LAND USE ELEMENT

General Overview

The character of any community is comprised of many interrelated factors. Among these, the character of established land uses often stands out as very significant. Aside from affecting the visual character of a community, land use patterns can affect many other aspects of our daily lives. Just a few examples will help to illustrate. The proximity of schools to residential areas affects how many children can safely walk or bike to and from school and how much is spent on busing. The mix of land use types directly affects local property taxes. Along with population levels, land use densities help to influence the number and types of businesses a community can support. Land use patterns can also affect the cost of providing public services and the cost of housing within a community. How a community grows can affect the viability and desirability of established commercial centers and residential areas. The way in which residential areas and neighborhoods develop can affect the type of relationships we have with our neighbors. Taken together, land use patterns can significantly affect people's perception of a community. Consequently, existing and future land use patterns are very critical components of this plan.

Objective of Element

The intent of this element is to provide background information to develop a future land use plan for the town of Randall and village of Twin Lakes (Exhibit J-1). Existing conditions are also examined, including the following: land use patterns, the presence of waste disposal sites and contaminated sites, land use conflicts and local real estate forces.

Based on the projections for population and the number of housing units over the next 20 years, the acreage requirements for residential growth are presented along with land requirements for commercial and industrial land uses. Based on the land use projections, different land development scenarios are presented and analyzed. The end product of this element is the preparation of a future land use plan, which is intended to guide new development and redevelopment over the next 20 years.

Exhibit J-1. Basic Objectives of the Land Use Element

- Identify changes, if any, in the municipal boundary due to annexation or detachment.
- Prepare an inventory of existing land uses.
- Identify if there are any places that have been used to dispose of wastes or that have been contaminated with an environmental pollutant.
- Assess local real estate forces.
- Project how much land will be needed to accommodate anticipated growth over the next 20 years.
- Prepare a future land use map based on these projections and on information contained in the Agricultural, Natural and Cultural Resources Element.
- Develop goals, objectives and policies that will accommodate the needs of current and future residents.

Current Land Use

For the purposes of this plan, existing land uses were grouped into general categories for review and analysis. Individual properties were placed into one or more categories based on information obtained from the Town and Village. Map J-1 shows the existing land uses in the Town and Village and Table J-1 describes the various categories and shows the number of acres in each category and as a percent of the total area.

The corporate limits of the town of Randall encompass slightly more than 11,042 acres. A significant amount (61.8 percent) remains undeveloped and is predominantly in agricultural use. In addition, there are approximately 1,232 acres, or 11.2 percent of the total land area currently identified as vacant, non-agricultural or forest land. Together, the agricultural and undeveloped lands comprise 70 percent of the available acreage in the town of Randall.

Residential uses represent only 10.93 percent of the land use in the Town. There are also 1,150 acres (10.4 percent) in use for parks, other recreation, lakes and ponds. There is also very limited commercial or retail development, manufacturing or wholesaling in the town of Randall.

The corporate limits of the village of Twin Lakes encompass slightly more than 4,637 acres. A considerable amount (30.4 percent) remains undeveloped and is predominantly in agricultural use. In addition, there are approximately 500 acres, or 10.77 percent of the total land area currently identified as vacant, non-agricultural or forest land. Together, the agricultural and undeveloped lands comprise over 40 percent of the available acreage in the village of Twin Lakes.

Residential uses comprise slightly more than 21 percent of the land use in the Village. There are also 1,246 acres (26.9 percent) in use for parks, other recreation, lakes and ponds. There is limited retail development, wholesaling, and commercial services and no state defined manufacturing operations in the village of Twin Lakes.

Map J-1 shows the current land uses generally within the town of Randall and the village of Twin Lakes boundaries. As can be seen, the land uses around the Town and Village are predominantly agricultural. Single-family residential development comprises slightly more than 20 percent of the land area in Twin Lakes and 10.9 percent of the land area in Randall. There are very limited two-family or multi-family residences in either community.

Page reserved for Existing Land Use -- Map J-1.

Table J-1. Land Use Summary: Town of Randall; 2003

Category	Typical Uses	Acres	Percent of Total
Single-Family Residential	single-family detached homes on a single lot	1,200.6	10.9
Two-Family Residential	any building containing two dwelling units on a single lot regardless of ownership status	.8	.01
Multi-Family Residential	any building containing three or more dwelling units regardless of ownership status (includes triplexes, four-plexes, apartments, townhouses and condominiums)	2.1	.02
Manufactured Homes	manufactured homes on a single lot or part of a mobile home park	0	0
Group quarters	group homes and nursing homes	0	0
Manufacturing	manufacturing/processing plants of all types, quarries and gravel/sand pits	68.8	.62
Wholesaling & Open Storage	mini-storage, wholesale and open storage operations	21.6	.20
Retail	retail stores	14.5	.13
Commercial Services	offices	1.8	.02
Educational	schools both public and private	0	0
Governmental	municipal buildings, fire stations, community centers, libraries and post offices	8.2	.07
Other Public & Semi-Public Services	hospitals, medical clinics, nursing homes, churches, auditoriums and sports assembly	24.5	.22
Transportation and Utilities	public and private infrastructure such as roads, railroads, utility plants and communication infrastructure, includes road rights-of-way	103.2	.93
Park/Other Recreation	public recreational areas, dedicated open space areas and golf courses, whether public or private	644.0	5.8
Agriculture/Forest	agricultural operations (farms raising traditional or specialty crops and animals, sod farms, tree farms and nurseries), forestland and other rural land	6,824.0	61.8
Vacant/Open	not developed and non-agricultural/forest	1,232.0	11.2
Surface Water	lakes, ponds	506.3	4.6
Roads	public roads	390.3	3.5
Total		11,042.7	100.0

Source: Town of Randall

Note: Figures have been rounded.

