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Final Project Deliverable

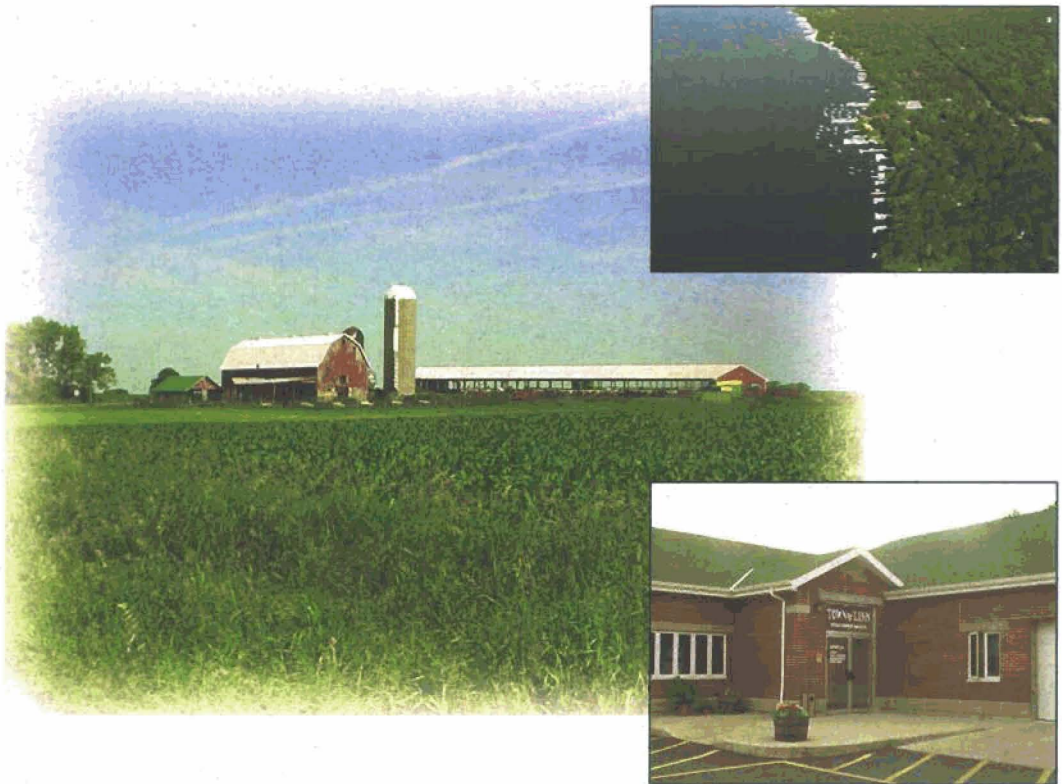
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approved

Planning Report

**Town of Linn
Year 2025 Comprehensive Plan
Walworth County, Wisconsin**

June 2004



Foth & Van Dyke

Town of Linn Year 2025 Comprehensive Plan

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- Appendix A Wisconsin's Comprehensive Planning Legislation
- Appendix B Public Participation Plan for the Development of a Comprehensive Plan for the Town of Linn, Walworth County
- Appendix C Town of Linn Comprehensive "Smart Growth" Plan Survey Results
- Appendix D 2002 Update of the Comprehensive Outdoor Recreation Plan for the Town of Linn, Walworth County, Wisconsin
- Appendix E Strategic Plan to Increase Local Control of Land Use in the Town of Linn

1. Issues and Opportunities

The Issues and Opportunities element of the Town of Linn Year 2025 Comprehensive Plan provides background information on the town planning process, public participation, and demographics. This element also includes information on the town's goals and objectives.

1.1 Introduction

The Town of Linn is located in southern Walworth County (Map 1-1). The town is bordered by the Town of Geneva to the north, the Town of Walworth to the west, and the Town of Bloomfield to the east. The town's southern boundary is the Wisconsin-Illinois state line. The City of Lake Geneva is on the northeastern edge of the town, the Village of Williams Bay is on the northwestern edge, and the Village of Fontana-on-Geneva Lake is on the western edge.



Aerial view of lakeshore development in the Town of Linn

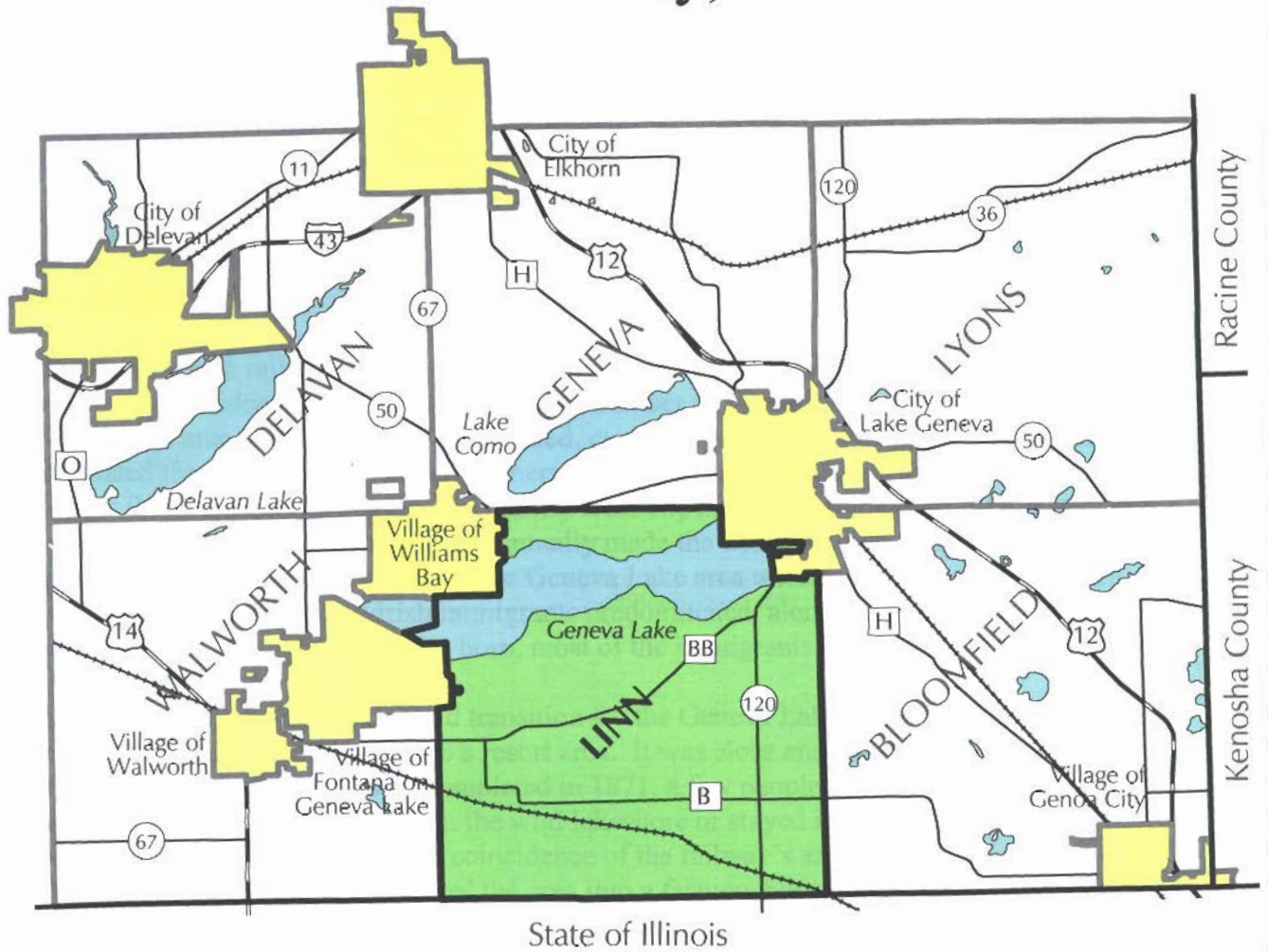
The Town of Linn is located about 65 miles northwest of the City of Chicago, 30 miles east of the Janesville-Beloit area, and 45 miles west of the Milwaukee area. Due to the proximity of these urbanized areas, the town experiences significant pressure for residential development.

The Town of Linn is an area of diverse natural beauty. Within its borders lie the north and south shores of Geneva Lake, long considered one of the most important natural resources in southern Wisconsin. Formed about 10,000 years ago, the lake is well known for its deep, clear water. The general land use pattern in the Town of Linn is characterized by high quality residential lakeshore development adjacent to productive farmland. Small woodlots are scattered throughout the town adding to its scenic value and rural character.

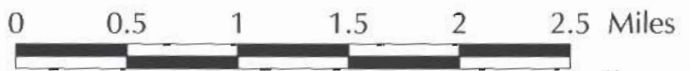
Historical Background

The following summary is intended to provide a sampling of the history of the Geneva Lake area and the Town of Linn. This summary is comprised of information from "The Geneva Lake Book," by George W. Johnson, Geneva Lake Environmental Agency, and "The Geneva Lake Intensive Survey Architectural-Historical Report," sponsored by the Geneva Lake Conservancy and completed by the State Historical Society of Wisconsin. These documents are prominent sources of information regarding the Town of Linn and the Geneva Lake area.

Map 1-1 TOWN OF LINN AND SURROUNDING COMMUNITIES Walworth County, Wisconsin



- Town of Linn
- Incorporated Municipalities
- Surrounding Towns
- Surface Water



This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information, and data used for reference purposes only.

Source: State of Wisconsin



Archaeological evidence indicates that the Geneva Lake area was the home of several ancient Indian tribes. Effigy mounds, likely built between 500 and 1300 A.D. are located in the City of Lake Geneva and on the Northwestern Military Academy Grounds. Late Woodland Indians probably practiced agriculture in the area between 1300 and 1700. Just prior to the settlement of Wisconsin in the 1830s, about 500 Potawatomi Indians inhabited the area around Geneva Lake.

Stories of settlement in the Geneva Lake area often begin with the claim dispute between Christopher Payne and John Brink. Brink was leader of the United States Government team hired to survey southern Wisconsin. Both Brink and Payne laid claim to the land at the outlet of the White River, which flows northeast through the City of Lake Geneva. The dispute that ensued involved five months of bickering, threats and even the destruction of his dam; however, Payne finally paid Brink a settlement of \$2,000 in cash and goods.

The disputed area grew quickly given the potential for water power from the White River outlet. By 1840, the Village of Lake Geneva contained two hotels, a sawmill, a gristmill, a distillery, two general stores, three churches, and a school.

The prospect of a railroad stimulated growth in the village and the 1860s brought continuing commercial development. During this time, a number of farmers settled in the Town of Linn. Much of the area timber was being harvested, exposing productive farmland. Wheat growing dominated the early frontier. Later, farmers diversified and produced fruits and vegetables. In pioneer Wisconsin, swine, cattle, and poultry were expected to provide food for a family, not produce a cash crop. Many farmers eventually made the transition into dairy production. A majority of the people who settled in the Geneva Lake area were New Englanders. Of the non-American born, English and Irish immigrants predominated, along with Germans and a few Scandinavians. Like the American born, most of the immigrants had rural backgrounds

The 1870s marked a period of rapid transition for the Geneva Lake area, for it was during this decade that the lake developed into a resort area. It was close enough to Chicago that even before a permanent railroad was completed in 1871, a few people had discovered Geneva Lake as a vacation site. They camped on the wild lakeshore or stayed in the few hotels and guesthouses in Lake Geneva. The coincidence of the railway's extension to Lake Geneva and the great Chicago fire in 1871 turned the area into a fashionable summer resort. Some of the families whose homes and businesses had been destroyed in the Chicago fire temporarily moved to Geneva Lake while their Chicago homes were being rebuilt. The relative ease in traveling by train between Chicago and Lake Geneva made it possible for businessmen to commute to the city. By the time Chicago had been rebuilt, the reputation of Geneva Lake as a summer resort area was well established. Wealthy Chicagoans purchased lakeshore property and built enormous "summer cottages" or estates. People spent summers on the lake akin to weekends in the English countryside. This was an era that emphasized nature. The estates were pastoral and Victorian and included formal gardens and areas of natural serenity. Fredrick Law Olmsted and Jens Jensen, world-renowned landscape architects, were responsible for the landscape designs incorporated into many estates.

Very little development occurred in Williams Bay until the extension of the railroad in the 1880s. Rail transportation reached Fontana in the 1890s.

The World's Columbian Exposition of 1893, although sited in Chicago, had long lasting effects on the Geneva Lake area. Henry Ives Cobb, an architect who designed a domed building for the Exposition, was chosen as the architect for the renowned Yerkes Observatory in Williams Bay. The choice of Williams Bay as the site for the new Yerkes Observatory in 1895 was an additional stimulus for growth in that community.

In 1886, Lake Geneva officially changed its status from village to city.

In 1910, 58 lakeshore owners signed a Restrictive Covenant that restricted parcels to "first class residential development."

World War I, the Great Depression, and World War II had a sobering effect on the people of the Geneva Lake area. Nevertheless, tourism prevailed as a result of the popularity of automobile travel, new highways, and development of tourist amenities.

Over the years the town and its residents have maintained an enviable control of the type of development which has taken place. They have created a compact residential area along the lake, preserved farmland, and prevented the sprawl of tourist oriented development along highways. Commercial sprawl would cause traffic congestion, and would likely have a negative impact on businesses in the City of Lake Geneva by drawing people away from downtown. Linn is a valuable counterpoint to the suburbanizing areas of southeastern Wisconsin and northern Illinois.

Wisconsin's Comprehensive Planning Legislation, 66.1001.

Wisconsin's Comprehensive Planning Legislation, often referred to as "Smart Growth" was included in the 1999-2001 state biennial budget and was revised in May 2000 for technical changes. The purpose of the legislation is to provide local governments with a framework for developing a comprehensive plan. By developing a comprehensive plan and using it as a basis for land use decision-making, a community will improve its ability to guide future development. The legislation does not determine local land use policies; however, it encourages communities to examine themselves in a broad view in order to understand their citizens' future needs and desires.

Comprehensive Plans are not mandated by the legislation, however, these laws require consistent land use actions by local governments with an adopted plan under these statutes. There are three main sections to the planning legislation, which are outlined below.

