



# VILLAGE OF WILLIAMS BAY 2023 COMPREHENSIVE PLAN





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# EXECUTIVE SUMMARY

## Vision Statement

A vision statement is an inspirational, positive view of the Village's long-term future. It is intended to broadly describe how a community will look, feel, and function 20 years into the future. A vision becomes the framework around which strategies are laid out in the comprehensive plan. All goals, objectives, policies, programs, and recommendations of the Plan should reflect and advance this vision. The vision statement below was developed via public input and discussions about the future of the Village over the 20-year planning period.

## VILLAGE OF WILLIAMS BAY VISION STATEMENT

Williams Bay will be a small, friendly community of year-round and seasonal residents, businesses, and institutions developed in harmony with Geneva Lake, natural resources, and surrounding rural areas. The community culture will be that of a retreat from the more intense lifestyles of resort areas, enhancing leisure, opportunity for spiritual renewal, outdoor recreation, and contact with nature. Businesses, employment centers, and community services will be those which respond to the specific needs of residents and visitors and sustain the vitality of the community as a whole. A source of community pride will be the lakefront, enhanced natural areas, and the attractive design and maintenance of all man-made improvements respectful of their environment.

## Chapter Recommendations

### Agricultural Resources

- Limit and manage development in long-term expansion areas.
- Support long-term farmland preservation efforts outside of the Village's future growth areas.
- Encourage the use of local and healthy foods in Williams Bay.

### Natural Resources

- Support a compact and efficient development pattern to minimize expansion into natural areas.
- Advance stormwater best management practices to protect surface and groundwater quality.
- Support approaches to become a more sustainable, energy-conscious, and climate resilient community.
- Promote community wellbeing as a system by considering environmental and public health.
- Preserve and protect the Village's natural resource base, and in particular, the quality and integrity of Geneva Lake and the Kishwaukee Nature Conservancy.

### Cultural Resources

- Emphasize and enhance Williams Bay's small town community character.
- Support community events and destination uses to provide year-round cultural attractions.
- Partner with community institutions and foundations to market the community including the Yerkes Future Foundation, George Williams College of Aurora University ("George Williams College"), and the Women's Leadership Center among others.

## OVERALL PLANNING GOALS

- Preserve and protect agricultural resources in the Village planning area, help to grow and celebrate the agricultural economy, and preserve rural character outside the Village.
- Preserve the natural systems that sustain and characterize the Village of Williams Bay.
- Preserve, enhance, and promote the Village's unique historic character and cultural offerings.
- Encourage orderly, managed, and well-planned neighborhood development that preserves the character of Williams Bay and provides a variety of safe and attractive housing options for both year-round and seasonal residents.
- Promote a future land use pattern that is economically and environmentally sustainable, with a mix of high quality, harmonious, and complementary land uses.
- Provide a safe, convenient, and efficient multi-modal transportation system.
- Provide a cost-effective and efficient system of public utilities and community facilities in the Village, designed to serve the current and future land use pattern.
- Offer park and recreation facilities that are accessible to all Village residents as well as visitors.
- Strengthen and diversify the job base and tax base by capitalizing on Williams Bay's unique assets and opportunities.
- Promote appropriate economic development that complements and helps support the Village's predominately residential character, relates to the Village's focus on outdoor recreation and education, helps serve the daily needs of residents, and enhances the Village as a desirable place to live and visit.
- Foster and maintain mutually beneficial relationships with surrounding jurisdictions.

## **Housing and Neighborhoods**

- Support the provision of diverse housing options for varying age brackets and income groups.
- Promote the development of “traditional neighborhoods” in new residential areas.
- Require high-quality designs for all multi-family housing development projects.
- Foster new entry-level housing options for young families.

## **Land Use**

- Diversify the Village’s housing options while maintaining the small-town, family-friendly feel of the community for both permanent and seasonal residents.
- Enforce high-quality building and site design and performance standards for all new development.
- Promote infill and redevelopment of key sites, particularly in the downtown and at the former elementary school site.

## **Transportation**

- Utilize the Village’s annual financial planning process to implement road and other recommendations shown on the Transportation and Community Facilities Map.
- Leverage available funding sources to support transportation infrastructure improvements.
- Develop a Bicycle and Pedestrian Plan for the Village.
- Consider preparing an Official Map to reserve lands for future transportation facilities.

## **Utilities & Community Facilities**

- Implement the utility and community facility upgrades needed as identified in this Plan.
- Pursue state and federal grants as an approach to upgrade utilities and community facilities.
- Update the Village’s Comprehensive Outdoor Recreation Plan and consider simultaneously conducting a Village-wide Bicycle and Pedestrian Plan to become eligible for state and federal grants.
- Explore future opportunities for shared service agreements with neighboring jurisdictions.

## **Economic Development**

- Develop and implement a downtown revitalization strategy and plan.
- Collaborate with regional, state, and federal economic development initiatives and leverage grant and stimulus money to foster implementation.
- Continue to enforce high-quality designs for multi-family, mixed-use, and commercial development projects.
- Work with local businesses and institutional uses to promote tourism and economic growth.
- Promote the retirement industry as an economic development strategy.

## **Intergovernmental Cooperation**

- Attempt to harmonize Village plans, town plans, and County plans, while protecting Village interests.
- Continue to maintain existing shared services agreements and explore new opportunities for additional shared service agreements with neighboring communities.



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## INTRODUCTION

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Located on the beautiful shores of Geneva Lake, Williams Bay is a charming, resort community known throughout southeastern Wisconsin for its abundant natural resources and picturesque location. Williams Bay provides an ideal retreat for those seeking respite from their busy lives and provides a picturesque place to call home. Those who spend time in Williams Bay value the Village's beautiful natural setting, small town character, and culture that defines the community.

### Williams Bay's Legacy of Planning and Zoning

Incorporated in 1919, Williams Bay has a strong history of land use and development planning. Williams Bay's first Development Plan was prepared by Jacob L. Crane in 1922. This plan, which served as the Village's first comprehensive plan, envisioned the development of an aviation field to serve future residents of the Village. This airport was intended to complement passenger rail service, which, in that era, provided service to the Geneva Lake region from Chicago. The 1922 plan was eventually superseded in 1964 by a plan prepared by Maynard W. Meyer and Associates. The 1964 plan proposed an extension of the Highway 50 corridor to connect the Village to the region as an alternative to rail transportation. In 1992, an appointed Comprehensive Master Planning Committee prepared a draft Master Plan; however, this plan was not officially adopted by the Village. Plans adopted in 1999 and 2010 serve as the predecessor to this Comprehensive Plan.

### Purpose of this Plan

This Village of Williams Bay Comprehensive Plan is intended to guide future growth and development and to ensure continued and enhanced community prosperity. Specifically, the Comprehensive Plan will:

1. Identify areas appropriate for development and preservation over the next 20 years.
2. Recommend appropriate types of land use for specific areas in and around the Village.
3. Preserve natural and agricultural resources in and around the Village.
4. Identify and prioritize needed transportation and community facilities to serve future land uses.
5. Direct housing and economic investments in the Village.
6. Provide detailed action items to implement Plan Recommendations.
7. Enhance the Village's unique community character.

Each chapter presents the Village's goals, objectives, and policies for that element. These documented policies are the basis for the recommendations that are presented in each chapter. The final chapter of the document, Implementation, indicates proposed strategies, projects, and timelines to ensure that the recommendations presented in this Plan become a reality. This Comprehensive Plan is not to be viewed as a static document. It needs to be continually updated as conditions change. All data, existing conditions, relevant plans, and background information for each Chapter can be found in Appendix A.

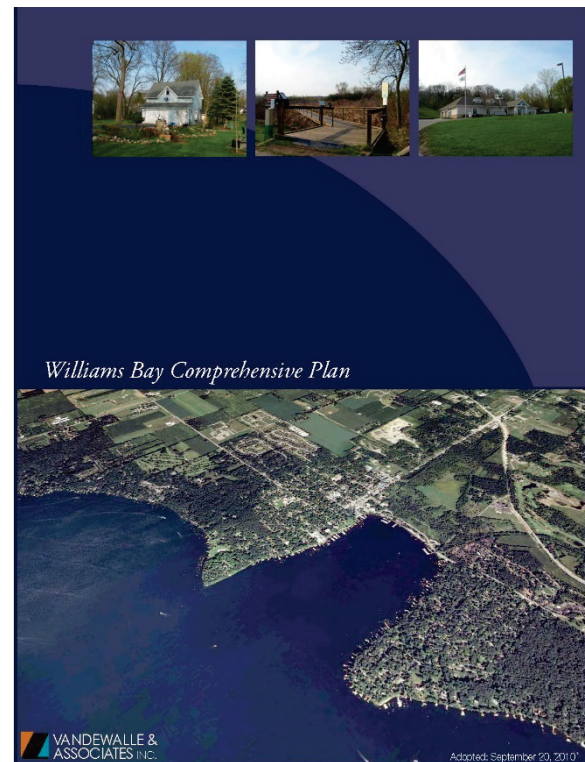
### Planning Process

This Comprehensive Plan was prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This Plan meets all of the statutory elements and requirements of the comprehensive planning law. After January 1, 2010, only those plans that contain the required elements and are adopted under the State's prescribed procedures will have legal standing for zoning, subdivision, and official mapping decisions.

### Comprehensive Plan Adoption Process

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the plan and recommends that the Village Board enact an ordinance adopting the plan.

Following Plan Commission approval, the Village Board holds a public hearing to discuss the proposed ordinance that would be used to adopt the plan. Copies of the public hearing draft of the plan are forwarded to a list of local and state governments for review. A Class I notice must precede the public hearing by at least 30 days. The notice must include a summary of the plan and information concerning where the entire document may be inspected or obtained. The Village Board may then adopt the ordinance approving the plan as the Village's official comprehensive plan.



This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Village Board assures that both bodies understand and endorse the plan's recommendations.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that final recommendations reflect a broadly supported vision. Near the outset of this planning process, the Plan Commission and Village Board adopted the Village's Public Participation Plan by resolution. The following Public Participation activities took place during the planning process:

- Plan Commission and Village Board Joint Public Meetings
- Plan Commission Review Meetings
- Public Hearing
- Adoption Meeting

## 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, Village Board members, residents, and other interested groups and individuals for the next 20+ years.

Goals, objectives, policies, programs, and recommendations are defined below:

- **Goals** are broad, advisory statements that express 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.
- **Recommendations** provide detailed information regarding how to implement objectives, policies, and programs.
- **Action Items** are specific projects or services that are intended to move the Village toward achieving its goals, objectives, and policies through implementation.

## Regional Context

Map 1 shows the relationship of the Village of Williams Bay to neighboring communities in the region. The Village is located along the northwest shores of Geneva Lake in southwestern Walworth County. The Village is bordered by the towns of Linn, Geneva, Delavan, and Walworth, with the neighboring Village of Fontana-on-Geneva Lake to the southwest and the City of Lake Geneva to the east. The Village is located about an hour from Milwaukee, an hour from the northern suburbs of Chicago, and an hour and a half from Madison. The Village's regional location and natural landscape have both helped to shape its character and culture.

## Planning Area

The planning area for this Plan includes all lands in which the Village has both a short-term and long-term interest in planning and development activities. The planning area includes all lands currently within Williams Bay's municipal limits (approximately 2.8 square miles) and the unincorporated area within the Village's 1.5-mile extraterritorial jurisdiction (ETJ). Within the ETJ, State statutes enable the Village to plan for those areas that bear relation to the Village's development, review subdivisions, enact extraterritorial zoning, and implement an official map.













This Plan covers a planning period of approximately 20 years (through 2040). Within that period, much of the land within the Village's ETJ will remain outside of the municipal limits (i.e., not to be annexed). However, the Village has an interest in assuring that development activity within the entire ETJ does not negatively affect the capacity for logical urban growth within and beyond the planning period. Through the planning process, the Village made a concerted effort to coordinate its recommendations with those of local jurisdiction within its ETJ.



# Jurisdictional Boundaries

1

## Village of Williams Bay Comprehensive Plan

-  Village Of Williams Bay
-  Other City/Village Boundaries
-  Town Boundaries
-  Sections w/Section Numbers
-  School District Boundaries
-  Extraterritorial Jurisdiction Boundaries
-  Village of Williams Bay/Town of Geneva Extraterritorial Zoning Area
-  Williams Bay/Geneva National/Lake Como Urban Service Area
-  Surface Water
-  Interstate
-  Major Road
-  Local Road

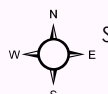


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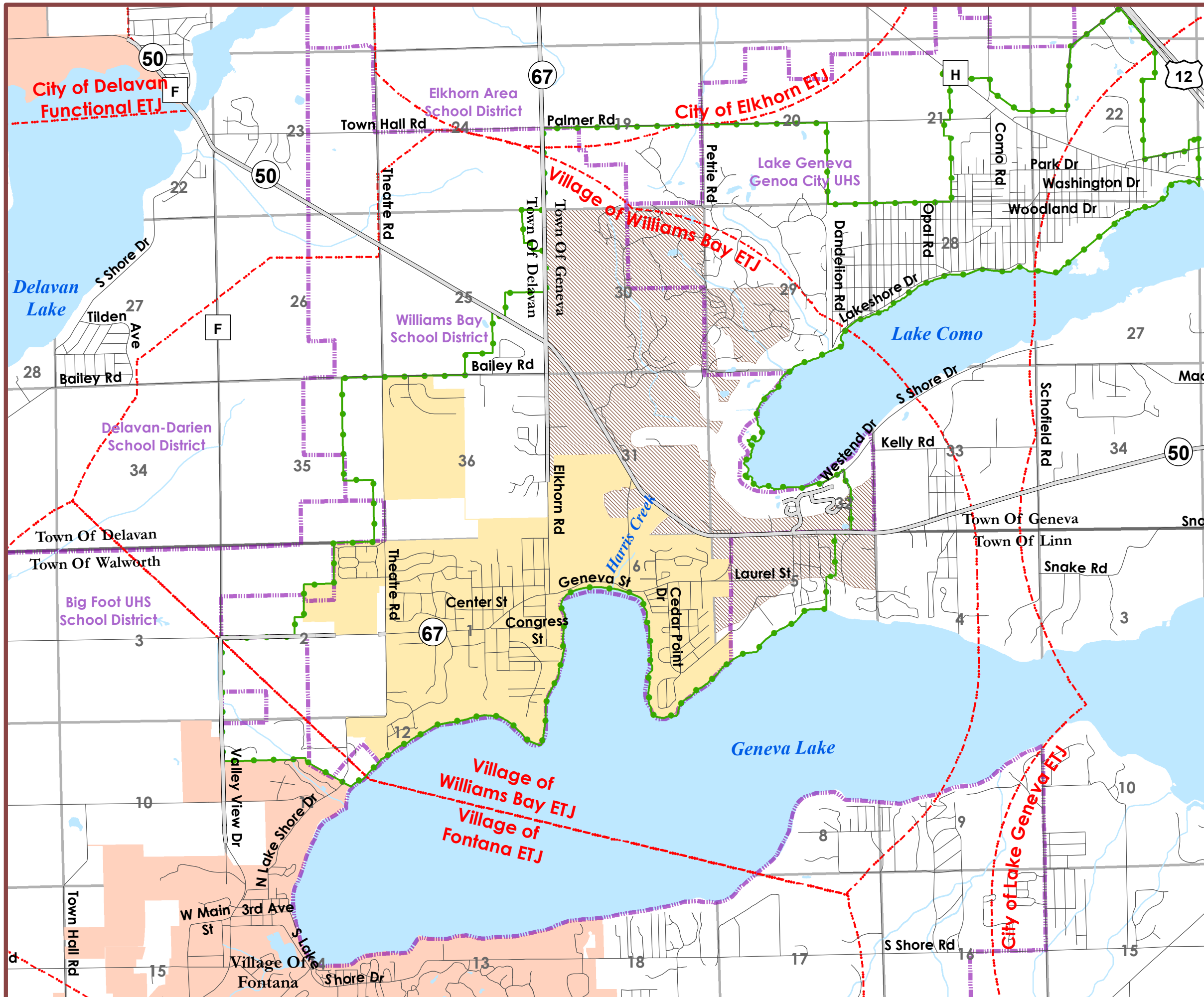
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Shaping places. shaping change



Source: Walworth Co. LIO;  
US DOT; V&A; SEWRPC



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# ISSUES AND OPPORTUNITIES



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## CHAPTER ONE: ISSUES AND OPPORTUNITIES

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This chapter is intended to provide context and become the foundation for the remainder of the plan. It details both the issues and opportunities related to all topics covered throughout this document that have occurred over the past 20 years or are expected to take place over the next 20 years.

### Key Issues and Opportunities

Based on the public participation results, data analysis and other local trends, the Village of Williams Bay has a variety of key issues to be addressed and opportunities that can be leveraged over the coming decade. Each one topic is overarching and addressed throughout the plan.

#### Population and Demographic Shifts

- The Village's population has steadily grown since the 1970s. Outside of the 2000–2010-decade, population growth percentages experienced each decade range from 14%-20%. This population growth and change overtime has been factored into the Village's population projections for the next 20 years. It is projected that by 2040, Williams Bay's population could grow between 18%-35%, or by between 500-1,000 new residents.
- National, regional, and local level large-scale demographic shifts and personal preferences are changing. Some of the most impactful demographic shifts being a growing Hispanic and Latino population and increasing population over the age of 65. In addition, some of the most impactful personal preference and societal shifts include more people choosing to live alone and/or wait longer to start a family, people having fewer children than previous generations, increasing student debt making it harder for young homebuyers, largely stagnant wages, rising poverty levels, easier accessibility to working remotely with technology, and a growing demand for increased housing and employment mobility.

#### Housing Shifts

- Over the past decade, Williams Bay has experienced a housing shift with the increase in short-term rental homes. This has resulted in new tourism opportunities, but a loss of affordable housing stock and an increase of short-term tourists within established residential neighborhoods. The increasing aging population and regional growth of seasonable homes has contributed to declining school enrollment in addition to a dwindling local labor pool to fill jobs in Walworth County.
- Housing affordability and diversity will be needed to accommodate empty nesters, young professionals, and new families, especially two-family and small-scale multi-family options to help fill the missing middle housing gap between the extremes of low-income subsidized housing and large-lot single-family housing options.

#### Leverage the Village's Assets

- Williams Bay is fortunate to have an accessible and diverse park and open space network including the Kishwaukee Nature Conservancy, several local festivals, events, and community organizations, established community institutions and a high-quality life for residents, and access to pristine natural resources along the shores of Geneva Lake. In recognition of these assets and the benefits they provide, it is important to continue to improve and build on them to retain and attract tourists, residents, and local businesses.

#### Redevelopment, Reinvestment, and New Development

- The Village has multiple redevelopment, infill, and new development opportunities. This includes areas in the central business district, the former elementary school site, and greenfield development opportunities on the periphery. Through creative and innovative techniques and leveraging factors listed above, there are opportunities to foster new development while also redeveloping and investing in core areas, especially in and around the central business district.

#### Tourism

- Williams Bay, like several other surrounding communities along Geneva Lake, is a destination for travelers and vacation homes. This influx of visitors in the summer provides opportunities for local businesses and resorts, but also presents issues with traffic, degradation of natural resources, sustainability of businesses, and loss of affordable housing stock to vacation homes and rentals.





## Cost of Services

- Each year the cost of municipal services increases and perpetuates challenges in maintaining and expanding local services. The Village has played an active role in exploring opportunities for consolidating some services and evaluating its long-term infrastructure and utility needs and constraints. However, there are further opportunities to be explored and considered over the next two decades in continuing to combine services with neighboring jurisdictions rather than the Village taking on the full financial burden.



## Williams Bay Community Profile

Examining key demographic, housing, development, and economic indicators provides a baseline understanding of the Village's existing situation and its opportunities for the future. A detailed and complete set of all State of Wisconsin comprehensive planning legislation required data points for the Village of Williams Bay in comparison to neighboring communities, Walworth County, and the state are available in Appendix A: Data Inventory and Analysis. The following is a summary of Appendix A which highlights several key data and development trends.

The Village of Williams Bay experienced varying patterns of growth between 1990-2020. In 2020, the Village's population was 2,953, an approximate increase of 800 new residents since 1990, however growth slowed during the decade of 2000-2010. These trends impacted the population projections calculated in Figure A.4. Due to variability in growth experienced over the past 30 years and the unpredictability of future trends, multiple projections were calculated using trends between 1990-2000, 2000-2020, and 2010-2020. Overall, it is projected that by 2040 the Village will grow by between 500-1,000 new residents.

Based on the population projections in Figure A.4 and the Wisconsin Department of Administration's future household size estimate, the projected number of households in the Village over the next 20 years was also calculated. Between 2020-2040, it is projected that households will increase between 500-700 (Figure A.13). The increase is a result of the Wisconsin Department of Administration's projected decrease in the Village's household size.

Other key trends over the last twenty years as further explored in Appendix A and throughout the Plan include:

- Williams Bay has an aging population, both in percentage of the population over 65 years old and median age (Figure A.5).
- The Village's racial and ethnic makeup has slightly changed since 2000 with a decrease in the percentage of residents who identify as white and an increase in the number of residents who identify as a different racial or ethnic group (Figure A.7).
- The average household size has decreased over the past 20 years and is anticipated to continue to decrease over the next 20 years (Figure A.11 and A.13).
- Housing costs have increased over the past 20 years in terms of gross rent, owner-occupied monthly costs, and value of owner-occupied units (Figure A.12).
- Housing unit makeup in the Village has remained relatively consistent over the past 20 years and remains predominantly consisting of single-family units (Figure A.14).
- For the past 20 years, Village residents continue to be predominantly employed in management, business, science, sales, and office occupations (Figure A.27).
- Williams Bay residents are highly educated and have higher median and per capita incomes in comparison to almost all neighboring communities, Walworth County, and Wisconsin (Figure A.29 and A.30).
- Almost all Village residents commute outside of Williams Bay for work (92%) and nearly all people employed in the Village live somewhere else (88%). Both figures are much higher percentages than Walworth County overall trends (Figure A.32).

## Public Participation Feedback

In November 2021, Vandewalle & Associates facilitated a kickoff meeting between the public, Village staff, the Plan Commission, and Village Board. In addition, in January 2022, Vandewalle & Associates facilitated a Community Vision Workshop at the Williams Bay High School. The meetings' goals were to gain perspective on specific ideas and concerns in the community. Several general questions were asked, and attendees provided verbal and written feedback to each. In addition, Vandewalle & Associates facilitated focus group meetings in January 2022. Five groups were organized around a thematic topic including high school students, economic development and housing, central business district, parks and natural resources, education, workforce, and employment.

### Vision for the Future

- A thriving community that retains its small-town charm.
- A safe, quiet, clean friendly, and healthy place to live and raise a family where people can work, play, and shop.
- Financially stable local government and engaged community members.
- A business-friendly community and downtown that fosters retention of existing businesses and attraction of new businesses.

### Community Assets

- Parks and recreational opportunities including the KNC and Geneva Lake
- Local events, festivals, and organizations
- Location and transportation accessibility to highways, metro areas, and regional destinations
- Community facilities including the Library, Village Hall, and schools
- Quaint downtown with lots of potential

### Existing Issues

- Marketing the existing community assets
- Attracting and retaining new businesses and employers
- Not enough diversity in housing units and housing affordability
- Additional intergovernmental agreements needed
- Retention and attraction of young families
- Potential redevelopment sites including the former elementary school

### Most Exciting Trends

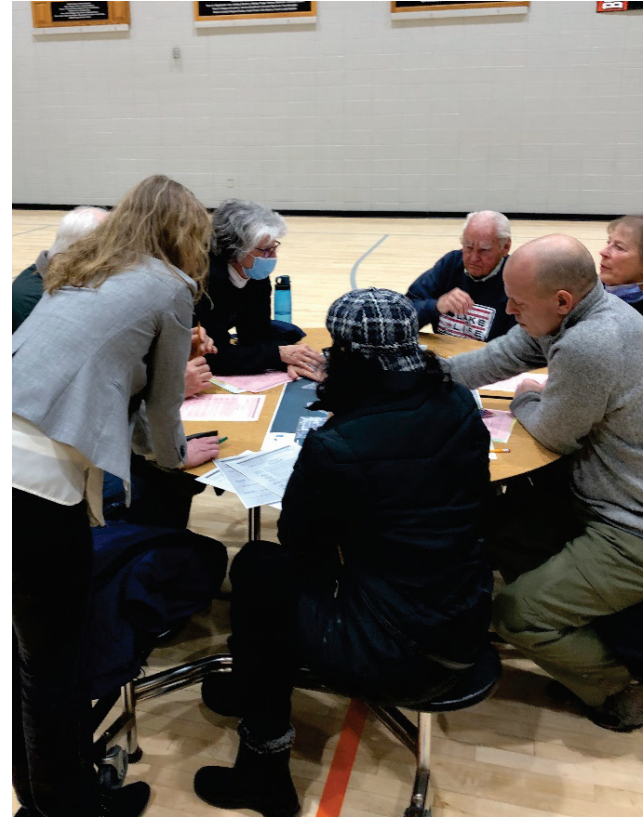
- Single family housing starts
- Park improvements
- 
- Utility infrastructure planning and investment (see Chapter 8)

### Most Disappointing Trends

- Generally, stalled commercial growth over the past decade especially in the downtown
- Global pandemic impacts on local businesses and economy
- Slow housing growth
- Rising housing prices

### Opportunities for New Development and Redevelopment

- Revitalize downtown with daily shopping, services, restaurants, destinations, and housing options
- Infill residential subdivisions
- Redevelop the former elementary school





### **Document Review Meetings**

Throughout the process, both the Village Plan Commission and Village Board were heavily involved. On September 13, 2022, Vandewalle & Associates presented and gathered feedback from the Plan Commission on Draft #1. Following the review meeting, a Public Open House was held in [REDACTED] 2023. This event provided members of the public with an opportunity to review the documents and maps, ask questions, and provide feedback. In total [REDACTED] people participated in the Public Open House portion of the process. Subsequently, the Final Draft Comprehensive Plan was produced and posted on the Village website for review and comment prior to the Public Hearing.