Table J-1. Land Use Summary: Village of Twin Lakes; 2003

Category	Typical Uses	Acres	Percent of Total
Single-Family Residential	single-family detached homes on a single lot	968.3	20.88
Two-Family Residential	any building containing two dwelling units on a single lot regardless of ownership status	3.2	.07
Multi-Family Residential	any building containing three or more dwelling units regardless of ownership status (includes triplexes, four-plexes, apartments, townhouses and condominiums)	22.6	.49
Manufactured Homes	manufactured homes on a single lot or part of a mobile home park	0.0	0.0
Group quarters	group homes and nursing homes	0.0	0.0
Manufacturing	manufacturing/processing plants of all types, quarries and gravel/sand pits	0.0	0.0
Wholesaling & Open Storage	mini-storage, wholesale and open storage operations	16.0	.34
Retail	retail stores	27.8	.60
Commercial Services	offices	0.0	0.0
Educational	schools both public and private	23.5	.51
Governmental	municipal buildings, fire stations, community centers, libraries and post offices	23.2	.50
Other Public & Semi-Public Services	hospitals, medical clinics, nursing homes, churches, auditoriums and sports assembly	15.4	.33
Transportation and Utilities	public and private infrastructure such as roads, railroads, utility plants and communication infrastructure, includes road rights-of-way	54.8	1.18
Park/Other Recreation	public recreational areas, dedicated open space areas and golf courses, whether public or private	180.2	3.88
Agriculture/Forest	agricultural operations (farms raising traditional or specialty crops and animals, sod farms, tree farms and nurseries), forestland and other rural land	1410.1	30.41
Vacant/Open	not developed and non-agricultural/forest	499.5	10.77
Surface Water	lakes, ponds	1065.9	22.98
Roads	public roads	327.1	7.05
Total		4637.6	100.0

Source: Village of Twin Lakes

Note: Figures have been rounded.

Waste Disposal Sites and Contaminated Sites

Throughout the state, properties have become contaminated from accidental spills or improper storage or disposal of solid and hazardous wastes. Likewise, there are many sites that have been used to dispose of solid and/or hazardous wastes. The presence of a contaminated site or a waste disposal site in or near a community may have implications for the continued and future use of the site and for adjoining properties.

To determine if any of these sites are located in or near the town of Randall and village of Twin Lakes existing sources of information were reviewed. Table J-2 lists various state registries along with a description of each. In addition, the number of sites located within the Town or Village is also listed. It should be noted these registries only contain those sites that have been identified – others may exist that have not been identified. Likewise, these registries are constantly being updated as new sites are added and cleaned-up sites are removed.

Table J-2. Known Waste Disposal Sites and Contaminated Sites: 2003

Name and Description of List or Registry	Sites within the Town & Village	Sites within the Planning Area
Registry of Waste Disposal Sites in Wisconsin. A listing of 4,299 sites where solid or hazardous wastes have been or may have been disposed. Inclusion of a site on this list does not suggest that environmental problems have occurred, are occurring or will occur sometime in the future. (The number indicates both active and closed sites.)	0	0
Bureau of Remediation and Redevelopment Tracking System. This database includes all of the contaminated sites in the state. (The number indicates active sites that have not been reported as closed. **Often sites have been closed but not reported as such**.)	7	7
Superfund Sites in Wisconsin – Wisconsin Sites on the National Priorities List (NPL) This registry identifies those sites that are eligible for clean up under the federal Superfund program. (The number indicates active sites only.)	0	0

As listed in Table J-2 there are 6 known contaminated (Leaking Underground Storage Tank – LUST) sites within the village of Twin Lakes and 1 Environmental Repair (ERP) site in the town of Randall.

Since it is always possible that a site may be identified in the future, it will be necessary to periodically review these lists.

Land Use Conflicts

Land use conflicts can arise when different types of land uses are located, or potentially located, in close proximity to one another. People, individually or collectively, may view one of them as incompatible with the other. Localized concerns about the compatibility of certain land uses can vary widely from community to community. The nature of a conflict depends on localized circumstances and the character of the affected individuals or constituents. Conflicts can also develop or subside as demographic characteristics of an area or community change over time.

Regardless of the cause or nature of land use conflicts, they can have significant implications for the residents' quality of life and localized real estate market forces. In addition, the presence of land use conflicts in a community can affect options for future land development patterns. It is therefore appropriate to assess the nature or extent of existing land use conflicts within the community.

In the town of Randall current land use conflicts involve the airport glide path over residential areas, the close proximity of one park and a single family residential area, and several non-farm residential units adjacent to active farming operations. In the village of Twin Lakes current land use conflicts involve several non-farm residential units adjacent to active farming operations and residential uses constructed in environmental corridors.

Designated Redevelopment Areas

State law (§ 66.46 Wis. Stat.) allows the creation of tax increment financing (TIF) districts as a means to foster redevelopment of property within a predefined geographic area (the district) by dedicating the revenue from increased property assessments for specified improvements and public infrastructure.

The village of Twin Lakes does not currently have a TIF District but could create one or more as long as the Village adheres to the parameters in the following paragraph:

State law places certain limitations on the creation of new TIF districts. A village/city cannot create a new district prior to September 30, 2004 if:

1. The value increment of all existing TIF districts exceeds 5 percent of the total equalized value of property within the jurisdiction; or
2. The total value of equalized value in all of the existing TIF districts exceeds 7 percent.

After September 30, 2004 the percent limit will be 13 percent.

When these values fall below the established thresholds, a community can create more districts. Based on the TIF value report published by the Department of Revenue, the village of Twin Lakes is below the two thresholds and therefore could create TIF districts at any time.

Recent modifications to the state law now make the town of Randall eligible to have a TIF District if it supports agriculture, forestry or tourism. They would also be governed by similar parameters as described above.

Local Real Estate Forces

The real estate market in the area is generally homogeneous. With almost 30 percent of the town of Randall residents and more than 33 percent of the village of Twin Lakes residents comprising households that are considered to be low/moderate income (LMI) there is a demand for some low-cost housing. During 2002, there were a number of homes on the market (Table J-3).

Table J-3. Real Estate Activity: 2002

	Randall		Twin Lakes	
	Sales	Value $	Sales	Value $
Single Family Residential	45	$6,541,400	139	$19,536,034
Multi-family Residential	1	$ 149,000	4	$ 819,000
Commercial	2	$ 545,000	8	$ 1,515,900
Commercial Vacant land			1	$ 30,000
Total	48	$7,235,400	152	$21,900,934

Sources: Town of Randall

Village of Twin Lakes

Historically, the interest in non-residential development and the real estate demand for industrial and commercial land has been extremely limited in both the Town and the Village. Currently, this demand continues to remain a relatively low priority. However, it is anticipated that if an interest in economic

development is envisioned as part of this plan, real estate demand may increase in these categories.