Contents of a Comprehensive Plan

The statute states that a comprehensive plan shall contain nine elements including:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development

7. Intergovernmental Cooperation
8. Land Use
9. Implementation

This document follows a format relatively consistent with the nine elements. Mylar tabs have been included to make it easier to distinguish the different elements and make the document user-friendly. One minor change involves splitting the Land Use element into two sections. The first section includes a Land Use Inventory and Analysis. The second section deals with the Preferred Land Use Plan and the town's vision for the future.

Consistency Requirements

By January 1, 2010, all local governments' land use related actions regarding any ordinance, plan or regulation will need to be consistent with its adopted comprehensive plan. For example, if a community wants to approve a proposed zoning change or subdivision plat, the community will be required to base that approval on its adopted comprehensive plan. If a community fails to base its land use decisions upon its adopted comprehensive plan, those decisions may not be considered legally defensible under the statute.

Procedures for Adopting Comprehensive Plans

Before a comprehensive plan can take effect, local governments must adopt the plan by following a number of procedures outlined in the legislation. These procedures include required efforts for public participation, plan distribution, and a required public hearing.

A copy of Wisconsin's Comprehensive Planning Legislation has been included in Appendix A for reference to specific details.

Comprehensive Planning in the Town of Linn

The Town of Linn adopted a Land Use Plan in November 1993. During the fall of 2001, the town contracted with the consulting firm of Foth & Van Dyke to conduct a two-phase planning process to update the Land Use Plan and bring it into conformance with Wisconsin's Comprehensive Planning Legislation.

Phase I, "Plan for Planning" involved developing a list of available resources to contribute to the plan update, researching the opportunity to work with neighboring communities on a multi-jurisdictional plan, conducting a public outreach effort, reviewing and updating existing goals and objectives, and developing a strategic approach to funding the development of the comprehensive plan.

As a result of the Phase I planning effort, the Town of Linn secured a \$10,000 Wisconsin Department of Natural Resources (WDNR) Lake Planning Grant to assist with funding the development of the comprehensive plan. The majority of undeveloped and buildable lands around Geneva Lake are located in the Town of Linn. The potential for this planning effort to result in implementation tools to protect the water quality of the lake was instrumental in gaining approval for the grant funding.



Lake Connections

Throughout the *Town of Linn Year 2025 Comprehensive Plan*, information associated with Geneva Lake will be highlighted with this logo. This logo will also be used to demonstrate when a concept is applicable to protecting water quality, and to meet the intent of the Lake Planning Grant.

Phase II, "Plan Making," involved development of the *Town of Linn Year 2025 Comprehensive Plan*. During this process, Foth & Van Dyke worked with the Town of Linn Planning Committee to develop the comprehensive plan, which included 11 committee meetings, two public informational meetings, and one formal public hearing.

Additional Motivations for the Planning Effort

In addition to meeting the requirements of Wisconsin's Comprehensive Planning law, the Town of Linn was also motivated to plan for the following reasons:

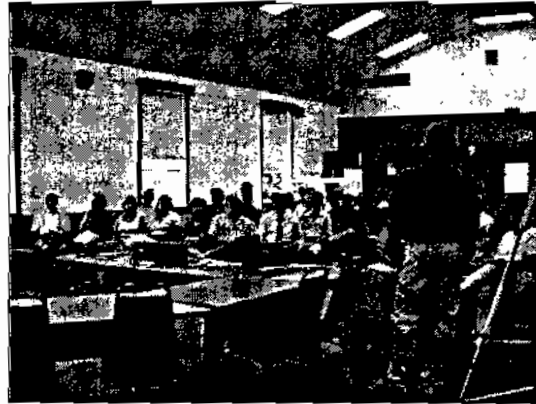
- ◆ **Efficient Provision of Services** – As the town's population increases, so will the demand for services. This planning effort is intended to address the services desired by 2,194 residents, and a seasonal population that nearly doubles the town's population in summer.

In addition to a significant seasonal population, the town is also fragmented (non-contiguous) by Geneva Lake. This fragmentation presents service challenges and requires cooperation with neighboring communities.

- ◆ **Defining a Common Vision** – Local government officials are challenged to balance conservation and development. Generally speaking, the town's population is split between the seasonal or lake residents who want to preserve farmland and open space, and the farming population who want to develop, or partially develop, their land. This plan is intended to define a common vision for the future.
- ◆ **Intergovernmental Cooperation** – The Town of Linn is one of five communities that share a border with Geneva Lake. The decisions each community makes relative to growth and development will have an impact on the water quality of the lake, and quality of life in the area. This plan is intended to promote land use consistency and cooperation with neighboring communities.
- ◆ **Annexation** – The Town of Linn shares its border with three incorporated municipalities including the Villages of Williams Bay and Fontana, and the City of Lake Geneva. This plan is intended to establish a framework for boundary agreement negotiations in an effort to allow the town to avoid annexation.

Public Participation

The Town of Linn adopted a Public Participation Plan during the Phase I, "Plan for Planning" process. The Public Participation Plan is intended to exceed the minimum requirements established in Wisconsin's Comprehensive Planning Legislation. Examples of extraordinary public outreach efforts include sending out a community survey to all residents and landowners, holding public informational meetings that were preceded by a postcard notice to all residents and landowners, and posting information on the Town of Linn website. A copy of the Town of Linn Public Participation Plan is included in Appendix B.



June 2003 public informational meeting.

Community Survey

At the beginning of Phase II, "Plan Making," the Town of Linn developed a community survey that was mailed to all residents and landowners in the town based on the town's tax roll mailing list. Thus, anyone who receives a tax bill in the town should have received a survey as well. This allowed the town to include seasonal and year-round residents in the survey. The town sent out 1,870 surveys and had 940 returned, resulting in a 50.3% response rate. The community survey was useful throughout the planning process in helping guide the Town of Linn Planning Committee.

Major findings of the survey include overwhelming support to:

- ♦ Preserve the rural character of the town;
- ♦ Preserve agricultural land;
- ♦ Limit residential development and require conservation subdivisions;
- ♦ Limit commercial development; and
- ♦ Preserve environmental corridors.

A copy of the community survey results is included in Appendix C.



Lake Connections

According to the community survey results, 90.4% of all respondents agreed or strongly agreed that, "The town should preserve a network of greenways in order to control stormwater, protect wildlife habitat, and provide areas for multi-use trails." (Greenways are usually associated with environmental corridors, which often consist of wetlands, floodplains, steep slopes, and other non-buildable areas.)

Vision Statement

A vision statement is a description of what a community will be like in the future. The exercise of developing a vision statement helps a community define what it wants to be like, and how it plans to achieve that end. The following vision statement is to be read from the perspective that someone is describing the Town of Linn in the year 2025.

The Town of Linn is a distinct community that strives to balance growth and preservation. A majority of the town's development has taken place within the Geneva Lake watershed. The town also has a few small rural neighborhoods that contrast with agricultural and open space lands that make up a majority of the town's land use.

Linn is a rural township characterized by small town atmosphere and friendly people.

Within the town's borders lie the north and south shores of Geneva Lake, one of the premier lakes in a region that boasts many.

The town and its surrounding area have attracted an abundance of high quality lakeshore development adjacent to rich farmland.

Local residents have always had a strong land ethic that continues to this day. Natural resources such as wetlands, floodplains, and woodlands have been preserved in order to provide wildlife habitat and protect the water quality of Geneva Lake.

Non-motorized trails are connected to a public Shorepath that encircles the entire length of Geneva Lake. Residents enjoy the town's rural character while living in close proximity to entertainment and service areas of Fontana, Williams Bay, and Lake Geneva.

Future generations are always considered when reviewing development proposals and making land use decisions.

The town has a strong working relationship with neighboring municipalities, which promotes orderly growth and development, as well as efficient service delivery.

Public participation in the planning process has contributed to the creation of a compact residential area along the lake, preserved farmland, and prevented the sprawl of tourist-oriented development along the highways.

1.2 Demographics

Population change is the primary component in tracking a community's past growth as well as predicting future population trends. Population characteristics relate directly to the town's housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Over time there may be fluctuations in the local and regional economy which can influence population change. In addition, events such as annexation can significantly impact a community's population base, especially at the town level. Table 1-1 displays the population trends for the Town of Linn from 1970 to 2000.

Population Trends

Table 1-1 Population Trends Town of Linn 1970-2000

Census Count				Population Change			
1970	1980	1990	2000	1970-80	1980-90	1990-00	1970-00
1,910	2,064	2,062	2,194	154	-2	132	284

Source: U.S. Bureau of the Census, 1970-2000.

Between the years of 1970 and 2000, the town's population increased by a total of 284 persons. From 1970 to 1980, the town's population increased by 154 persons. During the following decade, the population actually decreased by two persons. In the 1990s the population rebounded and increased by 132 persons resulting in a 2000 population count of 2,194 persons. During the last 30 years, the Town of Linn gained approximately 9.5 people per year. The seasonal population likely doubles this number given half of all housing units are seasonal.

Comparative Population Trends

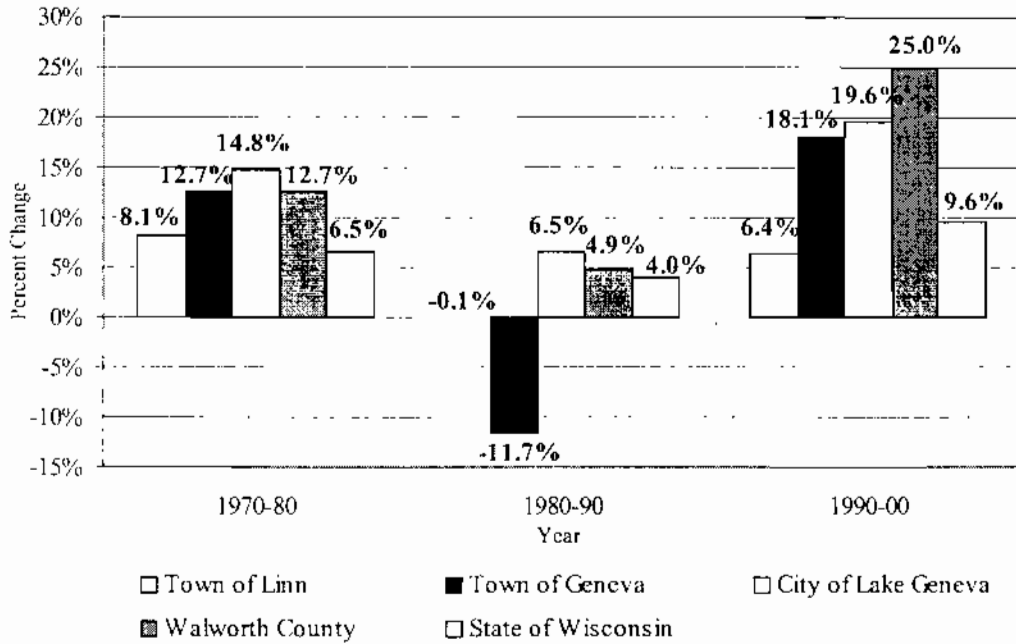
Table 1-2 presents a comparison of Linn's population to the Town of Geneva, City of Lake Geneva, Walworth County, and the State of Wisconsin from 1970 to 2000. Similarly, Figure 1-1 depicts the comparative percent population change during this period for the selected areas.

**Table 1-2 Comparative Population Change
Town of Linn and Selected Areas
1970-2000**

	1970	1980	1990	2000	% Change 1970-80	% Change 1980-90	% Change 1990-00
Town of Linn	1,910	2,064	2,062	2,194	8.1%	-0.1%	6.4%
Town of Geneva	3,490	3,933	3,472	4,099	12.7%	-11.7%	18.1%
City of Lake Geneva	4,890	5,612	5,979	7,148	14.8%	6.5%	19.6%
Walworth County	63,444	71,507	75,000	93,759	12.7%	4.9%	25.0%
State of Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	6.5%	4.0%	9.6%

Source: U.S. Bureau of the Census, 1970-2000.

**Figure 1-1 Comparative Population Change
Town of Linn and Selected Areas
1970-2000**



Source: U.S. Bureau of the Census, 1970-2000.

During the 1970s, population growth was moderate, followed by modest or negative growth in the 1980s, and moderate to high growth in the 1990s. When compared to the other selected areas, the Town of Linn experienced the least amount of growth in the most recent decade while the county and neighboring communities had dramatic population increases. Two reasons the Town of Linn may have had less growth include implementation of the Town Land Use Plan, and enforcement of the Walworth County Zoning Ordinance, which is mostly zoned A-1, Prime Agriculture and restricts residential development to one home per 35 acres.

Seasonal Population

According to the 2000 Census, the Town of Linn had 946 seasonal housing units, which is 49.8% of total housing units. According to the 2000 Census, there were 2.41 persons per household in the town. Therefore, when seasonal housing units are fully occupied there could potentially be an additional 2,280 people in the town.

In addition, approximately 58% of town tax bills are sent out of the town, which is a further indication of the town's significant seasonal population.

Population by Age Cohort

Table 1-3 displays the distribution of the population by age groups for 1990 and 2000 within the Town of Linn. A shifting age structure affects a variety of services and needs within the community including housing, elder care, and schools.

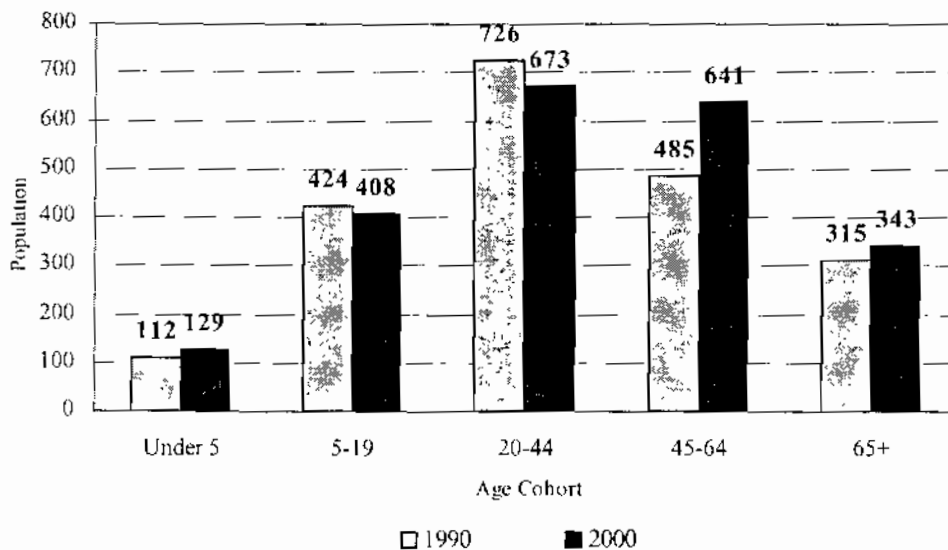
**Table 1-3 Population by Age Cohort
Town of Linn
1990-2000**

Age	1990		2000		% Change 1990-2000
	Number	% of Total	Number	% of Total	
Under 5	112	5.4%	129	5.9%	15.2%
5-19	424	20.6%	408	18.6%	-3.8%
20-44	726	35.2%	673	30.7%	-7.3%
45-64	485	23.5%	641	29.2%	32.2%
65+	315	15.3%	343	15.6%	8.9%
Total	2,062	100.0%	2,194	100.0%	6.4%

Source: U.S. Bureau of the Census, 1990-2000.