### **Recommendation, Public Hearing, and Adoption**

On [REDACTED] Month Date, 2023, a public hearing and a Joint Plan Commission and Village Board meeting was held. Following the public hearing, the Plan Commission recommended the Plan for adoption by the Village Board and the Village Board formally adopted the 2022 Village of Williams Bay Comprehensive Plan on [REDACTED] Month Date, 2023.

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## AGRICULTURAL RESOURCES



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## CHAPTER TWO: AGRICULTURAL RESOURCES

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This chapter is intended to provide the goals, objectives, and policies related to agricultural resources. It also details a set of key recommendations to help advance or achieve them. All local context and existing plans related to the Village's agricultural resources can be found in Appendix A.

### AGRICULTURAL RESOURCES RECOMMENDATIONS SUMMARY

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- Limit and manage development in long-term expansion areas.
- Support long-term farmland preservation efforts outside of the Village's future growth areas.
- Encourage the use of local and healthy foods in Williams Bay.

### Agricultural Resource Goals, Objectives, and Policies

#### Goal:

1. Preserve and protect agricultural resources in the Village planning area, help to grow and celebrate the agricultural economy, and preserve rural character outside the Village.

#### Objectives:

1. Promote compact development patterns and infill and redevelopment both within the Village and its extraterritorial area to limit the use of productive agricultural land for development.
2. Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas around the Village.
3. Direct new housing development to areas designated for such on the Future Land Use Map and to areas where housing has already occurred or is deemed appropriate for infill development.
4. Work with the surrounding towns, Walworth County, and the State of Wisconsin to help preserve farming as a viable occupation and way of life.

#### Policies:

1. Work with surrounding towns to encourage an orderly, efficient development pattern that minimizes conflicts between urban and rural land uses. Consider the location of productive agricultural lands before making decisions on the expansion of Village services or growth areas.
2. Work with surrounding towns, villages, cities, and Walworth County to encourage an orderly, efficient development pattern that directs more intensive development into the Village and approved sanitary sewer service areas, preserves remaining natural resources and productive agricultural lands in rural areas, and minimizes conflicts between urban and rural areas.
3. Work cooperatively with Walworth County and the surrounding towns, villages, and cities to explore innovative techniques for preserving agricultural lands in the towns.
4. Where appropriate, encourage compact development as well as infill and redevelopment within the Village to preserve lands outside the Village for agriculture.
5. Exercise extraterritorial jurisdiction land division review authority as established by State statutes.
6. Participate in the updates of the Walworth County Land and Water Resource Management 5-Year Work Plan, Walworth County Farmland Preservation Plan, and any other multi-jurisdictional regional planning efforts to preserve productive agricultural lands and to encourage sustainable agricultural practices that protect ground and surface waters.
7. Discourage the creation of scattered rural home sites and subdivisions that are not served by public water and sanitary sewer within the Village's extraterritorial jurisdiction.





## **Agricultural Resource Programs and Recommendations**

### **Limit Development in Agricultural Areas**

Keeping non-farm development out of farming areas is a key component of an overall program of farmland preservation. Except for those areas that were already developed with some exurban (non-farm) development at the time this Plan was written, lands outside the Village limits that are not planned for Village development have been indicated on the Village's Future Land Use map (Map 5) as appropriate for continuation in agricultural use. This Plan intends to implement agricultural preservation objectives by guiding future development into areas that are presently served or can be easily and cost effectively connected to municipal utilities. The Village intends to exercise its subdivision review authority within its 1.5-mile extraterritorial jurisdiction to limit development in these areas, instead directing new development (e.g. subdivisions, multi-family residential, commercial, and industrial) to areas in the Village that have been identified for such development.

### **Manage Development in Long-Term Urban Expansion Areas**

Some of the lands outside the Village's 2010 municipal limits, but within the Village's extraterritorial jurisdiction, have been indicated on the Future Land Use map (Map 5) as appropriate for future Village development. The Village anticipates that much of these areas are not likely to be developed for many years. Therefore, although these lands provide logical growth areas, in the shorter-term they should be preserved for agricultural and other open space uses so as to maintain a well-defined edge between Village development and the surrounding countryside, and to ensure that these lands are "reserved" for Village growth in the future. To achieve this, it is recommended that the Village abide by the following development standards for these areas.



- Prohibit development at gross densities higher than one home per 35 acres. Prior to any intensive development within or beyond the 20-year planning period, the Village should engage in detailed planning processes that addresses land use, transportation, and utility plans for projects proposed in Long-Term Urban Expansion Areas.
- Discourage and, where already occurring, require clustering of rural development at gross densities of less than 1 new house per 35 acres over all areas identified for future Village development. Scattered development could impede logical and cost-effective future utility and road extensions, result in an inefficient use of land since such developments need to accommodate large septic drain fields or buffers, and/or be incompatible with future surrounding Village growth.
- Discourage loud, unattractive, or malodorous rural businesses in areas that will likely be appropriate for future Village residential development.
- Discourage uses and project designs that typify a rural level of improvements (e.g., gravel drives, metal buildings) that will not fit in the context of a future Village environment or may impede future investments in high-quality development in the surrounding area.

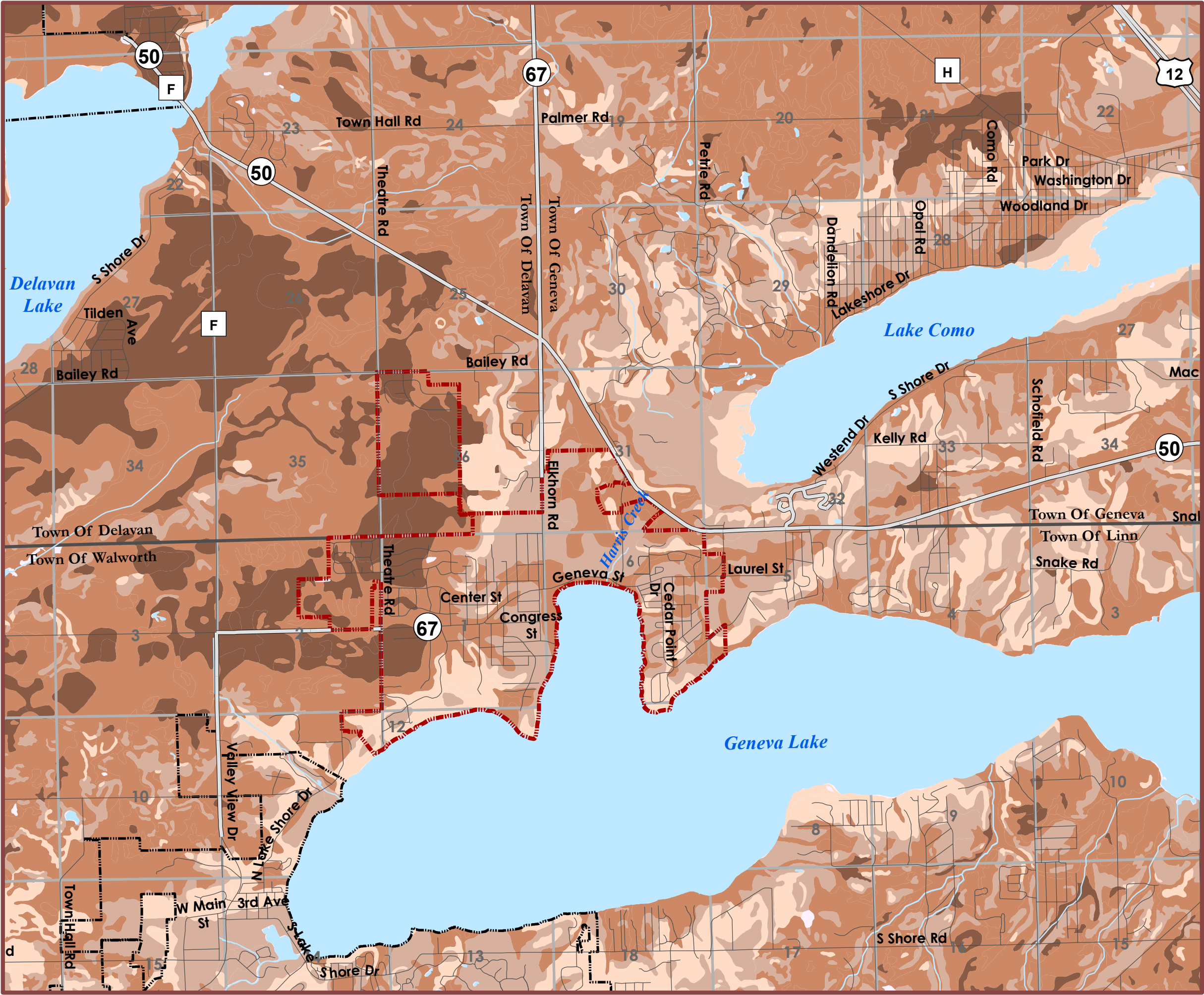
### Encourage the Use of Local and Healthy Foods

Most of the food consumed in the United States today is transported many miles before it reaches our tables. Various opportunities to promote locally grown foods can help reverse this unsustainable system. Some of the ways in which the Village can contribute to these efforts include the following:

- **Farmers Market:** Local farmers markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage a sense of community. Williams Bay hosts its own farmers market along the waterfront each summer on Fridays. It is recommended that the Village continue to promote and expand its local Farmers Market in addition to leveraging the proximity of other markets in adjacent communities to connect local food producers with local customers.
- **Promote Community Gardens:** Overall, establishing community gardens can help to promote consumption of local foods, which helps increase biodiversity, protect wildlife habitat, provide more stormwater infiltration, reduce energy consumption from commercial food production, and help foster local sustainability efforts. Community gardens also provide neighborhood gathering places, promote community interaction, enhance health, and promote environmental education. The Village should retain and promote its existing community gardens.







# Soil Suitability for Agriculture

2

## Village of Williams Bay Comprehensive Plan

Village of Williams Bay

Other City/Village Boundaries

Town Boundaries

Sections w/Section Numbers

Surface Water

Interstate

Major Road

Local Road

Soil Capability Class  
(Most Productive to Least)


Capability Class I

Capability Class II

Capability Class III

Capability Class IV - VIII

Not Rated or Not Available




**DRAFT**

Note: This map is for general informational use only and is not to be used to obtain detailed siting information. Soil classes derived from the USDA-NRCS Land Evaluation System. The system uses three factors to determine a numeric rating from Class I to VIII: prime farmland, soil productivity for corn & alfalfa, & land capability class. Class I soils have the highest crop yield & few limitations that restrict their use for agriculture. Refer to NRCS documentation for further explanation.

1.5

Miles



VANDEWALLE & ASSOCIATES INC.  
Shaping places. shaping change

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Date: March 3, 2022

Source: Walworth Co. LIO

US DOT; V&A; SEWRPC

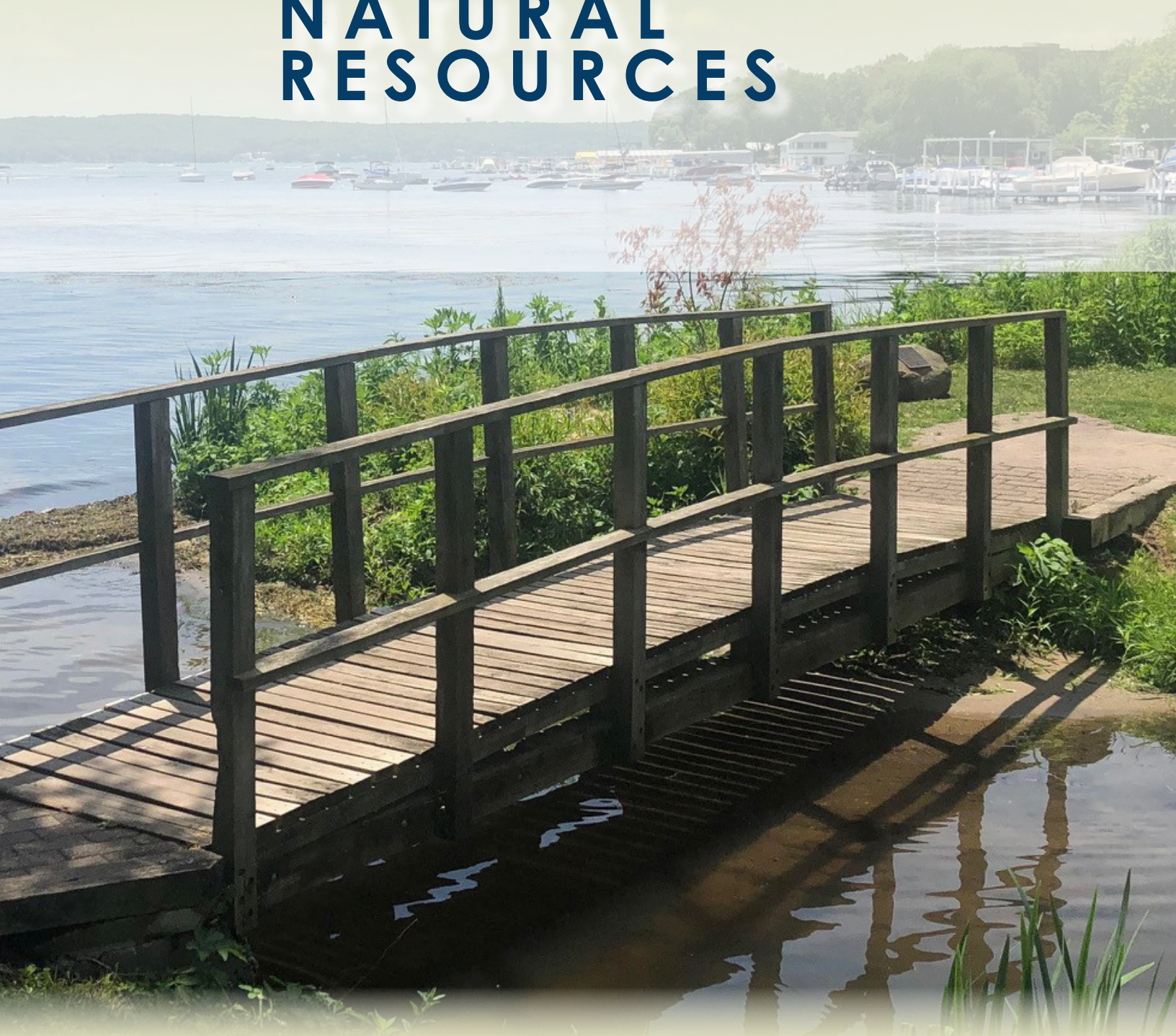
USDA-NRCS

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# 3

## NATURAL RESOURCES



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## CHAPTER THREE: NATURAL RESOURCES

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One of the distinguishing features of the Williams Bay area is the predominance of its natural resources. Preservation of environmentally sensitive areas and natural features is important for both the visual attractiveness of the community, as well as the integrity and sustainability of the environment. This chapter is intended to provide the goals, objectives, and policies related to natural resources. It also details a set of key recommendations to help advance and achieve them. All local context and existing plans related to the Village's natural resources can be found in Appendix A.

### Natural Resource Goals, Objectives, and Policies

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## NATURAL RESOURCES RECOMMENDATIONS SUMMARY

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- Encourage a compact and efficient development pattern to minimize expansion into natural areas.
- Advance stormwater best management practices to protect surface and groundwater quality.
- Encourage approaches to become a more sustainable, energy-conscious, and climate resilient community.
- Encourage community wellbeing as a system by considering environmental and public health.
- Preserve and protect the Village's natural resource base, and in particular, the quality and integrity of Geneva Lake.

### Goal:

1. Preserve the natural systems that sustain and characterize the Village of Williams Bay.

### Objectives:

1. Protect environmental corridors and isolated natural areas from new development.
2. Embrace a collaborative initiative to become a more sustainable, energy-conscious, and climate resilient community.
3. Protect natural features, including wetlands, lakes, woodlands, wildlife habitats, open spaces, groundwater resources, and other environmentally sensitive areas.
4. Preserve the natural beauty and biological integrity of Geneva Lake and other regional lakes, streams, and wetlands.
5. Develop strategies for reducing and mitigating point and non-point sources of pollution.
6. Conserve groundwater supplies, encourage development practices that allow for groundwater recharge, and protect underground aquifers from contamination.
7. Utilize a variety of approaches for managing storm water runoff, including both regional and site specific strategies.
8. Preserve tree canopy cover, where appropriate, and promote the planting of native landscaping.
9. Encourage energy efficient building and site design.
10. Preserve sufficient lands to ensure the protection of the natural resource base and the enhancement of social and economic well-being for all residents.

### Policies:

1. Utilize subdivision review authority and official mapping authority to protect environmental corridors and significant environmental features within Village limits and the Village's extraterritorial jurisdiction.
2. Preserve sensitive environmental features by limiting new construction in mapped environmental corridors.
3. Protect groundwater quality by encouraging the clean-up of environmentally contaminated sites, monitoring uses that may cause contamination in the future, identifying and protecting wellhead protection areas for municipal wells, and maximizing infiltration in groundwater recharge areas.
4. Preserve the region's natural resources, particularly Geneva Lake and the Kishwaukee Nature Conservancy to protect threatened or endangered species and other wildlife, and to promote local economic development.
5. Cooperate with other units of government on the preservation of natural resources that cross jurisdictional boundaries.
6. Where appropriate, encourage a compact development pattern, infill, and redevelopment in the Village to preserve open spaces and natural resources (see the Land Use chapter).
7. Support responsible, low-impact development practices that promote the preservation of natural resources.
8. Enhance and enforce erosion control and storm water management standards. Emphasize the use of natural drainage systems, construction site erosion control and permanent, ongoing storm water management and erosion control measures that control the quality, quantity, and temperature of water leaving any site.
9. Develop a marketing and community image strategy that is based around Williams Bay's natural resources and recreational heritage (see the Cultural Resource and Economic Development chapters).
10. Recognize the importance of preserving and diversifying vegetation and tree cover within the Village, including street trees, wooded areas, and natural areas.



11. Continue to enforce “dark skies” lighting standards throughout the Village.
12. Coordinate with the DNR and Walworth County on future planning of bicycle routes, trails, and infrastructure to promote connectivity throughout the area.
13. Facilitate maximum infiltration of stormwater volume through the use of Best Management Practices such as rain barrels, infiltration swales, pervious pavement, rain gardens and green roofs.
14. Consider the development of a Village-wide Park and Open Space Plan to help identify, protect, and advance protection of natural resources, recreational opportunities, and open spaces.

## Natural Resource Programs and Recommendations

### Promote a Compact Development Pattern

The Village will, through this Plan, promote a more compact development pattern, focusing on techniques that minimize the amount of land required for additional growth such as infill development, redevelopment, and smaller lot sizes. A compact development pattern will benefit regional water quality, facilitate the use of alternative forms of transportation (e.g. walking, biking, neighborhood electric vehicles), and will help keep development out of productive agricultural areas, and will be less expensive to serve with public utilities and services.

### Utilize the Lake and Kishwaukee Nature Conservancy as “Living Classrooms”

The Village of Williams Bay maintains an important legacy of environmental and science education, which can be further sustained and expanded upon by continuing to encourage the use of the Lake and Kishwaukee Nature Conservancy (KNC) for outdoor learning experiences. Such programs can be tailored for both adults and children. The KNC staff, through partnerships with the Village, UW Extension, and other public and private agencies and organizations already offer a variety of activities and education programs. The Village intends to continue to support and facilitate the growth of such programs and the development of programs in cooperation with partners such as George Williams College of Aurora University, Yerkes Observatory, the Williams Bay School District, Women’s Leadership Center, and other local and regional institutions, camps and conference centers.



## Advance Stormwater Management Best Management Practices (BMPs)

The Village will promote progressive stormwater management approaches to mitigate the negative impacts stormwater can have on waterways and downstream properties. Traditional stormwater management practices attempt to carry water away from a developed site as quickly as possible after a storm or hold water on-site in constructed ponds. Alternatively, stormwater BMPs aim to control runoff volume by managing precipitation as “close to where it hits the ground” as possible, thereby facilitating infiltration of precipitation into groundwater and evaporation of water back into the atmosphere. This approach decreases peak stormwater quantities and improves the overall quality of the stormwater that does enter streams and lakes. BMPs for stormwater quality may include any or all of the following strategies:

- **Maximize permeable surface areas.** This technique reduces the impervious footprint of development sites and breaks up large, paved areas with permeable surfaces and/or natural ground cover and vegetation. The impacts of stormwater runoff are far more effectively managed by natural systems, such as wetlands and forest ecosystems, than by pervious ground cover that has been altered by construction or other human impacts (e.g., front lawns). Where paved surfaces are necessary, these areas should be graded so they drain to infiltration areas. This approach also includes the incorporation of narrower street widths into neighborhoods, where possible, and the development of smaller lots, which are typically associated with less impervious surface per lot (e.g., less street frontage needed per lot).
- **Preserve and enhance environmental corridors.** Since the impacts of storm water runoff are far more effectively managed by natural systems, such as wetlands and forest ecosystems, than by pervious ground cover that has been altered by construction or other human impacts such as lawns, the preservation of environmental corridors will go a long way in mitigating storm water impacts.
- **Install native landscaping.** Natural landscapes and vegetation are far better at managing storm water than manicured groundcover or grounds that have been altered by construction. To save dollars on lawn maintenance and provide better storm water management, native vegetation and landscaping (e.g., prairie, wetland, woodland) can be installed on appropriate sites.
- **Include infiltration and retention areas.** Where storm water basins are necessary to effectively manage runoff, such basins and associated conveyance routes should be carefully integrated into the surrounding development pattern and should incorporate native vegetation whenever possible to ensure the aesthetic and functional integrity of the site. Aside from more traditional techniques like storm water basins, other possible infiltration techniques include:
  - **Rain gardens:** A rain garden is a landscaping feature that is designed, located, and installed for the purposes of capturing storm water runoff and allowing it to infiltrate back into the ground. The Village may consider codifying rain garden design standards and allowing the construction of rain gardens to apply toward meeting Village landscaping requirements.
  - **Rain Barrels:** A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden, or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground. The Village may actively promote this program and provide residents with information about how and where they can purchase their own rain barrels.
  - **Vegetated buffer strips and berms:** Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants. The Village may seek funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas.
  - **Bioswales:** Bioswales are linear, vegetative storm water runoff conveyance systems that are designed to store and infiltrate water from small storm events back into the ground and direct water from heavy rain events to appropriate storm sewer inlets or other management facilities. The flow of water being conveyed through a bioswale is slowed down, allowing for municipal storm systems or other regional storm water management facilities to more effectively manage heavier rain events and help reduce the risk of flooding on or off-site. Water being

### DENSITY AND WATER QUALITY

Development has negative impacts on water quality by decreasing natural ground cover and increasing the amount of storm water runoff that enters streams and lakes. Water bodies can become impaired when just ten percent of the adjacent land is impervious. As a result, some communities have concluded that lower-density development patterns will have less of an impact on water quality by spreading out development and allowing for more pervious surface around and between buildings, roads, driveways, and parking lots.

However, when the quantity of storm water runoff in a given area is measured per building or per capita, versus per acre, higher density developments generate less storm water runoff than lower density developments and consequently have less of a negative impact on the overall watershed.

Nevertheless, it should be recognized that with denser development comes localized increases in impervious surfaces, which, over time will contribute to the impairment of waterways. Therefore, in addition to promoting compact development patterns, communities should take additional measures to mitigate the impacts of storm water runoff.

*Source: USEPA report “Protecting Water Resources with Higher Density Development”*



infiltrated or conveyed via a bio-swale is also filtered by the vegetation, generally improving both ground and surface water quality.

- Enforce progressive construction site erosion control practices. Construction sites generate a significant amount of sediment runoff if not managed properly. Under current state laws, erosion control plans are required for all construction sites that are larger than one acre. Working with WisDNR, the Village will consistently enforce erosion control ordinances and techniques for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development sites. These techniques include providing silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing displaced vegetation.