Development Factors

Opportunities for new development and redevelopment over the next 20 years will be directly influenced by any number of factors that currently exist and/or may develop over time. This section is intended to briefly highlight the most important development factors, which have been discussed in more detail elsewhere in this or other elements.

Below are listed some of the significant development factors that have been identified. Many of these are graphically depicted on Map J-2.

- **Environment –**The natural environment surrounding the town of Randall and village of Twin Lakes is clearly the attraction of this area. The glacial terrain has created a landscape that is attractive to people, particularly those who enjoy the recreational opportunities provided in the area. Every effort must be made to protect this major attraction and ensure that the environment is not unnecessarily disturbed. The environmental factors to be considered in the evaluation of future land use include; storm drainage, wetlands, suitable soils and steep slopes. These environmental qualities may be affected by and may affect future land use decisions. They are critical considerations in how site development for any future growth should occur. Disregarding the environment will diminish the value of the attraction if it is not carefully and thoughtfully managed as growth occurs. There are areas that are environmentally friendly for development in the Town and Village and they will be important for future planning.
- **Blighted conditions** – The hamlet of Bassett has several blighted structures as does the downtown area of Twin Lakes. Many homes are too close together on the lakeshores. Some homes in the village of Twin Lakes would be considered sub-standard and the lack of sidewalks or paths along well-traveled roads are a blight.
- **Housing** – The housing in the Town and the Village is dominated by single-family homes and home ownership is the case in 90 percent of the residences in the Town and almost 72 percent of the residences in the Village. Multi-family housing accounts for an extremely limited number of living units in the Town and almost 20 percent of the units in the Village. Approximately 50 percent of the existing housing in the Town and 47 percent of the housing in the Village was constructed prior to 1970. In the case of both the Town and the Village, new housing has been somewhat limited since 1995.
- **Proximity to significant metropolitan areas** – The Kenosha metropolitan area is the closest major city to the Town and the Village. In addition local residents are known to travel to the Milwaukee and Chicago metropolitan areas for purposes of employment and to obtain other goods and services they require.
- **Groundwater** – Groundwater supplies are adequate for domestic, commercial and agricultural uses within the Town and Village. Although the groundwater quality is generally good it is susceptible to contamination from various point sources and non-point sources within the Town, the Village and in the surrounding area. There are a number of wells with elevated levels of nitrates and organic compounds in the area. Nitrates can commonly enter the groundwater from individual septic systems and from standard farming practices. Atrazine, an herbicide used to control broadleaf leaves, typically used in corn production, is a groundwater contaminant often found in agricultural areas. It has not been detected in this area.

- **Infrastructure capacity** – Neither the Village or the Town has a municipal water system. Water is obtained for homes and businesses from individual wells, shared wells or neighborhood wells. The Village has a sewer collection and treatment service available to its residents. The Town has an Urban Service Area surrounding Powers Lake and Lake Benedict, which legally permits the installation and operation of a municipal sewer system. To date no system has been developed.
- **Agricultural preservation** – The Town has a large amount of prime farmland, which is of great value for farming purposes. Even though the Town's dominant land use in area is agriculture, its dominant land use in value is residential. Farmland conversion to non-agricultural purposes will be an important consideration as the Town anticipates and plans for future growth. The Village has significantly fewer acres in agricultural use but must also be sensitive to any future conversion to non-agricultural uses as it plans for growth and development.
- **Land use conflicts** –In the town of Randall the current land use conflicts include the airport glide path over residential areas, the close proximity of one park and a single family residential area, and several non-farm residential units adjacent to active farming operations. In the village of Twin Lakes the current land use conflicts involve several non-farm residential units adjacent to active farming operations and residential uses constructed in environmental corridors.
- **Cultural resources** – Within the planning area there are five historic cemeteries that have been identified by the State Historical Society. Two are located within the Village and three are located in the Town. There are also a number of known prehistoric burial mounds within the Town and Village.
- **Archaeological resources** – There are 16 archaeological sites identified and catalogued in the Town and Village. Of these sites, 8 are burial mounds or cemeteries, 3 are unnamed campsites or villages, 2 are steamboat landing areas on the east and west shores of Mary Lake, one is an ice house on Mary Lake, one is a dugout canoe find on the shore of Mary Lake, and one is an extensive village once occupied by the Potawatomi Indian Tribe found on the north side of Indian Point in Mary Lake.
- **Historic resources** – There are 30 structures in the Town with some historical significance. In addition, there are 16 properties in the Town and Village that are listed in the Architecture and History Inventory developed by the State Historical Society. The majority of them are houses in the Town.
- **Land use patterns** – The dominant land use in the Town is dedicated to agriculture uses. Rural residential development has occurred both around Powers and Benedict Lakes and in rural subdivisions. Seasonal or part-time occupants utilize approximately 20 percent of the Town's residential development. The Town has a very limited number of commercial and manufacturing uses, most of which are located in Bassett. The majority of land in the Village is dedicated to residential uses. The residential area around the lakes is extremely compact and with no large buildable parcels remaining. The vacant residential lots are located in existing subdivisions on the growing edge of the Village. The downtown area is the commercial hub of the Village but is in need of redevelopment and an improved overall appearance in order to attract new retail businesses. The Village has several small industries, but little vacant land that could be developed for new manufacturing uses.
- **Traffic patterns** – The Town and the Village do not have direct access to any major sate highways. The Interstate system (I-94) is the closest principal arterial connecting Chicago, Milwaukee, Madison and the Twin Cities. It is situated to the east of the Town and Village on State Highways 50, Illinois 173, and County Trunk Highway C. I-43 and US Highway 12 also serve to connect to major routes. There are no designated state bike trails or bike routes in or near the Town or Village. The existing roadways within the Town and Village experience high vehicular use, which limits the opportunity for local residents to use them for bicycling.

