

INTRODUCTION

Plan Organization

This Smart Growth Comprehensive Plan consists of two sections: the nine elements that constitute the **Background Report** and the Goals, Objectives, Policies and Recommendations that constitute the **Plan Report**. The Background Report provides an assessment of the existing conditions and is the foundation upon which much of the plan is built. These nine critical areas are described in the chart below.



The Plan Report presents a picture of what the community could look like in the coming years. It includes growth projections that are used to fashion the overall vision and also includes specific plan maps in the areas of transportation, utilities and community facilities, and land

use. This section provides a vision as well as specific actions and activities to assist the communities in achieving that vision.

Scope and Purpose

State statutes define the nine areas that need to be addressed in a community’s comprehensive plan (Exhibit A-2). This plan includes each of those functional areas, but goes beyond that list. This plan is based on the premise that a comprehensive plan should address all of the facets that make up a community and its quality of life and include those governmental and nongovernmental groups that can in some way affect a community.

Exhibit A-2. Required Elements in a Comprehensive Plan

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| <ol style="list-style-type: none"> 1. Issues and Opportunities Element 2. Housing Element 3. Transportation Element 4. Utilities and Community Facilities Element 5. Agricultural, Natural Resources and Cultural Resources 6. Economic Development Element 7. Intergovernmental Cooperation Element 8. Land Use Element 9. Implementation Element |
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The quality of life that a community can offer depends on many different, yet interrelated, factors. Each contributes, whether positively or negatively, in some way to an individual’s well being and to the overall health of the community. Below are listed those factors that are addressed in varying degrees in this plan.

- Physical development
- Economic opportunity
- Social opportunity
- Recreational opportunity
- Civic engagement
- Cultural engagement
- Environmental health
- Aesthetics / beauty
- Collective and individual security and freedom
- Educational opportunity

This plan also addresses many areas outside of the direct control of the Village and Town because it is recognized that a community is affected by many other entities. Community and service groups can have a significant effect on residents and their level of community involvement. The local school board has a significant impact on our children and in turn the community. Local institutions like churches and similar organizations can often help to foster community identity and involvement by sponsoring local projects or by providing much-needed services. To the extent that a group or entity affects the Village and Town and their residents, it will be addressed in this plan when appropriate.

This plan is a blueprint for community-wide action for all of the groups that can in some way influence community well being.

This plan is a blueprint for community-wide action that must come from all segments of the community, not just from the governing bodies of the Village and Town. Everyone must be involved and dedicated to making needed improvements and to continue those efforts that have had a positive influence.

This plan is intended to capture a shared vision for the Village and Town. It is a statement reflecting community pride and how residents want their communities to manage growth and development in the future. It will help elected officials make decisions that reflect the short- and long-term wishes of the community. It will help prioritize human and financial resources in order to provide the necessary public infrastructure and amenities needed to maintain a high quality of life. It will also help to foster a sustainable economy that is in keeping with the local character of the Village and Town.

About Wisconsin's Smart Growth Legislation

General Overview

As part of the state's 1999-2000 biennial budget, Governor Thompson signed into law what is referred to as the "Smart Growth" legislation (1999 Wisconsin Act 9). Briefly, Smart Growth does the following:

- Requires local governmental units to adopt and implement a comprehensive plan, containing the nine elements, as defined in the legislation, by January 1, 2010, in order to carry out any action that affects land use.
- Establishes 14 comprehensive planning goals to be applied in 3 ways: (1) as guidance for state agencies; (2) as a benchmark for local governmental units that prepare a state-mandated plan; and (3) by the Wisconsin Land Council in allocating planning grants.
- Provides state funding to help local units of government pay for preparing and adopting comprehensive plans.
- Establishes a "smart growth" dividend aid program that will provide state funding to cities, villages, towns and counties based on the number of credits that a governmental unit earns. Funds will be disbursed beginning with the 2005-06 fiscal year. As of yet, specific rules have not been adopted for this program.
- Delegate's additional responsibility to the Wisconsin Land Council for oversight of the Smart Growth legislation.

Comprehensive Planning

The Smart Growth legislation significantly changed the stature of comprehensive planning in the state and places it very high on a local governmental unit's "to do" list. Although state statutes do not require local governmental units to adopt comprehensive plans consistent with the requirements, it provides that if a local governmental unit does not do so by January 1, 2010, it may not enforce existing or adopt new zoning, subdivision or official map ordinances.

Exhibit A-1. Comprehensive Plans and State Statutes: A Summary

- **Contents.** A plan at a minimum shall contain specified information in the following nine elements: issues and opportunities; housing; utilities and community facilities; agricultural, natural and cultural resources; economic development; intergovernmental cooperation; land use; and implementation.
- **Effect of Comprehensive Plan.** Beginning January 1, 2010, all existing and new programs or actions of a local governmental unit that affect land shall be consistent with a comprehensive plan.
- **Public Participation.** The local governmental unit shall adopt written procedures that it will use to foster public participation.
- **Adoption.** The plan commission or other body of a local governmental unit prepares and recommends adoption of a comprehensive plan. Following a public hearing, the local governmental unit then adopts a plan.

Compiled by: Mid-America Planning Services, Inc.

If a community wants to prepare a comprehensive plan, it must follow various substantive and procedural requirements. Major provisions relating to comprehensive planning are listed in Exhibit A-1.