#### **Continue to Preserve and Enhance Williams Bay's "Urban Forest"**

The Village recognizes the important value in preserving and enhancing Williams Bay's "urban forest" (see call-out box). The community's established neighborhoods boast tree lined streets and the Village is a member of Tree City, USA. To preserve this important legacy, the Village will continue to manage and maintain its trees and work with other partners such as WisDNR to enhance and expand the size and diversity of forested areas, as well as opportunities to utilize such areas for education, recreation, and rejuvenation. In areas where street trees are not currently present, the Village will undergo continued efforts to install trees, where appropriate, and will require developer installation of street trees in association with all new developments.

#### **Protect Environmental Corridors**

Preserving natural areas and environmentally sensitive lands provides significant ecological, recreational, and aesthetic benefits to a community. Such areas add considerably to the ecological integrity of a region, contribute to the aesthetic value of neighborhoods, offer natural storm water management and flood control, and protect and improve water and air quality. In addition, these areas often consist of wetlands, floodplains, steep slopes, and other specific environmental features, which present severe limitations for development. In Williams Bay, protecting such areas is of particular importance given its proximity to Geneva Lake. To assist in its review of development proposals and future Comprehensive Plan amendments, the Village intends to refine its environmental corridor data under one or more of the following circumstances:

- When SEWRPC updates its digital environmental corridor layer and provides it to the Village.
- When more detailed study reveals that the characteristic(s) that originally resulted in an area's designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration on the site.
- When 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.
- When a mapping error has been identified.

### **WHY PRESERVE URBAN FORESTS?**

An urban forest is comprised of all the trees and associated vegetation and ecosystems found in developed community. Urban forests are, by their very nature, characterized by the unique interaction between the natural world and the man-made environment. In 2001, it was estimated that urban trees covered approximately 25 percent of Wisconsin's urbanized areas. Interestingly, this is somewhat lower than in other Midwest States (30 percent in Michigan, 37 percent in Minnesota, and 34 percent in Illinois). Williams Bay wishes to preserve and enhance its urban forest amenities, recognizing that higher percentages of tree and vegetative cover are associated with tremendous benefits to the community. These benefits include the following:

- Enhancements to air quality
- Management of storm water runoff and flooding
- Reductions in ambient noise levels
- Improvements in water quality
- Preservation of wildlife habitat
- The moderation of ambient temperature
- Reductions in energy use
- Contributions to community aesthetics
- Increases in property values
- Opportunities for recreation
- Enhancements in the connections between people with the natural environment
- Opportunities for education
- Enhancements in overall human well-being

*Source: People and Trees: Assessing the US Urban Forest Resource. David J. Nowak, Mary H. Noble, Susan M. Sisinni,*

## Consider Different Approaches for Storm Water Management for Redevelopment Projects

At the time this Plan was written, the Village had adopted specific, quantified storm water management standards for developments meeting the following criteria:

- Land disturbing activities involving 1.0 acres or more for any type of development.
- Land disturbing activities involving the implementation of a residential development with a gross aggregate impervious area of 1.5 acres or greater.
- Land disturbing activities involving the development of a non-residential development with a gross aggregate area of 1.5 acres or more or that creates an impervious area of 0.5 acres or more.
- Land disturbing activities that, in the opinion of the Village, are likely to result in storm water runoff that exceeds the safe capacity of the existing drainage facilities or receiving body of water, that cause undue channel erosion, that increase water pollution by scouring or the transportation of particulate matter, or that endanger downstream property.

The Village is interested in encouraging redevelopment projects throughout the Village. It is likely that many such projects, which will occur incrementally over time, may be smaller in scale, and involve land that has already been disturbed, will not meet the criteria indicated above. Although storm water management plans are required for all development projects, the Village may consider developing specific, quantifiable storm water management standards for redevelopment projects that do not meet the above criteria, and/or revise the criteria to be more inclusive of a variety of redevelopment/infill projects. Over time, such redevelopment projects can have a significant impact (positive or negative) on storm water quantity and quality in the Village. The Village will also consider other approaches for mitigating the cumulative effects of incremental increases in impervious surfaces in the Village.

## Develop an Approach to Community Sustainability and Climate Resiliency

Sustainability and climate resiliency are not stand-alone concepts—they are interconnected not only to the natural environmental, but also to equitable housing and transportation, economic and public health, and a community's identity. It is this interconnected quality that makes sustainability challenging to achieve, but it also makes sustainability beneficial to all. Because sustainability touches many facets of community planning—sustainability concepts, goals, policies, and recommendations are woven throughout each chapter of this Comprehensive Plan.

The most successful approach to achieving community sustainability and climate resiliency generally involves multiple players—from the Village decision-makers and staff, to private and non-profit entities, to the development and building community, to residents. Moving the Village toward sustainability and climate resiliency will require not only a wide-spread community “buy-in” to engage multiple players—but also substantial education and outreach activities to increase community support and establish a common understanding of what that means for Williams Bay.

## WHAT IS SUSTAINABILITY?

A community can advance sustainability through a variety of strategies such as promoting comprehensive transportation networks and services; ensuring a variety of housing options throughout the community; investing in a strong economy that provides a diversity of local jobs, goods, and services; supporting well designed development that preserves high-quality farmland and complements the natural environment; seeking out opportunities to reduce non-renewable energy consumption and waste; and generally by developing comprehensive solutions to resolving complex issues.

The term sustainability refers to a community's capacity to support the long-term health and welfare of its natural and man-made environment, as well as all forms of life that depend on that environment. A sustainable community is focused not only on protecting natural resources, but also on ensuring a high quality of life for all residents. To move in the direction of sustainability, a community must recognize the interconnectedness of all things, as well as the impact their actions have on the greater region and the world.

## WHAT IS CLIMATE RESILIENCY?

Williams Bay is not immune to the extreme weather events and natural disasters that are intensifying worldwide. Because of events like these, it has become a necessity for governments, emergency management operations, and the population at-large to proactively prepare for these situations. Climate resiliency is essentially just that, it's the capacity for a system to maintain functions in the face of these types of situations and to adapt, reorganize, learn, and evolve from them to be better prepared in the future. This can be done through creating inventories, assessing vulnerabilities and risks, evaluating options, prioritizing strategies, long-term planning, and implementation. All over the world, cities have invested in climate resiliency plans, simulations, tools, technical expertise, and infrastructure.

The following steps outline a comprehensive approach for achieving a more sustainable community.

- Serve as a model to the community for sustainable and climate resilient practices through municipal operations, infrastructure, and planning.

To effectively serve as a model and guide public and private sustainability and climate resiliency initiatives, the Village may promote any or all of the following municipal-level strategies:

- Enable the development community to incorporate best practices by minimizing hurdles and maximizing incentives.
- Develop modern zoning and subdivision standards to address on-site renewable energy generation such as wind, solar, and geothermal.
- Consider incorporating energy-efficiency and natural, locally sourced building materials in new Village buildings.
- Encourage energy-efficient building and site design for new development and redevelopment projects.
- Work with local utility operators and providers to advance alternative energy programs and opportunities such as solar group buys, electric car charging stations, water conservation efforts, and others.
- Advance stormwater infiltration through encouraging the use of Best Management Practices such as rain barrels, infiltration swales, pervious pavement, rain gardens, and green roofs.
- When updating the Village's municipal fleet consider hybrid, electric, or biodiesel vehicles.
- Enhance opportunities for walking and biking for both recreation and transportation—this can be done in part through Traditional Neighborhood Design (TND).
- Seek opportunities to increase access to local and sustainable food options.
- Promote economic development strategies that capitalize on the place-based assets and inherent competitive advantages of the Village.
- Support and encourage local businesses to maximize reinvestment in the community.
- Continue to provide a diversity of family-supporting jobs and housing types within the Village.
- Continue coordination and planning efforts of Walworth County and other jurisdictions on the implementation and eventual update of the Natural Hazard Mitigation Plan.
- Consider developing and implementing Village-level climate resiliency plans and staff training to help solve long-term issues. Several Wisconsin and Midwest communities have established climate resiliency-based plans and programs. These case studies are a great example of the need to be proactive in the face of potential natural disasters.

#### **Promote Private Sector Sustainability Strategies and Initiatives**

The recommendation above outlines specific approaches that the Village may initiate to promote the concept of sustainability in Williams Bay. However, not all sustainability initiatives are intended to be led by the Village. The private sector can play a key role in advancing sustainability by assuming a position as a role model for the community. To develop a more focused approach to achieving sustainability, the Village will encourage private entities to:

- Incorporate sustainable practices and operational policies into the company's business model.
- Develop incentive programs for workers to engage in more sustainable personal practices such as participating in a live-near-your-work program, purchasing a fuel-efficient vehicle, commuting by bicycle, carpooling, and providing electric vehicle charging stations for employee or customer use.
- Develop a company newsletter featuring articles about the company's sustainable projects and initiatives.



### **Encourage Village-wide Sustainable and Climate Resilient Practices Through Education and Outreach**

Educational and outreach programs will not only help the Village engage the public and provide information, but also establish a level of community support for specific community-wide initiatives and activities. The following techniques and approaches to educate community members have been successfully utilized in other communities:

- Working with educational institutions and the media to promote education and outreach on the need for and benefits of sustainable approaches.
- Communicating conservation initiatives through various media outlets. The use of websites, internet-based networking (e.g. Facebook, Twitter, blogs), text messages, radio and television public service announcements, newspapers, community newsletters, and other print publications can provide low-cost media coverage and reach varied audiences.
- Hosting educational programs such as workshops, study circles, seminars, and informal community events. Examples could include how-to workshops on rain barrels, composting, gardening, energy efficiency, or bicycle commuting. Community sponsored educational seminars featuring field experts (e.g. experts in energy, stormwater management, farming, natural resources, etc.) could foster greater understanding of complex systems and encourage participation in sustainability programs.





Village of Williams Bay  
Comprehensive Plan

- Village of Williams Bay
- Other City/Village Boundaries
- Town Boundaries
- Sections w/Section Numbers

- Interstate
- Major Road
- Local Road

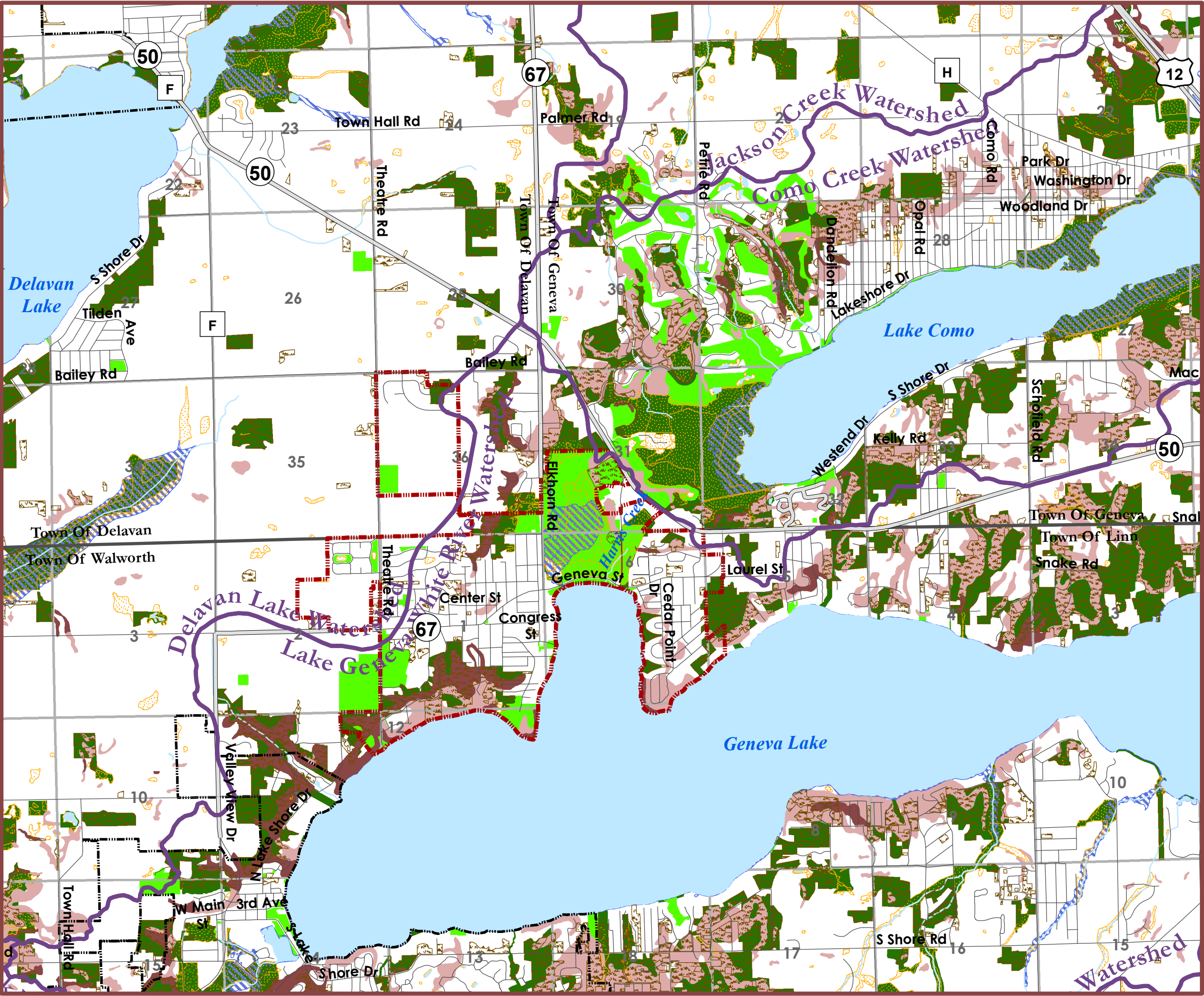
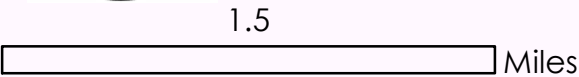
- Public Park & Recreation
- SEWRPC Environmental Corridors
- Woodlands
- Surface Water
- Watershed Boundaries
- DNR Wetlands
- FEMA 100 Year Floodplain

- Steep Slopes**
- 12% to 19%
  - 20% and Greater



DRAFT

Date: March 3, 2022  
Source: Walworth Co. LIO;  
US DOT; V&A; SEWRPC;  
USDA-NRCS, WI DNR,  
FEMA





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# 4

## CULTURAL RESOURCES





## CHAPTER FOUR: CULTURAL RESOURCES

Cultural resources are the invaluable cultural and historical assets that offer a tangible connection to the history and cultural heritage of a place. Cultural resources include historic buildings and structures, archaeological sites and landscapes, and the places, events, and activities that make Williams Bay unique. Cultural resources are an important component in planning efforts and are critical parts of how a community views itself, and how the community is perceived to the outside world. All local context and existing plans related to the Village's cultural resources can be found in Appendix A.

### CULTURAL RESOURCES RECOMMENDATIONS SUMMARY

- Emphasize and enhance Williams Bay's small town community character.
- Support and sponsor community events and destination uses to provide year-round cultural attractions.
- Partner with community institutions and foundations to market the community including the Yerkes Futures Foundation and the George Williams University.

### Cultural Resource Goals, Objectives, and Policies

#### Goal:

1. Preserve, enhance, and promote the Village's unique historic character and cultural offerings.

#### Objectives:

1. Promote Williams Bay as a friendly, small-scale community of both year-round and seasonal residents.
2. Provide an atmosphere of retreat from the more intense and fast-paced lifestyles of metropolitan and resort areas.
3. Preserve and enhance the Geneva Lake shoreline, the Kishwaukee Nature Conservancy, and other key natural areas for leisure, passive recreation, education, and research.
4. Invest in the central business district as the center of community life for residents and visitors.
5. Maintain and capitalize on the Village's historic legacy of institutions and facilities dedicated to education, research, and spiritual rejuvenation.
6. More directly relate the Village's image and identity to nature and the advancement of science and environmental education and research.

#### Policies:

1. Promote the restoration and rehabilitation of historic buildings in the Village to enhance the viable economic use of these structures.
2. Establish a desired image and character for the central business district and develop policies and/or ordinances for guiding the appearance and design of new development in this district (also see the Economic Development chapter).
3. Work with local institutions and organizations to promote community events and to market the Village.
4. Celebrate Kishwaukee Nature Conservancy as one of the Village's treasured and unique assets, and help promote the preservation, enhancement, and expansion of the Conservancy where possible and appropriate.
5. Support the long-term preservation of the Yerkes Observatory building and property, and work with the Yerkes Future Foundation to promote this institution as a national education and outreach center for science education.
6. Inventory the Village's landmarks and historic sites.
7. Provide opportunities for education and community awareness of Williams Bay's history, such as roundtable discussions, organizing walking tours, and distributing information through publications and news articles.



## Cultural Resource Programs and Recommendations

### Advance “Place-making” Projects to Link the Village's Identity and Image to the Natural Environment and Education

The term “place-making” generally relates to the idea or process of adding value to both public and private spaces to enhance community identity and better connect people to the local values, history, and culture of a place. In other words, “place-making” helps instill in people a sense that they belong to a unique and identifiable community.

Examples of place-making projects may include constructing community or neighborhood entryway features; placing markers on historic or significant community sites; decorating buildings, structures, walkways, or sidewalks; installing or enhancing public art, small monuments, or statues; displaying unique community features or relics from the community's history; working together to construct play equipment or amenities in a public park; hanging signs or banners; planting median strips or terrace areas; and incorporating any other similar or related projects that build upon the culture, history, or unique features of a place.

Place-making initiatives are generally carried out through locally-based revitalization projects, but need not be expensive or large-scale to be effective. During more difficult economic times, it is important to recognize the impressive achievements communities can make just by drawing upon the energy, creativity, and resources of the people who live and work in a place.

The Village of Williams Bay maintains an important legacy of education and an appreciation for the natural environment. These important aspects of the community's culture are evident in the efforts the Village has taken to preserve 250 acres of sensitive environmental features located at the heart of the community and the passion with which the Village preserves its historical institutions such as Yerkes Observatory and its various institutional campgrounds. These unique amenities are part of what makes Williams Bay a special place to live and visit and should be celebrated and used to market the community as a desirable place to live and do business.

As such, the Village will continue to act as both an initiator and a facilitator to place-making projects in the community, where practical. The Village will draw upon and support a variety of local resources in these efforts, including George Williams College, the Williams Bay Business Association, the Chamber of Commerce, and the variety of institutions and organizations that are based out of the community. In Williams Bay, place-making efforts will go hand in hand with overall efforts to advance appropriate economic development in the community, particularly in the central business district. Following is a list of potential projects the Village may undertake over the planning period:

- **Design and Install Community-Wide Signage:** Guidelines to keep in mind when developing a community-wide wayfinding signage system include the following:
  - Ensure that once the signage system starts to provide directions to a destination, subsequent signs are also in place to get travelers directly to their destination.
  - Include a short list of destinations that are of general public interest. As an alternative to listing individual businesses, entitle and list the names of business and activity clusters (e.g., central business district).
  - Provide a font large enough and plain enough for drivers to read at a safe and comfortable distance, so that decisions on where and what direction to turn can be made well in advance.
  - Do not include too much information on one sign.
- **Design and Install Streetscaping Features:** The Village intends to develop a unified streetscaping theme that reflects the community's desired image. Streetscaping features include lighting, benches, trashcans, and landscaping. The Village will prioritize the central business district when determining where to install such features. In particular, Elkhorn Road is a key location to focus streetscaping features, as it represents an important entryway into the community.
- **Utilize Community Symbol to Market the Community:** At the time this Plan was written, Williams Bay's community symbol included an image of the Lake with a sailboat. The Village may decide to keep this symbol or to explore other options for creating a new community symbol/logo that can be used on marketing materials, signage, and the Village website, and that reflects the way the Village wants to represent itself. This will be carried out in conjunction with overall efforts to advance economic development in the community.





### **Preserve Historically and Culturally Significant Buildings and Properties**

The Village will continue to preserve historically and culturally significant buildings and properties throughout the community, as represented on Map 6 Transportation and Community Facilities. This will include efforts to stabilize and promote the Village's central neighborhoods (see the Housing and Neighborhoods chapter).

The Village will also coordinate with the Wisconsin Historical Society and affected property owners to clearly mark existing buildings and sites that are listed on the State or National Register of Historic Places, and to nominate other buildings sites that may be appropriate for historical designation. The Village will also support these organizations' efforts to educate property owners on resources available to assist with historically sensitive remodeling projects, which include the following:

- 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.
- At the state level, another tax relief program provides a 25 percent Wisconsin ITC for the rehabilitation of owner-occupied structures that are certified historic or contribute to a historic district. 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 provides mini (under \$2,000) and major (under \$10,000) grants for projects that enhance the appreciation of important historic buildings or decorative art works. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

### **Support Community Events**

A variety of special events, such as Boo in the Bay, Day in the Bay, Lakefront Fireworks, and Art in the Park, as well as several events sponsored by the Kishwaukee Nature Conservancy, take place in Williams Bay each year. George Williams College, the School District, the Lions Club, Williams Bay Business Association, Yerkes Future Foundation, and various other organizations also contribute to the local entertainment and cultural scene. The Village will continue to bolster residents' pride and sense of place by supporting and sponsoring existing and new local events and programs that celebrate the history, culture, and values of Village residents, partnering with other organizations and agencies to help organize such events.



5

# HOUSING & NEIGHBORHOODS



Village of  
**Williams Bay**  
WISCONSIN ★

VANDEWALLE &  
ASSOCIATES INC.



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## CHAPTER FIVE: HOUSING & NEIGHBORHOODS

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A community's housing stock is its most significant long-term capital asset. As is typical in most communities, housing represents the largest single land use in terms of area in the Village. Housing not only fulfills the basic need for shelter, but also helps shape the identity of individuals, neighborhoods, and the community's sense of place. The purpose of this Plan is to provide an analysis of local housing trends and existing conditions. This analysis shaped the goals, policies, programs and recommendations of this chapter. All housing analysis, local context, and existing plans related to housing and neighborhood development can be found in Appendix A.

### HOUSING AND NEIGHBORHOODS RECOMMENDATIONS SUMMARY

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- Support the provision of diverse housing options for a varying age brackets and income groups.
- Promote the development of "traditional neighborhoods" in new residential areas.
- Require high-quality designs for all multi-family housing development projects.
- Foster new entry-level housing options for young families.

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

#### Goal:

1. Encourage orderly, managed, and well-planned neighborhood development that preserves the character of Williams Bay and provides a variety of safe and attractive housing options for both year-round and seasonal residents.

#### Objectives:

1. Encourage interconnected, well-planned neighborhoods that offer a variety of high-quality housing options and convenient access to services, amenities, and community gathering and recreation spaces.
2. Promote the maintenance and rehabilitation of the existing housing stock.
3. Support a mix of high-quality affordable housing options, while maintaining the predominately single-family residential character of the Village.

#### Policies:

1. Based on the land demand analysis provided in this Plan and shown on the Future Land Use map, plan for a sufficient supply of developable land for housing for a variety of income levels, including affordable housing for residents at or below 80% of the County Median Income (CMI).
2. Direct new housing to areas that have convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
3. Strengthen existing neighborhoods through maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, and infill and redevelopment.
4. Phase residential development in a manner consistent with public facility and service capacity.
5. Plan for multi-family housing in parts of the Village where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system in the area has sufficient capacity.
6. Require high-quality design for multi-family developments (refer to Housing & Neighborhood Recommendations).
7. Prioritize development of approved/platted residential lots before additional future residential areas are considered and pursue residential infill opportunities where feasible.

### Housing & Neighborhood Recommendations

#### Promote the Stabilization of the Village's Central Neighborhoods

The Village's central neighborhoods represent an important component of the Village's character and provide a range of affordable housing opportunities for both year-round and seasonal residents. In addition, as part of an overall strategy to revitalize and enhance the character of the central business district (see the Economic Development chapter), the Village recognizes the importance of stabilizing and enhancing its central neighborhoods. Strategies to achieve this goal may include the following:

- Utilize Community Development Block Grants, loans, or other programs described earlier in this chapter for housing rehabilitation and to promote more home ownership in central neighborhoods.
- Revisit the zoning of central neighborhoods to ensure the zoning designations support the types of residential development that are desired in these neighborhoods, as indicated on Map 5, Future Land Use.
- Revisit zoning standards (e.g., setbacks) for central neighborhoods to ensure they do not discourage appropriate new home construction or additions.



