction of the new museum center.

**Village of East Troy 5-Year Capital Improvement Plan**

The village has a 5-Year Capital Improvements Program that was last updated in October of 2008. The plan includes outlays for various local street improvements as well as other public facilities.

**Transportation Goals, Objectives, and Policies**

<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ Provide a safe and efficient transportation system that meets the needs of a variety of users in and around the village.</li> <li>▪ Develop and maintain a comprehensive system of bicycle and pedestrian facilities in and around the village to encourage alternative modes of transportation for all residents and visitors, and to promote a healthy and active lifestyle.</li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
<ul style="list-style-type: none"> <li>▪ Ensure that transportation system improvements are coordinated with land development</li> <li>▪ Participate in the development of a multi-jurisdictional (village, town, county, state) transportation system improvements in the East Troy Area</li> <li>▪ Facilitate use of regional transit through improved access to regional and local mass transit</li> <li>▪ Utilize the village’s official mapping authority within the village limits and its extraterritorial planning area to reserve adequate land for public right-of-way in advance of development</li> <li>▪ Plan for a complete arterial road network around the village, including mapping of adequate right-of-way widths</li> <li>▪ Require dedication of adequate right-of-way along major and minor transportation corridors to provide sufficient area to accommodate future transportation improvements as a condition of land division or site plan approval</li> <li>▪ Explore the possibility of creating a new east-west State Highway 20 bypass south of the village to prevent excessive heavy truck traffic through the village</li> <li>▪ Limit driveway access on arterial and major collector routes</li> <li>▪ Divert high volume traffic around existing and proposed residential areas</li> <li>▪ Improve traffic circulation and pedestrian safety near village schools</li> <li>▪ Provide safe and convenient access between neighborhoods, employment centers, schools, service centers, and recreational centers</li> <li>▪ Plan for an interconnected network of on-street and off-street lanes or paths</li> <li>▪ Work with surrounding towns and Walworth County to create a regional bicycle or multi-use recreational trail network that can be integrated into the proposed Southeastern Wisconsin regional trail system</li> </ul>	<ul style="list-style-type: none"> <li>▪ The village intends to adopt and enforce an Official Map both within the village limits and with the village’s extraterritorial plat review jurisdiction</li> <li>▪ Preserve operational and inactive rail lines for future transit, freight trail, greenway, or recreational trail use</li> <li>▪ Establish a comprehensive way-finding signage system in order to better direct visitors to key community destinations</li> <li>▪ Establish bicycle routes throughout the village to connect neighborhoods with parks, schools, and shopping destinations</li> <li>▪ Require sidewalks and pedestrian paths through areas that would otherwise prevent convenient pedestrian traffic</li> <li>▪ Establish off-street bicycle paths or bike paths along arterial roads and major collector streets such as STHs 20 and 120</li> <li>▪ Encourage all new non-residential development to accommodate pedestrians and bicycles through safe, user-friendly, on-site connections and bicycle racks</li> <li>▪ Require subdivisions to have multiple vehicular access point at the time of platting whenever practical</li> <li>▪ Discourage the creation of permanent cul-de-sacs except in very limited situations such as extreme topography or lack of alternatives owing to previous development patterns</li> <li>▪ Encourage driveways to be adequately spaced for each other and street intersections to improve traffic circulation and safety</li> <li>▪ Limit the number of direct driveway accesses to arterial and collector streets such as STHs 20 and 120</li> <li>▪ Prevent major facilities such as shopping centers and employment centers from having direct access onto arterial or collector streets, and instead provide access from adequately designed intersecting streets</li> </ul>	

<p><b>Goals</b></p>	<ul style="list-style-type: none"> <li>▪ Provide a safe and efficient transportation system that meets the needs of a variety of users in and around the village.</li> <li>▪ Develop and maintain a comprehensive system of bicycle and pedestrian facilities in and around the village to encourage alternative modes of transportation for all residents and visitors, and to promote a healthy and active lifestyle.</li> </ul>
<p><b>Objectives</b></p>	<p><b>Policies</b></p>
	<ul style="list-style-type: none"> <li>▪ Require on-site driveway standards and where appropriate, cross easements between properties to improve safety and convenience of traffic entering onto a public street</li> <li>▪ Whenever possible, aesthetic improvements such as canopy trees along street terraces, pedestrian scale theme-lighting, landscaped boulevards, and traffic roundabouts should be included in all arterial and collector street construction and reconstruction projects</li> <li>▪ Continue to update the village’s 5-year Capital Improvements Program to adequately budget for upkeep and upgrades of existing transportation systems as needed</li> <li>▪ The village will explore provision of para-transit and elderly taxis to provide transportation for those with special needs</li> <li>▪ The village will explore options to increase use and efficiency of regional transit such as local shuttles to the Park and Ride facility at the East Troy Municipal Airport and considering locating the Park and Ride facility closer to Interstate Highway 43</li> </ul>

**Transportation Programs and Recommendations**

***Existing Street Improvements and Upgrades***

The village’s 2007-2011 Capital Improvements Program (CIP) includes plans for twenty-three improvements to existing village streets. This budget excludes streets to be seal-coated as part of routine maintenance. The plan includes upgrading Byrnes Street from Main Street to State Highway 20 to accommodate heavy truck traffic.

This plan recommends continued planning for maintenance of all village streets.

This plan recommends coordination with Walworth County, SEWRPC, and the Wisconsin Department of Transportation to ensure implementation of the county, regional, and state transportation plans for the area.

This plan recommends that the village continue to require dedication of additional right-of-way along existing arterials and collector streets as necessary to bring them up to current standards for a given road classification. Examples of local roads in which portions of road do not meet current standards for their current or planned road classification include Highway 20, Main Street/County Trunk ES, Honey Creek Road, and portions of Church Street/Highway G.

The village should consider a frontage road system on the connecting STH 20 and Honey Creek Road to accommodate expansion to the east side of I-43. It is important to note that this recommendation may not occur within the planning horizon of this document, but should remain on the radar screen as the village grows.

South on STH 120/CTH G, the bridge crossing the East Troy Lake outlet is minor and narrow. To ensure future connectivity of neighborhoods on either side of this bridge, the village should consider expansion of this structure.

The village should develop and adopt a detailed, long range transportation plan and/or Official Map that specifies the amount of additional right-of-way, if any, for these and other existing streets. Map 6 identifies existing arterial and collector streets on which some widening of right-of-way and pavement may be required before 2030.

### **New Streets**

In addition to improvements and upgrades to the existing roads, extensions of existing streets and new streets will be necessary to accommodate new growth. Potential new street extensions are shown on Map 6. While some are based on previous plats or studies, others are more general and are intended to illustrate the principles of connectivity with the existing and future streets, appropriate spacing between major streets, and adjustments to known environmental conditions. Actual street layouts should incorporate these concepts but may differ in detail and include additional minor streets.

Similarly Map 6 also shows a conceptual layout for a proposed network of bicycle/recreation trails though actual routes and placement could vary. This plan recommends that the village undertake a more detailed transportation study and develop a plan to provide more detailed guidance for both street and trail networks and use the plan to create an Official Map.

The village should continue its policies of requiring new development to dedicate adequate street right-of-way and install all necessary street improvements including pavement, curb and gutter, lighting, and sidewalks or recreation trails as needed. The village should continue to require that large-scale residential, commercial, and industrial developments that generate significant levels of new traffic conduct a traffic impact analysis to the village as part of the review. The traffic impact study should be used as a basis for any additional impact fees for improvements to existing adjacent streets and intersections necessary to accommodate the extraordinary levels of traffic generated.

### **What is an Official Map?**

An Official Map is a plan implementation tool authorized under Wisconsin Statutes (Section 62.23(7)) for adoption by cities and villages. An Official Map is not the same as a "chamber of commerce"-type road map. It is actually a city or village ordinance that may be used to show alignments of future roads, expanded rights-of-way for existing roads, and other planned public facilities like trails and parks. When land development is proposed in an area of a facility shown on the adopted Official Map, the city or village may obtain or reserve land for that future facility through public dedication, public purchase, or reservation for future purchase.

Cities and villages generally use Official Maps to show future highways and bypasses, other future arterial and collector streets, and suggested wider rights-of-way for some existing major streets. Official Maps generally show desired right-of-way widths for all future new and expanded roads, but do not show road improvement standards like pavement width or sidewalks. Official Maps rarely show planned minor streets, as their locations are usually difficult to determine in advance of development.

Wisconsin Statutes attach some unique authority to Official Maps. For example, a city or village may require that no building permits be issued within land shown for a future public facility on its Official Map. Additionally, a community may require that no subdivision or land division may be recorded unless its arrangement conforms to the Official Map. These and related provisions may apply within both the municipal limits and within the city's or village's extraterritorial jurisdiction.

**Interchange/I-43 Improvements**

No new interchanges with Interstate Highway 43 through 2030. Given the location and spacing of existing interchanges, it is unlikely that additional interchanges would be needed or approved by Wisconsin Department of Transportation. The village should work with the county and WISDOT to ensure that any changes to the design or right-of-way requirements for intersections at or near the I-43 interchange accommodate local land use and access goals to the extent practical. Interchange improvements should include safe connections underneath I-43 for pedestrians and bicycles.

**Jurisdictional Changes**

The state retains jurisdiction over all portions of Interstate Highway 43 and STHs 20 and 120 within the village. The county retains jurisdiction over most of CTHs ES, L, and N. No changes of jurisdiction of these roads are planned at this time. The county also maintains jurisdiction over most of CTH G/Church Street, though the county is interested in turning jurisdiction of this road to the village. The village should continue to coordinate with other jurisdictions when reviewing transportation and land use proposals adjacent to these roads. If the village assumes responsibility for some portions of these roads within the village, it should adhere to recommendations for setback, driveway, street intersection, and other considerations pertaining to design recommended in this plan and the village's zoning and Subdivision Ordinance. Where ever practical, the village should retain the policy of prohibiting or minimizing the number of new driveways with direct access to arterial and collector streets.

**Intersection Control Improvements**

No major intersection control improvements are planned at this time. This plan recommends annual review of traffic counts at major intersections and coordination with other jurisdictions to determine appropriate types and location of traffic control devices as conditions warrant. The village should:

- Budget appropriate funds for improvements to intersections that are approaching WISDOT recommended warrants
- Raise local funds for intersection improvements through impact fees or when establishing a Tax Increment District
- Seek funding assistance from county, state, and federal sources as appropriate
- Ensure that intersection controls take the needs of pedestrians and bicyclist into account

***Access Control Standards***

Access control, enforcing minimum sight distances, and driveway placement are important to maintain safe traffic movement for roads that carry high volumes of traffic. In review of new subdivisions and other proposed development the village, in collaboration with the appropriate agency with jurisdiction, will work to control access, sight distance and driveway placement. To this end, the Figure 16 presents recommendations for minimum access spacing along arterial and collector roads.

Direct vehicular access onto collectors and arterials should be such that an exiting vehicle has a minimum unobstructed sight distance according to Table 24, based upon the operating design speed of the abutting collector, arterial, or highway.

These standards will apply where the village has jurisdiction, and recommended to other agencies where the village does not have jurisdiction. The standards recommended by the figure below are based upon average vehicle acceleration and deceleration rates and are considered necessary to maintain safe traffic operation.

In addition to these standards, the following guidelines will apply when reviewing development proposals:

- *Maximum Number of Vehicular Access Points Per Lot.* Along arterial streets and highways, where the abutting street frontage is less than 350 feet, a maximum of one vehicular access point should be permitted to a particular lot from each of any one or two abutting arterial streets and highways. One additional driveway entrance along a single continuous lot with frontage greater than 350 feet may be permitted. Flexibility may be granted where one or more of the access points are shared between two or more developments on different lots.
- *Provision of Shared Vehicular Access Points Between Lots.* Vehicular access points planned to be located along property lines, or closer than six feet from a property line, should be shared vehicular access points with the abutting lot or parcel. The vehicular access point centerline may be the property line between two lots or parcels of land or may be a mutually agreed upon land access easement.
- *Arterial Street and Highway Access and Street Intersections.* No new direct public or private access should be permitted to an arterial street or highway within 250 feet of the intersection of the right-of-way lines of another arterial street or highway unless specifically illustrated in the comprehensive plan or official map.

Table 24: Direct Access Spacing and Sight Distance on Collector and Arterial Streets

Speed Limit (Miles per Hour)	Minimum Driveway Spacing Measured at the Street Right-of-Way Line (feet)	Minimum Sight Distance (feet)
25	105	200
30	125	225
35	150	275
40	185	325
45	230	350
50	275	200

Source: Institute of Transportation Engineers. *Traffic Engineering Handbook (4th Edition)*. Englewood Cliff, N.J.: Prentice Hall, 1992, p. 379 and the American Planning Association. *Planning Advisory Service (PAS) Memo*, July 1983.

**Impact Fees**

Impact fees are authorized under Wisconsin Statutes §66.0617 as a means for local communities to fund off-site public facilities and infrastructure that new development requires. The rationale behind impact fees is that new development that generates the need for additional public facilities should pay for those facilities, rather than the general property taxpayer.

Specifically, an impact fee is a cash contribution required of a developer by a municipal ordinance. Collected fee amounts may then be used to acquire or improve a specific public facility or service for which it was adopted. Under Wisconsin Statutes impact fees:

- May only be imposed following completion of an impact fee needs assessment, which is needed to set and justify the fee.
- Must bear a rational relationship between the need for new and expanded public facilities that are required to serve the new development.
- May not be used to “catch up” for preexisting facility deficiencies.
- Are payable by the developer at a specified time, usually when a new development (e.g. plat) is approved.

- *Minor Streets and Vehicular Access Point Alignments.* Minor streets and private driveways along both sides of a collector and/or arterial street should be aligned to assist in reducing the number of driveways needed and to improve safety conditions related to access to the street system.

**Roadway Pavement Management**

The village intends to maintain and, where necessary, improve its local streets through continued assessment of conditions, prioritization of potential projects, and funding through the village’s CIP. To assist with these tasks, this plan recommends the continued utilization of the assistance provided from the Transportation Information Center. Established in 1983, to assist local municipalities manage their transportation infrastructure, the Transportation Information Center supports a pavement management system (WISLR) which provides assistance with assessing local conditions through use of the Pavement Surface Evaluation and Rating (PASER) system and other useful information. The PASER data is used to help develop and maintain a cost-effective, long-term road management program.

This plan recommends that the village continue to use PASER or similar evaluation system at least biennially to effectively and efficiently maintain and improve village streets. At a minimum, the program should

- Provide annual summaries that can be shared with the Village Board, key village committees, and the public
- Use the road inventory data to outline overall budget needs and to establish a multi-year street maintenance and improvement program
- Undertake a public education process relative to its road inventory and management processes
- Help maximize potential federal and state funding

**Rail Lines and Service**

The Village of East Troy will continue to work with the East Troy Electric Rail Museum to maintain the existing railroad rights-of-way and line. All railroad right of way is currently owned by the East Troy Electric Railroad. The village should work with the railroad to retain right-of-way if not actual rail line for all existing rail lines in the village whether used by the East Troy Electric Rail Museum or not. This includes the spur from STH 20 to the former Trent Tube site near Church Street. Preserving these rights-of-way is a low cost means of retaining the possibility of the return of freight rail service to this portion of the village in the future. Alternatively, unused rail road rights-of-way could be converted to recreation/bicycle trails.

**Railroad Crossing Improvements**

The Wisconsin Department of Transportation works with freight and passenger railroads and other businesses on initiatives that preserve rail service, improve the efficiency of rail operations, and enhance economic development.

A separate state agency, the Office of the Commissioner of Railroads (OCR), enforces regulations related to railway safety and investigates the safety of highway/rail crossings. In partnership with private rail firms, local governments and citizens, OCR oversees a variety of highway/rail crossing issues including:

- Replacement or enhancement of passive and active warning devices at highway/rail crossings
- Repair of rough highway/rail crossing surfaces
- Installation of highway/rail crossings at new locations
- Alteration of existing highway/rail crossings
- Closing or consolidating existing highway/rail crossings

**Freight Railroad Infrastructure Improvement Program**

The Freight Rail Infrastructure Improvement Program (FRIIP) is one of two freight rail assistance programs WisDOT currently administers. Wisconsin’s original rail assistance program was created in 1977 to help preserve freight rail service during an era when widespread railroad bankruptcies and line abandonment threatened the availability of rail service in Wisconsin.

Initially, the program was limited to grants to local governments because of constitutional restrictions on state assistance to railroads. But in 1992, Wisconsin voters approved a constitutional amendment that allowed state money to fund railroads as a type of internal improvement.

In 1992 the FRIIP loan program was added to the state’s rail assistance program. FRIIP loans enable the state to encourage a broader array of improvements to the rail system, particularly on privately owned lines. It also provides funding for other rail related projects such as loading and trans-loading facilities. Statutory information about Wisconsin freight railroad assistance can be found in Wis. Stats. 85.08.

Since 1992, \$79 million in FRIIP loans have been awarded. Today’s available funding is from the repayment of prior loans.

The FRIIP provides up to 100 percent loans for rail projects that:

- Connect an industry to the national railroad system
- Make improvements to enhance transportation efficiency, safety, and intermodal freight movement
- Accomplish line rehabilitation
- Develop the economy

Additionally, the village should explore opportunities to expand the trolley rail line to circle the community and utilize the trolley as a tourist destination.

Though no plans for new freight rail lines or service to the village are currently in place, any new freight rail lines would most likely extend from the existing Wisconsin Central rail line near Mukwonago. If future service were ever considered for the portion of the village east of Interstate Highway 43, it would presumably be in the form of an extension of this line.

The village should explore funding sources to improve the warning systems/safety of rail crossings in the village center.

**Bus Transit Service**

The village currently has a park-and-ride location at the East Troy Municipal Airport. The SEWRPC 2035 Regional Transportation Plan recommends improving service and access to regional employment along this route over the next twenty years to reduce traffic congestion, improve air quality, and expand transportation options to regional residents. The village will work with Walworth County, the Southeastern Wisconsin Regional Planning Commission, and the Wisconsin Department of Transportation to improve bus scheduling and routes, promote ridership, and consider improvements to the park-and-ride facility as needed to accommodate demand. Such improvements could include the creation of a park-and-ride lot closer to the County Highway L/ State Highway 20 intersection to increase the efficiency of the service. Details for the proposed system are included in the *Regional Transportation System Plan for Southeastern Wisconsin: 2035* (SEWRPC Planning Report No. 49).

**Para-transit**

Over the course of the next 20 years, the village may wish to explore the possibility of providing a shared-ride taxi service to help meet the community’s growing specialized transportation needs, especially the elderly and handicapped. Taxi service may be feasible with a limited local financial commitment. Though state funding for local transit programs have remained relatively static (or in the case of elderly transit, rose only to match inflation) in recent years, state funding may be available to cover up to 67percent of costs. Another 10 to 20 percent of operating costs would typically come from fare box revenues, with the remainder funded by village or other local revenues.

The Village of East Troy will continue to work with the Walworth County Dept. of Human Services, the WisDOT Bureau of Transit and Local Roads, the East Troy Area School District and others to inventory, monitor and coordinate specialized transportation services to village residents.

**Safe Routes to School (SRTS) Program**

The most recent federal transportation act, SAFETEA-LU, added a new bicycle and pedestrian program called Safe Routes to School (SRTS). The program addresses a long-term trend away from children bicycling and walking to school. The trend has not only been part of the increasing levels of traffic congestion and air pollution but also linked to child health and obesity problems. SRTS is an effort to reverse these trends by funding bicycle and pedestrian infrastructure, planning and promotional projects. Projects must be within two miles of a kindergarten to 8th Grade school. Unlike most federal programs above, SRTS is 100 percent federally funded.

Grant Goals

The goals of the program are to

- Enable and encourage children, including those with disabilities, to walk and bicycle to school
- Promote bicycling and walking to school as a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle from an early age
- Facilitate the planning, development, and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption, and air pollution in the vicinity of schools

Planning Grant Eligibility

Eligible applicants for Planning Grants include any local governmental unit (a municipality, regional planning commission, special purpose district or local governmental association, authority, board, commission, department, independent agency, institution or office) including schools and school districts.

An application does not need to include every school in a community or school district but it will often be more efficient to include multiple schools in one community. Schools included in the planning grant may include both public and private schools.

Infrastructure & Non- Infrastructure Grant Focus

In order to accomplish the goals of Safe Routes to School, communities should focus on

- Engineering – Infrastructure improvements that reduce vehicle speeds, decrease potential conflict between bicyclists, pedestrians and motor vehicles, and establish safer and fully accessible crossings, walkways, trails and bikeways
- Education – Teaching children about the range of transportation choices, instructing them in important lifelong bicycling and walking safety skills, and launching driver safety campaigns near schools
- Enforcement – Enlisting the help of local police departments to focus enforcement efforts in problem areas and increase community awareness of school safety issues
- Encouragement – Using events and activities to promote walking and bicycling and making it fun and appealing to children
- Evaluation – Monitoring and documenting outcomes and trends through the collection of data, including the collection of data before and after the intervention

**Pedestrian and Bicycle Transportation Improvements**

Many older village streets lack sidewalks. This represents a serious barrier to pedestrian and bicycle movement through the village. To begin redressing this, the village currently requires sidewalks along at least one side of new residential streets. In addition, the village has included funding for several new sidewalk improvements throughout the village in its 2007-2011 Capital Improvements Budget. These initiatives will help promote safe alternatives to the automobile and enhance the quality of life for residents.

This plan recommends that the village subdivision ordinance continue to require sidewalks and/or pedestrian paths for all types of new development.

This plan further recommends requiring sidewalks and/or pedestrian paths on both sides of existing and new arterial and collector streets, particularly those adjacent to commercial or institutional uses.

Finally, this plan recommends consideration of the pedestrian needs of all age groups and abilities when designing pedestrian ways and crossings near busy intersections, particularly near schools and elderly housing. In conjunction with special signage, control signals, and crosswalks, the village should consider installation of traffic calming devices that slow vehicular traffic and/or reduce crossing distances.