The age cohort that increased the most during the 1990s was the 45 to 64 age group, which increased by 32.2%. This trend is typical and can be found throughout Wisconsin and the U.S. as the baby boomer generation nears retirement. Figure 1-2 displays the change in population by age cohort from 1990 to 2000.

**Figure 1-2 Population by Age Cohort
Town of Linn
1990-2000**



Source: U.S. Bureau of the Census, 1990-2000.

Education Levels

According to the 2000 Census, approximately 92% of persons age 25 year and over in the town have attained a high school diploma or had some post-secondary education. Approximately 35% have a bachelor's degree or higher. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well being of a community. Additional economic indicators can be found within the Economic Development element.

Income Levels

According to the 2000 Census, the median household income within the town was \$54,213. The largest income group had a household income between \$50,000 and \$74,999. For further economic indicators refer to Section 6, Economic Development.

Per Capita Valuation

The Town of Linn has the highest per capita valuation for any town in the State of Wisconsin. The town's current valuation is \$876,400,000, which translates to a per resident valuation of \$399,453, or \$199,726 when considering the seasonal population. The county-wide average for per resident valuation is approximately \$91,000, while the state is \$61,000.

Employment Characteristics

According to the 2000 Census, the greatest percentage of employment of town residents in 2000 was in the manufacturing sector, which contained 19.6% of total employment. Educational, health and social services had the second greatest amount of employment, 15.1%. The employment trends found in Linn are very similar to those found countywide. For further economic indicators refer to Section 6, Economic Development.

1.3 Trends and Forecasts

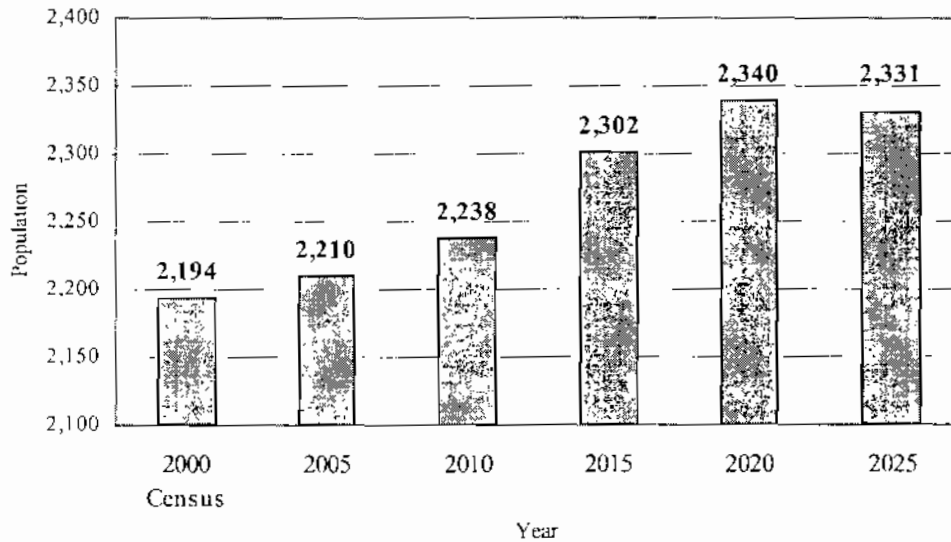
Population Projections

Population projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate and predict future needs within the town. Population levels are subject to the town's physical conditions, environmental concerns, land use, zoning restrictions, taxation, annexation, and other political policies and economic conditions that influence business and personal location decisions.

In 2004, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared preliminary baseline population projections to the year 2025 for the communities and counties of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual

numerical population change is calculated, which is used to give communities preliminary population projections for a future date.

**Figure 1-3 WDOA Population Projections
Town of Linn
2000-2025**



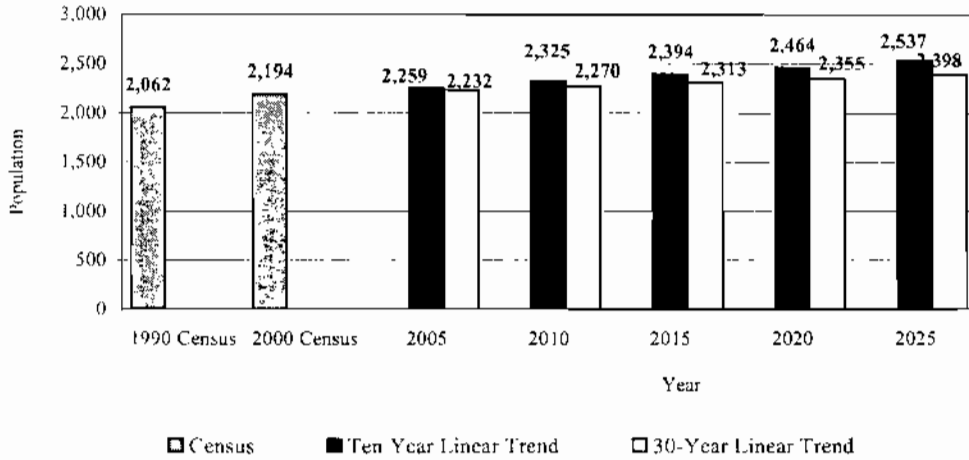
Source: U.S. Bureau of the Census, 2000; Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities, 2000-2025, January 2004.

As indicated by Figure 1-3, the Town of Linn is projected to have a population of 2,331 persons by the year 2025. This represents an increase of 6.2% from the 2000 Census count of 2,194.

Accelerated Growth Projection Model - Linear Trend Analysis, 1990-2025

Figure 1-4 illustrates the census counts from 1990 and 2000 and two linear projections. A 10-year linear projection was calculated by taking the percent change between the 1990 and 2000 census counts and projecting the trend on an annual basis to the year 2025. A second 30-year linear trend increased population projections by a constant value to 2025 based on 1970 through 2000 census counts.

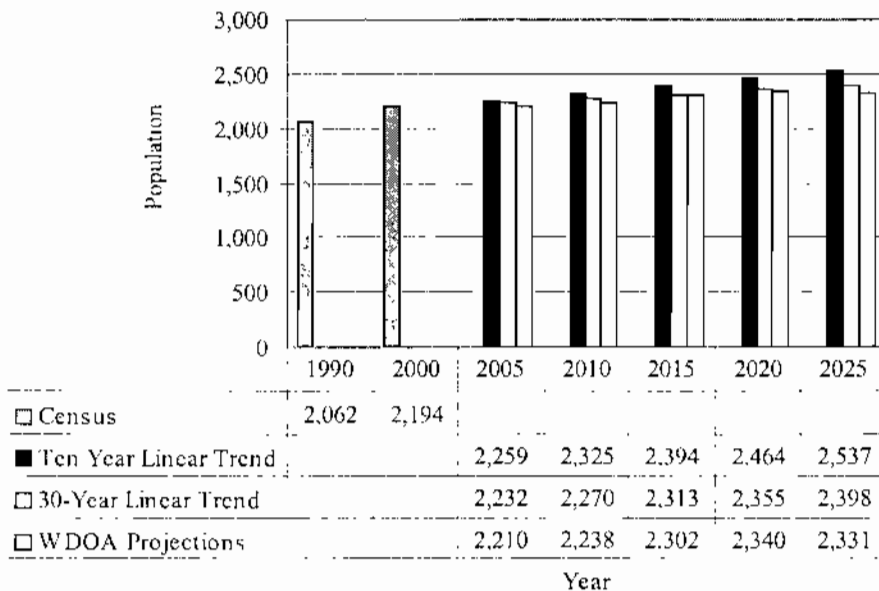
**Figure 1-4 Linear Trend Projections
Town of Linn
1990-2025**



Source: U.S. Bureau of the Census, 1990-2000. Foth & Van Dyke, 2002.

The town's 10-year linear trend figures indicate that the 2025 population is estimated to reach 2,537 persons, a 15.6% projected increase from 2000. The town's 30-year linear trend projections estimate a 2025 population for the town of 2,398 persons, a 9.3% increase from 2000. The 10-year linear trend projection is greater than the 30-year because the Town of Linn experienced significant population growth during the 1990s. The 30-year linear trend projection did not experience constant population increases, which accounts for this trend being lower than the 10-year linear trend.

**Figure 1-5 Comparative Population Projections,
Town of Linn, 1990-2025**



Household Forecasts

**Table 1-4 Building Permit Activity Trend for New Residential Units
Town of Linn
1990-2000**

Year	Housing Unit Additions	Housing Unit Deletions	Net Change
1990	0	0	0
1991	9	0	9
1992	21	0	21
1993	13	1	12
1994	22	3	19
1995	8	0	8
1996	12	1	11
1997	18	4	14
1998	26	1	25
1999	27	3	24
2000	21	5	16
Total	177	18	159

Source: State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, 2000.

Table 1-4 displays the building permit activity for the town from 1990 to 2000 as reported from the State Demographic Services Center.

As indicated in Table 1-4, the Town of Linn experienced a net gain of 159 housing units, which equates to an average increase of approximately 16 new housing units per year. Based on this trend, the Town of Linn could expect to add 400 units during a 25 year planning period.

Employment Forecasts

During January 2001, the Wisconsin Department of Workforce Development (WDWD) released a publication titled *Wisconsin Projections, 1998-2008*. This publication makes economic projections for the state regarding the labor force, industries, and occupations.

It is expected that during the next several years, Wisconsin's population is projected to grow slower and older than the nation as a whole, therefore leading to lower participation rates in the workforce. Wisconsin is also having difficulty attracting international immigrants, domestic immigrants, and retaining its own citizens. Wisconsin will continue to face the challenge of filling job openings. The five industries that are projected to add the most jobs from 1998-2008 are business services, health services, educational services, social services, and miscellaneous retail stores. The top five occupations in Wisconsin with the greatest expected job openings for 1998-2008 are cashiers, retail salespersons, waiters and waitresses, general office clerks, and general manager/top executives. For further economic base indicators refer to Section 6, Economic Development.

1.4 Goals and Objectives

Wisconsin's Comprehensive Planning Legislation establishes 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, local units of government and state agencies are encouraged to design their programs, policies, infrastructure, and investments to strike a balance between their individual missions and the local comprehensive planning goals.

The following 14 local comprehensive planning goals were addressed throughout the planning process and within each element.

Smart Growth Local Comprehensive Planning Goals

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

14. Providing an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety which meets the needs of all citizens including transit-dependent and disabled.

Town of Linn Comprehensive Planning Goals and Objectives

The following is a summary of the overall goals and objectives for the Town of Linn. These goals and objectives are repeated within the context of each element and further defined by corresponding policies and programs at the end of each section.

Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). Goals are value-based statements that are not necessarily measurable. They represent an end to be sought, although some may never be fully realized.

Objectives

Objectives are narrower than goals and are measurable statements of desired ends. The accomplishment of objectives contributes to fulfillment of the goal. Objectives are attained through the comprehensive plan's policies, recommendations, programs and implementation strategies.

The statutory language regarding the development of goals and objectives contained within Wisconsin's Comprehensive Planning Legislation is provided at the beginning of each element.

Issues and Opportunities Element

"Background information on the local government unit and a statement of overall goals, objectives, policies and programs of the local government to guide the future development and redevelopment of the local government unit over a 20 year planning period."

Goal: *Balance appropriate land use regulation and individual property rights with community interest and goals.*

Supporting Objectives

1. Utilize the town's comprehensive plan as a tool to guide and support town actions and decisions.
2. Create opportunities for citizen participation throughout all stages of plan and ordinance development, amendment, and implementation.
3. Improve cooperation efforts with neighboring communities to ensure coordinated decision making and the reduction of incompatible land uses.

Housing Element

"A compilation of goals, objectives, policies, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit."

Goal: Provide for limited residential development in the Town of Linn.

Supporting Objectives

1. Promote farm and single family residences as the preferred type of housing supply in the town.
2. Scattered residential development should be prevented in agricultural areas.
3. Promote in-fill development by directing future residential development onto existing vacant lots.
4. Direct development to areas currently served by existing roads, public utilities, parks, or other services.
5. Provide housing for the "life cycle" opportunities (rentals and starter homes for younger families, larger single family dwellings for the prime income earning years, downsizing opportunities for empty nesters, and elderly housing).

Transportation Element

"A compilation of goals, objectives, policies, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation."

Goal: Maintain a safe and cost effective transportation network in the town.

Supporting Objectives

1. Maintain an efficient road network.
2. Support a train station for commuter rail in the Town of Linn.
3. When reviewing new development proposals, consider future road connections, setbacks, access points, and other traffic impacts that these proposals may have on the existing transportation network.
4. Minimize the disturbance of environmental corridors, prime agricultural land and natural areas for the purpose of accommodating the location of transportation facilities.

5. Coordinate bicycle trail planning with neighboring municipalities, Walworth County and the Southeastern Wisconsin Regional Planning Commission (SEWRPC).
6. Work with neighboring municipalities and Walworth County to increase transportation opportunities for the elderly and disabled.
7. Work with Geneva Lake water safety patrols to provide information about lake rules and regulations in order to minimize accidents and provide a safe boating environment.

Utilities and Community Facilities Element

"A compilation of goals, objectives, policies, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunication facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities such as police, fire, and rescue facilities, libraries, schools and other governmental facilities."

Goal: Provide a full range of coordinated community services and facilities in an efficient and cost-effective manner.