- Continue ongoing maintenance of older neighborhoods through sidewalk replacement, street resurfacing, park equipment replacement, street tree care and maintenance, and other similar infrastructure initiatives.
- Adopt strict property maintenance codes to maintain the quality and appearance of housing within central neighborhoods.
- Encourage the establishment of new neighborhood associations, which can strengthen communication between the Village and the residents of a neighborhood, increasing the likelihood that issues will be raised and addressed in an organized and effective manner. Neighborhood associations can also bring residents together to resolve problems, ensure that a higher level of attention is paid to the individual neighborhood, and generally result in better managed and maintained neighborhoods. Potential resources include the Wisconsin Chapter of the Community Associations Institute and UW-Extension.
- Allow new multi-family development/redevelopment projects in the Village's central neighborhoods in situations where the proposed project would improve the appearance and condition of the lot(s) and increase or at least maintain the value of the subject property and surrounding properties.
- Certain portions of the Village's central neighborhoods may provide logical locations for appropriate, smaller-scale, high-quality multi-family housing (see Map 5), which may include both owner and renter occupied housing options. Although the Village wishes to preserve its predominately single-family residential character, it also recognizes the important role alternative housing options play in sustaining Williams Bay's aging population and in accommodating young adults.

#### **Require High-Quality Designs for Multi-Family Housing**

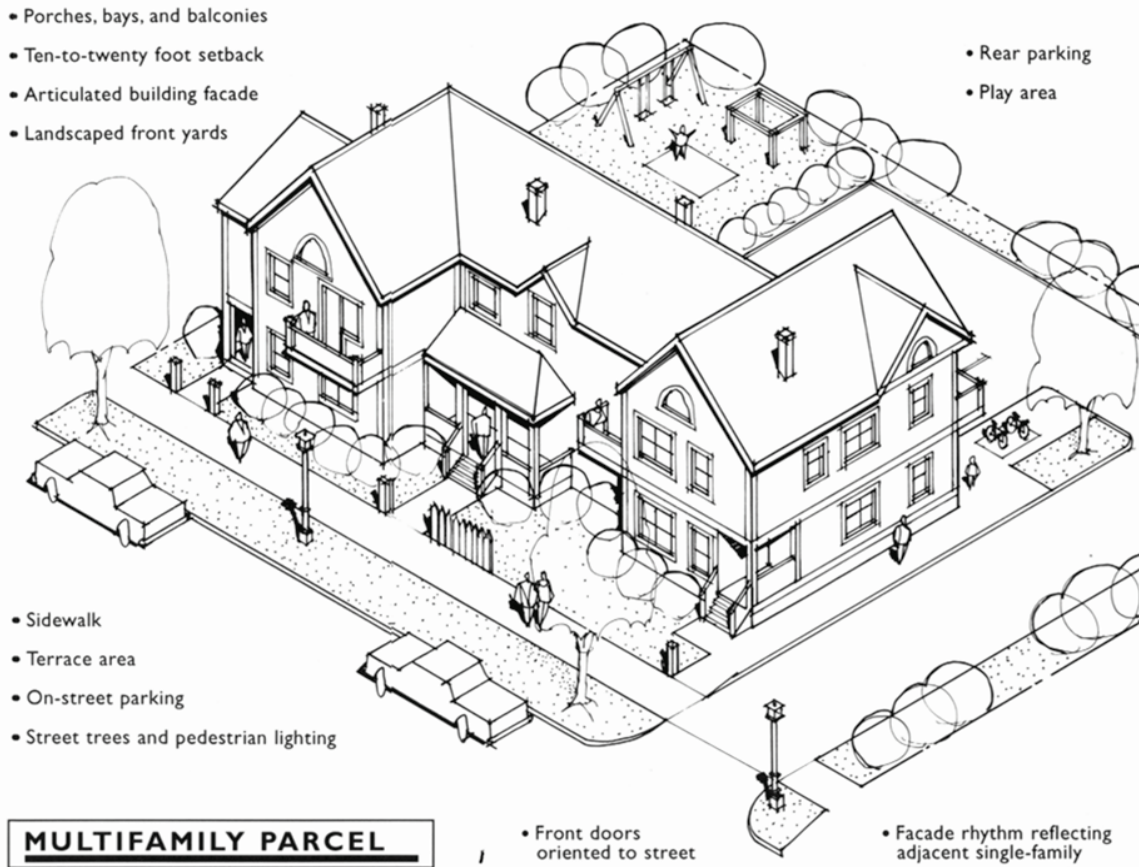
Multiple-family housing, both for affordable apartment development and higher end condominium type development, is an important component of the community to provide housing options for the elderly, younger residents, and employees for area businesses, as well as individuals and families seeking alternatives to single-family homes. New areas where multi-family residential development would be appropriate for the Village are shown within "Multi-Family Residential" and "Planned Neighborhoods" on the Future Land Use Map. The design and scale of these types of residential projects should fit within the historic fabric of the community. The Village intends to review proposals for multi-family residential developments against existing zoning ordinance standards and the guidelines listed below.

- Incorporate architectural designs that fit the context of the surrounding neighborhood and Williams Bay's overall character. 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.
- Avoid monotonous façades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and façade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to streets to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages: locate garage doors and parking lots so they are not the dominant visual element; buffer parking areas from public view; fragment large parking lots with landscaped islands and similar features; divide facades of undesirable but necessary large parking garages with landscaping, varied setbacks, and recessed garage doors.
- Provide on-site recreational and open space areas to serve resident needs. Whenever possible, develop contiguous rear yards as a unit to encourage use by residents and guests.





Figure 5.1: Sample Design Standards for Multi-Family Residential



### Promote Traditional Neighborhood Design (TND) for New Neighborhoods

At the time this Plan was written, the Village had roughly 177 platted residential lots that had not yet been developed, representing about 5 years of projected housing demand. The Village intends to require development of the majority of these lots before approving any additional subdivisions. However, in order to accommodate growth through the planning period and perhaps beyond, Map 5, Future Land Use, indicates areas appropriate for future new single-family neighborhoods.

For areas designated as “Planned Neighborhoods” on the Future Land Use map the Village intends to promote what is commonly referred to as Traditional Neighborhood Design. Traditional Neighborhood Design principles are intended to be inclusive of other similar terms and concepts that typically include and describe similar outcomes, such as creating well-designed “complete” neighborhoods where there are a diversity of housing types and costs, with a well-connected mobility system that focuses on ease of walking, bicycling, and that integrate where feasible, or are located in proximity to, public amenities such as schools, parks, employment, and services. Related concepts include “15-Minute City” and “complete city”. The implementation of Traditional Neighborhood Design will:

- Integrate a diversity of high-quality housing types to accommodate a variety of lifestyles and age groups.
- Ensure the long-term preservation of Williams Bay’s village character.
- Provide housing, parks, and schools within walking distance of shops, services, and jobs.
- Blend the convenience of the automobile with the creation of safe, comfortable places to walk and bike.
- Better preserve environmental systems that define, sustain, and connect neighborhoods and communities.
- Reduce demand for resources needed for transportation, public infrastructure, and housing.

In the design and approval of new neighborhoods (subdivisions), the Village and developers should ensure adherence to the following Traditional Neighborhood Design principles.

- Establish Community Gathering Places: Design neighborhoods around community gathering places such as parks, public squares, outdoor dining establishments, schools, churches, and other community facilities.
- Provide Housing Variety: Ensure that at least 65% of housing is single family detached form, but also that a variety of housing types are included and arranged in a compact and interconnected form. Particular attention should be paid to the scale of the buildings, walking distances, and the design of other neighborhood features such as street lights and signage.
- Promote Walkability: Design the neighborhood to facilitate pedestrian movement and enhance mobility within and between neighborhoods and other nearby destinations, such as parks, playgrounds, schools, and business and jobs districts. Provide sidewalks and/or paths along all streets, and multi-use trails in the environmental corridor and park network. Require street trees to be planted along all new streets.
- Promote Street Connectivity: Interconnect nearly all streets both within the neighborhood and to existing and future adjoining neighborhoods. Minimize the creation of cul-de-sacs to places where environmental features and odd property configurations require them.
- Calm Traffic: Accommodate on-street parking and promote narrower streets to calm traffic and increase pedestrian safety. Integrate landscaped medians and boulevards into new neighborhood entryways and collector streets. These new boulevards may also serve storm water management functions.
- Create Attractive and Active Streetscapes: Incorporate site and building design strategies such as decreased setbacks, front porches, balconies, and other interesting architectural features that help create a safe, pleasant walking environment. Set back garages from the main body of the house wherever possible and incorporate alley-loaded garage options where practical.
- Incorporate Natural Areas: Integrate environmental features into the neighborhood as common open spaces for active or passive recreation, public gathering spots, or flood protection and storm water management. Provide adequate vegetated buffers between development and natural features.





Figure 5.2: Traditional Neighborhood Design



### Promote Long-Term Neighborhood Residential Development on the Extraction Sites

The extraction sites located just west of Elkhorn Road and just north of the Village limits, offer an attractive and appropriate location for future planned neighborhood residential development. The site is surrounded to the south and west by the Village, allowing for the efficient provision of services to this area. The site is located in close proximity to the Kishwaukee Nature Conservancy, and previous environmental assessments of this site revealed that historically it was at least partially comprised of a large fen wetland complex, small fragments of which still remain in degraded condition. Wetland fragments, as well as former wetland areas could be restored, providing the ideal environment for a unique conservation neighborhood that integrates residential development with the natural environment, demonstrates restoration techniques, integrates progressive strategies for mitigating the negative impacts of development and site operations, and emphasizes the value the Village places on its natural assets.

The following ideas will also be considered:

- Interconnecting the neighborhood with a new road, trail, and sidewalk network, provide ample access to any permanently preserved passive open spaces integrated within the development, and establish a direct connection to the Kishwaukee Nature Conservancy.
- Providing vegetative buffers between restored wetland areas, drainage swales, and building sites.
- Integrating progressive approaches to erosion control and storm water runoff that address the quantity, quality, and rate of runoff and ensure that runoff quantity and rate do not exceed those of pre-development conditions.
- Utilizing specific techniques for the conservation and reuse of water, such as watering plants, with water pumped from retention ponds.
- Use of solar energy, and exploration of wind energy options.
- Installation of significant new landscaping using native vegetation.



- Attention to energy efficient building and site design.
- Attention to preserving scenic views by requiring development to be kept below the tree line.

To implement this concept, the Village will consider the following approach:

- Exercise extraterritorial land division authority over this area (see the Intergovernmental Cooperation chapter) to ensure this site is reserved for long-term Village growth.
- Upon Village approval of an annexation request, the site would either be zoned in the A-1 Agricultural District until such time as an appropriate and detailed development proposal is brought forward and a request is made to rezone the land to an appropriate designation (most likely Planned Unit Development). Or, the land would be zoned immediately into the Planned Unit Development district in association with an approved General Development Plan. The Planned Unit Development approach would allow the Village to codify specific standards for the development of this area, such as those listed above, and will also allow for modifications in, building setbacks, or other standards necessary to implement this type of development. The Village also intends to require the developer to prepare and submit a restoration plan as part of their development proposal and before the land is rezoned. In any case, residential lots sizes shall be consistent with the lot sizes specified for the future land use category that applies to these properties (see Map 5) and no lots shall be located on areas of the site characterized by primary or secondary environmental corridors, isolated natural resources features, wetlands, drainageways, or slopes greater than 12 percent.

Figure 5.3: Planned Neighborhoods Design



## Foster New Housing in the Village

Many communities have experienced an overall lack of new residential development and the majority of what has been built is higher-end single-family homes. In an attempt to counter those trends and restart diverse new residential development, nonprofits and public organizations have started acquiring developable residential land to help foster new housing development. Usually, the land is an unfinished subdivision or platted area where some infrastructure may already be in place. The idea is for the organization to own the land and allow individuals or developers to build homes on it. In turn, the community receives new taxes on the land and homes, the houses are much less expensive because land is not being purchased, and residential development is kick started again. This is an idea for the Village, local organizations, or large employers to consider and would be an effective way to reduce the existing barriers to home ownership in Williams Bay.

Additionally, Williams Bay intends to continue to support policies and programs that provide high-quality, affordable housing options in the community. The following strategies will be explored:

- Promote the maintenance of older neighborhoods: Williams Bay's existing housing stock is one of the Village's most important assets. Over the planning period, it will be important to continue to maintain the quality of existing homes in order to sustain home ownership rates, increase property values, and maintain the community's safe and friendly neighborhoods. The Village will continue to enforce its property maintenance codes to uphold the quality of the Village's housing stock and encourage rehabilitation where necessary. In addition to this approach, the Village should work to increase the community's knowledge and awareness of the various regional, state, and federal programs and grants available. Many of these are aimed at housing rehabilitation, improving workforce housing options, and first-time home buyer assistance.
- Support upper story housing downtown and in mixed-use areas: As part of ongoing downtown revitalization efforts, the Village should emphasize the retention and conversion of upper story spaces into housing. This may require financial incentives for necessary building upgrades.
- Encourage single-family clustering: The Zoning Ordinance can be amended to allow single-family residential development to be clustered in order to increase densities, allow for smaller lot sizes, and promote more affordable new single-family housing. Smaller lot sizes result in lower "per unit" development costs, (usually) lower lot prices, and a more compact and efficiently served land use pattern. The Village can encourage clustered residential development that allow lots smaller than 8,000 square feet, provided that house plans or design standards are suited for those sized lots and promote high-quality design. Lots as small as 5,000 square feet and as narrow as 50 feet are becoming increasingly common in southern Wisconsin.
- Support high-quality multiple family housing: Higher density housing that complements the character of surrounding neighborhoods can be an important component of an affordable and diverse housing stock. Some households with no, few, or grown children find higher density housing appealing regardless of income and households in this category are projected to increase compared to traditional households. An adequate supply and range of multi-family housing types is essential in keeping housing affordable. Multi-family housing includes both renter-occupied and owner-occupied (e.g., condos, townhouses) housing options. Too often, resistance to higher density housing is a result of people's experience with poorly designed multi-family developments that do not reflect the character of the community or are generally unattractive. The design standards discussed and illustrated in this chapter are intended to address these issues. Ideal locations for this type of development in the future are within Planned Neighborhoods and in conjunction with Planned Unit Developments as part of a mixed-use development.
- Support programs to provide new affordable housing: Several state and federal programs exist to help provide affordable housing. Programs such as the federal tax credit program, administered through the WHEDA, can help provide high-quality housing for lower income residents. Additionally, the state TID law now allows for an extension of a TID for one year to allocate money directly to affordable housing. This is another key opportunity provided by the state. The Village should support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market.
- Leverage available platted lots: As of the writing of this plan, the Village had 177 single-family platted lots ready to be built on. This is an opportunity for the Village to leverage the building-ready availability of new residential comparatively to other neighboring communities in the area.
- Actively recruit developers: The Village has the opportunity to grow in several different directions beyond its existing municipal boundary on land suited for new residential development. While it is the priority of the community to fill existing platted and developed subdivisions prior to the creation of new subdivisions, there are opportunities to foster new housing opportunities through developer recruitment. This can be done by working with existing landowners to see where opportunities may exist and connecting them with local or regional housing developers. This strategy significantly expedites the process instead of waiting for the market or the private sector to generate new housing in the community.

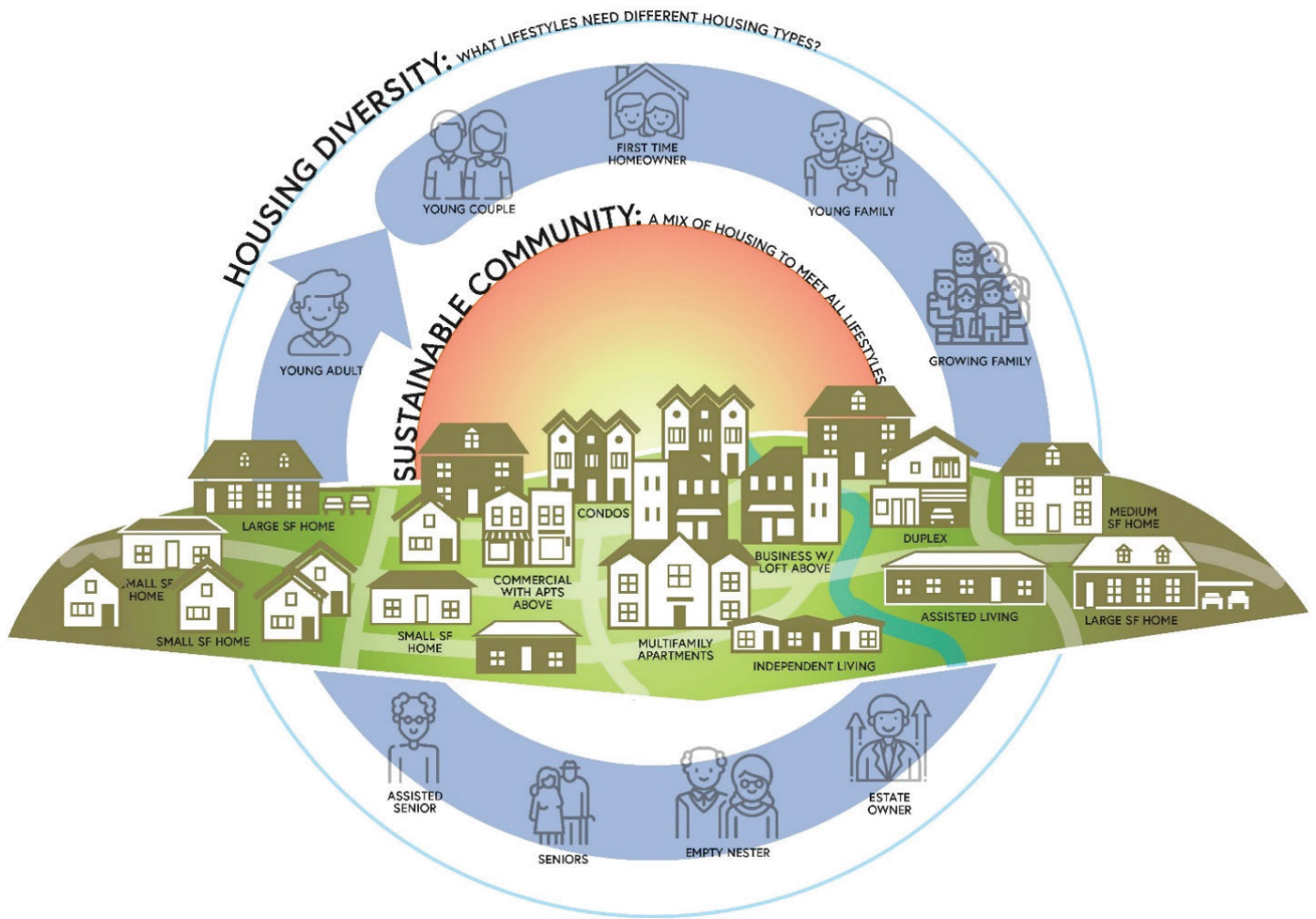


Figure 5.4: Housing Lifecycle



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# 6

## LAND USE



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## CHAPTER SIX: LAND USE

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This chapter is intended to guide land use decision making in and around the Village of Williams Bay. Implementing land use planning policies allows the Village to guide development and redevelopment in a manner that promotes economic health, maintains community character, and protects sensitive natural features. This chapter contains the goals, objectives, policies, and recommended programs to guide the future preservation and development of public and private lands in and around the Village. All data analysis, local context, and existing plans related to land use can be found in Appendix A.

### LAND USE RECOMMENDATIONS SUMMARY

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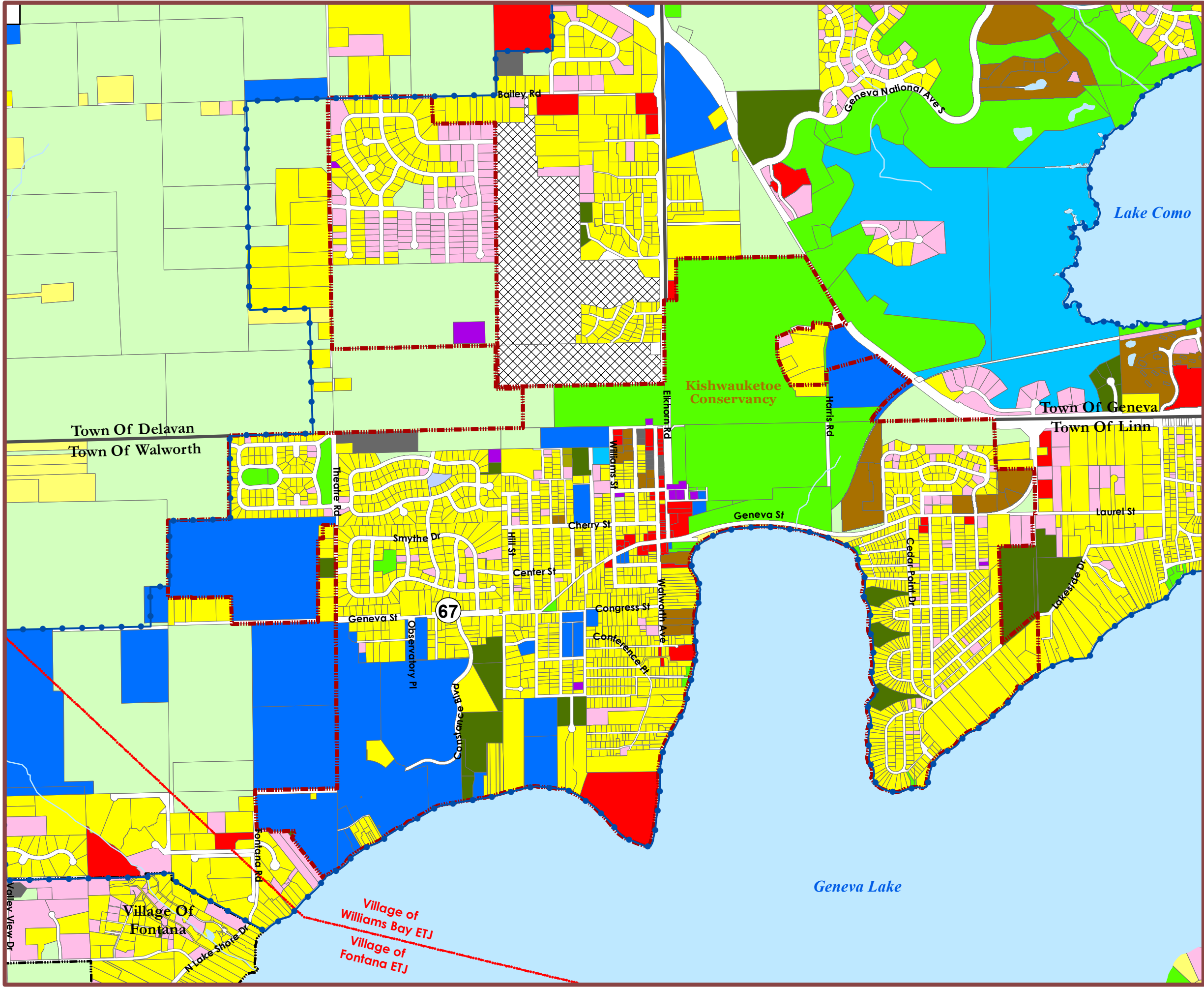
- Diversify the Village's housing options while maintaining the small-town, family-friendly feel of the community for both permanent and seasonal residents.
- Enforce high-quality building and site design and performance standards for all new development.
- Promote infill and redevelopment of key sites, particularly in the downtown.

### Existing Land Use Map Categories

The following land use categories are depicted on the Existing Land Use Map (Map 4). These categories indicate how land was being used at the time this Plan was written.

- **Agriculture and Other Open Lands:** Agricultural land uses, farmsteads, vacant parcels, other open lands, and single-family residential homes at or below one dwelling unit per 35 acres. .
- **Rural Residential:** Non-farm residential development, usually single-family homes, not served by public sewer or water, and typically located outside of the Village limits.
- **Single-Family Residential—Sewered:** Single-family, detached residential development served by public sanitary sewer and water systems.
- **Two-Family/Townhouse Residential:** Single-family and two-family residential development.
- **Multi-Family Residential:** Multi-family residential housing (three or more units per building), sometimes with a mixture of attached single-family (e.g. townhomes), condominiums, and duplex units, and small, neighborhood-scale institutional uses (e.g. church, school).
- **Business:** Indoor and outdoor commercial, office, retail, and service use.
- **Governmental and Institutional:** Large and small-scale public buildings such as schools, churches, public safety facility, library, power substations, utilities, etc.
- **Industrial:** Indoor industrial and controlled outdoor storage facilities.
- **Extractive:** Quarries, gravel pits, clay extraction, peat extraction, and related land uses.
- **Recreational:** Publicly owned parks and recreational facilities, including playgrounds, beaches, play courts, etc., and large privately owned recreational facilities such as golf courses. This category also includes lands associated with the Kishwaukee Conservancy Natural Area.
- **Woodlands:** Public and privately owned forested areas.
- **Surface Water:** Lakes, rivers, and perennial streams per Walworth County data.
- **Wetlands:** Wetlands mapped on the Wisconsin Wetland Inventory.
- **Vacant Subdivided:** Mostly open spaces that have been subdivided or platted and are ready to be developed. Some may be in agricultural or stormwater management use.
- **Road Right-of-Way:** Areas reserved for transportation-oriented uses such as roads and railroads.