Regional Context

The town of Randall and village of Twin Lakes are located in western Kenosha County, Wisconsin, off Highways 12 and 50. They are about 15 miles west of the city of Kenosha and 7 miles south of Burlington. The Town and Village are directly served by numerous county trunk highways including: F, P, O, Z, EM, C, HM, CK, KD, JI, FR and W.

The Town largely surrounds the Village, except to the south, which borders the state of Illinois. The town of Randall is bordered on the north by the town of Wheatland, by the town of Salem to the east, by the town of Bloomfield and village of Genoa City on the west and the state of Illinois on the south. The political and ideological background of many residents who previously resided in Illinois impacts the sphere of influence within these communities in many ways.

The Town and Village are located in an area featuring landscapes created by glaciation. Elizabeth, Mary, Benedict and Powers Lakes are the focus of hundreds of seasonal homes, principally for Chicago area residents. The Village's principal economic base has been to serve tourist or second home residents. More and more the seasonal homes are being occupied the year around. Commercial services and retail are a significant part of the Village. Agriculture and rural land uses predominate much of the Town away from the lakes.

Pursuant to state statutes¹, the Village could extend its extraterritorial authority into the Town 1½ miles in all directions, except where that authority would overlap with extraterritorial jurisdiction of the village of Genoa or village of Silver Lake.



Previous Planning Efforts

Southeastern Wisconsin Regional Planning Commission and Kenosha County Planning Department

In regards to planning, both communities are fortunate to be located in Kenosha County, a member of the Southeastern Wisconsin Regional Planning Commission (SEWRPC). SEWRPC has been collecting data and preparing plans since the 1960's. The Commission has a Regional Land Use Plan, Transportation Plan including highway, rapid transit and bicycle way elements. It also has a Regional Natural Areas and Critical Species Habitat Protection and Management Plan. Further, the Commission has identified existing environmental corridors and has identified future environmental corridors. Kenosha County has a Planning Department to

¹ See state statutes §62.23 (7a).

refine and expand on plans prepared by SEWRPC. These include a Land Use Plan, Land and Water Resource Management Plan.

Village of Twin Lakes

The Village has never adopted a comprehensive plan. The most recent planning effort (1996-2001) in Twin Lakes was a citizen planning effort. They successfully completed a comprehensive community wide survey, prepared an inventory and analysis of existing conditions, goals and objectives and development district guidelines. The studies included documents titled *Twin Lakes, Wisconsin: Planning for the Future*, *Village of Twin Lakes: Economic Analysis*, and *The Economy of Twin Lakes, Wisconsin – An Analysis and Appraisal*. The Village is currently involved with the town of Randall in this Smart Growth Comprehensive Planning effort.

Upon adoption, this plan will supersede previous draft or preliminary comprehensive plan documents or land use maps.

Town of Randall

The Town has never adopted a comprehensive plan. It operates under the County zoning regulations and is subject to extraterritorial land division control with the village of Twin Lakes.

Community Survey

In order to obtain up-to-date information about the residents and their views, Mid-America Planning Services administered a written survey during the winter 2003. The 6-page survey consisted of 46 questions covering a wide range of issues. A survey was mailed to 1610 addresses in the Town and 2,566 in the Village. Residents were requested to voluntarily respond to the survey. The consultant received 1,016 surveys from interested individuals in the Town and 1,206 interested individuals in the Village. In all, 2,222 surveys were returned for a response rate of 63.1 percent for the town and 46.9 percent for the village. Survey responses are used throughout this plan when appropriate. Survey results were compiled and are included as Appendix C.

Historical Overview

Twin Lakes is located on the Illinois border in the southeast corner of Wisconsin. It received its name from a family who settled in the area in 1842. They had nine children and one set of twins, Elizabeth and Mary, thus Twin Lakes.

Since prehistoric times this area has provided a home and sustenance to many peoples. Indians (Sauk, Fox and Potawatomi) inhabited the region until the first white settlers moved into the area and established farming communities.

In the early years, ice harvesting became the focus of business for this new settlement and with the railroad in 1859, more opportunity for development was realized.

The first hotel was built in 1870 and within ten years the people from the city of Kenosha were discovering this area as a “getaway”. People from the Chicago area also discovered this beautiful “getaway” and the building of hotels and taverns burgeoned. In fact, there were hotels and taverns before there were schools and churches. From the late 1800’s to the early 1900’s

the hotels and taverns in the area had multiple owners. Tourism is what drove the growth in the Village.

In 1922 the “Largest Ballroom” in Wisconsin was built in Twin Lakes. It offered free admission on weeknights. Once the word got out, Big Bands came from Chicago to perform in the ballroom. During the summer the hotels were bursting and some of the summer homes were turned into hotels. Twin Lakes was the “Resort Capital” of the mid-west in the 1920’s. This brought gambling and slot machines to the area in the 20’s and 30’s. In fact, in 1926 there were 17 taverns and still no church!

Ice harvesting remained important to the economic health of the community until it began declining in the 1930’s. The area, however, maintained its reputation as a “getaway”. The first church was finally built in 1942 and the Village continued to market itself and its beautiful surroundings. The Twin Lakes of today has remained true to its history—a retirement/summer “getaway” while the permanent year-round residential population is also growing.