Supporting Objectives

1. Maintain high quality municipal facilities and services to keep up with existing and anticipated population growth.
2. Improve response times for fire and emergency services.
3. Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.
4. Work with neighboring municipalities to provide sewer service without annexation.
5. Address wastewater problems and the extension of sanitary sewer to existing development without promoting future development.
6. Improve existing facilities and provide for additional passive and active recreational opportunities for town residents.
7. Explore the potential to expand and improve beach facilities on Geneva Lake.

Agricultural, Natural, and Cultural Resources Element

“A compilation of goals, objectives, policies, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.”

Goal: Maintain, preserve and enhance the town's agricultural, natural, and cultural resources and overall rural character.

Supporting Objectives

1. Direct growth away from environmentally sensitive areas and increase protection of wetlands, floodplains, drainage ways, wildlife habitats, steep slopes, and other similar environmentally significant areas.
2. Improve the water quality in Geneva Lake as a prime resource in the Town of Linn.
3. Prevent development that could pose a hazard to ground or surface water quality or quantity.
4. Preserve farmland in large blocks to provide for efficient farm sizes, free from incompatible uses.
5. Prevent the parceling off of agricultural land that would break up farm operations.
6. Hobby farm or horse farm development should be used as buffers around existing development or where traditional farming practices are no longer practical.
7. Recognize the value of large, continuous environmental areas when making decisions on development sites.
8. Provide equal protection for environmental features in rural and developed portions of the town.
9. Seek to acquire land for preservation of natural resources.
10. Follow the recommendations of the Geneva Lake Area Intensive Survey of Historic and Architectural Resources.
11. Encourage additional field surveys of town lands for critical resources.

Economic Development Element

“A compilation of goals, objectives, policies, maps and programs to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the local governmental unit.”

Goal: *Encourage development of the local economy consistent with goals and objectives.*

Supporting Objectives

1. Support agriculture as a strong component of the local economy which provides the town and the county with revenue at a minimal cost of service.
2. Cluster commercial development in order to minimize land use impacts.
3. Establish design standards for commercial and industrial development in order to minimize the visual impacts of the development.

Intergovernmental Cooperation Element

“A compilation of goals, objectives, policies, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities, and sharing services.”

Goal: *Establish mutually beneficial intergovernmental relations with other units of government.*

Supporting Objectives

1. Work with neighboring communities and other jurisdictions to provide efficient and effective services to town residents.
2. Maintain present town boundaries.
3. Pursue boundary agreements with adjacent communities.
4. Identify alternative solutions to land use policies or other conflicts that may hinder intergovernmental cooperation.

Land Use Element

“A compilation of goals, objectives, policies, maps and programs to guide the future development and redevelopment of public and private property.”

Goal: *Avoid incompatible land uses within the Town of Linn.*

Supporting Objectives

1. Identify areas for rural residential growth outside of existing developed areas where impacts on productive farmland, natural area and open space can be minimized.
2. Maintain extensive open space as a key component of land use.
3. Use the concepts of clustering, site design, landscaping and location controls for all development to maximize and emphasize rural land qualities.
4. Subdivision and cluster-type development should be used to fulfill the desired quota of development in the town.
5. Require the dedication of parkland or greenspace as part of subdivision approval.

Implementation Element

“A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in all other elements.”

Goal: *Require consistency between the town’s comprehensive plan recommendations and local ordinances.*

Supporting Objectives

1. Encourage citizen participation and input in the local decision making process.
2. Conduct periodic reviews of the town’s comprehensive plan for consistency with the goals, objectives, maps, policies, and programs contained within and amend as appropriate.
3. Update the comprehensive plan every 10 years to coincide with the release of census data and to remain compliant with Wisconsin’s Smart Growth legislation.
4. Develop an “Action Plan” as part of the Implementation element to assist the Plan Commission, Town Board, and other jurisdictions with the administration of the comprehensive plan.

1.5 Issues and Opportunities Policies

Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of implementation of the Town of Linn Year 2025 Comprehensive Plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

- ◆ The comprehensive plan shall maintain consistency with Wisconsin’s Comprehensive Planning legislation, 66.1001.
- ◆ Public participation shall be required prior to the development and/or amendment to any town plans, ordinances, or other land use regulations.
- ◆ Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan.
- ◆ The comprehensive plan shall be referred to when making decisions regarding future development and conservation.

1.6 Issues and Opportunities Programs

Programs

All programs required to implement the policies of the *Town of Linn Year 2025 Comprehensive Plan* are listed in each of the elements contained within this document.

2. Housing

The Housing element contains an inventory and assessment of housing characteristics in the Town of Linn. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the present and future housing needs of the town.

This inventory includes available information regarding the current housing stock, housing forecasts, housing affordability, and a listing of housing related programs available to the town. Indicators were analyzed at the local, county, state, and regional levels to determine trends, opportunities, and needs within the community.



Lake Connections

The Housing element includes information regarding conservation subdivisions. The conservation subdivision concept requires that homes be clustered or grouped on smaller lots on a select part of the parcel, thus leaving a portion as dedicated open space (at least 50%). While smaller lots are required, the number of permitted lots (density) is not increased. Conservation subdivisions help protect environmentally sensitive areas, such as wetlands and floodplains, which are important to protecting water quality.

2.1 Housing Characteristics

The information presented in this section describes the town's current housing stock, identifies significant changes which have occurred in housing over time, and projects housing growth to the year 2025.

Data contained in the housing element reflect two methodologies of data collection employed by the U.S. Census Bureau. The source of data collected for Tables 2-1, 2-2, and 2-6 is STF-1 data, which were collected through a household by household census. To get more detailed information, the U.S. Census also randomly distributes a long-form questionnaire to one out of every six households throughout the nation. The remaining tables in this element utilize STF-3 data. STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection. For example, Tables 2-1, 2-2, and 2-6 indicate 1,901 total housing units, while the other table indicates more or less as a result of using STF-3 data.



Rural housing in the Town of Linn.

Housing Supply

Table 2-1 provides general information regarding the housing supply in the Town of Linn from 1990 to 2000, including a breakdown of units by occupancy and seasonal use. Seasonal units are those units that are used for seasonal, recreational, occasional, or other use. According to the U.S. Census, there were 1,901 total housing units in the year 2000. Of that total, 946 were counted as seasonal units. Thus, 49.8% of all housing units in the Town of Linn are occupied by temporary/seasonal residents.

Table 2-1
Housing Supply
Town of Linn
1990-2000

	1990	2000	# Change 1990-00	% Change 1990-00
Total Units	1,911	1,901	-10	-0.5%
Occupied Units	817	910	93	11.4%
Owner Occupied	587	705	118	20.1%
Renter Occupied	230	205	-25	-10.9%
Vacant Year Round Units	1,094	991	-103	-9.4%
Seasonal Units	1,025	946	-79	-7.7%

Source: U.S. Bureau of the Census, 1990-2000.

Between 1990 and 2000, the total number of housing units in the Town of Linn decreased by 10 units or -0.5%. While the total number of housing units declined, the town increased by 132 people during the same 10 year period. The combination of the decreases in renter occupied units, vacant units, and seasonal units accounted for the overall decline in total housing units. The declines experienced in these three categories indicate that many smaller seasonal homes are being converted to fewer and larger full-time residences as evidenced by owner-occupied units increasing more than 20%. This trend is common in many areas throughout Wisconsin that are affected by seasonal populations. In addition, this trend is likely to continue as the "baby boomer" generation retires and seeks to convert seasonal homes into permanent residences.

Comparative Housing Supply

Table 2-2 displays the housing units in the Towns of Linn and Geneva, City of Lake Geneva, Walworth County, and the State of Wisconsin.

**Table 2-2
Comparative Housing Unit Change
Town of Linn and Selected Areas
1990-2000**

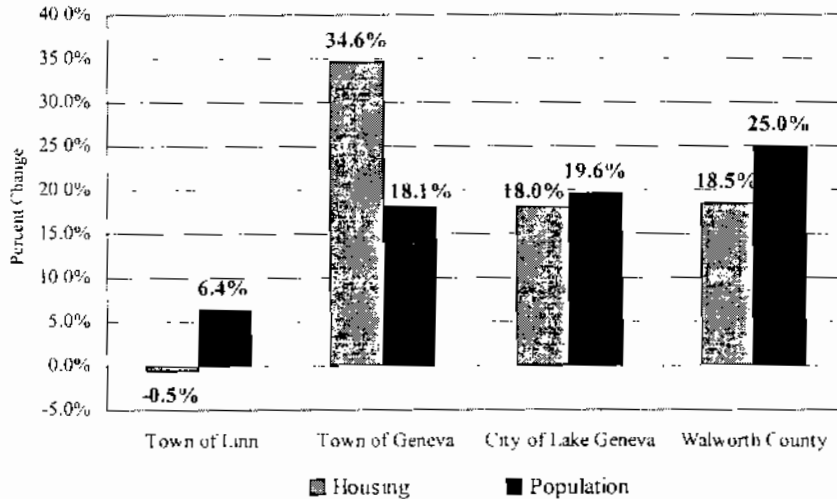
	1990	2000	# Change		% Change	
			1990-00	1990-00	1990-00	1990-00
Town of Linn	1,911	1,901	-10		-0.5%	
Town of Geneva	2,100	2,826	726		34.6%	
City of Lake Geneva	3,184	3,757	573		18.0%	
Walworth County	36,937	43,783	6,846		18.5%	
State of Wisconsin	2,055,774	2,321,144	265,370		12.9%	

Source: U.S. Bureau of the Census, 1990-2000.

Surrounding areas and the county experienced significant housing unit increases from 1990 to 2000. The lack of growth in the Town of Linn may be due to several factors including: 1) conversion of seasonal units to year round dwellings as described above; 2) implementation of the Town's 1993 Land Use Plan, which generally limits growth; 3) Walworth County Zoning; and 4) a high cost of housing versus low demand.

Figure 2-1 displays percentage population and housing change from 1990 to 2000 for the Towns of Linn and Geneva, City of Lake Geneva, and Walworth County.

**Figure 2-1
Housing and Population Change
Town of Linn and Selected Areas
1990-2000**



Source: U.S. Census of Population and Housing, 1990 and 2000.

Figure 2-1 illustrates the housing and population changes experienced in the Town of Linn from 1990 to 2000, which differ greatly from surrounding areas and the county.

Age of Housing Stock

The age of a community's housing stock is an important element to be analyzed when planning for the future. If there is a significant amount of older housing units they will likely need to be replaced, rehabilitated, or abandoned for new development within the planning period. Accommodating a new housing supply requires planning for additional infrastructure, stormwater management, land availability, utilities, transportation routes, and a variety of other factors that need to be considered prior to new development.



Year-round and seasonal housing units along Geneva Lake

Table 2-3 describes the age of the housing supply in the Town of Linn and Walworth County. A large percentage, 32%, was built prior to 1939. In general, the age of structures in the town are very similar to those found countywide. The "Total" does not match "Total Units" shown in Table 2-1, as the Census Bureau used sample data.

Table 2-3
Year Structure Built
Town of Linn and Walworth County
2000

Year Structure Built	Town of Linn		Walworth County	
	Number	% of Total	Number	% of Total
1999 to March 2000	21	1.1%	1,279	2.9%
1995 to 1998	115	6.0%	4,318	9.9%
1990 to 1994	107	5.6%	4,354	9.9%
1980 to 1989	122	6.4%	4,134	9.4%
1970 to 1979	332	17.3%	7,234	16.5%
1960 to 1969	163	8.5%	4,280	9.8%
1940 to 1959	442	23.1%	8,327	19.0%
1939 or earlier	613	32.0%	9,857	22.5%
Total	1,915	100.0%	43,783	100.0%

Source: U.S. Bureau of the Census, 2000.

Structural Type

Table 2-4 details the number of units within structures in Linn for 2000. The majority of structures, 96% are 1-unit detached structures. Two unit structures were the second most common type of structures within the town in 2000.

**Table 2-4
Units in Structure
Town of Linn
2000**

	Number	% of Total
1-unit detached	1,830	95.6%
1-unit attached	16	0.8%
2 units	28	1.5%
3 or 4 units	21	1.1%
5 to 9 units	13	0.7%
10 to 19 units	0	0.0%
20 or more units	2	0.1%
Mobile home	5	0.3%
Boat, RV, van, etc.	0	0.0%
Total units	1,915	100.0%

Source: U.S. Bureau of the Census, 2000.

Housing Values

Providing affordable housing to meet the needs of future residents is an important element of the overall planning process. Table 2-5 displays the housing value of specified owner-occupied units in the Town of Linn and Walworth County in 2000.

**Table 2-5
Housing Values of Specified Owner-Occupied Units
Town of Linn and Walworth County
2000**

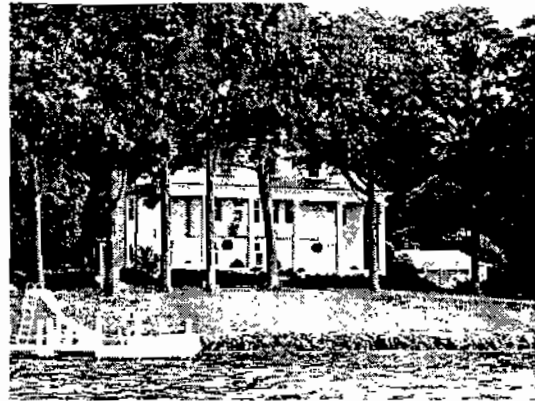
Value	Town of Linn		Walworth County	
	Number	% of Total	Number	% of Total
Less than \$50,000	10	1.7%	288	1.5%
\$50,000 to \$99,999	63	10.6%	5,223	26.4%
\$100,000 to \$149,999	154	26.0%	7,091	35.8%
\$150,000 to \$199,999	110	18.6%	3,742	18.9%
\$200,000 to \$299,999	116	19.6%	2,279	11.5%
\$300,000 to \$499,999	66	11.1%	829	4.2%
\$500,000 to \$999,999	52	8.8%	251	1.3%
\$1,000,000 or more	22	3.7%	93	0.5%
Total	593	100.0%	19,796	100.0%
Median (dollars)	\$174,500		\$128,400	

Source: U.S. Bureau of the Census, 2000.

According to Table 2-5, in 2000 the highest percentage of homes in the town were valued between \$100,000 to \$149,999. The median housing value in the town was \$174,500 in 2000. Walworth County had a considerably lower median value of \$128,400.

The town had a considerably high number of homes that were valued above \$200,000 in comparison to the county. In addition, the town had 22 units that were valued at more than \$1,000,000.