Two newer-looking subdivisions—Sterling Circle on the north with access off STH 20 and Brookstone Way on the south with access off CTH G—do not have interconnection to the rest of the village via safe pedestrian walks or paths. These two neighborhoods and any future neighborhoods should be connected via safe pedestrian routes (e.g., paths, bike lanes, sidewalks) to the rest of the village for safe routes to school/work/shopping and the like without needing a car. Moreover, the existing CTH G or STH 20 typical cross-sections are not evaluated to be pedestrian-friendly.

Map 6 shows possible routes for separate pedestrian/bicycle/recreation paths within the village planning area. These trails would run parallel to village arterial and major collector streets in order to provide safe and enjoyable alternatives to motor vehicles to various village destinations.

Additional trails would be orientated primarily to recreational users and provide access to the village’s many remaining natural areas. One proposed segment of the recreation trail would provide a connection from the high school campus north to the Swan Lake and Booth Lake recreation areas and ultimately connect with a proposed county recreation trail at the northwest corner of the Town of East Troy, and ultimately, with the Glacier Drumlin State Trail in

**Airport Improvement Program**

The Airport Improvement Program (AIP) provides grants to public agencies—and, in some cases, to private owners and entities—for the planning and development of public-use airports that are included in the National Plan of Integrated Airport Systems (NPIAS).

Cost Sharing

For small primary, reliever, and general aviation airports, the grant covers 95 percent of eligible costs.

Projects Eligible

Eligible projects include those improvements related to enhancing airport safety, capacity, security, and environmental concerns. In general, sponsors can use AIP funds on most airfield capital improvements or repairs except those for terminals, hangars, and non-aviation development. Any professional services that are necessary for eligible projects—such as planning, surveying, and design—are eligible as is runway, taxiway, and apron pavement maintenance. Aviation demand at the airport must justify the projects, which must also meet Federal environmental and procurement requirements.

Projects related to airport operations and revenue-generating improvements are typically not eligible for funding. Operational costs—such as salaries, maintenance services, equipment, and supplies—are also not eligible for AIP grants.

Eligible Projects	Ineligible Projects
Runway construction/rehabilitation	Maintenance equipment and vehicles
Taxiway construction/rehabilitation	Office and office equipment
Apron construction/rehabilitation	Fuel farms*
Airfield lighting	Landscaping
Airfield signage	Artworks
Airfield drainage	Aircraft hangars*
Land acquisition	Industrial park development
Weather observation stations (AWOS)	Marketing plans
NAVAIDs such as REILs and PAPIs	Training
Planning studies	Improvements for commercial enterprises
Environmental studies	General aviation terminal buildings
Safety area improvements	Automobile parking lots
Airport layout plans (ALPs)	Maintenance or repairs of buildings
On-site access road construction	
Hazard mitigation	
Glycol Recovery/Glycol Vacuum Trucks	

Waukesha County. The county and state trails will be part of a wider recreational trail system detailed in the *Regional Transportation System Plan for Southeastern Wisconsin: 2035* (SEWRPC Planning Report No. 49).

For most local streets with slower speeds, fewer lanes, and lower traffic counts, separate bicycle paths are not needed. Separate bicycle lanes and/or paved shoulder and sidewalks would be sufficient in most instances. On very lightly traveled local residential streets, no additional bicycle improvements would be needed. All bicycle routes should be designed in accordance with Wisconsin Bicycle Facility Design Handbook

In addition to the proposed separate trails illustrated on Map 6, this plan recommends that the village prepare and adopt a detailed bicycle and pedestrian transportation plan as a separate plan or as part of a general long range transportation plan for the village.

The village should seek input from the Fire, Police, Public Works, Parks and Recreation and the School District. Sidewalks and/or Trails should connect disconnected portions of existing trails and sidewalks, neighborhoods, schools, senior facilities, key industrial and commercial areas as well as village parks and recreational facilities.

**East Troy Municipal Airport**

Beyond the 6-year airport plan to extend the asphalt east-west runway to 4,050, this plan does not recommend additional major land acquisitions or runway extensions through 2030. Though improvements to existing airport support facilities are included in the village’s five- year CIP. The airport will continue to cater to private and small-scale commuter and recreational aircraft up to and including small business jets, but there is no intention of expanding the airport to accommodate larger commercial passenger jets. Any future expansions would, at minimum, require acquisition of additional lands to the east of the airport, possible loss of environmental corridor, and probably necessitate complete relocation of the north-south back up runway further to the east. This plan does not recommend allowing future village development east of the airport, so the option to expand the airport in this direction is theoretically preserved. However, any such expansion would need to be weighed against compatibility with established village uses and character.

**Local Transportation Enhancements (TE) Program**

Objective

To promote activities that would “enhance” the surface transportation system. Program funds are intended to accomplish something “above and beyond” what is normally done on highway projects. The Transportation Enhancements (TE) Program is designed to fund projects that enhance traditional highway facilities and promote multi-modal activities. The TE program is intended to promote the development of a range of activities that complement -- or enhance -- a project or an area served by a transportation project

Eligibility

Projects must meet federal and state requirements. Local governments with taxing authority, state agencies and Indian tribes are eligible for funding. Projects costing \$200,000 or more that involve construction are eligible for funding, as are non-construction projects costing \$25,000 (federal share) or more. Additionally, the project must be usable when it is completed and not staged so that additional money is needed to make it a useful project. A project sponsor must pay for a project and then seek reimbursement for the project from the state. Federal funds will provide up to 80 percent of project costs, while the sponsor must provide at least the other 20 percent.

Under SAFETEA-LU, the Enhancements Program funds the following twelve categories of eligible activities:

- Provision of facilities for pedestrians and bicycles
- Provision of safety and educational activities for pedestrians and bicyclists
- Acquisition of scenic easements and scenic or historic sites
- Scenic or historic highway programs, including the provision of tourist and welcome centers
- Landscaping and other scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures or facilities
- Preservation of abandoned railway corridors
- Control and removal of outdoor advertising
- Archaeological planning and research
- Mitigation of water pollution due to highway runoff or reduction of vehicle caused wildlife mortality
- Establishment of transportation museums

Application cycle:

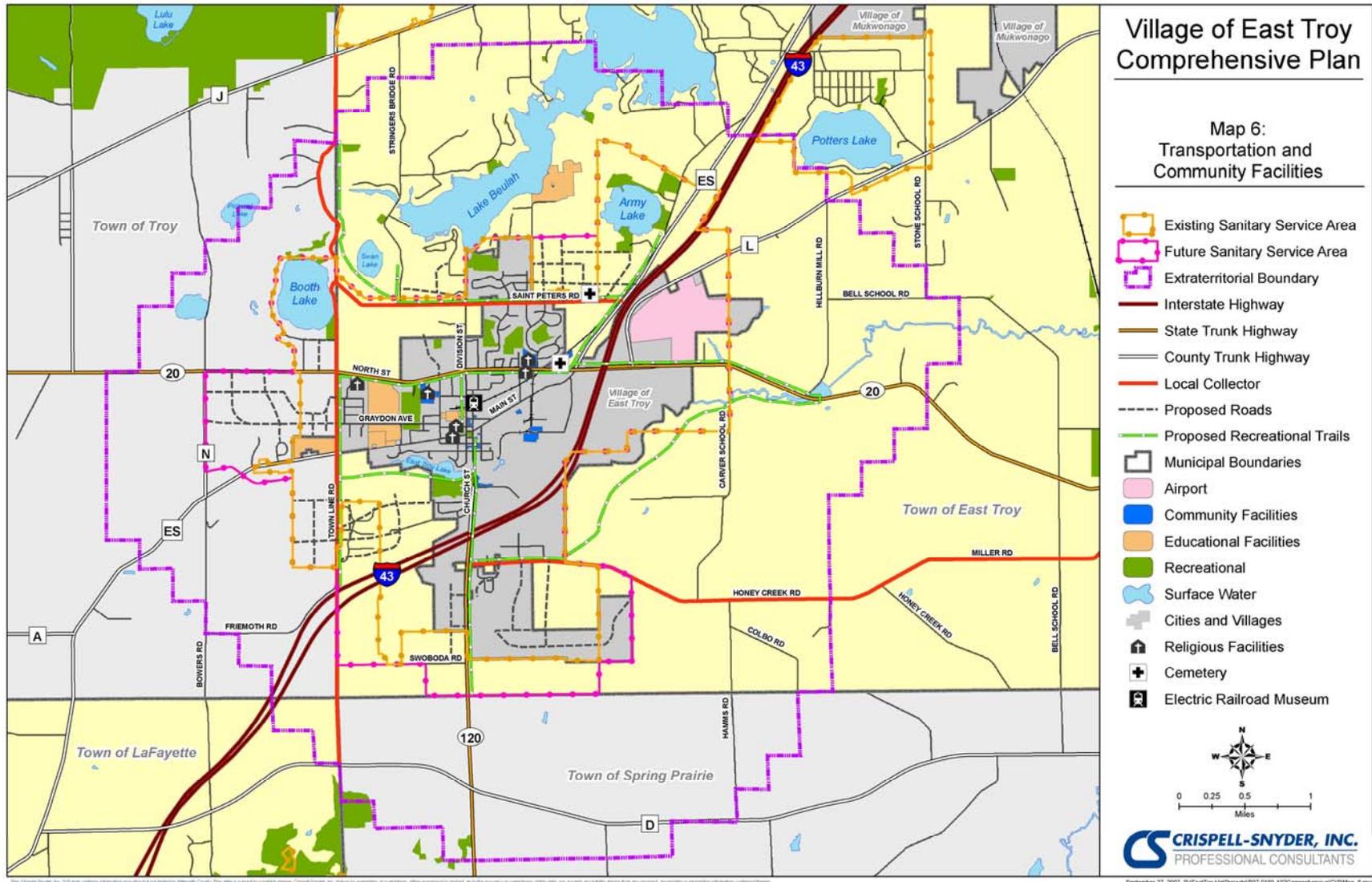
Projects are solicited in even numbered years with applications available in January and due in April. Two years of funding is made available to projects for the three fiscal years following the calendar year in which projects are selected.

## Transportation Funding

Funding to maintain and improve local transportation system will likely remain a challenge for all communities in Wisconsin, including East Troy. In many communities, the need for street upkeep and upgrades is outpacing the demand placed on the local street systems. The Village of East Troy will want to look at a number of options, including:

- Maximize state and federal funding. Although the federal and state government are experiencing challenging times, funds are available to help local governments plan, build and maintain their transportation systems. Sidebars throughout this chapter outline available state and federal programs and funding sources.
- Possible modification of village road standards to allow for designs that, in some cases, may be lesser than currently allowed. Consideration should be given to flexibility, whereby lower-volume, lower-function, village roads can be designed and built accordingly.
- Cooperative agreements with surrounding governments. The village should continue to look for opportunities to share equipment, share maintenance responsibilities, and develop mutual agreements between surrounding governments.
- Use the PASER inventory to help refine both short-term and long-range needs and develop levels of investment. This will allow the village to undertake timely investments yet obtain maximum life out of each roadway before replacing it.
- Institute transportation impact fees to fund necessary improvements linked to new development. Impact fees for transportation projects are based on transportation or road impact studies that examine how the traffic impacts of a proposed development affect the transportation system and how to mitigate these impacts. Specifically, a transportation impact fee study would identify the necessary road improvements, phasing for improvements, and areas served by improvements. Based on these findings, and with input from a financial consultant, an impact fee program may be developed.
- Undertake needed project planning, programming and engineering. Often, and especially under tight financial times, local governments that do their homework and have projects ready to go fare better when it comes to capturing scarce dollars.

Map 6: Existing and Planned Transportation and Community Facilities Map





# Chapter Five: Utilities and Community Facilities

People and communities need and expect a whole host of community-type facilities and services. Some of these services are needed to provide basic levels of health and safety, while others help to maintain a high quality of life, foster job creation and create a sustainable economy.

The provision of community-type services is a key element of this plan and follows the general direction established by the Land-Use Element. As the population of a community grows, it may be necessary to build more facilities or consider providing new services. This chapter of the plan contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the Village of East Troy. Map 6 highlights several of the utilities and facilities described below.

## Existing Utility and Community Facilities

### Village Administration

Village Administrative offices are located at 2015 Energy Drive in the Municipal Building which also houses the police department, Village Board meeting room, and the municipal court.

### Police Facilities

The Police Department includes eight full time and four part time officers. The Police Station is located in the Municipal Building at 2015 Energy Drive. Police Department vehicles are serviced at the public works garage at 2861 Austin Street.

### Fire and Emergency Medical Services

In 1991, the Fire Department and Rescue Squad were combined to form the East Troy Area Emergency Services. Today, East Troy Emergency Services, located at N8400 County Trunk Highway ES, has a roster of 39 active firefighters and 25 rescue personnel. The Squad includes a six-man dive team and the Walworth County Hazardous Material Team Truck.

### Parks and Recreational Facilities

The village currently owns and maintains approximately 83 acres of parkland available for public use, not including school park facilities.

- Basic Objectives of the Utilities and Community Facilities Element**
- Identify and describe the range of community services currently available to local residents of the village
  - Identify the current capacity of these services
  - Describe and discuss unmet community-wide needs
  - Identify those public facilities and services that will need to be expanded in the future to accommodate additional residents and commercial and industrial development
  - Develop goals and objectives that will address the needs of current and future residents

- Utilities and Community Facilities Recommendations Summary**
- Provide utilities only to those areas within the planned Sanitary Sewer Service Area
  - Provide utilities only to those properties that annex to the village, unless under existing agreement with surrounding towns to provide services without annexation
  - Require Stormwater Best Management Practices
  - Continue using a Capital Improvements Program to plan for major utility and community facility needs
  - Work with the East Troy Area School District to identify future school sites, coordinate education planning with village growth, and plan other mutually beneficial projects.
  - Plan for new parks, open spaces, and recreational facilities in new development areas

- Playmore Park: This 0.75-acre neighborhood park provides convenient and accessible playground equipment to area youngsters.
- Amusement Park: The 9.33-acre Amusement Park is an active recreation park with a lighted athletic field and associated grandstand, concession stands, and storage structures.
- Mitchell Park: is a 15-acre park lying between Amusement Park and Highway 20. It has been renovated with three new baseball/soccer fields and concessions.
- Lynndale Playground: This 0.03-acre neighborhood park is located off Frontage Road and provides conveniently located playground apparatus for young children.
- Village Square: The Village Square is a 0.75-acre village green that is the focal point of the village's historic center. A 1929 bandstand is located on the property, and the square is ideal for hosting community events such as concerts by the East Troy Community Band.
- Pulliam Nature Area: This 13-acre nature area is located on the east side of Thomas Drive. The area is undergoing prairie restoration of native species and will be available to passive recreation such as hiking, cross country skiing and sledding.
- West Kettle Nature Area: This 14.0-acre nature area is located west of Thomas Drive. This area has been replanted with trees with the help of area third graders and will be used for passive recreation such as hiking, cross country skiing, and sledding.
- Mill Pond Park: This 30-acre park borders East Troy Lake at the southern end of the village. The park has parking, a walking path, and exceptional access to fishing from the stocked Pond.
- Lake Bluff Subdivision (unnamed): This public park was dedicated as part of the Lake Bluff Subdivision. Plans for improvements to the park are still under consideration.

In addition, Booth Lake Memorial Park is located less than 1 mile west of the village on Townline Road adjacent to Booth Lake. The park includes a beach, bathhouse, sheltered picnic area and boat ramp. Lifeguards and concessions are provided in summer. The park is owned and operated jointly by the village and the towns of Troy and East Troy.

### **Dam**

The Village of East Troy is home to a dam on the Honey Creek just west of South Church Street. This dam impounds the water necessary for the East Troy Pond. The first dam was built in the 1840s to power grain and saw mills, and was owned and maintained by various private entities. The village took over ownership of the existing dam in 1984. In 2004, the village commissioned a study to assess the condition of the dam and compare the costs and benefits of maintaining



the dam with those of dam removal. The study found that dam removal would be substantially less expensive than replacing the dam, and would improve water quality, possibly restoring habitat favorable to native fish species. However, even removing the dam would not be without substantial costs, and would include the clean up and restoration of drained areas, resolution of property claims for drained areas, and possible creation of public access and trails near the Honey Creek in addition to removal of the dam structure.

### ***Library***

The East Troy Lions Public Library is located at 3094 Graydon Avenue and serves the Village of East Troy, surrounding communities and the East Troy Community School District. In addition to books the library loans videos, DVDs, books on tape and CD, magazines, and provides access to the Internet and several online databases through public access computers. The East Troy Lions Public Library is a member of the Lakeshores Library System which is composed of ten Walworth County libraries and six Racine County libraries. Additionally, the library is a member of the mid-Wisconsin consortium that provides a five county, forty-four member library catalog and delivery system. Libraries are more than a repository of books and reference materials. They are an important part of the community's economic vitality and quality of life. Libraries are a social center for the community and provide services including free job search and advancement through the Internet, free recreation, games and programs for families, centralizing community news and a safe haven for children and youth.

The village has identified a need to expand the library and has proposed plans to either expand the existing library or build a new facility on a different site. The village prepared a detailed study for a new library in 1999. Despite the 2003 referendum to fund a new library which was defeated by a narrow margin, the village's 5-Year Capital Improvement Project included funds for upgrading the existing library. The village is committed to providing a footprint for library services which is centrally located to schools, residences, and commerce, ADA compliant, as well as has adequate parking and safe entries and exists.

### ***Water Supply***

The Village Department of Public Works is responsible for provision of water and water services to village residents. The village currently obtains fresh water from four municipal wells: 2028 West Street, 3219 North Street, and 3103 North Street, and 2028 Oakmont Drive.

The Village of East Troy operates a municipal sewage treatment facility at 2104 Young Street that serves the Village of East Troy Sanitary Sewer Service Area which includes the village and



unincorporated areas to north around Booth, Army, and Potter Lakes. The existing sanitary sewerage treatment plant was constructed in 1983 and expanded and remodeled extensively in 2009.

A Comprehensive Water System Analysis was completed in December 2006 by the village's consulting engineer, Crispell-Snyder, Inc. The system review and analysis found the following:

- Water quality issues include high iron content and low chlorine residuals
- A second well is recommended before the village's residential-equivalent demand exceeds a population increase of 5,000
- Currently storage capacity is 100,000 gallons deficient, but the deficiency may be addressed either through additional storage or new well supply
- Elevated storage of at least 300,000 gallons is recommended for the boosted-pressure zone on the village's south side

#### **Wastewater Treatment**

The Village of East Troy is authorized to provide sanitary sewer service within its approved Planned Sanitary Sewer Service Area. The village's Planned Sanitary Sewer Service Area is shown on Map 6. The Sanitary Sewer Service Area includes an area surrounding Potter's Lake and an extension to the Alpine Valley entertainment venue in addition to the village and its immediate environs. The Sanitary Sewer Service Area can only be established and amended with approval by the Southeastern Wisconsin Regional Planning Commission (SEWRC), which acts as the regulating agency for the State of Wisconsin. The village's current Planned Sanitary Sewer Service Area has been established to accommodate projected levels of growth until the year 2020 based on the current capacity of the plant, projected levels of growth for both the village and the rest of the Sanitary Sewer Service Area, and assumptions that development within the sanitary sewer service area will occur at medium urban densities (of between 2.3 and 6.9 dwelling units per net residential acre as defined by SEWRPC).

Should growth or usage rates grow faster than projections, demand for sewage treatment services could exceed the capacity of the existing facility earlier. Conversely, if growth and or usage rates fall below expectations, spare capacity could be available for a longer period, albeit less efficiently owing to unused capacity. Land use patterns also influence the area included in the Sanitary Sewer Service Area. If the village and surrounding towns allow low density development, costs per household associated with provision and maintenance of sanitary sewer would increase and possibly result in underutilization of the existing treatment facility when the existing boundary is built out. The village would then either need to expand its boundary to

further accommodate growth, or decide to make less efficient use of the Treatment Plant’s full capacity.

**Solid Waste Disposal and Recycling**

The Village of East Troy has contracted with John’s Disposal Service for solid waste and recycling pick up services.

**Telecommunications and Power Distribution**

There are several cellular communication towers in the village. In 2004, Southeast Regional Planning Commission initiated the conduct of a regional telecommunications planning program. The new planning program is being guided by a Regional Telecommunications Planning Advisory Committee comprised of representatives from local and state governments, wireline and wireless service providers, and other interested parties. The goal of this program is to help plan for the next generation of broadband service capabilities in the region.

WE Energies provides East Troy’s electric services. However, all power distribution facilities/apparatus are owned and operated by American Transmission Company.

**Schools**

The East Troy Community School District serves the village and surrounding communities. Table 25 shows enrollment trends for the schools operated by the District. Total enrollment has remained relatively consistent. Several private schools also provide primary and/or secondary education within the East Troy Community School District. Total enrollment at these schools has increased slightly in recent years.

The Village of East Troy is within a relatively short commute of many post secondary educational opportunities. The University of Wisconsin-Whitewater is 18 miles from the village. A branch of the Gateway Technical College is located in the City of Elkhorn. Numerous public and private universities and colleges are located in the surrounding metropolitan areas from Milwaukee to Chicago.

Table 25: Public School District Enrollment, 2002-2008

School	Location	2002	2003	2004	2005	2006	2007	2008
<b>East Troy Community School District 1540</b>								
Chester Byrnes ES (Kindergarten)	2031 Division Street	96	92	122	123	139	202	230
Leona Doubek ES (Grades 1-3)	2040 Beulah Avenue	205	222	201	194	217	233	232
Prairie View ES (Grades 3-5)	2131 Townline Road	339	327	334	342	340	321	317
East Troy Area MS (Grades 6-8)	3143 Graydon Avenue	393	400	396	397	376	365	378
East Troy Area HS	3128 Graydon Avenue	637	630	643	611	617	607	601
<b>Total</b>		<b>1,670</b>	<b>1,671</b>	<b>1,696</b>	<b>1,667</b>	<b>1,689</b>	<b>1,718</b>	<b>1,758</b>
<b>Private School Enrollment</b>								
Good Shepherd Lutheran (Grades Pre-K to 6)	1936 Emery Street	87	91	73	64	72	64	55
Saint Paul’s Lutheran (Grades Pre-K to 8)	2665 North Street	98	113	112	100	67	101	116
St. Peter’s Catholic (Grades Pre-K to 8)	3001 Elm Street	141	137	124	115	102	115	119
<b>Total</b>		<b>326</b>	<b>341</b>	<b>309</b>	<b>279</b>	<b>241</b>	<b>280</b>	<b>290</b>

Source: Wisconsin Department of Public Instruction, 2002-2008

**Health Care Services**

The village is served by the Aurora Health Clinic at 2483 Corporate Circle. Other nearby medical clinics include ProHealth Care Medical Centers at 240 Maple Avenue in Mukwonago and the

Aurora Lakeland Medical Center, Elkhorn. Kiwanis Manor Inc. is a nursing home located at 3271 North Street.

