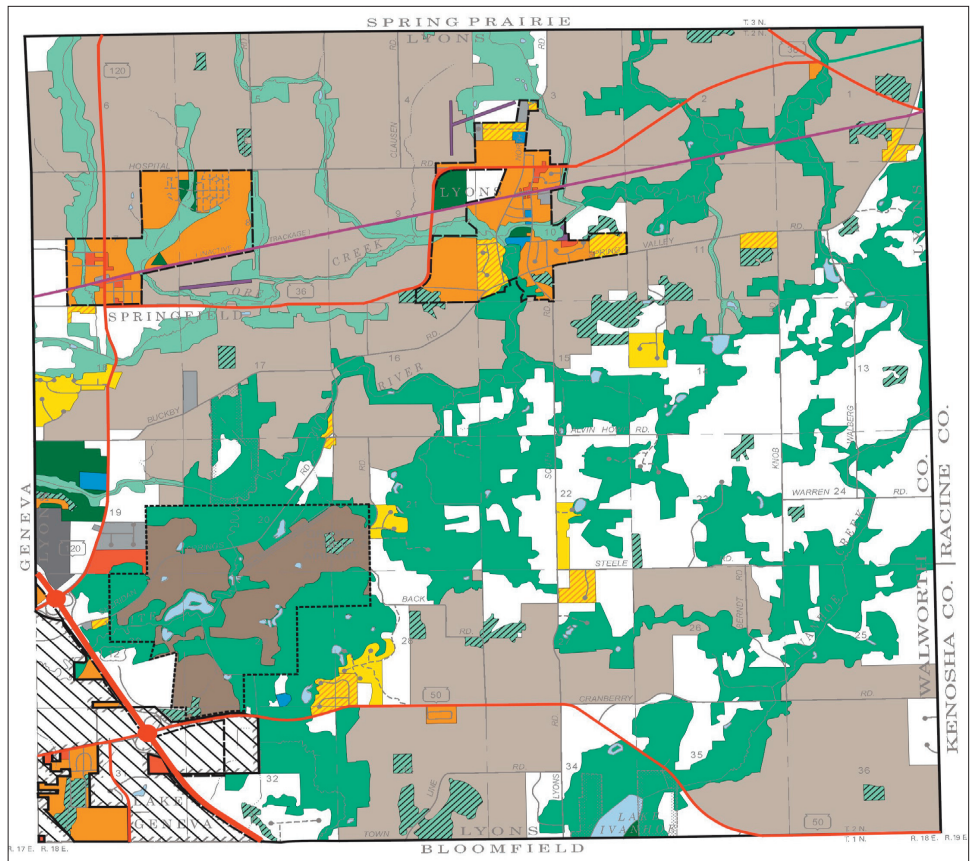


Town of Lyons Comprehensive Plan Update 2025



October 2005

PLANNING AND DESIGN INSTITUTE, INC.

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RESOLUTION 05-19

SECTION I – TITLE/PURPOSE

The title of this ordinance is the Town of Lyons Comprehensive Plan Update 2025. The purpose of this ordinance is for the Town of Lyons to lawfully adopt a comprehensive plan as required under s. 66.1001 (4) (c), Wis. Stats.

SECTION II – AUTHORITY

The town board of the Town of Lyons has authority under its village powers under s. 60.22, Wis. stats., its power to appoint a town plan commission under ss. 60.62 (4) and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this ordinance. The comprehensive plan of the Town of Lyons must be in compliance with s. 66.1001 (4) (c), Wis. stats. in order for the town board to adopt this ordinance.

SECTION III – ADOPTION OF ORDINANCE

The town board of the Town of Lyons, by this ordinance, adopted on proper notice with a quorum vote by a majority of the town board, provides the authority for the Town of Lyons to adopt its comprehensive plan under s. 66.1001 (4), Wis. Stats., and provides the authority for the town board to order its publication.

SECTION IV – TOWN PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Town of Lyons, by a majority of the entire commission, recorded in its official minutes, voted to recommend adoption of the Town of Lyons Comprehensive Plan Update 2025, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION V – PUBLIC HEARING

The Town of Lyons has held at least one public hearing on this ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

SECTION VI – ADOPTION OF TOWN COMPREHENSIVE PLAN

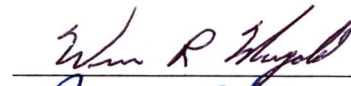
The town board of the Town of Lyons formally adopts Chapter 30 of the Town of Lyons Code of Ordinances, the document entitled Town of Lyons Comprehensive Plan Update 2025, pursuant to s. 66.1001 (4) (c), Wis. stats.

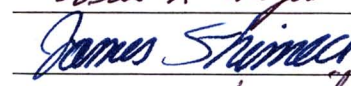
SECTION VII – EFFECTIVE DATE

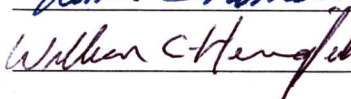
This ordinance is effective on publication or posting.

The town clerk shall properly post or publish this ordinance as required under s. 60.80, Wis. stats.

Adopted this 12th day of September 2005.



Chairman


Supervisor 1


Supervisor 2

Attest



Clerk

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Chapter I

INTRODUCTION

In August 1997, the Town Board of the Town of Lyons requested the assistance of the Southeastern Wisconsin Regional Planning Commission in preparing a long-range land use plan for the Town. In response to that request, the Commission assisted the Town in carrying out a planning program which culminated in the preparation of a land use plan for the Town having a plan design year of 2020. The land use planning study for the Town of Lyons and the resulting land use plan for the Town are documented in this report.

PURPOSE OF THE TOWN LAND USE PLAN

The land use plan presented in this report provides a long-range guide to land development and open space preservation in the Town of Lyons. First and foremost, the plan is intended to serve as a guide for use by Town officials in future decision-making regarding land use in the Town. For example, upon adoption of the plan, the Town Plan Commission and Town Board should refer to the land use plan as a matter of course in their deliberations on proposed zoning changes and proposed land divisions and give the plan due weight in their decisions on such matters. In addition, the land use plan is intended to increase the general awareness and understanding of Town land use objectives by landowners, developers, and other private interests in the Town.

While primarily intended to meet local planning objectives, the plan is also intended to carry related elements of the regional and county plans into greater depth and detail. The Town land use planning process thus provided a good opportunity for integrating local and regional planning objectives.

PURPOSE FOR UPDATING THE 2000 LAND USE PLAN

The Town of Lyons adopted its Land Use Plan in 2000 to provide a long-range guide to land development and open space preservation. The plan includes existing land use information, general recommendations for future development, preservation, and implementation.

This update of the Town of Lyons Land Use Plan is necessary to meet the State of Wisconsin Comprehensive Planning legislation. Plan updates include:

- Demographics from the 2000 census
- Cultural resources
- Transportation updates
- County zoning changes since 1999
- Cooperative planning recommendations with Walworth County and surrounding communities.

Guiding Objective of the Plan Update

The primary objective of the Town of Lyons Land Use Plan is: To manage future development in the Town to protect the character of the community for current residents and future generations of residents and visitors.

In order to achieve this objective it is necessary to identify the defining aspects of the town's "character". These include:

- Rural character that includes small villages, agricultural land, and natural resources.
- Limited commercial development to serve the needs of town residents and visitors.
- Resort recreational use that serves the region.

PLANNING AUTHORITY

Section 60.10(2)(c) of the *Wisconsin Statutes* provides that town boards may exercise village powers, including comprehensive planning powers delegated to cities and villages under Section 62.23 of the *Wisconsin Statutes*. The State municipal planning enabling act, as set forth in Section 62.23 of the *Wisconsin Statutes*, provides for the creation of municipal plan commissions and charges those commissions with the function and duty of making and adopting a master plan for the physical development of the municipality. The Statutes indicate that “the master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development.”

The Town of Lyons has adopted village powers and has created a Town Plan Commission, and is thus authorized to prepare a land use plan as one element of a master plan for the Town.

THE PLANNING AREA

The Town of Lyons is located in Walworth County, in U.S. Public Land Survey Township 2 North, Range 18 East. As shown on Map 1, the Town is bordered on the north, west, and south by the Town of Spring Prairie, the Town of Geneva, the Town of Bloomfield, and the City of Lake Geneva—all in Walworth County—and on the east by the Town of Burlington in Racine County and the Town of Wheatland in Kenosha County.

COMMUNITY LAND USE PLANNING PROCESS

The land use plan presented in this report was developed through a planning process consisting of the following steps: 1) inventory, 2) analyses and forecast, 3) formulation of objectives, 4) plan design and evaluation, and 5) plan refinement and adoption. Plan implementation was considered through the planning process, and recommendations for implementing the plan over time are included in this report.

Inventory

Reliable planning data are essential to the formulation of sound and workable land use plans. Consequently, inventory becomes the first operational step in the

planning process. Much of the necessary inventory data required for the Town of Lyons plan was available from Regional Planning Commission files. Data not available from Commission files were collated from other sources or otherwise collected. Inventory data collected or collated in support of the land use plan centered on the following: the demographic and economic base, the natural resource base, existing land use, and existing land use regulations. In addition, the preparation of the Town plan drew upon the results of a public opinion survey of property owners and registered voters in the Town undertaken as the initial step in the planning process.

Analyses and Forecasts

Analyses of the inventoried data provide an understanding of existing conditions as well as the factors which influence change in those conditions. Analyses conducted throughout the course of the study supported the preparation of forecasts of future population and economic activity levels, the estimation of the future need for various land uses, and the preparation of the land use plan itself.

Formulation of Objectives

Clearly stated objectives must be formulated before plans may be prepared. Because objectives should reflect the values held by residents of a planning area, the formulation of objectives must involve the active participation of Town officials and citizens. Since the objectives serve as a guide in the design of the plan, they must be related in a demonstrable way to the physical development of the planning area.

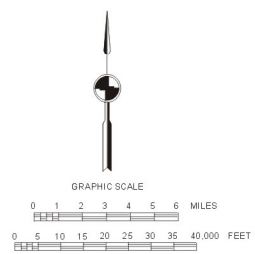
Plan Design and Evaluation

Plan design and evaluation is the heart of the planning process. The results of the three previous steps—inventory, analysis and forecast, and formulation of objectives—help to shape the plan. In this step, a plan is designed to address existing and anticipated land use needs of the community, and the plan is evaluated in terms of its ability to meet the agreed-upon objectives.

Plan Refinement and Adoption

While ample opportunity for public participation must be provided throughout the planning process, the last step in the process involves the formal presentation of the plan in a public forum, and refinement of the plan, as necessary, given the public input received. Following any needed refinement, the plan should be adopted by the Town Plan Commission, and desirably by the Town Board, as a guide to land development and open space preservation in the Town.

Map 1



3

Plan Implementation

Implementation of the land use plan will require a long-term commitment to the underlying objectives by those Town officials most responsible for its implementation. The land use plan report includes recommendations with respect to the use of zoning, land division regulations, and other measures available to help implement the plan in the years ahead.

FUTURE PLAN REVIEW AND REEVALUATION

The completion of a land use plan does not signal an end to the planning process. Indeed, if the Town of Lyons plan is to remain viable, it must be periodically reviewed and reevaluated to make sure that it meets the evolving needs of the Town. Periodic review of the plan will serve to remind the Town Plan Commission and Town Board of the land use objectives embodied in the plan and to familiarize new Town officials with the plan, and may prompt plan amendments in response to changing development conditions or changing local land use objectives.

REPORT STRUCTURE

This planning report consists of nine chapters. Following this introductory chapter, Chapter II, “Demographic and Economic Base,” presents current and historic trend information regarding population, households, and employment in the Town and a set of projections indicating a range of possible future population, household, and employment levels for the year 2020. Chapter III, “Natural Resource Base,” presents information pertaining to the natural resource base of the Town, including data on soils, topography, drainage, wetlands, floodlands, woodlands, wildlife habitat, and other natural resource features. Chapter IV,

“The Man-Made Environment,” presents data on the significant man-made features of the Town, including existing land use and community facilities and services. Chapter V, “Existing Land Use Regulations,” presents information pertaining to existing zoning, land division regulations, and other land use regulatory ordinances currently in effect. Chapter VI, “Framework for Plan Development,” presents a description of existing areawide plans as they pertain to the Town; key findings of the community survey; and a set of community land use objectives. Chapter VII, “Recommended Land Use Plan,” presents the recommended land use plan for the Town of Lyons with a plan design year of 2020. Chapter VIII, “Plan Implementation,” describes the major steps to be taken to implement the plan. Finally, a summary of this planning report is provided in Chapter IX.

Chapter II

DEMOGRAPHIC AND ECONOMIC BASE

INTRODUCTION

Information on the population and economy of an area is essential to the preparation of a sound land use plan. The primary purpose of any local planning program is to benefit the resident population by maintaining and enhancing living conditions in the area. Moreover, some of the land use requirements and needs that a land use plan seeks to meet are directly related to existing and probable future population, household, and employment levels. Accordingly, this chapter presents information regarding historic and projected population, household, and employment trends for the Town of Lyons. To provide perspective, comparative data are presented for Walworth County and the seven-county Southeastern Wisconsin Region.

The population, household, and employment projections presented in this chapter were developed by the Regional Planning Commission. Because of the uncertainty surrounding future population, household, and employment levels, the Commission has developed several alternative growth scenarios for the Region. These scenarios differ in terms of the magnitude and distribution of future population, households, and employment and attendant urban development in the Region. Population, household, and employment levels anticipated under two such scenarios are presented in this chapter. One of these is the recommended year 2020 regional land use plan, which reflects “intermediate” level population, household, and employment projections for the Region, emphasizing a centralized—with respect to the major urban centers of the Region—development pattern. The other scenario—the “high-growth decentralized” scenario—

reflects significantly faster growth in population, households, and employment and a continued decentralization of development away from the major urban centers.¹ The intermediate-growth centralized projections are considered most likely to occur for the Region as a whole through the year 2020. The high-growth decentralized projections represent reasonable upper extremes which could potentially be reached in subareas of the Region, and conceivably in the Region as a whole, during the forecast period.

PDI is updating the demographics and economic data with 2000 census data.

POPULATION

Historic Trends

Population levels as indicated by the Federal censuses for the Town of Lyons, Walworth County, and the Region since 1960 are set forth in Table 1. The population of the Town of Lyons increased by nearly 800 persons, or by 42 percent, between 1960 and 1980, compared to growth rates of 37 percent for Walworth County and 12 percent for the Region during those two decades. In the following decade, the Town population declined by about 3 percent, while the population of the County and Region increased by

¹ For detailed documentation, refer to *SEWRPC Technical Report No. 10 (3rd Edition)*, The Economy of Southeastern Wisconsin, 1995; *SEWRPC Technical Report No. 11 (3rd Edition)*, The Population of Southeastern Wisconsin, 1995; and *SEWRPC Planning Report No. 45*, A Regional Land Use Plan for Southeastern Wisconsin: 2020, 1997.

Table 1

**HISTORIC AND FORECAST POPULATION LEVELS FOR THE
REGION, WALWORTH COUNTY, AND THE TOWN OF LYONS: 1960-2020**

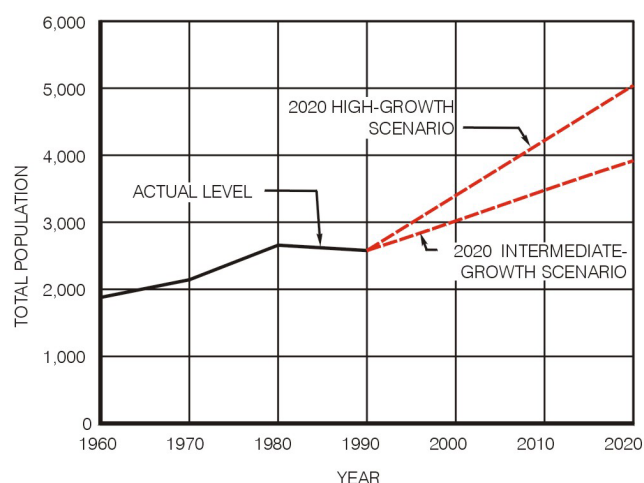
Year	Region			Walworth County			Town of Lyons		
	Population	Change from Previous Decade		Population	Change from Previous Decade		Population	Change from Previous Decade	
		Number	Percent		Number	Percent		Number	Percent
1960	1,573,614	--	--	52,368	--	--	1,878	--	--
1970	1,756,083	182,469	11.6	63,444	11,076	21.2	2,143	265	14.1
1980	1,764,796	8,713	0.5	71,507	8,063	12.7	2,659	516	24.1
1990	1,810,364	45,568	2.6	75,000	3,493	4.9	2,579	-80	-3.0
2000	1,932,908	122,544	6.8	93,759	18,759	25.0	3,440	861	33.4
2020 Intermediate-Growth Centralized Scenario ^a	2,218,978	286,070	14.8	118,792	25,033	26.7	4,644	1,204	35.0
2020 High-Growth Decentralized Scenario	2,526,310	593,402	30.7	164,547	70,788	75.5	5,848	2,408	70.0

^aAdopted regional land use plan.

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

Figure 1

**HISTORIC AND PROJECTED POPULATION
LEVELS IN THE TOWN OF LYONS: 1960-2020**



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

5 percent and 3 percent, respectively. According to the U.S. Bureau of Census, the Town population has increased since 1990 with a total of 3,440 in 2000. This represents a 33% increase since 1990.

Population Projections

As further indicated in Table 1 and Figure 1, the historic trend toward increasing population is expected to continue in the Town of Lyons, Walworth County, and the Region through the year 2020. Under an intermediate-growth scenario, the Town popula-

tion may be expected to increase by about 1,200 persons, or 35 percent, between 2000 and 2020, compared to increases of about 27 percent for the County and 15 percent for the Region. Under a high-growth scenario, the Town population may be expected to increase by about 2,400 persons, or 70 percent, between 2000 and 2020, compared to about 75 percent for the County and 31 percent for the Region.

HOUSEHOLDS

Historic Trends

One of the most important demographic features with respect to land use and public facilities planning is the number and size of households. The household is a basic consuming unit with respect to land use and public facilities and services. A household consists of an occupied housing unit, along with the persons who reside in it.²

Trends in the number of households for the Town of Lyons, Walworth County, and the Region are set forth

² The U.S. Bureau of the Census classified the population as "household" population, consisting of persons residing in housing units, and "group quarters" population, consisting of persons residing in such facilities as college dormitories, correctional facilities, and nursing homes. The entire Town of Lyons population was classified as household population in the 1990 census.

Table 2
HISTORIC AND PROJECTED HOUSEHOLD LEVELS IN THE
REGION, WALWORTH COUNTY, AND THE TOWN OF LYONS: 1960-2020

Year	Region			Walworth County			Town of Lyons		
	Households	Change from Previous Decade		Households	Change from Previous Decade		Households	Change from Previous Decade	
		Number	Percent		Number	Percent		Number	Percent
1960	465,913	--	--	15,414	--	--	517	--	--
1970	536,486	70,573	15.1	18,544	3,130	20.3	597	80	15.5
1980	627,955	91,469	17.0	24,789	6,245	33.7	919	322	53.9
1990	676,107	48,152	7.7	27,620	2,831	11.4	968	49	5.3
2000	749,055	72,948	10.8	34,522	6,902	25.0	1,231	263	27.2
2020 Intermediate-Growth Centralized Scenario ^a	921,337	172,282	22.3	46,121	11,599	33.6	1,600	369	29.9
2020 High-Growth Decentralized Scenario	1,002,984	253,929	33.9	61,863	27,341	79.2	1,969	738	60.0

^aAdopted regional land use plan.

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

in Table 2. Between 1960 and 1980, the number of households in the Town increased by about 400 households, or by about 78 percent, compared to increases of 61 percent for the County and 35 percent for the Region. Between 1990 and 2000, the number of households in both the County and Town significantly increased. The Town increased more than 27% with an additional 263 households.

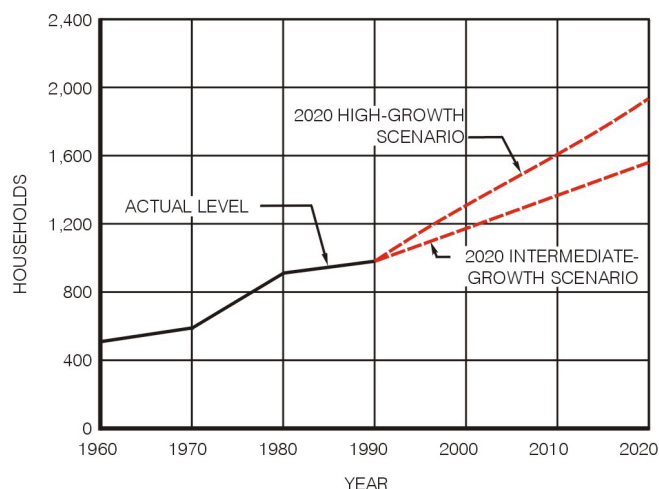
While the number of households in the Town of Lyons has increased over the last several decades, the average number of persons per household has decreased. This is a trend that has occurred throughout the Southeastern Wisconsin Region and State as well, most notably during the 1970s. The decline in household size reflects the fact that family sizes have become smaller and unmarried persons have increasingly tended to live away from relatives. In 1970, single-person and single-parent households comprised about 15 percent of total households in the Town of Lyons, whereas in 1990 that proportion was about 28 percent. The average household size in the Town decreased by 37 percent, from 3.63 persons per household in 1960 to 2.66 persons per household in 1990. The decline in household size contributed to the population loss experienced in the Town during the 1980s.

Household Projections

As further indicated in Table 2 and Figure 2, the number of households in the Town of Lyons may be expected to increase by about 369 households, or 30 percent, between 2000 and 2020 under an intermediate-growth

Figure 2

HISTORIC AND PROJECTED HOUSEHOLD LEVELS IN THE TOWN OF LYONS: 1960-2020



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

scenario, compared to increases of about 34 percent for the County and 22 percent for the Region. Under a high-growth scenario, the number of households in the Town may be expected to increase by about 740 households, or 60 percent, compared to 79 percent for the County and 34 percent for the Region.

Under an intermediate-growth scenario, the average household size in the Town of Lyons may be expected to decrease slightly, from 2.66 persons per household

Table 3

HOUSING CHARACTERISTICS OF THE REGION, WALWORTH COUNTY, AND THE TOWN OF LYONS: 1990-2000

Occupancy Status 1990	Region		Walworth County		Town of Lyons	
	Number	Percent	Number	Percent	Number	Percent
Occupied Housing Units						
Owner-Occupied	414,049	57.7	18,467	50.0	783	73.8
Renter-Occupied	262,058	36.6	9,153	24.8	185	17.4
Subtotal	676,107	94.3	27,620	74.8	968	91.2
Vacant Housing Units						
For Rent or For Sale	16,445	2.3	707	1.9	25	2.4
For Seasonal, Recreational, or Occasional Use	13,690	1.9	7,706	20.9	52	4.9
Other Vacant	10,933	1.5	904	2.4	16	1.5
Subtotal	41,068	5.7	9,317	25.2	93	8.8
Total	717,175	100.0	36,937	100.0	1,061	100.0

Occupancy Status 2000	Region		Walworth County		Town of Lyons	
	Number	Percent	Number	Percent	Number	Percent
Occupied Housing Units						
Owner-Occupied	471,553	59.2	23,848	54.5	1,062	81.3
Renter-Occupied	277,502	34.8	10,674	24.4	169	12.9
Subtotal	749,055	94.0	34,522	78.8	1,231	94.2
Vacant Housing Units						
For Rent or For Sale	24,468	3.1	1370	3.1	34	2.6
For Seasonal, Recreational, or Occasional Use	13,142	1.6	7,458	17.0	38	2.9
Other Vacant	10,069	1.3	433	1.0	4	0.3
Subtotal	47,679	6.0	9,261	21.2	76	5.8
Total	796,734	100	43,783	100	1,307	100

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

in 1990 to 2.53 persons per household in 2020, or by about 5 percent. A smaller decrease may be expected under a high-growth scenario, which anticipates an average household size of 2.61 persons for the Town in 2020. Due to these anticipated decreases in household size, the projected increases in the number of households in the Town (59 percent under an intermediate-growth scenario and 97 percent under a high-growth scenario) slightly exceed the projected increases in population (51 percent under an intermediate-growth scenario and 94 percent under a high-growth scenario).

Housing Stock

There were 1,307 housing units in the Town of Lyons in 2000, as reported by the Federal census of population and housing. Of this total, 1,231 housing units, or 94 percent, were reported as occupied at the time of the census, while 76 housing units, or 6 percent, were reported as vacant. The 76 vacant housing units included 38 units, representing 3 percent of the total housing stock in the Town, which were classified as

being held for seasonal, recreational, or other occasional use. A significantly greater proportion of the total housing stock in Walworth County, 17 percent, was reported as held for seasonal, recreational, or occasional use (see Table 3).

The number of housing units in the Town of Lyons, as reported by the Federal censuses, increased from 569 in 1960 to 652 in 1970, to 991 in 1980, and to 1,061 in 1990—an overall average increase of 16 housing units per year over 30 years.

EMPLOYMENT

Historic Trends

Trends in the number of available jobs in the Town of Lyons, Walworth County, and the Region are set forth in Table 4. The jobs are enumerated at their location and the data thus referred to as “place of work” employment data. Table 4 does not refer to the

residency of persons holding particular jobs, nor whether the jobs are part-time or full-time.

Total employment in the Town of Lyons stood at about 880 jobs in 1990, about 110 jobs, or 14 percent, above the 1970 level. In contrast, as shown on Table 4, total employment increased considerably faster in Walworth County and the seven-county Region between 1970 and 1990, increasing by 53 percent and 36 percent, respectively. Between 1990 and 2002 the rate slowed in the region with an increase of 4 percent, but continued at the County level with a 29 percent increase. The trend in total employment in the Town of Lyons is significantly affected by resort-related employment, which decreased between 1970 and 1990, before rebounding in the 1990s.

Employment Projections

As further indicated in Table 4 and Figure 3, total employment in the Town of Lyons may be expected to increase by about 750 jobs, or 85 percent, between 1990 and 2020 under an intermediate-growth scenario, compared to increases of about 49 percent for the County and 20 percent for the Region. Under a high-growth scenario, total employment in the Town may be expected to increase by about 860 jobs, or 98 percent, compared to 72 percent for the County and 28 percent for the Region. A major factor in the projected employment growth in the Town is resurgence in resort-related employment; the 1990-

2020 projections reflect the fact that resort-related employment in the Town had increased by about 500 jobs between 1990 and 1997.

Occupational Characteristics

Information on the occupational makeup of the employed civilian labor force as reported in the 1990 and 2000 Federal census is presented for the Town of Lyons, Walworth County, and the Region in Table 5. In this data set, employed persons are enumerated where they reside and, thus, the data provided in Table 5 are often referred to as "place of residence" employment data. The distribution among the various occupational groups of employed persons in the Town is generally consistent with that observed in the County and Region. The occupational group employing the greatest proportion of Lyons residents in 1990 can be characterized as precision production, craft, and repair, which accounted for 19 percent of the employed civilian labor force. In 2000 the occupational group employing the greatest proportion of Lyons residents is characterized as professional and related, which accounted for 14.5 percent of the employed civilian labor force. Other 2000 occupational categories accounting for at least 10 percent of the employed civilian labor force include sales and related (13.5 percent); production (13 percent); management, business, and financial operations (11.8 percent); office and administrative support (11 percent); and construction and extraction (10.7 percent).

Table 4

HISTORIC AND PROJECTED EMPLOYMENT IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF LYONS: 1970-2020

Year	Region			Walworth County			Town of Lyons		
	Employment	Change from Previous Decade		Employment	Change from Previous Decade		Employment	Change from Previous Decade	
		Number	Percent		Number	Percent		Number	Percent
1970	784,100	--	--	26,300	--	--	770	--	--
1980	945,200	161,100	20.5	33,400	7,100	27.0	750	-20	-2.6
1990	1,067,200	122,000	12.9	40,200	6,800	20.4	880	130	17.3
2002	1,108,893	41,693	3.9	51,934	11,734	29.2	*	*	*
2020 Intermediate- Growth Centralized Scenario ^a	1,327,344	218,451	19.7	77,381	25,447	49.0	1,630	750	85.2
2020 High-Growth Decentralized Scenario	1,416,056	307,163	27.7	89,274	37,340	71.9	1,740	860	97.7

^aAdopted regional land use plan.

*2002 Town of Lyons information not available

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

Table 5

**EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION
IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF LYONS: 1990-2000**

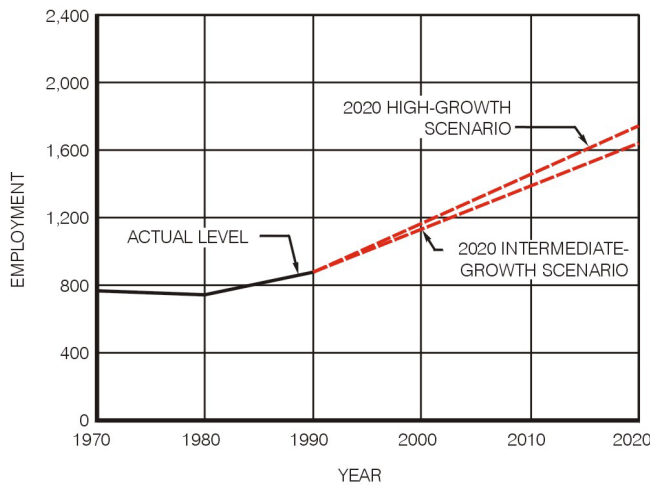
Occupation (1990)	Region		Walworth County		Town of Lyons	
	Number	Percent	Number	Percent	Number	Percent
Managerial and Professional Specialty						
Executive, Administrative, and Managerial	103,680	11.7	3,551	9.3	89	6.9
Professional Specialty	122,673	13.9	4,664	12.2	156	12.1
Technical, Sales, Administrative Support						
Technicians and Related Support	31,301	3.5	902	2.4	22	1.7
Sales	103,033	11.7	4,051	10.6	108	8.4
Administrative Support, Including Clerical	150,205	17.0	5,288	13.9	156	12.1
Service						
Private Household	1,758	0.2	85	0.2	0	0.0
Protective Service	12,724	1.4	452	1.2	12	0.9
Service, except Protective and Household	98,458	11.2	4,884	12.8	137	10.6
Farming, Forestry, and Fishing	9,288	1.1	1,431	3.8	71	5.5
Precision Production, Craft, Repair	103,690	11.7	4,976	13.1	240	18.6
Operators, Fabricators, and Laborers						
Machine Operators, Assemblers, Inspectors	80,106	9.1	4,492	11.8	176	13.6
Transportation and Material Moving	32,522	3.7	1,610	4.2	69	5.3
Handlers, Equipment Cleaners, Helpers, Laborers	33,278	3.8	1,707	4.5	55	4.3
Total	882,716	100.0	38,093	100.0	1,291	100.0

Occupation (2000)	Region		Walworth County		Town of Lyons	
	Number	Percent	Number	Percent	Number	Percent
Management, professional, and related:						
Management, business, and financial operations	128,568	13.5%	5,957	12.1%	227	11.8%
Professional and related	194,243	20.4%	8,115	16.5%	278	14.5%
Service:						
Healthcare support	20,942	2.2%	1043	2.1%	67	3.5%
Protective service	16,392	1.7%	591	1.2%	16	0.8%
Food preparation and serving related	44,080	4.6%	2,962	6.0%	112	5.8%
Building and grounds cleaning and maintenance	25,577	2.7%	1685	3.4%	38	2.0%
Personal care and service	22,303	2.3%	1315	2.7%	26	1.4%
Sales and office:						
Sales and related	102,766	10.8%	5,010	10.2%	260	13.5%
Office and administrative support	154,285	16.2%	6,831	13.9%	213	11.1%
Farming, fishing, and forestry:	2,273	0.2%	470	1.0%	20	1.0%
Construction, extraction, and maintenance:						
Construction and extraction	39,398	4.1%	2,945	6.0%	205	10.7%
Installation, maintenance, and repair	33,368	3.5%	1,754	3.6%	89	4.6%
Production, transportation, and material moving:						
Production	114,633	12.0%	7,309	14.9%	252	13.1%
Transportation and material moving	55,615	5.8%	3,141	6.4%	120	6.2%
Total:	954,443	100.0%	49,128	100.0%	1,923	100.0%

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

Figure 3

HISTORIC AND PROJECTED EMPLOYMENT LEVELS IN THE TOWN OF LYONS: 1970-2020



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

SUMMARY

This chapter has presented information on the population and economy of the Town of Lyons which is essential to the preparation of a sound land use plan, including, most importantly, information on historic and projected population, household, and employment levels. A summary of the key findings of this chapter follows.

1. The resident population of the Town of Lyons increased steadily, by about 1,560 persons, or by 83 percent, between 1960 and 2000. Between 1980 and 1990, the Town population declined by about 3 percent. According to Wisconsin Department of Administration estimates, since 1990 the Town population has been growing faster than it did during the 1960s and 1970s, increasing by about 860 persons, or 33 percent, to a level of nearly 3,500 persons between 1990 and 2000.
2. Under an intermediate-growth scenario, as embodied in the year 2020 regional land use plan, the Town population may be expected to increase to a level of about 4,644 persons by the year 2020, an increase of about 1,200 persons, or 35 percent, over 2000. Under a high-growth scenario, the population may be expected to increase to about 5,800 persons, an increase of about 2,400 persons, or 70 percent, over 2000.
3. The number of households in the Town of Lyons also increased steadily between 1960 and 2000, increasing by about 700 households, or 138 percent. Despite a 3 percent decrease in the Town population, the number of households increased slightly between 1980 and 1990—by about 50 households, or 5 percent—to a total of about 970 households in 1990.
4. Under an intermediate-growth scenario, the number of households in the Town may be expected to increase to a level of about 1,600 households by the year 2020, an increase of about 370 households, or 30 percent, over 2000. Under a high-growth scenario, the number of households may be expected to increase to about 1,970 households by the year 2020, an increase of about 740 households, or 60 percent, over 1990.
5. The number of jobs in the Town stood at about 880 in 1990, about 110 jobs, or 14 percent, higher than the 1970 level. The trend in total employment in the Town of Lyons is significantly affected by resort-related employment, which decreased between 1970 and 1990, before rebounding in the 1990s.
6. Under an intermediate-growth scenario, total employment in the Town may be expected to increase to a level of about 1,630 jobs by the year 2020, an increase of about 750 jobs, or 85 percent, over 1990. Under a high-growth scenario, the employment may be expected to increase to about 1,740 jobs by 2020, an increase of about 860 jobs, or 98 percent, over 1990. A major factor in the projected employment growth in the Town is a resurgence in resort-related employment; the 1990-2020 projections reflect the fact that resort-related employment in the Town had increased by about 500 jobs between 1990 and 1997.