- **Transportation corridors** – The Canadian Pacific Railway, the Canadian National Railway and the Union Pacific Railroad operate within Kenosha County. Rail passenger service is available to the residents of the Town and Village by Amtrak with stations located in Lake Geneva, Sturtevant and Milwaukee. In addition, Union Pacific Railroad and METRA, the commuter rail system in Northeastern Illinois offer commuter rail service between Kenosha and Chicago. In addition, METRA routes originating in the Illinois cities of Harvard, Fox Lake, and Antioch provide transportation options for local commuters who may have destinations in the greater Chicago and surrounding areas.
- **Geologic formations** –The glacial landforms in the area are varied and widely dispersed. At the surface glacial features dominate the entire area. Of note are knobs and kettles, which shape the Village. Knobs and kettles are defined as gravel cones and piles of till, forming many rounded knobs or ridges and between these are small ponds or swamps known as kettles. A moraine separates the Twin Lakes, with three significant knobs on the west end and Indian Point. Another knob is in the park, another just north of the Village Hall and others to the north. The wetlands bisected by Holy Hill Road are the kettles. Glacial forms in the Town are also varied and significant. Outwash plains, terraces and fans appear in a band running the southwest border of the Town. Pitted out wash plains dominate from the Town's northern boundary around either side, but principally on the west side of Twin Lakes. From the east shores of the Twin Lakes, east to the Town boundary is an area of moraines.

- page reserved for map J-2 development factors

Future Land Use

Overview

Recognizing the populations of the Town and Village will grow in the future, it becomes necessary to determine how much land should be allocated to accommodate the growth and where the growth should occur and when. The goals and objectives contained in this plan were reviewed for guidance in preparing the future land use map. These maps will be used to manage growth in the short- and long-term and will form the basis for zoning regulations and other types of development regulations.

Projections of Population and Households

The effective management of community growth also requires the development of projections that identify the anticipated growth in the number of residents and the resulting number of households. Based on the assumption that the growth rate for the town of Randall during the next twenty years will be 1.9 percent and for the village of Twin Lakes will be 2.0 percent, it is possible to derive projections for the number of households, the number of persons in the households and the number of housing units (Table J-4). In addition to the growth rate it is also assumed that the average household size in the Town will remain constant at 2.83 and in the Village at 2.58 from 2003 – 2022 and that the occupancy rate remains at 96 percent.

Table J-4: Projections of Persons in Households, Number of Households and Housing Units; Town of Randall & Village of Twin Lakes: 2003 to 2022

	2003	2007	2012	2017	2022
Town of Randall					
Persons in Household	3,109	**3351**	**3682**	**4045**	**4444**
Households	1,099	**1184**	**1301**	**1429**	**1570**
Housing Units	1,145	**1233**	**1355**	**1489**	**1635**
Village of Twin Lakes					
Persons in Household	5,322	5761	6361	7023	7753
Households	2,062	2233	2466	2722	3005
Housing Units	2,145	2326	2569	2835	3130

Projections for Acreage Requirements

The amount of land needed to accommodate growth can vary widely depending on how a community wants to grow, the preferred development pattern and the number of vacant parcels within the municipal boundary suitable for various types of projects. Land acreage allocations for the Town and Village were calculated as described below.

Step 1. As the first step, population projections were prepared for the Town and Village for the next 20 years based on preferred growth rates of 1.9 and 2.0 percent, respectively (Table J-4).

Step 2. Next, the number of households was calculated by applying an average household size of 2.83 for the Town and 2.58 for the Village to the projected population levels (Table J-4).

Step 3. Based on the projected number of households, the number of housing units required was calculated by applying a vacancy rate of 4 percent (Table J-4).

Step 4. Next, the preferred housing mix as a percentage of the total was determined. Table J-5 shows the percent of the total number of housing units that will occur in each land use district where housing units are allowed.

Step 5. In this step, the number of housing units is converted to the number of lots needed for the various residential units that are anticipated.

Table J-5. Housing Mix: 2003 to 2022

Land Use District	Percent of Total	Housing Units
Randall Rural Residential	100.0	**490**
Total Randall	100.0	**490**
Village of Twin Lakes		
Super-Low Density	2.0	21
Low-Density	5.0	53
Medium-Density	30.0	318
High-Density	28.0	298
Duplexes	5.0	53
Multi-Family - General	10.0	106
Multi-Family - Senior	20.0	212
Total Twin Lakes	100.0	1061

Table J-6. Additional Dwelling Units Required by Time Period: 2003 to 2022

Land Use District	2003 to 2007	2008 to 2012	2013 to 2017	2018 to 2022	Total
Town of Randall					
Rural Residential	**122**	**122**	**123**	**123**	**490**
Total	**122**	**122**	**123**	**123**	**490**
Village of Twin Lakes					
Single Family:	5	5	5	6	21
Super Low Density					
Low-Density	13	13	13	14	53
Medium-Density	78	79	80	81	318
High Density	73	74	75	76	298
Duplexes	13	13	13	14	53
Multi-Family - General	26	26	27	27	106
Multi-family - Senior	52	53	53	54	212
Total	260	263	266	272	1061

Step 6. An inventory was then conducted to determine how many vacant lots there were in each of the residential districts. Because these lots are theoretically available to accommodate additional households that will form in the future, they were subtracted from the number of housing units needed in each district.

Step 7. As the last step, the number of lots was converted to acres by applying an average lot size in each of the residential districts. Lot sizes for the Town and Village are shown in Table J-7. The total land area requirements based on the type of residential development being planned are shown in Table J-8.

Table J-7. Average Lot Sizes by Land Use District

Land Use District	Average Lot Size in Acres
Town of Randall	
Rural Residential	**5.00**
Village of Twin Lakes	
Low-Density Residential	.59
Medium-Density Residential	.36
High-Density Residential	.21
Duplexes	.10
Multi-Family	.06

Table J-8 Projected Acres Needed to Accommodate Residential Growth by Time Period: 2005 to 2025

Land Use District	2005 to 2009	20010 to 2014	2015 to 2019	2020 to 2025	Total
Rural Residential					
Net	**122**	**122**	**123**	**123**	**490**
Gross	**610**	**610**	**615**	**615**	**2450**
Total	**732**	**732**	**738**	**738**	**2940**
Urban Residential					
Single-family Low, Medium, High Density	58.7	59.3	59.9	62.4	240.3
Multi-family 2 or more units in same structure	10.4	10.4	10.6	10.9	42.3
Total	69.1	69.7	70.5	73.3	282.6

It is anticipated that the only development of residential units in the Town will be single-family units either in subdivisions or on large rural lots. In the Village a mix of single and multiple family units are anticipated over the next twenty years.