**Cemeteries**

There are seven cemeteries located in the East Troy Area including the Oakridge cemetery (Hwy 20 & CTH ES), Troy Lakes (Hwy J near Stringers Bridge Road), St. Peter’s Catholic Cemetery (St. Peter’s Road), Evergreen (Town of Troy on Hwy 20 & CTH N), German Settlement (Hwy D. in Spring Prairie), Adams (Hwy J & Hwy 20), Lafayette (Hwy ES & just South of Hwy D).

**Other Community Services and Organizations**

The Village of East Troy is served by many community organizations, including the East Troy Chamber of Commerce, East Troy Lions Club, Kiwanis, East Troy Historical Society, and other active service, veterans, and church organizations.

**Child Care Facilities**

As more families are headed by a single parent and as more women enter the workforce, the number of children needing day care is a significant consideration for families and employers alike. Within the Village of East Troy, there are 9 child care facilities with a total capacity of 361 children (Table 26). Childcare is generally at a premium and it is not unlikely that providers in the area have waiting lists. The village will continue to rely on the private and quasi-private entities to provide child care for the community.

**County Facilities**

The Walworth County Seat and many county agencies are located in Elkhorn. The county owns several public lands including the Price Park Conservancy, a 115 acre nature area straddling the Sugar Creek just north of I-43, and the 122-acre Naturelands Park located at the southern end of Whitewater Lake in the Town of Richmond.

Table 26: East Troy Child Care Facilities, 2008

Facility	Capacity	Age Served
Bright Beginnings Day Care	65	4 weeks to 12 years
Butterfly Life Child Care	8	6 weeks to 12 years
East Troy Learning Center	18	3 years to 5 years
Edwards YMCA Camp	25	5 years to 12 years
Good Shepherd Lutheran Child Care	27	6 weeks to 12 years
Little Angels Learning Center	90	6 weeks to 12 years
Little Angels Learning Center	18	6 weeks to 12 years
Noah's Ark Christian Day Care Center	70	6 weeks to 12 years
The Climbing Tree Child Care	40	6 weeks to 12 years

Source: Division of Children and Family Services, Bureau of Regulation and Licensing, Wisconsin Department of Health and Family Services

**Utilities and Community Facilities Goals, Objectives, and Policies.**

Goals	<ul style="list-style-type: none"> <li>▪ Expand the village’s existing utilities and community services in a cost-effective manner</li> <li>▪ Coordinate utility and community facilities planning with land use, transportation, housing, and natural resource planning</li> </ul>	
Objectives	Policies	
<ul style="list-style-type: none"> <li>▪ Promote a compact, contiguous land use pattern that maximizes use of existing utility infrastructure and promotes efficient extension of new services</li> <li>▪ Prevent additional low density, un-sewered residential and commercial land uses in unincorporated areas surrounding the village</li> <li>▪ Limit low density and “leap frog” development in village, and permanently preserve environmentally sensitive areas</li> <li>▪ Avoid urban development in areas that cannot be easily or economically served with municipal utilities such as sanitary sewer, municipal water, and storm sewers</li> <li>▪ Develop “Level of Service Standards” for village services and facilities</li> <li>▪ Explore possibility of adopting policies that promote the use of environmentally friendly and energy efficient vehicles and structures in future municipal service and utility projects</li> <li>▪ Assure that the costs of new community facilities, services, and utilities are distributed fairly and equitably</li> <li>▪ Ensure impacts of new development on existing and planned village transportation, public services, utilities and park planning are taken into account during the review process and in updating the village Capitol Improvements Program</li> <li>▪ Ensure all residents active and passive recreational needs are considered when acquiring and improving public parks</li> <li>▪ Incorporate environmental corridors and other natural areas into a system of parks and greenway connections where practical</li> <li>▪ Ensure adequate supplies of quality fresh water are available to accommodate planned levels and types of development</li> </ul>	<ul style="list-style-type: none"> <li>▪ Utilize adopted Sanitary Sewer Service Area Plan as a tool to define preferred growth areas</li> <li>▪ Request adjustments to the approved Sanitary Sewer Area Plan based on the comprehensive plan</li> <li>▪ Continue to cooperate with the Southeastern Wisconsin Regional Planning Commission and other agencies on the groundwater flow study and other efforts to better understand and manage ground and surface water resources</li> <li>▪ Continue to enforce Wellhead Protection measures for all existing and planned municipal wells</li> <li>▪ Develop detailed plans and costs estimates for new desired community facilities such as the proposed public library, and community center and incorporate them to the extent possible into determination of impact fees</li> <li>▪ Continue to update and implement of a Capital Improvement Program in order to effectively manage debt capacity for large infrastructure projects</li> <li>▪ Update and adhere to the village’s Comprehensive Park and Recreation Plan to meet state requirements for a Comprehensive Outdoor Recreation Plan (CORP) to ensure eligibility for state and federal recreation funding, and to provide new parks of appropriate size, type and location as the village grows</li> <li>▪ Update the village’s subdivision code as necessary to ensure adequate park land and/or park improvement fees are dedicated in conjunction with new residential development</li> <li>▪ Develop an Official Map and use it to identify and reserve sites for new or expanded public facilities</li> <li>▪ Continue to implement impact fees, dedications, and other forms of developer exactions and fees to assure that new development pays for its proportional share of the cost of providing utilities and other community facilities</li> <li>▪ Continue to require Developers to install or pay for needed public infrastructure concurrently with new development</li> <li>▪ Limit use of Tax Increment Financing to locations with extreme barriers to development or redevelopment and for projects with above average potential economic benefit such as job creation and nonresidential property values</li> </ul>	

<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ Expand the village’s existing utilities and community services in a cost-effective manner</li> <li>▪ Coordinate utility and community facilities planning with land use, transportation, housing, and natural resource planning</li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
		<ul style="list-style-type: none"> <li>▪ Ensure that information about new residential development is shared with the East Troy School District and other services to facilitate and coordinate school district and joint planning efforts</li> </ul>

**Utilities and Community Facilities Recommendations and Programs**

The following programs will help ensure the Village of East Troy continues to provide a high-quality of life for its residents through its public utilities and community facilities.

***Coordinate with SEWRPC on adjustments to the East Troy Area Sanitary Sewer Service Area.***

Map 5: Future Land Use and Map 6: Transportation and Community Facilities of this plan provide recommendations to accommodate potential growth beyond 2030 to allow some flexibility in land markets and location of new development over the planning period. It is not intended to allow flexibility in the recommended land use pattern for a given location (see Chapter 3: Land Use). The approved Existing Sanitary Sewer Service Area Boundary shown on Map 6 is based on the Southeastern Wisconsin Regional Planning Commission’s 20 year projection of land requirements based on growth population and medium density development projections and therefore covers a smaller area. SEWRPC’s policy is generally compatible with the village’s policy of promoting village-scale land uses and efficiently served development.

SEWRPC will not approve extensions of sanitary sewer service outside of this Sanitary Sewer Service Area Boundary. Consequently, the Sanitary Sewer Service Area should be viewed as another effective tool to control the location and rate of development in the village. It compliments the village’s annexation and subdivision policies which limits un-sewered development outside of the village and requires most new development to be served by sanitary sewer within the village.

However, it may happen that the direction of village growth over the twenty-year planning period does not coincide with the trends predicted or recommended by SEWRPC, but that may still be compatible with the goals and land use recommendations of this plan. If that situation arises, the plan recommends working with SEWRPC to adjust or add to the approved Sanitary Sewer Service Area to make the local and regional plans compatible. If the village is able to demonstrate that adjustments to the boundary are compatible with SEWRPC’s regional

planning objectives with regards to rate of growth, land use pattern, and the village's ability to upgrade levels of service to keep pace with development, amendments to the East Troy Area Sanitary Sewer Service Plan may be possible.

**Assure a High-Quality Supply of Groundwater**

The village will take the following steps to protect public health and groundwater resources:

- *Implement the Comprehensive Water System Analysis.* Ensuring that there is ample supply of high-quality water will complement important economic development objectives outlined in this plan. Higher-density residential development—along with business and industrial users—rely on the availability of high-pressure water to ensure state fire codes are met. Low water quantity and water pressure will inhibit future community growth and may result in the future loss of existing businesses and industry.
- *Continue to limit the types of land uses and activities within wellhead protection areas.* The village will continue to enforce the provisions of the Wellhead Protection Overlay District. The village will review the provisions of the ordinance and enforcement of the ordinance to ensure that the village's ground water supply is protected.
- *Develop contamination contingency plans for accidental spills.* Wisconsin Statutes require that spills of hazardous materials be immediately reported and cleaned up to protect Wisconsin citizens and resources. WisDNR Regional Spill coordinators work with local emergency planning agencies and fire departments on spill response issues.
- *Promote on-site water infiltration,* such as stormwater basins, bioretention areas, drainage swales) through best management practices (BMPs). The village will incorporate BMPs in new developments to protect water quality and set examples for innovative BMPs on its own facilities and sites.
- *Limit the use of salt on roads,* and locate and manage snow and salt storage areas to avoid ground and surface water pollution.
- *Promote efficient water use.* The village will continue to explore ways of encouraging water customers to reduce water use through such means as efficient plumbing, appliances, lawn and garden irrigation practices.
- *Participation in the Regional Ground Water Flow Studies.* The village has contributed to a regional ground water flow study that will hopefully add to the understanding of how natural and man-made processes affect groundwater supplies and flows. This knowledge will hopefully provide insights into how best to manage growth, land use, and water use

to ensure sufficient groundwater supplies well into the future. Further in the future, insights from similar studies may point way to methods for returning pumped and treated groundwater to its point of origin, thereby allowing municipal wellwater in a given area to be used and resused in a sustainable way.

***Continue to Actively Plan for New Community Facilities***

The village recognizes the need to accommodate the public facilities and service demands of a growing community. The village also recognizes the long term benefits of high quality public facilities to the village's overall quality of life and the ability to attract and retain quality jobs and workers. This is reflected in its planning efforts for the expansion and upgrade of the wastewater treatment facility and a new library. While resistance to these projects - usually based on cost to village residents - must be considered, the long term benefits of public improvements must be continually emphasized, as should the costs of delaying or failing to provide these facilities and services. Long term planning for these future facilities can also provide measurable cost efficiencies in implementing any improvements when compared with reactive or retroactive creation of the same facilities. Costs associated with delays can include potentially higher land and development prices for new facilities, inefficiencies resulting from increasingly expensive maintenance of obsolete facilities, increased political and legal opposition that often result from seeming or actual abrupt decisions, and fewer options for project financing.

In addition to park improvements discussed below and transportation improvements discussed in Chapter 4, the village has identified the need for the following major public facility improvements over the next twenty years:

- Additional Vehicle Equipment and Vehicle Storage for the Department of Public Works
- Expansion of the Library
- There has been at least some public interest, as expressed at the community vision workshop held for this plan and by other means, for a new library.



**Include Community Facilities on the Recommended Official Map**

The recommended Official Map, described in Chapter 4: Transportation may also be used to identify and reserve sites for new public facilities, such as roads, sanitary sewer lines, water lines, storm sewer lines, trail extensions, and parks. This will be particularly important for the growth areas identified on Map 5 and Map 6. Adoption of an Official Map indicating the location of existing and future facilities provides property owners and village officials with valuable information from a reliable basis for review of development proposals and ensures the efficient and comprehensive acquisition of land necessary for public improvements. If adopted, the Official Map should be updated as often as necessary to accurately reflect the village's future intentions.

**Institute Development Impact Fees**

In an era of diminishing municipal resources, many cities and villages are instituting impact fees on private developments as a way to pay for off-site costs to community facilities and utilities resulting from those developments. Impact fees for facilities like parks, roads, utilities, and planned public buildings are becoming standard in the larger metropolitan areas such as Milwaukee and Madison.

The village will continue to review and modify impact fee analyses (called "needs assessments" under state law) for the following types of capital facilities: park land and improvements; fire department facilities; storm water management facilities and/or utilities; libraries; roads; and any other public services for which new or expanded facilities may be likely in the future. After each analysis is performed, the village may then adopt an impact fee ordinance for the facility covered in the analysis.

**Continue to Update the East Troy Comprehensive Park and Recreation Plan to meet State Comprehensive Outdoor Recreation Plan (CORP) Criteria**

As part of the implementation process for this comprehensive plan, the village should ensure that its Comprehensive Outdoor Recreation Plan (CORP) remains current. The recreation plan addresses the recreational, open space, bicycle, and pedestrian needs of the community in the coming years in light of the anticipated growth outlined in this comprehensive plan. The CORP also enables the village to maintain eligibility for funding from state and federal park and open space grants (see sidebar).

The following recommendations may be explored within the context of the CORP:

**What is a Comprehensive Outdoor Recreation Plan?**

A Comprehensive Outdoor Recreation Plan (CORP) looks at the supply of existing park facilities, projects future parkland and park amenity needs, and creates recommendations to meet the anticipated future demands for a community's park and open space system.

Local governments should prepare and update a CORP every five years to ensure the information contained in the CORP is relevant and also to ensure they are eligible to receive Wisconsin Stewardship Local Assistance Grants, Federal Land and Water Conservation (LAWCON) grants, and the National Recreation Trails Funds.

- Community recreation needs based on current and projected population, general park planning principles, and community-specific recreation goals and opportunities
- Location and land requirements for future mini-parks, neighborhood parks and community parks
- Necessary improvements for existing and future parks such as playground equipment, park furniture, park shelters/picnic areas, play fields, ball fields, parking, restroom and water facilities
- Recreation Trails and areas preserved for passive recreation and natural resource protection
- Costs associated with land acquisition and park improvements

At minimum, this plan recommends the village's Comprehensive Outdoor Recreation Plan include the following general principles:

- All residents should live within  $\frac{1}{4}$  of a mile from some type of public park or open space
- All parks should at minimum provide an unlit general purpose playing field, park benches, signage encouraging public use, appropriate landscaping, and accessibility for users of various ages and physical abilities
- A diversity of park styles and sizes is encouraged to fit the needs of all residents at the neighborhood, village level, and to take advantage of unusual or unique opportunities such as the opportunity for nature based recreation near Honey Creek and area lakes
- To the extent practical, siting of public parks should be in conjunction with or adjacent to natural areas and environmental corridors, provided that the village does not accept dedications of undevelopable lands and/or natural areas as a substitute for lands required to fill traditional park functions and provide for active use recreation
- Parks should be linked to residential areas and other parks by pedestrian sidewalks, paths, or recreation trails whenever practical
- The East Troy Comprehensive Park and Recreation Plan should address and integrate growing interest in passive outdoor recreational activities such as recreational trail use and wildlife watching and its location near exceptional natural areas, particularly the lakes north of the village and the Honey Creek environmental corridor
- Park land fees in lieu of dedication should be adjusted periodically to accurately reflect the cost of land and park improvements and the share of such improvements to be borne by new residential development

***Acquire Parks and Opens Space as Growth Occurs***

The village intends to continue to develop new parks through land dedication and/or fees in lieu of land dedication as part of the subdivision review process.

The village will ensure coordination of parkland siting decisions to ensure that, where needed, larger parks can be assembled from more than one landowner, through the use of parkland dedication fees, by planning for future parks on and near ownership parcel boundaries, and through village purchase where necessary. The village continue its policy of not accepting dedication of land needed for stormwater facilities and other public utilities, land unsuitable for active recreational uses and structures, environmental corridors and sensitive wildlife habitats, and lands otherwise undevelopable to meet the park land dedication requirement, although as noted, such areas can be dedicated to the village *in addition to* park land dedication, as deemed appropriate by the village.

The village will pursue opportunities to acquire undeveloped open space, or encourage neighborhood/homeowner association ownership and maintenance of areas, which would remain available for passive uses, as opportunities present themselves. These natural areas include but are not limited to the environmental corridors along both sides of Honey Creek east and west of Mill Pond Park, and the environmental corridor between the High School and Swan Lake to the north.

***Create a Master Plan for Honey Creek Environmental Corridor***

The village should create a Master Plan for the Honey Creek environmental corridor that incorporates the findings and recommendation from the 2004 Dam study, the Park and Open Space Plan recommendations for improvements to Mill Pond Park, Recreation Trail and Pedestrian/Bicycle transportation planning, and Natural Resource Protection goals of this plan. The 2004 Dam study also indicated that the benefits of dam removal would exceed those of dam replacement with regard to cost, water quality, restoration of native habitat and native fish species, and possibly public access, public safety, and fishing. The village has opportunities to forward a range of village goals as expressed in this plan, particularly in terms of natural resource preservation and public recreation.

***Coordinate Planning with the East Troy Area School District***

To make sure it has a voice in community decision-making, the village will continue to encourage active review of new development proposals by the School District, especially residential development. The village also encourages having a representative from the East

Troy Area School District on the Plan Commission. The School District should be included on any discussions or initiatives intended to control the pace of development.

The village encourages the School District to continue preparing long range facilities plans to forecast facilities needs based on the current development activity, population growth, neighborhood turnover, and student enrollment trends to evaluate options for attendance area boundaries and school siting, construction, and/or expansion. This plan could also incorporate programmatic discussions to determine how grade cohorts are distributed.

As the community grows, the location of future school sites will continue to be an important planning issue for the village and the District. To the extent possible, new schools should be placed near existing or planned residential areas. Ease of access and availability of transportation for those outside the immediate neighborhood should also be taken into consideration.

Another potential area of cooperation involves coordinated planning of recreational facilities. For example, the location of Mitchell Park next to the High School Campus offers an opportunity to create a recreational trail circuit that runs around both properties and could also form a segment of a community scale pedestrian, bicycle, and trail network. Other possibilities include joint use of active recreation facilities such as ball fields.

#### **Review Standards for Telecommunications Facilities**

Telecommunications facilities (e.g., cell towers) have the potential to detract from the community character of the East Troy area. The village zoning ordinance already addresses some issues surrounding these structures; the height for telecommunication towers is restricted by the height limitation associated with the East Troy Municipal Airport. An update of the ordinance to support co-location of multiple antennas on a single tower, prohibiting lattice-type and guy-ed towers, and encouraging installation on support structures such as silos, light poles, billboards, and electrical poles may be desirable. Also, the ordinance should protect important viewsheds, and require screening of the structures through topography or vegetation.

#### **Explore Developing Free Wireless Internet in the Downtown**

Internet service is no longer merely a convenience—it is a necessity for downtown economic growth. Moreover, wireless internet availability in communities has proven to spur economic development. By leveraging the popularity of wireless internet access, East Troy can attract more patrons for businesses and more businesses in the downtown area.

The village should explore opportunities to provide free wireless internet service for the historic downtown square area. WiFi wireless internet access will allow a user to access the Internet from anywhere—indoors or out—within the coverage area. Checking e-mail, doing research and chatting with co-workers becomes possible while sitting at area businesses for lunch or dinner, or a special event on the downtown square.

It is important to note that a wireless downtown will not be possible without the vision, commitment and cooperation of a diverse partnership that includes the village decision-makers, the civic organizations, and area businesses. It is essential that the wireless access be a free service. As such, advertising revenues will be paramount to offsetting operational costs. Of particular interest to the Chamber of Commerce and local businesses is the availability of guaranteed and targeted local advertising to the wireless users. This is accomplished by managing internet traffic with an internet gateway that can deliver localized and targeted advertising.

The goals of a wireless downtown project should be to

- Provide a convenient public service to users
- Stimulate economic development and tourism by drawing visitors to the coverage area
- Cultivate East Troy's image as a high-tech community
- Test the feasibility of wireless devices for municipal use

#### **Adopt Efficiency Standards for New Village Buildings and Vehicles**

The village should explore the benefits of investing in buildings and technologies that reduce long term maintenance costs, energy use, water use, and harmful emissions. For new public structures or major renovations, the village could adopt Leadership in Energy and Environmental Design (LEED) Green certification or similar requirements. The LEED Green Building Rating System is a nationally accepted benchmark for the design, construction, and operation of energy efficient and environmentally sustainable buildings. Village adoption of such standards would also set an example for private development in the village. Contemporary buildings using proven energy and resource efficient materials and designs have been shown that savings in energy and maintenance exceed any extra initial costs for construction without sacrificing modern levels of convenience and amenities. The village could also explore a policy of transitioning to more fuel efficient and/or renewable energy powered vehicles for its public vehicle fleet.

**Update and Implement 5 year Capital Improvements Program and Long Range Facilities Plans**

Table 27 includes recommended community facilities and utilities improvements derived from the village’s CIP, public input, and other planning exercises. This plan recommends that the village continue to update and implement these improvements and plans on an annual basis throughout the planning period.