Chapter III

NATURAL RESOURCE BASE

INTRODUCTION

The wise use and preservation of the natural resources of an area are fundamental to achieving sound development. This land use planning effort for the Town of Lyons recognizes that natural resources are limited and valuable, and that urban and rural land uses must be properly adjusted to the natural resource base so that serious environmental problems can be avoided and resources can be preserved for the future. This chapter presents the results of an inventory and analysis of the natural resource base of the Town of Lyons in support of the preparation of a sound land use plan for the Town.

Included in this chapter is information regarding soil resources, surface water and water-related resources, woodlands, wildlife habitat areas, natural areas, and park and open space sites. Many of the natural resource features which are described individually in this chapter are concentrated in elongated areas of the landscape. These areas of natural resource concentration have long been identified by the Regional Planning Commission and have become widely known as environmental corridors. This chapter also describes the environmental corridors in the Town of Lyons and the vital functions such corridors perform.

Unless otherwise indicated, all quantitative data presented in this chapter pertain to the Town of Lyons—that is, the area within the civil limits of the Town. Maps showing the location and extent of existing natural resource features presented in this chapter include information for the Town of Lyons and adjacent portions of the City of Lake Geneva located within

U.S. Public Land Survey Township 2 North, Range 18 East.

SOIL PROPERTIES

Soil properties exert a strong influence on the use of land. Soils are an irreplaceable resource and mounting pressures upon land are constantly making this resource more valuable. A need exists in any land use planning program to examine how soils can best be used and managed.

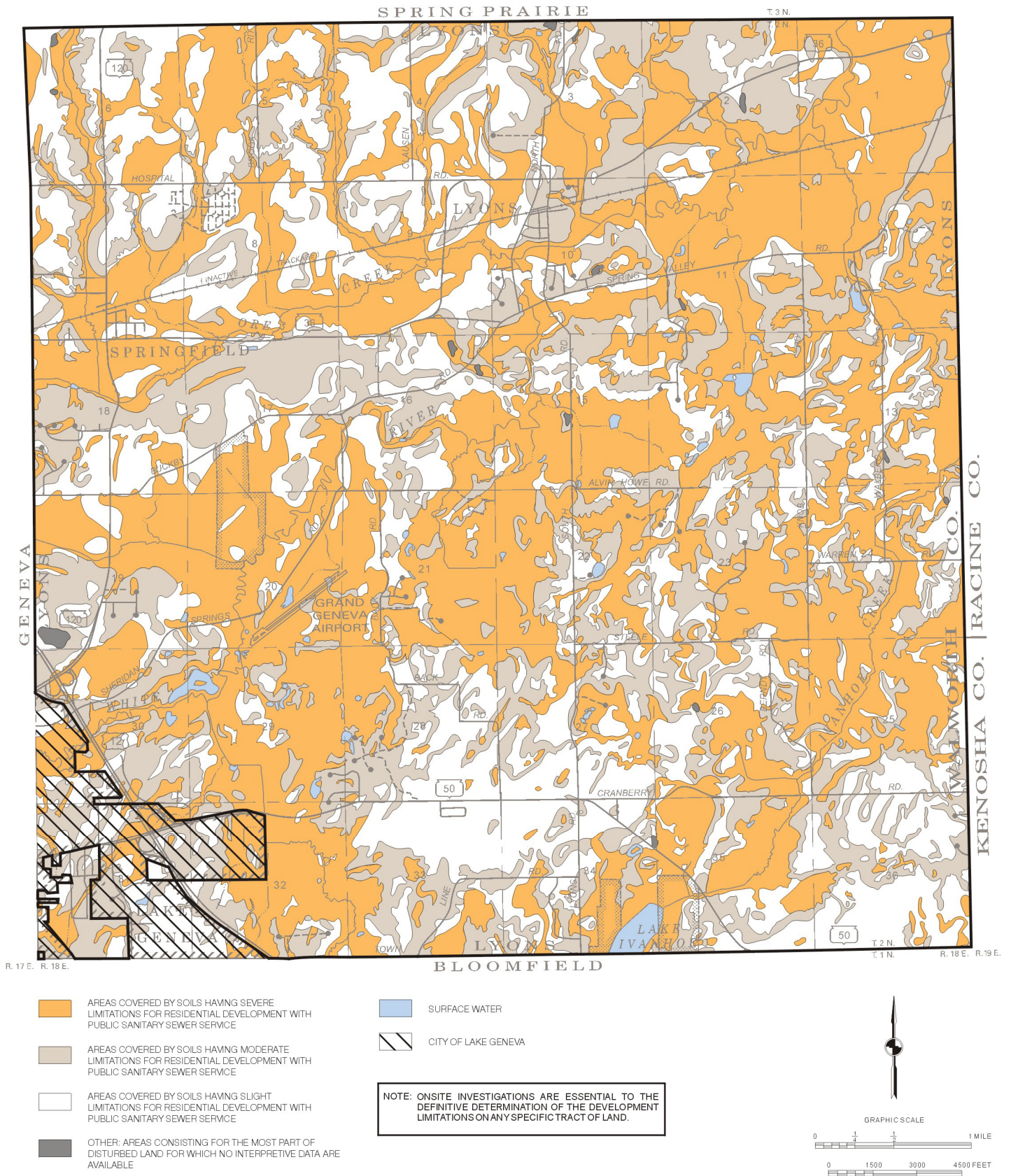
The soils information presented in this chapter is based upon the Walworth County soil survey completed by the U.S. Natural Resources Conservation Service (formerly the U.S. Soil Conservation Service) under a cooperative agreement with the Southeastern Wisconsin Regional Planning Commission. Such surveys provide definitive data on the physical, chemical, and biological properties of soils enabling interpretation of their suitability for various urban and rural uses. Of particular importance in preparing a land use plan for the Town of Lyons are interpretations for residential development with public sanitary sewer service, for onsite sewage disposal systems, and for agriculture.

Soil Suitability for Residential Development Served by Public Sanitary Sewers

The suitability of soils in the Town for residential development served by public sanitary sewers is indicated on Map 2. About 16.1 square miles, or about 46 percent of the total area of the Town, are covered by soils that have severe limitations for residential development with public sanitary sewer service, or

Map 2

SUITABILITY OF SOILS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC
SANITARY SEWER SERVICE IN THE TOWN OF LYONS AND ENVIRONS



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

stated differently, are poorly suited for residential development of any kind. As indicated on Map 2, concentrations of these soils occur in the central, southwestern, and eastern portions of the Town. Smaller concentrations of these soils are also intermixed with other soils in other areas of the Town.

The soil interpretations for residential development served by public sanitary sewer service shown on Map 2 are a composite of soil ratings developed by the Natural Resources Conservation Service (NRCS) for two components of residential development—dwellings with basements and local streets and roads. These NRCS ratings are based upon properties that affect soil strength and settlement under a load and those that effect ease of excavation and construction. The use of a composite rating reflecting suitability for dwellings with basements and suitability for local streets and roads is necessary since there is no single NRCS rating for residential development with public sanitary sewers.

Soil Suitability for Onsite Sewage Disposal Systems

The suitability of soils in the Town for onsite sewage disposal systems is indicated on Maps 3 and 4. Map 3 indicates suitability for conventional onsite sewage disposal systems; Map 4 indicates suitability for mound sewage disposal systems. The ratings are expressed in terms of the likelihood of meeting the criteria governing the siting of onsite sewage disposal systems set forth in Chapter Comm 83 of the *Wisconsin Administrative Code* in effect in 1998. On these maps, areas shown as “suitable” have a high probability of meeting the code requirements for the system concerned; areas shown as “unsuitable” have a high probability of not meeting the requirements. Areas shown as “undeter-mined” include soils having a range of characteristics which spans the applicable administrative code criteria, so that no classification can be assigned without more detailed field investigation. The purpose of Maps 3 and 4 is to illustrate the overall pattern of soil suit-ability for onsite sewage disposal systems. Detailed site investigation based upon the requirements of Chapter Comm 83 are essential to the determination of whether or not the soils on any specific tract of land are suitable for development served by onsite sewage disposal systems.

As indicated in Table 6, about 14.1 square miles, or about 41 percent of the Town, are covered by soils classified as unsuitable for conventional onsite sewage disposal systems; about 12.8 square miles, or about 37 percent, are classified as suitable; and about 7.4

square miles, or about 21 percent, are covered by soils of undetermined suitability. The remaining 0.4 square mile, or 1 percent of the Town, consists of areas for which no soil survey data are available or consist of surface water. From further review of Table 6 and from a comparison of Maps 3 and 4, it is evident that the advent of the mound sewage disposal system and other alternative systems has increased slightly the area of the Town which may be developed using onsite sewage disposal systems.

Some soils which are identified as having “severe” limitations for residential development with public sanitary sewers on Map 2 are identified as “suitable” or “undetermined” for conventional or mound onsite sewage disposal systems on Maps 3 and 4. Of these soils, the Casco-Rodman complex on 20 to 30 percent slopes (identified as “CrE2” on the NRCS soil survey maps for Walworth County) is the most widespread in the Town of Lyons, covering 2.8 square miles in the Town. This soil is identified on Map 2 as having severe limitations for residential development with public sanitary sewers because of the prevailing steep slopes. However, this soil is identified on Maps 3 and 4 as being of undetermined suitability for conventional or mound onsite sewage disposal systems because of the possibility that the mapping unit may contain small enclaves of lesser slopes which may be able to support onsite systems under provisions of Chapter Comm 83 of the *Wisconsin Administrative Code*.

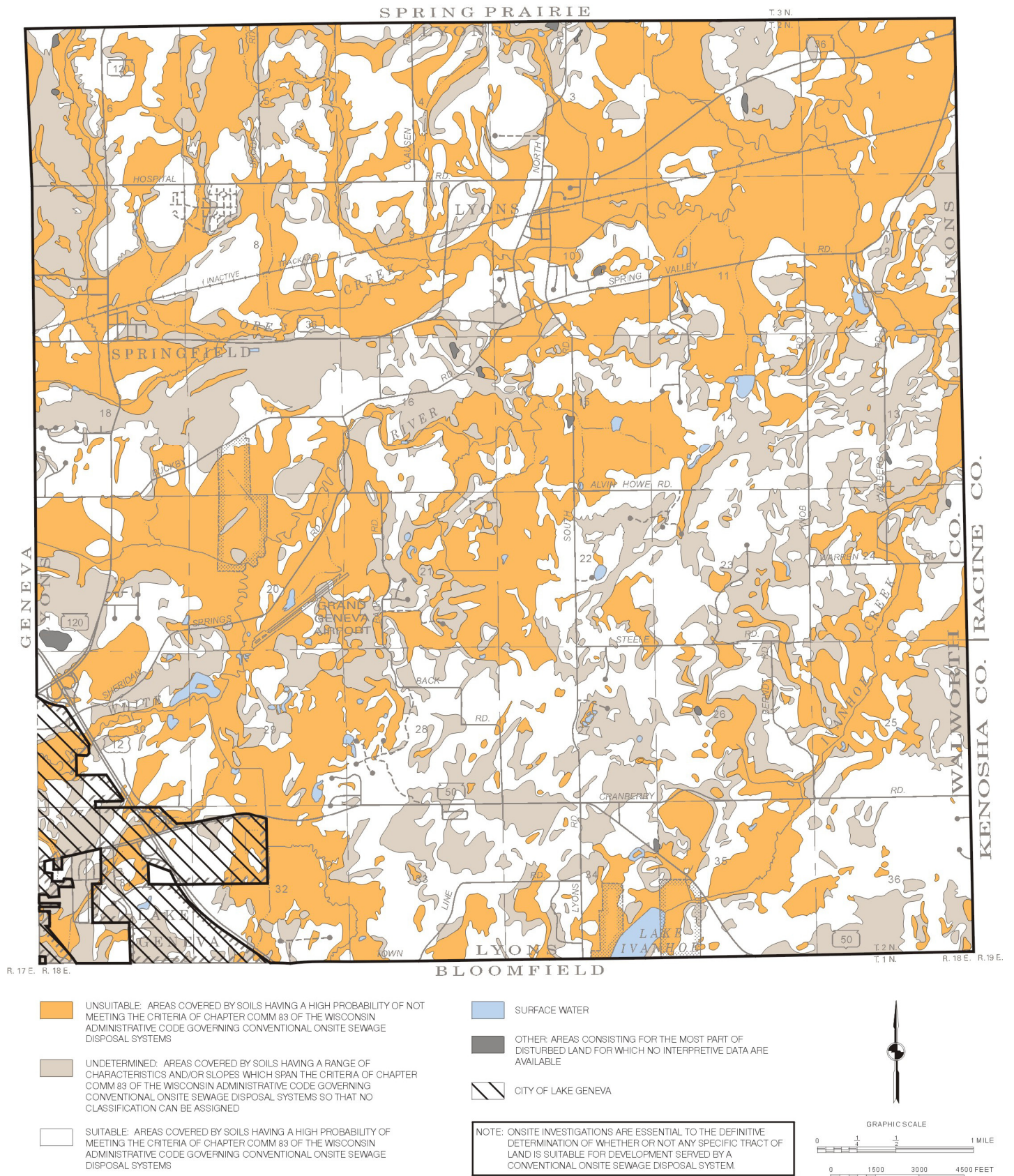
The soil ratings for onsite sewage disposal systems presented on Maps 3 and 4 reflect the requirements of Chapter Comm 83 of the *Wisconsin Administrative Code* as it existed in 1998. As the Town land use plan was being prepared, the Wisconsin Department of Commerce, the State agency responsible for the regulation of such systems, was in the process of revising Chapter Comm 83. The revised rules could significantly alter the existing regulatory framework, potentially increasing the area in which onsite disposal systems may be utilized.

Soil Suitability for Agriculture

The Natural Resources Conservation Service classifies soils into eight capability classes that indicate general suitability for most kinds of farming. Table 7 provides a qualitative description of each capability class. Class I soils are soils that have few limitations, the widest range of use, and the least risk of damage when used. The soils in the other classes have progressively greater natural limitations. Under the Walworth County Zoning Ordinance, the A-1 Prime Agriculture Land District was

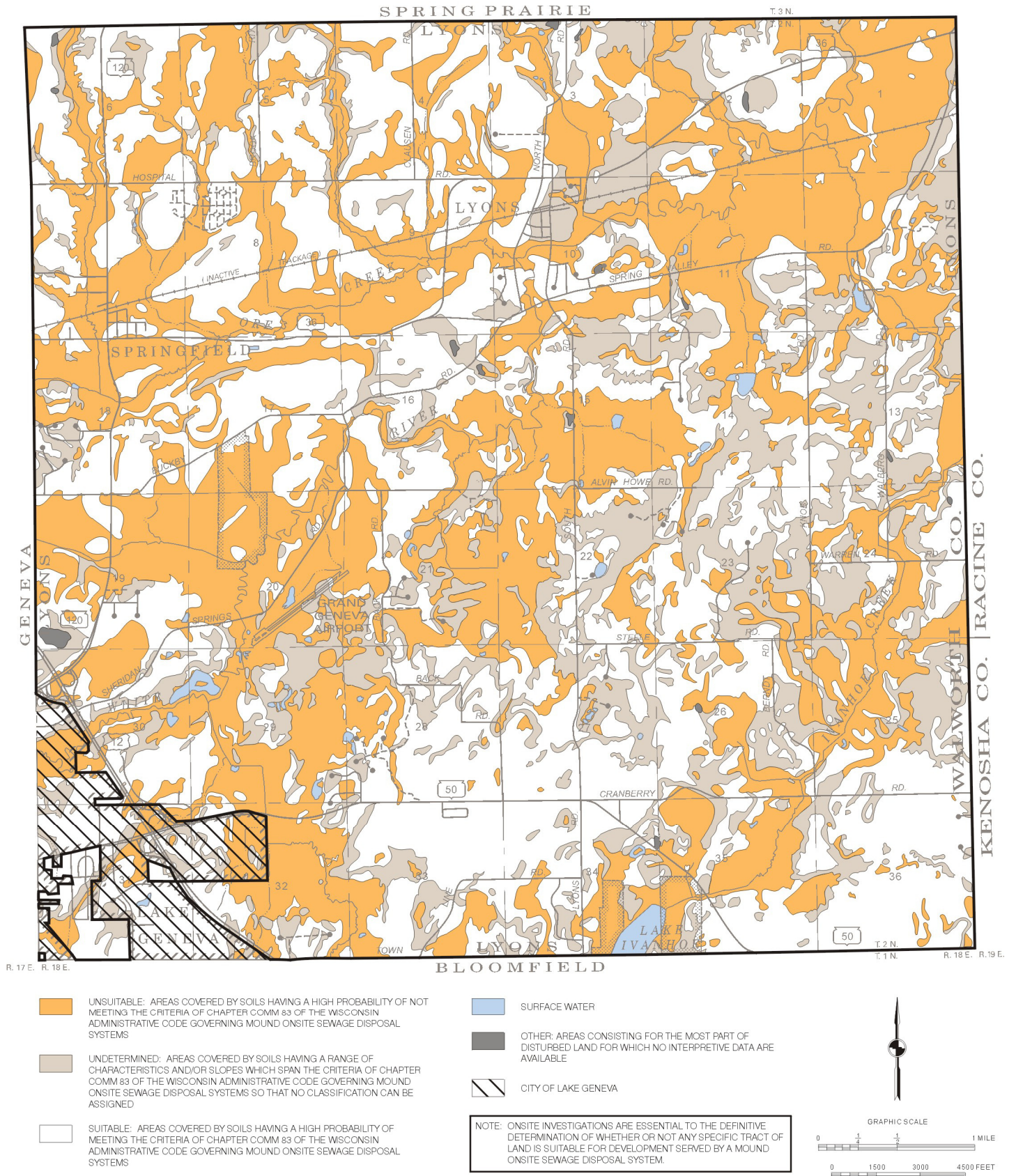
Map 3

SUITABILITY OF SOILS FOR CONVENTIONAL ONSITE SEWAGE
DISPOSAL SYSTEMS IN THE TOWN OF LYONS AND ENVIRONS
BASED UPON CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE: 1998



Map 4

SUITABILITY OF SOILS FOR MOUND ONSITE SEWAGE
DISPOSAL SYSTEMS IN THE TOWN OF LYONS AND ENVIRONS
BASED UPON CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE: 1998



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

Table 6

**SOIL SUITABILITY FOR ONSITE SEWAGE DISPOSAL SYSTEMS IN THE TOWN OF LYONS
BASED UPON CHAPTER COMM 83 OF THE WISCONSIN ADMINISTRATIVE CODE: 1998**

Classification	Conventional Systems		Mound Systems	
	Square Miles	Percent of Town	Square Miles	Percent of Town
Unsuitable	14.1	40.6	13.7	39.5
Undetermined	7.4	21.3	6.0	17.3
Suitable	12.8	36.9	14.6	42.0
Other ^a	0.4	1.2	0.4	1.2
Total	34.7	100.0	34.7	100.0

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

Source: SEWRPC.

Table 7

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

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

Source: U.S. Natural Resources Conservation Service.

established to maintain, preserve, and enhance agricultural lands historically exhibiting high crop yields—particularly, areas where Class I, II, and III soils are concentrated. Areas of the Town covered by Class I, II, and III soils are shown on Map 5.

Steep Slopes

Slope is an especially important determinant of the practicable uses of land. Lands with steep slopes are generally poorly suited for urban development and for most agricultural purposes. The inappropriate development of steeply sloped areas can result in increased

surface water runoff and erosion. Furthermore, steeply sloped areas often have an abundant diversity of plant and animal life compared to surrounding lands. Lands with steep slopes should generally be maintained in natural cover for erosion control, water quality protection, and wildlife habitat preservation purposes.

The soil survey includes information on land slopes. The survey indicates that areas of steep slope—that is, areas having a slope of 12 percent or greater—encompass 6.9 square miles, or 20 percent of the Town. As shown on Map 6, steep slopes are generally located in the central

and eastern portions of the Town, between the White River and Ivanhoe Creek.

WATERSHED FEATURES AND DRAINAGE

The Town of Lyons is located entirely within the Fox River watershed, which is part of the Mississippi River drainage system. As shown on Map 7, the Town includes portions of six subwatersheds of the Fox River: the Como Creek, Ivanhoe Creek, East Branch of Nippersink Creek, Lower Fox River, Ore Creek, and White River subwatersheds. These subwatersheds, in turn, may be further subdivided into smaller drainage areas, termed subbasins, also displayed on Map 7.

SURFACE WATER RESOURCES

Surface water resources, including lakes, rivers and streams, floodlands, and wetlands, are important influences on the physical development of the Town. The presence of floodlands and wetlands and the regulations enacted to protect these resources are important determinants of the location and intensity of both rural and urban development in the Town.

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

Lakes

Located partially in the Town of Lyons and partially in the Town of Bloomfield, Lake Ivanhoe has a total surface area of 42 acres. The Town of Lyons also has a limited number of smaller, generally unnamed lakes and ponds as shown on Map 7.

Streams

The perennial and intermittent streams in the Town are also shown on Map 7. Perennial streams—watercourses that maintain continuous flow throughout the year except under unusual drought conditions—include Como Creek, Ivanhoe Creek, Ore Creek, and the White River. The White River is the surface water outlet for Geneva Lake. It flows in a northeasterly direction through the Town and empties into Echo Lake and the Fox River at Burlington, about 1.5 miles northeast of the Town. Como Creek is the surface water outlet

for Lake Como in the Town of Geneva and empties into the White River in the west-central area of the Town. Ivanhoe Creek, the surface water outlet for Lake Ivanhoe, flows in a northerly direction through the eastern portion of the Town, emptying into the White River near the Town's northeast corner. Ore Creek originates in the Town of Geneva and flows in an easterly direction through the Town of Lyons, emptying into the White River in the unincorporated community of Lyons. A network of intermittent streams drains to the perennial streams, particularly during periods of snowmelt and rainfall.

Floodlands

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

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

Floodland delineations were prepared by the Regional Planning Commission as part of its Fox River watershed planning program, the findings and recommendations of which are set forth in SEWRPC Planning Report No. 12, *A Comprehensive Plan for the Fox River Watershed*, 1970. These delineations have been refined and incorporated into the Flood Insurance Study for Walworth County published by the Federal Emergency Management Agency (FEMA).

Floodlands identified to date by the Regional Planning Commission and FEMA in the Town of Lyons are shown on Map 7. These floodlands encompass an area of 4.0 square miles, or about 12 percent of the total area the Town of Lyons are summarized herein. The floodlands are located primarily along Como Creek, Ivanhoe Creek, Ore Creek, and the White River and certain tributaries to these streams. The potential exists for the identification of additional flood hazard areas in future studies.

Wetlands

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

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

Wetlands have severe limitations for residential, commercial, and industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, along with the inherent high water table. Map 7 shows the wetlands in the Town of Lyons. These areas encompassed 4.9 square miles, or about 14 percent of the area of the Town, in 1995.

WOODLANDS

With sound management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and reducing surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands, particularly on hillsides, can contribute to excessive stormwater runoff, siltation of lakes and streams, and loss of wildlife habitat. Woodlands encompassed 3.7 square miles, or about 11 percent of the area of the Town, in 1995 (see Map 8).

WILDLIFE HABITAT AREAS

Wildlife in the Town of Lyons includes species such as rabbit, squirrel, woodchuck, mink, fox, raccoon and

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

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

As shown on Map 9, wildlife habitat areas in the Town generally occur in association with existing surface water, wetland, and woodland resources. In 1985, wildlife habitat covered 12.7 square miles, or about 37 percent of the total area of the Town. This total area consisted of 5.0 square miles of Class I habitat, 3.5 square miles of Class II habitat, and 4.2 square miles of Class III habitat.

NATURAL AREAS, CRITICAL SPECIES HABITAT, AND GEOLOGICAL SITES

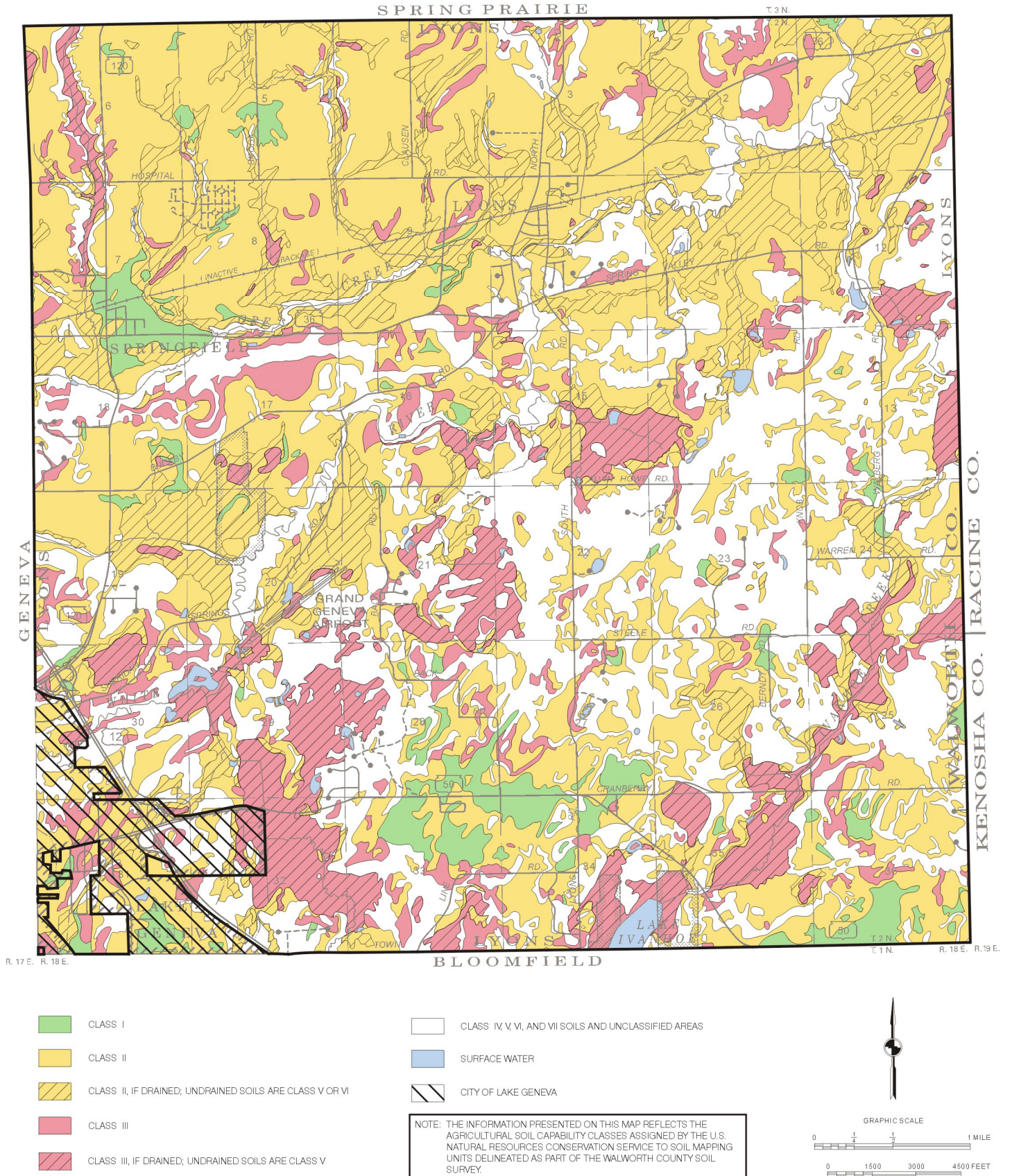
A comprehensive inventory of natural and geological resources in the Southeastern Wisconsin Region was conducted by the Regional Planning Commission in 1994 as part of the regional natural areas and critical species habitat protection and management study. The inventory systematically identified all remaining high-quality natural areas, critical species habitat, and sites having geological significance within the Region. Inventory findings as they pertain to the Town of Lyons are summarized herein.