Acreage requirements for commercial land uses were calculated using a ratio of the current residential land to the existing commercial land use acreage. This ratio was then applied to the projected number of acres planned for future residential development.

Table J-9 summarizes the number of acres that need to be designated for future land uses in each of the 5-year increments during the planning period. As shown, a total of 2940 acres are needed to accommodate residential growth and 6.8 acres for commercial growth over the next twenty years generally in the town of Randall. Generally, in the village of Twin Lakes there will be a need for 293 acres to accommodate residential growth and 7.3 acres for commercial growth over the next twenty years. At this time there is no anticipated industrial growth in either the Town or the Village.

Table J-9. Projected Acres Needed to Accommodate New Commercial, Industrial, and Residential Growth by Time Period: 2005 to 2025

Land Use District	2005 to 2009	20010 to 2014	2015 to 2019	2020 to 2025	Total
Generally in Randall					
Residential	732	732	738	738	2940
Commercial	1.7	1.7	1.7	1.7	6.8
Industrial	0	0	0	0	0
Total	733.7	733.7	739.7	739.7	2946.8
Generally in Twin Lakes					
Residential	73	73	73	74	293
Commercial	1.8	1.8	1.8	1.9	7.3
Industrial	0	0	0	0	0
Total	74.8	74.8	74.8	75.9	300.3

Alternative Development Concepts

As part of the effort to prepare a future land use plan, conceptual development plans were prepared to help planning participants visualize and compare different development options. In all, 4 of these concept plans with 65 alternatives were prepared and reviewed.

These development plans consisted of discrete development areas that varied in terms of use, size, configuration, location, development timing and relative location to other development areas.

Land Use Plan Update
Village of Twin Lakes Comprehensive Plan

Each of the concept plans had unique differences and relative advantages when compared with the others. In preparing the conceptual development plans the following guidelines, along with the goals and objectives of this plan, were used to delineate the various development areas:

1. Minimize the amount of land taken out of agricultural production;

2. Avoid environmentally sensitive land such as woodlots, wetlands, important wildlife resources and floodplains;

3. Locate new development in areas with public facilities or in areas that represent a logical extension of those facilities;

4. Create a logical development pattern to avoid sprawl and leap-frog development;

5. Avoid or minimize land use conflicts;

6. Explore the use of tax increment financing districts where appropriate;

7. Promote the economic vitality of the existing downtown.

In addition, numerous well-attended public meetings were held to discuss land use alternatives. Based on the policies, goals and objectives of this plan and the input from numerous people, a draft of a Land Use Plan was developed and adopted in 2005.

Future Land Use Plan – 2009 Update

In 2009 the Village engaged in a process to update the Land Use Plan. After a public listening session, several committee meetings, Plan Commission and Village Board meetings a revised set of planning tools was developed and adopted to allow more flexibility in meeting the policies, goals, objectives and guidelines of this plan.

The updated Land Use Plan was developed as a "place based" approach to land use planning. It represents a customized tool that helps describe the desired future character of the various "places" in and around the Village. Unlike a typical land use planning approach, the updated plan does not assign a single acceptable future land use designation to a parcel. Rather it gives a range of possible uses and/or activities and design criteria that represent possible acceptable uses for a parcel.

The updated Land Use Plan gives the Village an adaptable and flexible framework to help discuss, evaluate and respond to development proposals with the Village planning area.

The Land Use Plan is made up of the following three distinct but integrated components:

- Future Land Use Plan Map (Map J-3)
- Future Land Use Plan Table (Table J-10)
- Suggested Development Concepts for Specific Parcels – 2009 Update

The purpose of each component and how it is used is described below.

Future Land Use Plan Map (Map J-3)

The Land Use Plan Map illustrates the Village as a series of "places." The distinction of "places" recognizes that the Village of Twin Lakes and its broader planning area are not one homogenous area, but a collection of several integrated places. Each place has a unique natural, cultural and economic character and special identity within the Village.

The place types are categorized into the following broad groups:

- Village Centers
- Lake Communities
- Residential Neighborhoods
- Rural Residential
- Agricultural areas
- Special Districts

The Land Use Plan Map illustrates each of the places with solid boundary lines. Even though the lines appear precise and fixed, they are intended, in order to facilitate further discussion and evaluation, to be an approximation of the overall place, not a hard-and-fast inflexible designation. It may be determined after careful consideration that a parcel located near the edge of an area may be more appropriately affiliated with the uses and activities of the adjacent area.

It is probable that the boundaries will shift somewhat over time to accommodate an updated view of the "places" within the Village. As the Land Use Plan evolves, the boundaries can be amended or places added/deleted to reflect the current status of development and land use planning within the Village.

Further, the areas identified on the map are not representative of a singular use but instead illustrate an area with a mix of compatible existing and future uses.

Future Land Use Plan Table (Table J-10)

The Future Land Use Plan Table is made up of land use information is organized into the following general categories:

- Place Types and Names
- Preferred General Character of Neighborhood or District
- Preferred Future Land Uses and Activities
- Preferred General Residential Net Density
- Preferred Community Design Type
- Comments on Specific Map Parcels or Areas

Place Type and Names

This column identifies all of the individual Place Types (as listed in the Land Use Map description above) and specific Place Names within the Village planning area. Each of these Place Names is cross-referenced to the Land Use Plan Map by a unique Map Symbol.

Preferred General Character of Neighborhood or District

This column gives a description of the desired overall character of the place. It is intended to give a brief snapshot of the Village's intentions for the general mix and character of the future land uses in the area. It is subject to more focused recommendations for development on specific parcels within the Village planning area.

Preferred Future Land Uses and Activities

This column identifies the range of desirable uses and activities for the various places within the Village planning area. While not intended to be an exhaustive inventory of all possible land uses, the listed uses and activities represent the vast majority of likely and desirable uses within the Village planning area. Other possible uses not represented in a place or on the table will be considered on a case-by-case basis and may require a land use amendment to fully comply with this Land Use Plan.