Table 27: Timetable to Improve or Enhance Utilities and Community Facilities

Utility or Facility	Timeframe	Recommended Improvement
Water Supply	2011	Rehabilitate Well # 5
	2011	Rehabilitate Well # 8
Sanitary Sewer	2009	Wastewater Treatment Plant Upgrade
Stormwater Management	2009 – 2011	Ongoing repair/replacement/installation
Police Protection	2009 – 2011	Ongoing vehicle and equipment acquisition
Fire Protection and EMS Services	Ongoing	Vehicle Acquisition
Village Administration	2009 – 2011	Determine future use of vacant Village Hall building
	2012 - 2014	Develop Official Map for village
	2009 - 2011 Ongoing	Recodify/Revise village ordinances Adopt efficiency and environmental standards for village facilities
Medical Facilities	2010 – 2030	Encourage new medical clinics as needed
Public Services Facility	2009 -2020	Conduct a study and space needs assessment for a new/expanded Public Services Facility to serve public works, park and recreation, streets, utilities, and police vehicles
Library	2009 – 2010	Library maintenance and improvements
	2012 – 2030	Construct new library
Schools	Ongoing	Cooperate with School District on a long range facilities needs and programming study
	Ongoing	Have discussions with School District on joint community park/recreation/school recreation facilities
Park & Recreation Facilities	Ongoing	Create Comprehensive Outdoor Recreation Plan (CORP) for village; update every five years
	2011	Complete park and open space needs assessment and revise park improvement impact fee accordingly
	Ongoing	Implement recommendations of CORP
Telecommunications Facilities	2010	Update regulations for telecommunication towers in zoning ordinance
Dam	2011	Dam reconstruction/removal
Cemeteries	N/A	Private parties will add to cemeteries as needed
Child Care Facilities	2010 - 2030	Area child care facilities are projected to expand to meet needs

## Chapter Six: Housing and Neighborhood Development

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the village.

### Why Housing?

Unlike some of the other required elements of a comprehensive plan, the purpose of a housing element may not be as readily apparent. This is due, in part, to the fact that typically local governments are not seen as housing developers and builders. However, a community's housing stock is its largest long-term capital asset. Housing accounts for 14 percent of the total land area in the village. Housing not only provides shelter, but it also helps to establish a community's sense of place.

Yet, local governmental units do finance and develop certain types of housing when it is needed to address an unmet need. And most importantly, local governmental units do directly influence the provision of decent and affordable housing through the land use regulations and development standards they adopt and the type of services they provide. As an example, the Land Use element of this plan identifies what types of housing units (e.g., single-family / multi-family) are constructed and at what density. In addition, transportation and public utility plans can certainly affect the timing of residential development. Therefore, it will be necessary to ensure that each of the elements in this plan form a consistent framework and support each other where they overlap.

### Background Issues

Affordable and decent housing has long been considered a basic element of one's quality of life. Yet it is not always possible to find housing that is both decent and affordable. A dwelling unit is considered affordable if it costs no more than one-third of the total household income. The lack of affordable housing is an issue that exists even in times of relative economic prosperity. According to studies of housing in the United States, finding affordable housing is a continuing problem for many families. Government at all levels is engaged in and committed to getting citizens into affordable housing. Originally these programs were targeted at the very low end of the economic spectrum, but with the persistent increases in the cost of housing and a rethinking

#### Basic Objectives of the Housing and Neighborhood Development Element

- Assess past and current local housing conditions in the village
- Understand the local housing market to assist in the determination of the extent to which housing needs are being met
- Understand the various roles in the housing delivery system and the village's role in housing and residential development
- Review various state and federal housing programs
- Project how many new households will be added over the next twenty years
- Identify problems and opportunities
- Develop goals and objectives that will accommodate the needs of current and future residents

#### Housing and Neighborhood Development Recommendations Summary

- Require that the balance of housing types in new developments reflect the village's historic housing mix and changing demographics
- Encourage housing rehabilitation and become proactive in ensuring that affordable housing exists within East Troy
- Encourage "planned neighborhoods" that incorporate logical connections, natural area and recreational space, commercial and services opportunities, schools, and pedestrian facilities
- Outline and enforce high-quality design standards for multiple family housing

of the definition of government-subsidized housing, the size of their clientele group has increased. There are various government programs, mostly administered and directed at the local level, to provide down payment assistance for purchases and rental assistance for those unable to buy.

As an example, a comparison of 1990 and 2000 US Census data for the Village of East Troy indicates that the median contract rent increased from \$445/month to \$564/month, an increase of 27 percent. A worker earning the current federal minimum wage of \$6.55 per hour would have to work roughly 86 hours of each month in order to afford a two-bedroom unit with a rent of \$564. Based on the recommended one-third of household income guideline, this worker would have to earn at least \$10.05 per hour for a 40-hour week to afford that unit. In the Village of East Troy, according to the 2000 US Census, approximately 19 percent of homeowners and almost 27 percent of renters spent more than 30 percent of their income on housing. This issue is not unique to the village, the lack of affordable housing extends to all corners of Wisconsin.

### Existing Housing Framework

#### Types of Housing Units

In 1990, there were 999 housing units in the village (Table 28). Single-family units accounted for nearly 60 percent of the total, which is a substantially lower percentage than for the county and state (75.1 and 67.7 percents, respectively). Multi-family units accounted for the second most common type of housing in the village, accounting for about 21.4 percent of the total, followed by mobile homes with 12.2 percent. There were a limited number of duplexes within the village in 1990.

In 2000, there were 1,373 housing units in the village (Table 29), an increase of 374 units from the previous 1990 census period. The majority of the units, 893, were single-family homes, accounting for approximately two-thirds of the available housing stock in the village. This represents a slightly lower percentage than for the state (69.4 percent) and almost 10 percent less than Walworth County (74.5 percent). Multi-family (3+ units), other than duplexes, accounted for the second most common type of housing in the village, representing 24 percent of the total. The village experienced a significant decline in the “Other” category.

Table 28: Housing Units by Type, 1990

Housing Type	Village of East Troy		Walworth County	Wisconsin
	Number	Percent	Percent	Percent
Single-Family	595	59.6	75.1	67.7
Duplex	68	6.8	8.7	9.6
Multi-Family	214	21.4	11.8	16.4
Other (mobile home, etc.)	122	12.2	4.4	6.3
Total	999	100.0	100.0	100.0

Source: U.S. Census of Population and Housing, 1990

Table 29: Housing Units by Type, 2000

Housing Type	Village of East Troy		Walworth County	Wisconsin
	Number	Percent	Percent	Percent
Single-Family	893	65.0	74.5	69.4
Duplex	94	6.8	4.5	8.2
Multi-Family	327	23.8	18.2	18.0
Manufactured Homes*	56	4.1	2.7	4.4
Other	0.0	0.0	0.0	.10
Total	1,373	100.0	100.0	100.0

Source: US Census of Population and Housing (Summary Tape File 1A), 2000

\* The City of East Troy records show that, in contradiction to the US Census data, 109 mobile or manufactured homes exist in the City.

Note: The percent column may not add up to 100 due to rounding.

**New Housing Construction**

More recent data for the period 2001 – 2006 indicate that the village’s total housing stock increased from 1,373 in 2000 to 1560 in 2006 (Table 30). This represents an increase of 187 housing units, or an approximate 13.6 percent. It appears that the most significant increase in housing stock during this period was in the construction of multi-family units, other than duplexes. It is important to note that the village has imposed limitations on the number of occupancy permits that will be granted annually for single-family developments. The village has utilized this policy to manage growth; specifically to ensure that the provision of public services is able to match demand.

**Occupancy Status – 1990 and 2000**

The number of dwelling units that are available for rent or purchase in a community can represent the difference between a community with intense pressure for housing and inflated housing costs and a community in decline with abandoned homes. The supply of available dwelling units must be sufficient to allow for the formation of new households within the existing population, absorb in-migration of new households and permit existing households to reform because of a change in size or status. If the supply is insufficient, it is likely that housing costs will rise making it more difficult to find affordable housing for many residents.

The general rule is that the average, overall vacancy rate should not exceed three percent (1.5 percent for owned units and 4.5 percent for rentals). At this rate, there are generally enough dwelling units to maintain adequate housing choice among consumers.

Of the 999 housing units in the village in 1990, 98 percent were occupied, which is significantly higher than for all of Walworth County and the state (Table 31). In 2000 the village had experienced only a very slight decline in the occupancy (Table 32) of the available housing stock, suggesting that there is a fair demand for housing in this community.

The average assessed housing value in 2005 was \$177,464, which is higher than nearby cities, but less than gentrifying rural and resort areas in Walworth County. In 1999, the median monthly rent for East Troy was \$564.

Table 30: Housing Construction by Type, 2001 – 2006

Housing Type	New Units 2001-2006		Total Units 2006	Percent 2006
	Number	Percent		
Single-Family	49	26.2	942	60.1
Duplex	8	4.3	102	6.5
Multi-Family	130	69.5	460	29.5
Other (Mobile home, trailer, etc)	0	0.0	56*	3.6
<b>Total</b>	<b>187</b>	<b>100.0</b>	<b>1560</b>	<b>100.0</b>

Source: U.S. Census, 2000\*; Village of East Troy Building Inspector

Table 31: Occupancy Status, 1990

	Village of East Troy		Walworth County	Wisconsin
	Number	Percent	Percent	Percent
Occupied Units	979	98.0	74.8	88.6
Vacant Units	20	2.0	25.2	11.4
<b>Total</b>	<b>999</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: US Census of Population and Housing, 1990

Table 32: Occupancy Status, 2000

	Village of East Troy		Walworth County	Wisconsin
	Number	Percent	Percent	Percent
Occupied Units	1337	97.4	78.8	89.8
Vacant Units	36	2.6	21.2	10.2
<b>Total</b>	<b>1373</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: US Census of Population and Housing, 2000

***Housing Tenure***

During 1990, two-thirds of the occupied housing units in the village were owner-occupied (Table 33). This rate was significantly higher than the ownership occupancy rate in Walworth County and equivalent to the overall rate in Wisconsin. Nationally, the homeownership rate in 1990 was about 64 percent. Since 1990, homeownership has risen by approximately 5 percent in the village. Much of this increase can be attributed, in part, to comparatively low interest rates and a strong state and national economy during the 1990s and early 2000s.

According to the 2000 US Census, over 71 percent of the occupied housing units in the village were owner-occupied (Table 34). This rate was only slightly higher than the ownership occupancy rate in Walworth County and Wisconsin, 68.1 percent and 68.4 percent, respectively. Nationally, the homeownership rate in 2000 was about 66.2 percent, slightly lower than that experience here.

***Household Size***

The number of people living in a dwelling unit has implications for the number of housing units that may be needed. Even if the population were to remain stable, the declining trend in household size would suggest that more housing units would be needed to accommodate the same population.

Nationally, the average number of individuals living in a dwelling unit has been declining for the last 30 years. In Wisconsin, the average household size between 1970 and 1990 declined from 3.22 to 2.61, representing a decline of 19 percent. Between 1990 and 2000 it declined only slightly further from 2.61 to 2.60.

Many factors have contributed to this trend, including: increasing number of single-parent homes, decreasing number of children per household and increasing life expectancy, especially for females. Although the decline in household size has been fairly steady for several decades, it is anticipated that the downward trend will moderate in the future and remain somewhat stable.

During the 1990s the average household size was 2.65 in the village, which was equivalent to all of Walworth County and the state. At the time of the 2000 U.S. Census, the village, county and state remained relatively unchanged in terms of average household size (Table 35). The slight differences in average household size are more notable in a comparison of owner-occupied to renter-occupied units in 2000.

Table 33: Occupied Housing Units by Tenure, 1990

Tenure	Village of East Troy		Walworth County	Wisconsin
	Number	Percent	Percent	Percent
Owner-Occupied	646	66.0	50.0	66.7
Renter-Occupied	333	34.0	50.0	33.3
Total	979	100.0	100.0	100.0

Source: US Census of Population and Housing, 1990

Table 34: Occupied Housing Units by Tenure, 2000

Tenure	Village of East Troy		Walworth County	Wisconsin
	Number	Percent	Percent	Percent
Owner-Occupied	963	71.3	68.1	68.4
Renter-Occupied	387	28.7	30.9	31.6
Total	1350	100.0	100.0	100.0

Source: US Census of Population and Housing, 2000

Table 35: Average Household Size, 1990 and 2000

	1990	2000	Owner/Renter Average HH Size, 2000
Village of East Troy	2.65	2.60	2.82/2.03
Walworth County	2.60	2.57	2.67/2.34
Wisconsin	2.61	2.50	2.66/2.15

Source: US Census of Population and Housing, 1990 & 2000

**Age of Housing Stock**

The age of the housing stock in a community is one measure of quality, although one must not assume that as the age of a home increases, its quality declines as well. Age of a building only suggests that as a home gets older it may be necessary to spend more time and money on upkeep and maintenance.

If basic maintenance is not done on a continual basis, older homes will soon become a liability rather than an asset. The costs of maintenance can be especially burdensome on low-income households who may not have the necessary resources. In addition, some of the older homes that become substantially substandard, will be torn down or abandoned and must be replaced to maintain the same number of units in the housing stock.

As shown in Table 36, the largest number of existing housing units, 336, were built from 1970 – 1979. More than a third of the existing housing stock in the village was constructed prior to 1960. These 493 units will soon be approaching almost 50 years of age. A limited number of new units were constructed from 1995 to March of 2000. Additionally, as previously shown in Table 30, the majority of new housing construction from 2001 – 2006 was in multi-family units.

**Housing Affordability**

Affordable housing has been considered a basic element of the quality of life for a community. As briefly mentioned earlier, housing affordability is a problem that affects many low-and moderate-income residents throughout Wisconsin. Housing is considered to be affordable when a household is paying no more than 30 percent of its annual income on housing. According to the 2000 US Census, 19 percent of home owners and 30 percent of renters in East Troy are putting more than 30 percent of their income towards housing.

To gauge the affordability of owner-occupied homes the National Association Of Realtors® Affordability Index is one tool available to measure whether or not a typical family could qualify for a mortgage loan on a typical home. This number is reported at the national level, and can be roughly calculated at the local level as well. For this calculation, a typical home is defined as the median-price for a single family home in 2007. The typical family is defined as one earning the median family income as reported by the U.S. Bureau of the Census for the year 2000.

An Index value of 100 means that a family earning the median income makes exactly enough to qualify for a mortgage on a median-priced home. An Index value above 100 signifies that families earning the median income have more than enough income to qualify for a mortgage loan on a median-priced home, while an Index value under 100 would mean the family was not earning enough to qualify for an average home. In East Troy, the estimated affordability index

Table 36: Year of Housing Construction

Year Constructed	Village of East Troy		Walworth County	Wisconsin
	Number	Percent	Percent	Percent
1999- March 2000	43	3.1	2.9	2.2
1995 - 1998	182	13.3	9.9	7.3
1990 - 1994	203	14.8	9.9	7.3
1980 - 1989	74	5.4	9.4	10.8
1970 - 1979	336	24.5	16.5	16.9
1960 - 1969	42	3.1	9.8	11.9
1940 - 1959	202	14.7	19.0	20.3
1939 or earlier	291	21.2	22.5	23.4
Total	1373	100.0	100.0	100.0

Source: US Census of Population and Housing, 2000

for single family homes in 2007 is 111.43, indicating that a typical family in East Troy is able to afford the typical home in East Troy.

**Housing Options for Seniors**

As the age of the population grows disproportionately older, the special housing needs of the elderly must be an important part of a community’s commitment to provide appropriate housing options for all of its residents. The availability of special facilities, including senior independent living facilities, is especially important to residents who want to stay in the community they are most familiar with and remain near family and friends.

The Wisconsin Department of Health and Family Services (DHFS), Division of Supportive Living licenses a number of residential settings for the elderly along with facilities for the physically and developmentally disabled. Table 37 lists various residential settings and the total capacity in Walworth County and the number of such beds in East Troy. It should be noted that most of these facilities are filled to capacity and maintain waiting lists.

There are no facilities for the identified special need populations in the village. There are two Community Based Residential Facilities in the village with a total capacity of thirty-five (35) people. Most of the facilities are located primarily in the Madison area with a few in some of the larger outlying communities.

**Future Housing Needs**

Based on the overall intent of this plan, the population of the village over the next twenty years is expected to increase at an annual compounded rate, resulting in a total population of some 6,400 residents (outlined in the Issues & Opportunities chapter). To project the number of households over the next twenty years, these population projections were divided by the anticipated average household size for that time period. For the purpose of this plan, it is anticipated that the average household size will remain constant at the current household size of 2.6.

Given the anticipated decrease in household size, the number of households will consequently grow disproportionately faster than the population increase. By 2030, the number of households in the village should approach 2,445. Between 2000 and 2030, a total of 1095 households will form, or on average about 183 in each of the five-year increments.

Table 37: Special Needs Housing in East Troy and Walworth County, 2007

Facility Type	Description	East Troy	Walworth County
Adult Family Homes (AFH) (Licensed by the state)	A place where 3 or 4 adults receive care, treatment or services (above the level of room and board) and that may include up to 7 hours per week of nursing care per resident.	4	95
Adult Family Homes (AFH) (Licensed by the county)	A place where 1 or 2 adults receive care, treatment or service (above the level of room and board) and that may include up to 7 hours per week of nursing care per resident.	0	0
Community Residential (CBRF) Based Facility	A place where 5 or more unrelated people live together in a community setting. Services provided include room and board, supervision, support services and may include up to 3 hours of nursing care per week.	8	767
Facility for the Developmentally Disabled (FDD)	A residential facility for three or more unrelated persons with development disabilities	0	0
Nursing Home	A residential facility that provides 24-hour services, including room and board to 3 or more unrelated persons. These persons require more than 7 hours a week of nursing care.	50	533
Residential Apartment (RCAC) Care Complex	Independent apartment units in which the following services are provided: room and board, up to 28 hours per week of supportive care, personal care and nursing services.	20	161

Source: Wisconsin Department of Health and Family Services, Division of Quality Assurance

As the number of households in a community rises, so to the number of housing units should increase. The number of dwelling units available should exceed the number of households in that a certain percentage of the units will be vacant at any point in time. A reasonable vacancy rate allows consumers a choice when newcomers move into an area and when residents create new households or decide to move within the community due to a change in household status, housing requirements, or lifestyle. In addition, more housing units will need to be constructed to replace housing units that are destroyed, demolished, or converted to non-residential uses.

The number of housing units was calculated by applying a vacancy rate to the projected number of households for each of the time periods. For the purpose of this plan, it is assumed that the vacancy rate will increase slightly from 2.6 percent to a goal of 3 percent over the time period. Although it is likely that some of the existing housing units will be taken out of the housing stock, this amount will likely be insignificant and was not factored in the projections. Over the next twenty years about 1,125 new housing units will need to be added to accommodate the growth projected.

Table 38: Projections for Population, Households, and Housing Units, 2000 – 2030

	Year	Population <sup>1</sup>	Households <sup>2</sup>	Housing Units <sup>3</sup>
Total Number	2000	3,564	1,350	1,396
	2005	3,902	1,503	1,545
	2010	4,306	1,656	1,704
	2015	4,751	1,827	1,882
	2020	5,243	2,017	2,079
	2025	5,785	2,225	2,294
	2030	6,384	2,445	2,521
Units Added	2000 – 2005	338	153	149
	2005 – 2010	404	153	159
	2010 – 2015	445	171	178
	2015 – 2020	492	190	197
	2020 – 2025	542	208	215
	2025 – 2030	599	220	227
	2000 – 2030	2820	1095	1125

- Notes:
1. Population is based on projections from Table 5.
  2. The number of households is calculated by dividing the population by the average household size for that time period. It is assumed that the household size will remain the same over the time period.
  3. The number of housing units is calculated by applying a vacancy rate. It is assumed that the vacancy rate will increase from 2.6percent to 3percent throughout the planning period. It is further assumed that no existing housing units will be lost from the housing stock due to fire, demolition, or conversion to other non-residential uses.

### Housing and Neighborhood Development Goals, Objectives, and Policies

<b>Goals</b>	<ul style="list-style-type: none"> <li>Provide a variety of housing types at a range of densities and costs to accommodate the needs of existing and future residents.</li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
<ul style="list-style-type: none"> <li>Promote high quality residential development that reflects the residential character of existing neighborhoods</li> <li>Provide a range of housing types to accommodate various age groups, households, income levels, and those with special needs</li> <li>Encourage a mix of housing types in all neighborhoods rather than allowing over concentration of a single type in a given area</li> <li>Maintain emphasis on owner-occupied housing as the predominant form of tenancy</li> <li>Maximize access to essential village facilities such as schools, libraries, community centers by</li> </ul>	<ul style="list-style-type: none"> <li>Set maximums on the proportion of multifamily types to single-family types that reflect the needs of all segments of the housing market and are consistent with the village’s established character. In general, not less than 60 percent of all new housing units in any new neighborhood should be single-family-detached homes, with a maximum of 15 percent two family and 30 percent multifamily.</li> <li>Control rate of residential growth to ensure that school capacity and other public services keep pace with demand</li> <li>Establish design standards including architectural quality, open space, setbacks, and landscape buffers appropriate to the type and location of housing</li> </ul>	

Goals	<ul style="list-style-type: none"> <li>▪ Provide a variety of housing types at a range of densities and costs to accommodate the needs of existing and future residents.</li> </ul>	
Objectives	Policies	
<p>placing them in strategic locations</p> <ul style="list-style-type: none"> <li>▪ Maximize access to essential village facilities for all residents by providing safe and attractive network of sidewalks, trails, and other alternative means of conveyance</li> </ul>	<ul style="list-style-type: none"> <li>▪ Require multi-family designs with architectural features consistent with those of smaller scale residential types and locate multi-family residences in areas with adequate park, shopping, and transportation facilities maximize benefit for all of these uses</li> <li>▪ Encourage specialized housing (e.g., elderly housing and hospice etc.) near services and amenities appropriate to these types of housing</li> <li>▪ Disperse multifamily housing at appropriate locations throughout the community</li> <li>▪ Design new neighborhoods that encourage resident interaction and a sense of place such as houses oriented toward the street, streets not dominated by garages or street pavement but rather by house facades, street trees, front yard landscaping , and an interconnected network of sidewalks, informal meeting places, and parks</li> <li>▪ Encourage Planned Neighborhoods and Planned Mixed Use developments that create a sense of place, allow for creativity in site plan and design, and grant the village more detailed control over character, density, and design</li> <li>▪ Establish and enforce subdivision and zoning standards that protect environmental resources and prevent new housing in flood districts</li> <li>▪ Adhere to comprehensive plan for limits on the location and density of residential development</li> <li>▪ Adhere to the Design Recommendations for individual sites, Planned Neighborhood Design Guidelines, and Planned Mixed Use Developments recommended by this plan</li> <li>▪ Require developers to provide or pay for all on-site and a proportional share of off-site improvements associated with new residential development including new or upgraded streets, sidewalks, street lights, street trees, utilities, stormwater detention facilities, and parks, including regional facilities where appropriate</li> <li>▪ Support programs that maintain and rehabilitate the village’s existing housing stock</li> <li>▪ Ensure property maintenance standards are established and enforced</li> </ul>	

**Housing and Neighborhood Development Recommendations and Programs**

Building off of some of the policies listed above, the following are more detailed programs and recommendations to promote high-quality housing and neighborhoods in East Troy:

***Promote Well-Planned Neighborhood Development in the Growth Areas***

This plan strongly recommends that new areas of residential development be developed as neighborhoods, rather than merely an assemblage of subdivisions. To accomplish this, this plan encourages that future neighborhoods include a variety of housing choices, and also provide for a mix of non-residential uses such as parks, schools, religious institutions and small-scale shopping and service areas – as deemed appropriate by the developer, the Plan Commission and Village Board working together.