Natural Areas

Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of

Map 5

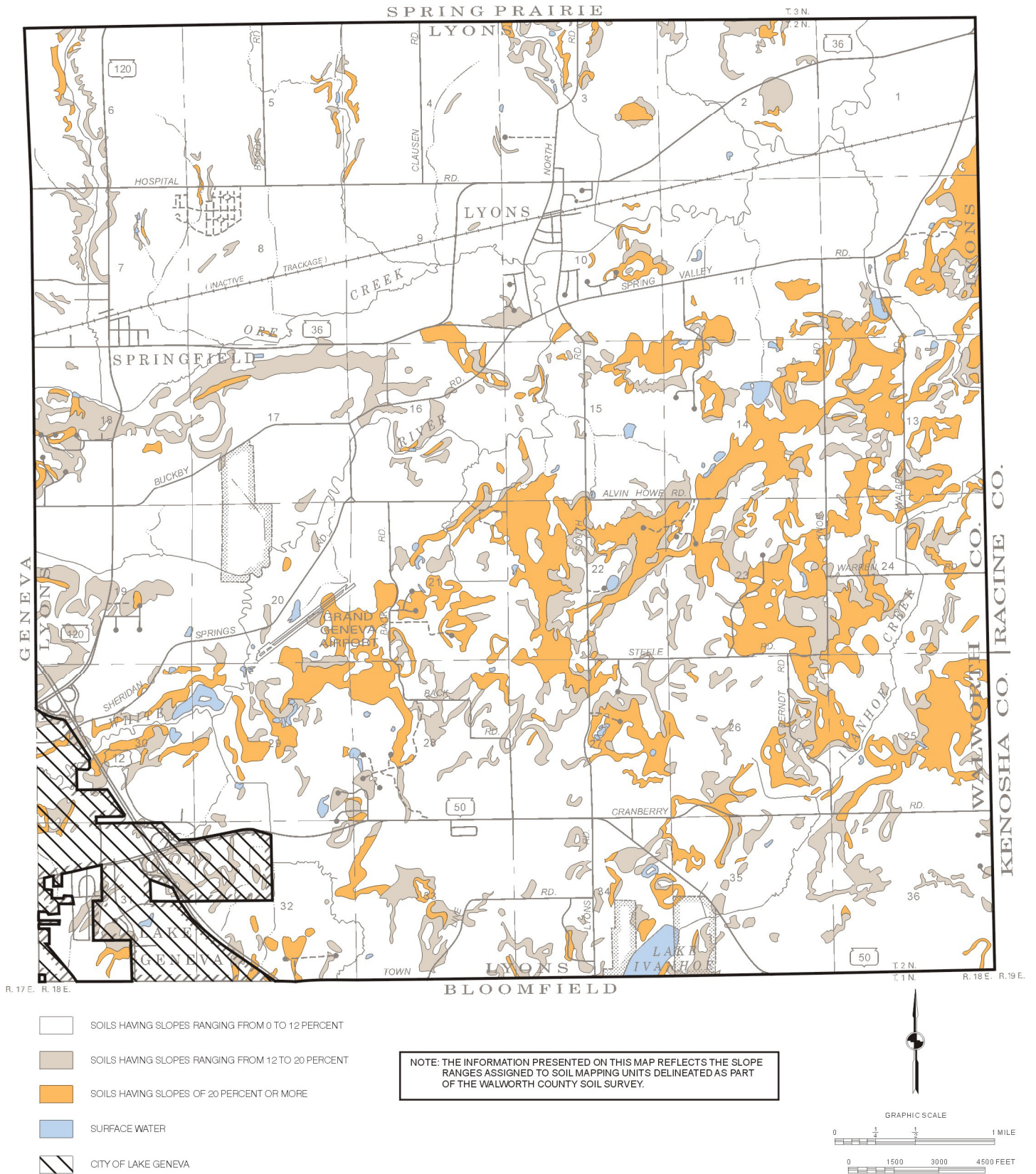
AGRICULTURAL SOIL CAPABILITY CLASS OF SOILS IN THE TOWN OF LYONS AND ENVIRONS



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

Map 6

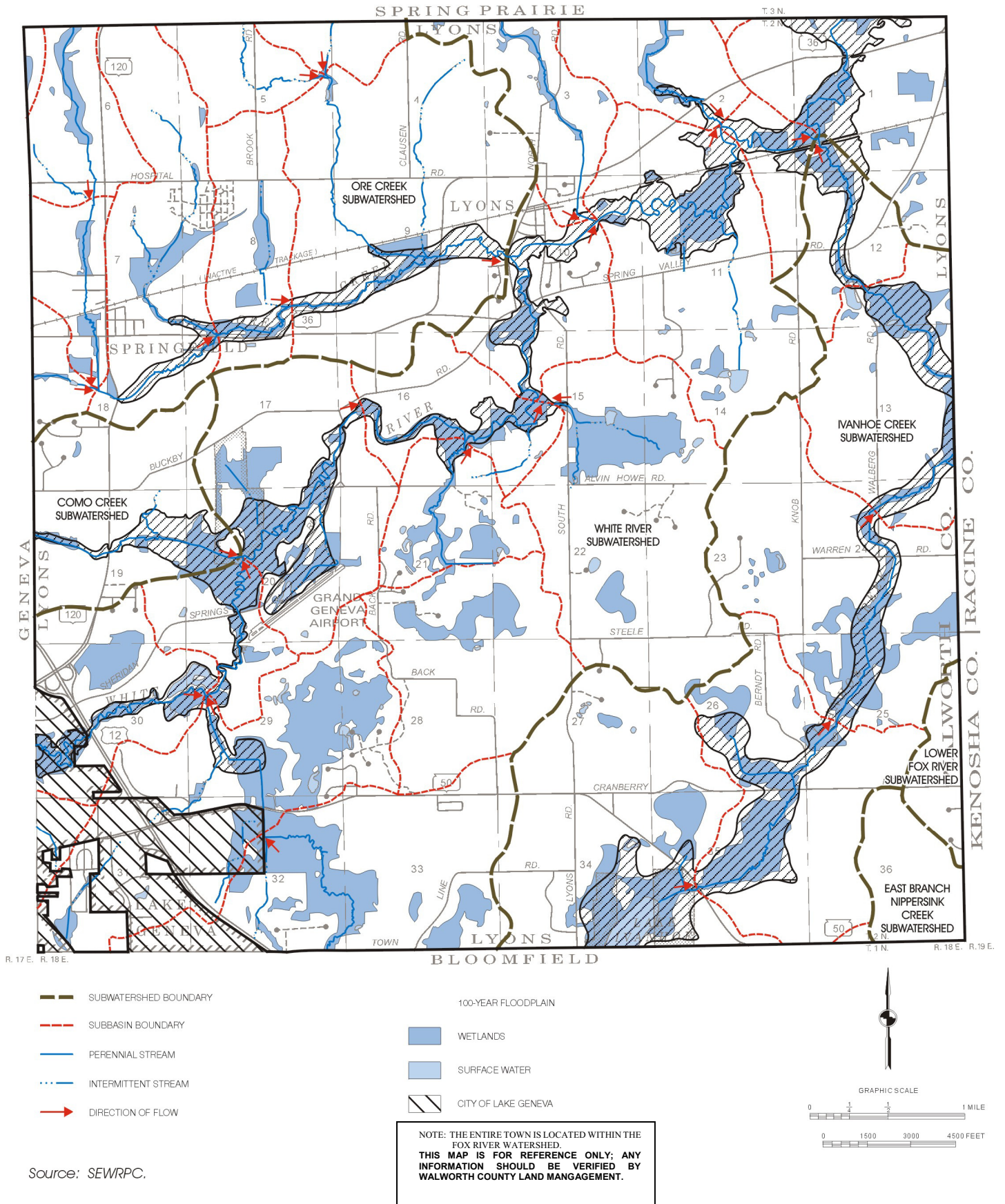
STEEP SLOPES IN THE TOWN OF LYONS AND ENVIRONS



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

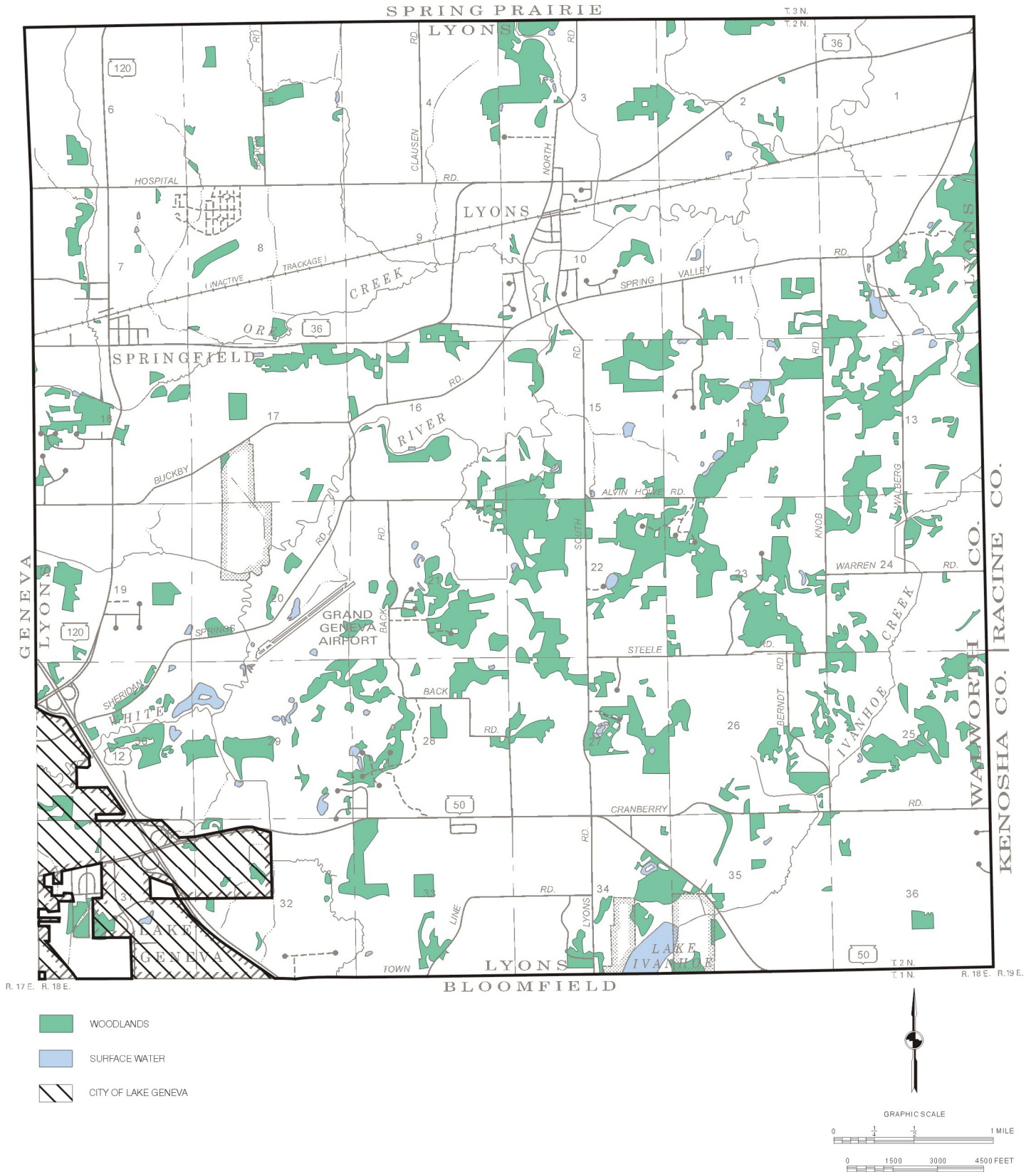
Map 7

SURFACE WATER RESOURCES IN THE TOWN OF LYONS AND ENVIRONS

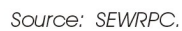


Map 8

WOODLANDS IN THE TOWN OF LYONS AND ENVIRONS: 1995



Source: SEWRPC.



three categories: natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), and natural areas of local significance (NA-3). Classification of an area into one of these three categories is based upon consideration of the diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from human activity; the commonness of the plant and animal community; the uniqueness of the natural features; the size of the site; and the educational value.

Eight natural area sites lying wholly or partially within the Town of Lyons have been identified—one natural area of countywide or regional significance and seven natural areas of local significance. These sites, which together encompass 439 acres within the Town of Lyons, or 2 percent of the total area of the Town, are shown on Map 10 and described in Table 8.

Critical Species Habitat Sites

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

Three sites supporting threatened or rare plant species have been identified in the Town of Lyons. These sites, which together encompass an area of about 102 acres, or less than 1 percent of the Town, are also shown on Map 10 and described in Table 8.

Significant Geological Sites

The regional natural areas and critical species habitat protection and management study included an inventory of scientifically and historically important geological sites in the Region. The identified geological areas were ranked as GA-1, GA-2, or GA-3 sites using a classification system similar to that used in the ranking of designated natural areas, described above.

Portions of the east central and central area of the Town of Lyons encompassing a total area of about 3,500 acres have been identified as a geological area of local significance (GA-3). This area, which extends eastward into Racine County, includes outstanding examples of kettle and kame topography. Parts of this area have been developed in various urban and rural uses.

RESOURCE-RELATED ELEMENTS

Park and open space sites and historic sites, while not strictly defined as part of the natural resource base, are closely linked to the underlying natural resource base. Park and open space sites and historic sites may be enhanced by the presence of natural resource features; conversely, the commitment of land to park and open space use contributes to the preservation of existing resource features.

Existing Outdoor Recreation and Open Space Sites

Existing public and nonpublic outdoor recreation and open space sites in the Town of Lyons are shown on Map 11 and described in Table 9. Public sites in the Town of Lyons include the Town of Lyons Riverview Park and the Lyons Center School site--abutting sites in the unincorporated community of Lyons which provide picnic shelters, a softball diamond, and a playfield; a small—less than one acre—unnamed Town park located in the unincorporated village of Lyons; a Town park providing public access to Lake Ivanhoe; three Wisconsin Department of Natural Resources Wildlife Areas; and an undeveloped site located in the southwestern portion of the Town which was recently acquired by the City of Lake Geneva for park and open space purposes.

The Seno Wildlife Center, an environmental educational site, is located off of Cranberry Road in the southeast section of the town. This area will serve as an educational center for the region.

The Town of Lyons, Wisconsin Department of Natural Resources, and the City of Burlington created a land swap that will protect 47.5 acres of wetland along STH 36 in the northeast section of the Town. This area will be preserved as a wetland and natural resource for the area.

Among the private recreation sites in the Town of Lyons, the largest by far is the Grand Geneva Resort and Spa. This site, which encompasses an area of about 1,190 acres in the southwestern portion of the Town, provides two eighteen-hole regulation golf courses, a ski hill, and facilities for numerous other outdoor, as well as indoor, recreational activities.

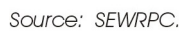


Table 8

NATURAL AREAS AND CRITICAL SPECIES HABITAT SITES IN THE TOWN OF LYONS: 1994

Area Name	Classification Code ^a	Location	Ownership	Size (acres)	Description and Comments
Lake Ivanhoe Fen and Sedge Meadow	NA-2	T 2N, R 18E Sections 34, 35 Town of Lyons	Department of Natural Resources and Private	93	Wetland complex on north side of Lake Ivanhoe, consisting of sedge meadow, shallow marsh, and high-quality calcareous fen communities. The fen contains a number of uncommon species, including the State-designated threatened beaked spike-rush (<i>Eleocharis rostellata</i>)
Cranberry Road Bog	NA-3	T 2N, R 18E Sections 26, 35 Town of Lyons	Private	46	Large bog and marsh complex occupying a shallow depression, dominated by leatherleaf and glossy buckthorn. Young tamaracks are present near center of bog. Species diversity is low, but a large population of pitcher plant is present. This community occurs near the southern limits of its range.
Ivanhoe Creek Fen	NA-3	T 2N, R 18E Section 35 Town of Lyons	Private	32	Wetland complex along Ivanhoe Creek, containing shrub-carr, shallow marsh, and good quality calcareous fen.
Peterson Fen	NA-3	T 2N, R 18E Section 26 Town of Lyons	Private	2	Good-quality calcareous fen, shrub-carr, and sedge meadow along Ivanhoe Creek. Contains Ohio golden-rod (<i>Solidago ohioensis</i>) and small fringed gentian (<i>Gentiana procera</i>), both State-designated special concern species.
Lake Geneva Tamarack Relict	NA-3	T 2N, R 18E Sections 28, 29 Town of Lyons	Private	160	Large tamarack relict-shrub-carr complex with small, shallow lakes in depressions. Adjacent development and past ditching attempts have disturbed the site
Tri-County Tamarack Swamp	NA-3	T 2N, R 18E Sections 24, 25 Town of Lyons T 2N, R 19E Section 19 Town of Burlington	Private	25 (plus 15 in Racine County)	Medium-aged tamarack swamp surrounded by dense shrub-carr. Extends into Racine County.
Burlington Hills Woods	NA-3	T 2N, R 18E Sections 1, 12, 13 Town of Lyons T 2N, R 19E Sections 6-7, 18 Town of Burlington	Private	80 (plus 557 in Racine County)	Rough morainal ridges occupied by mature and second-growth oak woods, with small, scattered patches of dry hill prairie and disturbed openings. Largest remaining upland woods in Racine County; important for forest-interior-breeding birds. Currently threatened by sand and gravel mine expansion.
Burlington Railroad Prairie	NA-3	T 2N, R 18E Section 1 Town of Lyons T 2N, R 19E Section 6 Town of Burlington	Private	1 (plus 4 in Racine County)	One-quarter-mile stretch of mesic, dry-mesic, and dry prairie remnants bordering railway right-of-way.
White River Railroad Prairie	CSH-P	T 2N, R 18E Section 1 Town of Lyons	Private	22	Wet-mesic prairie supports white lady's slipper (<i>Cypripedium candidum</i>) a species designated threatened in Wisconsin
Peterson Property	CSH-P	T 2N, R 18E Section 35 Town of Lyons	Private	50	Shallow marsh, wet to dry-mesic prairie, and wet to dry-mesic hardwoods area supports swamp agrimony (<i>Agrimonia parviflora</i>) a species designated rare in Wisconsin
Radio Station Wetland	CSH-P	T 2N, R 18E Section 32 Town of Lyons	Private	30	Mowed-fen that supports stiff gentian (<i>Gentiana procera</i>) a species designated rare in Wisconsin

^aNA-2 identifies natural area sites of countywide or regional significance

NA-3 identifies natural area sites of local significance

CSH-P identifies critical plant species habitat sites

Source: Wisconsin Department of Natural Resources and SEWRPC.

OUTDOOR RECREATION AND OPEN SPACE SITES
IN THE TOWN OF LYONS AND ENVIRONS: 1998

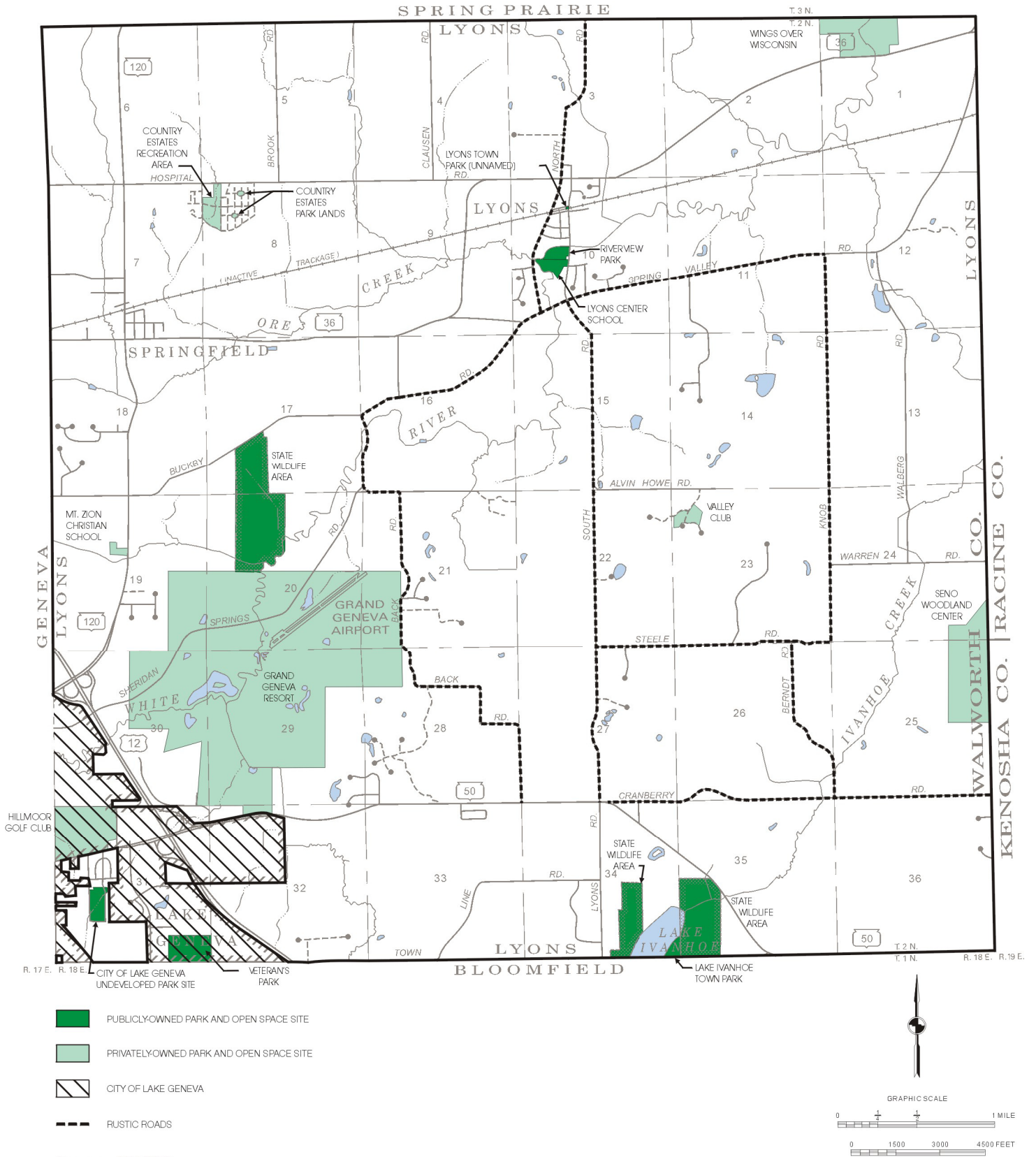


Table 9

OUTDOOR RECREATION SITES AND FACILITIES IN THE TOWN OF LYONS: 1998

Site Name	Acreage	Outdoor Recreation Facilities
Public		
Lake Ivanhoe Town Park	4	Boat access
Lyons Center School	4	Softball diamond
Riverview Park	6	Picnic shelters, playfield
State Wildlife Area (Sections 17, 20)	135	Open space site
State Wildlife Area (Section 34)	30	Open space site
State Wildlife Area (Section 35)	66	Open space site
Town of Lyons Park (unnamed)	<1	Basketball Goal
City of Lake Geneva Undeveloped Park Site	12	--
Subtotal	257	--
Nonpublic		
Country Estates Park Lands	1	Playground equipment, passive use area
Country Estates Recreation Area	15	Tennis courts, basketball court, playfields
Grand Geneva Resort	1,190	Golf courses, tennis courts, ski hill, ice skating, swimming pool, playground equipment
Mount Zion Christian School	2	Soccer field, playground equipment
Seno Woodland Center	105	Open space site
Valley Club	7	Tennis courts, swimming pool
Wings Over Wisconsin	67	Open space site
Subtotal	1,387	--
Total	1,644	--

NOTE: Outdoor recreation sites in adjacent portions of the City of Lake Geneva include City of Lake Geneva Veteran's Park (public) and Hillmoor Golf Club (nonpublic).

Source: SEWRPC.

In addition to the existing outdoor recreation sites shown on Map 11, construction of a new privately owned golf course located in the Town of Lyons and the Town of Geneva was underway in 1999. To be known as "Hawk's View," the new golf course was being developed in the area south of Buckby Road, on either side of the Geneva-Lyons town line. Site plans call for limited golf course-related residential development, including five four-unit structures in the Town of Lyons portion of the site.

Rustic Roads

In 1973, the Wisconsin Legislature created a rustic roads program intended to help preserve scenic, lightly traveled roads for the leisurely enjoyment of bikers, hikers, and motorists. The designation, maintenance, and preservation of rustic roads is governed by Section 83.42 of the *Wisconsin Statutes* and Chapter Trans-RR 1 of the *Wisconsin Administrative Code*.

The process of designating a city, village, or town road as a rustic road may be initiated by a petition submitted by resident landowners along the road or others from within the community, or by resolution of the municipal

governing body. The governing body may hold a public hearing on the rustic roads designation. After approving the rustic roads designation, the local governing body requests approval by the State Rustic Roads Board, which has final approval authority over the designation. The process for designation of a county highway as a rustic road is similar, with the county highway committee serving as the local implementing agency. The rustic roads program seeks to preserve the character of designated rustic roads insofar as practicable. The *Wisconsin Administrative Code* provides that necessary improvements may be made to the road surface to improve safety or drainage or to reduce maintenance problems, but that such improvements should not disturb the rustic characteristics for which the road was designated. In general, the maximum speed limit which may be established on a rustic road is 45 miles per hour.

As shown on Map 11, a relatively extensive network of designated rustic roads exists within the Town of Lyons. The existing rustic road network has a combined length of about 20 miles and includes all or portions of Back Road, Berndt Road, Church Street, Cranberry Road, Knob Road, North Road, Sheridan Springs Road, South Road, Spring Valley Road, and Steele Road.

Historic Sites

A number of inventories and surveys of historic sites have been conducted by various units and agencies of government in the Southeastern Wisconsin Region. The results of these inventories and surveys, on file at such agencies as the State Historical Society of Wisconsin, indicate that there are more than 14,000 historic sites in the seven-county Region. Particularly significant historic sites are listed on the National Register of Historic Places. About 375 historic sites and 55 historic districts in the Region are listed on the National Register. One such site exists in the Town of Lyons: the Meyerhofer Cobblestone House located in the southwestern portion of the Town, along Town Line Road, just east of USH 12.

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

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

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

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

Regional Planning Commission. "Primary" and "secondary" environmental corridors have been identified. Primary environmental corridors include a wide variety of the most important natural resource and resource-related elements and are, by definition, at least 400 acres in size, two miles long, and 200 feet wide. Secondary environmental corridors generally connect with the primary environmental corridors and are at least 100 acres in size and one mile long. In addition, smaller concentrations of natural resource features that have been separated physically from the environmental corridors by intensive urban or agricultural land uses have also been identified. These areas, which have an area of at least five acres, are referred to as isolated natural resource areas. The locations of environmental corridors and isolated natural resource areas within the Town of Lyons are shown on Map 12.

The preservation of the environmental corridors in essentially natural, open uses can assist in flood-flow attenuation, water pollution abatement, noise pollution abatement, and air quality maintenance. Corridor preservation is also important to the movement of wildlife, especially in times of stress, and for the movement and dispersal of seeds for a variety of plant species. Because these corridors are generally poorly suited for urban development owing to soil limitations, steep slopes, or flooding potential, their preservation will help avoid the creation of new environmental and developmental problems.

Primary Environmental Corridors

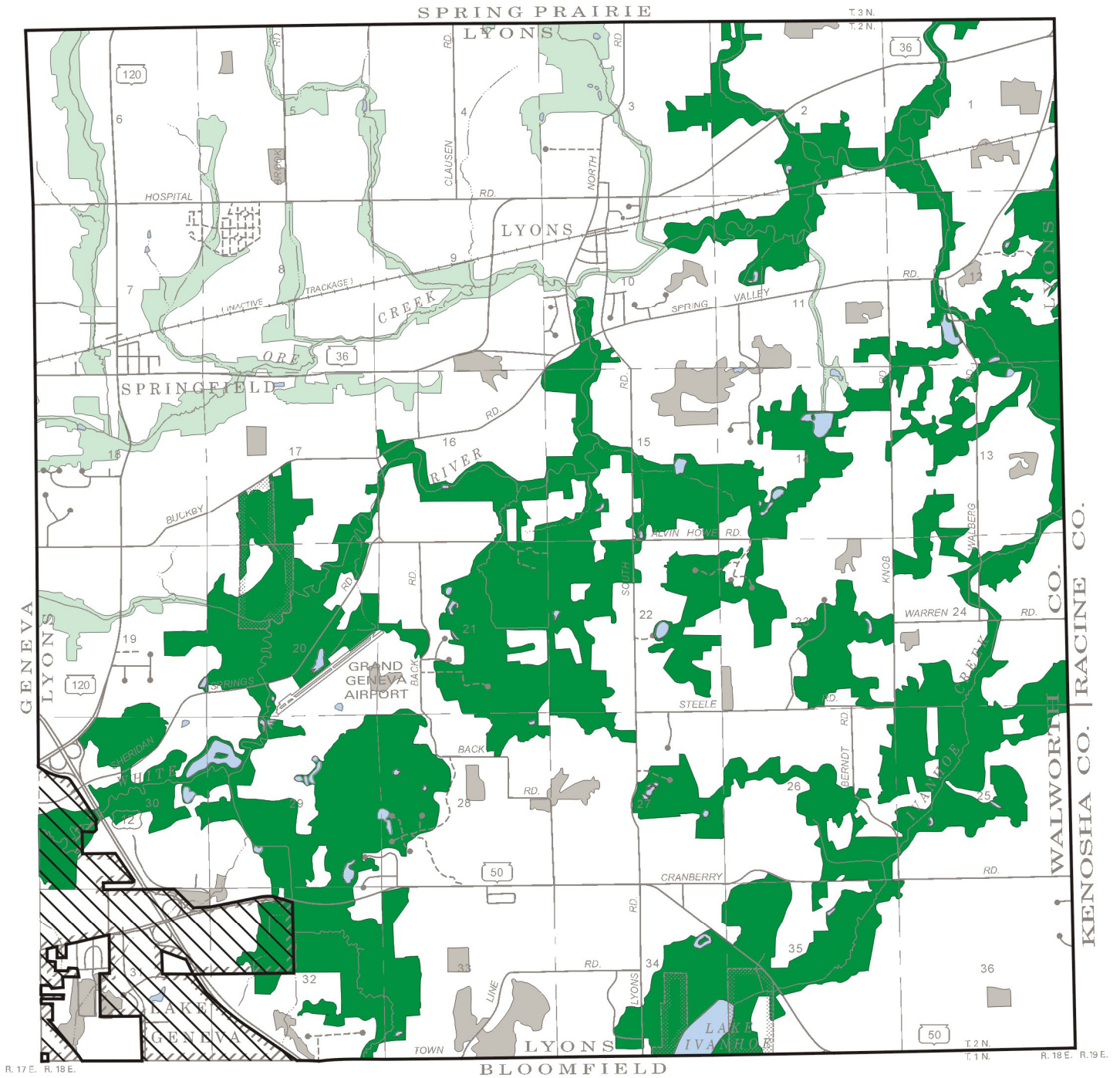
Primary environmental corridors within the Town of Lyons consist, for the most part, of lowland resources along Ivanhoe Creek and the White River and their tributaries as well as upland woodlands and wildlife habitat areas within the White River and Ivanhoe Creek subwatersheds. Together, the identified primary environmental corridors encompassed about 8.3 square miles, or 24 percent of the area of the Town, in 1995.

Secondary Environmental Corridors

Secondary environmental corridors occur along Ore Creek and other perennial and intermittent streams in the northwestern portion of the Town. Together these secondary environmental corridors encompassed an area of about 1.6 square miles, or 5 percent of the total area of the Town, in 1995.

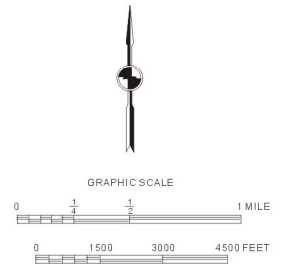
Map 12

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL
RESOURCE AREAS IN THE TOWN OF LYONS AND ENVIRONS: 1995



- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- SURFACE WATER
- CITY OF LAKE GENEVA

Source: SEWRPC.



Isolated Natural Resource Areas

Isolated natural resource areas are scattered throughout the Town of Lyons. Together, the identified isolated natural resource areas encompassed a total of 0.8 square mile, or 2 percent of the total area of the Town, in 1995

SUMMARY

This chapter has presented the results of an inventory and analysis of the natural resource base of the Town of Lyons undertaken in support of the preparation of a land use plan for the Town. The major findings of that inventory and analysis are described below.

1. Soil limitations for various urban and nonurban uses are an important consideration in any sound land use planning effort. Soil survey data indicate that about 16.1 square miles, or about 46 percent of the total area of the Town of Lyons, are covered by soils that have severe limitations for residential development served by public sanitary sewer service, or stated differently, are poorly suited for residential development of any kind. With respect to unsewered development, the soil survey data indicate that 14.1 square miles, or about 41 percent of the Town, are covered by soils classified as unsuitable for conventional onsite sewage disposal systems; about 12.8 square miles, or 37 percent, are classified as suitable; and about 7.4 square miles, or 21 percent, are covered by soils of undetermined suitability. The soil ratings for onsite sewage disposal systems presented in this chapter reflect the requirements of Chapter Comm 83 of the *Wisconsin Administrative Code* as it existed in 1998. As the Town land use plan was being prepared, the Wisconsin Department of Commerce was in the process of revising Chapter Comm 83. The revised rules could significantly alter that regulatory framework, potentially increasing the area where onsite sewage disposal systems may be utilized.
2. Lake Ivanhoe is the largest lake in the Town of Lyons, having a total area of 42 acres. The Town also has a limited number of smaller, generally unnamed lakes. Perennial streams in the Town include Como Creek, Ivanhoe Creek, Ore Creek, and the White River. Areas lying within the 100-year recurrence interval flood hazard areas associated with these streams encompass 4.0 square miles, or 12 percent of the Town.
3. The Town encompasses many other significant natural resource features. In 1995, wetland areas encompassed about 4.9 square miles, or 14 percent of the Town, while woodlands encompassed 3.7 square miles, or 11 percent of the Town. The Town contains all or portions of eight natural areas which reflect pre-European settlement conditions, and three areas identified as critical species habitat areas which support rare or threatened plant species.
4. Public outdoor recreation and open space sites in the Town of Lyons include the Town of Lyons Riverview Park and the Lyons Center School site—abutting sites in the unincorporated community of Lyons which provide picnic shelters, a softball diamond, and a playfield; a small, unnamed Town park located in the unincorporated community of Lyons; a Town park providing public access to Lake Ivanhoe; three Wisconsin Department of Natural Resources Wildlife Areas; and an undeveloped park site located in the southwestern portion of the Town recently acquired by the City of Lake Geneva for park and open space purposes.
5. The wetlands, woodlands, wildlife habitat areas and other elements of the natural resource base of the Town described individually in this chapter, are concentrated in linear areas in the landscape, referred to by the Regional Planning Commission as environmental corridors. The most important of these corridors, primary environmental corridors, include a wide variety of important natural resource and resource related elements and are, by definition, at least 400 acres in size, two miles long, and 200 feet wide. Primary environmental corridors within the Town of Lyons consist, for the most part, of lowland resources along the White River and Ivanhoe Creek and their tributaries as well as upland woodlands and wildlife habitat areas within the White River and Ivanhoe Creek subwatersheds in the Town. Together, the identified primary environmental corridors encompassed about 8.3 square miles, or 24 percent of the area of the Town of Lyons, in 1995. The preservation of these corridors is essential to the overall quality of the environment of the Town, the maintenance of its natural beauty and cultural heritage, and the provision of opportunities for a range of recreational and educational pursuits.

Chapter IV

THE MAN-MADE ENVIRONMENT

INTRODUCTION

Whereas the previous chapter of this report presented a description of the natural resource base of the Town of Lyons, this chapter provides a description of the man-made environment of the Town. Specifically, this chapter presents information regarding existing land use, arterial highway facilities, public utilities, and community facilities in the Town of Lyons. Information concerning existing land use and other aspects of the man-made environment is essential to any sound land use planning effort.

Unless otherwise indicated, all quantitative data presented in this chapter pertain to the Town of Lyons—that is, the area within the civil limits of the Town. Maps showing the existing land use pattern and other aspects of the built environment presented in this chapter include information for the Town of Lyons and adjacent portions of the City of Lake Geneva located within U.S. Public Land Survey Township 2 North, Range 18 East.

EXISTING LAND USE

The land use pattern in the Town of Lyons is shown on Map 13 and summarized in Table 10. Existing urban development within the Town of Lyons is concentrated in the unincorporated communities of Lyons and Springfield, the Country Estates Condominium, and the area adjacent to the City of Lake Geneva. A large recreational complex, the Grand Geneva Resort, is located in the southwestern portion of the Town. The Town encompasses extensive wetlands, woodlands, and other environmentally sensitive areas. Agriculture remains the predominant land use in the Town.

Urban Land Uses

In 1995, urban land uses, including residential, commercial, industrial, recreational, governmental and institutional, and transportation uses, encompassed 2,265 acres—about 3.5 square miles—or about 10 percent of the total area of the Town. Residential lands comprised the largest urban land use category, encompassing 807 acres, or about 36 percent of all urban land and about 4 percent of the total area of the Town. Residential development in the Town has occurred both in concentrated urban enclaves, as noted above, and as scattered subdivisions and individual homesites. Since 1995, the date of the most recent regional land use inventory, three subdivisions have been platted—Hidden Creek Subdivision and Lyons Hillside Subdivision, both located in the unincorporated community of Lyons, and Tuscany of Lake Geneva—Phase 2 Subdivision, located in the south central portion of the Town.

Commercial and industrial lands together encompassed 113 acres, or about 5 percent of all urban land and about 0.5 percent of the total area of the Town of Lyons, in 1995. Commercial development in the Town includes shops and service establishments in the unincorporated community of Lyons, resort development, and scattered businesses. Industrial development includes the Lyons Industrial Park—an area devoted primarily to small manufacturing and storage uses located north of the USH 12-STH 120 interchange—and scattered industrial operations. Larger scale commercial and industrial development is located in the adjacent Cities of Lake Geneva and Burlington.

Map 13

LAND USE IN THE TOWN OF LYONS AND ENVIRONS: 1995

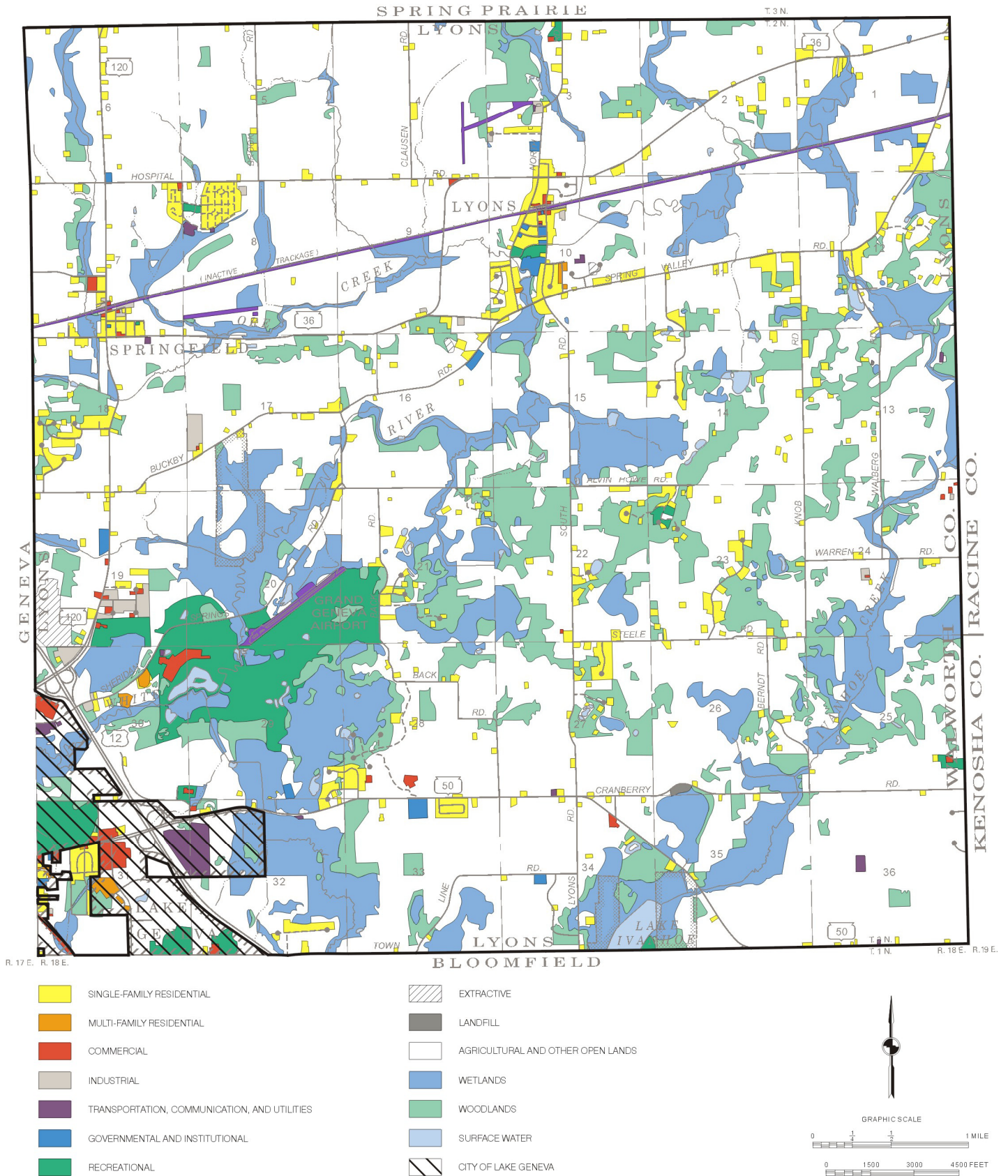


Table 10

EXISTING LAND USE IN THE TOWN OF LYONS: 1995

Land Use Category ^a	Acres	Percent of Urban or Nonurban	Percent of Total
Urban			
Residential	807	35.6	3.6
Commercial	51	2.3	0.2
Industrial	62	2.7	0.3
Transportation, Communication, and Utilities	781	34.5	3.5
Governmental and Institutional	40	1.8	0.2
Recreational ^b	524	23.1	2.4
Urban Subtotal	2,265	100.0	10.2
Nonurban			
Agricultural	13,435	67.3	60.5
Natural Areas			
Woodlands	2,359	11.8	10.6
Wetlands	3,110	15.6	14.0
Surface Water	211	1.1	0.9
Natural Areas Subtotal	5,680	28.5	25.5
Extractive and Landfill	61	0.3	0.3
Unused Land	786	3.9	3.5
Nonurban Subtotal	19,962	100.0	89.8
Total	22,227	--	100.0

^aParking included in associated use.