Currently, there is an adequate supply of affordable housing. However, incomes and new housing starts in the Town of Linn trend toward the higher end. Over time, as the older housing stock is rebuilt or renovated and housing values continue to rise, the Town of Linn may begin to experience a need for affordable housing from young families and the elderly. In addition, a lack of rental units within the town may also contribute to the need for affordable housing. It is recommended that the Town of Linn work with neighboring incorporated municipalities to address affordable housing opportunities. Incorporated municipalities have the infrastructure (sanitary sewer and water) to accommodate higher densities, which often translates to more affordable housing opportunities than can be found in limited, low-density rural areas.



One of the many large estates on Geneva Lake.

2.2 Housing Unit Projections

Housing unit projections are a useful tool in preparing the comprehensive plan for the Town of Linn. Specifically, housing unit projections are used to allocate required acreage to accommodate future residential development, as well as to prepare for future demands that growth may have on the town's public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as guides for planning.

**Table 2-6
Projected Housing Units
Town of Linn
1990-2025**

	1990	2000	2005	2010	2015	2020	2025
Total Housing Units	1,911	1,901	1,896	1,892	1,887	1,883	1,879

Source: Total housing units are calculated as follows: a) total units in 1990 and 2000 are from the U.S. Bureau of the Census; b) year 2005-2025 are based on percent annual change between 1990 and 2000.

Table 2-6 indicates a decline in the number of housing units during the planning period. As discussed earlier in the Housing element, the combination of the decreases in renter occupied units, vacant units and seasonal units accounted for the overall decline in total housing units. The declines experienced in these three categories indicate that many smaller seasonal homes are being converted to fewer and larger full-time residences. This trend is common in many areas throughout Wisconsin that are affected by seasonal populations. Further analysis of the data also indicates that owner occupied units increased by 118 units, or more than 20%.

In order to develop a more accurate projection, building permit data from 1990 to 2000 were used to predict housing need throughout the planning period. As indicated in Table 2-7, the Town of Linn experienced a net gain of 159 housing units, which results in an average increase of approximately 16 new housing units per year. Thus, 16 units per year for the next 25 years results in a projection of 400 units that may need to be accommodated within the planning period based on past trends.

Table 2-7
Building Permit Activity Trend for New Residential Units
Town of Linn
1990-2000

Year	Housing Unit Additions	Housing Unit Deletions	Net Change
1990	0	0	0
1991	9	0	9
1992	21	0	21
1993	13	1	12
1994	22	3	19
1995	8	0	8
1996	12	1	11
1997	18	4	14
1998	26	1	25
1999	27	3	24
2000	21	5	16
Total	177	18	159

Source: State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, 2000.

Table 2-6 displays the building permit activity for the town from 1990 to 2000 as reported from the State Demographic Services Center.

2.3 Housing for all Income Levels, Age Groups, and for Persons with Special Needs

A growing number of people cannot find housing in their community that is suitable for their stage in life. Providing affordable housing within the community is vital to accommodating those starting out in life, young families, and elderly residents. The Town of Linn can pursue strategies and monitor and encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. As the general population ages, there will be a number of community related features that will become increasingly important to monitor including: affordable housing, security, accessibility, proximity to services, transportation, food, level of emergency services, and location of medical facilities. These features will have land use, transportation, community facility, and economic implications.

The Wisconsin Housing and Economic Development Authority (WHEDA) maintains a list of federally assisted rental housing available in each county in the state. According to this inventory, there are a total of 547 elderly, 778 family, and 76 disabled federally assisted rental housing units within the county. A number of these units are offered countywide through the

Walworth County Housing Authority. All other listed units can be found in the following locations: Darien, Delavan, East Troy, Elkhorn, Genoa City, Lake Geneva, Sharon and Whitewater. None of these units are specifically listed as being located in the Town of Linn.

2.4 Availability of Land for Development/Redevelopment of Affordable Housing

In the Town of Linn, affordable housing opportunities are often provided through the sale of older housing units. Promoting the availability of vacant lots in existing subdivisions is another way to meet the needs of low and moderate-income individuals.

It is anticipated that housing within the town, as well as the county, will continue to be increasingly unaffordable for many individuals throughout the planning period. Just over 1,700 acres have been identified as a Joint Planning Area on Map 8-2, Year 2025 Preferred Land Use. Within this designation, it is recommended that the town work with neighboring incorporated municipalities to diversify the town's housing stock by providing affordable and elderly housing.

2.5 Housing Stock Maintenance and Rehabilitation

The maintenance and rehabilitation of the existing housing stock can have many benefits for a town. It is an effective way to ensure safe and generally affordable housing. Maintenance of existing housing can preserve community character and helps curtail the need for expansive housing developments. Housing stock characteristics that can be monitored to measure changes in quality over time include: price, aesthetics, safety, cleanliness, and overall compatibility with community character. Based on housing values and ages from the 2000 Census data, the existing housing stock in the Town of Linn is in relatively good condition. Houses in Linn are valued higher than Walworth County as a whole.

2.6 Conservation Subdivisions

Conservation subdivision design is a form of residential development in rural areas that preserves open space, while permitting development at densities no more than that permitted under conventional development in rural areas. Conventional development is defined as residential developments where all the land is divided into house lots and streets, with the only open space typically being undevelopable wetlands, areas of steep slope, floodplains, and stormwater management areas.



Lake Connections

Conservation subdivisions shed less stormwater than conventional developments and also provide larger areas of natural vegetation that can serve as buffers to help filter stormwater before it enters Geneva Lake.

Developments designed using the conservation subdivision method concentrate the permitted number of lots on a small portion of the tract, leaving the remaining portion (50%) in open space. This concentration of lots is made possible by reducing the minimum lot size. Even though lot size is reduced, the number of lots (density) is not increased (Figure 2-2).

The recommended four-step process for designing conservation subdivisions, as described by Randall Arendt, author of "Growing Greener, Putting Conservation into Local Plans and Ordinances," is as follows:

1. Identify all Potential Conservation Areas

The first step in the design process includes identifying "Primary Conservation Areas", which consist of wetlands, floodplains, and steep slopes. In addition, "Secondary Conservation Areas" should be identified. These areas are typically uplands adjacent to environmentally sensitive areas, historical sites, culturally significant areas, scenic views, or unusual attributes that cause a feature to stand out from the rest of the property, such as a large oak tree or field stone wall.

This exercise will quickly identify where the core areas of future development are likely to lie on the property.

2. Locate the House Sites

The next step in the design process is to identify potential house site locations. Since most people prefer to see open space from their windows, it makes sense to create as many "view lots" as possible. Lots should also be arranged to ensure that usable open space is located within convenient walking distance from other houses in the subdivision.

Identifying house sites before drawing lot lines and streets allows building locations to be carefully selected so that the destruction of natural features worth preserving can be avoided.

3. Design Street Alignments and Trails

After the conservation areas have been identified and potential home sites sketched in, the third logical step is to determine the best way to access every residence with a street system.

From an aesthetic and speed control perspective, it is important to *avoid long straight street segments*. Curving roads in an informal rural cluster layout, or shorter street

segments connected by 90-degree and 135-degree bends in a more formal or traditional town-like arrangement are preferable.

Whenever possible, street systems should be designed so that their curvature or alignment produces “*terminal vistas*” of open space elements, such as village greens, water features, meadows or playing fields.

Since conservation subdivisions typically result in fewer streets and less cost for the developer, “*single loaded streets*”, which are streets having houses on only one side should be incorporated into site designs to allow homes to face views of open space. When all streets are double loaded, conservation areas are essentially hidden behind continuous rows of house lots and the streetscape takes on a very ordinary appearance, much like those found in conventional subdivisions.

Whatever layout approach is taken, every effort should be made to *connect each street with another* so that dead ends will be minimized. Interconnected streets provide easier and safer access for fire engines, ambulances, school buses, and garbage trucks while distributing traffic more evenly and helping to avoid conditions where certain residential streets become “collectors” with everyone in the entire development funneling through them. In circumstances where cul-de-sacs are unavoidable (typically for topographic reasons), they should always be provided with pedestrian and bike linkages to other nearby streets or to a neighborhood trail system.

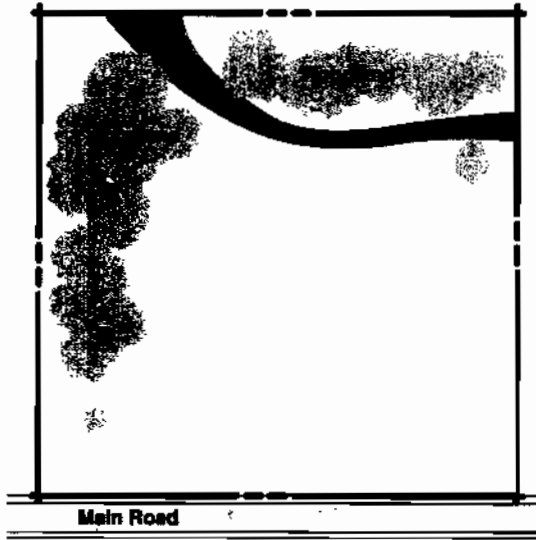
Streets serving new developments should, whenever possible, be designed to *connect with adjoining properties* that are potentially developable in the future. Many developers will strongly oppose and resist such connections, preferring to market their houses as being in self-contained neighborhoods. The lack of connecting streets between developments ultimately frustrates normal travel between neighborhoods, forcing everyone back onto the town’s or county’s principal road system to travel to their friends’ homes in adjacent subdivisions.

4. **Draw in the Lot Lines**

The fourth and final step is the easiest – once the conservation areas have been delineated, the house sites located, and the road alignments determined, drawing in the lot lines is a formality. Lot lines are the least important element in the development design process, however they are a necessary element as they delineate private ownership from open space and must also be designed to meet maximum density requirements. It should be noted here that a conventional layout and lot design should be used only to serve as the basis for determining the number of lots that should be permitted within a conservation subdivision.

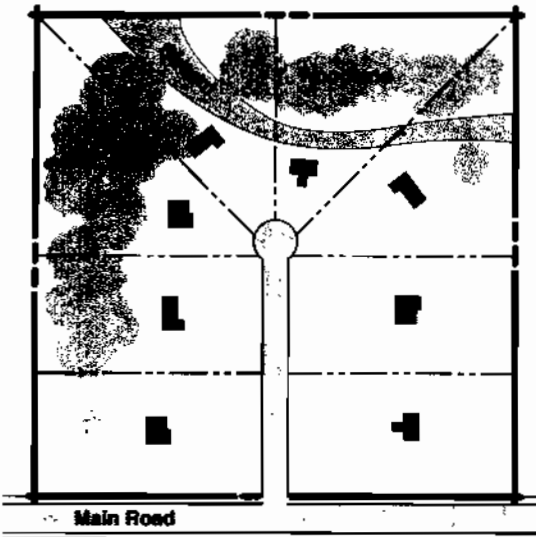
Details regarding conservation subdivisions, appropriate zoning districts, and permitted densities are fully explained within the Preferred Land Use Plan section of the *Town of Linn Year 2025 Comprehensive Plan*. For answers to Frequently Asked Questions (FAQs) regarding conservation subdivisions, please refer to Figure 2-3.

Conservation Design/Clustering To Preserve Environmental Features



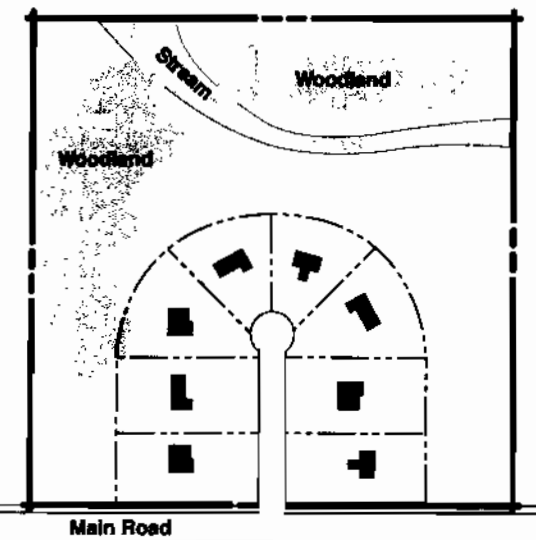
Undeveloped Land

- ◆ 40 acre parcel is comprised of nearly 15 acres of woodlands and a stream that supports game fish populations.



Conventional Subdivision

- ◆ All woodland and open space is covered by houselots or subdivision street without access to open space.
- ◆ Potential negative impacts to woodlands and water quality of stream.
- ◆ Increased visual impact of large lot suburban development versus smaller village cluster.
- ◆ Eight 5-acre lots.
- ◆ No common open space.



Conservation/Cluster Subdivision

- ◆ Slightly shorter road results in lower maintenance costs.
- ◆ Reduces disturbance of natural landscape, less impact to woodlands, and stream corridor is preserved.
- ◆ Each resident has a smaller lot, however, residents have access to a network of open space for active and passive recreation.
- ◆ Eight 2-acre lots; 16 acres developed.
- ◆ 24 acres/60% open space.



Conservation Design/Clustering Frequently Asked Questions (FAQ)

Who owns the open space?

There are options:

- ◆ Individual landowner, in conjunction with a permanent conservation easement.
- ◆ Homeowners association. Basic ground rules include:
 - automatic membership as condition of property purchase
 - association bylaws should have legal right to place liens on members who fail to pay dues.
 - detailed maintenance plans for conservation areas required and approved by municipality.
- ◆ Land trusts. Hold easements or fee simple title to ensure conservation of lands.
- ◆ Municipality/other public agency.
- ◆ Combinations of the above.

Who maintains the open space?

- ◆ Typically whoever owns the open space.
 - Local officials should require conservation area management plans be submitted and approved prior to final subdivision approval.

What are the tax implications?

- ◆ Property tax assessments on conservation subdivisions should not differ, in total, from those on conventional developments.
- ◆ Density of development is typically the same, or slightly greater than conventional development.

What about liability issues?

- ◆ Wisconsin's recreational use statute (895.52) protects private property owner's responsibility for injury to people who use their land for recreation.
- ◆ Recreational activity defined as "any outdoor activity undertaken for the purpose of exercise, relaxation or pleasure, including practice or instruction in any such activity, except for team sports."
- ◆ Property owner may be liable for an injury to a recreational user if:
 - owner neglects to warn about a known hazard.
 - owner has malicious intent to injure the user.
 - guest injured near owner's home.
 - owner collects substantial amount of money from users.