Existing Land Use

Village of Williams Bay  
Comprehensive Plan

- Village Of Williams Bay
- Other City/Village Boundaries
- Town Boundaries
- Parcels
- Extraterritorial Jurisdiction Boundaries
- Urban Service Area Boundary


Land Use Categories

- Agricultural and Other Open Lands
- Rural Residential
- Single-Family Residential - Sewered
- Two-Family/Townhouse Residential
- Multi - Family Residential
- Business
- Governmental and Institutional
- Industrial
- Extractive
- Communication and Utilities
- Recreational
- Woodlands
- Surface Water
- Wetlands
- Vacant Subdivided
- Road Right-of-Way




DRAFT

0.5



Shaping places, shaping change

Miles



Date: March 3, 2022

Source: Walworth Co. LIO;  
US DOT; V&A; SEWRPC;  
USDA-NRCS, WI DNR,  
WI State Historical Society

## Land Use Goals, Objectives, and Policies

### Goal:

1. Promote a future land use pattern that is economically and environmentally sustainable, with a mix of high quality, harmonious, and complementary land uses.

### Objectives:

1. Ensure a desirable balance and distribution of land uses.
2. Promote efficient land use patterns that utilize existing utilities and infrastructure to serve new development whenever possible.
3. Coordinate land development with transportation and system improvements.
4. Promote the revitalization of the central business district and other underused properties of the Village.
5. Maintain high quality design standards for building materials, landscaping, signage, and parking areas.

### Policies:

1. Follow the land use recommendations that are mapped and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.
2. Pursue mixed-use infill opportunities where feasible and direct new development first to locations adjacent to existing development with convenient access to commercial and recreational facilities, transportation systems, schools, and other necessary facilities and services.
3. Use extraterritorial land division review and other techniques to direct new development, such as subdivisions and commercial development to the Village so as to preserve remaining agricultural areas and the Village's future growth options.
4. Require all new development within the sewer service area to be served with the full array of municipal services (e.g. sanitary sewer, storm sewer, municipal water, police, fire, etc.).
5. Coordinate Village planning with the school district to ensure that schools have sufficient capacity to accommodate new students and to ensure a sufficient student population and maintain high-quality district services.
6. Strengthen existing areas of the Village through maintenance of the existing housing stock, creative reuse of vacant or under-utilized buildings, and infill on vacant parcels.
7. Strive for compatibility of adjacent land uses by requiring site plan review for all mixed and multi-family residential, commercial, and institutional land uses.
8. Require new development and redevelopment projects to include high quality building design, landscaping, and signage. Consider amendments to the Village's zoning ordinance to address design standards in greater detail.
9. Require detailed development plans for all new residential neighborhoods that include: the proposed land use pattern, proposed zoning, proposed lot pattern, location of necessary municipal utilities, location of parks and public amenities, proposed transportation network (included sidewalks and trails), a demonstration of how the neighborhood would be interconnected with existing or future neighborhoods, and a development phasing timetable so the Village can coordinate capital improvements with the development of the area.
10. For all future development and redevelopment, development is generally not favored on areas of the site not characterized by primary or secondary environmental corridor, isolated natural resources features, wetlands, drainageways, or slopes greater than 12 percent.
11. Require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.
12. Develop the Village's Downtown Master Plan aimed at revitalizing the central business district and other underused properties in the area.
13. Update the Zoning Ordinance, Sign Ordinance, and Subdivision Ordinance to become compliant with all state statutory changes.
14. Require stormwater and water quality regulations in the Subdivision Ordinance.
15. Seek appropriate expansion of the current urban service area boundary to accommodate long-term Village growth needs through SEWRPC.
16. Encourage collaboration between the Village, Walworth County, and neighboring jurisdictions with regard to planning initiatives and development policies, including within the Village's extraterritorial jurisdiction.

## Existing and Potential Land Use Conflicts

As of 2022, there are very few existing land use conflicts in Williams Bay. This is due to the Village's predominantly residential development patterns overtime, ample open space, and well-established downtown core.

Existing land use conflicts include a few areas where older commercial development directly abuts neighborhood-scale residential development surrounding the central business district and beyond the existing Village boundaries where an existing quarry is located adjacent to both Village and Town residential development. An overarching goal of this Plan is to minimize these existing conflicts and prevent future conflicts from occurring through thoughtful placement of new development, high-quality design, and buffering technics.

### 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." These areas are required to be described in comprehensive plans. In Williams Bay, smart growth areas include sites and areas that present unique opportunities for new development and redevelopment. These include the following:

- Central Business District Properties: A number of properties along Elkhorn Road and Walworth Avenue in the central business district are appropriate targets for redevelopment and reinvestment. Over the planning period, the Village will work with local community and business organizations to market the downtown for targeted revitalization and redevelopment including the siting of mixed-use development, restaurants, specialty and daily shopping, personal services and offices, community resources, destination activities, and lodging options. The Economic Development chapter contains additional recommendations for the future of the downtown.
- The Former Elementary School Property (Congress Street): The Village's elementary school has been relocated to the High School property, leaving the existing site available for reuse or redevelopment. The site is currently surrounded by existing residential neighborhoods, with no direct access or frontage along any major thoroughfare. This infill or reuse site presents an opportunity for new mixed residential development that could accommodate a variety of lifestyles and price points. This could include well-designed and integrated owner or renter-occupied single-family detached, single-family attached, two-family, or small-scale multi-family land uses, with integrated recreational open space amenities. It is recommended that a detailed area plan be completed for this property given its surrounding land uses and potential as one of the Village's few infill development opportunities.
- The Fire Station Property: At some point in the future, the Williams Bay fire station, located at 5 E Geneva Street in the central business district, may be relocated to a more appropriate site, leaving the existing site available for reuse or redevelopment. The existing building was constructed in 1936 and is a unique relic of the Village's past. Therefore, a reuse of the existing building presents an interesting opportunity to preserve the character of this site and area.
- Corner of Geneva Street and Walworth Avenue: There are two properties on the south side of the Geneva Street at the intersection with Walworth Avenue that are situated for reuse or redevelopment. One site is vacant, at the southeast corner of the intersection, and has been sold to a developer at the time this plan was written. The second site, at the southwest corner of the intersection, is currently developed with a one story brick building. Both properties' locations are ideal for reuse or redevelopment into commercial, office, retail, restaurants, lodging, or mixed-use with residential above matching the historic character of the central business district.
- Extraction Sites: The extraction site located just west of Elkhorn Road, south of Bailey Road, is an appropriate location for a future planned neighborhood. See the Housing and Neighborhoods chapter of this Plan for additional recommendations for this site.





- **Former Golf Course:** Directly adjacent to Yerkes Observatory and George Williams College is a former golf course. A portion of the site is located within the Village and a portion is located in the Town, on both sides of Lakeshore Drive. Combined, the site makes up approximately 60 acres. Like the former Elementary School site, there is development potential for this area over the planning period in terms of a well-designed and integrated mixed residential neighborhood, with integrated recreational open space amenities. It is recommended that a neighborhood plan for this property be completed prior to any future development to ensure the Village can adequately serve the area with utilities and the conceptual development pattern compliments neighboring land uses.
- **Camps:** Along Geneva Lake, in the southwestern portion of Williams Bay, there are multiple youth camps that have been in operation for many decades. The Village views these camps as community amenities, providing youth recreational opportunities and preserving pristine natural resources along the banks of the lake. However, through the planning process, members of the community identified that the camps may be struggling post-pandemic, leaving their future in doubt. If these camps can no longer function as a traditional institutional land use, it is recommended that area plans be completed prior to any future non-institutional development occurring. This planning process should include public input on future land uses and the development of a complementary plan for the sites. Following adoption of these plans, a Future Land Use Map amendment would be required, and the area plan should be adopted as part of this Plan, in advance of a potential rezoning.
- **Greenfield Development:** The northwest portion of the Village's planning area provides the greatest opportunity for future development on existing agricultural lands. This area has been identified for future growth on the Future Land Use Map because it can be served by Village utilities, is either within or directly adjacent to existing Village development, and serves as an opportunity to help address the Village's housing challenges. Any future development in these areas should be a well-designed and integrated mix of housing options to serve existing and future residents of Williams Bay. This could include owner or renter-occupied single-family detached, single-family attached, two-family, or small-scale multi-family land uses, with integrated recreational open space amenities.



## Land Use Recommendations

**Each of the future land use categories shown on the Future Land Use Map are described below. Each description summarizes where that type of land use should be promoted, the appropriate zoning districts to implement that category, and policies related to future development in areas designated under that category.**

The feature component of the Land Use Chapter is the Future Land Use Map, which shows recommended future land uses within the Village boundaries and planning area, and specific policies guiding development decisions within each of these land use categories.

The Village's Future Land Use Map is intended to guide development within the Village's municipal boundary and in the planning area. The Future Land Use Map is intended to graphically depict locations and specific types of development that may occur over the course of the 20-year planning period. The recommended future land use pattern depicted on the map is based on the Village's own desires for future growth over the 20-year planning horizon, while respecting and reflecting the plans of neighboring communities to the extent they are consistent with Village policies.

This Plan has been designed to accommodate a future population; however, it does not assume that all areas depicted on the Future Land Use Map will develop during the 20-year planning period. Instead, the Future Land Use Map shows those areas in and around the Village that are the most logical for development to occur, regardless of the absolute timing of development. This Plan does not specifically state or recommend when these areas will develop, although development should first be guided to areas that can be most efficiently served with urban services and that do not encroach upon sensitive natural areas.

The Future Land Use Map and related policies will be used as a basis for all public and private sector development decisions including annexations, rezonings, conditional use permits, subdivision approvals, extension of municipal utilities, and other public or private investments. Changes in land use to implement the recommendations of this Plan will generally be initiated by property owners and private developers. In other words, the Plan does not automatically compel property owners to change the use of their land.

Wisconsin Statutes allow municipalities to plan for lands up to the edges of their extraterritorial jurisdictions (ETJ). To effectively manage growth, this Plan identifies desirable land use patterns within the existing Village limits and in unincorporated areas within the Village's ETJ. This approach recognizes that Village (and regional) growth and economic health can be either facilitated or impeded by the patterns of growth and preservation in the adjacent unincorporated area. As a result, implementing many of the land use recommendations of this Plan will benefit from intergovernmental cooperation, a concept more fully described in the Intergovernmental Cooperation Chapter.

### **Urban Service Area**

The Village advocates for a development pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities—specifically the areas within the Village's urban service area that are designated for redevelopment or new development on the Future Land Use Map.

Lands within the urban service area are the most logical for future development based on the locations of environmentally sensitive areas and the Village's ability to provide municipal services. Rural development on septic systems should be limited in the urban service area. Instead, future development in the urban service area should be provided with a range of urban services, which generally include public water supply and distribution; public sanitary sewer; urban storm drainage; urban levels of police and fire protection; garbage and recyclables collection; streets with curbs and gutters, street lights, and sidewalks; and public facilities like parks and schools. The urban service area boundary on Map 5, represents the existing SEWRPC/WisDNR approved Urban Service Area for Williams Bay. The Village will seek future approval to expand its current Urban Service Area, when needed.

When reviewing rural development proposals within the urban service area, the policies associated with the Agricultural future land use category (described below) should be applied.

## **Residential Future Land Use Categories**

### **Single-Family Residential Unsewered**

**Description:** This future land use category is intended to accommodate existing single-family detached residential development served by on-site wastewater treatment (septic) systems and with lot sizes between 1 acre and 35 acres. This type of development is shown on Map 5 in areas outside the Village limits that have already been developed with unsewered subdivisions.

**Recommended Zoning:** Regulated by county or town zoning.

**Policies:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Except for the areas indicated for this use on Map 5, the Village should exercise its extraterritorial land division review authority to ensure that additional Single-Family Residential Unsewered development is not permitted within the Village's extraterritorial jurisdiction (1.5 miles), except at densities that do not exceed 1 lot per 35 acres (see Agriculture/Rural future land use category), or in areas mutually agreed upon by the Village and affected town.
2. Require sensitivity toward natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that storm water will be properly managed according to best practices.
3. Ensure that new development in areas outside the Village does not impede the logical future extension of municipal utilities or Village growth.

### **Single-Family Residential Estate**

**Description:** This future land use category is intended for single-family detached residential development at less than one dwelling unit per acre, served by public sanitary sewer and water and full urban services. Small community facility uses—such as parks, schools, and churches—may also be built on lands within this category. As shown on Map 5, Single-Family Residential Estate areas are shown mainly in areas in which this land use existed at the time this Plan was written, particularly along the shores of Geneva Lake.

**Recommended Zoning:** The existing Village zoning districts most appropriate to implement this future land use category is the ER Estate Residential District.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Prohibit higher density residential (e.g. two flats, duplexes, apartments) or intensive non-residential land uses (e.g. commercial and industrial uses).
2. To encourage efficient development patterns, generally limit Single-Family Residential Estate development to areas of the Village where this type of development existed at the time this Plan was written. If the Village determines it is desirable to accommodate Single-Family Residential Estate development in new areas in the future, require annexation and connection to public sanitary sewer and water as a condition of development approval.
3. If new areas are planned for Single-Family Residential Estate development in the future, ensure that roadways and open space areas are interconnected with other existing and future neighborhoods.
4. To preserve the Village's valuable waterfront, generally prohibit the further subdivision of lots designated on Map 5 as Single-Family Residential Estate.
5. Continue to enforce the Village's property maintenance requirements to uphold the quality and character of the Village's existing residential neighborhoods.

### **Single Family Residential Sewered**

**Description:** This future land use category is intended for single-family detached residential development up to 6 dwelling units per acre, served by public sanitary sewer and water and full urban services. Small community facility uses – such as parks, schools, and churches – may also be built on lands within this category. As shown on Map 5, future Single-Family Residential Sewered development areas are shown mainly in and around areas in which this land use existed at the time this Plan was written.

**Recommended Zoning:** The existing Village zoning districts most appropriate to implement this future land use category includes the SF-1 Low-Density Residential, SF-2 Large Lot Residential, SF-3 Suburban Residential, SF-6 Village Residential and SF-CPP Cedar Point Park districts.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Plan for interconnected road and open space networks in residential areas and between individual subdivisions.
2. Prohibit higher density residential (e.g. two flats, duplexes, apartments) or intensive non-residential land uses (commercial and industrial uses).
3. Minimize the potential for incompatible land uses (e.g., high traffic generators, noisy users, etc.) within or next to single-family neighborhoods. Where such uses do occur in close proximity, the Village should encourage the use of landscape buffers to mitigate the impacts that such land uses could have on residential neighborhoods.
4. Thoughtfully locate community facilities such as sidewalks, paths/trails, parks, schools, and churches in areas that are close to residential areas.
5. Require grading and stormwater management plans for all new development.
6. Continue to enforce the Village's property maintenance requirements to uphold the quality and character of the Village's existing residential neighborhoods.

### **Two Family Residential**

**Description:** This future land use category is intended to allow for detached single-family, two-family, and attached single-family residential uses (with individual exterior entrances) such as duplexes, townhomes/row-homes, and two-flats at 10 dwelling units per acre, all served by public sanitary sewer and water and full urban services. Small community facility uses—such as parks, schools, and churches—may also be built on lands within this category. Two Family Residential land uses are shown on Map 5 in the area west of the central business district, north of Geneva Street, and generally east of Valley Street.

**Recommended Zoning:** The existing Village zoning district most appropriate to implement this future land use category is the TF Two-Family Residential district.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Prohibit higher density residential (e.g. 5+ residential units) or intensive non-residential land uses (e.g., commercial and industrial uses).
2. For townhome/row-home developments, require a detailed site plan, building elevations, landscape plan, lighting plan, grading/storm water management plan, and signage plan for all residential buildings containing three or more dwelling units prior to development approval.



3. Promote architectural design of development that is compatible with the surrounding neighborhood including building and facade materials, building height, building bulk, setbacks, window and door styles and placements, roof designs, and colors. Discourage the use of garage-dominated front facades.
4. Continue to enforce the Village's property maintenance requirements to uphold the quality and character of the Village's existing residential neighborhoods.
5. Thoughtfully locate community facilities such as sidewalks, paths/trails, parks, schools, and churches in areas that are close to residential areas.

### **Multi-Family Residential**

**Description:** This future land use category is intended to accommodate multi-family residential development in a variety of forms up to 12-18 dwelling units per acre, all served by public sanitary sewer and water and full urban services. Small community facility uses—such as parks, schools, and churches—may also be built on lands within this category. Multi-Family Residential land use is shown on Map 5 in various locations scattered throughout the Village's central neighborhoods.

**Recommended Zoning:** The existing Village zoning district most appropriate to implement this future land use category includes the MR-12 Small Multi-Family Residential and MF-18 Multi-Family Residential districts.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Disperse Multi-Family Residential development in appropriate locations throughout the Village, rather than creating large concentrations of this type of development in just a few areas.
2. Require a detailed site plan, building elevations, landscape plan, lighting plan, grading/storm water management plan, and signage plan for all residential buildings prior to development approval.
3. Require Multi-Family Residential housing developments to provide on-site open space areas that serve the needs of the project's residents, in addition to public park land requirements applicable to all residential development.
4. Include facilities for bicyclists (e.g., bike storage racks) as part of all Multi-Family Residential development designs.
5. Link parking lots to building entrances by pedestrian walkways that are physically separated from vehicular movement areas.
6. Encourage the use of balconies, porches, stoops, garden walls, varied building and facade setbacks, varied roof designs, bay windows, and similar design features in new mixed residential project designs. In general, multi-family dwelling units in Williams Bay should be designed so they appear to be a grouping of smaller residential units.
7. Promote architectural design of new mixed residential development that is compatible with the surrounding neighborhood including building and facade materials, building height, building bulk, setbacks, window and door styles and placements, roof designs, and colors. Discourage the use of garage-dominated front facades.

### **Planned Neighborhood**

**Description:** Planned Neighborhoods are indicated by yellow with brown polka dot pattern on Map 5. Within each Planned Neighborhood, the Village encourages a carefully planned mix of development comprised of the following future land use categories described elsewhere in this chapter:

- Single-Family Residential (Low, Medium, Small Lot) (at least 65% of residential units)
- Two-Family and Multi-Family Residential (maximum of 35% of residential units)
- Neighborhood Mixed-Use
- Community Facility
- Parks and Open Space

Planned Neighborhoods are intended to provide diverse housing options within the same neighborhood. Planned Neighborhoods also locate essential community amenities and services within walking distance of neighborhood residents.

**Recommended Zoning:** The existing Village zoning district most appropriate to implement this future land use category includes a combination of SF-2, SF-3, SF-6, TF, MF-12, MF-18, SB, P&I, and P&R districts.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Encourage compact growth, provide efficient services, and minimize farmland conversion by preventing Planned Neighborhoods outside the Village limits and establishing a minimum residential density of 5 dwelling units per acre for Planned Neighborhood areas following annexation.
2. Encourage traditional neighborhood design principles for new neighborhood development. See detailed descriptions of this concept in the Housing Chapter.

3. Follow the policies listed above for Single-Family Residential (Low, Medium, and Small Lot), Two-Family Residential, and Multi-Family Residential land use categories for single family, duplex, townhouse, and multi-family residential development within Planned Neighborhoods.
4. For commercial and office development in Planned Neighborhoods, follow the policies for the Neighborhood Mixed-Use land use category below.
5. Support the construction of narrow streets in new neighborhoods and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children, reduces impervious surfaces, and reduces the need for grading and vegetation removal.
6. Plan for interconnected road and open space networks in new residential areas and between individual subdivisions.

## Non-Residential Future Land Use Categories

### **Downtown Mixed Use**

Description: This future land use category is intended for a mix of pedestrian-oriented commercial, office, institutional, and upper story residential uses in a “downtown” setting. This category is shown on Map 5 in the Village’s central business district.

Recommended Zoning: The existing Village zoning district most appropriate to implement this future land use category is the VC Village Center district.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Promote the central business district as Williams Bay’s commercial, cultural, and social center and gathering place.
2. Require that all projects submit and have approved detailed building elevations and site plans showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
3. Orient development towards the street with reduced front yard setbacks and parking in the rear of structures away from the street.
4. Support and promote opportunities to enhance functional, safe, and attractive connections between the central business district, Kishwauketoe Nature Conservancy, and Lakefront Park (also see the Economic Development chapter).
5. Encourage infill development and redevelopment in the central business district to encourage a mixture of commercial, institutional, and appropriate residential development.
6. Encourage continued revitalization of the central business district through streetscape enhancements and the redevelopment of key properties (also see the Economic Development chapter).
7. Use marketing, investment, and incentive strategies to promote and retain specialty businesses and services in the central business district (also see the Economic Development chapter).
8. Consider installation of bike racks and pedestrian amenities (e.g. benches, covered entryways) for new development in the central business district to further emphasize the Village as an ideal place for outdoor recreation.
9. The market for Electric Vehicles (EV) has been growing quickly, with major vehicle manufacturers announcing goals for EVs to comprise 40-50% of their sales within the U.S. by 2030. The Village should review the zoning ordinance to remove barriers and consider adopting new regulations that clearly allow the installation of Electric Vehicle (EV) Charging stations as an accessory use by-right.

### **Neighborhood Mixed Use**

Description: This future land use category is intended for small-scale neighborhood supporting retail, office, service, lodging and institutional uses, in addition to residential stand-alone and upper story residential uses, which preserves and blends with surrounding neighborhood character through appropriate buildings size, appearance, landscaping, and signage.

Recommended Zoning: The existing Village zoning districts most appropriate to implement this future land use category are the SB Small Business District and LSB Lake Shore Business District.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Encourage pedestrian-oriented retail, office, and service businesses in areas that will conveniently serve residential neighborhoods.
2. Design street and driveway access to minimize traffic congestion and improve safety by limiting the number of and ensuring adequate spacing between access points.
3. Require high quality development that is compatible with the character, scale, site arrangement, and architectural style of the adjacent structures and neighborhood.
4. Require that all projects submit and have approved detailed building elevations and site plans showing parking, signage, landscaping, and lighting prior to development approval.

### **Planned Mixed Use**

Description: This future land use category includes indoor commercial, office, institutional, multi-family residential, and mixed use commercial and residential land uses intended to serve the entire community. This category is also intended to accommodate and promote the continuation of existing businesses in the Village that function as community gathering spots. They are similar to Planned Neighborhoods in terms of a mix of uses allowed, but typically are located in prominent locations along major thoroughfares. Planned Mixed Use areas are depicted on Map 5 mostly in areas where these uses existed at the time this Plan was written and at the intersections of Highway 50 and Highway 67.

Recommended Zoning: The existing Village zoning districts most appropriate to implement this future land use category include the CB Community Business, P&I Public and Institutional, MF-12 Small Multi-Family Residential, and MF-18 Multi-Family Residential districts.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Control access off of collector streets by limiting the number of and ensuring adequate spacing between access points. Promote cross-access between individual developments, as this will help avoid future congestion and traffic safety problems.
2. Avoid extensive, uninterrupted areas of strip commercial development in future commercial areas by interspersing institutional and residential land uses within these areas.
3. Continue to require that all proposed projects submit a detailed site plan, building elevations, lighting plan, grading/storm water management plan, landscaping plan, and signage plan prior to development approval.
4. Ensure that future development is adequately buffered from residential development areas.
5. Keep unattractive commercial uses out of high-visibility areas, such as major intersections and community entryways.
6. Promote high-quality development north of the Village around the Highway 50/Highway 67 intersection, as this will be an important long-term gateway into the community.
7. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the Village. Recommended design standards for commercial development projects are included in the Economic Development chapter.
8. Promote mixed use buildings, with more active uses on first floor and multi-family residential uses above the ground floor.



## **Private Recreation**

Description: This future land use category includes the Village's unique vacation and recreational facilities including community parks, excursion boat operations, marinas, and restaurants.

Recommended Zoning: The existing Village zoning district most appropriate to implement this future land use category is the LSB Lakeshore Business district.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Encourage the continuation of lake-based recreational activities in Williams Bay.
2. Work to make connections between recreation areas and the central business district.
3. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the Village. Recommended design standards for commercial/resort development projects are included in the Economic Development chapter.

## **Industrial**

Description: This future land use category includes high-quality indoor industrial development uses that complement the Village's character and identity.

Recommended Zoning: The existing Village zoning district most appropriate to implement this future land use category are the LI Light Industrial and GI General Industrial districts.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the Village.
2. In the case of limited outdoor storage areas, require screening, modest lighting, limited signage, and landscape buffers adjacent to any other commercial or residential land uses.
3. Separate pedestrian walkways from vehicular traffic and loading areas.

## Other Land Use Categories

### **Community Facility**

Description: This future land use category is intended to encompass larger-scale public buildings, hospitals, power substations, schools, churches, and special-care facilities, and similar public and quasi-public uses. Some types of smaller institutional such as churches and parks may be included under other land use categories. Community Facility uses have been shown on Map 5 in areas of the Village where these uses existed at the time this Plan was written.