^bIncludes only that land which is intensively used for recreational purposes.

Source: SEWRPC.

Governmental and institutional lands accommodating schools, churches, and similar uses encompassed 40 acres, or about 2 percent of all urban land and about 0.2 percent of the total area of the Town, in 1995. Intensively used recreational land accounted for 524 acres, or about 23 percent of all urban land and about 2 percent of the total area of the Town, with the Grand Geneva Resort accounting for much of the recreational land area.¹

Nonurban Land Uses

Nonurban land uses in the Town consist primarily of agricultural lands, woodlands, wetlands, other open lands, and surface water. In 1995, nonurban land uses

encompassed 19,962 acres—about 31.2 square miles—or about 90 percent of the total area of the Town.

Agricultural lands encompassed 13,435 acres—about 21.0 square miles—or about 67 percent of all nonurban land and about 60 percent of the total area of the Town. Woodlands, wetlands, and surface water together encompassed 5,680 acres—about 8.9 square miles—or about 29 percent of all nonurban land and 26 percent of the total area of the Town.

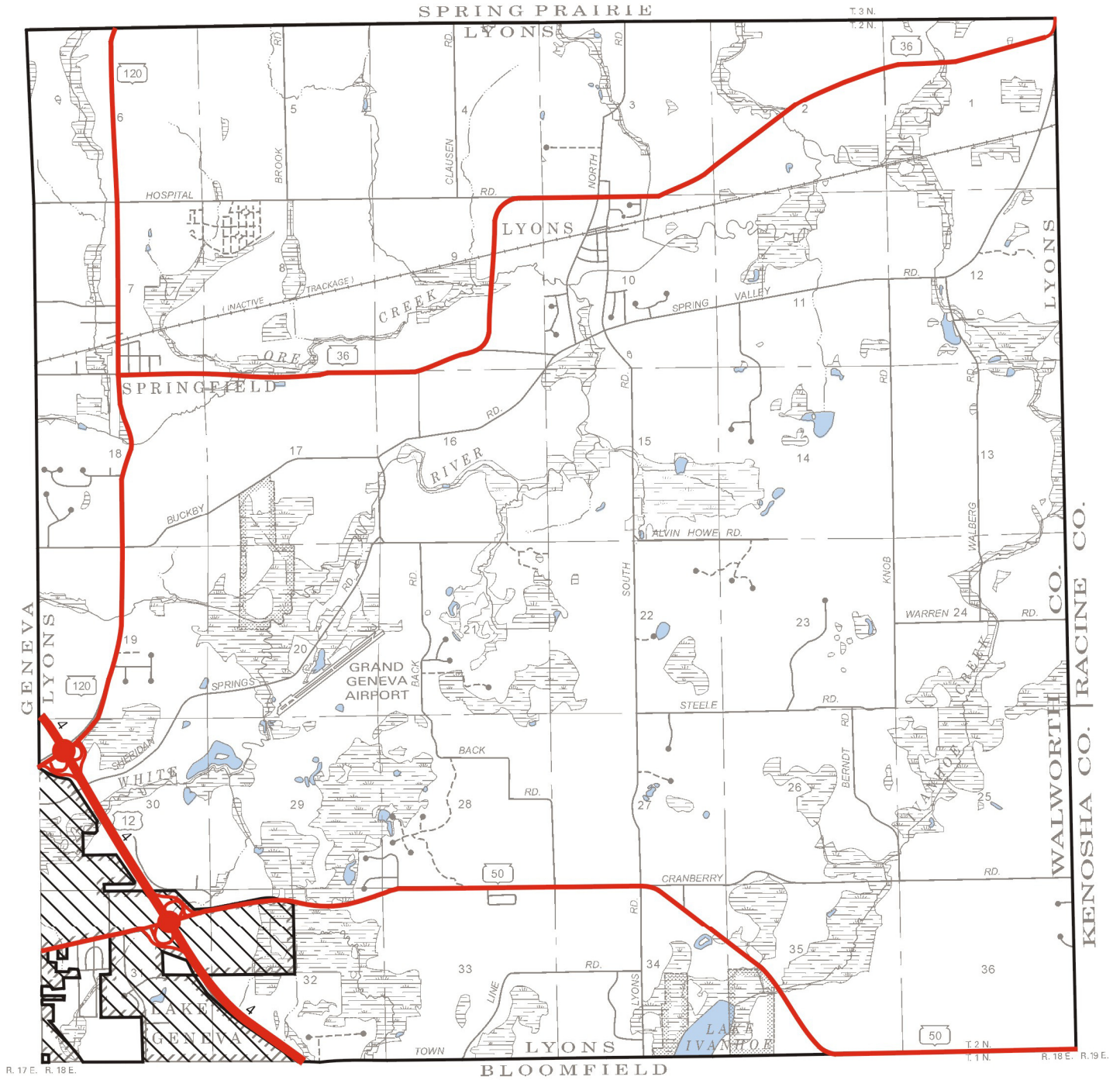
ARTERIAL HIGHWAYS

Arterial streets and highways serving the Town of Lyons in 1998 are shown on Map 14. The arterial system in the Town of Lyons consists of USH 12 which traverses the southwest portion of the Town; STH 120 between the Lyons-Spring Prairie town line

¹ The recreational land acreage presented in this chapter is the area of land which is developed for outdoor recreational use; the area excludes wetlands and woodlands which may be encompassed by park and open space sites.

Map 14

EXISTING ARTERIAL STREETS AND HIGHWAYS IN
THE TOWN OF LYONS AND ENVIRONS: 1998



FREEWAY

- STATE TRUNK HIGHWAY
- FREEWAY-NONFREEWAY INTERCHANGE

STANDARD ARTERIAL

- STATE TRUNK HIGHWAY
- 4 NUMBER OF TRAFFIC LANES
(2 WHERE UNNUMBERED)
- CITY OF LAKE GENEVA

Source: SEWRPC.

and the Lake Geneva municipal limits; STH 36 between the Lyons-Burlington town line and STH 120; and STH 50 between the Lyons-Wheatland town line and the Lake Geneva municipal limits. These highways are integral parts of the regional arterial street and highway system intended to facilitate the movement of traffic within and through the Town.

PUBLIC UTILITIES

Public utility systems are among the most important and permanent elements influencing growth and development in a community. Sanitary sewerage and water supply utilities are particularly important to land use planning because the location and density of urban development influences the need for such facilities, and conversely, the existence of such facilities influences the location and density of new urban development. Moreover, because they are closely linked to surface water and groundwater resources, sanitary sewer and water supply systems affect the overall quality of the environment.

Sanitary Sewers

In 1998, three sanitary districts provided public sanitary sewer service within the Town of Lyons. As shown on Map 15, the Town of Lyons Sanitary District No. 2 serves the unincorporated community of Lyons in the north central portion of the Town; the Country Estates Sanitary District serves the Country Estates Condominium in the northwestern portion of the Town; and the Lake Geneva Golf Hills Sanitary District No. 1 serves the Lake Geneva Golf Hills subdivision adjacent to the City of Lake Geneva. Wastewater from the Town of Lyons Sanitary District No. 2 and the County Estates Sanitary District is treated at the Town of Lyons Sanitary District No. 2 sewage treatment facility. Wastewater from Lake Geneva Golf Hills Sanitary District No. 1 is conveyed to the City of Lake Geneva sewerage system for treatment.

Also shown on Map 15 are the boundaries of the planned sewer service areas within the Town of Lyons—including the areas attendant to the Town of Lyons Sanitary District No. 2 sewage treatment plant and the City of Lake Geneva sewage treatment plant—recommended in the areawide water quality management plan, as amended in local sewer service plans. The local sewer service area plan amendments to the areawide water quality management plan are documented in SEWRPC Community Assistance Planning Report No. 158 (2nd Edition), *Sanitary Sewer Service Area*

for the Town of Lyons Sanitary District No. 2, 1993; and SEWRPC Community Assistance Planning Report No. 203, *Sanitary Sewer Service Area for the City of Lake Geneva and Environs*, 1992. Under State regulations governing sanitary sewer extensions, public sanitary sewer service may be provided only within areas proposed for such service in an areawide water quality management plan.

In addition to the public sewerage systems serving the Town of Lyons as described above, the Grand Geneva Resort operates a private sewage treatment plant which serves residential, commercial, and recreational development at the resort complex (see Map 15).

Water Supply

Public centralized water supply service within the Town of Lyons is limited to the Lake Geneva Golf Hills subdivision in the southwest portion of the Town and the Grand Geneva Resort—both of which rely on the City of Lake Geneva Water Commission as a source of water supply—along with the Country Estates Condominium, which is served by a water supply system owned and operated by the Country Estates Sanitary District. Other existing development within the Town of Lyons is served by individual private wells.

Engineered Stormwater Drainage System

The Town of Lyons does not have an engineered stormwater management system. Natural watercourses and roadside ditches and culverts provide stormwater drainage.

Electric Power and Natural Gas Service

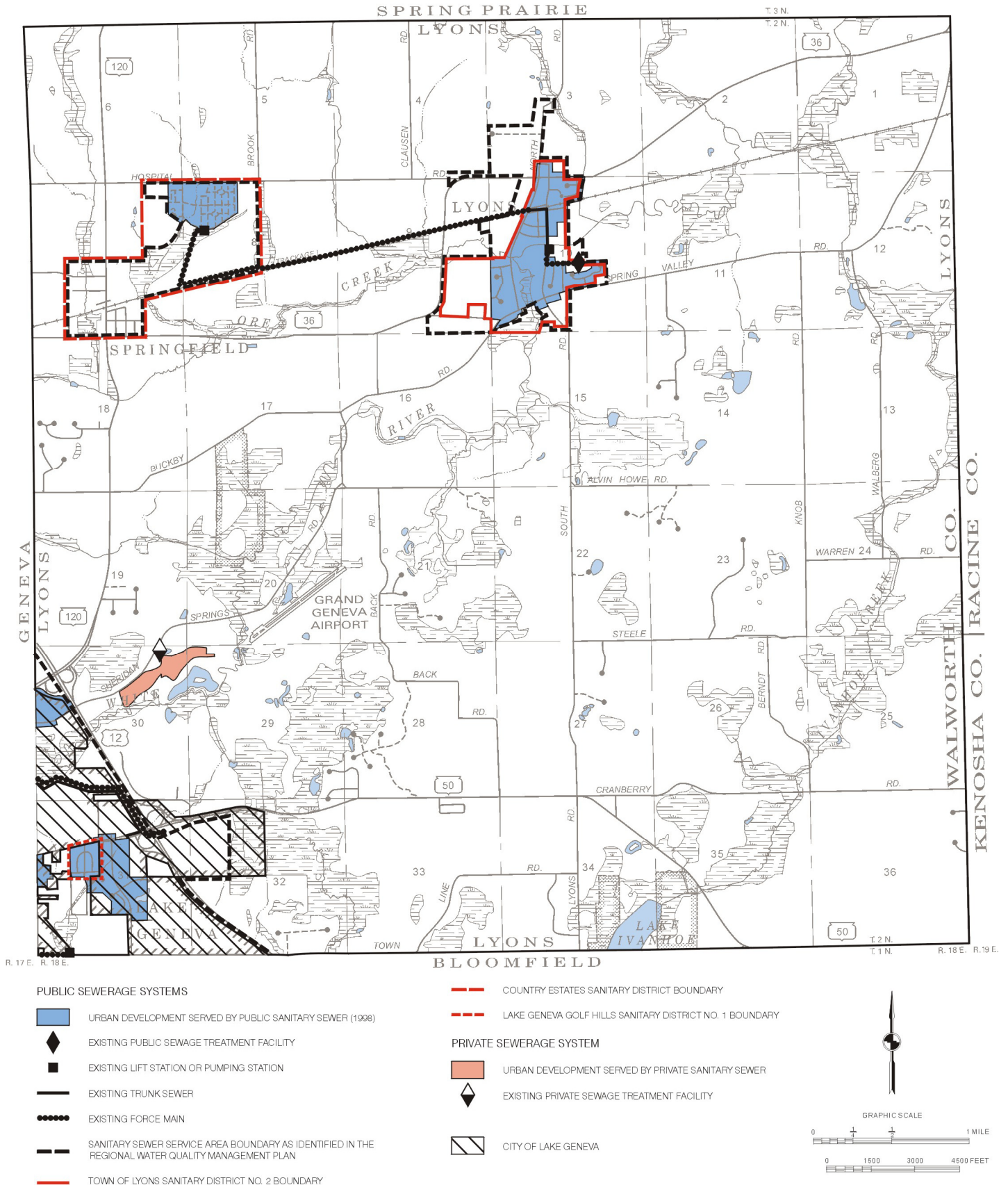
Electric power service is provided within the Town of Lyons by two companies, Wisconsin Electric Power Company and Alliant/Wisconsin Power and Light Company (see Map 16). Service is available on demand throughout the Town.

Natural gas service is provided within the Town of Lyons by Wisconsin Electric Power Company. Natural gas service is available throughout much of the Town. Wisconsin Electric Power Company should be contacted to determine whether natural gas service can be extended to specific parcels in the Town.

Communication Towers

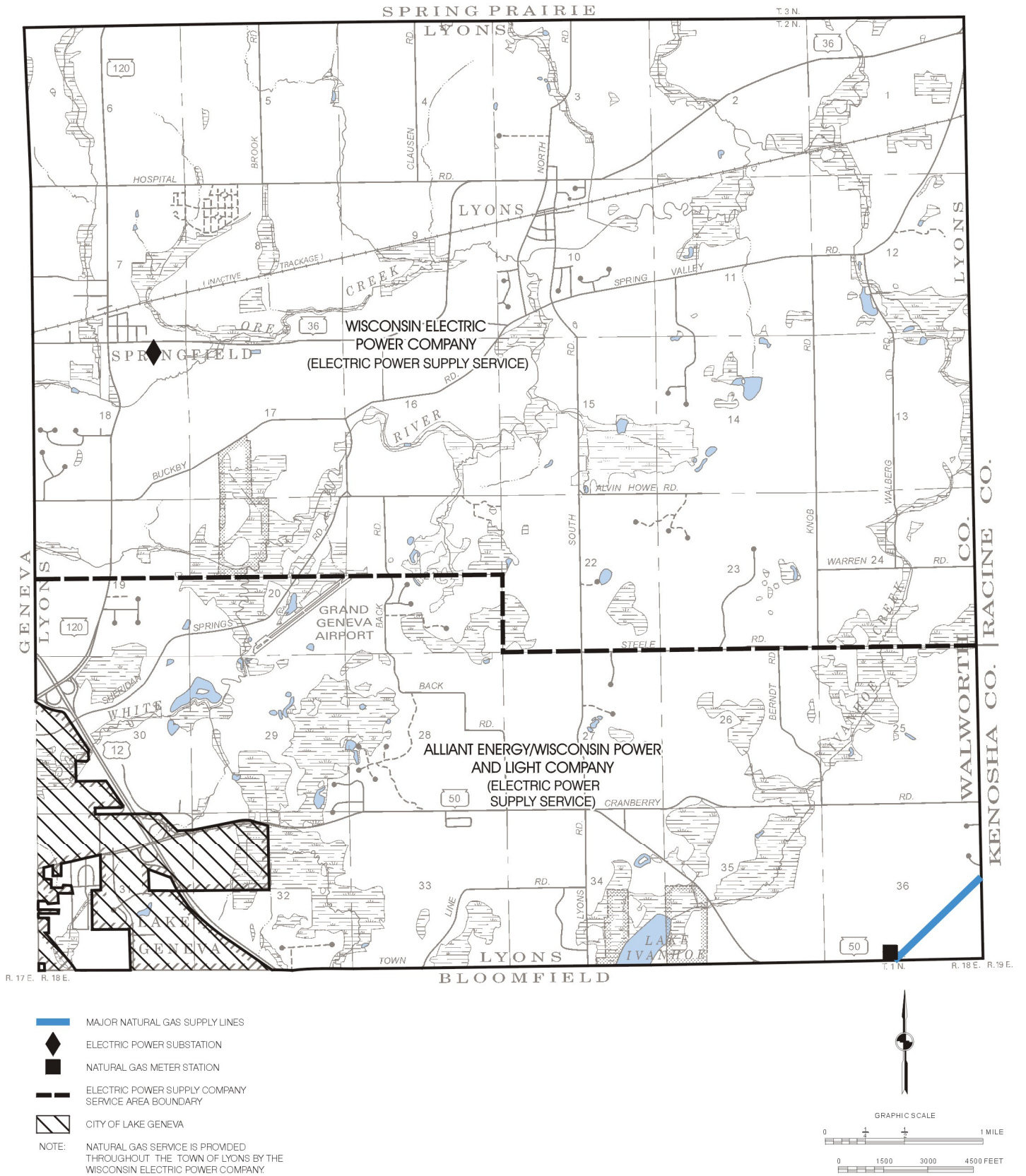
Communication towers in the Town of Lyons are limited to four total towers. Two commercial radio broadcast towers are located on a site located just south of STH 50, east of the City of Lake Geneva. One

SANITARY SEWER SERVICE IN THE TOWN OF LYONS AND ENVIRONS



Map 16

ELECTRIC POWER AND NATURAL GAS COMPANY SERVICE AREAS AND MAJOR ELECTRIC POWER
AND NATURAL GAS SUPPLY FACILITIES IN THE TOWN OF LYONS AND ENVIRONS: 1998



Source: SEWRPC.

telecommunication tower is located just north of STH 50, west of South Road and one cellular communication tower is on the Bergsma farm located on north side of STH .36 approximately 1.5 miles east of Springfield

Fiber Optic Cable

AT&T maintains an easement for a fiber optic cable called the Waukesha-Plano line, which runs from Waukesha, Wisconsin, to Plano, Illinois. The easement runs in a generally north-south direction through the western portion of the Town.

COMMUNITY FACILITIES

Public Schools

The Town of Lyons is served by three public school districts: the Burlington Area School District, the Lake Geneva-Genoa City Union High School District, and the Lake Geneva Joint School District No. 1. The boundaries of these districts within the Town of Lyons are shown on Map 17.

Burlington Area School District:

The Burlington Area School District operates Burlington High School, Burlington Middle School, and five elementary schools. One of these schools, Lyons Center School, is located in the Town of Lyons. Lyons Center school accommodated grades kindergarten through three during the 1998-1999 school year and will accommodate grades kindergarten through four during the 1999-2000 school year.

The District opened a new high school in the fall of 2000. This brought about other changes in the District, with the former high school becoming a seventh- and eighth-grade center for the entire school district, and the former middle school becoming a fifth- and sixth-grade center for the entire school district. It is envisioned that all elementary schools would eventually accommodate students only up to grade four.

Lake Geneva-Genoa City Union High School District and Lake Geneva Joint School District No. 1

The boundaries of these two districts are conterminous within the Town of Lyons. High school students within the Lake Geneva-Genoa City Union High School District attend Badger High School, which is located near the intersection of CTH H and Bloomfield Road in the City of Lake Geneva.

Middle school students within the Lake Geneva Joint School District No. 1 attend a new middle school built near Badger High School located in the City of Lake Geneva. Elementary school students attend one of three elementary schools, two of which are located in the City of Lake Geneva and one of which is located in the Town of Bloomfield.

Fire Protection, Emergency Medical Services, and Police Service

The Lyons Fire Department and Rescue Service, a municipal department of the Town of Lyons, provides fire protection and emergency medical services throughout the Town of Lyons. The Department also provides fire protection and emergency medical services to a portion of the Town of Spring Prairie under contract with Spring Prairie. The Department is a volunteer department; it has no full-time, or "career," firefighters or emergency medical technicians. Emergency medical service is provided at the "intermediate" service level. The Town recently entered into a contract with a private ambulance service for assistance in responding to daytime emergency medical service calls.

Police service is provided in the Town of Lyons by the Walworth County Sheriff's Department.

Solid Waste Disposal

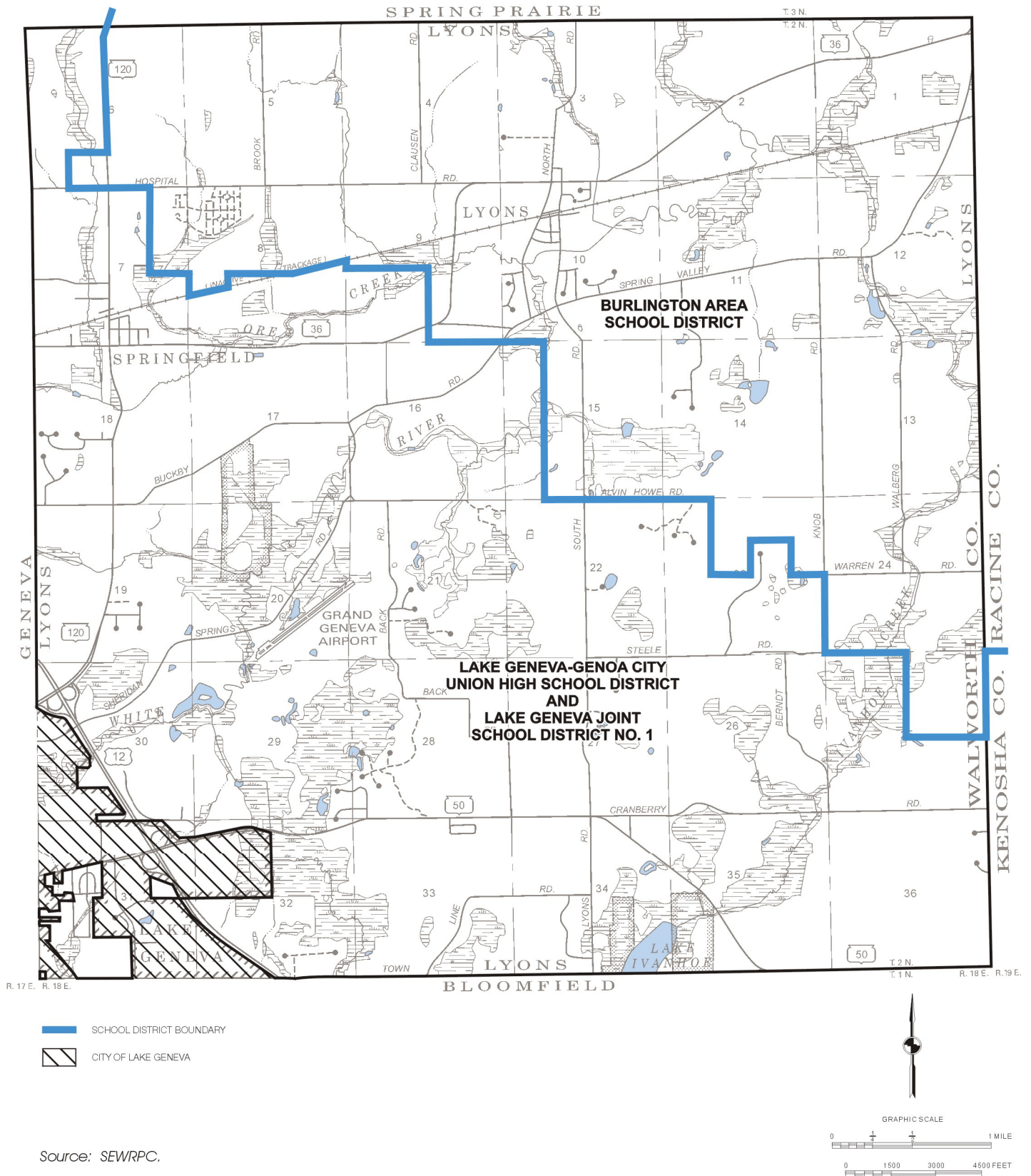
The Town of Lyons does not provide collection service for solid waste or recyclable materials. The Town does, however, operate a recycling dropoff center at Riverview Park twice per month.

Cemeteries

There are six known cemeteries in the Town of Lyons (see Map 18). As noted on Map 18, records of the State Historical Society of Wisconsin indicate that there may be four other small cemeteries, the locations of which could not be confirmed. The U.S. Public Land Survey quarter section locations of these cemeteries, as indicated by the State Historical Society, are as follows: the northwest quarter of Section 3, the southwest quarter of Section 6, the northeast quarter of Section 31, and the southwest quarter of Section 36. Files of the State Historical Society of Wisconsin do not indicate any ancient burial sites within the Town of Lyons.

Map 17

PUBLIC SCHOOL DISTRICTS WITHIN THE TOWN OF LYONS AND ENVIRONS



CULTURAL RESOURCES

The character and identity of the Town is created not only from its rural character but also the various buildings and sites that represent the cultural heritage of the community. These buildings and sites have significant cultural value, including some of the original buildings in the Town. The identified buildings and sites should be protected and used as an amenity for surrounding development when possible.

- Cornerstone School and Church – located on Church Street
- Original Townhall – located on Lyons Street
- Mormon church – located on Spring Valley Road
- Cook’s Crossing – original home and farm buildings located on Spring Valley Road, east of Walberg Road
- Train Depot – located on STH 120 in Springfield
- Original Post Office – located on STH 120 in Springfield
- Mill Pond – located south Spring Valley Road at White River
- Ye Olde Hotel – Original train stop for town

SUMMARY

This chapter has presented a description of the existing land use pattern and other aspects of the man-made environment of the Town of Lyons. The major findings of the chapter are summarized below

1. Existing urban development within the Town of Lyons is concentrated in the unincorporated communities of Lyons and Springfield, the Country Estates Condominium, and the areas of the Town adjacent to the City of Lake Geneva. A large recreational complex, the Grand Geneva Resort, is located in the southwestern portion of the Town. The Town encompasses extensive wetlands, woodlands, and other environmentally sensitive areas. The largest land use category in the Town remains agricultural.
2. In 1995, urban land uses, including residential, commercial, industrial, recreational, government and institutional, and transportation uses, occupied about 3.5 square miles, or about 10 percent of the total area of the Town. Residential land uses comprised the largest urban land use, encompassing 1.3 square miles, or about 36 percent of all urban land and about 4 percent of the total area of the Town.
3. In 1995, nonurban land uses, including agricultural, woodlands, wetlands, other open lands, and surface water, accounted for 31.2 square miles, or about 90 percent of the total area of the Town of Lyons. Agricultural lands encompassed 21.0 square miles, or about 67 percent of all nonurban land and about 60 percent of the total area of the Town.
4. The arterial highway system serving the Town of Lyons in 1998 was comprised of portions of USH 12, STH 120, STH 36, and STH 50. These highways are part of the regional arterial street and highway system intended to facilitate the movement of traffic within and through the Town.
5. In 1998, three sanitary districts provided public sanitary sewer service within the Town of Lyons. The Town of Lyons Sanitary District No. 2 serves the unincorporated community of Lyons, the Country Estates Sanitary District serves the Country Estates Condominium, and the Lake Geneva Golf Hills Sanitary District No. 1 serves the Lake Geneva Golf Hills Subdivision. The Grand Geneva Resort operates a private sewage treatment plant which serves residential, commercial, and recreational development at the site. Other areas of the Town rely upon individual onsite sewage disposal systems or holding tanks.
6. Public centralized water supply service within the Town of Lyons is limited to the Lake Geneva Golf Hills subdivision in the southwest portion of the Town and the Grand Geneva Resort—both of which rely on the City of Lake Geneva Water Commission as a source of water supply—along with the Country Estates Condominium, which is served by a water supply system owned and operated by the Country Estates Sanitary District. Other existing development within the Town of Lyons is served by individual private wells.
7. Public elementary and secondary school pupils in the Town attend schools operated by the Burlington Area School District, the Lake Geneva-Genoa City Union High School District, or the Lake Geneva Joint School District No. 1. Fire protection and emergency medical services within the Town are provided by the Lyons Fire Department and Rescue Service, a municipal department of the Town of Lyons. Police service is provided in the Town by the Walworth County Sheriff’s Department.

Chapter V

EXISTING LAND USE REGULATIONS

Good community development depends not only on sound long-range planning at all levels of government, but on practical plan implementation as well. The Wisconsin *Statutes* provide a number of legal mechanisms enabling county and local units of government to implement adopted land use plans. Most important to the Town of Lyons are zoning and land division control ordinances. This chapter describes the status of existing zoning and land division regulations in effect within the Town. This chapter also describes other regulations, including the State resource regulatory programs and Federal wet-land regulations, which may impact on the use of land within the Town.

ZONING

A zoning ordinance is a law which regulates the use of land in the public interest. A zoning ordinance typically divides a community into districts for the purpose of regulating the use of land and structures; the height, size, shape, and placement of structures; and the density of housing and other structures.

General Zoning

The Town of Lyons is under the jurisdiction of the Walworth County Zoning Ordinance. This ordinance was adopted by Walworth County in August 1974 and ratified by the Town of Lyons in September 1975. The Walworth County Zoning Ordinance is jointly administered by Walworth County and the civil towns in the County. As stipulated in Chapter 59 of the *Wisconsin Statutes*, towns which are under the jurisdiction of a county zoning ordinance must be given the opportunity to review and comment upon

all proposed zoning amendments. If a town board formally disapproves a proposed zoning district boundary change within the town—or if a majority of the towns in the county disapprove a change in district regulations—a county may not approve the proposed zoning change without revision. Statutory provisions pertaining to county-town zoning are reproduced in Appendix A of this report.

Shoreland and Floodland Zoning

Shoreland and floodland regulations are set forth in the Walworth County Shoreland Zoning Ordinance. This ordinance includes zoning districts and special regulations for shoreland areas, defined as all lands lying within the following distances of the ordinary high water mark of navigable waters: 1,000 feet from a lake, pond or flowage; or 300 feet from a river or stream or to the landward side of the floodplain, whichever distance is greater. The shoreland regulations include restrictions on the removal of vegetation and earth movements and structural setback requirements within the shoreland area. The Walworth County Shoreland Zoning Ordinance also includes the County's floodplain regulations, which apply to all lands within the 100-year recurrence interval flood hazard areas shown on Map 7 in Chapter III. The existing floodplain regulations prohibit virtually all new structures in the floodplain, including the floodway and flood fringe areas, in accordance with sound floodland management practice.

Existing Zoning Pattern

Basic zoning districts as applied under the Walworth County Zoning Ordinance and Walworth County Shoreland Zoning Ordinance within the Town of Lyons in

1999 are shown on Map 19. The 1999 acreage of the various districts applied within the Town is presented in Table 11. A review of Map 19 and Table 11 indicates the following:

1. Agricultural zoning was in place on about 12,000 acres, equivalent to about 18.9 square miles, or 54 percent of the Town in 1999. Among the agricultural zoning districts, the A-1 Prime Agricultural Land zoning district, which establishes a minimum parcel size of 35 acres, is the most extensive, having been applied to about 9,000 acres, or about 14.1 square miles, or 41 percent of the Town.
2. About 7,400 acres, equivalent to about 11.6 square miles, or 34 percent of the Town, have been placed in upland and lowland conservancy districts generally intended to protect the natural resource base. One of the existing upland conservancy zoning districts, the C-3 Conservancy Residential district, permits single-family dwellings with a minimum lot size of 100,000 square feet—a density which does not effectively preserve the resource base. This district was applied to areas of the Town encompassing about 300 acres, or about 1 percent of the total Town area, in 1999.
3. The remaining area, approximately 2,700 acres, equivalent to about 4.3 square miles, or 12 percent of the Town, has been placed in various residential, commercial, industrial, recreational, and institutional districts.

LAND DIVISION REGULATIONS

The division and improvement of lands in the Town of Lyons is regulated under the Walworth County Subdivision Control Ordinance and the Town of Lyons Land Division Ordinance, as well as Chapter 236 of the *Wisconsin Statutes*. Moreover, within the Town, the Cities of Burlington and Lake Geneva have subdivision plat approval authority in their respective extraterritorial plat review areas. Under the *Wisconsin Statutes*, where more than one governing body has authority to approve or object to a plat and the requirements of such bodies are conflicting, the plat must comply with the most restrictive requirements.

Walworth County Subdivision Control Ordinance

The Walworth County Subdivision Control Ordinance establishes requirements with respect to the design of lots, subdivision access, and necessary internal improvements such as streets, drainage, and sewerage and water facilities. The ordinance requires the preparation of a subdivision plat for all land divisions which create five or more parcels or building sites each of which is 15 acres or less in size. The ordinance requires the preparation of a certified survey map for a division of land, other than a subdivision, which results in the creation of less than five lots, any one of which is 15 acres or less in size. Under the County ordinance, certain improvement requirements, such as those pertaining to road surfacing and to the installation of curbs and gutters, sidewalks, and street lamps, are left to the determination of the town boards of the respective towns. A private road serving more than 2 homes must have a 66' wide right of way and be built to town standards; this applies even if the road is to remain private.