How can on-site sewage disposal work with conservation subdivisions?

- ◆ As houselots become smaller, it may be more difficult to identify 2 locations for each individual septic system. However, there is no engineering reason to require that septic filter beds must be located within each houselot.
- ◆ Filter beds can be located under open play areas or conservation meadows in the same way they typically occupy positions under suburban lawns.
- ◆ Mound systems should be required to be contoured with gently sloping sides to blend into the surrounding landscape.
- ◆ Passage of new Comm 83 law includes potential for the use of new filter system technologies.



Foth & Van Dyke

2.7 Housing Goals and Objectives

Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). Goals are value-based statements that are not necessarily measurable. They represent an end to be sought, although some may never be fully realized.

Objectives

Objectives are narrower than goals and are measurable statements of desired ends. The accomplishment of objectives contributes to fulfillment of the goal. Objectives are attained through the comprehensive plan's policies, recommendations, programs, and implementation strategies.

Goal: Provide for limited residential development in the Town of Linn.

Supporting Objectives

1. Promote farm and single family residences as the preferred type of housing supply in the town.
2. Scattered residential development should be prevented in agricultural areas.
3. Promote in-fill development by directing future residential development onto existing vacant lots.
4. Direct development to areas currently served by existing roads, public utilities, parks, or other services.
5. Provide housing for the "life cycle" opportunities (rentals and starter homes for younger families, larger single family dwellings for the prime income earning years, downsizing opportunities for empty nesters, and elderly housing).

2.8 Housing Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of goals and objectives. Policies that direct action using words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the *Town of Linn Year 2025 Comprehensive Plan*. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

- ♦ Single family homes shall be the preferred type of housing supply in the town.
- ♦ Conservation subdivision design shall be promoted to minimize land use impacts and preserve rural character.

- ♦ Duplexes shall be allowed by conditional use only. In general, duplex lots should be limited and disbursed throughout the town, rather than concentrated in a specific area.
- ♦ Duplexes should be located on corner lots and oriented so that each unit fronts on a separate street. There should be no more than one duplex lot on any intersection.
- ♦ Multifamily development and elderly housing should be steered to neighboring cities and villages, which have the appropriate infrastructure to accommodate more intensive development.
- ♦ The town should work with neighboring cities and villages to provide a variety of housing types for all income groups.

2.9 Housing Programs

The following housing programs are available to the Town of Linn to further the established housing goals, objectives, and policies. The following list is not all-inclusive. Housing programs and funding procedures will change over time, therefore the town should contact sponsors for specific information on the listed programs.

Wisconsin Community Action Program Association (WISCAP)

WISCAP and its member agencies are dedicated to advancing safe and affordable housing, through development of resources, training and opportunities. WISCAP serves as an advocate for policy and program development, and provides technical assistance expertise on housing issues. Visit the web-site: www.wiscap.org The web-site lists the member agencies of WISCAP which serve individual counties and regions of the state.

Community Action, Inc. of Rock and Walworth Counties is the local member agency of WISCAP. Programs operated by the agency include; AWARE, Walworth County Child Care, community services, Twin Oaks Shelter for the Homeless, First Choice Women's Health Center, weatherization, HUB Center, and housing/community development.

Wisconsin Rural Development, Rural Housing Service

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings, and self-help technical assistance grants.

Home Investment Partnership Program (HOME)

A variety of affordable housing activities may be supported by federal HOME awards including down payment assistance for home buyers, rental rehabilitation, weatherization related repairs, accessibility improvements, and rental housing development. Approximately \$13 million is

awarded annually. The program is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR).

Housing Cost Reduction Initiative (HCRI)

Local sponsors compete for \$2.6 million in state grants annually to reduce the housing costs of low-income renters or home buyers. Eligible applicants include local units of government, American Indian tribes or bands in Wisconsin, housing authorities, and non-profit housing organizations. Eligible activities are emergency rental aid, home buying down payment assistance, homeless prevention efforts, and related housing initiatives. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR).

Wisconsin Housing and Economic Development Authority (WHEDA)

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by providing creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness.

Historic Home Owner's Tax Credits

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income-producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.

Community Options Program

Community Options helps people who need long term care to stay in their homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. Contact the Wisconsin Department of Health and Family Services for further information.

3. Transportation

This section contains an inventory of existing transportation conditions and establishes a framework for developing various modes of transportation and improving traffic circulation within the Town of Linn. The town's transportation network plays a major role in the efficiency, safety, and overall desirability of the community as a place to live and work.

Specifically, this section addresses:

- ◆ Existing Road System
- ◆ Functional Classification of Roads
- ◆ Traffic Volume Trends and Forecasts
- ◆ Additional Modes of Transport
- ◆ Planned Transportation Improvements
- ◆ Coordination with Other Transportation Plans
- ◆ Goals, Objective, Policies, and Programs

3.1 Existing Road System

The existing road system for the Town of Linn is illustrated in Map 3-1, Existing Transportation System. The town's road configuration is characterized by two features. The southern areas of the town are characterized by a typical rural grid roadway pattern of primarily north-south and east-west roads. The northern portion of the town, particularly areas surrounding Geneva Lake, is characterized by various loop and cul-de-sac roads which provide direct access to land for residential development.

The general traffic circulation patterns through Linn are as follows:

- ◆ State Highway (STH) 50 is an east-west roadway on the northern border of the town that connects the area with Kenosha and Racine to the east and Delevan to the west.
- ◆ South Shore Road and County Trunk Highways (CTH) B and BB provide for east-west travel within the southern portion of the town.
- ◆ STH 120 is the primary north-south travel route within the Town of Linn. This highway connects the greater Lake Geneva area with Illinois to the south and the City of East Troy to the north.
- ◆ Local town roads serve as collectors to the state and county highway system serving Linn and provide both east-west and north-south directional travel.

Map 3-1 illustrates the traffic circulation pattern within the Town of Linn. Local roads comprise the greatest amount of linear street mileage within the town when compared to County Trunk and State Highways.

3.2 Functional Classification of Roads

The town's roads, which are the principal component of the circulation system, may be divided into three broad categories: arterial roads, collector roads, and local roads. The function that the road serves in relation to the existing traffic patterns, the adjacent land use, the land access needs, and the average daily traffic volumes determine its functional classification.

Arterial Roads

The principal function of an arterial is to provide the most efficient movement for relatively large volumes of traffic at increased speeds over medium to long distances between regions and large cities. Movement to and from other road facilities is limited to controlled interchanges.

STH 50 serves as a principal arterial and STH 120 serves as a minor arterial within the Town of Linn.

Collector Roads

Historically, the function of collector roads in a rural setting was to provide access between local town roads and mills and markets. Collector roads provide general "area to area" service rather than the more specific "point to point" function of the town's local road system. Collector roads can be defined in one of two categories, major or minor, as defined in Table 3-1.

South Shore Road, CTH B, and CTH BB serve as major collectors.

Local Roads

The predominant function of roads classified as local is to provide direct access to adjacent land uses. Local roads serve the ends of most trips within the rural setting. All roads within the town that are not classified as arterial or collector roads are classified as local roads.

Table 3-1 further identifies the basic criteria used to determine the class of each road within a community.



Typical view along a local road in the Town of Linn.

Table 3-1
Year 2010 Rural Area Highway Functional Classification Criteria

Functional Classification	Traffic Volume	<u>Basic Criteria</u> Must meet any two of these or the parenthetical traffic volume alone			Supplemental Criteria or must meet both of these plus 90% of traffic volume
		Population Service	Land Use Service	Spacing	
Principal Arterial	>3,000	Connect places 50,000 with other places 50,000. Connect places 5,000 with places 50,000.	Provide access to 12 large attractions	Maximum 30 miles	None for Principal Arterials
Minor Arterial	>1,000	Connect places 5,000 with other places 5,000. Connect places 1,000 with places 5,000 or with principal arterials	Serve all traffic generating activities with an annual visitation 300,000 if not served by a principal arterial	Maximum 30 miles	1. Alternative population connection. 2. Major river crossing restrictive topography.
Major Collector	>500 (>2,000)	Connect places 1,000 with other places 1,000. Connect places 500 with places 1,000 or higher function route. Connect places 500 with other places 500 or higher function route. Connect places 100 with places 500 or higher function route.	Land use service index \geq 16. Provides access to smaller attractions (i.e., airports, schools factories, parks, etc.)	Maximum 10 miles	1. Alternate population connection. 2. Major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.
Minor Collector	>200 (>800)	Connect places 100 with other places 100. Connect places 50 with places 100 or higher function route.	Land use service index \geq 8. Serves same type of attraction as major collector.	Maximum 10 miles	1. Alternative population connection. 2. One major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.

Source: Wisconsin Department of Transportation.

3.3 Traffic Volume Trends and Forecasts

Traffic Volume Trends

Annual average daily traffic (AADT) counts for 1993, 1996, and 1999 within the Town of Linn are presented in Table 3-2. AADT counts are conducted by the Wisconsin Department of Transportation every three years. The number change and percent change in traffic counts are also presented in Table 3-2.

Table 3-2
Annual Average Daily Traffic Counts
Town of Linn
1993-1999

Location	1993	1996	1999	# Change 1993-99	% Change 1993-99
STH 120, between CTH B and CTH BB	3,030	2,900	3,100	70	2.3%
STH 120, north of CTH BB	6,210	6,800	7,400	1,190	19.2%
CTH B, just west of STH 120	1,410	1,200	1,100	-310	-22.0%
CTH BB, just west of STH 120	4,580	4,400	4,500	-80	-1.7%
CTH BB, at town's western border	2,260	3,200	3,700	1,440	63.7%

Source: Wisconsin Department of Transportation, Average Annual Daily Traffic Counts 1993, 1996, 1999.

Average Annual Daily Traffic counts are calculated by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create AADT counts.

Traffic counts were relatively stable within the Town of Linn, showing slight increases at certain points along STH 120, and slight decreases on CTH B and CTH BB.

Major increases were found at CTH BB along the town's western border and at STH 120 just south of the City of Lake Geneva.

3.4 Additional Modes of Transport

Air Service

There are two airports located in Walworth County including the East Troy Municipal Airport and the Burlington Municipal Airport. According to the *Wisconsin State Airport System Plan 2020*, both of these airports are classified as general utility airports. The general utility airport classification indicates that the airports are intended to serve virtually all small general aviation single and twin-engine aircraft. Typically, these types of aircraft are used for business and charter flying and for personal reasons. The nearest airport with commercial air passenger service is General Mitchell International Airport in Milwaukee or the Greater Rockford Airport located in Rockford, Illinois. The nearest airport with commercial air cargo service is the Rock County Airport.

There are three private airstrips located in the Town of Linn.

Freight Rail Service

The Wisconsin & Southern Railroad Company has a rail line which runs through the southern portion of the Town of Linn. This line leads northward to the City of Janesville where it

connects to several other rail lines. The Wisconsin & Southern Railroad is classified as a regional railroad operating approximately 622 miles of railroad in south central Wisconsin and northern Illinois.

An Amtrak Station is located within the community of Zenda as well. Passenger transportation service between Minneapolis, Madison, Milwaukee, and Chicago was cancelled in the late 1990s due to a lack of users and budget constraints.

Water Transportation

Recreational boating and fishing are very popular activities given Geneva Lake's size, depth, and water quality. In addition, there are several businesses around the lake that offer boat and jet ski rentals.

A cruise line offers daily tours and narrated excursions of Geneva Lake.



View from the Amtrak station looking west.



Lake Connections

The Geneva Lake Water Safety Patrol has a fleet of five fully equipped boats, operated by crewmembers certified in water rescue, CPR, first aid, and boat handling. Members of the Safety Patrol have three main responsibilities: rescue operations; enhancement of law enforcement through education, and boater assistance.

Geneva Lake is one of only a few places in the country where mail is still delivered by boat. Mail is delivered to about 60 homes around the lake on a daily basis from June 15 - September 15 every year.



Local business offering boat rentals.

Rustic Roads

The Wisconsin Department of Transportation Rustic Roads Program designates lightly traveled country roads in an effort to preserve their scenic value. Brown and yellow signs mark the routes throughout Wisconsin. An officially designated Rustic Road remains under local control and is eligible for state aids just like any other public roadway. Snake Road, from the intersection with STH 50 in the City of Lake Geneva, west to the intersection with STH 50 in the Town of Geneva is the town's only designated Rustic Road. The route is paved and is 2.7 miles in length.

Trucking

According to Wisconsin Department of Transportation Wisconsin Truck Operator Map, no roadways are officially designated highway for trucking nor are there any private truck parking areas or state rest areas within the town. However, truck traffic is very common along STH 120 and CTH BB.

Pedestrian Corridors

The Geneva Lake Shorepath encircles Geneva Lake and connects the Town of Linn to the neighboring communities of Lake Geneva, Williams Bay, Fontana, and Walworth. The Shorepath receives year-round use for walking, jogging, sightseeing, and birding.



Lake Connections

A perpetual easement allows a continuous 20.5-mile lakeshore-walking path to exist completely around Geneva Lake. The Geneva Lake Shorepath is a feature unique to Wisconsin lakes as it is located on private land, but is open to public use, a principal which has been upheld in court.

Bicycle Corridors

The Regional Bicycle Plan prepared by the Southeastern Wisconsin Regional Planning Commission identifies a proposed bicycle way along South Street on the northeast side of town. The town also identified proposed bicycle routes along Zenda Road and South Lakeshore Drive (Map 3-2).

Transportation for Persons with Disabilities

Specialized public transportation service for the elderly, disabled, and other persons with similar needs for more accessible vehicles is referred to as paratransit. Public transit, including paratransit, is not currently provided by the town. In rural areas, like the Town of Linn, these needs are more commonly met by privately owned businesses, nursing homes, and senior activity centers. Typical services include specially designed buses, vans, and taxis that offer door-to-door transport on a flexible schedule.