Recommended Zoning: The existing Village zoning district most appropriate to implement this future land use category includes the P&I Public and Institutional district.

Policies and Programs: The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Require site plan review and high-quality site design, building design, landscaping, lighting, and signage for all community facility developments.
2. Integrate appropriate institutional uses such as school and churches into new residential areas and provide an adequate distribution of community facility uses throughout the Village.
3. Buffer nearby residential uses from community facility uses through the use of decorative fencing, vegetative screening, berms, or similar features.
4. Minimize the potential negative effect on existing traffic flows and volumes in the surrounding neighborhood by requiring all parking needs for large-scale uses to be met on site, except parking for special events, which may be specifically served by remote parking sites.
5. Design community facility uses to be easily served by bicycle routes and pedestrian paths and to connect with existing or planned future bike and pedestrian facilities.

## **Institutional Campus**

**Description:** This future land use category is intended to encompass large-scale campuses for George Williams College, Women's Leadership Center, and Yerkes Observatory. Institutional Campus uses have been shown on Map 5 in areas of the Village where these uses existed at the time this Plan was written.

**Recommended Zoning:** The existing Village zoning district most appropriate to implement this future land use category includes the P&I Public and Institutional district.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Preserve key campuses to advance the Village's image as place for education, tourism, and outdoor recreation.
2. Minimize the potential negative effect on existing traffic flows and volumes in the surrounding neighborhood by requiring all parking needs for campus uses to be met on site, except parking for special events, which may be specifically served by remote parking sites.
3. Encourage campus uses to be designed to be easily served by bicycle routes and pedestrian paths and to connect with existing or planned future bike and pedestrian facilities.
4. Leverage these uses long-term to promote tourism in Williams Bay. See the Economic Development Chapter for more information.

## **Camps**

**Description:** This future land use category is intended to encompass the existing camps and associated facilities within Williams Bay. Camp uses have been shown on Map 5 in areas of the Village where these uses existed at the time this Plan was written.

**Recommended Zoning:** The existing Village zoning district most appropriate to implement this future land use category includes the P&I Public and Institutional district.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Preserve existing camps to advance the Village's image as place for education, tourism, and outdoor recreation.
2. Encourage connections between camps, Geneva Lake, and other community destinations through bicycle routes and pedestrian paths.

## **Parks and Open Space**

**Description:** This future land use category includes both public and private parks devoted to active and passive recreational activities, as well as generally continuous open space systems comprised of sensitive natural resources and/or characterized by limitations for development such as floodplains and wetlands. This designation also includes conservancy lands that have been preserved for their environmental significance or sensitivity or for flood protection and storm water management. Such natural areas may also accommodate limited passive recreational activities. Parks and Open Space areas have been shown on Map 5 mostly in areas where such uses existed at the time this Plan was written or where expansions to or new parks and open space areas are planned for the future. This category includes the Kishwaukee Nature Conservancy lands. Some smaller parklands may also be mapped in other residential future land use categories.

**Recommended Zoning:** The existing Village zoning districts most appropriate to implement this future land use category include the P&R Parks and Recreation, SWO Shoreland-Wetland Overlay, EC Environmental Conservation Overlay, Floodplain Overlay districts.



**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Maintain an updated Comprehensive Outdoor Recreation Plan and continue implementing the plan by striving to provide neighborhood parks within safe walking distance of all residential neighborhoods, typically between ¼ mile to ½ mile.
2. Design future planned neighborhoods around and with access to natural features and parklands without negatively affecting the environmental health of these areas.
3. New development in mapped Environmental Corridor areas should be generally prohibited.
4. 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.
5. Revise the subdivision ordinance as necessary to ensure that new residential development dedicates an adequate amount of land for public parks and recreation (also see the Utilities and Community Facilities chapter).
6. Ensure that all land use decisions take into consideration the park recommendations included in the Utilities and Community Facilities chapter of this Plan, including the desired locations of future parks (see also Map 6).
7. Improve bicycle and pedestrian connections between neighborhoods, parks, schools, and the central business district.

### **Agriculture/Rural**

**Description:** This future land use category indicates areas intended for agricultural uses, farmsteads, and rural housing where the cumulative development density will not exceed one new dwelling for each 35 acres of land owned, to preserve agricultural lands and natural features. The Agriculture/Rural future land use category has been mapped in areas mostly north and west of the Village in areas where limited exurban residential development existed at the time this Plan was written.

**Recommended Zoning:** The existing Village zoning district most appropriate to implement this future land use category includes the AH Agricultural Holding district in the Village and regulated by County or Town zoning beyond the existing Village boundaries.

**Policies and Programs:** The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

1. Fully exercise the Village's authority to review proposed land divisions within the Village's extraterritorial jurisdiction to help ensure the implementation of this desired future land use designation.
2. Support land developments in areas designated as Agriculture/Rural on Map 5 only when they are clearly consistent with the description above, when proposed housing (or other non-farm use) density is not greater than one dwelling (or other non-farm use) per 35 acres, and when lot sizes are between 5 acres and 40,000 square feet.
3. Do not extend public sanitary sewer service or public water service into Agriculture/Rural areas unless and until and unless the Village changes the future land use category for such areas through a Comprehensive Plan amendment and the land is annexed into the Village.
4. Work with the surrounding towns and Walworth County to implement these policies and programs in a cooperative manner, where possible.
5. Lands located on the south side of Highway 67 (across from the school campus), west of the Village, and within the Williams Bay sewer service area have been shown on Map 5 in the Planned Neighborhood land use category. The Village anticipates this area will be ripe for sewered, Village development within the planning period (before 2040). Before any development could occur on these lands (beyond that which is allowed by County zoning based on the existing lot sizes), the Village would have to approve an annexation request, and rezone the land to the appropriate Village zoning district(s).

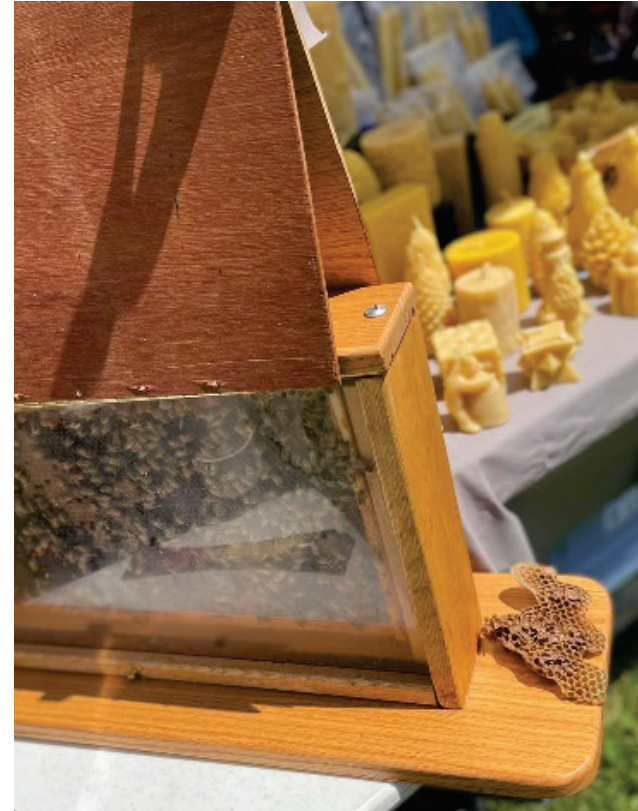




Figure 6.1 Future Land Use Categories and the Associated Village Zoning District

Future Land Use Category	Associated Zoning District
Single-Family Residential Unsewered	Walworth County or Town Zoning
Single-Family Residential Estate	ER
Single-Family Residential Sewered	SF-1, SF-2, SF-3, SF-6 and SF-CPP
Two-Family Residential*	TF
Multi-Family Residential*	MF-12 and MF-18
Planned Neighborhood*	SF-1, SF-2, SF-3, SF-6, TF, MF-12, MF-18, SB, P&I, and P&R
Downtown Mixed Use*	VC
Neighborhood Mixed Use*	SB
Planned Mixed Use*	CB, P&I, MF-12, and MF-18
Private Recreation*	LSB
Industrial	LI and GI
Community Facility	P&I
Institutional Campus	P&I
Camps	P&I
Parks and Open Space	P&R
Agriculture/Rural	AH

\*The PDO Planned Development Overlay District may be appropriate for some future development in these land use categories where there are unique circumstances present and there are associated community benefits.

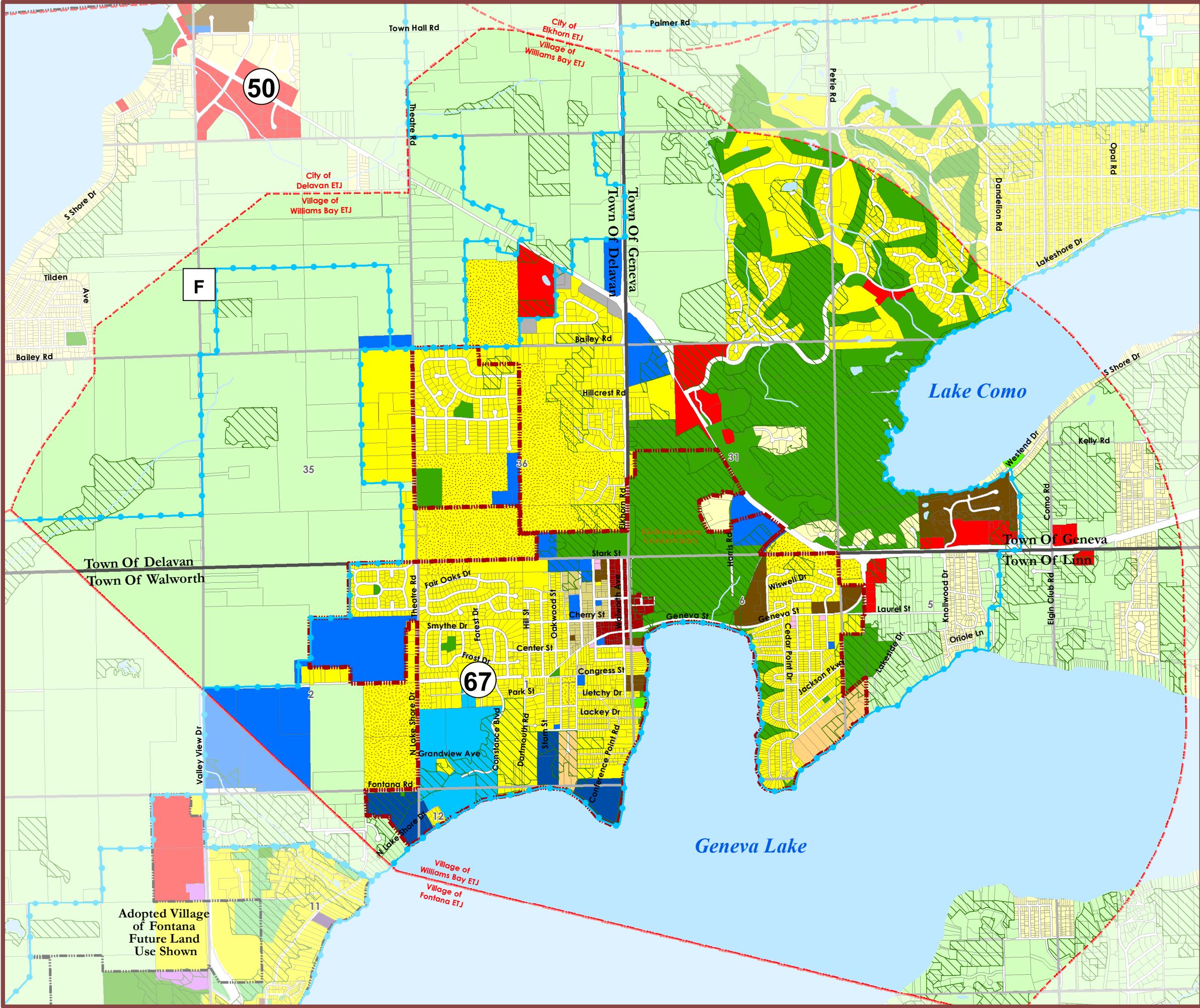
Village of Williams Bay  
Comprehensive Plan

- Village of Williams Bay
- Other City/Village Boundaries
- Town Boundaries
- Sections w/Section Numbers
- Parcels
- Extraterritorial Jurisdiction Boundaries
- Sewer Service Area Boundaries
- Right of Way

- Land Use Categories
- Agriculture/Rural
  - Single-Family Residential Unsewered
  - Single-Family Residential Estate
  - Single-Family Residential Sewered
  - Two-Family Residential
  - Multi-Family Residential
  - Planned Neighborhood
  - Private Recreation
  - Neighborhood Mixed-Use
  - Planned Mixed-Use
  - Downtown Mixed-Use
  - Industrial
  - Institutional Campus
  - Community Facility
  - Camps
  - Parks & Open Space
  - Environmental Corridor
  - Surface Water

- Village of Fontana-specific Districts:
- Planned Mixed Use
  - Special Use/Resort

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types may vary somewhat from representations on this map. Not all lands shown in a future developed land use category are immediately appropriate for development, rezoning, or subdivision.



Adopted Village of Fontana Future Land Use Shown



7

# TRANSPORTATION





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## CHAPTER SEVEN: TRANSPORTATION

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The purpose of this chapter is to identify areas of facility expansion and develop strategies that provide the safest, most efficient transportation system possible for the Village's residents. See Appendix A for an overview of the Village's transportation system and a review of local, state, and regional transportation plans and studies which inform the goals, policies, programs, and recommendations of this chapter.

### TRANSPORTATION RECOMMENDATIONS SUMMARY

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- Utilize the Village's annual financial planning process to implement road and other recommendations shown on the Transportation and Community Facilities Map.
- Leverage available funding sources to support transportation infrastructure improvements.
- Develop a Bicycle and Pedestrian Plan for the Village.
- 

### Transportation Goals, Objectives, and Policies

#### Goal:

1. Provide a safe, convenient, and efficient multi-modal transportation system.

#### Objectives:

1. Ensure that transportation system improvements are coordinated with land development.
2. Continue to improve safety and preserve and enhance the overall appearance of arterial and collector road corridors.
3. Enhance bicycle and pedestrian connectivity throughout the Village.
4. Coordinate multi-jurisdictional transportation improvements in the planning area.

#### Policies:

1. Consider preparing an Official Map to reserve lands for future transportation facilities within the Village's planning area, including rights-of-way for future arterial and collector streets and pedestrian and bicycle paths.
2. Take advantage of road improvements to establish bike paths and routes on local streets to connect neighborhoods with schools, parks, jobs, and shopping.
3. Maintain a 5-Year Capital Improvement Program to implement the recommendations of this and other facility-related plans through a dedicated funding schedule and planning process.
4. Provide a continuous interconnected network of local streets, sidewalks, bicycle routes, and paths within future neighborhoods that result in safe and convenient access between neighborhoods, schools, commercial areas, and recreational amenities.
5. Work with Walworth County and private providers to expand transportation options for older adults, individuals with disabilities, and children.
6. Treat roadway corridors not only as facilities for movement of vehicles, but in most cases as pedestrian facilities, and in all cases as safe and attractive human environments.
7. Extend existing roads to facilitate traffic flow and planned development
8. Complete a Village-wide Bicycle and Pedestrian Plan.

### Transportation Programs and Recommendations

#### Past Plan for the Establishment of a Future STH 67 Bypass

In SEWRPC's past transportation plan, Regional Transportation System Plan for Southeastern Wisconsin 2035, a potential new arterial highway route that would bypass the Village was proposed. The proposed route was planned west of the Village with a connection Hwy F. In SEWRPC's latest Regional Transportation Plan, Vision 2050, the proposed STH 67 Bypass was removed. The bypass is no longer a priority for the Wisconsin Department of Transportation as of 2022.

This Plan recommends the continued collaboration and cooperation between the Village and SEWRPC, WisDOT, Walworth County, and neighboring jurisdictions to implement all future transportation projects.

### Complete Upgrades to Existing Village Roadways

In the future, the Village will continue to make upgrades, as needed, to local roads and will continue to budget for these projects by annually updating a 5-Year Street Improvements Program. Williams Bay will also continue to work with the county and the state to make necessary repairs and upgrades to county and state highways. When possible, utility upgrades and bike and pedestrian facility upgrades should be performed in conjunction with planned roadwork.

The Village also has an opportunity to upgrade the appearance of important corridors such as Elkhorn Road by continuing to install streetscape improvements along these roadways (also see below). Streetscaping projects are likely to occur incrementally, over a period of years, usually in coordination with highway or redevelopment projects.

### Redesign Elkhorn Road as an Attractive Community Entryway Corridor

As part of an overall plan for central business district revitalization (see the Economic Development chapter), the Village will investigate opportunities to work with WisDOT to transform Elkhorn Road into a more attractive entryway corridor. Improvements may include the installation of a landscaped median, bike and pedestrian amenities, coordinated signage, substantial additional landscaping and street terrace trees, decorative street lights, and clear connections between the central business district, Kishwaukee Nature Conservancy, and the lakefront. Such enhancements would positively contribute to the community's identity, provide an important entryway into the Village, and would promote economic activity.

### Promote Biking and Walking for Recreation and Transportation

To enhance the walk-ability and bike-ability of Williams Bay, the Village will explore the following strategies. Existing and proposed bike and pedestrian facilities are shown on Map 6.

- Design new neighborhoods to be bike-able and walk-able: As new neighborhoods are developed over time, continue to extend the Village's street grid and provide interconnected roads. Incorporate street design standards that emphasize safety and enhance connectivity such as requiring sidewalks on one side of the street, and street trees on both sides of all new streets. Adjust the Village's subdivision ordinance accordingly.
- Require future development to be designed for pedestrians: As redevelopment and infill development occurs throughout Williams Bay, the Village will promote development designs and densities that facilitate and encourage walking and biking. This may include requiring buildings to be built closer to the street with parking in the rear or to the side, requiring the installation of sidewalks and well-lit sidewalk access to and between buildings, and/or the installation of ground floor windows and other pedestrian oriented architectural features, where appropriate. The Village also intends to require the integration of artful and convenient bicycle parking facilities and pedestrian furniture in the central business district and as components of community gathering places and commercial development projects throughout the Village.
- Safety Features and Enforcement: The Village will continue to plan for safety improvements for pedestrians and bicyclists along key corridors such as Geneva Street, Elkhorn Road, and Theatre Road and at major intersections. This may involve the installation of public improvements such as medians, divided bike lanes, alternative pavements types at crossings (e.g. brick), additional or modified traffic signals (e.g. pedestrian countdown signals, automated pedestrian sensors), and red light enforcement cameras. In cooperation with the Police Department, enhancing pedestrian and bicyclist safety may also involve strategies for enforcing safe driving and developing public education programs to teach bicycle safety.
- Provide Inter-Community Trail Connections: The Village intends to work with the County and surrounding towns, villages, and cities to establish inter-community trail connections. This effort may be combined with a regional effort to preserve open space (see the Intergovernmental Cooperation chapter).



- Seek Safe Routes to School Funds: The Village, in collaboration with the School District and other interested organizations, should explore the resources available at the National Center for Safe Routes to School to apply for grant monies for future projects and to generally support and sustain a Safe Routes to School Program (see call-out box), enhancing children's ability to walk and bike to school.
- Encourage businesses that promote and support outdoor recreation: As part of an overall plan for central business district revitalization (see the Economic Development chapter), the Village will consider strategies to recruit businesses that support and promote outdoor recreational activities such as biking. This may include equipment rental shops and retail shops.

## WHAT IS SAFE ROUTES TO SCHOOL?

Safe Routes to School programs are locally-based initiatives to better enable children to safely walk and bike to school. The National Center for Safe Routes to School is an organization designed to assist communities in developing their own successful Safe Routes programs and strategies. The National Center offers a centralized source of information on how to start and sustain a Safe Routes to School program, case studies of successful programs in other communities, as well as many other resources for training and technical assistance.

*Source: National Center for Safe Routes to School*



### **Support Other Transportation Options**

The Village should continue to work with the County and other transportation providers to support alternative transportation options, including para-transit for the growing populations of older adults and individuals with disabilities, transportation services for lower income workers. Some programs available at the time this Plan was written include:

- Specialized Transportation Assistance Program for Counties program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment. This program requires a 20% local match in funding.
- Elderly and Disabled Transportation Capital Assistance program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for older adults and individuals with disabilities. The program covers 80% of the cost of eligible equipment.
- Wisconsin Employment Transportation Assistance Program (WETAP). This program supports transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants must prepare a Regional Job Access Plan that identifies the needs for assistance. Eligible applicants include local governments and non-profit agencies.

# Transportation and Community Facilities

6

## Village of Williams Bay Comprehensive Plan

- Village of Williams Bay
- Other City/Village Boundaries
- Town Boundaries
- Parcels
- Surface Water
- Right of Way
- Existing Facilities**
  - Community Facilities
  - Parks & Open Space
  - Lakeshore Walking Path
  - Paved Shoulder
  - Cemetery
  - Village Hall
  - Library
  - Medical Facility
  - Police Station
  - Public Works
  - School
  - Fire Station
  - Water Plant
  - Water Tower
  - Marina
  - Religious Institution
  - Conference Center
- Planned Facilities**
  - Highway Expansion (4-Lane)
  - Entryway Corridor Improvements
  - Off-Street Multi-Use Path
  - On-Street Bike Route \*
  - Park
  - School

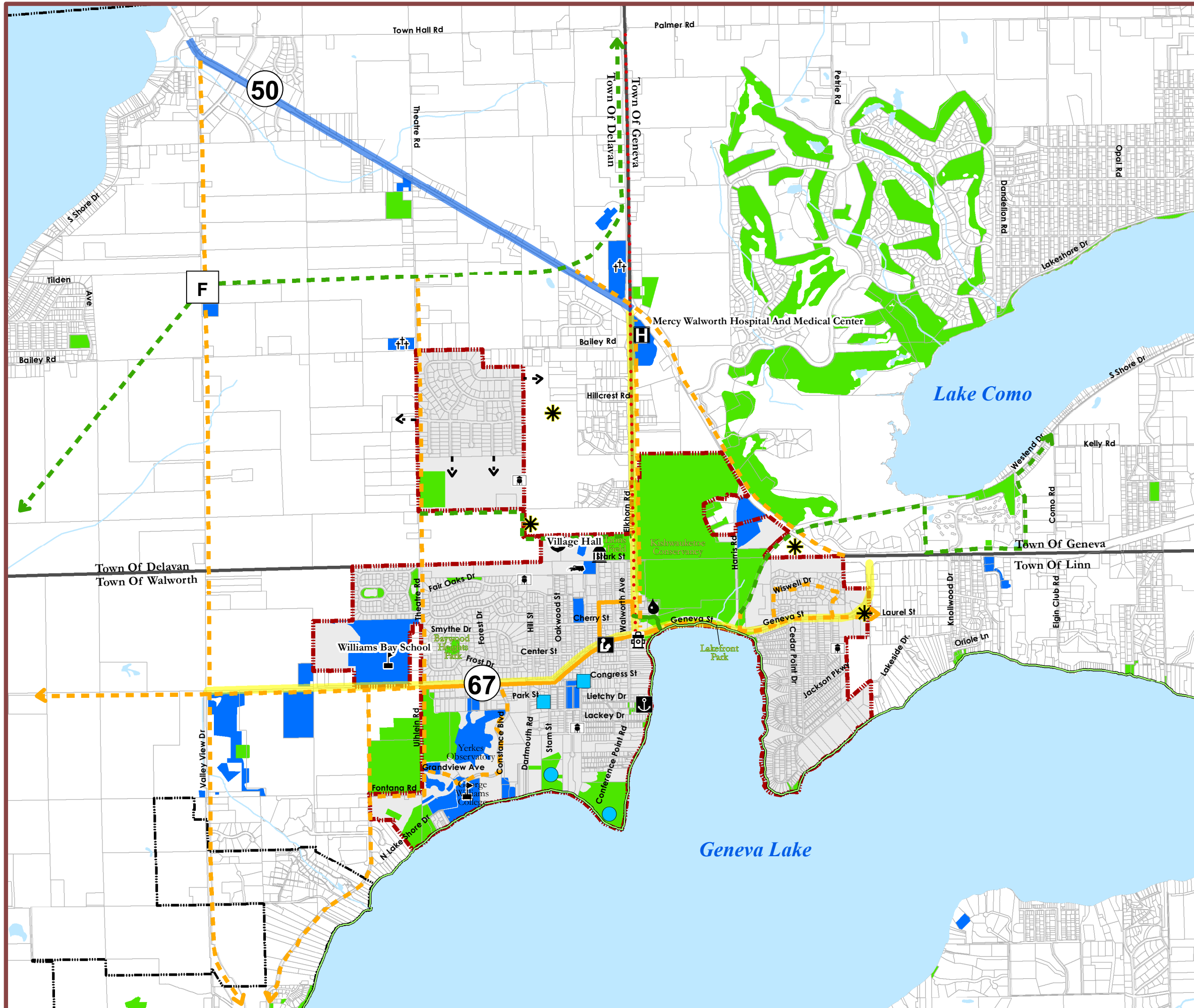
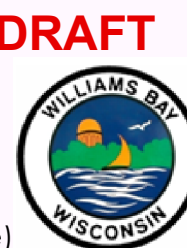
\* On-Street Bike Routes may include any of the following: paved shoulders, stripped bike lanes, bike route signage, and/or pavement markings.