Town of Lyons Land Division Ordinance

The Town of Lyons Town Board adopted a land division ordinance entitled “Chapter 4 Land Division Ordinances.” on June 10, 2002, replacing the ordinance in use since February 14, 1994. The Town of Lyons Land Division Ordinance requires that a subdivision plat be prepared for land divisions which create five or more parcels or building sites of five acres each or less in area. The ordinance requires the preparation of a certified survey map for divisions which result in the creation of two to four parcels or building sites, any one of which is less than 35 acres. The ordinance also requires that a condominium development plan be prepared for a proposed condominium development. The ordinance establishes design standards, public improvements requirements, erosion control requirements, and stormwater management requirements and sets forth procedures to be followed in the submittal and review of preliminary and final plats. For many zoning categories, conservation subdivision design is required when subdividing.

In addition to the Land Division Ordinance, the Town of Lyons adopted “Chapter 29 Development Standards” on April 8, 2002. This document describes in detail the required engineering which accompanies any land division within the Town of Lyons.

ZONING IN THE TOWN OF LYONS: 1999

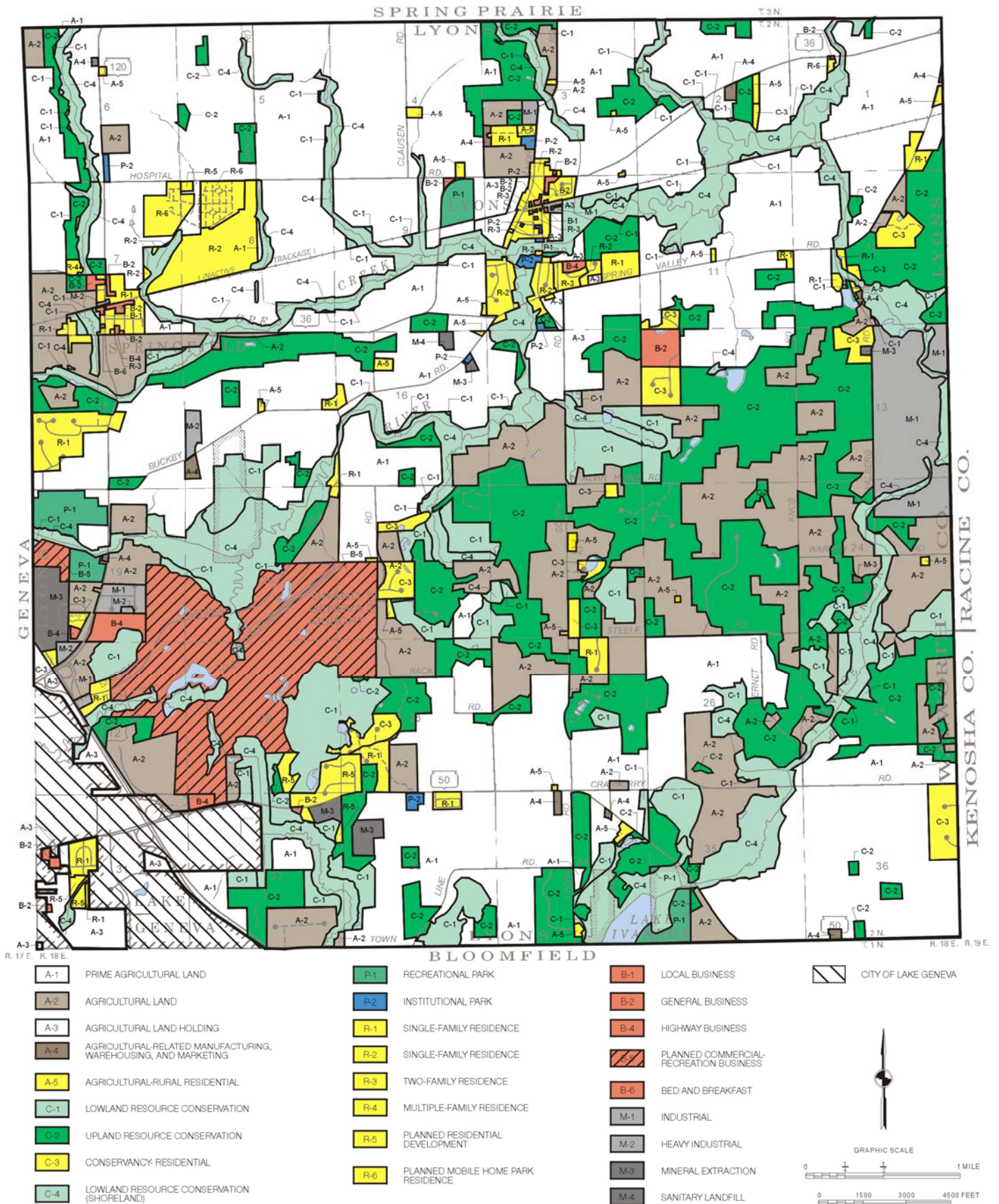


Table 11

WALWORTH COUNTY ZONING DISTRICTS APPLICABLE TO THE TOWN OF LYONS: 1999

District Type	District Name	Minimum Lot Size	Minimum Lot Width	Area within Town	
				Acres	Percent of Total
Agricultural	A-1 Prime Agricultural Land	35 acres	--	9,014	40.6
	A-2 Agricultural Land	20 acres	300 feet	2,718	12.2
	A-3 Agricultural Land Holding	35 acres	--	238	1.1
	A-4 Agricultural-Related Manufacturing, Warehousing, and Marketing	-- ^a	--	32	0.1
	A-5 Agricultural-Rural Residential	40,000 square feet	150 feet	64	0.3
	Subtotal	--	--	12,066	54.3
Conservancy	C-1 Lowland Resource Conservation (nonshoreland)	--	--	1,172	5.3
	C-2 Upland Resource Conservation	5 acres	300 feet	3,553	16.0
	C-3 Conservancy-Residential	100,000 square feet	200 feet	303	1.4
	C-4 Lowland Resource Conservation (shoreland)	--	--	2,399	10.8
	Subtotal	--	--	7,427	33.5
Public	P-1 Recreational Park	-- ^a	--	171	0.8
	P-2 Institutional Park	Sewered: 10,000 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 100 feet Unsewered: As required by Section 2.5 ^b	29	0.1
	Subtotal	--	--	200	0.9
Residential	R-1 Single-Family Residence	As required by Section 2.5 ^b	As required by Section 2.5 ^b	367	1.7
	R-2 Single-Family Residence	15,000 square feet	100 feet	298	1.3
	R-2A Single-Family Residence	50,000 square feet	100 feet	0	0.0
	R-3 Two-family Residence	Sewered: 15,000 square feet per duplex building Unsewered: As required by Section 2.5 ^b	Sewered: 100 feet Unsewered: As required by Section 2.5 ^b	18	0.1
	R-4 Multiple-Family Residence	Sewered: Varies by Structure Type Unsewered: As required by Section 2.5 ^b	Sewered: Varies by Structure Type Unsewered: As required by Section 2.5 ^b	6	<0.1
	R-5 Planned Residential Development	Sewered: Up to eight dwelling units per net developable acre Unsewered: As required by Section 2.5 ^b	--	93	0.4
	R-6 Planned Mobile Home Park Residence	Up to five dwelling units per net developable acre	--	103	0.5

Table 11 (continued)

District Type	District Name	Minimum Lot Size	Minimum Lot Width	Area within Town	
				Acres	Percent of Total
	R-7 Mobile Home Subdivision Residence	Sewered: 15,000 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 100 feet Unsewered: As required by Section 2.5 ^b	0	0.0
	R-8 Multiple-Family Residence	Sewered: 10,890 square feet per dwelling unit Unsewered: As required by Section 2.5 ^b	Sewered: 85 feet Unsewered: As required by Section 2.5 ^b	0	0.0
	Subtotal	-- ^a	--	885	4.0
Commercial	B-1 Local Business	Sewered: 7,500 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 75 feet Unsewered: As required by Section 2.5 ^b	2	<0.1
	B-2 General Business	Sewered: 7,500 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 75 feet Unsewered: As required by Section 2.5 ^b	71	0.3
	B-3 Waterfront Business	-- ^{a,c}	--	0	0.0
	B-4 Highway Business	-- ^{a,c}	--	52	0.2
	B-5 Planned Commercial- Recreation Business	Up to 10 dwelling units per net developable residential acre	--	969	4.4
	B-6 Bed and Breakfast	Sewered: 15,000 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 100 feet Unsewered: As required by Section 2.5 ^b	1	<0.1
	Subtotal	--	--	1,095	4.9
Industrial	M-1 Industrial	-- ^{a,c}	--	396	1.8
	M-2 Heavy Industrial	-- ^{a,c}	--	30	0.1
	M-3 Mineral Extraction	--	--	121	0.5
	M-4 Sanitary Landfill	--	--	7	<0.1
	Subtotal	--	--	554	2.4
Total	--	--	--	22,227	100.0

^a Sufficient area for the principal and accessory structures, parking and loading areas, and required yards.

^b Under Section 2.5 of the County Zoning Ordinance, the width and area of all lots not served by a public sanitary sewerage system or other approved system must be sufficient to permit the use of a private onsite wastewater system designed in accordance with the County Sanitary Ordinance. The width of all lots served by an onsite soil absorption sewage disposal system shall be at least 150 feet and the area of such lots shall be at least 40,000 square feet per dwelling unit.

^c In all areas not served by a centralized sanitary sewerage system, the lot area shall comply with the provisions of Section 2.5 of the zoning ordinance.

Source: SEWRPC.

Table 12: Zoning Changes: 1999-Present

Location	Acreage	Existing Zoning	Proposed Zoning	Date
----------	---------	-----------------	-----------------	------

1999

S. of Hwy 36 at Hospital Road	31.13	A1	P1	3/8/99
Steele Road	23	A2/C3	C2	4/12/99
Sec. 18	3.64	A1	R1	8/9/99
Sec. 10: Spring Valley Road	-	A3	R2	9/13/99
Sec. 10: S. Railroad	1.43	A3	M1	10/11/99

2000

Sec. 19: Hawks River	-			2/14/00
SW of Hwy 50 E and Town Line Road	55	A1/C2	M3	3/13/00
Spring Valley and South Roads	-	C2/A1	C2/A2	3/13/00
Sec. 21	-	C2/C3	R2	4/10/00
Lot 3 CSM #1291	2.84	C1	R2	8/14/00
5147 Ruedebusch Road	5.142	C3	C2	9/11/00
Lot 2 CSM #2925 North Road	1.23	C4	A2	9/11/00
1489 Mill Street	Fraction	B1	B2	10/9/00
1849 South Road	1.8	C2	A1	11/13/00

2001

South Road	70.21	A2/C2/C1		3/12/01
SW 1/2 Sec. 32	5.4	A1	C2	8/8/01
Sheridan Springs Road	3.66	R1	R3	10/8/01
S. of Clearview off of Hwy 50 E	-	A1	C2/R1	10/8/01
Walbrandt and Sheridan Springs Roads	2.38	A1	R2	11/12/01
Hwy 50 and Mariandale Road	2.27	A2	A4	11/12/01
5875 Cranberry Road	3.8	c1	A1	11/12/01

2002

Town Line Road	2	A1	A5	6/10/02
5919 Cranberry Road	70	A1	C2	8/12/02

2003

Hospital Road	10.06	A1	P2	5/12/03
Jones Road	3.55	C1	C2	9/8/03
Walburg Road	10.33	A2	C2	10/11/03

2004

6349 Hospital Road	1.4	A1	M1	3/8/04
Town Line Road	3.1	A1/C2	C3	3/8/04
Walburg Road	12	C1	C2	4/12/04
1735 Church Street Lot 7	Fraction	C4	C2	5/10/04
1415 Mill Street	0.25	R2	B2	5/10/04
6349 Hospital Road	1.4	A1	A4	7/12/04

2005

Springfield S. of Country Estates		R2/A1	C4	2/14/05
Springfield S. of Country Estates		B2/R1	R2	2/14/05

Table 12 (Continued)

Action	Name	Tax Key	Comments
Approve	Lions Club and Ken Held	NLY900001	Clubhouse and Park
Approve	Mike Katzenberg		Create Lots (4)
Approve	Siegfried Tetzner	NLY1800006h	Create Lots
Approve	Phil Bourdo	NLY1000064	Create Lots
Approve	Jeff and Dan Jacobson	NLY1000008	Manufacturing Business
Approve	Dan Daniels	Nly1900004/26/3a	Wetland: Golf Course/Condo
Approve	Norem Family	NLY3300003	Allow gravel pit
Deny	Freiberg/Racz	NLY500005/NLY600011	Create Home Site
Deny	Tom Johnson	NLY2100001d	Create Lot
Approve	Lorry Yanny	NLY1000060	Create Home Site
Approve	Callan O'Toole	NPR00007	Allow for Horses
Approve	Bob Schmaling	NA292500002	Create Pond
Approve	Christine Campbell		Reopen Tavern
Approve	Phyllis Brook	NLY1500002	Comply with County
Table	George Adams	Sec 22	Create Lots (2)
Approve	Landon Petrie	NLY3200008	Create Pond
Deny	Karen Denner	NLY30000041a	garage and apartment
No Action	Don Kautz	NLY33000016	Create Lots (3)
Table	Rob Walbrant	NLY1000057	Create Lot
Deny	Andrew Joslin	NLY3500007	Parking Lot
Approve	Debra Blue	NLY3500005a	Correct Wetland Mapping Error
Deny	Ken Mulhollon	NLY3300003	Create Lot
Deny	Rita Leahy	Sec 34	Create Lots (14)
Approve	Town Of Lyons		Municipal Building
Approve	Kent Ziegler	NLY2100001a	Accommodate existing driveway
Deny	Leonard Matthews	NLY1300005	Create Lots (2)
Withdrawn	Ken Held	NLY900001	Accommodate Business
Deny	Keith Mulhollon	NLY3300003a	Create Lot
Approve	Roger Drissell	NLY1200006	Driveway
Approve	Terry and Peggy Lilley	NL500096	Out Building
Deny	Joseph Sylvester	NLD0003	Business
Approve	Ken Held	NLY900001	Accommodate Business
Approve	Regency Hills Development		Rezone All Wetlands
Approve	Regency Hills Development		Rezone Other Property

Extraterritorial Plat Review

As provided under the *Wisconsin Statutes*, the Cities of Burlington and Lake Geneva, as cities of the fourth class, have the authority to approve or disapprove proposed land divisions lying within unincorporated areas within 1.5 miles of their corporate limits. The City of Lake Geneva has by ordinance adopted a set of policies which govern the City Plan Commission in its review of proposed land divisions in its extraterritorial plat review area. The effect of the policy is to limit residential land divisions in the extraterritorial plat approval area to divisions at a density of no more than one dwelling unit per 35 acres. The only exception to this policy is that lots smaller than 35 acres resulting in the infill of existing subdivisions may be permitted. Under the City policy framework, lots for non-residential uses are to be reviewed on a case-by-case basis.

TOWN OF LYONS IMPACT FEE ORDINANCE

The Town of Lyons in 1997 adopted an impact fee ordinance as provided for under Section 66.55 of the *Wisconsin Statutes*. The ordinance imposes fees on new development to help pay for the capital costs of the public improvements necessitated by the development. A public facilities needs assessment completed for the Town in 1997 provides estimates of the proportionate share of future capital costs for specific public improvements that are attributable to various increments of development, including single-family dwelling units, multiple-family dwelling units, and square footage of office, retail, and industrial floor space. Under the Town impact fee ordinance, fees determined on the basis of that needs assessment are imposed to help pay for future capital costs associated with fire protection, parks, selected bridge and roadway improvements, and the Town public works facility.

Included in the Town impact fee ordinance is a provision calling for an annual review and adjustment, as appropriate, of the impact fee schedule. The impact fee amounts applied in 1999 were as follows: single-family residential—\$489.84 per dwelling unit; multi-family residential—\$455.92 per dwelling unit; and office, retail, and industrial development—\$0.4361, \$0.6401, and \$0.1588 per square foot of gross floor area, respectively.

WALWORTH COUNTY TELECOMMUNICATIONS TOWERS, ANTENNAS, AND RELATED FACILITIES ORDINANCE

The Walworth County Board in 1998 enacted an ordinance regulating the development and installation of commercial telecommunications towers, antennas, and related facilities within the unincorporated areas of the County. The ordinance is intended to ensure that communications facilities that are required to serve the County are developed in a manner that is consistent with County land use objectives and that minimizes the visual impacts of such facilities and any other potential adverse environmental impacts

The telecommunications towers ordinance designates specific agricultural, business, and industrial zoning districts established under the Walworth County Zoning Ordinance as areas in which telecommunications facilities may be permitted as conditional uses. The ordinance designates other areas—such as nonwetland portions of environmental corridors and isolated natural resource areas—as areas where telecommunications facilities may possibly be permitted as conditional uses, if there are no alternatives available and if it can be demonstrated that there would be no adverse impacts on the natural resource base. The ordinance further designates areas where virtually none of the regulated telecommunications facilities would be permitted—including wetlands, floodplains, natural areas and critical species habitat sites, sites listed on the National Register of Historic Places, and residential zoning districts and certain agricultural, business, and conservancy zoning districts where such facilities are deemed inappropriate.

The ordinance requires that tower owners make available unused space for “co-location” of other telecommunications facilities, including space for entities providing similar, competing services. Co-location is not required where it can be demonstrated that the addition of the new facilities would impair the service provided by the existing facilities.

WALWORTH COUNTY PRIVATE SEWAGE SYSTEM ORDINANCE

The Walworth County Private Sewage System and Sanitation Ordinance contains general provisions for the design, installation, operation, and maintenance of

private water supply systems, septic tanks, effluent disposal systems, holding tanks, and septic sludge disposal systems. It was adopted in 1982 by the Walworth County Board of Supervisors and has since been amended from time to time.

WALWORTH COUNTY CONSTRUCTION SITE EROSION CONTROL ORDINANCE

The Walworth County Board in 1990 adopted a construction site erosion control ordinance which applies to the unincorporated areas of the County, including the Town of Lyons. The ordinance is intended to protect water quality by reducing the amount of sediment and other pollutants leaving construction sites during the land development process. The law requires landowners or tenants to obtain a permit before undertaking the construction of any building or structure; removal of vegetation or ground cover, grading, excavation, or filling affecting 4,000 square feet or more; and construction or reconstruction of roads and bridges.

OTHER STATE RESOURCE REGULATORY PROGRAMS

Chapter NR 103 of the *Wisconsin Administrative Code* establishes water quality standards for wetlands. These standards, like the more general policies set forth for wetlands protection under Chapter NR 1.95, are applied by the Wisconsin Department of Natural Resources in all decision-making impacting on wetlands under existing State authority.

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

entail adverse water quality impacts if such areas were developed.

FEDERAL WETLAND REGULATIONS

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

SUMMARY

This chapter has presented a description of the existing land use regulations that have a direct bearing on the physical development of the Town of Lyons. A summary of the major findings of this chapter follows:

1. General zoning in the Town of Lyons is applied under the jurisdiction of the Walworth County Zoning Ordinance, which is administered jointly by Walworth County and the Town of Lyons. Shoreland and floodland regulations in the Town of Lyons are established under the Walworth County Shoreland Zoning Ordinance, which is administered solely by the County.
2. Under zoning in effect in the Town in 1999, a total of about 18.9 square miles, or 54 percent of the total area of the Town, had been placed in agricultural zoning districts; about 11.6 square miles, or 34 percent of the Town, had been placed in conservancy zoning districts; and about 4.3 square miles, or 12 percent of the Town, had been placed in various residential, commercial, industrial, recreational, and institutional zoning districts.
3. The division and improvement of lands in the Town of Lyons is regulated under the Walworth County Subdivision Control Ordinance and the

Town of Lyons Land Division Ordinance, as well as Chapter 236 of the *Wisconsin Statutes*. Moreover, the Cities of Burlington and Lake Geneva, as cities of the fourth class, have statutory plat approval authority in portions of the Town of Lyons within 1.5 miles of their corporate limits.

4. The Town of Lyons has adopted an impact fee ordinance which imposes fees on new development to help pay for the capital costs of public improvements necessitated by the new development. Fees calculated based upon a public facilities needs assessment completed for the Town in 1997 are imposed on new residential, office, retail, and industrial development to help pay for future capital costs associated with fire protection, parks, selected bridge and roadway improvements, and the Town public works facility.
5. The Walworth County Board in 1998 enacted an ordinance regulating the development and installation of commercial telecommunications towers, antennas, and related facilities within the unincorporated areas of the County. The ordinance is intended to ensure that communications facilities that are required to serve the County are developed in a manner that is consistent with County land use objectives and that minimizes the visual effects of such facilities and any other potential adverse environmental impacts.
6. A set of County, State, and Federal laws and regulations regulate the use of waters and wetlands and help to control the water quality impacts of development. These include the Walworth County Construction Site Erosion Control Ordinance; Chapters NR 103, NR 110, and Comm 82 of the *Wisconsin Administrative Code*; and Sections 401 and 404 of the Federal Clean Water Act.

Chapter VI

FRAMEWORK FOR PLAN DEVELOPMENT

INTRODUCTION

Previous chapters of this report have presented the results of inventories and analyses of the population and economy, the natural resource base, the man-made environment, and existing land use regulations in the Town of Lyons undertaken in support of the preparation of a land use plan for the Town. This chapter describes additional important factors to be considered in the preparation of the Town land use plan, factors which will substantially determine the nature and design of the plan. Specifically, this chapter describes adopted county and regional plans which should be appropriately incorporated into the Town plan; summarizes the findings of a community survey regarding land use issues and concerns; and presents a set of objectives, principles, and standards which will be used as a guide in the preparation of the Town plan.

EXISTING PLANS

Sound planning practice requires that community plans appropriately take into account adopted county and regional plans. Such plans provide an overall planning framework within which local plans can most effectively be prepared. Plans which should be considered and appropriately incorporated into the Town of Lyons land use plan include the regional land use plan, which has been adopted by the Walworth County Board as the County development plan; the regional transportation system plan; the regional water quality management plan; and the Walworth County park and open space plan.

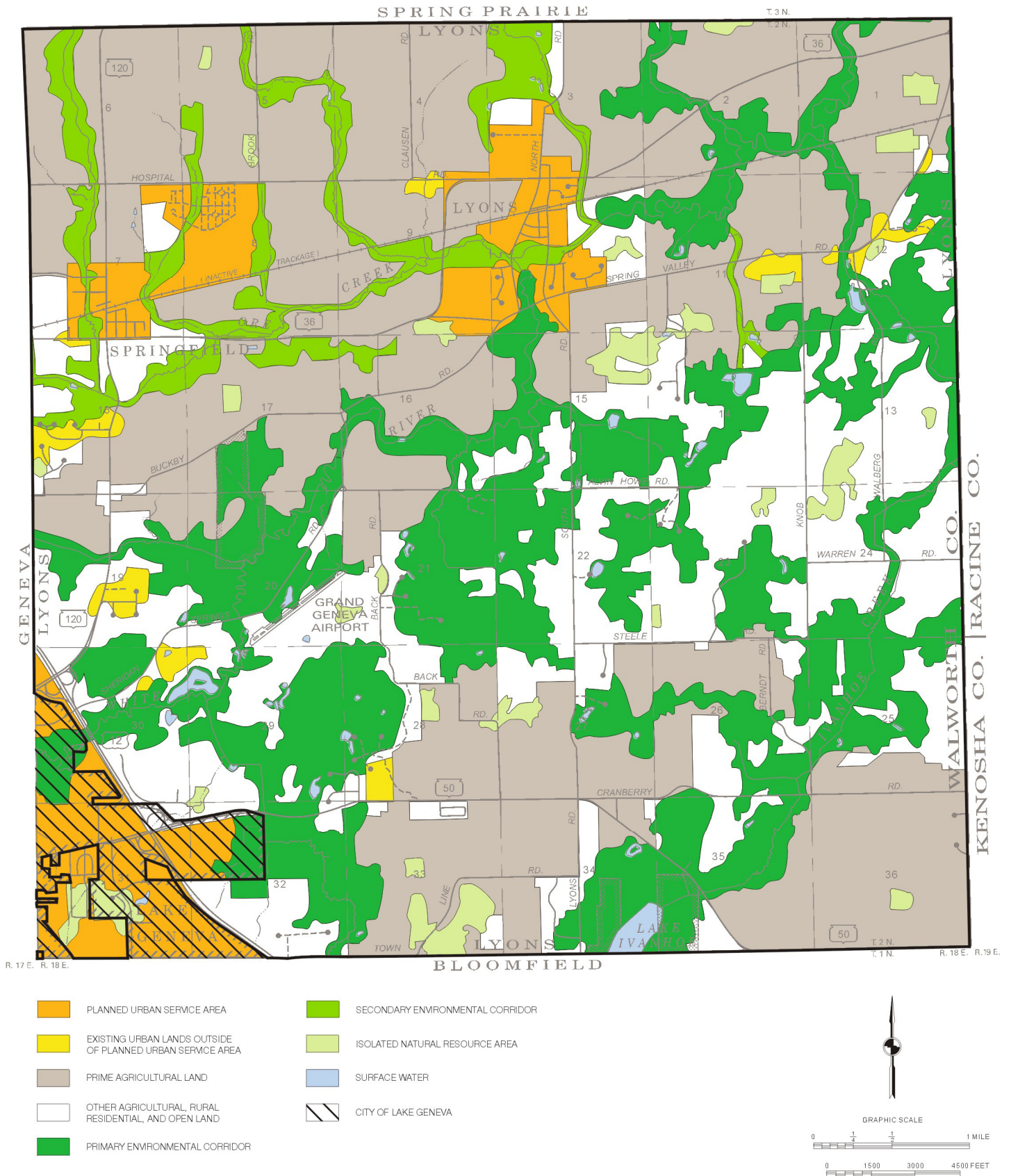
Regional Land Use Plan/ Walworth County Development Plan

The regional land use plan sets forth the fundamental concepts which are recommended to guide the development of the seven-county Southeastern Wisconsin Region. The plan, the most recent version of which was adopted by the Regional Planning Commission in 1997, is documented in SEWRPC Planning Report No. 45, *A Regional Land Use Plan for Southeastern Wisconsin: 2020*. This plan was developed as an extension 10 years into the future of the year 2010 regional land use plan, which was adopted by the Commission in 1992 and which is documented in SEWRPC Planning Report No. 40, *A Regional Land Use Plan for Southeastern Wisconsin: 2010*.

In October 1993, the Walworth County Board of Supervisors adopted the year 2010 regional land use plan as it pertains to Walworth County, as the County development plan. Subsequently, in September 1998, the Walworth County Board adopted the year 2020 regional land use plan, as provided for under Section 66.0309 of the *Wisconsin Statutes*. In fall 1999, Walworth County began the work necessary to refine and detail the year 2020 regional land use plan, resulting in an extension of the County development plan to the year 2020. The County is expected to adopt the updated County development plan in 2001. In the meantime, the County will continue to use the year 2010 County development plan as a guide to day-to-day decision-making on land use matters.

The year 2010 Walworth County development plan incorporates longstanding recommendations of the

YEAR 2010 WALWORTH COUNTY DEVELOPMENT PLAN
AS IT PERTAINS TO THE TOWN OF LYONS AND ENVIRONS



regional land use plan with regard to urban development and open space preservation in the Southeastern Wisconsin Region. Like the regional plan, the County development plan seeks to direct new urban development to areas that are physically suitable for such use and that can readily be provided with basic public services and facilities. The County development plan, like the regional plan, seeks to preserve to the greatest extent practicable, prime agricultural land and to protect primary environmental corridors from urban development. In addition to preserving prime agricultural land and environmental corridors, the plan seeks to maintain the rural character of other land located outside planned urban service areas. The Walworth County development plan as it pertains to the Town of Lyons is presented graphically on Map 20. The key recommendations of the County development plan are described further below:

- **Urban Development:**

Like the regional land use plan, the County development plan encourages urban development only in those areas which are covered by soils suitable for such development, which are not subject to special hazards such as flooding or erosion, and which can be readily provided with basic urban services including, most importantly, public sanitary sewer service. Under the County development plan, urban development includes “urban-density” residential development along with commercial, industrial, institutional, intensive recreational, and transportation and utility uses. Urban-density residential development is defined as development at a density of more than one dwelling unit per five acres.

- **Prime Agricultural Land:**

The Walworth County development plan recommends that prime agricultural land be preserved for long-term agricultural use and not be converted to either urban development or to other forms of rural development. Under the County development plan, prime agricultural lands are identified as farmland covered predominantly by soils in agricultural capability Classes I, II, and III, as classified by the U.S. Natural Resources Conservation Service.

- **Environmental Corridors:**

The environmental corridor concept and the existing pattern of primary environmental corri-

dors, secondary environmental corridors, and isolated natural resource areas was described in Chapter III of this report. The Walworth County development plan, like the regional land use plan, recommends the preservation in essentially natural, open uses of the remaining primary environmental corridors. The plan further recommends the preservation, to the extent practicable, of the remaining secondary environmental corridors and isolated natural resource areas, as determined through county and local planning efforts.

- **Other Agricultural and Rural-Density Residential Lands:**

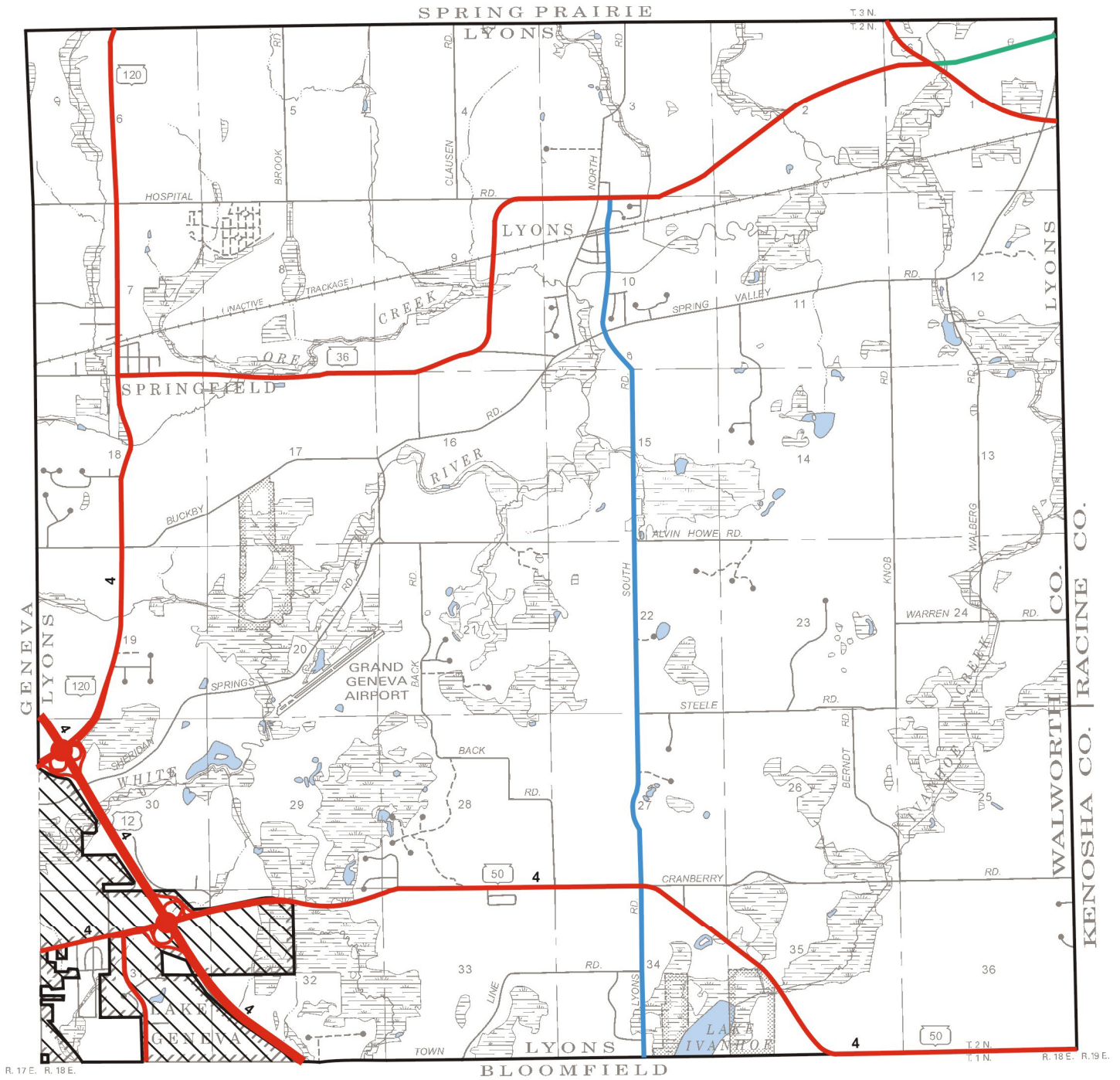
In addition to preserving prime agricultural lands and environmental corridors, the Walworth County development plan seeks to maintain the rural character of other lands located outside planned urban service areas. The plan encourages continued agricultural and other open space uses in such areas. The plan seeks to limit development in such areas primarily to rural-density residential development, with an overall density of no more than one dwelling unit per five acres.

Regional Transportation System Plan

In 1997, the Regional Planning Commission adopted a regional transportation system plan intended to meet surface transportation needs attendant to the development conditions envisioned under the year 2020 regional land use plan. That plan is documented in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*. The plan was adopted by the Walworth County Board of Supervisors in July 1998.

The arterial street and highway recommendations of the regional transportation system plan as it pertains to the Town of Lyons are summarized graphically on Map 21. Recommended improvements to the arterial street and highway system include: 1) the widening from two to four lanes of STH 50 between USH 12 and the easterly town line; 2) the widening from two to four lanes of STH 120 between STH 36 and USH 12; and 3) the construction of the Burlington bypass through the northeastern corner of the Town. The plan also proposes the following jurisdictional changes: 1) a change from local to county jurisdiction for South Road between STH 36 and the southerly town line; 2) a

ARTERIAL STREET AND HIGHWAY ELEMENT OF THE YEAR 2020 REGIONAL TRANSPORTATION
SYSTEM PLAN AS IT PERTAINS TO THE TOWN OF LYONS AND ENVIRONS



FREEWAY

- STATE TRUNK HIGHWAY
- FREEWAY/NONFREEWAY INTERCHANGE

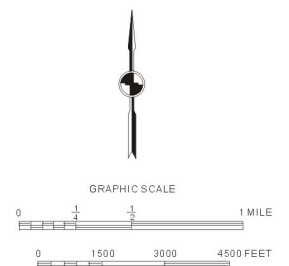
STANDARD ARTERIAL

- STATE TRUNK HIGHWAY
- COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY

4 NUMBER OF TRAFFIC LANES
(2 WHERE UNNUMBERED)

 CITY OF LAKE GENEVA

Source: SEWRPC.



change from local to State jurisdiction for Edwards Drive, upon the realignment of STH 120 in the Lake Geneva area; and 3) a change from State to local jurisdiction of STH 36, east of the White River, upon completion of the Burlington bypass.