3.5 Planned Transportation Improvements

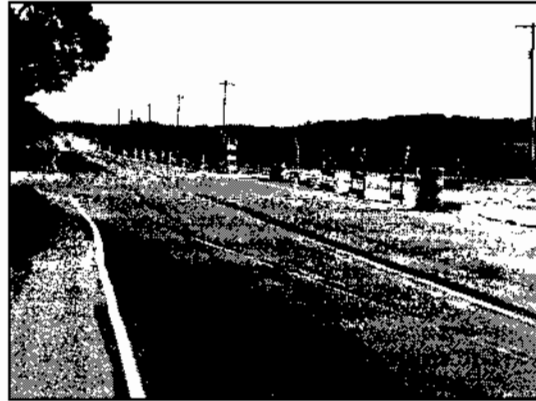
State Highway Projects

During the development of this plan, the Wisconsin Department of Transportation was in the process of reconstructing the STH 120/Willow Road intersection, and rerouting STH 120 east out of the Town of Linn (Map 3-2). This highway improvement resulted in several jurisdictional transfers of roadway between the town, county and state.

County Highway Projects

Walworth County has one planned transportation improvement that will occur in the Town of Linn. The intersection of CTH BB and South Lakeshore Drive will be totally reconstructed. In order to improve safety, the roads will no longer intersect at a 45-degree angle. Rather, they will be separated and continuous curves will be put in to connect CTH BB to Willow

Road, and South Lakeshore Drive to the old portion of CTH BB.



Reconstruction of the STH 120/Willow Road intersection

Town Road Projects

The Town of Linn completed a Pavement Surface Evaluation and Rating (PASER), required by Wisconsin Statute 86.302, which will allow the town to develop a strategic and cost effective maintenance plan for the local road network. In addition, there are several intersections throughout the town that have impaired vision triangles, which create safety hazards. The town should consider improving the intersections as part of local road improvements.

3.6 Coordination with Other Transportation Plans

The following county, regional, and statewide plans can be consulted for further implementation of the Town of Linn's goals, objectives, and policies. During the development of the Transportation element, all of the following documents were reviewed and applicable information was addressed and included:

- ◆ A Land Use Plan for Walworth County Wisconsin 2020
- ◆ A Park and Open Space Plan for Walworth County
- ◆ Southeastern Wisconsin Regional Planning Commission Bike Plan
- ◆ Wisconsin State Highway Plan 2020
- ◆ Wisconsin Bicycle Transportation Plan 2020
- ◆ WisDOT Access Management System Plan
- ◆ Wisconsin State Airport System Plan 2020
- ◆ Translink 21: A Multi-modal Transportation Plan for Wisconsin's 21st Century

- ♦ Statewide Transportation Improvement Program (STIP)
- ♦ Wisconsin Pedestrian Policy Plan 2020
- ♦ Wisconsin State Rail Plan 2020
- ♦ Wisconsin State Transit Plan 2020

3.7 Transportation Goals and Objectives

Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). Goals are value-based statements that are not necessarily measurable. They represent an end to be sought, although some may never be fully realized.

Objectives

Objectives are narrower than goals and are measurable statements of desired ends. The accomplishment of objectives contributes to fulfillment of the goal. Objectives are attained through the comprehensive plan's policies, recommendations, programs, and implementation strategies.

Goal: Maintain a safe and cost effective transportation network in the town.

Supporting Objectives

1. Maintain an efficient road network.
2. Support a train station for commuter rail in the Town of Linn.
3. When reviewing new development proposals, consider future road connections, setbacks, access points, and other traffic impacts that these proposals may have on the existing transportation network.
4. Minimize the disturbance of environmental corridors, prime agricultural land and natural areas for the purpose of accommodating the location of transportation facilities.
5. Coordinate bicycle trail planning with neighboring municipalities, Walworth County, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC).
6. Work with neighboring municipalities and Walworth County to increase transportation opportunities for the elderly and disabled.
7. Work with Geneva Lake water safety patrols to provide information about lake rules and regulations in order to minimize accidents and provide a safe boating environment.

3.8 Transportation Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of goals and objectives. Policies that direct action using words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the Town of Linn Comprehensive Plan. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

Policies

- ◆ Maintain the efficiency of the present road system by minimizing curb cuts into existing town, county, and state routes.
- ◆ Require new non-farm residential driveways take access from local roads, instead of county and state roads whenever possible.
- ◆ Require new farm related residences to have shared access with existing development where possible.
- ◆ Require commercial development to use shared access and frontage roads to avoid consecutive, individual driveways.
- ◆ Consider, on a case by case basis, adding bicycle and pedestrian shoulders to roads during reconstruction.
- ◆ Encourage the location of a commuter rail station in Zenda.
- ◆ Transportation facilities shall be designed to accommodate bicyclists and pedestrians according to Map 3-2, Proposed Transportation Improvements.
- ◆ Area Development Plans shall be required as part of the submittal of any residential development plans (i.e. subdivisions). This will allow the community to assess the future connection and traffic flow impacts on surrounding properties.
- ◆ All subdivisions adjacent to state highways shall be reviewed by the Wisconsin Department of Transportation for conformance with Trans. 233.

3.9 Transportation Programs

The following transportation programs are available to the Town of Linn to further the established transportation goals, objectives, and policies. The following list is not all-inclusive. Transportation programs and funding procedures will change over time, therefore, the town should contact sponsors for specific information on the listed programs.

Adopt-A-Highway Program

The Adopt-A-Highway Program is administered by the Wisconsin Department of Transportation (WisDOT). The program was initiated to allow groups to volunteer and support the state's anti-litter program in a more direct way. Each qualified group takes responsibility for litter control on a segment of state highway. The group picks up litter on a segment at least three times per year between April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. In addition, a sign announcing a groups litter control sponsorship can be installed.

Operation Lifesaver, Inc., Wisconsin (WOLI)

The goal of Wisconsin Operation Lifesaver, Inc. (WOLI) is to reduce the number of grade crossing crashes, fatalities and injuries. WOLI has a two-tiered membership program that includes corporations, non-profit organizations and individuals, and is funded by volunteer contributions from the railroads operating within Wisconsin. Operation Lifesaver is a non-profit public information program operating in 49 states (not Hawaii).

Rustic Roads Program

The Rustic Roads System in Wisconsin is an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads for the leisurely enjoyment of bikers, hikers, and motorists. An officially designated Rustic Road shall continue to be under local control. The county, city, village, or town shall have the same authority over the Rustic Road as it possesses over other highways under its jurisdiction. A Rustic Road is eligible for state aids just as any other public highway.

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public.

Transportation Enhancement Program (part of the Statewide Multi-modal Improvement Program (SMIP))

Transportation enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems.

The transportation enhancements program provides for the implementation of a variety of non-traditional projects, with examples ranging from the restoration of historic transportation facilities, to bike and pedestrian facilities, to landscaping and scenic beautification, and to the mitigation of water pollution from highway runoff. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails

(in greenways, former rail trails, etc.), paved shoulders, bike lanes, bicycle route signage, bicycle parking, overpasses/underpasses/bridges, and sidewalks.

Transportation enhancement activities must relate to surface transportation. Federal regulations restrict the use of funds on trails that allow motorized use, except snowmobiles. TEA 21 expanded the definition of transportation enhancements eligibility to specifically include the provision of safety and educational activities for pedestrians and bicyclists, which had not been clearly eligible under ISTEA.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials.

4. Utilities and Community Facilities

This section contains an inventory of the public utilities and community facilities currently provided in the Town of Linn. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the present and future needs of the community. Map 4-1 identifies the location of existing facilities and utility service areas in the Town of Linn.

4.1 Administrative Facilities

The Town of Linn administrative facilities includes the town hall/police station, and highway shop, which are located in Zenda. The town also has a designated solid waste and recycling drop off area next to the highway shop.

The Town of Linn recently built a protective service building at the corner of Hillside Road and South Lakeshore Drive. The Linn Fire Department and Rescue Squad use this facility.

4.2 Street Maintenance/Snowplowing

Two full-time and eight part-time employees of the Town of Linn provide street maintenance and snowplowing services. The town owns its own trucks, end-loader, tractors, sweeper, and chipper. Street maintenance activities include filling potholes, maintaining signs, shouldering, and roadside mowing.



The highway shop, located next to the Town Hall in Zenda.

4.3 Schools

Reek Elementary School and Traver Elementary School are located in the Town of Linn.

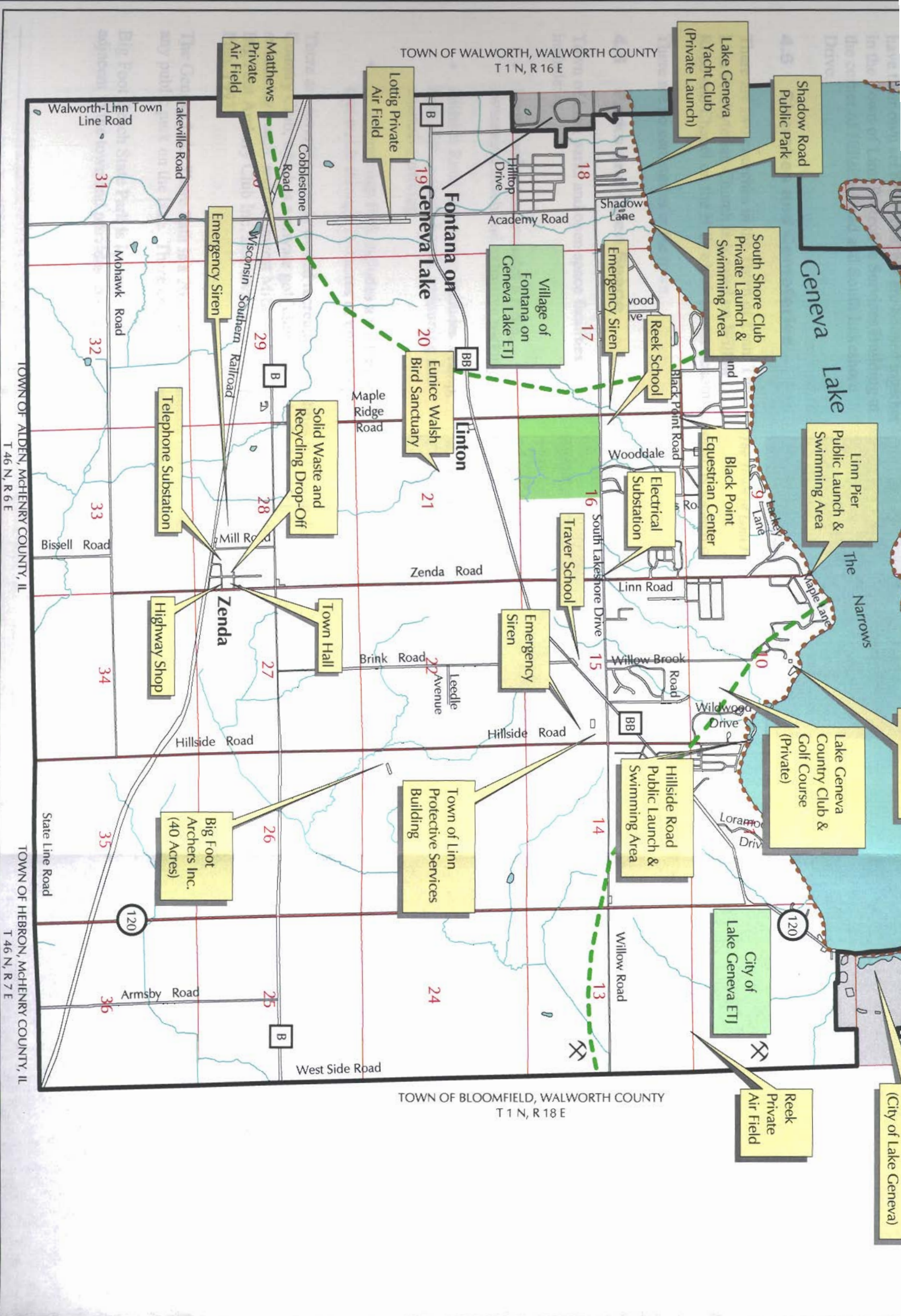
Reek Elementary School is part of the Linn Jt. 6 School District and had a year 2001-2002 enrollment of 122 students. Traver Elementary is part of the Linn Jt. 4 School District and had a 2001-2002 enrollment of 108 students.

Students attend one of three area High Schools, which include Bigfoot, Lake Geneva-Genoa City, and Williams Bay.

4.4 Protective Services

Police

The Town of Linn has had an organized police department since 1938. Hours vary in order to prevent predictable windows of opportunity for criminal activities. The Walworth County Sheriff's Department provides backup services.



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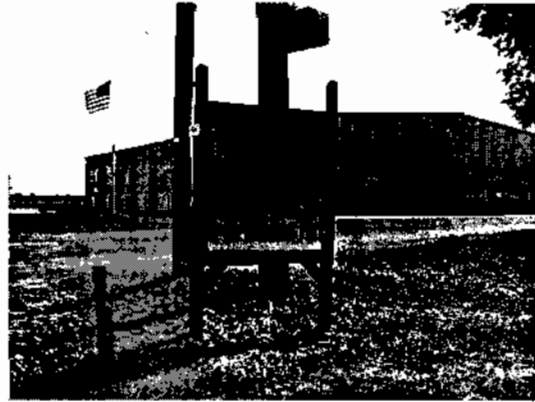
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Fire and Emergency Medical Service

Approximately 35 paid volunteers staff Town of Linn Fire Department, while 15 paid volunteers staff the Town of Linn Rescue Squad. Both departments have their own set of bylaws, but are housed together in the Town of Linn Protective Services Building at the corner of Hillside Road and South Lakeshore Drive.



The Town of Linn Protective Services Building

4.5 Churches and Cemeteries

There are two churches in the Town of Linn. The Linn Presbyterian Church is located on Willow Road and Chapel on the Hill, which is non-denominational, is located on the north shore

There are no cemeteries in the town.

4.6 Parks and Open Space

Town of Linn parks and open space facilities include:

- Linn Road access includes a ramp, swimming beach and extensive parking.
- Hillside Road lake access includes a ramp, boat slips, a sandy beach, swimming and extensive parking.
- Linn Township Park includes a walking trail that winds through 160 acres of undeveloped land.



Linn Road access on the south shore.

There are several privately owned recreational facilities in Linn including the Lake Geneva Country Club, which is a private golf club; the Yacht Club, which has boat slips, piers and a swimming beach; and Northwest Military Academy, which has boating and swimming facilities. Big Foot Archery Club Inc. also owns a large archery range. (Information from Linn Land Use Plan, 1993)

The Geneva Lake Shore Path is a 20.6 mile trail around Geneva Lake. Access is available by any public park on the lake. There are seven separate walks ranging from 2 to 3.5 miles.