The generalized types of uses and activities include:

- Existing Uses
- Single Family (residential)
- Two-Family (residential)
- Multi-family / Senior (residential)
- Commercial (office and/or retail)

- **Institutional – Government**
- **Institutional – Education / Cultural**
- **Institutional – Other**
- **Recreational**
- **Agricultural**
- **Industrial**

Each of these uses and activities is "rated" on its degree of desirability for each place within the Village planning area. Each general use is given a designation to reflect that rating. The designations are defined as follows:

Desirable (D) - These uses should be encouraged and support the desired character of the area.

Allowable (A) - These uses are appropriate for the area, but may require additional consideration to fit the vision.

Undesirable (U) - In general, these uses should not be encouraged, but may still be acceptable for the area under special circumstances.

A designation of **Desirable** or **Allowable** for the overall Place does not imply that the use or activity will automatically be approved or judged suitable for every parcel within that Place. Conversely, an **Undesirable** rating does not automatically exclude the use or activity from every parcel within that general Place. Rather the designation of a use as **Desirable**, **Allowable**, or **Undesirable** within a particular place is intended as a guide to inform the discussion about the general suitability of a proposed use and its appropriateness in supporting the overall future vision for the area and its compatibility with existing and planned uses in and around the neighborhood or district.

Furthermore, the designation of **Desirable** or **Allowable** does not imply an entitlement to that future land use on any particular parcel of land within the Village. The appropriateness of any specific future land use on any particular parcel will be determined on a case-by-case basis and is subject to further detailed review, evaluation and approval by the Village of Twin Lakes as part of any and all applicable Village of Twin Lakes ordinances and processes.

It is important to note that the Future Land Use Plan Table identifies possible future uses, but it does not propose the discontinuation of existing uses. There are a wide variety of existing uses throughout the Village planning area and these uses, as they currently exist, should not be discouraged. However, as uses become obsolete or change and future uses are proposed for the area, the Future Land Use Plan Table should be utilized to guide the discussions and make evaluations of the appropriateness of proposed uses.

As the land planning process evolves, the possible future uses/activities and their ratings within a particular place may be amended, added, or removed.

Preferred General Character Residential Net Density

This column gives a range of the recommended densities (minimum and maximum) within a particular place. The inclusion of a minimum density is intended to remind landowners, Village officials and developers about the overall goal of limiting "urban sprawl" by promoting the efficient use of land and resources. Planning for a slightly higher denser development pattern within reach of existing Village services fosters a more economically and environmentally sustainable pattern of growth for the Village and region.

The suggested range of densities is intended to reflect a reasonable range given a parcel's location, natural features, and adjacent uses. Reasonable variations from the stated densities may be considered at the time developments are proposed and should be evaluated relative to the goals, objectives, policies and recommendations of the approved Smart Growth Comprehensive Plan.

Preferred Community Design Type

This column gives guidance regarding the Village's preferred pattern of residential or mixed-use development in a particular place within the Village planning area. The three general Community Design Types given on the Table are the following:

- Traditional Neighborhood Design (TND)
- Conservation Subdivision Design (CSD)
- Suburban Subdivision Design (SSD)

Each Community Design Type is given a rating of either, **Desirable (D)**, **Allowable (A)**, or **Undesirable (U)**. The meanings of each of these ratings are similar to the explanations given previously in this chapter under Preferred Future Land Uses and Activities.

The following text gives a working definition of the three basic Community Design Types:

Traditional Neighborhood Design (TND)

A compact mixed-use neighborhood where residential, commercial and civic buildings are generally within close proximity to each other. TNDs may occur in infill settings or on the edges of older well established areas, but often involve all-new construction on previously undeveloped land. This type of development involves traditional town planning principles. TND projects include a range of housing types, a network of well-connected streets (arterial, collector and local) and sidewalks, meaningful and useful public spaces, and where economically feasible have amenities such as stores, schools, and places of worship within walking distance of residences. TND projects generally have a variety of residential lot sizes ranging from smaller and narrower "village type" lots to larger and wider "estate type" lots. This type of development is similar in character to the older (pre-1950's) Village Centers, Residential Neighborhoods and Lakes Communities in and around the Village of Twin Lakes and other similar villages and towns.

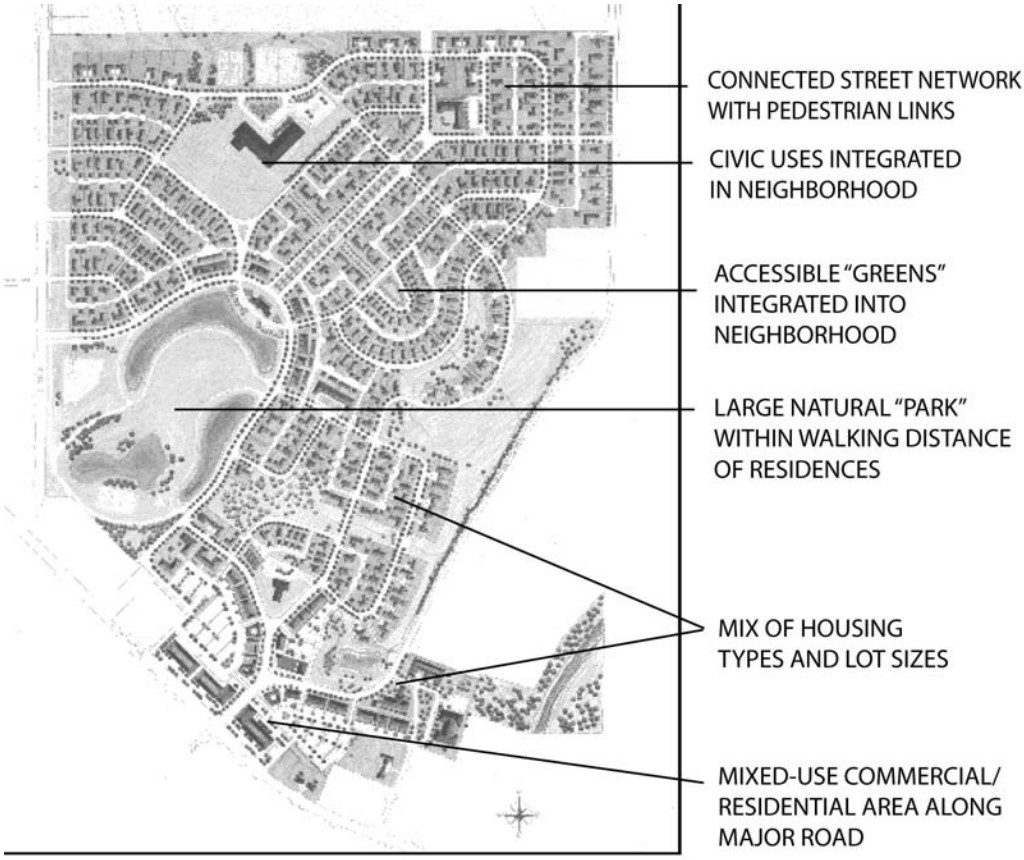

Illustration of a Typical Traditional Neighborhood Design

Conservation Subdivision Design (CSD)