The regional transportation plan also includes a bicycle facilities plan element. The plan recommends bicycle ways connecting cities and villages with a population of 5,000 or more located outside the large metropolitan areas of Kenosha, Milwaukee, and Racine. The regional bicycle facilities plan as it pertains to the Town of Lyons is shown on Map 22. Recommended bicycle ways in the Town include routes proposed in the right-of-way of Sheridan Springs Road and Spring Valley Road. The recommended regional bicycle way in the right-of-way of the former Chicago, Milwaukee, St. Paul & Pacific Railroad is developed and provides a recreational connection through the Town. The plan envisions that bicycle ways within street rights-of-way may consist of a bicycle route designated on a street or highway, an exclusive bicycle lane provided on a street or highway, a paved shoulder signed and marked for bicycle use, or a separate bicycle path located within the street or highway right-of-way.

Regional Water Quality Management Plan

In 1979, the Regional Planning Commission adopted an areawide water quality management plan for Southeastern Wisconsin as a guide to achieving clean and wholesome surface waters within the seven-county Region. The plan has five elements: a land use element, a point source pollution abatement element, a nonpoint source pollution abatement element, a sludge management element, and a water quality monitoring element. The plan is documented in the three-volume SEWRPC Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000*, as amended.

The point source pollution abatement element of the regional water quality management plan is of particular importance in the Town land use planning process. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in Southeastern Wisconsin. By law, major sewerage system improvements and all sewer service extensions must be in conformance with the plan. The currently adopted sanitary sewer service area boundaries within the Town of Lyons, including areas tributary to the Town of Lyons Sanitary District No. 2 sewage treatment plant and the City of Lake Geneva sewage

treatment plant, are shown on Map 15 in Chapter IV of this report.

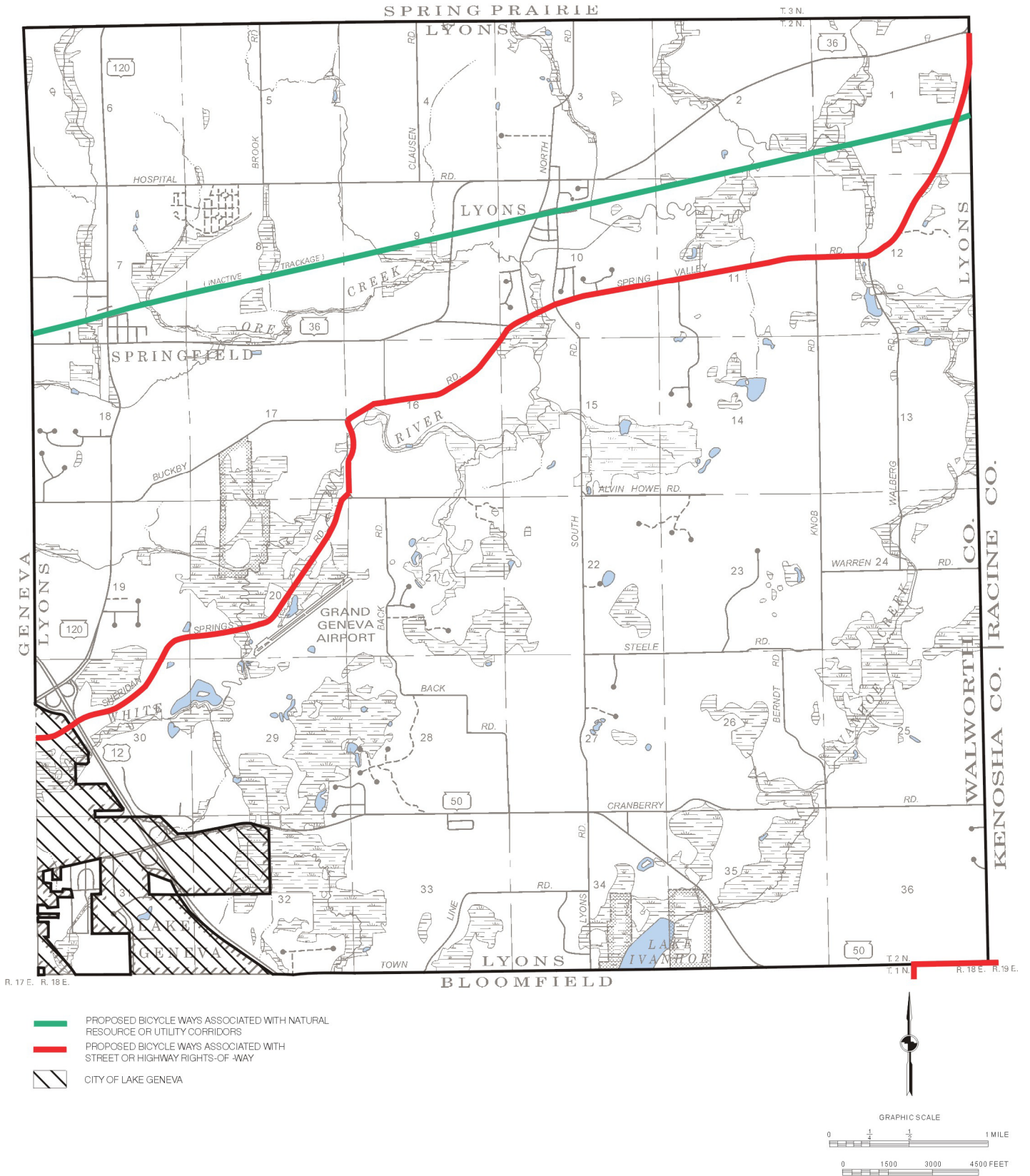
Walworth County Park and Open Space Plan

In 1977, the Regional Planning Commission adopted a regional park and open space plan as a long-range guide to the provision of public outdoor recreation sites and facilities and open space preservation in the seven-county Region. Each of the seven counties has since prepared a county plan which refines and details the regional park and open space plan. The Walworth County Board of Supervisors adopted such a plan refinement in 1992. That plan, designed to meet park and open space needs in the County through the year 2000, is documented in SEWRPC Community Assistance Planning Report No. 135, *A Park and Open Space Plan for Walworth County*. Concurrently, with the preparation of the Town land use plan, Walworth County was updating its park and open space plan, extending the design year of that plan to 2020.

The Walworth County park and open space plan is concerned with the provision of major parks, which provide opportunities for such activities as camping, picnicking, and swimming; the provision of recreation corridors, which provide opportunities for such trail activities as hiking, bicycling, and ski-touring; the provision of public access to lakes and streams; and the preservation of environmental corridors and other natural features. The year 2000 Walworth County park and open space plan includes a single site-specific recommendation which affects the Town of Lyons—a proposal for the acquisition by the Wisconsin Department of Natural Resources of a natural area of local significance, referred to as the Lake Geneva Tamarack Relict, in the southwestern area of the Town.

In 1994, the Regional Planning Commission completed a comprehensive inventory of all natural areas and critical species habitat areas in the Region, and in 1997 the Commission adopted a plan for the protection of these sites—the “natural areas and critical species habitat protection and management plan”—as an additional element of the regional park and open space plan. The Walworth County Board of Supervisors adopted the regional natural areas and critical species habitat protection and management plan in January 1998. The natural areas inventory identified a total of 11 natural areas and critical species habitat sites in the Town of Lyons. These sites were identified on Map 10 and described in Table 8 in Chapter III.

BICYCLE-WAY ELEMENT OF THE REGIONAL TRANSPORTATION
SYSTEM PLAN AS IT PERTAINS TO THE TOWN OF LYONS AND ENVIRONS



Source: SEWRPC.

The regional natural areas and critical species habitat protection and management plan reaffirms the aforementioned recommendation for acquisition by the Department of Natural Resources of the Lake Geneva Tamarack Relict natural area site and further recommends Department acquisition of the Lake Ivanhoe Fen and Sedge Meadow natural area site, beyond the currently adopted project area. The regional natural areas plan recommends that the portion of the Burlington Railroad Prairie natural areas site located in the Town of Lyons would be acquired by Walworth County from the Wisconsin Department of Transportation. The plan also recommends that seven other natural areas and critical species habitat sites be acquired by private conservancy interests (see Map 23).

COMMUNITY SURVEY

As part of the Town land use planning process, a community survey was conducted in order to identify local perspectives on a range of issues related to land use in the Town. Included in the survey were questions about Town character, population growth, preferred land uses, preservation of farmland and environmentally sensitive lands, and the role of government in shaping the future of the Town. The survey is not a referendum on land use issues. Rather, the survey was intended to provide Town officials with additional insight into land use-related attitudes and preferences of area residents, in order that those attitudes and preferences may be taken into account in the preparation of the Town land use plan.

The survey was carried out in November 1998 by the University of Wisconsin-Extension staff assigned to the Regional Planning Commission. The survey consisted of a return-mail questionnaire sent to all registered voters and property owners in the Town. A total of 2,526 questionnaires were mailed out, of which 616 were completed and returned, a return rate of 24 percent.

Key findings of the survey are summarized below. The survey results are presented in detail in Appendix B of this report.

General Character of the Town and Quality of Life

Responses to several questions indicate that Town residents value highly the rural character and natural beauty of the Town. In response to a question as to why they live in the Town of Lyons, the most frequently cited factors were “rural area and small town charm” (64 percent of respondents) and “quietness and scenic beauty” (66 percent of respondents).

About 90 percent of the respondents indicated that they agree that the Town should preserve its existing rural atmosphere, character, and landscape. Consistent with these responses, in answer to a question as to what they least like about the Town, the most frequent response was “encroachment by urban development” (55 percent of respondents).

Population Growth

The survey indicates that Town residents generally would prefer to see slow or moderate growth in the Town population. Respondents were asked whether the Town population should grow at a rate which is faster than, the same as, or slower than the rate experienced between 1990 and 1997, when the Town population grew by an estimated 400 persons, or 16 percent. The majority of the respondents, 71 percent, indicated that the population should grow at a slower rate or should not grow at all. About 25 percent indicated that the population should grow at the present rate. Only 4 percent indicated that the population should grow at a faster rate.

Open Space Preservation

The survey suggests that the preservation of farmland and environmentally sensitive lands is very important to area residents. About 84 percent of the respondents agreed that the preservation and protection of farmland in the Town should be a high priority, while 8 percent disagreed and 8 percent were neutral. About 81 percent of the respondents agreed that the Town should discourage development in areas zoned for prime agricultural use, while 10 percent disagreed and 9 percent were neutral.

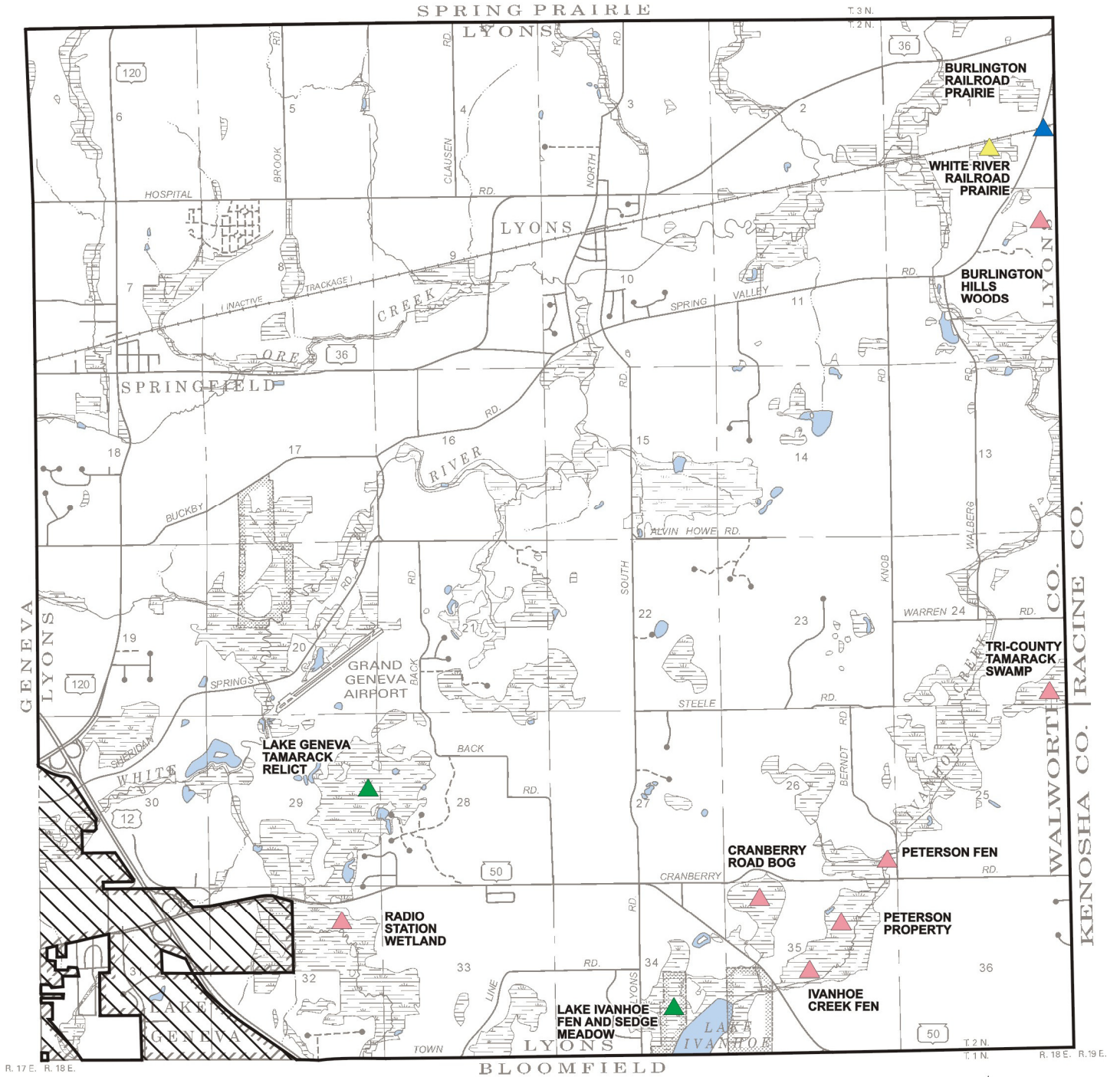
About 92 percent of the respondents agreed that the protection of woodlands in the Town is important, while 3 percent disagreed and 5 percent were neutral. The protection of wetlands and floodplains received a similar response.

Preferences Regarding Types of Land Use

Respondents were also asked to indicate whether they are in favor of, or opposed to, specific categories of land use in the Town, the results being summarized in Table 12. Not surprisingly, given the general pattern of responses described above, the most favored and least opposed land use category is agriculture, with 86 percent of the respondents favoring agricultural uses, 2 percent opposed, and 12 percent neutral.

With respect to residential land use, the most favored types of development include randomly located home-

PROPOSED OWNERSHIP OF NATURAL AREAS AND CRITICAL SPECIES HABITAT SITES IN THE TOWN OF LYONS
UNDER THE REGIONAL NATURAL AREAS AND CRITICAL SPECIES HABITAT PROTECTION AND MANAGEMENT PLAN



PROPOSED OWNERSHIP

- ▲ DEPARTMENT OF NATURAL RESOURCES
- ▲ WALWORTH COUNTY
- ▲ PRIVATE CONSERVANCY ORGANIZATION
- ▲ NO PROTECTIVE OWNERSHIP RECOMMENDED
- CITY OF LAKE GENEVA

Source: SEWRPC.

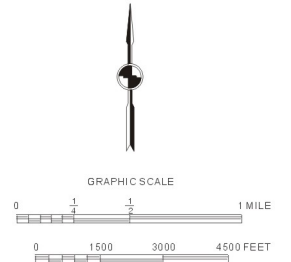


Table 13

TOWN OF LYONS COMMUNITY SURVEY: LAND USE PREFERENCES IN THE TOWN OF LYONS

Land Use Types	Oppose (Percent of Respondents)	Favor (Percent of Respondents)	Neutral (Percent of Respondents)
Agricultural/Farming	2	86	12
Residential: Randomly Located Home Sites on Lots Smaller than Five Acres	55	27	18
Residential: Randomly Located Home Sites on Lots Five Acres or Larger	27	53	20
Residential: Single-Family Subdivisions with Lots Smaller than Five Acres	58	23	19
Residential: Single-Family Subdivisions with Lots Five Acres or Larger	38	37	25
Residential: Lots within the Sewerage District	17	56	27
Residential: Two-Family	63	14	23
Residential: Multi-Family	82	6	12
Industrial	58	19	23
Commercial	42	29	29
Recreation	16	62	22
Extractive	73	7	20

Source: University of Wisconsin-Extension and SEWRPC.

sites on lots of five acres or more (53 percent of respondents in favor) and homesites within sanitary sewerage districts (56 percent of respondents in favor). Conversely, two-family and multi-family housing were the most opposed type of residential development, being opposed by 63 percent and 82 percent of the respondents, respectively.

Less than 30 percent of the respondents expressed support for commercial or industrial development in the Town, with support for commercial development being somewhat greater than industrial development.

Planning and Zoning

Respondents expressed strong support for local land use planning and the regulation of land use in the public interest. About 82 percent agreed that the Town of Lyons should prepare a long range land use plan as a guide to future development, while 6 percent disagreed and 12 percent were neutral. About 83 percent agreed that the town government has the responsibility to protect property owners and the community by regulating land use, while 6 percent disagreed and 11 percent were neutral. About 88 percent agreed that the use of zoning to control and guide development in the Town is beneficial, while 3 percent disagreed and 9 percent were neutral. Consistent with this pattern of response, only 19 percent of respondents agreed that people should be able to do whatever

they want with their land, while 63 percent disagreed with this position and 18 percent were neutral.

LAND USE OBJECTIVES

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

Balanced Allocation of Land Uses

Objective: A balanced allocation of space to each needed land use in order to meet the social, physical, recreational, and economic needs of the Town.

Principle: The supply of land set aside for any given use should not exceed the known and anticipated demand for that use. Thus, the amount of land identified for future development in each of the

major land use categories should be related to forecasts of anticipated growth in population, households, and employment.

Relationship Among Land Uses

Objective: The harmonious adjustment and logical relationship between existing and proposed land uses.

Principle: The conversion of land from one use to another, and particularly the conversion of rural land to urban use, should occur in an orderly fashion, with new urban development occurring generally adjacent to existing urban development, rather than in a leap-frog fashion. The proper adjustment of new land uses to the existing development pattern can help to minimize or avoid the creation of developmental and environmental problems. Properly relating new land uses to existing land uses can also maximize accessibility to the county and regional transportation systems, to commercial and employment centers, and to basic community facilities.

Location of Development

Objective: A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.

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

Preservation of Prime Agricultural Land

Objective: The preservation of the prime agricultural lands of the Town.¹

Principle: Prime agricultural lands are lands which, on the basis of soil productivity and size, are considered most suitable for farming. Preserving agricultural

land, particularly prime agricultural land, has a number of important benefits:

- Preserving areas for agriculture can help to avoid conflicts which can arise between farm operations and new nonfarm residents. New residential development in the midst of existing farm operations can result in conflicts over such matters as livestock and fertilizer odors; dust from field operations; noise attendant to early-morning or late night-field operations; and the use of agricultural herbicides and pesticides.
- Preserving areas for agriculture can help to avoid adverse impacts of urban development on existing farm operations. New urban development in the midst of existing farm operations can impact the drainage pattern on adjacent farm fields. New urban development can increase higher speed traffic on roads which farmers have traditionally relied on to move farm apparatus from field to field.
- Preserving agricultural land helps to maintain an important part of the local and area economy. Farm operations contribute directly to the local and area economy, as well as indirectly, insofar as they support a variety of other businesses, including farm implement dealers, farm supply stores, granaries, and food processing operations.
- Preserving agricultural land can help control public service costs. Generally, the tax returns from farmland are greater than the attendant public service costs. Conversely, the provision of public services to scattered urban development can be costly and inefficient.
- Preserving agricultural land helps to maintain the beauty, rural character, and cultural heritage of the Town.
- Preserving areas for agriculture helps to maintain an agricultural resource base for future generations. The soil is an irreplaceable resource; the preservation of productive soils will help to avoid the need to turn to other soils, which are only marginally suited for agriculture.

¹ Prime agricultural lands are defined as tax key parcels which meet certain size and soil productivity standards and which occur in a block of similar farmland of at least 100 acres in size. To be considered prime, the tax key parcel must be at least 35 acres in size, with at least one-half of the area of the parcel covered by soils in agricultural capability Classes I, II, or III, as classified by the U.S. Natural Resources Conservation Service.

Preservation of the Natural Environment

Objective: The preservation and protection of the remaining primary environmental corridor lands, secondary environmental corridor lands, and isolated natural resource areas.²

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

² *The Regional Planning Commission has delineated primary environmental corridors, secondary environmental corridors, and isolated natural resource areas based upon extensive natural resource base inventories conducted under the regional planning program. Primary environmental corridors are linear areas in the landscape which contain concentrations of the most important remaining elements of the natural resource base. By definition, primary environmental corridors are at least 400 acres in area, two miles in length, and 200 feet in width. Secondary environmental corridors also contain a variety of resource elements, often being remnants of primary corridors that have been partially converted to intensive urban or agricultural use. By definition, secondary environmental corridors are at least one mile in length and 100 acres in area. Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from the environmental corridor network. By definition, these areas are at least five acres in size.*

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

Maintenance of Rural Character

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

Principle The maintenance of the rural character of lands outside planned urban service areas will contribute to the overall physical and economic well-being of the Town in many ways. The maintenance of the rural character of lands beyond planned urban service areas will help to maintain the cultural heritage and natural beauty of the Town; contribute to the preservation of wildlife habitat and other environmentally sensitive areas; avoid environmental and developmental problems; maintain the viability of farming areas; and help control local public service costs. The preservation of prime agricultural lands, environmental corridors, and isolated natural resource areas, pursuant to the fourth and fifth objectives, will help assure the maintenance of the rural character of areas of the Town outside planned urban service areas. Importantly, limitations on the intensity of development of other lands outside planned urban service areas will likewise help maintain rural character.

STANDARDS

Table 13 presents a set of urban land use standards for the Town of Lyons that are intended to supplement the land use planning objectives. The standards provide a basis for identifying additional urban lands needed to accommodate projected growth in population, households, and employment. These standards were adapted for the Town of Lyons from standards developed by the Regional Planning Commission for use in the preparation of local land use plans.

SUMMARY

Previous chapters of this report have presented the results of inventories and analyses of the population and economy, the natural resource base, the man-made environment, and existing land use regulations in the Town of Lyons undertaken in support of the preparation of a land use plan for the Town. This chapter has described additional important factors to be considered in the preparation of the Town land use plan, including adopted county and regional plans and the results of

Table 14

URBAN LAND USE STANDARDS FOR THE TOWN OF LYONS

Land Use Category	Net Density Range		Gross Area Requirement
	Dwelling Units per Net Residential Acre	Net Area per Dwelling Unit	
Residential			
Medium-Density	2.3 to 6.9	6,200 to 18,900 square feet	18 to 54 acres per 100 dwelling units ^a
Low-Density.....	0.7 to 2.2	19,000 to 62,200 square feet	55 to 178 acres per 100 dwelling units ^a
Suburban-Density.....	0.2 to 0.6	62,300 square feet to 4.9 acres	179 to 613 acres per 100 dwelling units ^a
Neighborhood Retail and Service Center	N/A	N/A	5 to 10 acres for population of 4,000 to 8,000 persons ^b
Public Outdoor Recreation Sites			
State and County.....	N/A	N/A	Sites to be provided in accordance with Walworth County park and open space plan
Local.....	N/A	N/A	3.3 acres per 1,000 persons ^b

N/A: Not Applicable.

^aGross area includes associated street rights-of-way and off-street parking.

^bGross area includes associated off-street parking areas.

Source: SEWRPC.

a community survey regarding land use issues and concerns. Presented in the final section of this chapter is a set of objectives, principles, and standards which will be used as a guide in the preparation of the Town plan. A summary of this chapter follows.

1. Existing regional and county plans provide an overall planning framework within which local plans can most effectively be prepared. Plans which should be considered and appropriately incorporated into the Town of Lyons land use plan include the regional land use plan, which has been adopted by the Walworth County Board as the County development plan; the regional transportation system plan; the regional water quality management plan; and the Walworth County park and open space plan. The recommendations of the Walworth County development plan as they pertain to the Town of Lyons are of particular importance in the preparation of a Town land use plan. The Walworth County development plan incorporates longstanding recommendations of the regional land use plan with regard to urban development and open space preservation in the Southeastern Wisconsin Region. Like the regional plan, the County development plan seeks to direct new urban development to areas that are physically suitable for such

use and that can readily be provided with basic public services and facilities. The County development plan, like the regional plan, seeks to protect primary environmental corridors from urban development and to preserve, to the greatest extent practicable, prime agricultural land. In addition to preserving environmental corridors and prime agricultural land, the plan seeks to maintain the rural character of other land located outside planned urban service areas.

2. As part of the land use planning process, a community survey was conducted in order to identify local perspectives on a range of issues related to land use in the Town. The survey indicated that Town residents would prefer to see slow or moderate growth in the Town population. The majority of the survey respondents, 71 percent, indicated that the population should grow slower than the present rate or not grow at all;

about 25 percent indicated that the population should grow at the present rate; and 4 percent indicated that the population should grow faster than the present rate. The survey indicated that Town residents value highly the rural character and natural beauty of the Town and that the preservation of farmland and environmentally sensitive lands is very important to Town residents. With respect to residential land use, the most favored types of development include randomly located homesites on lots of five acres or more and homesites within sanitary sewerage districts. Conversely, two-family and multi-family housing were the most opposed type of residential development. Respondents expressed strong support for the preparation of a Town land use

plan and the regulation of land use in the public interest.

3. Under the Town land use planning program, six major land use development objectives were recommended by the Town Land Use Committee to guide the preparation of the land use plan. These relate to a balanced allocation of space to each of the needed land uses; the proper relationship among the various land uses; the proper location of development in relation to community facilities and services; the preservation of farmland; the preservation and protection of the natural environment; and the maintenance of rural character. Each objective is accompanied by a planning principle which supports and helps explain the objective.

Chapter VII

RECOMMENDED LAND USE PLAN

A land use plan is an official statement setting forth a community's major objectives concerning the desirable physical development of the area. The land use plan for the Town of Lyons, as set forth in this chapter, consists of recommendations for the type, amount, and spatial location of the various land uses required to serve the needs of the residents of the Town through the year 2020. The plan is intended to be used as a means to help guide the physical development of the community into an efficient and attractive pattern and to promote the public health, safety, and general welfare. It provides a means of relating day-to-day development decisions to long-range development needs and objectives, helping to ensure that today's decisions lead to long-term goals for the future.

The land use plan for the Town of Lyons was designed to achieve the Town land use objectives presented in Chapter VI. Those objectives were formulated based upon consideration of the responses to the land use-related public opinion survey summarized in the previous chapter and consideration of other planning objectives, including those set forth in County and regional plans.

The land use plan seeks to preserve and maintain what are perceived to be the best attributes of the Town while accommodating moderate urban growth, primarily in the form of single-family residential development. The plan would accommodate most new residential development in planned urban service areas—including areas centered around the unincorporated community of Lyons, the Country

Estates-Springfield area, and the City of Lake Geneva—and would accommodate only limited development beyond these areas. In this way, the plan seeks to achieve an attractive, compact, and functional urban development pattern which can be efficiently provided with basic urban services and facilities; to maintain and preserve the most important environmental and agricultural resources of the Town; and to retain and enhance the Town's natural beauty and cultural heritage.

A preliminary land use plan, prepared under the guidance of the Town of Lyons Land Use Committee, was presented for public review and comment at public informational meetings held on August 28, 2000, and September 9, 2000, and at a public hearing held on October 2, 2000. The plan presented in this chapter represents the final land use plan as recommended by the Land Use Committee. It incorporates changes to the pre-public hearing plan made by the Committee after reviewing the results of the informational meetings and public hearing. These changes were limited in nature, involving the reclassification of certain lands from "medium-density residential reserves" and "low-density residential reserves" to "medium-density residential" and "low-density residential," respectively, and the adjustment of the planned urban service area boundary to include these areas.

RECOMMENDED LAND USE

The recommended plan for the Town of Lyons is presented graphically on Map 24. Related quantitative

RECOMMENDED LAND USE PLAN FOR THE TOWN OF LYONS: 2020

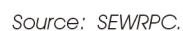


Table 15

PLANNED LAND USE IN THE TOWN OF LYONS: 2020

Land Use Category ^a	1995		Planned Change 1995-2020		2020	
	Acres	Percent of Total	Acres	Percent	Acres	Percent of Total
Urban						
Residential						
Suburban Density	118	0.5	93	78.8	211	0.9
Low Density	169	0.8	60	35.5	229	1.0
Medium Density	398	1.8	442	111.1	840	3.8
Urban Residential Subtotal	685	3.1	595	86.9	1,280	5.7
Commercial	56	0.3	45	80.4	101	0.5
Industrial	68	0.3	8	11.8	76	0.3
Governmental and Institutional	44	0.2	0	0.0	44	0.2
General Recreational	26	0.1	159	611.5	185	0.8
Resort Recreational ^b	606	2.7	0	0.0	606	2.7
Transportation, Communication, and Utilities	17	0.1	0	0.0	17	0.1
Urban Subtotal	1,502	6.8	807	53.7	2,309	10.3
Rural						
Primary Environmental Corridor	5,328	24.0	-25	-0.5	5,303	23.9
Secondary Environmental Corridor	1,030	4.6	-12	-1.2	1,018	4.6
Isolated Natural Resource Area	484	2.2	9	1.9	493	2.2
Farmland Preservation Area	9,109	41.0	-362	-4.0	8,747	39.4
Extractive	76	0.3	0	0.0	76	0.3
Other Rural Land	4,698	21.1	-417	-8.9	4,281	19.3
Rural Subtotal	20,725	93.2	-807	-3.9	19,918	89.7
Total	22,227	100.0	0	0.0	22,227	100.0

NOTE: Existing 1995 land use acreage may differ from that presented in Table 10, Chapter IV. In this table, streets and highways are included with the associated land use; in Table 10, streets and highways are included in the transportation, communication, and utility category. In this table, rural residential development is included in the other rural land category; in Table 10, all residential development is included in the residential land category. In this table, all lands at the Grand Geneva Resort, other than environmentally significant lands, are included in the resort-recreational category; in Table 10 such lands are included in residential, commercial, recreational, transportation, and other land use categories.

^aLand use areas include related parking areas and supporting streets

^bThis is the area of the Grand Geneva Resort and Spa—excluding the area encompassed by primary environmental corridors. The total area of the Grand Geneva resort is 1,190 acres.

Source: SEWRPC.

data are presented in Table 14. In brief, the Town land use plan recommends the following:

- That new urban development should occur within planned urban service areas which provide basic urban service and facilities, including, most importantly, public sanitary sewer service. The urban service areas envisioned under the plan include the unincorporated community of Lyons, the Country Estates-Springfield area, and the area of the Town adjacent to the City of Lake Geneva. The planned urban service area boundaries are based upon the sanitary sewer service area boundaries identified for the Lyons, Country Estates-Springfield, and Lake Geneva areas adopted as part of the regional water quality management plan and the

boundaries of sanitary districts in the Town. It should be noted that the planned urban service area includes an area located north of Spring Valley Road and east of the Lyons Hillside Subdivision, which is in the R-1 Single-Family Residence District of the County Zoning Ordinance but which is not located within the planned sewer service area or in a sanitary district.

- That environmentally significant areas, particularly the identified primary environmental corridors, be preserved in essentially natural, open uses.

- That prime agricultural lands be preserved except as needed to accommodate planned urban service area expansion.
- That other areas of the Town located beyond the planned urban service areas be retained in rural use, with any new rural development located and designed to maintain and enhance the natural beauty and overall character of the rural areas of the Town.

Economic Development

Economic development in the Town is achieved through the various uses that already exist in the community:

- Residential development
- Commercial development
- Industrial development
- General recreational development
- Resort recreational development
- Extractive uses
- Agricultural uses

Plan recommendations for each of these uses provides an economic base for the Town while maintaining the rural character desired by the residents.

Residential Development

For purposes of this plan, “urban” residential development is defined as residential development at a density greater than one dwelling unit per five acres. “Rural” residential development is defined as residential development at a density less than or equal to one dwelling unit per five acres. Urban residential development is further classified into three density ranges for purposes of the Town plan. These density ranges include “suburban” density, with an area of about 1.5 acres to 4.9 acres per dwelling; “low” density, with an area of about 19,000 square feet to 62,000 square feet per dwelling; and “medium” density with an area of about 6,200 square feet to 19,000 square feet per dwelling. Plan recommendations regarding urban and rural residential development are set forth in this section.

The recommended residential densities are intended to be achieved on an overall neighborhood basis. The recommended densities may be achieved through a mixture of lot sizes which yields an overall density within the recommended range. Most of the new urban residential development envisioned under the Town land use plan is proposed to occur at a medium-density, which calls for between 6,200 and 19,000 square feet per dwelling. For lands within the medium-

density category, the plan recommends an overall, average density of development of at least 10,500 square feet per dwelling.

The Town plan recommends that new residential development, including both urban- and rural- density development, incorporate conservation subdivision design principles.¹ This involves designing the subdivision around significant natural features, preserving those features and maintaining linkages between natural resource areas, as appropriate. This can be facilitated, in part, by clustering the permitted dwelling units in a relatively compact fashion on a portion of the site, retaining significant natural features intact. Such flexibility in design is provided for under the Planned Residential Development conditional use provisions of the County Zoning Ordinance.

Urban Residential Development

Under the plan, most new urban residential development would occur in areas anticipated to be served by public sanitary sewers. Urban residential development outside planned sewer service areas would generally be limited to areas which have been committed to residential use through past platting or residential zoning.

Under the plan, additional urban residential development in the Town would include the following:

- New and infill residential development, primarily at medium density, in the Lyons, Country Estates-Springfield, and Lake Geneva urban service areas.
- Infill development, primarily at low-density and suburban density, on existing platted lots and certain other areas which have been zoned for urban residential use located beyond the planned urban service areas. Most of these lots occur within the urban residential enclaves located outside the planned urban service areas shown on Map 24.