This strategy specifically applies to the areas identified for residential and mixed-use development. These concepts encourage a mix of predominantly detached single-family residential development (minimum of 60 percent of the dwelling units) with well-designed, two-family or attached single-family residential (maximum of 15 percent of the dwelling units), Mixed Residential (maximum of 25 percent of the dwelling units), institutional, public open space, neighborhood office, and neighborhood business uses. This planning concept disperses higher density development throughout the community and limits the concentration of any one type of development in any one area. Realizing these planned neighborhoods will require the use of complementary vehicle and pedestrian transportation networks, and urban design strategies including the preservation and enhancement of vistas, neighborhood gathering places, and visual focal points.

The village may need to engage in neighborhood planning for some of these growth areas to specify land use mix, density, street layouts, open space, storm water management, etc. This can be completed in partnership with property owners and the development community. The result of this proposed detailed planning and design process will be new neighborhoods which capture much of the charm and unique character of the historic neighborhoods in East Troy, with the added benefit of more completely coordinated land use, open space, and transportation patterns. Areas planned in this manner will be more marketable to a greater diversity of ages, incomes and lifestyles. A well-designed neighborhood will typically appreciate in value faster than single-use neighborhoods which employ “cookie cutter” street patterns, lot sizes, and structures over very large areas that become indistinguishable from each other.

***Enhance Multi-Family Design Standards***

Multiple family housing provides options for the elderly, younger residents, and workforce of many village businesses. However, such projects often cause community opposition. In some cases, this is because such projects have been poorly and cheaply designed. The village intends to enhance its zoning ordinance with detailed design guidelines for all new or expanded multi-



family residential developments and enforce them during development review processes. The following guidelines and Figure 9 (to the right) provide a foundation, and may be used on development projects whether or not new standards are included in the zoning ordinance:

- Incorporate architectural design that fits the context of the surrounding neighborhood, and the village's overall character. Adjacent to single-family residential areas, encourage layouts where buildings appear as a grouping of smaller residences.
- Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character. In *Mixed Use* areas, promote a similar pattern (reduced street setbacks, etc.)
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings. In-building or underground parking is highly encouraged.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors; and (f) In-building or underground parking is generally preferred.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density, or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); and (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents.



**Consider Anti-Monotony Standards or Ordinances**

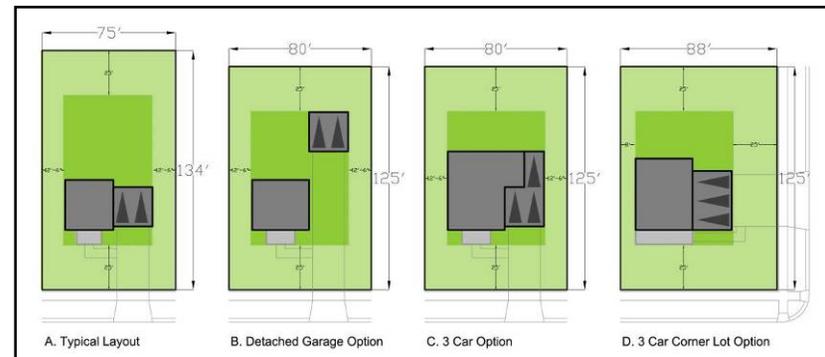
The village supports a variety of housing styles, materials, and colors in new residential neighborhoods. Housing variety makes for more interesting neighborhoods that tend to retain their value over time. Too often in growing communities, housing material, color, and style choices are very limited in new neighborhoods. To combat this trend, many communities have adopted “anti-monotony” provisions into their zoning ordinances. These types of provisions limit the construction of identical—or very similar—houses within a certain distance of one another. The sidebar includes an example of general anti-monotony ordinance provisions for a suburban community outside of Milwaukee. That ordinance includes more detailed provisions and definitions as well. The village will consider inclusion of anti-monotony housing provisions in its zoning ordinance, in consultation with residents, developers, and home builders.

**Example of General Anti-Monotony Provision (Grafton, Wisconsin)**

“No two single-family dwellings of similar front façade shall be repeated on any abutting lots or within five lots on either side of the street on which the dwellings front, including lots which are directly across the street from one another. Front facades shall be deemed to be similar when there is no substantial difference in roof lines; no substantial change in windows of either size, location, or type; and no substantial change in the color or kind of materials.”

**Consider Adopting Ordinance Provisions limiting the Impact of Garages on Streetscapes**

The village will also consider standards that prevent garages on single family homes from dominating the house when viewed from the street. Houses with garages that protrude in front of the residence and constitute the majority of the visible area detract from the residential character of the surrounding neighborhood. Some communities have adopted ordinances limiting the width of garages to 50 percent or less of the street width of a residence, and require that the garage be setback at least as far as the front of the residence or front porch. The graphic at right illustrates several ways of accomplishing this goal on lot sizes typically in East Troy. Within a Planned Development Overlay District, the village would also consider additional options for limiting the appearance of garages such as the use of private alley’s maintained by a homeowner association.



**Support Affordable Housing**

The availability of affordable housing that accommodates groups such as the village’s workforce, elderly and young will be an ongoing and increasing challenge in the village area, as more high-end homes are planned for. The demand for housing overall will increase as a result of improved highways and other infrastructure, good schools, proximity to the expanding Milwaukee Metropolitan area, and the area’s high quality of life.

To provide for affordable housing in this environment, no single strategy will suffice. Instead, a multi-pronged approach is advised which addresses the following:

- *Consider creation of a housing authority:* Many Wisconsin communities have effectively utilized housing authorities to improve the overall housing stock and to ensure that the

housing in the community meets the needs of all its residents. Additional information on housing authorities and their powers can be found in the sidebar.

- *Support programs to provide new affordable housing:* Several state and federal programs exist to help provide affordable housing for low and moderate income residents, who make up a good portion of the area’s workforce and retirees. These programs are administered by a housing or community development authority. The village supports appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market operating independently.

As a result of a number of unmet housing needs, various governmental and non-governmental efforts have developed over the years. These programs are intended to help provide decent and affordable housing, especially for low- and moderate-income persons, or persons with special housing needs (physically disabled, developmentally disabled, homeless and elderly). The sidebar on the next page is a summary of some available federal and state housing programs.

- *Allow high-quality multiple family housing:* Higher density housing that complements the character of the existing village can be an important component of the affordable housing stock. This includes both renter-occupied and owner-occupied (e.g., condos, townhouses) options. Resistance to greater density is typically a result of poor design that does not reflect the character of the surroundings or is of low-quality that becomes worse over time. Standards suggested are intended to address some of these types of concerns.
- *Consider smaller single-family lots sizes:* Within Planned Neighborhoods, consider allowing a portion of the single-family house lots to have a smaller minimum lot size (e.g., 8,000 square feet). Smaller single-family lots could also be allowed under a Planned Development.
- *Revisit public improvement standards:* Excessive public infrastructure standards can drive up housing costs. village standards for new streets may be unnecessarily wide (they generally require that new street widths match or exceed existing street widths). In addition to increasing development costs, this tends to increase traffic speeds and decrease a sense of place in a neighborhood. Narrower streets safely accommodate traffic, parking, and emergency service needs in mainly single family neighborhoods.
- *Promote the maintenance/rehabilitation of older neighborhoods:* The existing housing stock is an important component of the affordable housing supply. The village will explore greater use of programs to help fund rehabilitation grants and loans. In addition, facilitating development proposals for senior housing also helps free up older homes for a

**Housing Authority Powers & Duties**

A housing authority created under Wis. Stats. 66.1201 is a corporate entity. Authorities are empowered to clear, plan, and rebuild blighted areas within the district in which the authority is created, to provide safe and sanitary housing accommodations to families of low income within that district, or combinations thereof.

More specifically, the authority may do any of the following:

- Receive grants from state, federal, or other governments, or from private sources
- Conduct investigations into housing and living conditions
- Determine what areas constitute blight areas and prepare plans
- Purchase or lease property
- Improve property
- Provide senior housing
- Construct housing projects
- Implement public housing programs

new generation. Finally, as part of its downtown revitalization program, the village has made available the retention and conversion of upper story spaces into housing. In 2007, the village did submit an application to the Department of Commerce, CDBG-Small Cities Housing Program. The program provides grants to local governments for housing rehabilitation and ownership for first time homebuyers representing principally low and moderate income (LMI) households, as defined by the HUD income limits for the county. Even though the village was not selected in 2007, they are strongly encouraged to reapply again.

**Summary of Selected Federal and State Housing Programs and Revenue Sources**  
*Wisconsin Department of Commerce, Division of Housing and Community Development (DHCD)*

- Local Housing Organization Grant (LHOG) Program. Funds, with a one to one match, to housing authorities and non-profit housing organizations to provide affordable housing for low-income persons.
- Low-Income Weatherization Program. Provides funds through local weatherization programs for units occupied by low-income persons.
- Community Development Block Grant (CDBG) Provides funds to LMI homeowners for repairs and improvements; landlords with LMI tenants; and first time LMI prospective homebuyers. Funded by HUD formula grants.

***Federal Home Loan Bank of Chicago***

- Affordable Housing Program (AHP). Provides loans or grants to not-for-profit organizations or public entities to finance the purchase, construction, or rehabilitation of affordable rental housing.
- Community Investment Program (CIP). Provides funds at below-market interest rate advances for financing the purchase or rehabilitation of rental housing.

***U.S. Department of Housing and Urban Development (HUD)***

- Section 202/811. Provides capital advances under an annual competition to non-profit organizations for rehabilitation or construction of affordable multi-family rental and co-op housing for elderly persons and persons with disabilities.
- Multi-Family FHA Mortgage Insurance. Provides federal mortgage insurance for private lenders to finance construction or rehabilitation of multi-family properties, nursing homes, intermediate care facilities, or board and care homes.

***Wisconsin Housing and Economic Development Authority (WHEDA)***

- Affordable Housing Tax Credit Program. Provides federal income tax credits for construction, rehabilitation and preservation of affordable rental housing.
- Blueprint Loan. Provides short-term financing for front-end costs associated with creating multi-family housing under federal, state and local programs.
- Foundation Grant. Provides grant funds to non-profit sponsors to help meet the housing needs of low- and moderate-income elderly, disabled, or person in crisis.
- Housing Improvement Loan Program (HILP). Provides mortgage loan funds for rehabilitation and improvements for one- to four-unit owner-occupied dwellings.
- Multi-Family Homeless Mortgage Loan. Provides non-recourse mortgage loans for projects benefiting individuals or families who are currently homeless or in danger of becoming homeless.
- Multi-Family Taxable Revenue Bond Loan. Provides long-term, non-recourse mortgage loans through the sale of taxable bonds. Commonly used by developers of tax credit projects.
- Multi-Family Tax-Exempt Revenue Bond Loan. Provides construction and long-term financing for new construction, purchase or rehabilitation of existing buildings for multi-family rental housing.

# Chapter Seven: Economic Development

The primary purpose of this element is to present background information about the local economy and its relationship to the region. County, regional and state economic development programs are briefly reviewed to identify possible programs that the village could take advantage of to encourage appropriate economic development. In any economic development effort, it is helpful to identify the strengths and weaknesses of the village in attracting and retaining businesses and industries. This element also identifies businesses and industries that would be compatible with the village. Finally, properties in the village are analyzed to determine if any sites are contaminated and what could be done to encourage suitable reuse. This chapter also contains a compilation of goals, objectives, policies and recommended programs to promote the retention and stabilization of the village’s economic base.

## Existing Economic Development Framework

### Income Data

Table 39 presents income and labor characteristics for the Village of East Troy and nearby communities. According to 2000 U.S. Census data, the village’s median household income was \$48,397. This is lower than the median household income reported for the surrounding towns. Similarly, the village’s per capita income was lower than the towns, especially the Town of East Troy. Per capita income is defined as the total of all personal incomes in the village, divided by the total population. This is used as an overall measure of the wealth of a community’s population. This indicates that Village of East Troy residents are in similar economic situation as residents of most other cities and villages in the area.

### Labor Force

The village’s labor force is the portion of the population employed or available for work and includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 U.S Census data, 1,919 residents, or 73.0 percent, of village residents age 16 or older were in the labor force. Of this total, 45 residents (or 1.7 of the labor force) were unemployed. According to the U.S. Census Bureau, East Troy’s unemployment rate for people in the work force has remained consistently low (2.0 percent in 1990).

**Basic Objectives of the Economic Development Element**

- Understand the economic base of the community and statewide trends affecting the community and region
- Identify and describe economic development programs at the local and state level
- Assess the community’s strengths and weaknesses relative to attracting and retaining new economic growth
- Identify desirable businesses and industries
- Identify environmentally contaminated sites suitable for commercial and industrial uses

**Economic Development Recommendations Summary**

- Ensure high quality commercial and industrial development
- Encourage a range of shopping, service and employment opportunities appropriate to village character
- Work with surrounding communities, existing industries, and civic organizations to promote the village as a great place to live, work, and play

Table 39: Income Comparisons, 2000

	Median Household Income	Per Capita Income
Village of East Troy	48,397	21,590
Town of East Troy	61,486	30,461
Town of Troy	57,604	24,200
City of Delavan	42,551	17,624
City of Elkhorn	38,395	20,003
Walworth County	46,274	21,229
Village of Mukwonago	56,250	23,993
Village of Waterford	55,804	22,741
Village of Palmyra	45,521	19,849

Source: U.S. Census Bureau, 2000

The percentage of the village’s labor force employed by sector in 2000 is shown in Table 40. Over 30 percent of the labor force is employed in manufacturing occupations and another 14 percent in the educational, health, and social services sector. This data suggests that manufacturing remains a major part of East Troy’s economy.

**Educational Attainment**

Educational attainment is another characteristic of a community’s labor force. According to the 2000 U.S. Census, the village had the lowest percentage of population age twenty-five and older which had attained a high school level education or higher than the surrounding towns, but higher than neighboring cities. In addition, the percentage of residents with a college degree was lower than the percentage for other surrounding communities, except the Village of Palmyra (Table 41).

**Commuting Patterns**

According to 2000 U.S. Census data, East Troy residents spent an average 28.7 minutes commuting to work, indicating that a significant number of workers traveled outside the village for employment. Roughly 16 percent of workers traveled over 45 minutes to their jobs, while nearly 43 percent traveled less than 20 minutes. About 82.5 percent of workers traveled to work alone, while approximately 8.6 percent carpoled.

Approximately one third of Walworth County’s workforce is employed outside the county, according to 2000 statistics compiled by the U.S. Census Bureau. Of the 17,627 workers commuting to places outside the county, 18 percent (3,164 workers) commute to McHenry County, IL to the south. Waukesha County and Milwaukee County are the second and third most common workplace destinations, drawing 17 and 13 percent of the commuting workforce respectively (3,088 and 2,290 workers). The fourth most common workplace destination was Racine County with approximately 12 percent of commuters or 2,240 workers. Approximately 1,000 or more Walworth County workers commute to one of the other nearby counties: Rock, Cook, IL, Jefferson, and Lake, IL. In contrast, 10,776 workers commute into Walworth County for employment. Substantial numbers drive in from Rock (2,383 workers), Jefferson (1,830 workers), Racine (1,660 workers), and Waukesha (1,321 workers) counties.

Table 40: Village of East Troy Occupational Groups, 2000

Occupational Group	Percentage of Labor Force
Manufacturing	31.3
Educational, health, and social services	13.9
Retail trade	13.3
Transportation, warehousing, and utilities	7.8
Construction	6.2
Other services (except public administration)	5.8
Arts, entertainment, recreation, accommodation, and food services	5.0
Wholesale trade	4.0
Information	3.6
Finance, insurance, real estate, rental, and leasing	3.3
Professional, scientific, management, administrative, and waste management services	3.0
Public Administration	2.6
Agriculture, forestry, fishing, hunting, and mining	0.0

Source: U.S. Census Bureau, 2000

Table 41: Educational Attainment, 2000

	Percent High School Graduates	Percent Bachelor’s Degree or Higher
Village of East Troy	86.1	17.4
Town of East Troy	89.7	22.8
Town of Troy	87.6	19.6
City of Delavan	75.5	18.8
City of Elkhorn	79.4	19.4
Walworth County	84.2	21.8
Village of Mukwonago	88.7	24.2
Village of Waterford	87.1	21.6
Village of Palmyra	82.0	9.4

Source: U.S. Census Bureau, 2000

**Environmentally Contaminated Sites**

The Contaminated Lands Environmental Action Network (CLEAN) is an inter-linked system providing information on different contaminated land activities in Wisconsin, to assist with the investigation, cleanup and eventual re-use of those lands.

The Wisconsin DNR’s Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the state. The DNR defines brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

According to the Bureau for Remediation and Redevelopment Tracking System (BRRTS), as of April 2008 there were fifty-seven (57) sites in the Village of East Troy that were either in need of clean up or where clean up was already underway. Of the 57 incidents:

- Forty (40) sites are classified as OLD/HISTORIC SPILLS that will likely require no additional clean-up
- Eight (8) sites are classified as SPILLS which involve a discharge of a hazardous substance that may adversely impact public health, welfare or the environment
- Two (2) sites are classified as LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum.
- Seven (7) sites area are classified as environmental repair, or ERP. These sites are often times older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The ERP locations are typical brownfield sites. Many of the properties on the BRRTS list will need special attention for successful redevelopment to occur.

The locations of these environmentally contaminated sites were considered when making the land use recommendations in this plan. The village encourages remediation and redevelopment of these sites for economic development where appropriate. These have been specifically outlined in Chapter Three: Land Use and Figure 4 and Figure 5.

**Projected Economic Growth in East Troy**

Future economic development in East Troy will be influenced by a variety of factors. Population growth will expand existing business opportunities simply by providing more customers. We

Table 42: Top Walworth County Employers

Company	Product or Service	Size
County Of Walworth	Government	1000+
University Of Wisconsin Whitewater	Universities and Prof. Schools	1000+
Sta-Rite Industries Inc	Water Systems and Pumps	500-999
Pfister Corp	Hotels and Motels	500-999
Aurora Health Care Of Southern Lake	General Medical and Surgical Hospitals	500-999
Miniature Precision Components Inc	Automotive Industry Parts Supplier	250-499
Southern Wisconsin Foods LLC	Eating and Drinking Places	250-499
Abbey Management Corp	Hotels and Motels	250-499
United Dominion Industries Inc	Fluid Power Valves and Hose Fittings	250-499
Elkhorn Area School District	Elementary and Secondary Schools	250-499

Source: WI DWD, Bureau of Workforce Information Bureau, ES-202 file tape, 1st quarter 1999 and LMI benchmark 2000.

Table 43: Top Village of East Troy Employers

Rank	Employer
1	East Troy Community Schools
2	Buell Motorcycle Co
3	East Troy Manor
4	Wisconsin Oven Corp
5	Frank’s County Market
6	Plymouth Tube-Trent
7	Plymouth Tube-ET
8	Scot Industries
9	Accurate Housing Systems
10	McDonalds

Source: Village of East Troy

also expect, however, that there will be some changes in the types of businesses found in East Troy.

Based on the size, location, and general characteristics of East Troy, you would expect to see certain types of businesses in the village. Currently, some of these businesses are found in smaller numbers than you would typically expect. These underserved markets represent excellent economic growth opportunities. By comparing the types of businesses found in East Troy to the types of businesses expected in similar communities and throughout the state, we can better understand and assess the specific opportunities for growth. This analysis, combined with the expected business growth associated with project population growth, suggests that the following increases are possible in the Village of East Troy by 2030.

- Construction. It is projected that there will be 6 to 8 new construction businesses that will employ between 36 and 48 workers.
- Retail. In general, retail is projected to create 16 to 20 new businesses that will employ between 176 and 220 individuals. Of special note are specific opportunities in garden and hardware stores, auto dealers and gas stations, restaurants and bars, food markets, and specialty stores.
- Services. In general the service sector is expected to increase by 26 to 34 new businesses employing between 182 and 238 individuals. Of special note are specific opportunities in hotels and lodging, hospitals and medical/health services, primary/secondary education, social services, childcare services, museums, and membership organizations.
- Manufacturing. There is potential growth in the manufacturing sector of approximately 6 to 8 new businesses employing between 264 and 352 persons.

**Economic Development Strengths and Weaknesses**

Economic development is closely tied to a number of other issues addressed in this comprehensive plan, including transportation, natural and agricultural resources, utilities and community facilities, and land use. A brief summary of associated strengths and weaknesses that relate to economic development are discussed below. These strengths and weaknesses are also discussed in greater detail in the corresponding chapters of this plan.

**Preferred Businesses and Industries**

The Wisconsin comprehensive planning statute requires that this plan “assess categories or particular types of new businesses and industries that are desired by the local government unit.”