A residential housing development in a rural or semi-rural area that is characterized by compact lots, clustered home sites and shared common open space, and where the natural features of land are preserved, enhanced and made accessible to the greatest extent possible. In this type of development dwellings are located in a manner that reduces the area of land cleared, graded, and converted from agricultural, woodland, or wildlife habitat uses to building sites, driveways, and yard space. In such developments, lot sizes, dimensions, and setbacks may be reduced from those typically required for conventional suburban type developments. Often the total allowable number of dwellings is increased as a bonus for preserving or creating meaningful and significant open space or environmental features. The common open space often makes up over 30% of the total parcel area. Often the common open space is held in joint ownership by a homeowner's association or other conservation related organization and is maintained and preserved according to a professionally prepared open space management plan.

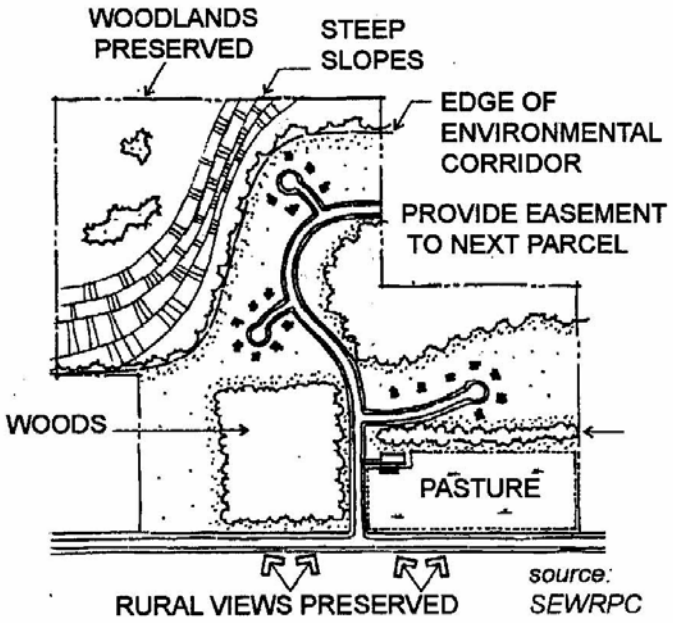

Illustration of a Typical Conservation Subdivision Design

Suburban Subdivision Design (SSD)

A residential housing development that subdivides an entire parcel of land into private lots and which does not contain significant common open space parcels or features. Generally these types of developments contain no more than 10% open space for such uses as stormwater control or possibly small park spaces. Other significant environmental features are often included within private development lots as amenities for the individual lot owners.

Typical suburban subdivisions usually contain a network of streets that often have only "collector" level connections to surrounding neighborhoods. Designs often utilize landscaped cul-de-sacs to create a sense of privacy and value for individual lot owners. Landscaped streets, pathways sidewalks and parks are included in most well designed suburban subdivisions.

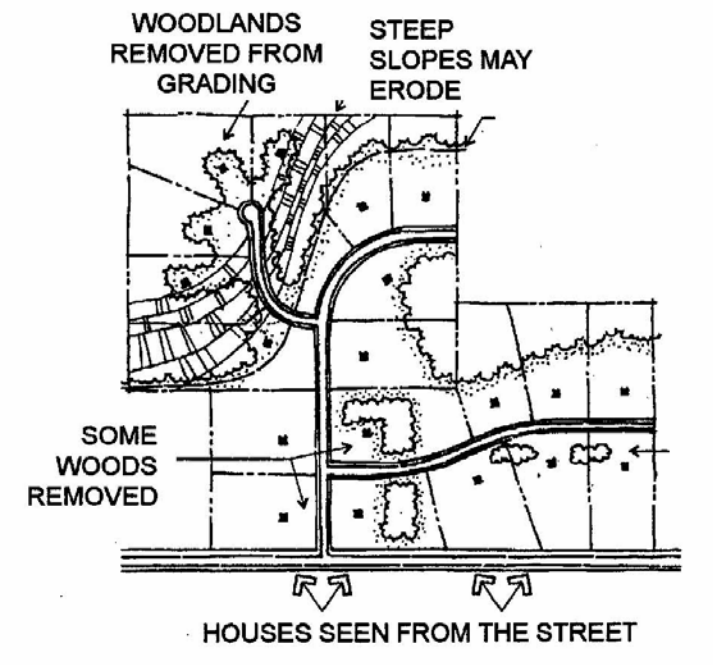

Illustration of a Typical Suburban Subdivision Design

Comments on Specific Map Parcels or Areas

This column of the Future Land Use Table provides a cross-reference to the specific map locations shown on the Future Land Use Plan Map and the descriptive text contained with the Suggested Development Concepts for Specific Parcels contained within the following section of the Plan.

Suggested Development Concepts for Specific Parcels – 2009 Update

As part of the planning process in 2005, future land use concepts for a few individual parcels were discussed in greater detail. The following list is based on those initial concepts with some 2009 modifications to account for changes in development that have already occurred and other circumstances that make the original concepts less relevant. The numbers in the list of comments correspond to the numbers on Map J-3 and Table J-10. The development areas specifically identified are generally parcels of ten or more acres currently within the Village of Twin Lakes planning area.

The suggested range of densities is intended to reflect a reasonable range given a parcel's location, natural features, and adjacent uses. Reasonable variations from the stated densities may be considered at the time developments are proposed and should be evaluated relative to the goals, objectives, policies and recommendations of the approved Smart Growth Comprehensive Plan.