With the aforementioned development, the area of the Town devoted to urban residential uses would

¹ *The term conservation subdivision is used here in a general sense. The Wisconsin Statutes define the term “conservation subdivision” as housing development in a rural setting that is characterized by compact lots and common open space, where the natural features of the land are maintained to the greatest extent possible.*

increase from 685 acres in 1995 to 1,280 acres under full development conditions.

Rural Residential Development

As already noted, rural residential development has been defined as residential development at a density of no more than one dwelling per five acres. The plan envisions the following with respect to new rural residential development:

- Rural residential development at a density of five to 19 acres per dwelling would be accommodated only in areas where such development has been permitted under existing zoning. Rural residential development at a maximum density of one dwelling per five acres is permitted under the C-2 Upland Resource Conservation District, which has been applied to upland environmentally sensitive lands and certain other lands in the Town (see Map 19 in Chapter V).
- In other rural areas (excluding areas identified as prime agricultural land), new rural residential development would be limited to one dwelling unit per 20 acres.

To the maximum extent possible, new rural residential development should utilize conservation subdivision designs, with dwellings developed in clusters on relatively small lots surrounded by agricultural and other open space to achieve the overall recommended density, thereby preserving open space and maintaining the rural character of the landscape. Conservation subdivision design concepts are described later in this chapter.

Future Households

Regional Planning Commission projections of the number of households, initially presented for the Town in Chapter II, are re-presented for urban service areas in the Town in Table 15. Commission projections envision an increase of between 160 and 360 households in the Lyons and Country Estates-Springfield urban service areas combined from 1995 to 2020; an increase of between 150 and 250 households in the Town portion of the Lake Geneva urban service area; and an increase of between 70 and 140 households in the balance of the Town.

An analysis of the holding capacity of planned residential areas indicates the following:²

- Full development of the planned residential areas in the Lyons and Country Estates-Springfield urban service areas combined may be expected to result in 720 additional households. Upon full development, the number of households in the Lyons and Country Estates-Springfield urban service areas combined would approximate 1,220, exceeding the Regional Planning Commission's high-growth projection of 860 households.³
- Full development of the planned residential areas in the Town portion of the Lake Geneva urban service area may be expected to result in 140 additional households. Upon full development, then, the number of households in the Town portion of the Lake Geneva urban service area would increase to about 230, approximating the number envisioned under the Regional Planning Commission's intermediate-growth projection.
- In addition, there were in 1995 more than 170 other platted lots in portions of the Town located outside the planned urban service areas. Moreover, additional lots are likely to be created on currently unplatted lands which have been placed in the C-2 Upland Resource Conservation District under County zoning.

²*With regard to currently unplatted areas, the holding capacity analysis assumed that 20 percent of the gross residential area would be required for streets and supporting neighborhood uses and that an additional 20 percent of the gross residential area would remain undeveloped due to soil limitations or to provide space for stormwater detention. The analysis further assumed that new residential development would occur primarily as single-family residential development with a typical lot size of 18,000 square feet.*

³*The analysis assumed that 50 percent of the vacant platted lots in the Springfield area would be developed with single-family homes, recognizing the possibility that a number of these relatively small lots may be combined to create larger homesites.*

Table 16

**REGIONAL PLANNING COMMISSION HOUSEHOLD PROJECTIONS
FOR THE TOWN OF LYONS: 2020**

Area	Households						
	Estimated 1995	Intermediate-Growth Projection			High-Growth Projection		
		2020	Change: 1995-2020		2020	Change: 1995-2020	
			Number	Percent		Number	Percent
Planned Urban Service Areas							
Lyons and Country							
Estates-Springfield	500	660	160	32.0	860	360	72.0
Lake Geneva.....	90	240	150 ^a	166.7	340	250 ^a	277.8
Other Areas	570	640	70	12.3	710	140	24.6
Total Town	1,160	1,540	380	32.8	1,910	750	64.7

^aRepresents a portion of the total projected increase in households for the Lake Geneva sewer service area in U.S. Public Land Survey Township 2 North, Range 18 East, based upon the amount of developable land in the Town portion of the sewer service area.

Source: SEWRPC.

Commercial Development

Under the plan, additional commercial development in the Town would include the following:

- Neighborhood retail and service development on lands already zoned for business use in the Lyons urban service area.
- Neighborhood retail and service development on lands already zoned for business use in the Country Estates-Springfield urban service area.
- Infill commercial development along STH 50, east of Curtis Street, and commercial development in the portion of the Town located immediately south of the STH 50-USH 12 interchange—both in the Lake Geneva urban service area.

Continued commercial development of the site located east of STH 120, south of the Lyons Industrial Park, consistent with existing highway

- business (B-4) zoning. This site would continue to be developed without public sanitary sewers.

With the aforementioned development, the area of the Town devoted to commercial uses would increase from 56 acres in 1995 to 101 under full development conditions.

It should be noted that the business areas of the communities of Springfield and Lyons have evolved

somewhat haphazardly over time, without the benefit of long-range planning. The Springfield business area, in particular, includes a number of vacant or underutilized structures. It is recommended that efforts be undertaken to enhance these areas, creating attractive and functional neighborhood retail and service centers.

Industrial Development

Under the plan, new industrial development would be limited to infill development in areas already committed to such use, including the Lyons Industrial Park. The plan envisions that the industrial land area would increase only slightly, from 68 acres in 1995 to 76 acres in 2020.

General Recreational Development

Under the plan, new recreational development in the Town would include the following:

- Development of the Lions Club park site located near the intersection of STH 36 and Hospital Road. It is envisioned that this park would be available for use by the general public and that it, along with the Town's Riverview park, would adequately meet local park needs in the unincorporated community of Lyons.
- Development of a new public neighborhood park to meet local park needs in the Country Estates-Springfield area. This new park should provide space and facilities for such activities as softball, playground activities, and picnicking. It is envisioned that a site of 10 to 15 acres would be

required to accommodate active and passive recreational uses.⁴ The plan map (Map 24) identifies a potential location for the proposed park in an area just south of the Country Estates development. It should be recognized that this denotes a general site location, with the selection of a specific location to be determined through further study.

- Development of Hawks View golf complex, including a golf course and limited residential development, as provided for under plans approved by the Town and by Walworth County.

With the aforementioned development, the area of the Town devoted to general recreational uses would increase from 26 acres in 1995 to 185 acres under planned conditions.

Resort Recreational Development

The Grand Geneva Resort and Spa grounds encompass an area of about 1,190 acres in the southwestern portion of the Town. Grand Geneva provides two eighteen-hole regulation golf courses, a ski hill, and facilities for numerous other outdoor, as well as indoor, recreational activities. It is envisioned that the resort will continue to develop additional recreational facilities over time, while preserving the important natural features encompassed by that site.

The Grand Geneva grounds include a lodge with 355 guest rooms along with two condominium complexes with a total of 46 dwelling units. Current plans call for up to 168 additional vacation condominium units as well as a 225-room hotel, which is to be operated as a separate venture on the grounds. Such development may be expected to increase the nonresident population of the area, particularly during summer months.

Other Urban Development

Under the plan, no significant change is anticipated in the area of the Town devoted to institutional or

utility uses. The Town is developing a new community facility for the following functions: townhall, fire department, sheriff substation, and highway department, at the intersection of STH 36 and Hospital Road. The facility will also include community meeting rooms. It will be completed in 2005.

Extractive Uses

There is currently one large nonmetallic mineral extraction operation in the Town, located just north of the USH 12-STH 120 interchange. The land use plan envisions continued mining activity at this site in accordance with existing zoning.

In addition, two sites located south of STH 50 in the southwestern portion of the Town have been committed to extractive use for a two-year period, with sand and gravel from these sites to be used for the improvement of STH 50 through the Town. Upon completion of that highway project, it is envisioned that the mined areas would be restored to agricultural use.

Farmland Preservation Area

Under the Town land use objectives and standards presented in Chapter VI, prime agricultural lands are defined as tax key parcels which meet certain size and soil productivity standards and which occur in a block of similar farmland of at least 100 acres in size. To be considered prime, the tax key parcel must be at least 35 acres in size, with at least one-half of the area of the parcel covered by soils in agricultural capability Classes I, II, or III, as classified by the U.S. Natural Resources Conservation Service.

The recommended farmland preservation area shown on the Town land use plan map (Map 24) includes nearly all existing prime agricultural land as defined above.⁵ In addition, the farmland preservation area shown on Map 24 includes other parcels of at least 35 acres that do not meet the agricultural soil productivity standard but which are located adjacent to prime

⁴While the Country Estates Condominium provides a park for its residents, the proposed park would be available to the public at large. The size of the new park should be determined based upon a consideration of whether the park would serve primarily as a neighborhood park for the Country Estates-Springfield area, or whether it would also serve as a park for other residents of the Town.

⁵The recommended farmland preservation area shown on Map 24 excludes certain parcels which meet the criteria for prime agricultural land but which are located within, or immediately adjacent to, a planned urban service area. The recommended farmland preservation area also excludes parcels which meet the criteria for prime agricultural land but which have been placed in the A-2 Agricultural Land district under the Walworth County Zoning Ordinance.

agricultural lands and which should be preserved as part of the overall farming area. Also included in the farmland preservation area are parcels less than 35 acres in size, which are essentially surrounded by prime agricultural land. The inclusion of the latter parcels is essentially a mapping convention, intended to help convey the overall extent of the farmland preservation area.

The farmland preservation area shown on Map 24 encompasses about 8,747 acres—equivalent to 13.7 square miles—or about 39 percent of the total area of the Town. In general, the plan recommends that this area remain in agricultural use. The plan recommends that in general, residential development should be limited to one dwelling unit per 35 acres. The plan would not, however, preclude residential development at less than 35 acres per dwelling unit where this is allowed under existing zoning. For example, existing substandard lots could be developed with a single-family home as provided for under the County zoning ordinance. The plan does not propose to increase the extent of the A-1 Prime Agricultural Land zoning district in the Town.

Environmentally Significant Areas

Primary Environmental Corridors

As previously indicated in Chapter III, primary environmental corridors are elongated areas in the landscape which contain concentrations of the most important remaining elements of the natural resource base. By definition, these corridors are at least 400 acres in area, two miles long, and 200 feet in width. Primary environmental corridors in the Town of Lyons include lowland resources along Ivanhoe Creek and the White River and their tributaries, as well as upland woodlands and wildlife habitat areas within the White River and Ivanhoe Creek subwatersheds. The preservation of the existing primary environmental corridors is critical to the maintenance of the overall quality of the environment of the Town; and conversely, since these corridors are generally physically unsuited for urban development, such preservation will help prevent further developmental problems.

The Town land use plan recommends that primary environmental corridors be preserved in natural, open uses. Under the plan, development within such corridors would be limited to essential transportation and utility facilities, compatible outdoor recreational facilities, and, on a limited basis, rural-density residential development at a density of no more than one

dwelling per five acres of upland corridor. Where accommodated, rural residential development should be carefully planned to protect existing resources, avoiding steep slopes, poorly drained soils, and other physical constraints. To the maximum extent possible, new rural-density residential development should utilize conservation subdivision designs.

Under the plan, the existing configuration of primary environmental corridors would be modified very slightly. It is envisioned that existing undeveloped floodlands encompassing about two acres within the Lyons urban service area would remain in open use and become part of the primary environmental corridor as they revert to a natural condition. Conversely, it is envisioned that upland environmental corridors encompassing about 27 acres which have been platted for residential development outside the planned urban service areas would be converted to urban residential use. Accordingly, the total area of primary environmental corridors in the Town would decrease from 5,328 acres in 1995 to 5,303 acres in 2020.

Secondary Environmental Corridors and Isolated Natural Resource Areas

Also identified as environmentally significant lands on the Town land use plan map are secondary environmental corridors and isolated natural resource areas. Secondary environmental corridors contain a variety of natural resource elements, often being remnants of primary environmental corridors that have been partially converted to agricultural or intensive urban uses. By definition, secondary environmental corridors are at least 100 acres in size and one mile in length. Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from the primary and secondary environmental corridors. By definition, isolated natural resource areas are at least five acres in size.

The Town land use plan recommends that secondary environmental corridors and isolated natural resource areas be preserved, with land development limited to that envisioned under the plan for primary environmental corridors, as described above. Within urbanizing areas, secondary environmental corridors and isolated natural resource areas may be retained as natural drainageways or stormwater retention areas or incorporated into neighborhood parks.

The plan envisions minimal change in the configuration of secondary environmental corridors and isolated natural resource areas during the planning period.

Under the plan, the secondary environmental corridor area would decrease from 1,030 acres in 1995 to 1,018 acres in 2020. The area encompassed by isolated natural resources would increase from 484 acres in 1995 to 493 acres in 2020. These changes are the net result of increases due to the inclusion of undeveloped floodplains in the Lyons urban service area and decreases attendant to committed urban development outside the planned sewer service areas.

Other Environmentally Significant Lands

Chapter III of this report identified and described certain unique natural features in the Town of Lyons—areas which have been identified as “natural areas” and “critical species habitat areas.” A total of 11 such areas have been identified within the Town (See Map 10 in Chapter III). The plan envisions that these areas would be preserved in natural, open uses. All but one of these areas are located within primary environmental corridors, secondary environmental corridors, or isolated natural resource areas. The single exception is the Burlington Railroad Prairie, which borders the right-of-way of the former Chicago, Milwaukee, St. Paul, and Pacific Railroad, near the eastern border of the Town. The plan envisions the continued preservation of this prairie remnant.

Other Rural Land

Under the plan, the rest of the Town—including those areas which have been designated neither for future urban use nor for preservation as environmental corridors, isolated natural resource areas, or prime agricultural lands—is identified as “other rural land.” Such lands would encompass 4,281 acres, or about 19 percent of the total area of the Town, under planned conditions. The plan proposes that these areas, which are shown in white on the land use plan map, be retained in rural use. Appropriate uses include the continuation of existing agricultural activity; creation of smaller farms, including hobby farms and horse farms; and rural-density residential development.

As already noted, rural residential development is defined as development at a density of no more than one dwelling unit per five acres. The plan recommends that, with the exception of lands already placed in the C-2 Upland Resource Conservation District under County zoning (which permits five-acre density development), new residential development in the “other rural land” category be limited to one dwelling unit per 35 acres in the A1 zoning category and one dwelling unit per 20 acres in A2.

To the maximum extent possible, new rural residential development should utilize conservation subdivision designs, as discussed further, below.

DESIGN AND AESTHETIC CONSIDERATIONS

In their responses to the public opinion survey conducted as part of the land use planning effort, Town residents indicated a high regard for the rural atmosphere and natural beauty of the Town; and, throughout the course of the land use planning process, Town of Lyons officials stressed the importance of preserving the rural character and beauty of the landscape. By its very design, the Town land use plan is intended to help preserve the Town’s rural character and natural beauty. This section deals with certain tools which can help achieve this goal.

Conservation Subdivision Design

Conservation design for housing development is encouraged to protect the rural character of the town while allowing residential development. Residential development should be accommodated on a limited basis under the plan in upland environmentally significant areas and in areas identified as other rural lands. In general such development would be accommodated at rural densities consistent with existing zoning. Specifically, such development could be accommodated at a density of no more than one dwelling unit per five acres in the C-2 Upland Resource Conservation District, which district has been applied to most upland environmental corridors and, on a limited basis, to certain other rural lands. Such development could occur at a density of no more than one dwelling unit per 20 acres in the A-2 Agricultural Land District, which has been applied to most nonprime farmland. Where such development is accommodated, the plan recommends the use of conservation subdivisions to the maximum extent possible.

The *Wisconsin Statutes* defines the term conservation subdivision as housing development in a rural setting that is characterized by compact lots and common open space, where the natural features of the land are maintained to the greatest extent possible. Conservation subdivision typically concentrate the permitted number of lots on a small portion of the tract, leaving the remaining portion, including the most significant natural features, in open space use.

In comparison to conventional designs, conservation subdivision designs afford greater opportunity for preserving open space and maintaining the rural character of the landscape. When properly designed, conservation subdivisions can minimize the visual impact of the permitted residential development and preserve significant natural features and other open space. Such designs may decrease the total amount of impervious surface attendant to the development. Infrastructure costs borne by the developer and public infrastructure maintenance costs may be reduced due to shortened street and utility lengths.

The single most important design consideration in the layout of conservation subdivisions is that the development should be designed around the open space. That is, the areas for open space preservation should be set aside before streets and lots are laid out. The process for designing a conservation subdivision should take place in three basic steps: 1) identification and analysis of all natural and man-made features; 2) delineation of areas to be preserved; and 3) the layout of dwelling locations and the street and lot patterns. These three steps are described and illustrated in Appendix C.

Design Ordinances and Guidelines

Design regulations or design guidelines pertaining to individual development sites may also be used to help preserve rural character and, more generally, to help ensure that new development is consistent with local aesthetic standards. The possible scope of such design guidelines or regulations is discussed in the following chapter of this report, dealing with plan implementation.

RECOMMENDED ARTERIAL STREETS AND HIGHWAYS

The arterial highway recommendations of the regional transportation system plan, as documented in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*, were summarized in Chapter VI of this report. That plan was adopted by the Walworth County Board of Supervisors in 1998.

The Town plan incorporates the following recommendations of the regional transportation plan regarding improvements to the arterial street and highway system in the Town: 1) the widening from two to four lanes of STH 50 between USH 12 and the easterly Town line,

which project was underway in 2000; 2) the widening from two to four lanes of STH 120 between STH 36 and USH 12; and 3) the construction of the Burlington bypass through the northeasternmost corner of the Town.

The Town plan also incorporates the following jurisdictional recommendations of the regional transportation plan: 1) a change from local to State jurisdiction for Edwards Drive, upon the realignment of STH 120 in the Lake Geneva area; and 2) a change from State to local jurisdiction of STH 36, east of the White River, upon completion of the Burlington bypass.

As noted in Chapter III, the portion of South Road between Spring Valley Road and STH 50 has been designated a rustic road, indicating a local intent to retain its existing rural use and character. In keeping with that rustic road designation, the Town plan recommends that the segment of South Road between STH 36 and STH 50—which is recommended to serve as a County arterial facility under the regional transportation system plan—remain a nonarterial facility under Town jurisdiction.⁶ The Town plan further recommends that the portion of South Road between STH 50 and Bloomfield Road in the Town of Bloomfield be retained as a nonarterial highway under the jurisdiction of the respective towns. This recommendation was made by the Town of Lyons Land Use Committee out of a concern that, if this portion of South Road were to function as an arterial highway, the effect would be to increase traffic on the portion of South Road north of STH 50 through the center of the Town of Lyons.

As shown on Map 24, the Town land use plan recommends that, outside the planned urban service areas, the lands along the arterial highway corridors through the Town should remain in agricultural and other rural use. The plan seeks to avoid urban strip development along the highway corridors, in keeping with the general plan goal of maintaining a clear

⁶As the Town land use plan was nearing completion, Walworth County, with the assistance of the Regional Planning Commission, was in the process of updating the County jurisdictional highway plan. The updated County jurisdictional highway plan may recommend changes to the regional transportation plan. In particular, the regional plan recommendation that South Road serve as a county trunk highway through the center of the Town of Lyons is being re-evaluated as part of the County jurisdictional highway plan update.

distinction between the urban and rural areas of the Town.

RECOMMENDED BICYCLE FACILITIES

As indicated in Chapter VI, the bicycle facilities element of the regional transportation plan recommends two bicycle routes through the Town: a route proposed to be located in the former Chicago, Milwaukee, St. Paul, and Pacific Railroad right-of-way through the Town and a route proposed to be located in the right-of-way of Sheridan Springs Road and Spring Valley Road.

The recommended regional bicycle way in the right-of-way of the former Chicago, Milwaukee, St. Paul & Pacific Railroad is developed and provides a recreational connection through the Town.

However, the Town land use plan does not support the provision of a bicycle-route within the rights-of-way of Sheridan Springs Road and Spring Valley Road—both of which are Town Roads—for the sole purpose of providing a bicycle-way connection between the Cities of Burlington and Lake Geneva. The Town Land Use Committee determined that the bicycle path proposed to be located in the former Chicago, Milwaukee, St. Paul & Pacific Railroad right-of-way could provide an adequate bicycle-way connection between the Cities of Burlington and Lake Geneva—if the bicycle path in the railroad right-of-way were appropriately linked to the bicycle routes emanating from the north side of the City of Lake Geneva.

RELATIONSHIP TO THE CITY OF LAKE GENEVA LAND USE PLAN

The City of Lake Geneva master plan, adopted by the City of Lake Geneva Plan Commission in 1999 and documented in *City of Lake Geneva Comprehensive Master Plan* (July 1999), includes land use importantly, public sanitary sewer service. The urban service areas envisioned under the plan include the unincorporated community of Lyons, the Country Estates-Springfield area, and the area of the Town adjacent to the City of Lake Geneva. The planned urban service area boundaries are generally based upon the sanitary sewer service area boundaries adopted as part of the regional water quality management plan, with certain adjustments made to include lands outside the sewer service areas effectively committed to future urban use under existing zoning. Beyond the planned

recommendations for portions of the Town of Lyons in the vicinity of the City, including areas located within and outside the currently adopted sanitary sewer service area.

Within the Town portion of the adopted sanitary sewer service area, the City land use plan recommends infill residential and commercial development. The recommendations of the Town land use plan for this area, as shown on Map 24, are generally consistent with the City land use plan.

The City plan identifies certain lands along the east side of USH 12, outside the currently adopted sanitary sewer service area, for future office and business development. The Town land use plan recommends that lands abutting USH 12 on the east remain in open use through the plan design year 2020.

SUMMARY

This chapter has presented a land use plan for the Town of Lyons for the year 2020. The plan represents a refinement and detailing of the regional land use plan and the Walworth County development plan in accordance with the Town land use objectives set forth in Chapter VI of this report.

The land use plan is presented graphically on Map 24, while associated data relating to planned land use are presented in Table 14. The most important recommendations of the plan include the following:

1. New urban development should occur within planned urban service areas which provide basic urban services and facilities, including, most

urban service areas, new urban development should be limited, for the most part, to infill residential development on existing platted land and other areas which have been zoned for urban residential use.

2. Prime agricultural lands should be preserved except as needed to accommodate planned urban service area expansion.
3. Environmentally significant areas—including primary and secondary environmental corridors

and isolated natural resource areas—should be preserved in essentially natural, open uses, with development limited to essential transportation and utility facilities, compatible outdoor recreational facilities, and on a limited basis, rural residential development.

4. In addition to prime agricultural lands and environmentally significant lands, other areas of the Town located beyond the planned urban service areas should be retained in rural use, with any new rural development located and designed to maintain and enhance the natural beauty and rural character of the landscape
5. New rural density residential development, while not encouraged, may be accommodated at a density of no more than one dwelling unit per five acres on lands which have been placed in the C-2 Upland Resource Conservation District—which district has been applied to most upland environmental corridors and to certain other

lands. New rural density residential development may be accommodated at a density of no more than one dwelling per 20 acres on lands which have been placed in the A-2 Agricultural Land District. Where it is accommodated, rural density residential development should use conservation subdivision designs to the maximum extent practicable.

The recommended land use plan is intended to serve as a long-range guide to land development and open space preservation in the Town of Lyons. Consistent application of the plan will help to achieve an attractive, compact, and functional urban development pattern which can be efficiently provided with basic urban services and facilities; to maintain and preserve the most important environmental and agricultural resources of the Town; and to retain and enhance the Town's natural beauty and cultural heritage.

Chapter VIII

PLAN IMPLEMENTATION

INTRODUCTION

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

PLAN ADOPTION

An important initial step in plan implementation is formal adoption of the plan by the Town Plan Commission and certification of the plan to the Town Board, pursuant to Section 62.23 of the *Wisconsin Statutes*. The Town Board should also adopt the recommended plan to demonstrate acceptance of, and support by, the governing body. Upon such adoption, the plan becomes the official guide intended to be used by Town officials in making land development decisions. The land use plan should serve as a basis on which all development proposals, such as rezoning requests, preliminary subdivision plats, and certified survey maps, are reviewed. Only those proposals which are consistent with the objectives of the plan should be approved.

ZONING

Of all the means currently available to implement land use plans, perhaps the most important is the zoning ordinance. The Town of Lyons is under the jurisdiction of the Walworth County Zoning Ordinance and the Walworth County Shoreland Zoning Ordinance. The general zoning ordinance is administered by Walworth County and the towns in the County. The Shoreland Zoning Ordinance is administered by the County. These ordinances were described in Chapter V of this report.

Zoning Ordinance Regulations

The regulations established in the Walworth County Zoning Ordinance are generally well suited for implementation of the Town land use plan. However, certain changes to the ordinance regulations are suggested in order to assist in implementing the Town plan. It is suggested that consideration be given to the following:

1. Including Planned Residential Developments as a conditional use in the A-2 Agricultural Land District. This would enable the use of conservation subdivision designs to accommodate residential development, at a rate of no more than one dwelling per 20 acres, in areas zoned A-2. Currently, residential development with the A-2 district is limited to conventional development on parcels of 20 acres or greater.

2. Including restrictions on the amount of vegetation that can be removed from land in the C-2 Upland Resource Conservation District of the zoning ordinance.

In addition to these specific changes, it is recommended that Walworth County, in cooperation with the towns in the County, eventually incorporate provisions into the County Zoning Ordinance specifically dealing with conservation subdivisions. The conservation subdivision zoning provisions should include, among others, standards regarding the amount of land to be retained in open use and requirements with respect to the use of covenants, easements, or deed restrictions to ensure the long-term preservation of land designated for open space use.

Any changes to the zoning ordinance regulations should be cooperatively formulated by Walworth County and the sixteen civil towns in the County. Changes to the zoning ordinance regulations must have broad support of the town governments, inasmuch as, under *Wisconsin Statutes*, such changes become effective only if a majority of the towns in the County do not disapprove them.

Zoning District Map

The Town land use plan is a long-range plan, and the pattern of urban land uses shown on the Town plan may be expected to come into being gradually over time. Lands proposed in the plan for future urban use should generally remain in agricultural or agricultural holding districts until such time as development proposals are forwarded and any essential services and facilities are available. At that time, the lands concerned may be rezoned into the appropriate residential, commercial, and other urban districts, in accordance with the plan.

Four specific changes are recommended to the current zoning district map. First, the zoning of an approximately 40-acre area comprised of the northwestern one-quarter of the northwestern one-quarter of U.S. Public Land Survey Township 2 North, Range 18 East, Section 14 should be changed from the B-2 General Business District to a less intensive district such as the C-2 Upland Resource Conservation District and/or A-2 Agricultural Land District—consistent with the recommended land use plan. The existing B-2 zoning—which was initially applied to reflect the former use of this area as a ski hill—is inconsistent with the surrounding planned agricultural, conservancy, and residential uses. Second, the zoning of an approximately seven-acre area located on the north side of STH 50 and east of USH 12, recently acquired by the Grand Geneva Resort,

should be changed from B-4 Highway Business to B-5 Planned Commercial-Recreation Business, consistent with the zoning on other lands comprising the Grand Geneva Resort. Third, the portion of the Lake Geneva Golf Hills subdivision which has been acquired by the City of Lake Geneva for park and open space purposes should be placed in the P-1 Recreational Park District. Fourth, a parcel located east of Curtis Street and north of Darwin Street extended, currently in the B-2 General Business District, should be placed in an appropriate residential zoning district, in accordance with the recommended residential use.

In addition to the specific changes to the zoning district map recommended above, Walworth County and the Town of Lyons should consider reevaluating all conservancy zoning districts in the Town on the basis of current natural resource base inventory data. Such a reevaluation would ensure that changes in environmental features which may have occurred over time are properly reflected on the zoning map and that the zoning map incorporates the most up-to-date natural resource base inventory information.

LAND DIVISION REGULATIONS

As indicated in Chapter V, the division and improvement of lands in the Town of Lyons is regulated under the Walworth County Subdivision Control Ordinance and the Town of Lyons Land Division Ordinance, as well as under Chapter 236 of the *Wisconsin Statutes*. Moreover, the Cities of Burlington and Lake Geneva have subdivision plat approval authority in extra-territorial plat review areas identified in the Statutes. Under the Statutes, a plat must comply with the most restrictive requirements, where there is overlapping jurisdiction.

Following its adoption, the land use plan should serve as a basis for the review of all preliminary subdivision plats and certified survey maps in the Town. This review should ensure that each proposed plat is properly related to existing and proposed land uses; that the subdivision design takes into account the proper layout of streets, blocks, and lots and such factors as topography, drainage, vegetation, and soils; and that each subdivision is designed as an integral part of the larger community.

The Town amended its Land Division Ordinance on June 10, 2002 to include provisions specifically dealing with conservation subdivisions. These provisions include standards regarding the amount of land to be

retained in open use and requirements regarding the use of covenants, easements, or deed restrictions to ensure the preservation of open space land.

DETAILED NEIGHBORHOOD-LEVEL PLANNING

The Town should consider the preparation of detailed neighborhood plans for its planned urban service areas—particularly, the unincorporated community of Lyons and the Country Estates-Springfield area. Such detailed neighborhood plans should refine and detail the recommendations of the Town land use plan for future residential, commercial, and recreational development in those areas. Such plans should designate the future streets, pedestrian paths and bike-ways, parks, and the configuration of individual blocks and lots. Such plans should identify precisely areas to be preserved in open space use and should indicate areas to be reserved for drainageways and utility easements.

The Town should also consider detailed planning efforts to enhance the business areas of the communities of Springfield and Lyons—which, as indicated in Chapter VII, have evolved somewhat haphazardly over time, without the benefit of long-range planning. The Town should also consider options available to implement business area enhancement plans—including, for example, the establishment of business improvement districts, as provided for under Section 66.608 of the *Wisconsin Statutes*, for the areas concerned.

DESIGN GUIDELINES/REGULATIONS

Throughout the land use planning effort, the Town Land Use Committee stressed the importance of ensuring that development which is allowed to occur within the Town in accordance with the land use plan is designed and built in a manner which is consistent with, and would serve to maintain and enhance, the overall character of the Town, its cultural heritage, and its natural beauty. Town officials expressed particular concern regarding the design of future commercial development and multi-family housing development in the Town—with particular regard to such features as landscaping, lighting, signage, driveways, fencing, and building facades.

Local governments can attempt to influence these features through both non-regulatory and regulatory approaches. An example of a non-regulatory approach is the establishment of advisory guidelines, accompanied by efforts to publicize such guidelines and to encourage developers to adhere to them to the extent possible. The drawback to a non-regulatory approach is that compliance depends entirely upon the goodwill and cooperation of the developer.

Regulatory approaches can be used to require compliance with design standards. One regulatory approach would be to incorporate design standards and design review requirements into the zoning ordinance. In Walworth County, this would have to be accomplished through the County Zoning Ordinance, which is in effect in each of the 16 civil towns. However, the Walworth County Land Management Department staff has in the past indicated a reluctance to incorporate into the County Zoning Ordinance regulations which are essentially town-specific—as provisions relating to design standards and design review likely would be.

A possible alternative regulatory approach would be to incorporate design standards and design review requirements into a town building code. Preliminary investigation suggests that it may be possible for a city, village, or town with village powers to incorporate into a local building code regulations bearing on driveways, landscaping, and similar features which are not part of the main structure. It may also be possible to incorporate into a local building code regulations which bear on building design and façades, provided that they are clearly established strictly as a matter of aesthetics. Any such building code provisions would have to be carefully crafted to ensure that they are not directly duplicative of, and that they do not fall within the scope of, matters dealt with in the State Building Code. The Town should seek the guidance of its attorney or other legal counsel as appropriate, if it determines to proceed along these lines.

COMMUNICATION TOWERS

Another design/aesthetic consideration raised by the Town Land Use Committee pertains to communication towers. While recognizing that such facilities are essential in today's society, the Committee emphasized that those facilities which are required should be provided in a manner which least impacts on the character and natural beauty of the Town.

In Walworth County the development and installation of communication towers and related facilities is governed by the County Telecommunication Towers, Antennas, and Related Facilities Ordinance. Among the stated intents of the ordinance is to “encourage the use of alternative support structures, co-location of new antennas on existing telecommunication towers, camouflaged towers, and construction of towers with the ability to locate three or more providers.” The County ordinance includes several provisions which are intended to avoid the construction of unnecessary towers. The ordinance generally requires co-location of new antennas on existing communication towers where this is technically feasible. The ordinance encourages the use of alternative support structures such as silos and water towers as a location for antennas by exempting these from County review. The ordinance requires that communication facilities “be designed to blend into the surrounding environment to the greatest extent feasible.”

Under the County ordinance, telecommunication towers may be constructed in certain agricultural, business, industrial, and other specified zoning districts subject to conditional use review and approval by the County Land Management Committee. It is recommended that, as conditional use permit applications for communication towers are received, the County closely coordinate the review process with the concerned town government, taking into consideration local concerns regarding the proposed facilities and any local suggestions regarding the specific placement of the facility, the use of alternative support structures which may be available, and the use of camouflaged structures designed to conceal the presence of tower and antenna facilities. In addition, it is recommended that the County, in cooperation with the civil towns in the County, review the provisions of the County ordinance dealing with matters of aesthetics and design in an effort to identify how those provisions should be strengthened to ensure that communication facilities blend into the environment to the maximum extent possible.

INTERGOVERNMENTAL COOPERATION

The Town is working cooperatively with Walworth County in the development of the County Land Use Plan per the State of Wisconsin Comprehensive Planning legislation. The Town should have a member on the County Comprehensive Planning Committee to represent the planning efforts and desires of the Town. The Walworth County Plan recommendations, for the

Town of Lyons, should be consistent with the recommendations of this Plan.

The land use plan presented in this report includes land use recommendations for the entire civil Town of Lyons. The southwestern portion of the Town abuts the City of Lake Geneva. Under Wisconsin law, cities and villages have been granted a considerable measure of influence over development in adjacent town areas. Incorporated communities have extraterritorial subdivision plat approval authority; they may include adjacent unincorporated areas in their local plans; they may administer extraterritorial zoning jointly with the adjacent town; and, ultimately, they may annex unincorporated areas.

It is recommended that the Town of Lyons and the City of Lake Geneva take a cooperative approach to planning and decision-making regarding future land use in areas of mutual concern. Activities in this respect could range from periodic meetings of Town and City officials for the purpose of discussing land use matters, to preparing and executing formal agreements regarding future boundaries and arrangements for the provision of public services, as is provided for under Section 66.023 and 66.30 of the *Wisconsin Statutes*. Such cooperative efforts increase the likelihood for coordinated development along the boundary areas, achieving, insofar as possible, the land use objectives of both communities. The Town should explore a boundary agreement with the Cities of Lake Geneva and Burlington.