Strengths and Weaknesses for Economic Development	
Strengths	Weaknesses
<ul style="list-style-type: none"> <li>▪ Access to Milwaukee and Waukesha employers and markets</li> <li>▪ Location at junction of Interstate 43, STH Highway 20 and STH 120</li> <li>▪ Access to relatively low cost land to the east, west and south of village suitable for commercial and industrial development</li> <li>▪ Quality public services and facilities</li> <li>▪ Small town character, providing an attractive place to live for prospective employers and employees</li> <li>▪ Relatively affordable family housing and low cost of living compared with communities to the north and south</li> <li>▪ Historic Downtown and Village Square</li> <li>▪ Existing Business Park and TID</li> <li>▪ Good primary and secondary schools</li> <li>▪ Access to regional vocational schools and universities</li> <li>▪ Airport capable of handling small, business aircraft</li> <li>▪ Agricultural lands and local technical assistance for farmers.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Competition from established shopping venues and larger population centers in Waukesha and Milwaukee Counties.</li> <li>▪ Large areas of environmentally sensitive land near Interstate 43.</li> <li>▪ Some obsolescent and/or poorly maintained older commercial and industrial development</li> <li>▪ Some Brownfield contaminated sites.</li> <li>▪ Resistance to expanding key community infrastructure and services such as municipal water and library.</li> <li>▪ Lack of clear and consistent development standards and review procedures for multi-family, commercial and industrial development.</li> </ul>

Business and Industries Desired in East Troy	
<ul style="list-style-type: none"> <li>▪ Professional services and offices.</li> <li>▪ Niche retail for downtown.</li> <li>▪ Manufacturers and assembly operations.</li> <li>▪ Contractor and construction companies.</li> </ul>	<ul style="list-style-type: none"> <li>▪ High-quality, regional retail Home-based businesses.</li> <li>▪ Hotels/Bed &amp; Breakfast.</li> <li>▪ Restaurants.</li> <li>▪ Specialty producers.</li> <li>▪ Tourism / recreation.</li> <li>▪ High-tech industries.</li> </ul>

In order to do this, the village must understand its assets, and how to capitalize on those assets by identifying strengths and weaknesses for economic development. During the planning process, participants were asked to identify businesses and industries they felt would be appropriate for the village. Using this list as a starting point, a list of desirable businesses and industries was developed and is included below.

Many of the preferred types of businesses relate to agricultural production, processing, research and support services. These are seen as very compatible with East Troy’s character and its desire to maintain the downtown as well as the employment base. The other types of businesses are seen as support services for the residential component in the village. These types of businesses while generally compatible within the village are not suitable in all locations. Therefore, areas are specifically identified in the future land use map that would be most appropriate for them.

**Economic Development Programs**

The village has a number of tools, programs, and agencies available to foster economic development.

The Development Loan Fund, established through the Wisconsin Development Fund (WDF) Program is designed to provide small business with low interest loans to supplement private financing and to provide stimulus to local economies. To be eligible for funds under the program, a business must create or retain at least one full-time job per \$20,000 of loan assistance, and ensure that 60 percent of the jobs created are available to low to moderate income earners. Loan money must be used for one or more of the following purposes: Purchase, restoration, or renovation of a building; purchase of land, machinery, and equipment; capital costs such as payroll and inventory; or payouts to creditors. Additional information about this program is available from the Village Administration and the Economic Development Division of SEWRPC.

The Walworth County Economic Development Alliance, Inc. (WCEDA) is a private corporation dedicated to promoting economic development in Walworth County. WCEDA offices are located at 1000 E. Centralia, Elkhorn, Wisconsin, 53121. The county’s economic development effort will be led by the WCEDA. Private industry and local governments are welcome and encouraged to participate in WCEDA.

The state’s Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and

**Economic Development Programs for Communities and Businesses**

- **The Community Development Block Grant-Public Facilities for Economic Development (CDBG-PFED) Program** is a federally funded program administered by the Wisconsin Department of Commerce. A CDBG-PFED grant is designed to assist communities that want to expand or upgrade their infrastructure to accommodate businesses that will create new jobs. A local unit of government is limited to \$1,000,000 per calendar year and no more than \$750,000 can be used to benefit a single business or a group of related businesses.
- **The Community Development Block Grant-Economic Development (CDBG-ED) Program** is a federally funded program administered by the Wisconsin Department of Commerce. It is designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Department of Commerce awards funds to a local unit of government as a grant, which then loans the funds to a business that commits to create jobs for low and moderate-income residents. When the business repays the loan, the community retains the funds to start a local revolving loan fund. This fund can then be used to finance additional economic development projects within the community.
- **Community Development Block Grant- Blight Elimination and Brownfield Development Program (CDBG-BEBR)** is a federally funded program administered by the Wisconsin Department of Commerce. It is designed to help communities assess or remediate environmental contamination of an abandoned, idle, or underused industrial or commercial facility or site in a blighted area, or that qualifies as blighted.
- **Enterprise Development Zone (EDZ) Program** is a tax credit program for major business startups or expansions that are located in one of the designated areas of the state that suffers from high unemployment, declining incomes and property values and other indicators of economic distress. Tax credits are only available on income generated within the zone and the total of tax credits within each zone is capped at \$3 million.
- **Community Development Zones** are specially designated areas in the state. Once created they exist for 20 years with a potential for extending the zone for another 5 years. The zones range from small rural areas to large metropolitan areas. A certified employer in a zone can earn a tax credit against a Wisconsin income tax liability for job creation and for environmental remediation.
- **Wisconsin Development Fund – Technology Development Fund (WDF)** helps finance product research and development and commercialization.
- **Wisconsin Development Fund-Major Economic Development Program (MED)** provides financial assistance for business startups or expansions that can create or retain a significant number of jobs and to leverage private capital investment.
- **Transportation Facilities Economic Assistance and Development Program** funds transportation facilities improvements (road, rail, harbor and airport) that are part of an economic development project.

technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe, or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

The U.S. Small Business Administration’s Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

**Economic Development Goals, Objectives, and Policies**

<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ <b>Retain and Enhance Existing Businesses and Business Districts</b></li> <li>▪ <b>Expand and Diversify the village’s Economic Base.</b></li> <li>▪ <b>Create Efficient, Well Designed Business and Employment Centers</b></li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
<ul style="list-style-type: none"> <li>▪ Ensure renovations and new construction in the downtown respect the historic context</li> <li>▪ Encourage rehabilitation of historic buildings for new and compatible uses</li> <li>▪ Promote the downtown area as a community and tourist destination</li> <li>▪ Improve appearance of existing commercial and industrial properties throughout the community that do not meet newer standards for non residential construction</li> <li>▪ Encourage the redevelopment of blighted, underutilized, and/or environmentally contaminated sites within the village</li> <li>▪ Reserve adequate land at appropriate locations for future office, commercial, and industrial development</li> <li>▪ Avoid premature development of key development locations until detailed plans for these locations have been created by and approved by the village</li> <li>▪ Provide efficient, high quality transportation routes and municipal services</li> </ul>	<ul style="list-style-type: none"> <li>▪ Refine and enforce site, landscaping, architectural, signage and related standards for new office, business, and industrial property in accordance with the recommendations in this plan</li> <li>▪ Develop and enforce specific architectural, use, signage, and other standards for existing and new developments in the downtown</li> <li>▪ Adopt and adhere to detailed plans for key office, business and industrial locations such as the I-43, STH 20, and STH 120 corridors including highly planned mixed use centers at key intersections</li> <li>▪ Refine and enforce property maintenance standards for all existing development</li> <li>▪ Utilize site plan and Conditional Use Permit review to require improvements to existing buildings and sites consistent with standards for newer development, to the extent practical</li> <li>▪ Locate industrial and large scale, intensive commercial applications with high volumes of truck and other traffic adjacent to arterial routes and away from existing or planned residential neighborhoods</li> </ul>	

<b>Goals</b>	<ul style="list-style-type: none"> <li>▪ Retain and Enhance Existing Businesses and Business Districts</li> <li>▪ Expand and Diversify the village’s Economic Base.</li> <li>▪ Create Efficient, Well Designed Business and Employment Centers</li> </ul>	
<b>Objectives</b>	<b>Policies</b>	
<ul style="list-style-type: none"> <li>▪ Ensure development review policies and procedures result in thorough, consistent, and efficient review of development proposals</li> <li>▪ Discourage unplanned, incremental strip commercial development along major community entrance ways</li> <li>▪ Obtain efficiencies in transportation and the provision of utilities by considering use of joint facilities for businesses such as shared access or frontage roads, cross easements between parking areas, and stormwater facilities, etc.</li> <li>▪ Improve markets for locally produced goods and services</li> </ul>	<ul style="list-style-type: none"> <li>▪ Encourage neighborhood and village-scale office and commercial uses at appropriate locations in or near residential neighborhoods</li> <li>▪ Adhere to comprehensive plan to ensure long term reservation and provision of high quality sites for non-residential development</li> <li>▪ Develop necessary utilities and other services to support increased economic development</li> <li>▪ Utilize tax increment financing (TIF) and other economic development tools for the development and redevelopment of areas with significant barriers to development, and for uses that add significantly to the employment and property tax base of the community</li> <li>▪ Develop detailed transportation plans, utility plans, development standards, and protective covenants and deed restrictions prior to approving zoning and infrastructure funding for any TIF funded business parks or property</li> <li>▪ Continue to coordinate with community organizations and local business to promote the Village of East Troy as a multi-purpose shopping and recreation destination</li> <li>▪ Explore ways to market locally produced agricultural and craft products through farmer’s markets or bulk purchases by schools</li> <li>▪ Explore possibility of establishing a Main Street Program or other economic development organization to coordinate cross-promotion efforts, downtown improvements, and small business assistance</li> </ul>	

**Economic Development Programs and Recommendations**

**Pursue Appropriate Retail/ Commercial and Industrial/Business Park Development**

Like many other communities in the area, there is a mismatch in the village between the purchasing power of local households and the number of local establishments where purchases can be made. This results in a significant leakage of wealth from the community, and unnecessary and longer automobile trips as East Troy residents travel outside the community for much of their shopping and employment opportunities, particularly to Milwaukee and Madison metro areas. A greater quantity and variety of everyday retail shopping geared specifically toward the *local* market would help re-circulate local wealth while bolstering local tax revenues.

More local shopping and employment would also put less strain on regional roads resulting in less auto pollution and greater convenience. Appropriate locations for future retail development are described more fully in Chapter 3: Land Use and on Map 5.

To address concerns typically associated with large retail development, the village should develop special requirements for large retail establishments (greater than 30,000 square feet in floor area) in its zoning ordinance. These requirements should employ building design standards that attempt to break-away from box-like appearance; and site design standards that minimize parking impact and promote street-directed building placement.

Other components of an ordinance addressing these large-scale retail uses could include a requirement for a community impact report to address traffic, social and economic impacts. The village intends to enforce these requirements and explore new code language as necessitated by proposals in the area.

**Explore Enterprise Development Zones**

The Enterprise Development Zone (EDZ) program provides tax incentives to new or expanding businesses whose projects will affect distressed areas. Based on the economic impact of a proposed business project, the Wisconsin Department of Commerce may designate a site-specific Enterprise Development Zone. The maximum amount of credits per zone is \$3 million, and zones may exist for up to seven years. The Department of Commerce is entitled to vary zone benefits to encourage projects in areas of high distress.

In order to participate in the program, a business should work with a Department of Commerce Area Development Manager and complete a Prospect Data Sheet to submit to the Department. Projects must affect distressed areas suffering from at least some of the following: High unemployment, low incomes, declining population, declining property values, plant closings/layoffs and high numbers of people on public assistance.

The Department will determine if a project is eligible for an Enterprise Development Zone designation based on information about the economic impact of the project, the prospective site and the distress of the area. Businesses can earn income tax credits by creating new, full-time jobs filled by Wisconsin residents and by conducting environmental remediation on a brownfield site.



**Improve on Coordination of Downtown Activities and Promotions**

The village has not been as active a player in preserving and promoting the downtown as it could be. While the village should continue to promote reinvestment in buildings and businesses in the downtown, the village should become more proactive in focusing on creating more activity so that it will remain viable in the long-term. This is particularly important as the edges of the village grow, pulling the geographic and traffic center of the village away from its downtown. The key is to create a downtown where not only local residents go to fulfill day to day needs, but also providing a destination for visitors. To this end, the village intends to work with the EDC to prepare and implement a downtown activity development strategy, including the following components:

- A concept plan for the downtown based on a market analysis that identifies a desired mix of business uses to promote day and evening activity
- Identification and pursuit of funding sources (e.g., TID, revolving loan fund) to attract the use mix identified in the downtown concept plan
- Development and implementation of a two-pronged marketing strategy for both business recruitment and retention and for visitor attraction

Initial downtown marketing and implementation ideas that may be further refined by a more detailed initiative marked by stakeholder outreach to include:

- Create a unified system of wayfinding signage that directs visitors from village entryways to the downtown
- Develop a business start-up incentive program, such as a revolving loan fund, to provide assistance to businesses that best meet a specified set of criteria outlined in the program
- Enhance the local market for downtown goods and services by continuing to promote more downtown housing (including second story conversions/upgrades), helping existing businesses stay downtown
- Encourage unified business promotion, marketing, advertising, operations, and maintenance. Components of a unified program include standardized business hours, business education, and special events such as the village-wide rummage sales and art fairs.

**Pursue Redevelopment and Infill of Underutilized Areas**

Beyond the downtown, there are redevelopment opportunities in the East Troy area over the 25-year planning period. These include scattered site redevelopment opportunities such as the



east side of Church Street between the downtown and Interstate Highway 43, the Main Street, the older industrial areas and Highway 20 corridor. These have been illustrated on Figure 4 and Figure 5 in Chapter Three: Land Use.

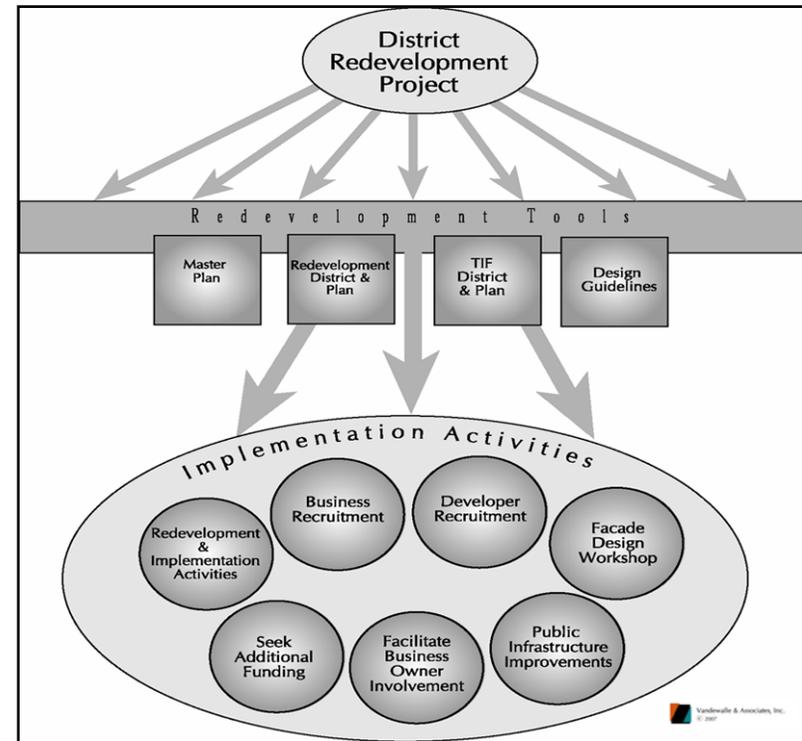
Sites like these typically do not attract redevelopment without assistance. Careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are often required. Typically, this type of detailed planning and implementation process includes:

- Evaluating the planning area’s condition
- Conducting a regional and local economic opportunities analysis
- Identifying goals and objectives for the redevelopment area
- Prioritizing redevelopment sites
- Conducting a market assessment for each redevelopment site
- Preparing a redevelopment strategy and concept plan map, with attention to priority sites
- Aggressively pursuing implementation through adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment

Redevelopment strategies for brownfield (contaminated) sites are extremely site-specific, dependent upon factors such as previous ownership, past land use, and the type of potential environmental contamination. A detailed environmental site assessment and market analysis is recommended before proceeding in any brownfield redevelopment project. There are a range of funding sources and implementation tools available from both public and private agencies to assist communities, businesses, lenders, and private citizens in the clean-up and redevelopment of brownfields in Wisconsin.

**Upgrade Commercial and Industrial/Business Park Design Standards**

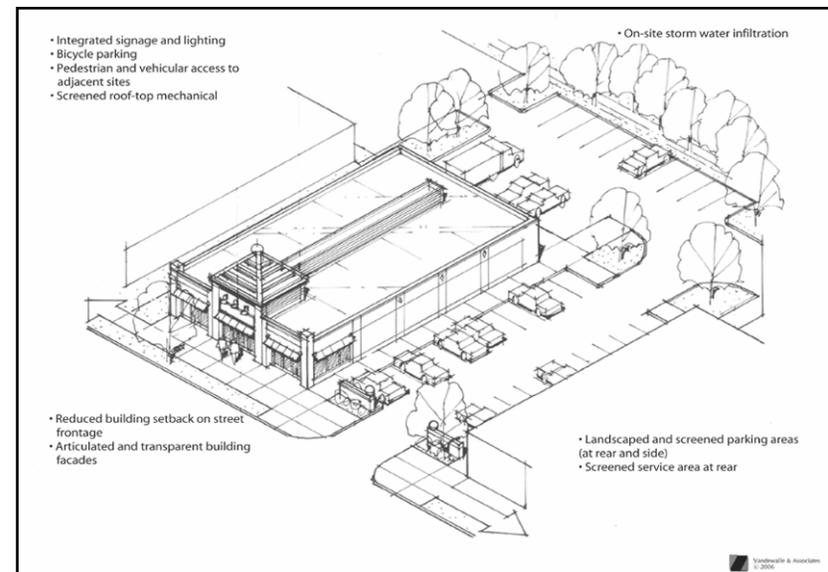
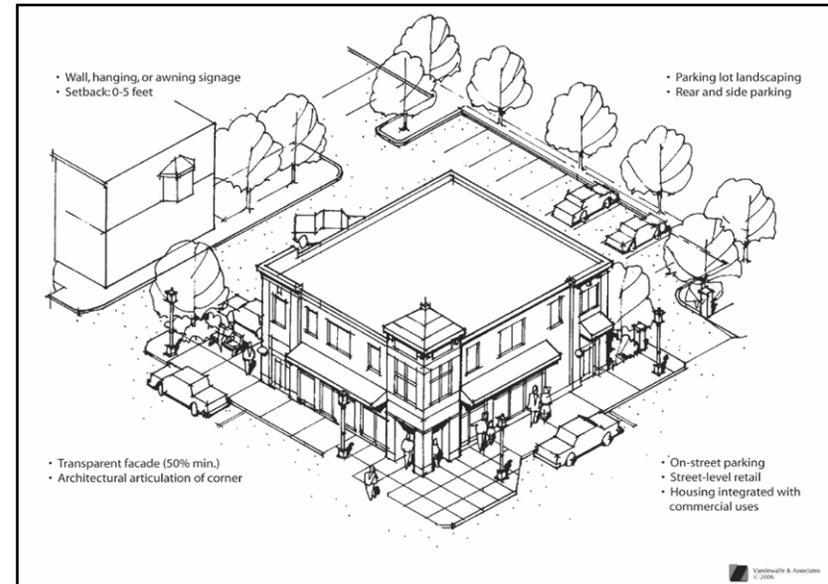
East Troy intends to strengthen and enforce design standards for commercial and industrial/business park projects to ensure high-quality, lasting projects that are compatible with the desired character. These standards should apply to all new development and redevelopment projects along key corridors like Highway 20 and Highway 120. Outdoor storage and unscreened loading docks should be discouraged in high visibility yards, in order to maintain a high-quality appearance of development sites from the highway. Materials, colors,



design of building facades, screening walls, and/or fences in such areas should be compatible with the predominant materials, colors, and design of the “front” of the principal building.

*Commercial Design Standards.* The illustrations at right depict general design guidance for various types of development projects, including retail, institutional, and mixed-use. Overall, the following principles should be incorporated into site and building designs for new and expanded commercial uses, regardless of type:

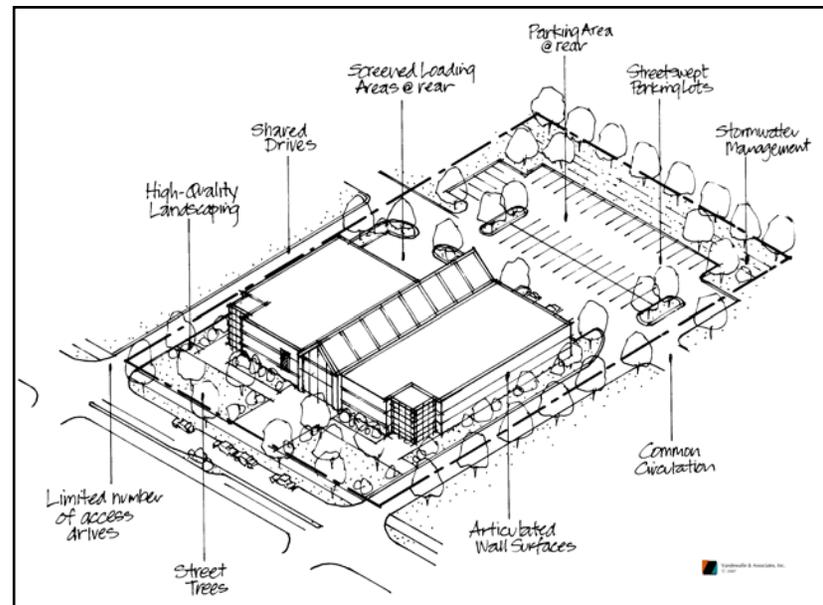
- New driveways with adequate throat depths to allow for proper vehicle stacking
- Limited number of access drives along arterial and collector streets
- Common driveways serving more than one commercial use, wherever possible
- High quality landscaping of bufferyards, street frontages, paved areas and building foundations
- Street trees along all public street frontages
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses
- Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands, along with screening to block views from streets and residential uses
- Parking to the sides and rear of buildings, rather than having all parking in the front
- Signage that is high quality and not excessive in height or total square footage
- Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features
- Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings, and to adjacent commercial developments
- Site design features that allow pedestrians to walk parallel to moving cars
- Illumination from lighting kept on site through use of cut-off fixtures
- High quality building materials, such as brick, wood, stone, and tinted masonry
- Canopies, awnings, trellises, bays, and windows to add visual interest to facades
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction)



- All façades should contain architectural details of similar quality as the front façade
- Central features that add to community character, such as patios and benches
- Avoid linear, “strip commercial” development patterns within multi-occupant projects. Arrange/group buildings so their orientation complements adjacent development, frames streets/intersections and parking lots; features pedestrian and/or vehicle access ways, and considers the arrangement of parking lots, gathering spaces, and other site amenities
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another (and from one site to the adjacent site) without re-entering a street

*Industrial/Business Park Design Standards.* For new and expanded Industrial/Business Park uses, the standards listed below and illustrated at right are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking
- Limited number of access drives along arterial and collector streets
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations
- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination
- Screening of parking lots from public rights-of-way and non-industrial uses
- Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences
- Street trees along all public road frontages
- High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal, particularly in office and research development areas
- Location of loading areas at the rear of buildings, with very limited loading in office and research areas
- Separation of pedestrian walkways from vehicular traffic and loading areas
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another (and from one site to the adjacent site) without re-entering a street
- Variable building setbacks and vegetation in strategic locations along foundations
- Areas for future building and parking expansion, even if none is anticipated in the near future



**Expand Link Between Local Agriculture and Consumers**

Wisconsin has historically been and remains a leader in the nation's agricultural economy. As the national movement to link consumers with local food producers gains momentum, East Troy is well-positioned to capitalize on it as an economic, farmland preservation, and community health initiative. The community could take advantage of the growing local food movement based on the volume of food grown and already produced in the area.