List of Comments

1. (RN-Southwest)

Multiple parcels might be combined to create a medium-density residential conservation subdivision development or traditional neighborhood. Possible expansion of the West Side Park would depend on the decisions of the current landowner and the Park Master Plan. If some form of park expansion occurs consideration should be given to open space and trails/roads that might allow for future connections to the proposed adjacent environmental area to the southwest of the site.

Size (acres): 40.0

Suggested Net Parcel Density (du/acre): Match surrounding subdivisions

2. (LC-Elizabeth West)

This environmental shore land parcel might be a low-impact conservation residential cluster with the very sensitive shore land areas preserved as some type of common open space, such as a common wetland. In such cases, no direct lake access should be allowed through the wetlands, but instead access may be considered through a shared community lakefront / pier in a less environmentally sensitive portion of the site. A 0.5 density is consistent with this environmentally sensitive parcel. However, this density could be higher if, in fact, it can be demonstrated that the development will occupy a comparable footprint and provide sufficient safeguards for environmental protection.

Size (acres): 40.0

Suggested Net Parcel Density (du/acre): 0.5 to 1.0

3. (RN-Richmond Road)

Depending on market conditions, these parcels could include a major senior citizen living campus, including a full range of senior living options: single family, townhouse and condo independent living units; independent and assisted living apartments; through full nursing care. This would be a PUD campus requiring a large site with a significant amount of open space. The development may also contain services related to the senior living, especially health care and senior services, which might also be available to the broader community. Should the senior concept prove unfeasible, this parcel would be reevaluated for residential development consistent with the densities of surrounding parcels.

Size (acres): 93.7

Suggested Net Parcel Density (du/acre): Up to 12.5

4. (RN-Richmond Road)

This parcel, currently an active family farm, is intended to be a future medium-density residential conservation or suburban type development sensitive to the on-site topography, natural areas, existing farmstead, and the estate homes across the road to the south.

Size (acres): 17.0

Suggested Net Parcel Density (du/acre): 2 to 3

5. (RN-Richmond Road)

Located north of Main Street, this area could be considered either a conservation subdivision of higher density or a traditional neighborhood development. Densities should correspond to the surrounding subdivisions and may, in some cases, be higher to create shared common areas and a stronger neighborhood character.

Size (acres): 50.0

Suggested Net Parcel Density (du/acre): 4 to 5

6. (RN-Northeast)

This area should be considered for a subdivision with densities that match the adjacent neighborhood.

Size (acres): 15.0

Suggested Net Parcel Density (du/acre): Match surrounding subdivisions

7. (RN-Northeast)

This parcel could be considered for senior housing, since it is adjacent to two other multi-family senior complexes and is within walking distance to senior amenities on North Lake Avenue and Main Street. This should be designed as a conservation type development due to the buffer zone restrictions imposed around the wastewater treatment plant, significant soil limitations, and on-site wetlands. Site access must be resolved.

Size (acres): 28.0

Suggested Net Parcel Density (du/acre): Up to 12.5

8. (RN-East)

This is a large area with a combination of parcels in multiple ownerships. It has minimal environmentally sensitive areas and is primarily undeveloped. This as an opportunity for a traditional neighborhood development (TND) type PUD with mixed housing types, densities and development phasing to follow market conditions. The site has some topographical features that require creative site planning, as well as integration into the surrounding developed neighborhoods. Neighborhood services, professional office, and specialty shops could be developed near highway intersections. There also may be some opportunities to integrate limited business/commercial establishments into the neighborhoods as special uses. The development should have a range of densities that blend with the surrounding neighborhoods to the east and west.

Size (acres): 190.0

Suggested Net Parcel Density (du/acre): 1.5 to 7

9. (RN-East)

This area is comprised of four parcels divided by Highway Z and significant wetlands and related environmental features. Development in these locations should consist of medium-density conservation type plans that preserve and utilize the environmental amenities with densities that match the existing subdivisions to the west and future developments to the north.

Size (acres): 39.0

Suggested Net Parcel Density (du/acre): 2 to 3

10. (RN-East)

See parcel 9 above.

Size (acres): 58.0

Suggested Net Parcel Density (du/acre): 2 to 3

11. (RN-East)
See parcel 9 above.

Size (acres): 42.0

Suggested Net Parcel Density (du/acre): 2 to 3

12. (RN-East)
See parcel 9 above.

Size (acres): 59.0

Suggested Net Parcel Density (du/acre): 2 to 3

13. (RN-GC)
This site is a separate parcel from the adjacent golf course, and is ideal for either a conservation subdivision or a traditional neighborhood development. The density might be considerably higher in this area to take advantage of and help build support for this valuable community asset. If this occurs, careful consideration should be given to integration with the golf course and preservation of the environmental corridor on the eastern portion of the site.

Size (acres): 64.0

Suggested Net Parcel Density (du/acre): Fit the golf course and environmental corridor

14. (RN-Southwest)
This parcel, currently an active family farm, is intended to be a future conservation or traditional neighborhood subdivision with multi-family, commercial, and/or recreational uses. Preservation is also encouraged of the environmental corridor located along the southeast portion of the parcel. This includes the small pond, creek, and significant oak grove located in the southeast area of the parcel.

Size (acres): 70.0

Suggested Net Parcel Density (du/acre): 2.5 to 5

15. (LC-Elizabeth West)

This lakefront parcel consists of approximately 1/3 wetland, 1/3 woodland, and 1/3 open space suitable for building. This parcel is a privately owned club/campground continuously operated by the Oriole Club fraternal organization since 1932. A residential PUD is recommended for this parcel to allow flexibility in improving or replacing their unique complex of facilities and possibly allowing some limited amount of complementary residential development. If the existing facilities are not replaced, then this environmental shore land parcel might be a low-impact conservation residential cluster with the very sensitive wetland areas preserved as some type of common open space. In such cases, lake access may be appropriate through a shared community lakefront / pier in a less environmentally sensitive portion of the site.

Size (acres): 13.0

Suggested Net Parcel Density (du/acre): 0.5 to 1

16. (RR-West)

This parcel could be considered for possible school expansion if purchased by the adjacent school. Otherwise it should be considered for residential uses that are compatible with the surrounding uses.

Size (acres): 22.6

Suggested Net Parcel Density (du/acre): Match adjacent neighborhood densities