PLAN REEVALUATION

A land use plan is intended to serve as a guide for decision-making regarding land development in a community. As a practical matter, local land use plans should be prepared for a long-range planning period, typically about 20 years. The design year chosen as a basis for the preparation of the Town of Lyons land use plan is 2020. A local land use plan should be evaluated regularly to ensure that it continues to reflect local development conditions and local land use objectives. In general it is recommended that this reevaluation take place every 10 years, or more frequently if warranted by changing conditions. The Town should, however, reevaluate the plan prior to 2010 and make those modifications necessary to comply with the State of Wisconsin comprehensive planning requirements as explained below.

The plan presented in this report constitutes one element, the land use plan element, of the Town master plan. The Wisconsin Legislature in 1999 adopted legislation—commonly referred to as the “Smart Growth” legislation—which requires any action of a local government that affects land use, such as the administration of zoning or land division ordinances, to be consistent with a community comprehensive plan, beginning on January 1, 2010. A new definition of comprehensive plan, consisting of nine elements, was adopted as Section 66.1001 of the *Wisconsin Statutes*. The legislation also sets forth new requirements for public participation in the development of a comprehensive plan and requires that such a plan be adopted by ordinance by the local governing body.

The “Smart Growth” legislation does not affect the ability of local governments to prepare and adopt master plans, or elements thereof, prior to 2010. Accordingly, the Town of Lyons may proceed to adopt the land use plan presented in this report and to implement this plan under the statutory planning which existed

prior to the Smart Growth legislation. However, this plan should be evaluated prior to 2010, and any necessary changes should be made both to reflect new or changed local development conditions or objectives and to incorporate additional information needed to comply with the new legislation.

SUMMARY

This chapter has presented information regarding the various land use plan implementation measures which should be considered by the Town of Lyons. These include plan adoption; the use of zoning and land division control authority; additional detailed neighborhood-level planning; and, potentially, the establishment of development guidelines or regulations. The steadfast application of such plan implementation measures in accordance with the plan on a day-to-day basis will help to achieve the Town’s long-range land use objective.

Appendices

LIST OF APPENDICES

Appendix

- A Town-County Zoning Arrangements as Set Forth in Section 59.69(5) of the Wisconsin Statutes
- B The Conservation Subdivision Design Process

Appendix A

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

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

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

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

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

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

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

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

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

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

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

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

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

Appendix B

THE CONSERVATION SUBDIVISION DESIGN PROCESS

Conservation subdivisions should be designed around the open space. That is, the areas for open space preservation should be set aside before the streets and lots are laid out. The design process for conservation subdivisions takes place in three basic steps:

1. Identification and analysis of existing conditions, or site analysis;
2. Delineation of preservation areas;
3. Layout of dwelling locations and street and lot pattern.

STEP ONE: SITE ANALYSIS

The design of a conservation subdivision around the open space first requires a proper site analysis. The site analysis should identify existing features that determine the landscape character of a site and analyze those features to determine the desirability of preserving them. A site analysis should also identify features that present problems that must be considered and overcome in the design.

The inventory of existing conditions should include all natural and man-made features of a site. Some of these will be natural areas protected by law, such as floodplains, wetlands, shoreland areas, and water bodies. Other areas that are developable, but contain certain features (see Figures C-1 and C-2) that may lend character to the rural landscape, should also be identified. Such areas could include hedgerows along an abutting road or dividing two fields; a healthy stand of trees atop a rise in terrain; diverse woodlands; wild flower meadows; fallow farm fields; wildlife habitats; areas that afford good views; historic buildings or ruins; fencerows; and even lone specimen trees. Problem areas that must be accommodated in the design may include such features as power line rights-of-way, transmission towers, utility easements, and drainageways.

It should be noted that a site analysis completed for the sketch-plan layout of a conservation subdivision is not usually as technically comprehensive as those required for engineered preliminary plats. Although the engineering constraints on a site should be generally understood and taken into account, the site analysis for the purposes of designing a sketch plan for conservation subdivision layout is intended primarily to identify landscape character, preservation areas, and building areas. While some of the elements required for sketch plans and typical preliminary plans will be the same, topography, for instance, the level of detail and accuracy required for documenting conditions for engineering purposes is not needed at the sketch-plan level. The elements of a site analysis for the purposes of conservation subdivision design would supplement and precede the site information normally required for conventional subdivision. When the approval process moves on to the preliminary plat stage, complete documentation and analysis oriented toward proper engineering practices would then be needed. The conservation subdivision layout would then be adjusted, if necessary, to accommodate engineering considerations.

A good site analysis done for the purposes of conservation subdivision sketch-plan layout will include field investigations and should, at a minimum, consist of a map, or set of maps, showing the following:

Figure C-1



Woodlands, hedgerows, and large single trees are important landscape elements to identify in a site analysis and to preserve in a final design.

Figure C-2



Ruins, such as this old stone silo, are strong rural landscape elements which may be worthy of preservation.

1. A topographic analysis identifying slopes over 12 percent or greater and under 2 percent. The topographic map should have a scale of one inch equals 100 feet or more, with a vertical contour interval of two feet or less. Hilltops and ridge lines should be highlighted.
2. An analysis of drainage patterns. The management of stormwater runoff from a site depends largely upon the existing drainage patterns which, for greatest economy and site preservation, generally should not be altered. Onsite drainage patterns are part of a larger drainage network and connect to the drainage patterns of adjacent sites. The role a particular site plays in the overall watershed should be recognized.
3. A vegetation analysis, identifying woodlands, hedgerows, lone specimen trees, grasslands, meadows, pastures, and active or fallow farm fields. Vegetation should be identified as evergreen or deciduous. The health and condition of each vegetative type should be identified. Predominant species in hedgerows and woodlands should be identified. Specimen trees should be identified by species, size, and health. Unique or endangered plant species should be noted.
4. A delineation of soil types and identification of selected soil characteristics, as provided by the information in the regional soil survey completed for the Regional Planning Commission by the U.S. Soil Conservation Service (now the U.S. Natural Resources Conservation Service). Such characteristics would include, for example, suitability of soils for crops, pasture, woodland, wildlife habitat, and recreation, as well as for building foundations, roadways, and onsite sewage-disposal systems. Prime agricultural soils and alluvial floodplain soils should be noted.
5. Shoreland protection areas, including the minimum 75-foot building setback from the ordinary high-water mark of navigable waters, the 100-year recurrence interval floodplain boundaries, and lakes, ponds, streams, and wetlands.
6. Boundaries and characteristics of primary and secondary environmental corridors and isolated natural resource areas, as identified in the adopted regional plans or local comprehensive plans.

7. Wildlife habitat, whether in fields, wetlands, or woodlands. Predominant species of birds, mammals, amphibians, fish, and reptiles should be identified when possible. The presence of rare or endangered species should be noted.
8. Historic or cultural features, including ruins and stone fencerows.
9. Other existing buildings and structures. All buildings in a farm complex should be located and identified as to their use, as well as the locations of existing wells and onsite sewage-disposal systems.
10. Scenic vistas, both into the site from adjacent roads and outward from the site.
11. Classifications of existing streets and highways adjacent to the development parcel, as well as especially desirable or undesirable points of entry into the parcel. Street connections required by the local official map should be noted.
12. Existing physical conditions surrounding the development parcel within 200 feet. These might include such notes as “adjacent three-acre housing,” “connection to regional trail,” or “view to historic barn.” The size and extent of existing adjacent open space areas should be noted, as well as any further open space connections these spaces may have.
13. Future areawide plans that affect the site should also be taken into account. These could include, among others, plans for future parks; open space, trail, and bikeway systems; agricultural preservation areas; arterial street networks; stormwater management systems and other utilities; and general land use plans.

Figure C-3 is an example of a typical site analysis. This is often accompanied by a written narrative that further explains the existing conditions on the site.

STEP TWO: DELINEATION OF PRESERVATION AREAS

After determining the existing conditions on a site, the next step is to determine which areas should be preserved, as shown in Figure C-4. Areas of first and second priority for preservation should be identified.

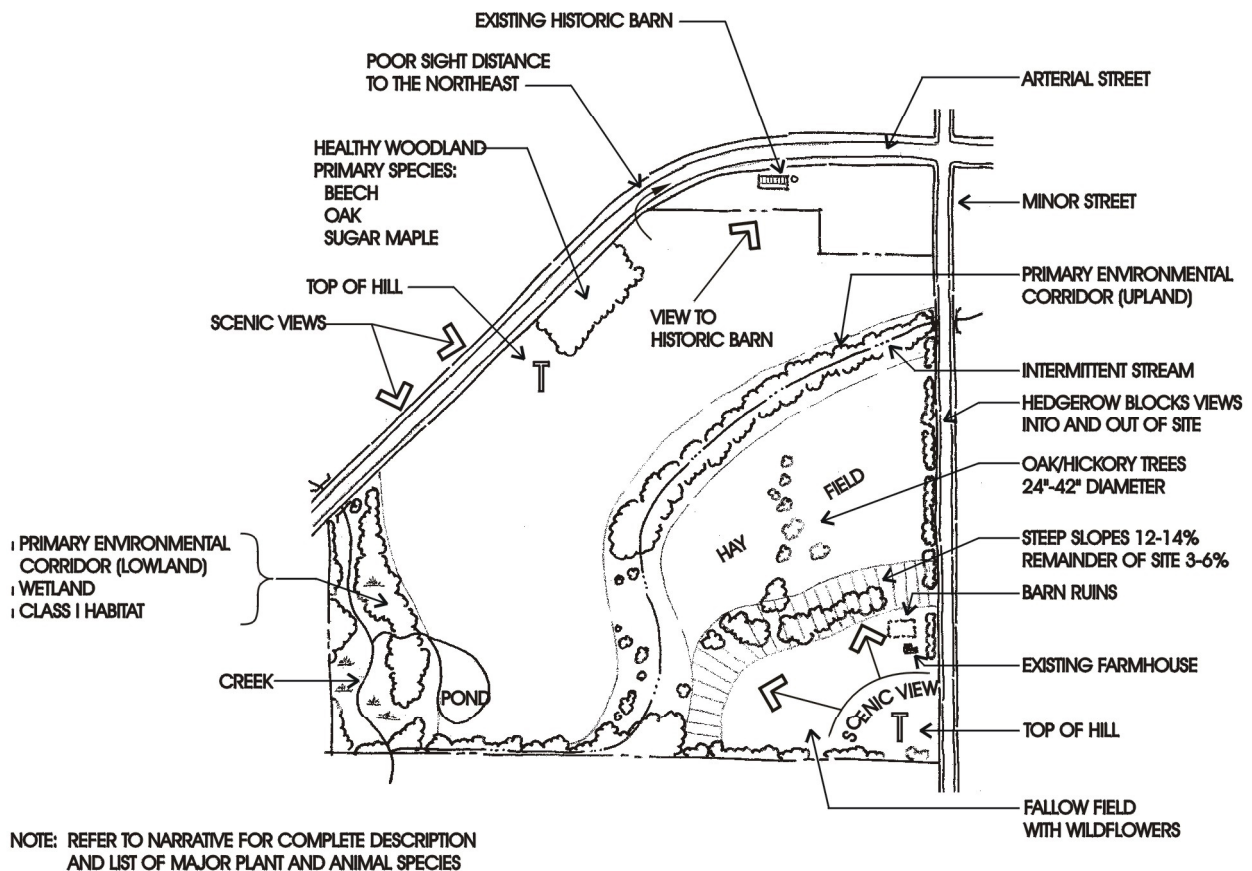
Areas of first priority will include two types of areas: those protected through State and Federal regulation, such as floodplains, wetlands, and shorelands, and those connecting to larger municipal, county, or regional park and greenway systems, such as primary environmental corridors. The more connected areas of open space are, the more valuable they become. The concept of connectedness is extremely important when trying to preserve meaningful open space. Fragmented open space areas lead to disrupted wildlife migration paths, nonfunctional wildlife corridors, inefficient farming operations, and piecemeal trail systems. Areas of disconnected open space preserved on a variety of development parcels, while valuable to some degree, can never have the same impact on preservation of landscape character as continuous open space does. When areas of open space in conservation subdivision developments on adjacent parcels abut each other, the impact on landscape character is greater than if they are separated by visible development.

The goal of connectedness in open space should always be kept in mind, not only in terms of the importance of connecting onsite open space with offsite open space, but also in terms of connecting all onsite open space as much as possible. While the opportunity to connect areas of onsite open space with adjacent offsite areas is not always available, areas of open space within the site can and should be connected. The zoning ordinance regulations should require that acceptable open space parcels be of a specified minimum size and that areas of open space be connected as much as is practicable.

After designating first priority areas for preservation, regulated environmentally constrained areas and areas that provide connections to offsite open space, areas of second priority are added. These would include other developable areas with natural features that have been identified as contributing to the particular rural landscape

Figure C-3

CONSERVATION SUBDIVISION DESIGN: STEP 1
INVENTORY AND ANALYSIS OF LANDSCAPE CHARACTER



A site analysis for the purpose of conservation subdivision design would supplement and precede the engineering information normally required for a conventional subdivision. When the approval process moves to the preliminary plat stage, the conservation subdivision layout would then be adjusted to accommodate engineering considerations.

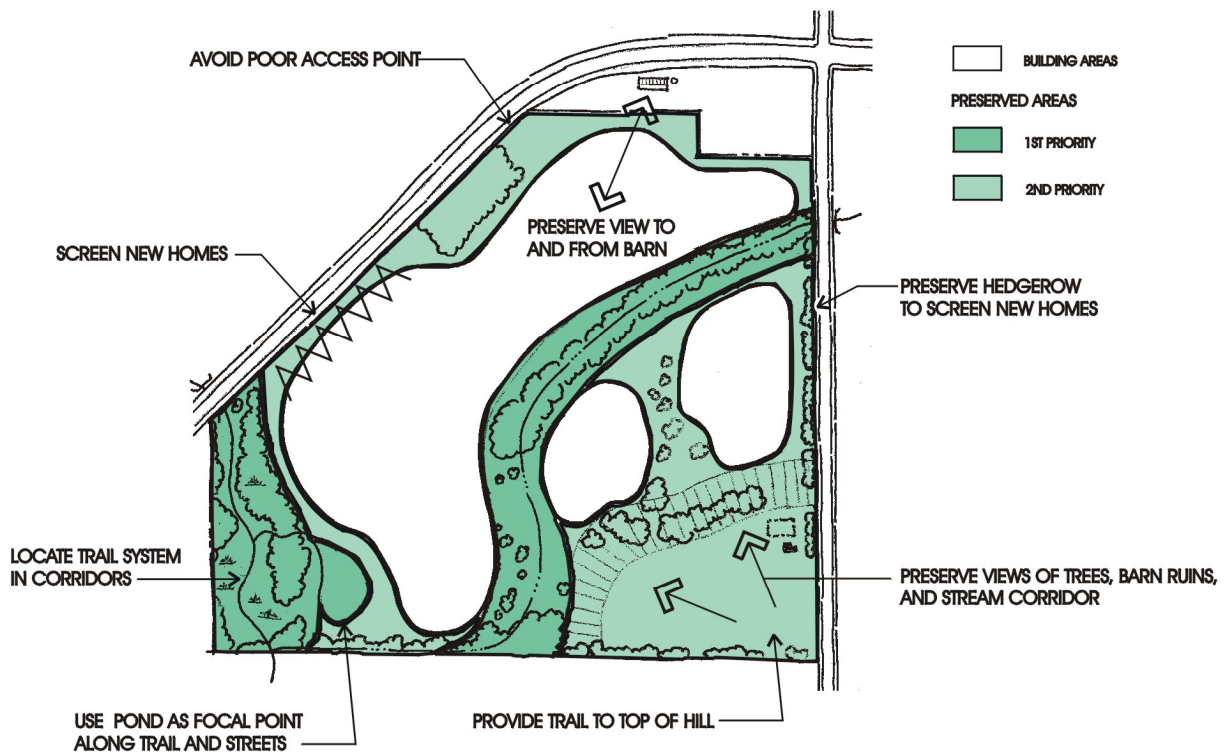
character of the site, as seen from adjacent roads and other public ways, as well as from within the site. Some judgements may have to be made at this stage as to the desirability of preserving certain areas of marginal value. For example, a hedgerow with weak-wooded or diseased trees may not be desirable for preservation.

Not all the open space will be environmentally constrained land, nor should it be. On parcels that have a great deal of environmentally constrained land, not all of it should be accepted as meeting the open space requirement of the ordinance. On parcels with few constraints, much of the open space will be in well-drained upland areas that would be considered buildable. Decisions would have to be made as to which portions of these areas should be used for lots and which should be saved for open space. These decisions should be based on the overriding objective of preserving rural landscape character.

Figure C-4

CONSERVATION SUBDIVISION DESIGN: STEP 2

PRESERVED AREAS PLAN



Areas of first and second priority for preservation should be identified, and preservation areas should be connected.

In the process of determining the preservation areas, the areas available for buildings, streets and lots are, by default, also identified. These are the “left over” areas. This process is the opposite of that often used in the design of a conventional subdivision, where the leftover areas are the areas considered unsuitable for building. Often the areas with the most attractive natural amenities are set aside first to be included in a few prime lots that can be sold at a premium price.

STEP THREE: CONCEPTUAL DELINEATION OF STREET AND LOT LAYOUT (SKETCH PLAN)

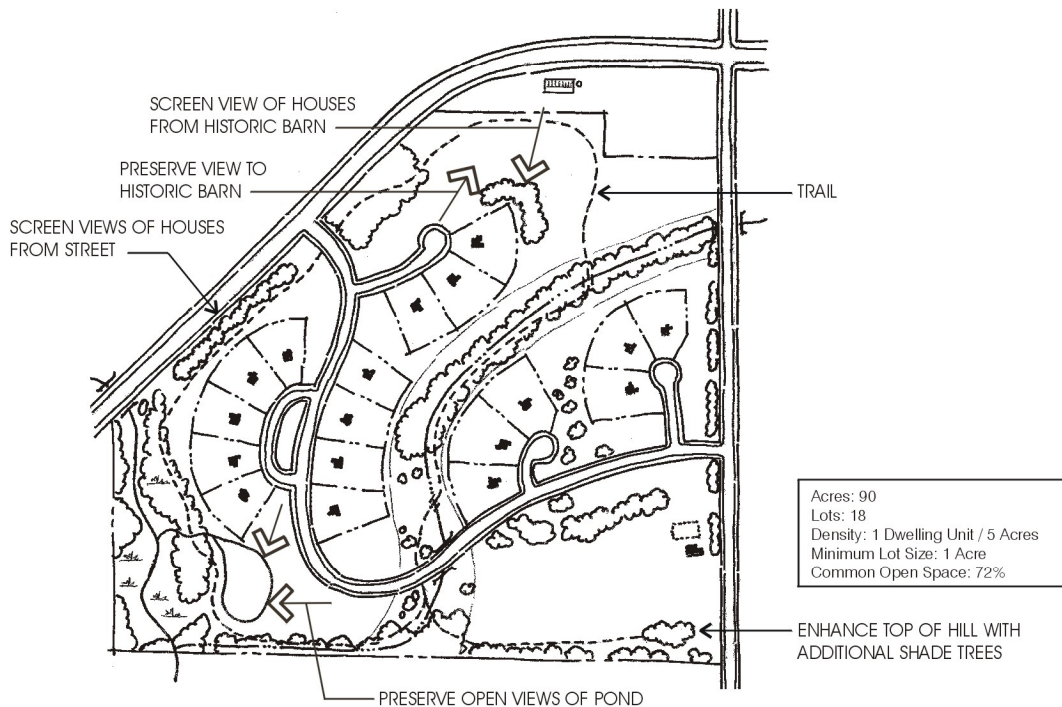
When preservation areas are set aside, their outlines give shape to the building areas. On many development parcels, the areas available for building will be larger than the area needed to accommodate the permitted number of lots. Thus, the third step in the conservation subdivision design process is to determine more specifically the preferred locations of building lots and how best to provide access to them with the streets (see Figure C-5).

The street and lot layout at this stage in the design process is conceptual only. Because of the large variety of street layouts that are possible through the flexibility permitted by conservation subdivision regulations, agreement on the general acceptability of a plan should be reached before the plan is more precisely detailed. While general municipal engineering principles should be followed, no detailed site engineering is done at this stage, although all zoning and subdivision regulations should be met. It is beneficial for both the developer and

Figure C-5

CONSERVATION SUBDIVISION DESIGN: STEP 3

STREET AND LOT LAYOUT



After areas for preservation are identified, specific locations for building lots and streets are determined.

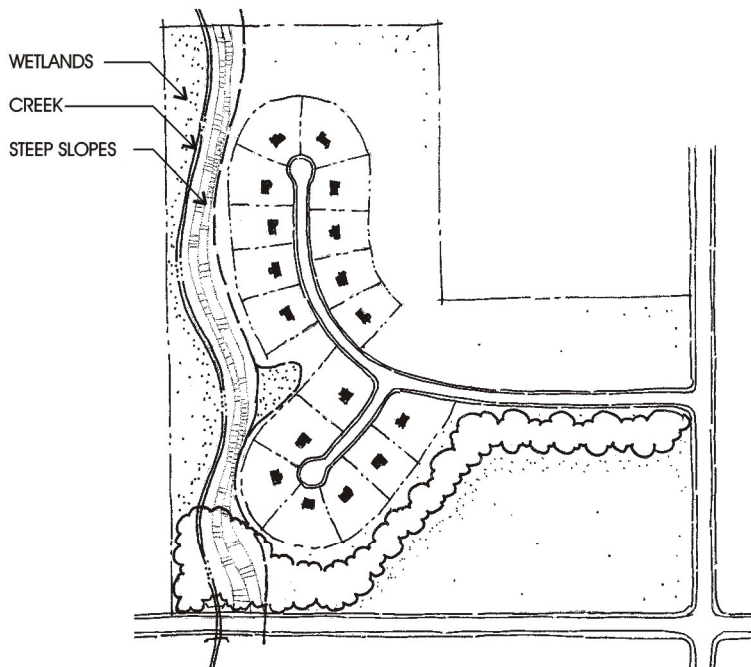
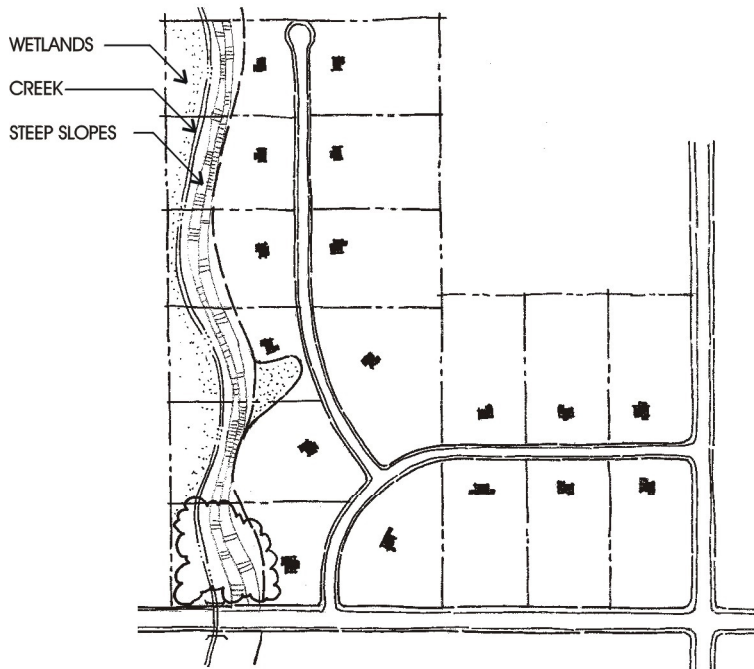
the municipality to reach a consensus on a conceptual sketch plan before the developer incurs the costs of preliminary engineering. It is during review of the sketch plan that design changes can be made at little cost to the developer. Thus, before the preparation of preliminary plans is initiated, both the developer and the municipality should have agreed upon a conceptual layout.

The result of this process will be that streets and houses blend into the landscape in a natural way that protects the rural character of the site, rather than being forced onto the landscape in a form determined by rigid lot sizes and the configuration of parcel boundaries, as is often the case in conventional subdivision design and development.

EXAMPLES OF CONSERVATION SUBDIVISION DESIGNS

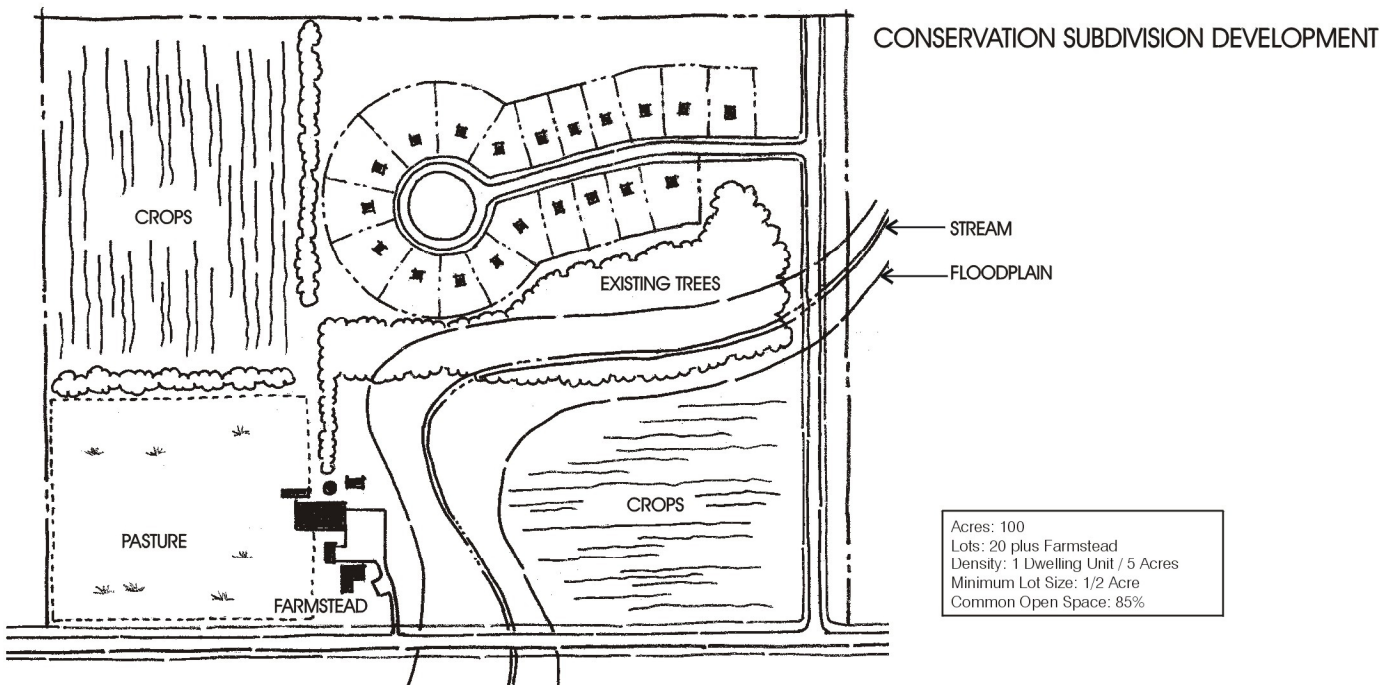
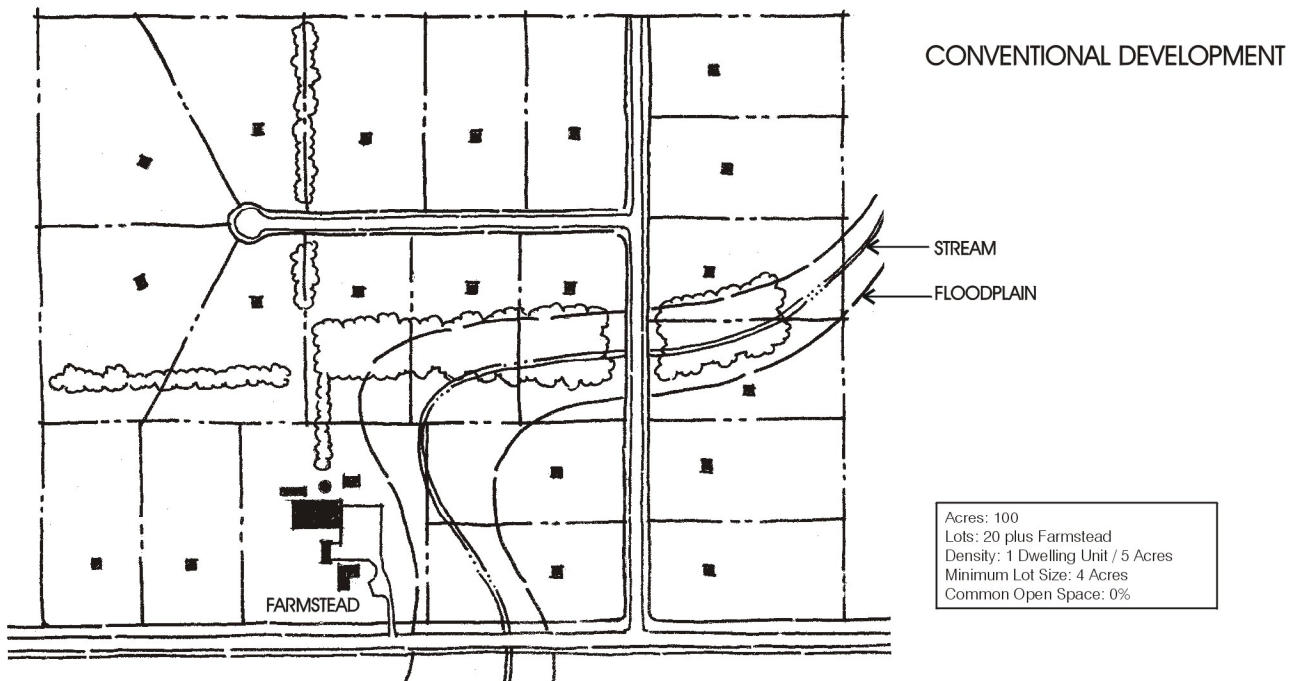
Hypothetical examples of conservation subdivision designs, contrasted with conventional designs for the same site, are presented in Figures C-6, C-7, and C-8. Additional examples of conservation subdivision designs, along with means for implementing the conservation subdivision design concept, are presented in SEWRPC Planning Guide No. 7, *Rural Cluster Development*, 1996.

Figure C-6



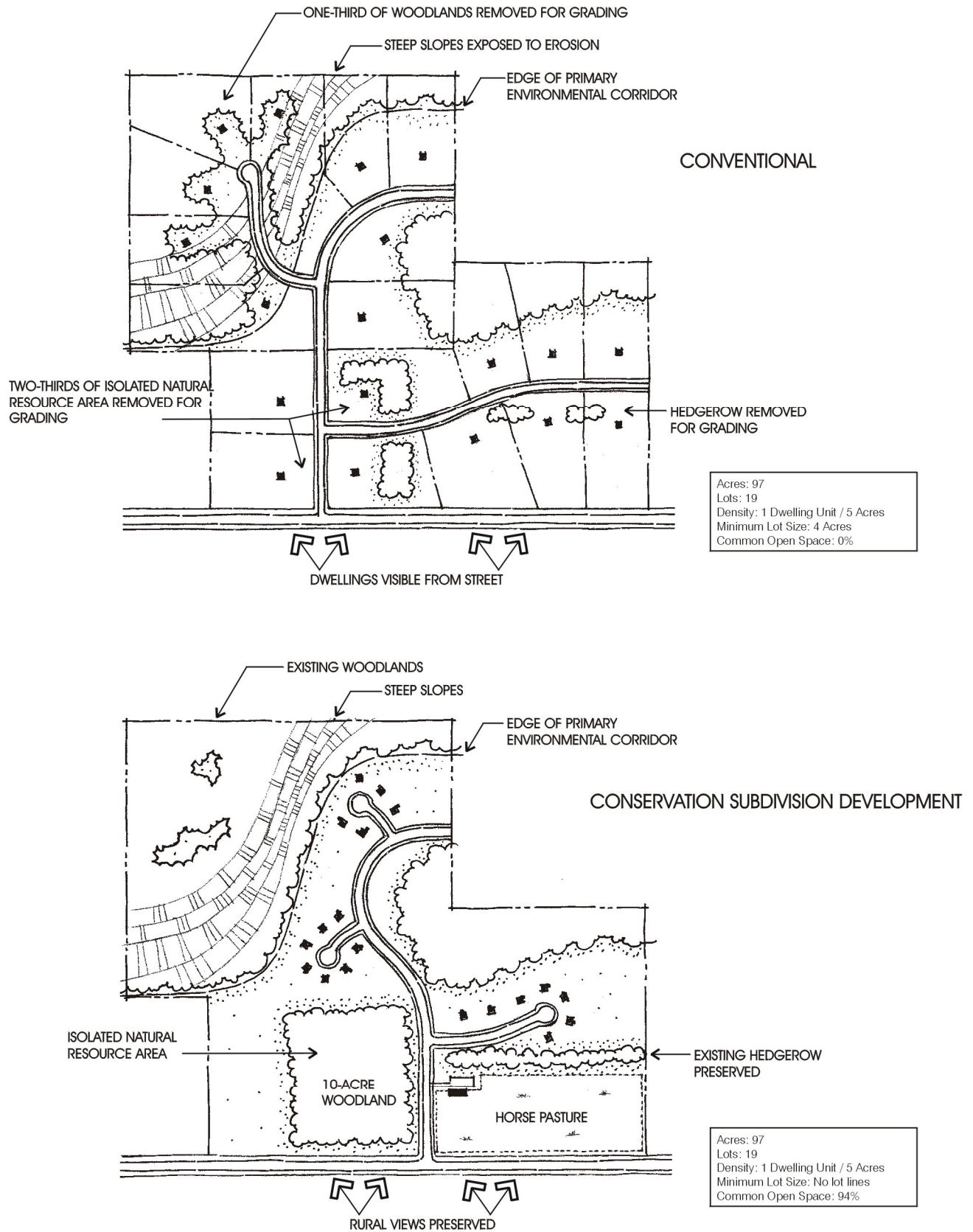
Through a reduction in lot size, open space can be created without losing density.

Figure C-7



Conservation subdivision development can help preserve farming activities.

Figure C-8



Conservation subdivisions can preserve environmental features and views.