Some direct marketing angles may include:

- *Farmers markets*, which provide an outlet for locally-produced food, contribute to the local economy, and enhance a community's sense of place and downtown activity. An East Troy farmers market may be created in the downtown area. Programming and events that attract additional consumers should be explored.
- *Farm tours or special events*, which can enhance the bottom line for farmers and provide educational and recreational opportunities for visitors. The village could work with local farms to host special events to generate enthusiasm for their products and potentially reduce labor costs for pick-your-own events.
- *Restaurants*, to promoting locally grown produce and meats on their menus. Local restaurants could be encouraged to buy local food products, and use it as a marketing strategy to attract local residents and visitors. There is a particular need for additional sit-down restaurants in the downtown area. The village might work to recruit a niche restaurant that capitalizes on regional agricultural, while providing a unique destination to bring visitors to the downtown.
- *Schools, hospitals, and other institutions*, which purchase large quantities of food. Institutions could purchase directly from local producers or grower cooperatives for seasonally-available meat and produce items. Eating fresh, in-season produce could be promoted more widely for the health of students and the elderly.
- *Grocery stores*, which can take advantage of larger farms and grower cooperatives that produce reliable quantities of consistently high quality food. Forward-thinking market buyers can provide the freshest food products to their customers, support local farms, and ensure the quality of its food products. The supermarkets in the area could capitalize on the abundance of seasonally-available meats and produce items.
- *Specialty Food and Product Retailers* that create value-added products from local items.



# Chapter Eight: Intergovernmental Cooperation

This chapter is focused on “intergovernmental cooperation”, defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that may affect neighboring communities and overlapping jurisdictions (e.g., school districts).

Coordination and cooperation among the many units of government at all levels is a very important goal. Yet, there are instances where the actions of one governmental unit can negatively affect another unit as in the case of annexation, creation of a tax increment financing (TIF) district, or certain transportation improvement projects, to name just a few. In such instances, it is important for the various units of government to strive for consensus to the mutual benefit of all involved. In the absence of this, financial and human resources can be wasted with little result. More importantly, intergovernmental conflict can foster a negative attitude toward all governmental units. Even where conflict does not exist, cooperation between local units of government can often provide more or different services at a lower cost to taxpayers.

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions. It incorporates by reference all plans and agreements to which East Troy is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this plan and plans for neighboring jurisdictions.

## Existing Village Plans

The village prepared its existing comprehensive land use plan in July of 2000. The village has an adopted zoning ordinance, subdivision ordinance, official map, erosion control ordinance, stormwater management ordinance, and floodplain ordinance. These ordinances have been updated over time to respond to changing trends in development and in local attitudes.

**Basic Objectives of the Intergovernmental Cooperation Element**

- Identify and describe the roles of other governmental units
- Identify problems and opportunities
- Develop goals and objectives that will continue existing intergovernmental coordination and cooperation and create new areas for cooperation

**Intergovernmental Cooperation Recommendations Summary**

- Work with surrounding towns and Walworth County on common agricultural, natural resource, transportation, and community service goals
- Continue working with the East Troy Area School District on issues of joint concern
- Consider establishing a boundary agreement with the Village of Mukwonago
- Coordinate local plans with those of Regional, State, and Federal Agencies to coordinate plans

**Village of East Troy Comprehensive Land Use Plan 2020(2000)**

The Village of East Troy adopted its Comprehensive Land Use Plan 2020 in July of 2004. Though prepared prior to the establishment of state criteria under the “Smart Growth” statute, the adopted plan addresses similar concerns and has aided the village in guiding community development decisions since its adoption. The plan also served as a starting point for developing the current comprehensive plan.

**Village of East Troy Comprehensive Park and Open Space Plan(2003)**

The Village of East Troy Parks and Recreation Committee prepared and adopted a Comprehensive Park and Recreation Plan in December, 2000 (updated in 2003). The plan specifies priorities for improvements in existing parks and discusses future needs.

**Existing Regional Framework**

Map 1 illustrates the boundaries of East Troy’s neighboring or overlapping jurisdictions. Planning documents for these local, regional and state jurisdictions were analyzed during the village’s planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

**Important State Agency Jurisdictions**

The Wisconsin Department of Transportation’s (WisDOT) Southeast Region office, located in Waukesha, serves a seven county region including Milwaukee County. The Wisconsin Department of Natural Resources (WisDNR) provides service to all Milwaukee County residents out of four Southeast Wisconsin offices located in Milwaukee, Waukesha, Plymouth, and Sturtevant. There are no known conflicts between the village’s plans and the plans and actions of these state agencies.

**Regional Planning Commission**

The Village of East Troy is part of the Southeast Wisconsin Regional Planning Commission (SEWRPC). SEWRPC was established in 1960 as the official area-wide planning agency for the highly urbanized southeastern region of the state. The Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. The Commission was created to provide the basic information and planning services necessary to solve problems which transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the Southeastern Wisconsin Region. Specific planning services include comprehensive and land use planning; transportation improvements and corridor

planning; open space, recreational and environmental planning; economic development; demographic information and projections; and Geographic Information Systems services and aerial photography distribution.

SEWRPC recently updated the Regional Land Use Plan and the Regional Transportation System Plan. The new Land Use Plan will replace the existing plan, and will serve as a guide to land use development and redevelopment at the regional level to the year 2035.

The Transportation System Plan is a multimodal plan of recommended transportation actions designed to address existing and anticipated future transportation problems and needs. There are no recommendations that directly affect the village's planning area.

#### **Sewer District**

The Village of East Troy lies within the Sanitary Sewer Service Area for the Village of East Troy and environs. The plan was developed by SEWRPC and adopted in 2000. The plan contains existing and planned sanitary sewer service areas as defined in SEWRPC Community Assistance Planning Report No. 112 (2<sup>nd</sup> edition) and amendments. The planned area included areas calculated to accommodate projected new development through the year 2020 based on projected population growth, residential development, sewer treatment plant capacity, and a medium density development pattern as recommended in SEWRPC's Regional Land Use Plan for Southeastern Wisconsin 2020. The village cannot approve the extension of sanitary sewer service outside of the planned area unless the plan is amended and approved by the State of Wisconsin through SEWRPC. The village may need to seek amendments to the approved Sanitary Sewer Service Boundary as part of the implementation of its comprehensive plan.

#### **Walworth County**

According to the 2000 U.S. Census, Walworth County is the southwestern most county in the SEWRPC region. According to SEWRPC, the county and eleven towns within the county (Delavan, Darien, East Troy, Lafayette, LaGrange, Richmond, Sharon, Spring Prairie, Sugar Creek, Walworth and Whitewater) have agreed to work through SEWRPC to develop a multi-jurisdictional plan for the participating communities.

#### **Village of Mukwonago**

The Village of Mukwonago lies 2.5 miles north east of the Village of East Troy. The village lies mostly in Waukesha County, but a portion of it extends into Walworth County. It is 1.5 mile extraterritorial jurisdiction (ETJ) overlaps with East Troy's ETJ. Wisconsin Statutes dictate that when the Extraterritorial Jurisdictions of two incorporated municipalities meet, the area of

overlap is split evenly between them. Due to the potential for competition and conflicting visions between communities, a strong incentive exists for the two villages to use the Comprehensive Planning process to develop compatible visions and possibly pave the way to establishing a fixed boundary between the two communities.

#### **Town of East Troy**

The Town of East Troy had a population of 3,830 in 2005 and surrounds the Village of East Troy on three sides. With the assistance of SEWRPC, it is currently developing a comprehensive plan in cooperation with Walworth County and 10 other participating towns. The village has identified growth areas to the south, west, and east that may create land use conflicts with the town. The recommendations section of this chapter identifies potential solutions to these issues.

#### **Town of Troy**

The Town of Troy had a population of 2,489 in 2005 and lies immediately west of the Village of East Troy. It has not yet begun work on a comprehensive plan, and may opt to join in Walworth County's Multi-jurisdictional comprehensive planning effort. The village has identified growth areas along the north and east edges of the town that may create land use conflicts. The recommendations section of this chapter identifies potential solutions to these issues.

#### **Town of La Fayette**

The Town of LaFayette lies south of the Village of East Troy and a portion of the town lies within 1.5 miles of the village. It had an estimated population of 1,874 in 2005. It has joined in Walworth County's Multi-jurisdictional comprehensive planning effort. It is not anticipated that the village's plan will result in land use conflicts with the town.

#### **Town of Spring Prairie**

The Town of Spring Prairie lies south of the Village of East Troy and a portion of the town lies within 1.5 miles of the village boundary. It had a population of 2,182 in 2005. It has joined in Walworth County's Multi-jurisdictional comprehensive planning effort. It is not anticipated that the village's plan will result in land use conflicts with the town.

#### **School Districts**

The Village of East Troy is served by the East Troy Community School District. Refer to Chapter 5 for school locations and enrollment.

**Intergovernmental Cooperation Goals, Objectives, and Policies**

Goals	<ul style="list-style-type: none"> <li>▪ <b>Develop and maintain mutually beneficial relationships with neighboring jurisdictions.</b></li> </ul>	
Objectives	Policies	
<ul style="list-style-type: none"> <li>▪ The village should make plans for its extraterritorial area to define both short term and long term objectives and policies regarding growth and development</li> <li>▪ Work with neighboring jurisdictions to control land use within the Village of East Troy extraterritorial jurisdiction in a manner that forwards the recommendations of the plan</li> <li>▪ Work with neighboring jurisdictions to ensure the long term ability of the Village of East Troy to extend its boundaries in a compact and efficient pattern</li> <li>▪ Work with neighboring jurisdictions to efficiently utilize and expand the utility and public facility networks within the Village of East Troy ETJ in a manner that forwards the recommendations of this plan</li> <li>▪ Work with neighboring jurisdictions within the village’s ETJ to protect Environmental Corridors and other natural resources in a manner that forwards the recommendations of this plan</li> <li>▪ Work with neighboring jurisdictions within its ETJ to conserve productive farmlands in accordance with recommendations of this plan</li> <li>▪ Work with neighboring communities to ensure high site design and appearance standards for development within the Village of East Troy ETJ in a manner consistent with the recommendations of this plan</li> <li>▪ Work with surrounding jurisdictions to ensure that the Village of East Troy and Village of Mukwonago preserve recognizable, separate community identities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Require annexation prior to urban development to ensure that such development is consistent with village plans</li> <li>▪ Extend public utilities only to areas within the village’s corporate limits except for provision of sanitary sewer to those areas outside of the village but within the East Troy Sanitary Sewer Service Area under existing agreements</li> <li>▪ The village will continue to use its extraterritorial subdivision approval authority to ensure that non-agricultural development occurs at low densities (1 dwelling unit or fewer per 35 acres) within the village’s 1.5 mile ETJ and where sanitary sewer is not currently provided, in accordance with plan objectives</li> <li>▪ The village encourages cooperative planning with neighboring townships and Walworth County to ensure that new nonagricultural development occurs at low densities (1 dwelling unit or fewer per 35 acres) and that such development is designed in ways that minimize impact on agriculture and environmentally sensitive areas</li> <li>▪ The village encourages working with the Village of Mukwonago and the Town of East Troy to establish a boundary agreement</li> </ul>	

**Intergovernmental Cooperation Recommendations and Programs**

Intergovernmental cooperation is key to achieving a logical and efficient growth management program for the East Troy area. Without effective intergovernmental cooperation, lands on East Troy’s fringe will likely become an inefficient, poorly planned, and prematurely developed patchwork; transportation systems will be overwhelmed; the natural environment and character of the area will suffer; and countless public dollars will be wasted on intergovernmental disputes. Needless to say, the goals of all communities in the East Troy area will not be served by intergovernmental conflict, misunderstandings, and poor communication.

Leading from the objectives and policies above, the programs identified in the remainder of this chapter are designed to further advance intergovernmental cooperation to the region.

***Work Cooperatively with the Town of East Troy to Plan for the Area***

The Village and Town of East Troy share a number of broad values and concerns for the future. Residents of both communities value the remaining agricultural landscape and remaining natural open spaces of the area. Both benefit from proximity to Interstate Highway 43 and the access to regional amenities it provides. And both communities seek to retain the “small town” character of the village. Toward those ends, the village has enacted policies for its 1.5 mile extraterritorial jurisdiction that development in rural areas and direct future development into the village. Beyond this unilateral policy, the Village of East Troy has in the past made attempts to work cooperatively with the Town of East Troy on various issues including joint responsibility for Booth Lake Memorial Park (along with the Town of Troy). The two communities have even considered consolidation.

However, the two communities also vary somewhat in their visions for the future. While the Town of East Troy may acknowledge that the village needs additional land area to provide diverse housing, employment, shopping, and community service opportunities for the community, the town is especially concerned with the impact of growth of the village on the area’s character, the long term viability of the town as a separate entity, and the affect of village growth on the area’s lakes and low-density, single-family character.

This plan represents the village’s vision for balancing these competing priorities and objectives, including those shared with the town. While this plan does not recommend halting all development to the north of the existing village boundary, it does recommend preservation of large, contiguous blocks of preserved open space and environmental corridors near area lakes. For areas north of the village where development would be considered, this plan recommends a transition to less dense, primarily single-family residential development that is more compatible with the town’s existing rural subdivisions. Most of the remaining growth areas lie to the south and west of the village. Furthermore, the village’s policies of requiring new development to annex to the village in order to connect to municipal water and sanitary sewer and follow stormwater management best practices will help to ensure that the water quality of the area’s lakes and rivers is maintained or improved.

Still, the village and town may wish to seek more specific accommodation over such issues as final boundary agreements (similar to an agreement between the Town of East Troy and the Village of Mukwonago) and water management. Additional opportunities for common ground exist for joint planning of environmental preservation areas, nature based recreation areas, and joint provision of community services.

**Plan Cooperatively with the Town of Troy**

Many of the planning issues facing the Village of East Troy and the Town of Troy are similar to those facing the Village and the Town of East Troy to the east. Though less affected geographically by past village development, the town shares many of the same concerns over the impact of village growth and policies on the town's character, agricultural and natural resource base, and other issues. The village should continue to seek common ground with the Town of Troy, and to work cooperatively toward mutually beneficial goals like supporting local agriculture.

**Plan Cooperatively with the Towns of La Fayette and Spring Prairie**

These two towns do not share a border with the village but portions of each lie within the village's 1.5 mile extraterritorial jurisdiction. As the village grows to the south, so will the amount of territory within these towns potentially directly affected by the village's policies. Conversely, the land use decisions and policies of these two towns, as endorsed by Walworth County, could have a major impact on the village's long term planning goals. In addition to the broader issues of the extent and character of future development, potential opportunities and conflicts exist in specific areas such as the vicinity of the Alpine Valley Entertainment Complex and the potential interchange at Interstate 43 and County Highway D. The village should work cooperatively with these towns to minimize conflicts and plan cooperatively toward mutually beneficial goals.

**Consider a Boundary Agreement with the Village of Mukwonago**

The village's 1.5 mile extraterritorial jurisdiction overlaps with the Village of Mukwonago's to the north. Currently, the village of Mukwonago and the Town of East Troy have a boundary agreement that makes future southward growth by the former unlikely. However, the Village of East Troy may wish to formalize its own agreement with the village of Mukwonago. Such a Boundary Agreement would prevent competition for territory and tax base than can lead to premature and inefficient land development and often puts a potential developer or property owner in a position to leverage concessions from a municipality that the latter would not otherwise make.

**Work with the East Troy Area School District on Common Issues**

The village views collaboration with the East Troy Area School District as essential, and encourages other communities in the East Troy area to place a similar priority on these relationships. The village should continue to work with the School District on the following issues.

- *Promote Affordable Housing Development:* Throughout the planning process, participants from the School District have expressed their concerns with declining enrollments within the District. Declining enrollment will result in less state aids provided to the district to supplement the cost associated with district operations. It will likely fall to the taxpayer to bridge the gap in operating costs and the available public monies. By encouraging residential developments that provide workforce housing, the village can begin to stabilize the student population and even see moderate student growth.
- *Address School District/Municipal Boundary Issues:* Ongoing boundary discussions with nearby communities will likely affect future enrollment growth within the current East Troy Area School District boundaries. The village will continue to consult with the District on these issues.
- *Work Collaboratively on Long-range School Siting:* While no new schools are planned at this time, major future residential growth areas are the most logical areas for future School District acquisition of a school site. As larger-scale neighborhood development plans are prepared and reviewed within areas of substantial residential growth, the village will work with the School District and developers on options for future school sites.
- *Joint Programming and Facility Usage:* The village intends to continue to work with the District on joint facility usage and community and recreational programming. Jointly planning neighborhood parks and elementary school sites are usually a “win-win” for both entities. The High School and Mitchell Park are an example of actual and potential benefits of developing joint facilities such as a recreation trail circuit or sharing of large-scale athletic fields for both village and District use.
- *Development Impact Analysis:* The village and School District may jointly pursue completion of a development impact analysis. This analysis may consider the specific enrollment and possible facility impacts that implementation of this comprehensive plan is likely to yield. These results could be compared with the District's own demographic projections. The development impact analysis may also inform the general public of the actual costs and benefits of different types of development.

#### ***Work with Walworth County to Coordinate Planning***

While the village has relative autonomy with regards to many powers held by the county, many county policies, plans, and funding have direct or indirect impact on the village and its efforts to achieve its planning objectives. The village should explore opportunities for joint village/county planning on many issues of common concern including but not limited to the following:

- Farm and farmland preservation, including progressive techniques such as PDR and TDR programs, and cluster development
- Traffic and road planning, maintenance, and ownership
- Park, Recreational Trail, and Natural Resource Preservation Planning
- Shoreland and Shoreland/Wetland Zoning
- Housing Assistance Programs

**Monitor Planning Efforts by the Southeastern Wisconsin Regional Planning Commission and provide feedback and assistance to Regional Plans**

SEWRPC provides valuable data and technical planning assistance to local communities, and develops regional land use, transportation, economic development, park and open space, and other plans. It also is empowered to establish enforceable Sanitary Sewer Service Areas and Plans to help implement these broader regional objectives. However, because SEWRPC serves a multi-county region, its plans and policies do not always reflect the specific needs or aspirations of individual communities. The village should continue to monitor planning efforts by SEWRPC and actively participate in multi-jurisdictional technical studies such as development of its regional water model that could eventually lead to improvements to local planning efforts. The village should seek to comply with Regional requirements where mandatory or desirable and update this plan and other local plans accordingly. Where village goals or policies differ from SEWRPC's, the village should provide input to SEWRPC to find ways to reconcile their respective planning positions. Specific Plans prepared by SEWRPC are listed earlier in this Chapter

**Work Cooperatively with State and Federal Agencies**

East Troy's location at the junctions of Interstate Highway 43 and two State Highways, the East Troy Municipal Airport, and the presence of various environmentally sensitive areas within the village's planning area ensure that state and federal agencies such as the WisDOT, the FAA, and the WiDNR will play a particularly significant role in shaping the village's future. The village should continue to monitor policies and plans from these and other agencies and be proactive in implementing plans and policies locally. Greater awareness of state and federal policies and programs can often lead to greater awareness of local options for implementing agency plans and any financial assistance programs available to local communities to implement these plans. Where village goals differ from state and federal plans, the village should avail itself of any opportunity to modify regional, state, and federal plans.

## Chapter Nine: Implementation

Few of the recommendations of this plan will be automatically implemented. Specific follow-up action will be required for the plan to become reality. This final chapter is intended to provide the village with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

### **Plan Adoption**

A first step in implementing the Village of East Troy Comprehensive Plan is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The village has included all necessary elements for this plan to be adopted under the state's comprehensive planning legislation. The village has also followed procedures for adopting this plan under Section 66.1001(4), Wisconsin Statutes.

### **Plan Monitoring, Amendments, and Update**

Once adopted, the village should regularly evaluate its progress towards achieving the recommendations of this plan, and amend and update it as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the plan.

#### ***Plan Monitoring***

The village should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions using the recommendations in this plan as a guide. This plan should be used as the first "point of reference" when evaluating these projects, which are typically decided on a monthly basis. Beginning January 1, 2010, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the comprehensive plan.

#### ***Plan Amendments***

This plan can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the plan is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. "Amendments" are generally defined as minor changes to the plan maps or text. The plan should be specifically evaluated for potential amendments at least every three years. Frequent amendments to accommodate specific development proposals should be avoided, or else the plan will become meaningless.