0.5 Miles

VANDEWALLE & ASSOCIATES INC.  
Shaping places, shaping change



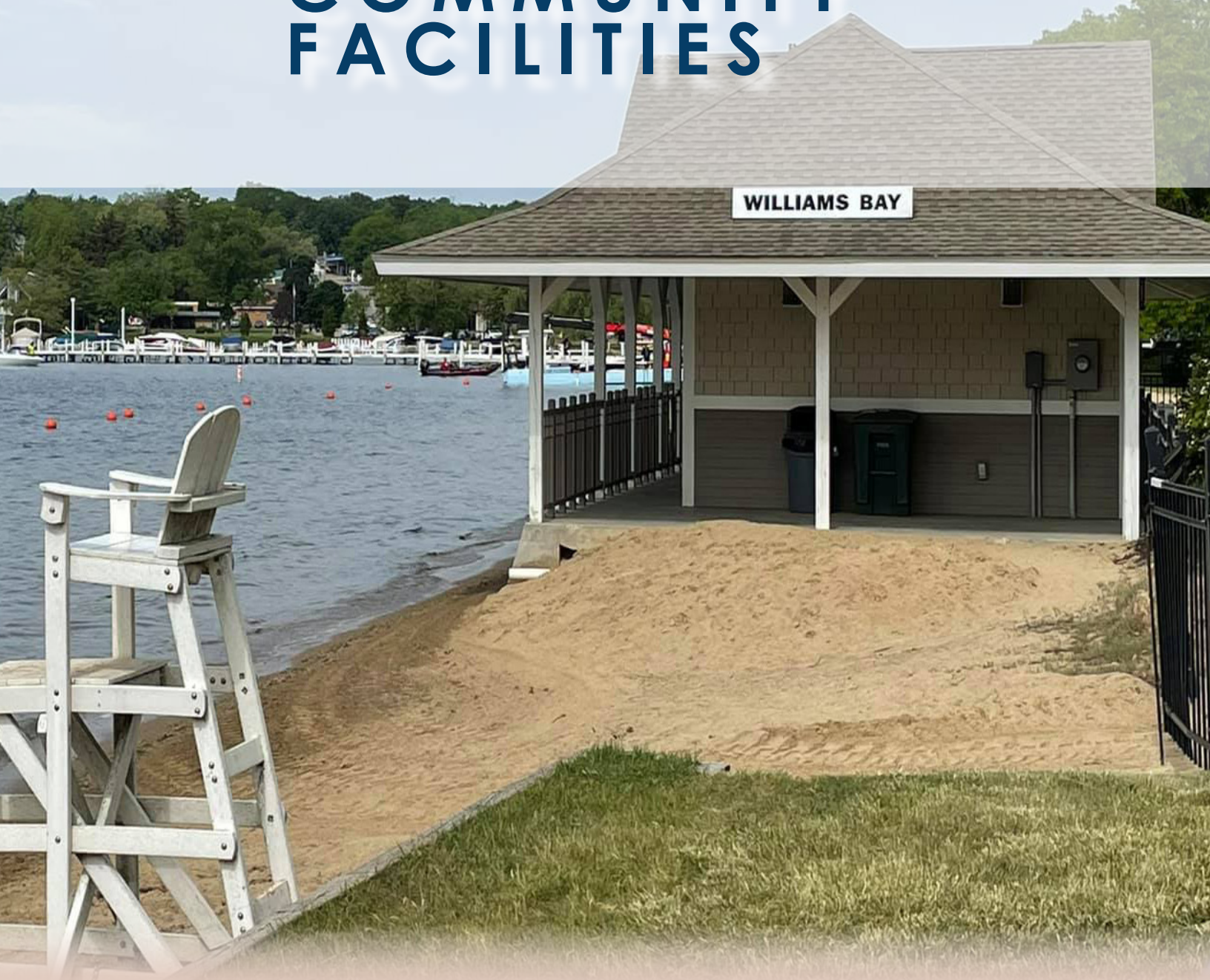
Date: August 22, 2022  
Source: Walworth Co. LIO;  
US DOT; V&A; SEWRPC;  
V&A, USDA-NRCS, WI DNR,  
WI State Historical Society





# 8

## UTILITIES AND COMMUNITY FACILITIES





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## CHAPTER EIGHT: UTILITIES & COMMUNITY FACILITIES

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This chapter provides a timetable for the expansion, rehabilitation, and construction of new facilities. This information guides the goals, policies, programs, and recommendations of this chapter. See Appendix A regarding existing utilities and community facilities including location, use, and system capacity.

### UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY

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- Implement the utility and community facility upgrades needed as identified in this Plan.
- Pursue state and federal grants as an approach to upgrade utilities and community facilities.
- Update the Village's Comprehensive Outdoor Recreation Plan and consider simultaneously conducting a Village-wide Bicycle and Pedestrian Plan to become eligible for state and federal grants.
- Explore future opportunities for shared service agreements with neighboring jurisdictions.

### Utilities and Community Facilities Goals, Objectives, and Policies

#### Goal:

1. Provide a cost-effective and efficient system of public utilities and community facilities in the Village, designed to serve the current and future land use pattern.
2. Offer park and recreation facilities that are accessible to all Village residents as well as visitors.

#### Objectives:

1. Maintain adequate and cost-effective public services and community facilities for Village residents, property owners, and visitors.
2. Plan for the orderly extension of municipal services in the Village and encourage a full utilization of the existing system capacities.
3. Provide a safe and accessible system of park and recreation facilities throughout the community.

#### Policies:

1. Work with WalCoMet, Walworth County, the School District, neighboring communities, and SEWRPC to ensure wastewater treatment facilities are adequate to meet future and projected needs.
2. Extend water and sewer services only to lands within the designated Village limits that are contiguous to existing served areas and stage utility service expansions in a manner that is consistent with the recommendations of this Plan.
3. Direct urban development in the Village to areas that can be efficiently served with sewer and water by avoiding extension of service to areas of steep slopes or high elevations.
4. Advance efforts to relocate the Village's existing fire station and plan for the thoughtful and appropriate reuse of the existing site.
5. Continue to provide quality school and library facilities and services to meet the needs of all age groups the Village.
6. Ensure that new residential development projects provide adequate land dedication or in-lieu fees for park facilities created by development, and consider updates to the land division ordinance as necessary to ensure the fee reflects the Village's current need for parkland as well as current land costs.
7. Continue to charge impact fees, as appropriate, to help cover the public facility and utility costs of new development.
8. Continue to require all new development in the Village to make provisions for handling storm water.
9. Continue to invest in Kishwaukee Nature Conservancy and explore ways to further capitalize on this significant community asset.
10. Enhance the relationship between the central business district, Kishwaukee Nature Conservancy, and the lakefront.
11. Coordinate park development, use of recreational facilities, and recreation program efforts between the Village, the School District, private institutions, and neighboring municipalities.
12. Update the Village's Park and Open Space Plan every five years to ensure the Village remains eligible to receive state and federal grant money.
13. Ensure the proper ongoing maintenance of existing on-site wastewater treatment systems in the Village, and require all future development in the Village to connect to public sanitary sewer service.
14. Continue to contract with private waste disposal companies to provide reliable solid waste disposal and recycling services.

## Utilities and Community Facilities Programs and Recommendations

The utility and community facilities recommendations are intended to serve as a guide for the location and timing of construction and expansion of municipal facilities and services. The Transportation and Community Facilities Map depicts existing and proposed utilities and community facilities.

### Continue to Provide High-Quality Park and Recreational Facilities and Programs

As the Village of Williams Bay grows and changes, it will be critical to not lose sight of the important role parks, natural areas, and recreational amenities play in sustaining the Village's character and identity. Park and recreation facilities provide residents with both passive and active recreational opportunities, provide a connection to nature, serve as community focal points, increase surrounding property values, and enhance the overall quality of life. To address this, the Village will consider the following strategies:

- Maintain and Implement a Park and Open Space Plan: The Village must continue to plan for adequate numbers, types, and location of future park and recreational facilities to meet the demands of future residents. A Park and Open Space Plan is the cornerstone for park and recreational facilities planning. This document analyzes facilities needs and service demands, proposes recommendations pertaining to upgrades and/or expansion of existing facilities, and evaluates land acquisition for new parks and recreation facilities. In addition, for a local government in Wisconsin to be eligible for Federal and State grant monies, communities are required to prepare a Park and Open Space Plan and update it every five years.
- Consider Partnerships to Expand Recreational Programming in the Village: The Village will consider opportunities to collaborate with surrounding communities and the County to provide park and recreational facilities and programs. Collaborative efforts may involve the provision of parkland, park maintenance agreements, programming, and the provision of trails.
- Remain Open to New Partnerships: The Village and the Williams Bay Recreation Department will continue to remain open to and in some cases seek out new partnerships with other agencies and organizations to help accomplish its park and recreation goals. Such partnerships can be developed with non-profit organizations, for-profit organizations, and governmental or quasi-governmental agencies, allowing the Village and its partners to pool resources, accomplish goals that might otherwise be unattainable, and achieve mutual benefit. Partnerships can also have the effect of broadening ownership of and increasing public support for park and recreation projects. Partnerships may involve cash donations, access to alternative funding sources, property investments, labor, donation of materials or equipment, sponsorships, and donations of technical and/or management skills.

Related to this, the Village, in cooperation with the School District, future neighborhood associations, and Kishwaukee Nature Conservancy, can continue to coordinate community working/volunteer days to help with park maintenance or the construction of new park amenities, where appropriate. The Village could also coordinate an initiative to get residents involved in designing, raising funds for, and building a unique Village playground, or other park space, potentially close to the central business district.

- Identify Opportunities for New Parks and Public Gathering Places: Map 6 shows areas that represent appropriate areas for future parks. These areas should be integrated into non-residential and redevelopment projects as well as new subdivisions. For example, non-residential projects can incorporate public areas that provide a space for employees or shoppers to eat lunch, read, and take a break from working or shopping. These spaces may include paved areas, but can also accommodate some green space. Trees, landscaping, and water features should be incorporated whenever possible. The central business district represents an important target area for these types of amenities. As new development occurs around the periphery of the Village, the Village will continue to ensure the logical siting and development of neighborhood parks, maximizing opportunities for developer land dedications and the strategic collection and expenditure of fees-in-lieu of land dedication, where appropriate. The Village's goal is to provide at least one park within a comfortable walking distance ( $\frac{1}{4}$  to  $\frac{1}{2}$  mile) of all homes, and to encourage pedestrian access to these parks via sidewalks, trails, or bicycle lanes.



Update Land Dedication Requirements, Park Acquisition Fees, and Park Improvement Fees: Communities around the state charge parkland acquisition and park improvement fees to help pay the capital costs associated with new residential development. At the time this Plan was written, the Village charged parkland acquisition fees, but did not charge fees for park improvements. As part of efforts to update the Village's Park and Open Space Plan, the Village will reevaluate its fee amounts, particularly in light of amendments to state law that have been adopted in recent years, and will consider instituting a park improvement fee in addition to a parkland acquisition fee. At the same time, the Village will also consider changes to its parkland dedication requirements consistent with park fee changes.

- Maintain Greenspace Continuity: The Village of Williams Bay's mature neighborhoods boast beautiful tree-lined streets, adding considerably to the character of the community. Natural vegetation in urban areas helps to provide a sense of continuity between the Village's dedicated parkways, parks, and natural areas, bolsters the community's image, preserves environmental health and wildlife habitat, and leads to energy cost savings (also see the Natural Resources chapter).

#### **Partner with the School District in Future Planning Decisions**

The Village will continue to coordinate land use and development decisions with the Williams Bay School District's long-range planning efforts and will consider adding a School District Representative to the Village Plan Commission to facilitate collaboration on planning issues.

#### **Coordinate Future Land Development with Public Utilities**

The Village will continue to ensure that all new development in the Village is served by public utilities and services. The sewer service area boundaries surrounding the Village represent those areas that can be most efficiently served with sewer and water. The Village's future growth areas (See Map 5) correspond with the sewer service area or would require sewer service area amendment in certain cases. As described elsewhere in this Plan, the Village intends to work with surrounding communities as necessary to coordinate and guide future urban development into areas adjacent to existing development in the Village. This approach will maximize investments that have already been made in public utilities and result in more compact, higher value commercial and residential uses.

State planning law requires that communities include in their comprehensive plan an approximate timetable that forecasts the need in which to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities. Figure 8.2 outlines the Village's utility and community facilities.

#### **Water and Sewer Utilities: Current System Overview and Future Replacement Plan**

##### Water Utilities System Overview

The Village of Williams Bay water system consists of 3 wells, a water treatment facility plant with dual clearwell storage tanks, 4 elevated storage tanks, and over 30 miles of water mains divided into 2 pressure zones. This system provides approximately 0.33 million of gallons per day (MGD) of water on an average day to nearly 3,000 residents: this increases to nearly 0.65 MGD during the summer. The water treatment plant is located along Elkhorn Road approximately 800 feet north of Geneva Street: the plant was originally constructed in 1930. Additions and modifications were made in the facility in 1951, 1984, and 1986. The treatment plant utilizes lime and alum for treatment of the raw water. The Village's water distribution system contains more than 30 miles of water mains. The oldest mains of 76,313 ft dates to 1920-1940, 36,937 ft to 1941-1960.

##### Water Utilities Planned Upgrades and Improvements Phase 1 and Phase 2

###### Phase 1 2023 – 2030

- Optimize Corrosion Control /Chlorination Improvements
- Well 2 pump replacement
- Well 3 inspections and upgrades
- Reactor cleaning painting and Permitting
- Lower and Upper Loch Vista water main replacement
- STH 67 Water main replacement
- Water tower replacement. Add a new 0.50 MG tank and remove the Collie Street, Potawatomi Road, and Olive Street smaller tanks due to significant maintenance requirements.





- Water plant improvements: Add ammonia treatment and replace the service pumps
- Water plant improvements: Increase the capacity with a second lime reactor, additional filtration, and clearwell storage.
- Future street improvements. Water main relay. Pending approval of street capital improvement plan.
- The projected cost for Phase 1 is approximately \$ 11.5 million dollars. The Village secured financing for \$5.8 million dollars as per late 2022.
- The upgrades and expansion will increase pumping capacity by 400 gallons per minute and serve an additional 2,100 people.

#### Phase 2 2031- 2040+

- Replace 30 miles of watermain and approximately 297 fire hydrants.

### Sewer Utilities System Overview

The Village Sewer collection system includes approximately 27 miles of sewer pipe, 3 miles of force main, approximately 640 manholes and 8 lift stations. All wastewater from the Village flows to Walworth County Metropolitan Sewerage District (WalCoMet) for treatment. The Village lift stations are monitored via a central computer at the Village's water treatment plant. Lift stations No 1, No 2, No 3 and No 5 still use the original structure and are greater than 50 years old. Lift station No 4 was completely upgraded in the late 1980's, Lift station No 6 was constructed in the 1990's Lift station No 7 was constructed in 2005 and No 8 in 2006 as part of Bailey Estates. The older lift stations need electrical upgrades. Lift station No 3 (Harris Road) has capacity issues when heavier than normal precipitation events, or spring snow melts occur.

### Sewer Utilities Planned Upgrades and Improvements Phase 1 and Phase 2

#### Phase 1 2023-2025

- STH 67 Sanitary Sewer Improvements associated with WDOT Construction
- Harris Road lift station No 3 Planning/design and construction.
- Sanitary Sewer replacement and Sewer line lining associated with upgrades and sewer line leaks. Includes future streets installations.
- The projected cost for Phase 1 is approximately \$ 3.6 million dollars. The Village secured financing for \$2.8 million dollars as per late 2022.

#### Phase 2 2026-2030

- Remodel Lift stations No 1,2,4,5,6,7 and 8. Upgrade capacity as development warrants.

Figure 8.2: Utilities and Community Facilities Inventory

Utility or Facility	Timetable for Improvements	Description of Improvements
Solid Waste and Recycling Services	Ongoing	Continue to renew contracts for solid waste and recycling collection services, when applicable.
Stormwater Management	Ongoing	Work with developers to establish/maintain adequate stormwater management facilities per Village ordinances.
	2023-2024	Consider amendments to the stormwater management ordinance to better account for smaller-scale redevelopment projects (also see Natural Resources chapter).
Municipal Building	2028-2033	Consider constructing a new building to house Village departments. A possibility, but not forgone conclusion, would be to allow police department expansion into the entire existing municipal building.
Public Works	2023-2033	As budgets allow, consider the need/opportunities for hiring additional personnel.
	Annual updates	Utilize a 5-year capital improvement program to plan for street maintenance and upgrades over the planning period.
Police Station	2028-2033	Evaluate space needs and consider expanding the police department into the entire municipal building, moving other municipal departments to another building, or other possibilities such as moving the police department into a new fire station.
Fire Department and EMS services	2023-2028	Advance efforts to relocate the Village's existing fire station.
Medical Facilities	--	Medical services and facilities are expected to meet demand through the planning period and will be handled through private parties.
Schools	Ongoing	Continue to work with George Williams College to understand the institutions long-term facility needs and to collaborate and coordinate where appropriate.
Park and Recreation Facilities	2023 and every 5 years after	Maintain an up-to-date Park and Open Space Plan. Integrate plans for trails and bike/pedestrian facilities into the Park and Open Space Plan and/or prepare a separate bike and pedestrian plan.
	2023	Consider adopting a park improvement fee under the subdivision ordinance.
	Ongoing	Continue to site new parks in general accordance with the recommendations shown on Map 6.
On-Site Wastewater Treatment (Septic) Systems	Ongoing	Do not allow additional systems for new development in the Village. All new development in the Village and its Sewer Service Area should be served by municipal sewer and water.
Telecommunications	Ongoing	Consider opportunities to work with private entities to provide efficient and reliable telecommunications services.
Power Plants/Transmission Lines	Ongoing	Continue to work with the American Transmission Company on issues related to the location or upgrade of transmission lines or power substations in and near the Village. Where feasible, consider opportunities to bury overhead power lines.
Child Care Facilities	--	Child care services and facilities are expected to meet demand through the planning period and will be handled through private parties.



9

# ECONOMIC DEVELOPMENT





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## CHAPTER NINE: ECONOMIC DEVELOPMENT

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This chapter includes the goals, policies, and programs to promote the retention, stabilization, and expansion of the economic base in the Village of Williams Bay. See Appendix A for an assessment of the Village's economic base, strengths and weaknesses, and an inventory of environmentally contaminated sites in the Village.

### ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- Develop and implement a downtown revitalization strategy and plan.
- Collaborate with regional, state, and federal economic development initiatives and leverage grant and stimulus money to foster implementation.
- Continue to enforce high-quality designs for multi-family, mixed-use, and commercial development projects.
- Work with local businesses and institutional uses to promote tourism and economic growth.
- Promote the retirement industry as an economic development strategy.

### Economic Development Goals, Objectives, and Policies

#### Goal:

1. Strengthen and diversify the job base and tax base by capitalizing on Williams Bay's unique assets and opportunities.
2. Promote appropriate economic development that complements and helps support the Village's predominately residential character, relates to the Village's focus on outdoor recreation and education, helps serve the daily needs of residents, and enhances the Village as a desirable place to live and visit.

#### Objectives:

1. Revitalize the downtown as a commercial, civic, and social center for the Village.
2. Plan for an adequate amount of land to accommodate future commercial development that is consistent with the Village's desired character.
3. Develop a comprehensive strategy for economic development in Williams Bay.

#### Policies:

1. Discourage unplanned, strip commercial development. Instead, encourage new retail and commercial service opportunities in concentrated, planned areas serving the community.
2. Support proposals that provide a range of commercial opportunities while still considering the importance of preserving the Village's predominately residential character, existing locally owned businesses, and the central business district.
3. Incorporate standards for commercial buildings and site design into the zoning ordinance. Amend exterior lighting, signage, and landscaping ordinances as necessary to preserve the character of the Village.
4. Consider establishing appropriate mechanisms for actively advancing and managing economic development, such as the formation of a community development authority and the use of tax increment financing and other economic development tools.
5. Promote a vital and healthy downtown by encouraging mixed use redevelopment, enhancements of existing buildings, reuse of vacant and underused buildings and sites, expanded downtown activities, and Village involvement, including implementation of public improvement and streetscaping plans, and by enhancing connections between the downtown, the lakefront, Kishwaukee Nature Conservancy, and surrounding neighborhoods.
6. As part of a comprehensive economic development strategy, identify a specific image or brand for the community that can be used to market Williams Bay as a good place to do business.
7. Carefully consider and plan for the desired future use of redevelopment/reuse sites in the Village, such as central business district properties, former elementary school site, corner of Geneva and Walworth Ave, extraction sites, former golf course and institutional camps.
8. Work with existing businesses to support their ability to thrive and grow.



## Economic Development Programs and Recommendations

This section of the Comprehensive Plan is intended to serve as a guide to carry out and build upon the goals, objectives, and policies for economic development. The Village intends to pursue the following strategies and initiatives as part of a broader economic positioning strategy for the Village.

### Consider Pursuing a Comprehensive Economic Development Strategy

To advance economic development in Williams Bay, the Village understands the importance of investing time and resources into a more proactive and assertive economic development strategy. This may involve passing ordinances and establishing guidelines to better guide the appearance of development, utilizing tools such as TIF to help advance significant development projects, developing a marketing branding strategy for the community, developing business recruitment and retention programs; writing requests for proposals for development of sites; answering inquiries; executing developer agreements; administering, staffing, and funding incentive programs; and, in some cases, helping to assemble properties. Approaches the Village will explore as part of this effort include:

- Enlisting the help of an outside consultant to assist in developing a comprehensive economic development strategy/plan and to assist in advancing key economic development initiatives, as appropriate.
- Establishing a project management team to manage economic development activities. The team could include representation from Village administration, public works, and building inspection, and may also include a financial consultant, planning consultant, and/or an economic development consultant. Responsibilities of the project management team may include the following, as needed:
  - Initiating amendments to the municipal code, conducting technical reviews of development projects.
  - Developing and distributing marketing materials, directing developer recruitment, preparing requests for proposals, and fielding inquiries from potential developers.
  - Preparing development agreements and documents for the sale or acquisition of property.
  - Managing the design, bidding, and construction of public improvements such as street, utility, and storm water upgrades.
  - Monitor construction of private developments to ensure compliance with approved site plans, building plans, and development agreements.
  - Provide TIF management, including advising on long-term debt financing, execution of borrowings, evaluation of financial soundness, evaluation of business plans, and evaluation of the tax increment impacts of projects seeking development assistance or requiring public improvements.
  - Provide reports to the Village Board regarding meeting held with potential developers.
- Establishing tax incremental financing (TIF) districts to put the Village in a stronger position when working with developers and business owners, and will allow the Village to compete for types of development projects that might not otherwise be possible without the use of TIF. When considering the use of TIF, the Village should emphasize projects that generally meet the following criteria:
  - Construction exceeds a pre-established minimum value per square foot.
  - Development complements other Williams Bay businesses and developments and makes the area more attractive for future business investment or redevelopment.
  - The project clearly advances or jump-starts the Village's economic development direction.
  - The project would be financially infeasible without TIF.
  - For redevelopment projects, TIF is necessary to make project costs comparable to those associated with doing a similar project on a clear or clean site under similar market conditions.
  - The project is guaranteed to support itself by generating enough new tax increments to service any incurred debt.

- For redevelopment projects, the project has the ability to remove or prevent blight.
- Site planning and building design works with the topography, includes innovative storm water management practices, features enhanced landscaping and on-site open space, is designed to promote pedestrian access, and meets or exceeds any applicable community architectural and site planning standards.
- The project will help retain existing businesses or attract new businesses from outside of the community.
- Seeking grants/funding opportunities to help pay for economic development initiatives. Such opportunities are available through a variety of state and federal agencies and programs and can help fund public improvements, streetscape enhancements, and various redevelopment implementation projects

### Develop a Detailed Downtown Plan

As part of this planning process, the Village has identified revitalization of its central business district as one of its top priorities. Williams Bay's downtown is currently home to a mix of uses, with potential to be a walkable and vibrant downtown area where residents come to gather, shop, and visit. This Plan recommends the preparation of a downtown master plan. A downtown master plan will assure the desired character is maintained, appropriate uses and strategies for redevelopment of key sites are identified, historically and architecturally significant buildings are preserved, and tools to promote redevelopment (e.g. TIF districts, zoning district amendments) are explored and implemented.