The state comprehensive planning law requires that the village use the same basic process to amend a comprehensive plan as it used to initially adopt the plan. This does not mean that new vision forums need to be held, or old committees need to be reformed. It does mean that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed.

1. Either the Board of Trustees or Plan Commission initiates the proposed comprehensive plan amendment. This may occur as a result of a regular Plan Commission review of the plan, or may be initiated at the request of a property owner or developer.
2. The Board of Trustees adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the plan amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this comprehensive plan).
3. The Village of East Troy Plan Commission prepares or directs the preparation of the specific text or map amendment to the comprehensive plan.

4. The Plan Commission holds one or more public meetings on the proposed comprehensive plan amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Board of Trustees by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this plan).
5. The Village Clerk sends a copy of the recommended plan amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the county as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended plan amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended plan amendment.
6. The Village Clerk directs the publishing of a Class 1 notice, published at least thirty (30) days before a Board of Trustees public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
7. The Board of Trustees holds the formal public hearing on an ordinance that would incorporate the proposed plan amendment into the comprehensive plan.
8. Following the public hearing, the Board of Trustees approves (or denies) the ordinance adopting the proposed plan amendment. Adoption must be by a majority vote of all members. The Board of Trustees may require changes from the Plan Commission recommended version of the proposed plan amendment.
9. The Village Clerk sends a copy of the adopted ordinance and plan amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

#### **Plan Update**

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the village should update this comprehensive plan before the year 2019 (i.e., ten years after 2009), at the latest. The village should continue to monitor any changes to the language or interpretations of the state law over the next several years.

#### **Consistency among Plan Elements**

The state comprehensive planning statute requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan." When drafting a comprehensive plan for a community, the possibility exists that the individual pieces of the plan may not support other elements to the extent they should or, in the worst case, contradict other elements. Because the various elements of this plan were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this plan. The real danger comes in when amendments are made in the coming years to address a particular issue without regard to the rest of the plan.

#### **Implementation Programs and Recommendations**

Table 44 provides a detailed list and timeline of the major actions that the village should complete to implement this plan. Often, such actions will require substantial cooperation with others, including county and surrounding local governments and local property owners. The table has three different columns of information, described as follows:

- *Category:* The list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- *Recommendation:* The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the plan. The recommendations are for village actions, recognizing that many of these actions may not occur without cooperation from others.
- *Implementation Timeframe:* The third column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next ten years because the plan will have to be updated by 2019.

Table 44: Implementation Strategies Timetable

Category	Recommendation	Timeframe
Detailed Planning	Prepare a Downtown Master Plan/Redevelopment Plan and implementation strategy for the downtown redevelopment area.	2011 - 2012
	Prepare an update to the Comprehensive Outdoor Recreation Plan (CORP) to address future park and open space needs and to pursue grant funding.	Ongoing
	Prepare an Official Map to identify and preserve future ROWs, environmental corridors, park sites, bikeways, and pedestrian facilities.	2012 - 2014
	Prepare a Master Plan for the Honey Creek Environmental Corridor Area.	2011 - 2012
Ordinances	Change the zoning map as advised by the Planned Land Use Map	2010 - 2011
	Incorporate more detailed standards for building, site, and landscaping design for multiple family, commercial, and industrial projects, or references to the standards in this plan.	2009 - 2011
	Evaluate the following new zoning district: R-1A, Small Lot Residential.	2009 - 2010
	Adopt regulations/guidelines for Mixed Use/Traditional Neighborhood Developments.	2010 - 2011
	Explore opportunities to streamline the development approval processes.	2009 - 2010
	Evaluate regulations to better address wireless facilities and emerging technologies.	2009 - 2010
	Create zoning and subdivision regulations outlining requirements for “planned neighborhood” developments.	2010 - 2011
Agricultural Resources	Encourage area farmers (producers) to work with restaurants and schools (consumers) to provide fresh, local, sustainable produce.	2009 - 2010
	Pursue Extraterritorial Zoning (ETZ) with the Town of East Troy to minimize land use conflicts in the ETJ.	2010 - 2012
	Explore establishment of a Transfer of Development Rights program with the Town of East Troy.	2011 - 2012
Natural Resources	Follow SEWRPC guidelines for development within environmental corridors.	2011 - 2012
	Enforce the village’s shoreland/wetland regulations to protect surface water quality.	Ongoing
	Continue to enforce the village’s wellhead protection requirements.	Ongoing
Cultural Resources	Support a historic buildings inventory in the village in conjunction with the Historical Society	2009 - 2011
	Explore establishing a historic district in the downtown and surrounding neighborhoods.	2009 - 2011
	Explore creation of a historic preservation ordinance.	2009 - 2011
	Explore accreditation as a Wisconsin “Main Street” community.	2009 - 2011

Table 44: Implementation Strategies Timetable

Category	Recommendation	Timeframe
	Encourage rehabilitation of historic residential properties	2009 – 2011
	Outline architectural guidelines for downtown business refurbishment	2010 – 2011
	Partner with civic organizations to ensure events/activities are programmed for the historic square	Ongoing
	Encourage the Electric Railroad to pursue grant programs to facilitate the expansion/operation of the Trolley Museum	Ongoing
Land Use	Implement land use recommendations of this comprehensive plan	Ongoing
	Implement the land use recommendations of the more detailed plans advised above and intergovernmental agreements advised below	Ongoing
	Focus on infill and redevelopment opportunities in the village, especially along primary corridors and near the downtown.	Ongoing
	Contemplate an annual review process for plan amendments rather than a case-by-case basis.	Annual
	Adopt site and building design standards for residential neighborhoods, and new multifamily, commercial, industrial, and institutional developments.	2009 - 2011
	Consider adopting a single-family residential zoning district that allows smaller lot sizes and require more modest setbacks to increase affordability of single-family lots.	2009 - 2011
	Require mixed-use district densities greater than eight (8) units per acre	2009 - 2011
	Update the village's zoning ordinance to require conditional use permits for large-scale commercial buildings and multi-building developments.	2012 - 2013
Transportation	Continue to update/implement the village's CIP plan to upgrade local roads and transportation facilities.	Ongoing
	Develop an official map for the village and the ETJ to ensure the proper dedication of public ROW.	2012 - 2014
	Work with WisDOT and Walworth County on pending STH 120 studies and capacity improvements.	2010 – 2012
	Require bicycle/pedestrian improvements in all new developments, and ensure connections between existing and new development.	Ongoing
	Require sufficient (multiple) vehicle accesses at the time of platting. Discourage the use of cul-de-sacs.	Ongoing
	Require shared access points or cross-access for higher density residential and all non-residential development.	Ongoing
	Explore opportunities to improve transportation options available to youth, elderly, and disabled.	Ongoing
	Continue to protect the airport from conflicting development. Pursue grant programs to assist with the expansion and operation of the airport.	Ongoing
	Pursue grant programs to upgrade substandard rail crossings.	Ongoing
	Cooperate with the School District and explore the Safe Routes to School program to improve walk-ability and safety for children.	2009 - 2011
Utilities and Community Facilities	Continue to update/implement the village's CIP plan to upgrade utility and community facilities.	Ongoing
	Continue to implement the recommendation of the Comprehensive Water System Analysis to ensure a safe and sufficient supply of water to the village.	2009 - 2014
	Pursue non-residential development to utilize the expanded wastewater treatment plant and to offset the residential tax burden.	Ongoing
	Continue to require developers to install or pay for needed public infrastructure concurrently with new development.	Ongoing

Table 44: Implementation Strategies Timetable

Category	Recommendation	Timeframe
	Codify minimum stormwater quantity and quality requirements.	2009 – 2011
	Continue to require impact fees to offset the costs associated with new development.	Ongoing
	Request adjustments to the approved Sanitary Sewer Area Plan based on the comprehensive plan and Future Land Use Map.	2010 – 2013
	Cooperate with the School District to evaluate long-term facility needs.	Ongoing
	Continue to explore funding sources to expand the public library	2009 – 2013
	Explore opportunities to redevelop the prior Village Hall site.	2009 – 2011
	Continue to require impact fees to offset the costs for services associated with new development.	Ongoing
	Develop an official map for the village and the ETJ to reserve sites for future park and utility needs.	2012 – 2014
	Update the village's Comprehensive Outdoor Recreation Plan (CORP) to address future park and open space needs and to pursue grant funding.	Ongoing
Housing	Conduct inventory of all vacant, developable lots in the village.	2009 - 2010
	Pursue funding opportunities to encourage rehabilitation of the village's historic housing stock.	Ongoing
	Amend zoning code to better address existing small-lot, historic residential development near the downtown square. Utilize ordinance to encourage reinvestment in homes.	2010 - 2012
	Enforce policy maintaining the village's historic housing mix.	Ongoing
	Generate standards and ordinances for "planned neighborhoods" that provide a variety of parcel sizes and housing types within a single development.	2010 – 2012
Economic Development	Aggressively pursue grant programs to assist with blight elimination, environmental remediation, and redevelopment opportunities.	Ongoing
	Continue to utilize Tax Increment Financing (TIF) to create economic development opportunities. Consider "pay as you go" instead of traditional TIF.	Ongoing
	Develop and adopt design guidelines that address commercial, industrial, and multi-family residential development. Consider codifying requirements.	2010 – 2012
	Consider hiring a "Main Street" Coordinator to market, organize, and promote the downtown. Consider sharing a coordinator with other communities.	2009 – 2011
	Develop and construct unique/appealing entry features for the village and the gateways to the downtown.	2009 – 2014
Intergovernmental Cooperation	Pursue Extraterritorial Zoning (ETZ) with the Town of East Troy to minimize land use conflicts in the ETJ.	2008 – 2009; Ongoing
	Pursue intergovernmental service and boundary agreements with the towns of East Troy and Troy.	2010
	Schedule biannual meetings between the Village Board and the School Board to discuss current issues facing the area.	2009; Ongoing
	Contemplate including a School District representative on the Plan Commission.	Ongoing
	Attempt to schedule biannual meetings between the village Plan Commission and the town Plan Commission to discuss current development issues/proposals.	2009; Ongoing
	Develop and implement consistent non-residential design guidelines for the I-43 interchanges and the STHs 20 and 120 corridors.	2016 – 2018

Table 44: Implementation Strategies Timetable

Category	Recommendation	Timeframe
Plan Monitoring	Monitor the pace and mix of development activity and the village's performance against this comprehensive plan, and consider amendments as appropriate.	Annual review process
	Update development-related ordinances that implement the plan	2010 – 2014
	Conduct a comprehensive update of this "Smart Growth" Plan.	2016 – 2018



# Appendices

## Appendix A: Public Participation Plan

### Village of East Troy Comprehensive Plan

#### Section 1: Introduction

In 2006, the Village of East Troy was awarded a comprehensive planning grant from the Wisconsin Department of Administration to develop a community plan that complies with Wisconsin's comprehensive planning law. One of the key components of preparing a comprehensive plan is actively involving community stakeholders as the plan is being developed. Public participation helps to ensure that the plan accurately reflects the vision of the community.

#### Section 2: Purpose

Pursuant to Sec. 66.1001(4)(a), Wis. Stats., the purpose of the Public Participation Plan is to outline the procedures that will be used in the planning process to foster public participation, including open discussion, communication programs, information services and public meetings, to ensure that there are opportunities for public participation at every stage of the preparation of the comprehensive plan.

This Public Participation Plan will actively involve the general public and key community interests in identifying major issues, establishing a vision statement, creating goals and objectives, and selecting strategies to achieve those goals and objectives.

#### Section 3: Policy Guidelines for Public Participation

To foster public participation in the planning process, the following guidelines will be followed:

- All public meetings will be publicized in advance and open to the public. These meetings will be held to discuss the nine (9) elements of the comprehensive plan and other related issues.
- The community will utilize village staff and consultants to prepare and disseminate information to the public on the planning efforts for the comprehensive plan.
- The community will utilize a comprehensive planning committee comprised of East Troy citizens appointed by the Village President to provide policy guidance in the plan preparation.
- The committee will hold monthly public meetings to address the plan elements and solicit public input at every stage of the planning process.
- The committee will conduct a community visioning workshop to discuss and develop a range of planning ideas generated by and among community residents, property owners, and other interested groups and individuals.
- In addition, the committee, with assistance from the consultant, completed a photologue to communicate through images or symbols community traits that are worthy of preserving, emulating, or correcting;
- Focus Groups and Key Individual Interviews will be conducted with key agency, business, property owners or resident groups within East Troy to solicit additional input on issues and opportunities.
- Draft documents will be made available on the village website to educate and inform the public throughout the project.

- An Open House and Public hearing on a draft comprehensive plan will be held to provide further opportunity for community feedback prior to plan adoption. Following this public input, revisions will be made as necessary, with additional public hearing(s) where appropriate. A Class I hearing notice in the village's official newspaper of record will be published prior to each public hearing.
- Following initial review by the Comprehensive Steering Committee, a revised draft of the comprehensive plan (DRAFT #2) will be provided for public review. This version of the draft plan will also be presented at a public Open House.
- An Intergovernmental Meeting with adjacent communities and affected agencies will be held to provide a collective opportunity for participating communities to discuss draft plan recommendations, especially areas of conflict. This will allow the Plan Commission an opportunity to address issues prior to making a recommendation to the Village Board.
- The Village of East Troy's Plan Commission will be asked to recommend adoption of the draft comprehensive plan to the Village Board. At that time, comments will again be solicited from adjacent and overlapping governments to ensure that issues of mutual concern have been adequately addressed in the plan. If necessary, further modifications will be made to the draft plan prior to preparation of the ordinance and the holding of the public hearing that precedes final adoption of the plan by the Village Board.

**Appendix B: Open House Comments on the Draft Comprehensive Plan**

(Local Resident) I like brick in Downtown Square on the roads for quietness

(Local Resident) Glad to see desires expressed by public. [Illegible word] inclusive of trailer and green space on proposed plan. The placement of library and services center in relation to senior housing, like heritage and schools is important and remember going forward.

I also like the green space / conservatory allowed wetlands/ forest space retained along most of Interstate 43 corridor along our 3 exits and to not have one along I 43.

Where is Marcus going in at? The traffic from that would be nice in relation to placement of some commercial use – hotel/restaurant.

Taxes and affordability are quality life issues like water and are quality so well as noise consideration from planned use.

(Local Resident) I like mixed housing types including lot sizes to allow for wide range of household size and demographics (ages and family sizes).

I like parks like Palmyra has and other communities – thanks for continuing to include those – like in South part as desired.

(Local Resident) Brownstone – instead of having a wide open feel, it will feel cramped and on top of each other - city feel not small town. Where will the elementary school go – disappointed that you discussed Brownstone and townhouses, but if the school is displaced – where will it be rebuilt. Main Street really needs a face lift.

(Local Resident) Map # 6: Proposed “Road” running thru my property -?-

(Local Resident) Map # 6: Proposed Road(s) ? West of Division St. South of St. Peters Roads to town line road – are all currently residential properties – This proposed road notation on Map # 6 should be deleted!

(Unknown) Please send me a copy of the elements and identified steps included.

(Unknown) You need to add railroad expanded use to transportation & recreation and economic development

(Local Business Owner) Just like Alpine Valley the East Troy Railroad also receives 30,000 + people per year, how do you get those people into the square? Maybe a streetcar loops around the square from the Museum.

(Local Business Owner) The Planning Committee needs to drastically recommend the density requirements in the redevelopment areas be increased to make the redevelopers feasible.



**APPENDIX C: PUBLIC PHOTOLOGUE**

**Positive Examples**

SINGLE-FAMILY RESIDENTIAL





Good incorporation of open space/parks and walk-able neighborhoods.





Quality low cost housing. While this one is very dated, it is still in very good shape and still fits because of its use of stone. Very affordable.



Great example of an older house that has been restored. These older homes offer great opportunities for fixer uppers and light commercial retail. Restoration of these homes should be encouraged at all costs.



Good quality low cost housing.



More good quality low cost housing that the village needs much more of.



Another very old building done with great style





**Negative Examples**





Small house with garage on side. Looks real bad, but this is what people want. Got to be a better way to do it.



Side view of first house



**MULTI-FAMILY RESIDENTIAL**

**Positive Examples**



Good condos. Very pleasing to the eye. Most of these features can be added to any building with little cost to the developers.



Behind this landscaping is a 150 foot row garages that is less than 50 feet from the thoroughfare. This proves that essential buildings which may not be pleasing to the eye can be done in a practical way and very functionally. From the road you can not even see that they are there.



Commercial/residential I would like to see us create a new zoning which would allow this type of building in our community



Small commercial/residential this building was done on an odd shaped lot and made maximum use of it. Very pleasing to the eye with residential up top.



Retirement Heritage Home  
Beautiful classic design



Zess Apartment Buildings

This is a great example of a classic timeless look for a building.













**Negative Examples**





Can we please do some other color than brown? Don't let this happen to East Troy!



Bad condos. These stick out like sore thumbs



Apartment on Main

If we could no longer allow that Alpine late 1960's early 1970's look, I would be thankful. I also think the location does not make sense



Apartments behind Gus', odd shape and will not age well.



Apartments

Again not a great look but nice location in a residential area.



Honey Creek Apts

We flunked out on this one

**LARGE FORMAT COMMERCIAL**

**Positive Examples**





Great example of quality commercial/retail. Very functional and pleasing to the eye



Encourage the use of more color in commercial development.



Encourage more architectural creativity in commercial/retail.



Good tasteful big box retail. The car dealer that did this spent big bucks to make it pleasing to the neighbors and has been rewarded for their efforts.





More commercial creativity. This building was done very recently and was met with great response from the residential area that it is in.



This building is a strip joint believe it or not. It shows what can be done if a community sticks to a standard. Most people that drive by it do not even know what operates there.



Country Inn

Beautiful addition to our community. Brick, wood and alum architecture with ok landscaping, parking, amenities and signage.

**Negative Examples**



**SMALL FORMAT COMMERCIAL**

**Positive Examples**



Historic Preservation and Use



Pickwick Inn

I love places like this that took something historical, preserved it and are profiting from it.



Wanted to point out the use of trees and greenery that every single new and updates development should have.



Gus'  
Is becoming a landmark and we need as many of these (like Lauber's, Trolley Station and Elegant Farmer) as possible dotted throughout the Village.



Storage building done with great character.

**Negative Examples**



**Positive Examples**

**DOWNTOWN/CENTRAL BUSINESS DISTRICT**







Square

Anything that can be done to make or give incentives for repair that follows a historical look and for non insurance, bank and tavern related business would be great.



Historic Square

Restaurants, taverns, business, specialty retail.

**Negative Examples**



Main Street going out of town.

Hate it. Would love to have it look like Main St going west out of town with mature trees and such

**INDUSTRIAL/BUSINESS PARK**

**Positive Examples**





Business Parks

Keep the I-43 corridor for \_\_\_\_\_  
and ease zoning to ease growth.

(Difficult to read writing)



Honey Creek Rd & Industrial Park

I like all 3 of our industrial parks for the most part. This one has so much potential & ability to expand is high. Maintenance should be mandated. Low landscaping with ok parking, amenities and signage.

**Negative Examples**



Buell Dr Industrial Park

Needs to be refinished as 120 has our only welcome to East Troy sign



**PARK/OPEN SPACE**



Pond and Park

Great idea but needs aeration. Wood pier and picnic area with ok landscaping, limited parking and no signage to really see.







#### Grandstand

I can not think of many locale that have something like this. If we build new ball parks and soccer fields, could we ask it we can develop that old time feel when possible.



Lions Park

Great example of a kids park to play in, but how many of these do we have? One?



Bike Paths/Lanes

Use of secondary access routes for high traffic areas and dedicated walk/bike lanes add to quality of life, recreation, connect to parks, schools.



Greenspace in new areas.

Some recent development sustains wetlands and greenspace.

#### INFRASTRUCTURE



Dump Site Hwy 120



Dump Site Hwy 120

Hopefully someone with a great imagination and deep pockets sees & wants this area. And the town of East Troy takes responsibility for the damages.

Gross landscaping and sparse signage.





Village Utility Building

Looks great for what it is /blends in.



Hwy 20/ES

As population grows this area will see continued commercial use thus I feel it will be enlarged. Low and clean landscaping is ok, intersection is dangerous and signage could be improved.



Hwy 20/Townline



Division Rd & St Peters

Seasonal and residential growth have made this a very busy intersection. In the future this should be expanded, lighted and walk lane included. The landscape is private, with no amenities and poor signage.



Division Rd & St Peters



Energy Dr & ES



**MISCELLANEOUS**



I do not think our gateways are strong enough.



Post Office

The Village and the PO need to address relocation. Concrete and brick architecture with sparse landscaping, awful parking and unsafe amenities.



Former Trent site

This is a commercial site and my hope is that it stays that way. Vacant lot with sidewalk.



Jensen Property

Potential here for a commercial key to the future is tremendous. Vacant land, SFR and out building with ok landscaping.



### Housing Growth

Village housing growth should be encouraged.



### Public Buildings/ Areas

Plan ahead and coordinate with greenspace.



### Airport

East Troy has the only public airport in the county. It should & will grow. The airport is a key amenity of future growth. Concrete block & steel architecture. Low and correct landscaping. May need parking expansion, but ok for now.



### Railroad

Probably the biggest tourist attraction yet not really used by the community. Brick, steel and alum architecture. Poor landscaping, should be improved but likely to be costly. Parking is away from buildings & trains thus street access only.



Hwy 20/Townline

This area will see continued activity & growth. Attention to future commercial growth is crucial. Low and clean landscaping with ok signage.



ES/Townline

The mixture here is mindboggling & with another subdivision added here this intersection will become very dangerous.



ES/Townline

Strange landscape mixture includes farm, commercial and institutional. Ingress & egress is challenging and area will need more signage.



Energy Dr & ES

Ugly entry to community & business, 3 gas stations, 2 homes, cemetery, vehicle storage, very odd. Should be streamlined commercial. Low landscaping with marginal parking areas



Lake Geneva  
262.348.5600

Madison  
608.244.6277

Milwaukee Regional  
262.250.8000

Racine  
262.554.8530

Fox Valley  
715.752.4620

[www.crispell-snyder.com](http://www.crispell-snyder.com)