Promoting investment in established central business districts typically requires a concerted and proactive effort on the part of the community, as it is characterized by unique challenges and issues that are not as apparent when dealing with fringe development on previously undeveloped lands. For the purposes of this discussion, the Village intends not to overlook the importance of areas that immediately surround the core of the central business district, including the abutting residential neighborhoods (central neighborhoods), the Kishwaukee Nature Conservancy, and the lakefront.

In addition to the general economic development strategies outlined above, the Village will consider the following strategies for promoting the revitalization of Williams Bay's central business district.

- Consider opportunities to establish more discernable physical and psychological connections between the central business district, the Kishwaukee Nature Conservancy, and the lakefront: The lakefront and the Kishwaukee Nature Conservancy are two significant assets that make the Village of Williams Bay unique. They are, in a very real sense, vital components of the central business district, representing the heart of the community and the values of the people who live and spend time in the Village. Although Lakefront Park and the Kishwaukee Nature Conservancy are located directly adjacent to the Village's central business district, the Village has yet to truly capitalize on what these assets can contribute to the revitalization of the central business district. As part of an overall effort to revitalize the central business district, the Village will seek out opportunities to enhance interconnections between the central business district, central neighborhoods, Lakefront Park, and the Kishwaukee Nature Conservancy. Such an effort may include the establishment of safe bike and pedestrian connections, streetscape/public improvements and architectural standards that help to visually connect and unify these areas, use of directional signage, and efforts to attract businesses that emphasize and support the character of the central business district.
- Consider the following rehabilitation and redevelopment principles be considered in the downtown master planning effort:
  - Facilitate and support infill and redevelopment within the downtown, particularly of multi-family, mixed use commercial and residential, public spaces, community-serving retail, restaurants, and destinations.
  - Renovate and restore historic buildings. Encourage adaptive reuse of historic buildings.
  - Enhance public space and encourage walkability through streetscaping features such as benches, attractive lighting, landscaping, public art, and more.

## WHAT IS THE WISCONSIN MAIN STREET PROGRAM?

The Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of downtowns in Wisconsin. The program was established in 1987, and each year the Department of Commerce selects communities to join the program. Main Street communities receive technical support and training needed to restore their main streets to centers of community activity and commerce. The program focuses on the historic character of downtowns while pursuing traditional development strategies such as marketing, business recruitment and retention, real estate development, market analysis, and public improvements. More specifically, the program is based around four elements:

- Organization: involves building a main street framework in which everyone in the community works together to renew its downtown.
- Design: involves enhancing the attractiveness of the downtown, including historic building rehabilitation, street and alley clean-ups, colorful banners, landscaping, and lighting.
- Economic Restructuring: involves analyzing current market forces to develop long-term solutions (e.g., recruiting new businesses, creatively converting unused space for new uses, and sharpening the competitiveness of the downtown's traditional merchants.
- Promotion: creates excitement surround the downtown. Promotion involves marketing an enticing image to shoppers, investors, and visitors.

Source: Wisconsin Department of Commerce



- Encourage landscaping (trees, plants, berms) in private parking lots and other paved areas.
- Strategically acquire property to facilitate redevelopment consistent with the plan.

### Encourage Entrepreneurial Efforts

One way to advance a vital economy is by taking steps to encourage local entrepreneurship and fostering new businesses started by area residents or the growth of existing local businesses. Entrepreneurs are defined by their ability to create new products, services, or methods of production to meet local needs. Entrepreneurship can take many forms, ranging from the part-time home occupation to the start-up businesses that grow into firms that require their own facilities and employees. The following approaches are advised to foster greater entrepreneurial activity in Williams Bay.

- Ensuring reasonable standards for home occupations that allow home-based businesses to start and flourish, without negatively affecting the neighborhood environment. Once a business grows beyond a home-based business status, it should move on to a space in a district zoned for business use.
- Bringing together networks of individuals and agencies that can provide training and funding assistance. The Village can be a key player in connecting prospective business owners with training and funding. Numerous County, Regional, State and Federal programs, agencies, and private organizations exist to provide would-be entrepreneurs with information and financial assistance on an array of issues including training, grants, and on research on specific products and services. The Village could also consider partnering with George Williams College in this effort to take advantage of the school's business leadership program.
- The Village's existing local businesses represent significant economic assets that should not be overlooked. It is far easier to retain established businesses and industries than to recruit new ones. The Village intends to work in collaboration with local business owners and the Williams Bay Business Association to research, identify, and address obstacles to local business development and to do more to facilitate and encourage the growth of such businesses, either at existing or larger sites in Williams Bay. This will be a particularly important strategy for advancing the revitalization of the central business district.



### **Establish and Enforce High-Quality Design Standards**

To ensure the development of non-residential and mixed-use projects that complement the character and enhance the image of Williams Bay, the Village will consider adopting high-quality design standards for all new development and redevelopment projects in the Village. The Village will review its ordinance and consider including the following design standards. The Village may consider a unique set of design standards for development within the central business district.

- Establish common driveways serving more than one commercial use, wherever possible;
- Require high quality landscaping treatment of bufferyards, street frontages, paved areas, and building foundations;
- Require street trees along all public street frontages;
- Orient intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas away from less intensive land uses;
- Heavily landscape parking lots with perimeter landscaping and/or landscaped islands, along with screening to block views from streets and residential uses;
- Orient parking to the sides and rear of buildings, where appropriate, rather than having all parking in the front;
- Require and enforce high-quality signage that is not excessive in height or total square footage;
- Orient loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses;
- Require the complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features;
- Require safe, convenient, and separated pedestrian and bicycle access to the site, from the parking areas to the buildings, and to adjacent commercial developments;
- Require site design features that allow pedestrians to walk parallel to moving cars;
- Require the use of cut-off fixtures that keep illumination from lighting on site;
- Require use of high-quality building materials, such as brick, wood, stone, and tinted masonry;
- Require features such as canopies, awnings, trellises, bays, and windows to add visual interest to facades;
- Require variations in building height and roof lines, including parapets, multi-planed and pitched roofs, and staggered building facades (variations in wall-depth or direction);
- Require all building facades to contain architectural details of similar quality to the front building façade;
- Require central features that add to community character, such as patios and benches;
- Avoid linear, “strip commercial” development patterns within multi-occupant development projects. Buildings should instead be arranged and grouped so that their orientation complements adjacent, existing development; frames adjacent street intersections and parking lots; features pedestrian and/or vehicle access ways and spaces; and properly considers the arrangement of parking lots, gathering spaces, and other site amenities;
- Design 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.
- Discourage the use of franchise architecture and the use of bold colors and materials that do not reflect the character of Williams Bay.

### **Work with Local Businesses and Institutional Uses to Promote Tourism and Economic Growth**

Some of the Village’s most important economic assets are its existing local businesses. It is generally easier to retain established businesses and industries than to recruit new ones, and most employment growth in any community occurs through existing business expansion. The Village will continue to actively facilitate and encourage the appropriate growth of existing Williams Bay businesses, either at existing or larger sites in the community. In the context of a broader economic development initiative, described elsewhere in this chapter, the Village may also work in collaboration with local business owners to research, identify, and address obstacles to local business development and to develop future economic development strategies and the marketing of the Village for new business. Additionally, the Village could continue to support and pursue partnerships with the community’s unique institutions including the Yerkes Future Foundation, George Williams College, and Women’s Leadership Center. Visitors of these institutions can supplement seasonal population loss by supplying more year-round customers to support local businesses.

### **Promote the Retirement Industry as an Economic Development Strategy**

An increasing number of Williams Bay's seasonal and permanent residents are reaching the age of retirement. This fact poses certain challenges and opportunities. As the Village's population ages, it becomes increasingly difficult to attract young families and maintain a healthy enrollment within the school district. Alternatively, the Village is faced with an opportunity to leverage its growing retiree demographic by growing the local "retirement industry." These individuals are attracted to communities with quality health care, numerous cultural activities and amenities, recreational opportunities, multi-modal transportation options, and safe neighborhoods.

Attracting retirees provides benefits for community and the local economy, including:

- Boosting the local economy and increasing the local tax base.
- Amplifying the overall number of volunteers and contributors to local charitable organizations.
- Creating a demand for local goods, services, and recreational activities through retiree spending.
- Spurring general population growth by an influx of retirees, as the amenities that attract retirees also attract non-elderly individuals seeking employment and cultural amenities.

By planning for this demographic and social shift in the region, Williams Bay will be prepared to meet the needs and interests of this diverse generation. Public strategies could be employed to create additional housing in the community, enhance and develop cultural amenities, and advance retirement friendly employment and mentoring opportunities. Additionally, the Village will encourage and promote private sector efforts to rethink traditional workplace policies to ensure open and flexible arrangements. Overall, in order to maintain and enhance the Village's attractiveness to the aging community, it is recommended that the Village work to increase the number of facilities that provide this demographic with recreational, health care, housing, and other related services and opportunities.





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# 10

## INTERGOVERNMENT COOPERATION





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## CHAPTER TEN: INTERGOVERNMENTAL COOPERATION

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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 issues related to land use, transportation, natural resources, 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 affect neighboring communities and overlapping jurisdictions. This chapter is intended to promote consistency between this Plan and plans for neighboring jurisdictions. All regional context and existing plans related to neighboring and overlapping jurisdictions can be found in Appendix A.

### INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

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- Attempt to harmonize Village plans, town plans, and County plans, while protecting Village interests.
- Continue to maintain existing shared services agreements and explore new opportunities for additional shared service agreements with neighboring communities.

### Intergovernmental Cooperation Goals, Objectives, and Policies

#### Goal:

1. Foster and maintain mutually beneficial relationships with surrounding jurisdictions.

#### Objectives:

1. Work with surrounding towns, and the County to encourage an orderly, efficient land use pattern in and around the Village to advance Village interests.
2. Engage in and nurture intergovernmental communication and delivery of services to best satisfy community needs.
3. Work with surrounding communities and the County to preserve regional natural and agricultural resources.
4. Recognize the potential benefits of each of the four types of extraterritorial powers provided to villages by state statutes: extraterritorial planning, extraterritorial land division, extraterritorial official mapping, and extraterritorial zoning. Consider the application of each of these powers as appropriate to forward Village interests within a multi-jurisdictional context.

#### Policies:

1. Consider new opportunities to share costs for essential services with other units of government.
2. Provide a copy of this Plan to all surrounding local governments and districts, and continue to involve and update them on future changes to the Plan.
3. Work to resolve differences between the Village of Williams Bay Comprehensive Plan and the plans, policies, and ordinances of adjacent communities.
4. Continue to cooperate with other units of government on issues related to land use, natural resources, recreation, transportation facilities, economic development, and other systems that are under shared authority or that cross governmental boundaries.
5. Pursue boundary agreements with adjacent towns where needed to forward Village interests and to create a more predictable future near the Village's edges and reduce the need for the Village to exercise its extraterritorial powers.
6. Share capital improvement plans with nearby communities and the Williams Bay School District to identify the potential for coordinating projects (e.g., parks), then coordinate bidding and construction of major infrastructure projects for improved efficiency.
7. Partner with the Williams Bay School District where appropriate to improve educational achievement, promote Williams Bay schools, and plan for long term future facility needs.



## Intergovernmental Cooperation Programs and Recommendations

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this Plan. This section builds off the policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in are sans relationships that are not described extensively in other chapters of this Plan, and where potential future conflicts may be the greatest without concerted future action.

### Continue Extraterritorial Land Division Review

Under Wisconsin Statutes, villages are granted the authority to plan for and influence development in unincorporated areas that are beyond their municipal limits but are reasonably related to the village's future growth. These areas are referred to as the village's "extraterritorial jurisdiction" (ETJ). Under State statutes, Williams Bay's ETJ extends 1½ miles from the Village limits, except where it adjoins the ETJ of other nearby villages and cities (see the ETJ boundaries depicted on Map 1).

For lands within its ETJ, the Village has the authority to prepare land use plans. To help enforce these plans, the Village has the ability to review, approve, or deny land division proposals for such areas. The Village's Land Division Ordinance currently requires review of extraterritorial land divisions; however, it does not have provisions regulating density in the Village's ETJ.

In an effort to promote farmland and natural resource preservation and ensure that long-range Village plans are not compromised, the Village includes clear density standards for land divisions (CSMs) and subdivisions (plats) within its 1½ mile extraterritorial jurisdiction. For areas on Map 5 that are located outside the Village's boundaries, within the ETJ, and designated as Agriculture/Rural the Village intends to establish a maximum density standard of 1 dwelling per 35 acres, with required lots sizes between 1 acre and 100,000 square feet, so as to preserve agricultural lands and natural features. The Village also intends to enforce the same requirements in areas designated on Map 5 for future Village growth, until such time as utilities can be extended to the area and the land is annexed to the Village. This will ensure that these areas remain available for Village growth in the future.

### Consider Intergovernmental Agreements with Adjacent Towns

Under Wisconsin Law, there are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. So, for example, attorneys sometimes do not recommend this agreement format when future municipal boundary changes are involved, because cities and towns do not have co-equal powers with request to annexation.

Another format for an intergovernmental agreement is a "cooperative (boundary) plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the "66.0301" approach does not have some of the limitations of the "66.0301" agreement format.

An increasingly common approach is for communities to first enter into a "66.0301" intergovernmental agreement, which in part directs the communities to then prepare a "66.0307" cooperative plan covering issues such as boundary changes.

Intergovernmental agreements are typically executed after a year or more of meetings, research, negotiations, writing, and legal review, and typically address the following issues. The Village will remain open to establishing such agreements on mutually beneficial terms with all surrounding towns. Specific issues often addressed in intergovernmental agreements include municipal boundaries, exercise of extraterritorial rights, rural development, sanitary sewer and water provision, road and public facilities management, development design standards, and even revenue sharing. Agreements may be pursued to address all or more of the following issues:

- **Municipal Boundary Changes:** Intergovernmental agreements most frequently cover where annexations will be jointly supported by both communities, based on mutually agreed community growth and economic development goals. The agreement will usually suggest limits to long-term annexation, generally in exchange for some compromises from the town. Such compromises may include the town's agreement to limit town development in the possible future annexation area and to undergo boundary adjustments to bring town islands and peninsulas into the corporate limits.
- **Utility Service Area Boundaries:** Some intergovernmental agreements include provisions that define where public sewer and/or water services may be extended and where they may not. These areas define where fairly intensive urban (publicly sewered) growth may occur in the future, but may also include existing rural development areas that might require sewer. Some agreements include provisions that do not allow further intensive development with on-site waste treatment systems in such designated utility service areas.
- **Transportation and Road Maintenance:** An agreement between the Village and Town could address road jurisdiction, maintenance, and upgrades that are important to the economic future and quality of life in the area.

- **Future Land Use Recommendations:** Frequently, intergovernmental agreements establish mutually agreeable future land uses or development densities in areas that concern both communities. Some agreements also include provisions that the communities must amend their comprehensive plans to be consistent with the future land use recommendations negotiated in the agreement, or that they do not amend their comprehensive plans in a manner that would be inconsistent with the agreement. Such provisions are particularly effective for limiting the division and development of lands mutually identified for farmland or open space preservation. Agreement Terms: Intergovernmental agreements specify the length of time that it is applicable to the agreement. Twenty years is a typical timeframe, as this corresponds with comprehensive plan time horizons. Occasionally, agreements have provisions for automatic extensions if neither party decides to withdraw. Most agreements also include provisions for periodic review and possible amendments if both parties agree. This keeps the agreement fresh in people's minds and allows adaptability as conditions change.

### **Prepare Amendments to the Village's Extraterritorial Zoning Ordinance**

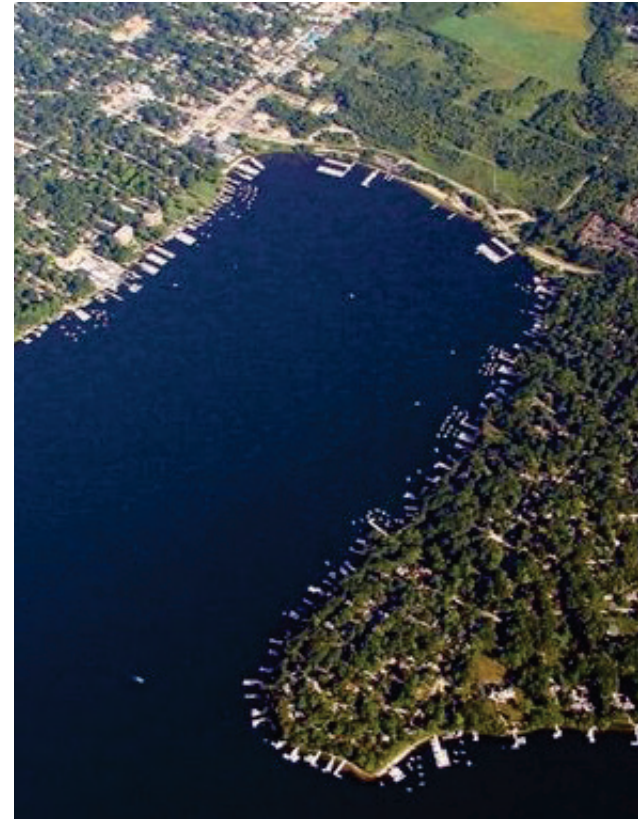
Pursuant to section 62.23(7)(a), Wisconsin Statutes, the Village of Williams Bay adopted an Extraterritorial Zoning Ordinance with the Town of Geneva. The Village intends to continue to exercise extraterritorial zoning authority within the Village extraterritorial zoning jurisdiction (ETZ), in cooperation with the Town. However, recent Wisconsin court cases have established that a zoning ordinance that does not permit any land uses by right (i.e., all uses require a conditional use permit or PUD zoning) can legally be found to be unconstitutional. As it is currently written, 13 of the 25 districts in the Village's Extraterritorial Zoning Ordinance do not have any permitted-by-right uses. These include the following:

- A-4, ETZ Agricultural-Related Manufacturing, Warehousing, and Marketing District
- A-5, ETZ Agricultural-Rural Residential District
- C-1, ETZ Conservation District
- C-2, ETZ Upland Resource Conservation District
- P-1, ETZ Recreational Park District
- P-2, ETZ Institutional Park District
- R-4, ETZ Multiple Family Residence District
- B-1, ETZ Local Business District
- B-2, ETZ General Business District
- B-3, ETZ Waterfront Business District
- B-4, ETZ Highway Business District
- B-5, ETZ Planned Commercial Recreation Business District
- M-1, ETZ Industrial District

To address this issue, the Village intends to work with the Town to amend its Extraterritorial Zoning Ordinance to ensure a reasonable list of uses permitted by right are available in each of the ETZ zoning districts. This will protect both land owner interests and uphold the constitutionality of the Village's Extraterritorial Zoning Ordinance.

### **Remain Involved in Regional Initiatives including a Regional Open Space Preservation Initiative**

The Village of Williams Bay places great emphasis on the value of its natural resources and scenic beauty. With exceptional foresight, the Village has already preserved the 230-acre Kishwaukee Nature Conservancy, located at the heart of the Village. Now, in cooperation with nearby municipalities, the County, and other regional partners, the Village has an opportunity to help advance a regional open space preservation initiative to ensure that the beauty of the area surrounding Geneva Lake is sustained in perpetuity. Such an effort should focus on preserving natural areas, productive farmlands, and open space corridors that link these areas.





# 11

## IMPLEMENTATION





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## CHAPTER ELEVEN: IMPLEMENTATION

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The Village will realize its Plan goals through a coordinated, continuous program of Plan implementation, evaluation, and updates. This final chapter and Appendix A are intended to provide a roadmap for these implementation actions by identifying priority programs and actions, as well as describing how this Plan is used, monitored, and updated to maintain its relevance to the Village. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under Wisconsin Statutes.

### Implementation Programs and Initiatives

Specific steps are advised to transition this Plan from concept to reality. Figure 11.1 provides a summary list of action items, their timeline for completion, and potential partners that could assist the Village in implementing this Plan. Often, such actions will require substantial cooperation with the County, surrounding local governments, local and regional organizations, and local property owners. In addition, the various chapters of this Plan identify non-Village funding opportunities that may be pursued to accomplish many of these recommendations.

Implementation actions related to utilities and community facilities have been summarized and prioritized in Table 8.2 in the Utilities and Community Facilities chapter.

The table four columns of information, described as follows:

- **Topic:** The first column identifies the chapter of this Comprehensive Plan, where additional information regarding the recommendation may be found or more generally describes the overarching category in which the Action Item falls under.
- **Action Item:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan.
- **Potential Partners:** The third column lists Village boards and committees or other groups who would be a great partner in the pursuit of accomplishing that Action Item.
- **Implementation Timeframe:** The fifth 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 Action Item reflects the priority associated with it. Each timeframe is defined as follows:
  - Ongoing means that the Action Item has been addressed at some point, but it is still a priority. Ongoing status is very likely for Action Items that were previously identified in past Comprehensive Plans or have been long established objectives of the community. These Action Items should be continuously reevaluated to make sure that progress is being made.
  - Short means that the Action Item should be pursued over the next 5 years, following the adoption date of this Plan.
  - Medium means that the Action Item should be pursued over the next 10 years, following the adoption date of this Plan.
  - Long means that the Action Item should be pursued 10 years and beyond, following the adoption date of this Plan.



Figure 11.1: Implementation Strategies Timetable

Topic	Action Item	Potential Partners	Timeframe
<b>Cultural Resources</b>	Support community events and festivals to increase tourism and provide additional recreational offerings to residents.	Local organizations	Ongoing
<b>Cultural Resources</b>	Nominate structures for placement on State and National Registers of Historic Places.	Village Board	Ongoing
<b>Utilities and Community Facilities</b>	Utilize a Village Capital Improvements Program (CIP).	Village Board	Ongoing
<b>Utilities and Community Facilities</b>	Upgrade community facilities and utilities as listed in the respective chapter.	Village Board	Ongoing
<b>Housing</b>	Actively recruit new home builders and residential developers to the Village.	Village Board	Ongoing
<b>Land Use</b>	Exercise Extraterritorial Jurisdictional review with proposed development or CSMs within the Village's ETJ.	Plan Commission and Village Board	Ongoing
<b>Land Use</b>	Conduct annual training on planning and zoning issues with the Plan Commission, Village Board, and Board of Zoning Appeals members.	Village staff	Ongoing
<b>Implementation</b>	Create an annual review process for the Comprehensive Plan and Implementation Action Items.	Plan Commission and Village Board	Ongoing
<b>Utilities and Community Facilities</b>	Leverage potential state and federal COVID-19 response stimulus money to advance all implementation programs.	Village Board	Short
<b>Land Use and Natural Resources</b>	Amend the Village's zoning and subdivision code as necessary to implement the recommendations of this Comprehensive Plan.	Plan Commission and Village Board	Short
<b>Utilities and Community Facilities</b>	Update the Village Park and Open Space Plan.	Plan Commission and Village Board	Short
<b>Transportation</b>	Develop and implement a Bicycle and Pedestrian Plan.	Plan Commission and Village Board	Short
<b>Economic Development</b>	Develop a marketing and community image building strategy that builds on area assets to attract new residents and tourists.	Local organizations, Walworth County, other neighboring communities	Short
<b>Natural Resources</b>	Support the development of an awareness and education campaign to provide Village residents with increased knowledge and understanding of water saving technology, renewable energy opportunities, and stormwater management best practices.	Walworth county, neighboring communities, School District	Ongoing
<b>Intergovernmental Cooperation</b>	Participate in updates of the Walworth County Land and Water Resource Management Plan, Walworth County Farmland Preservation Plan, Walworth County Natural Hazard Mitigation Plan, Walworth County Park and Open Space Plan, and Walworth County Multi-Jurisdictional Comprehensive Plan	Village Staff	Short

<b>Topic</b>	<b>Action Item</b>	<b>Potential Partners</b>	<b>Timeframe</b>
<b>Natural Resources</b>	Implement stormwater best practices into development regulations, the Zoning Ordinance, and the Land Division Ordinance. Keep up with evolving stormwater and erosion control requirements.	Village Staff	Short
<b>Economic Development</b>	Develop a Downtown Master Plan to strengthen the area long-term through the integration of land use, transportation, aesthetics, parking, and infrastructure.	Village Staff, Residents, Local Businesses	Medium
<b>Economic Development</b>	Establish high quality site and building design standards for new development	Village Staff, Plan Commission, and Village Board	Medium
<b>Economic Development</b>	Design and install community-wide wayfinding signage.	Plan Commission and Village Board	Medium
<b>Intergovernmental Cooperation</b>	Attempt to establish Intergovernmental Boundary Agreements	Village Staff and Village Board	Medium
<b>Enhance Recreational Assets</b>	Complete a Village-wide Bicycle and Pedestrian Plan	Village Staff and Plan Commission	Medium
<b>Transportation Improvements</b>	Install and increase wayfinding and gateway signage at key entryways, near the lakefront, and downtown.	Village Staff and Local Businesses	Long
<b>Plan Monitoring and Advancement</b>	Update the Comprehensive Plan before 2032	Village Staff	Long