Big Foot Beach State Park is located in the City of Lake Geneva, however is it immediately adjacent to the town and provides extensive park and recreational opportunities.

The most recent update to the Town of Linn Comprehensive Outdoor Recreation Plan is included as Appendix D.

4.7 Solid Waste Management and Recycling

The town contracts with John's Disposal for weekly curbside pickup. The town also has a solid waste and recycling drop-of center locate in Zenda. Twice a year, during the spring and fall, the town provides leaf and brush pick-up.

For several years, the Walworth County Facilities Management/Solid Waste Division has offered countywide Clean Sweep Programs. Clean Sweep is a one-day event designed to assist everyone with the proper disposal of hazardous materials - products containing hazardous chemicals that could contaminate soil or groundwater if disposed of improperly.

4.8 Communication and Power Facilities

WE Energies and Alliant provide gas and electric services. Verizon and SBC/Ameritech provide telephone service. Time Warner and Charter provide cable service.

4.9 Sanitary Sewer Service/Private Onsite Wastewater Treatment Systems (POWTS)

Sanitary sewer services are not provided to local residents. Sanitary sewer services are available in the neighboring villages of Williams Bay and Fontana, and in the City of Lake Geneva. Residents of the town rely on private onsite wastewater treatment systems.

In 1946, the Linn Sanitary District was established to address sanitary issues. The district encompasses the north and south shores of Geneva Lake, which is approximately 60% of the Lake Geneva subwatershed.

During the mid-1990's, the Linn Sanitary District completed a Facilities Plan to investigate options for providing sanitary sewer to residents of the District. The plan analyzed five options:

1. Build a new regional wastewater treatment plant;
2. Build small decentralized package plants discharging to groundwater;
3. Send waste to neighboring cities and villages with existing treatment plants;
4. Develop a collection system to off-site community holding tanks; and
5. Continue the use of private on-site wastewater treatment systems (POWTS).

In effect, options one and two were not considered viable based on feedback provided by the DNR regarding its wastewater treatment plant "non-proliferation" policy, which calls for regionalization of wastewater treatment. Option three was investigated, however, neighboring incorporated municipalities informed the Sanitary District that service would not be provided without annexation. Option four was not popular due to the long term transportations costs and siting issues.

Equipped with these options, the Linn Sanitary District surveyed residents of the District regarding their treatment preferences. Residents indicated overwhelming support for option five, to maintain on-site systems over any type of collection system.

The Linn Sanitary District considers on-site septic systems a long term solution for the treatment of waste. In addition, the Sanitary District opposes any annexation.

Map 4-2 shows the location of two types of sewer service area (SSA) boundaries: The map shows the June 2004 sewer service area as defined by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), the designated Areawide Water Quality Management Planning Agency for the Southeastern Wisconsin Region. SEWRPC's responsibility is to review and comment on each proposed sewer extension as it relates to the approved areawide water quality management plan (often referred as the sewer service area plan). Wisconsin Department of Natural Resources' Code NR121 identifies SSA plan requirements for the areawide water quality management planning agencies.

Map 4-2 also recognizes the growth areas identified by local plans developed by the neighboring incorporated communities that could be serviced by existing wastewater treatment facilities.

These boundaries are larger geographically as they relate to either the design capacity of wastewater treatment facilities or are simply identified growth areas.

4.10 Public Water Supply

The Town of Linn is not served by a public water system. Public water is available in neighboring villages and the city. Residents rely on individual/private wells.

4.11 Stormwater Management

The Town of Linn does not have a storm sewer system. Stormwater is drained through a series of culverts and ditches along town roads.

4.12 Post Office

There is a U.S. post office located in Zenda within the Town of Linn. Other post office locations are located at 672 West Main Street in the City of Lake Geneva, 123 North Walworth Avenue in Williams Bay and 185 Third Avenue in Fontana.

4.13 Library

Area libraries include:

- ◆ Lake Geneva Public Library, 918 West Main Street, Lake Geneva
- ◆ Barrett Memorial Library, 65 West Geneva Street, Williams Bay
- ◆ Fontana Public Library, 166 2nd Avenue, Fontana

4.14 Health Care Facilities

Area medical facilities include Aurora Health Center in Lake Geneva and Mercy Medical in Williams Bay.

Regional medical and specialty services are available in Madison and Milwaukee.

4.15 Day Care Facilities

There are no commercial daycare facilities located in the Town of Linn. Wisconsin Statutes allow in-home daycare for up to eight children in residential zones. These facilities are licensed and inspected by the State of Wisconsin.

Commercial daycare services are provided in the neighboring Villages of Williams Bay and Fontana, and the City of Lake Geneva.

4.16 Utilities and Community Facilities Goals and Objectives

Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). Goals are value-based statements that are not necessarily measurable. They represent an end to be sought, although some may never be fully realized.

Objectives

Objectives are narrower than goals and are measurable statements of desired ends. The accomplishment of objectives contributes to fulfillment of the goal. Objectives are attained through the comprehensive plan's policies, recommendations, programs and implementation strategies.

Goal: Provide a full range of coordinated community services and facilities in an efficient and cost-effective manner.

Supporting Objectives

1. Maintain high quality municipal facilities and services to keep up with existing and anticipated population growth.
2. Improve response times for fire and emergency services.
3. Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.
4. Work with neighboring municipalities to provide sewer and water without annexation.

5. Provide for additional recreational opportunities, or improve existing facilities for both passive and active recreation for town residents.
6. Explore the potential to expand and improve beach facilities on Geneva Lake.

4.17 Utilities and Community Facilities Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of goals and objectives. Policies that direct action using words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the Town of Linn Comprehensive Plan. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

- ◆ The town should support continued improvement to fire and emergency medical services. Improvements may include future joint service provisions with the county and/or neighboring communities, as well as potential additions to services and facilities in the town.
- ◆ The town will continue to employ full time police services for the protection of town residents and property.
- ◆ The town will continue to offer drop off recycling services.
- ◆ Planned utilities, service facilities and roads shall be designed to limit the impact to environmental corridors, natural features and working farmland.
- ◆ An approved Capital Improvement Plan/Budget shall support the development of new facilities.
- ◆ The town shall work with the county to review all permits that are under the jurisdiction of the Walworth County Telecommunication Towers, Antennas, and Related Facilities Ordinance adopted August 11, 1998. Criteria to review the placement of any such facilities should include the potential impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, abandonment, antenna location and property access, lighting, and security so as not to be accessible by the general public.
- ◆ Telecommunication facilities and towers shall utilize existing facilities to the maximum extent possible.
- ◆ Telecommunication towers shall be designed to be as unobtrusive as possible, support multi-use and/or reuse and be safe to adjacent properties.
- ◆ All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems.

- Stormwater management shall be addressed as a requirement of all development proposals consistent with Walworth County's Land Disturbance, Erosion Control, and Stormwater Management Ordinance.
- New development shall use best management practices for construction site erosion control.
- Erosion and sediment control practices shall be used when removing the vegetative cover of the land or exposing the soil.
- Proposed developments shall not increase flooding potential to adjacent lands.
- Stormwater retention and detention basins and sedimentation basins will be blended into the landscape to the greatest extent possible.

4.18 Utilities and Community Facilities Programs

Drug Abuse Resistance Education (D.A.R.E.) Program

The D.A.R.E. Program is designed to equip elementary school children with skills for resisting peer pressure to experiment with tobacco, alcohol, and other drugs, and also to resist violence. D.A.R.E. gives special attention to fifth and sixth grade students to prepare them for entry into middle/junior high school where they are most likely to encounter pressures to use drugs. The program is seventeen weeks in duration. One deputy Walworth County deputy is assigned to the D.A.R.E. Unit, and serves as DARE Instructor to 17 Walworth County area schools. The Walworth County Sheriff's Department has been involved in the D.A.R.E. Program since 1991.

Clean Sweep Program

The Clean Sweep program is dedicated to the proper disposal of hazardous waste materials - products containing hazardous chemicals that could contaminate soil or groundwater if disposed of improperly. The Walworth County Solid Waste Division sponsored Household Hazardous Waste Clean Sweep programs in 1992, 1995, 1997, 1998, 1999 and 2000. Agricultural Chemical Clean Sweep collections were held in 1993 and 1997. Clean Sweep is advertised in local newspapers three to four weeks before the program is held.

Wisconsin Department of Public Instruction (DPI)

The Wisconsin Department of Public Instruction offers several grants, programs and aid to communities with respect to school facility, services and education improvement. Through the DPI web-site, www.dpi.state.wi.us, a link titled Grant Information offers a comprehensive listing (ordered alphabetically with their respective ID number, description and type of grant). Links are provided to pages with grant details, special requirements, and contact information.

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Some eligible activities for funding include utility and street improvements, fire stations and emergency vehicles, and community/senior centers and shelters. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Clean Water Fund Program

Funds are available to protect water quality by correcting existing wastewater treatment and urban storm water problems and preventing future problems as per s. 281.58 and 281.59, Wis. Stats. Cities, towns, villages, counties, town sanitary districts, public inland lake protection and rehabilitation districts, metropolitan sewerage districts, and federally-recognized tribal governments are eligible to apply. Eligible projects include construction of treatment works, sewer systems and interceptors necessary to prevent violation of discharge permits, meet new or changed discharge limits, correct water quality or human health problems in unsewered areas, or projects for the treatment of urban storm water runoff. Low interest loans are available for planning, design and construction of wastewater treatment projects and urban storm water runoff projects approved by the Department. The program is offered from the WDNR, Bureau of Community Financial Assistance.

5. Agricultural, Natural, and Cultural Resources

This section is intended to provide an inventory of the agricultural, natural and cultural resources in the Town of Linn. The features analyzed in this section present opportunities for conservation and development and need to be considered before making any decisions concerning future development in the town.

5.1 Soils

Soil is composed of varying proportions of sand, gravel, silt, clay and organic material. The composition of a soil affects the specific properties of that soil. These properties must be evaluated prior to any development, as varying limitations exist for each soil.

The U.S. Department of Agriculture, Soil Conservation Service, developed a detailed study of all the soils in Walworth County. As part of that study, soils were identified in terms of generalized soil associations. The following presents a list and description of the general soil associations in the Town of Linn.

Miami-McHenry Association

These soils occur on glacial till plains throughout the county and make up the majority of soils within the town. Permeability of this soil is moderate, and the available moisture capacity is moderately high. This soil type is suitable for all general farm crops and for many special crops. Crops within this soil respond well to applications of lime and fertilizer.

Plano-Griswold Association

These soils are found primarily in the southeast corner of the town. This soil is among the best farming soils in the county. There are no serious limitations for rural or urban development on these soils. Permeability is moderate, and the available moisture capacity is moderately high.

5.2 Farmland

Agricultural land within the Town of Linn is the single largest land use. The southern portion of the town, particularly south of CTH BB, is primarily agriculture. Agricultural land is a resource necessary to the economic livelihood of many current residents and future generations.

According to results from the public workshop held in August of 2001, participants agreed that farming is important and should be promoted as a business opportunity in areas presently being farmed, in areas consisting of prime agricultural soils, and on existing parcels 35 acres or greater (Map 5-1).

“Prime Agricultural Lands” are lands which are best suited for the production of food and fiber, consisting of parcels covered at least in half by soils in agricultural capability classes I, II, and III. The U.S. Natural Resources Conservation Service had established an agricultural capability class system which classifies soils into eight groups (Classes I – VIII) according to their

suitability for most kinds of field crops. Class 1 soils are the best suited for intensive farming. Soils in classes II – VIII have progressively greater physical limitations and narrow choice of farm operations.

According to the 1997 Census of Agriculture the amount of land in farms decreased three percent from 1992 to 1997, the average size of farms decreased slightly from 260 acres to 258 acres, and the number of full time farms decreased 12% in Walworth County. Walworth County, as well as the Town of Linn, will continue to face pressure to divert agricultural land to other more intensive uses throughout the planning period.

During the planning period, the Town of Linn can anticipate the following trends relative to farmland:

- The number of farms will continue to decline.
- The size of the average farm (in acres) will continue to show moderate increases.
- Pressure to convert farmland to other uses will increase.
- The number of large “commercial” farming operations will increase.
- Interest in farmland preservation programs will decrease.
- Interest in cash cropping will increase.
- Interest in specialty farming will increase.
- Conflicts between rural residents and farmers will increase.

In anticipation of these trends, the town identified two potential programs to help preserve farmland while providing compensation to farmers. These programs should be pursued throughout the planning period and coordinated with such organizations as the Geneva Lake Environmental Agency, the Geneva Lake Conservancy, and Walworth County.

Conservation Easements

Conservation easements limit land to specific uses and thus protect it from development. These voluntary legal agreements are created between private landowners (grantors) and qualified land trusts, conservation organizations or government agencies (grantees). Conservation easements may be purchased but are frequently donated by conservation-minded landowners. Grantors can receive federal tax benefits as a result of donating easements. Grantees are responsible for unique characteristics of the property and the interests of the landowner. Easements may apply to entire parcels of land or to specific parts of a property. The easement is recorded with the deed to the property to limit the future uses of the land as specified in the easement. Land protected by conservation easements remains on the tax roll and is privately owned and managed.

Purchase of Development Rights (PDR)

The purchase of development rights is a land conservation tool that communities can use to protect important natural resources such as farmland, hillsides, and wetlands. Under a PDR program, a unit of government (city, village, town, county, or state) or a nonprofit conservation organization (such as a land trust) purchases a conservation easement that limits the use of the land to accomplish a certain purpose, including protecting the land from development. The rights purchased are recorded in a conservation easement. PDR programs are voluntary and participants retain ownership of their land. They can sell or transfer their property at any time; but, because of the easement, the land is permanently protected from certain types of development.

5.3 Topography

The topography in the Town of Linn is typical of glaciated terrain. The southeastern corner of the town is generally level, however, the remainder of the town has higher and rolling terrain. West and north of Nippersink Creek, the terrain is more diverse with areas of steep slopes, wetlands, woodlands, and the town's most notable feature, Geneva Lake. Elevations within the town range from over 1,100 feet above sea level in both the southwest corner of the town and north of Geneva Lake, to a low point of 860 feet at the lake's surface.



Farmland in the Town of Linn.

5.4 Geology

The materials that control the movement and storage of ground water in Walworth County range from the basement rocks of Precambrian age to the unconsolidated glacial deposits, alluvium, and soils of Pleistocene and Holocene ages. Bedrock is overlain by glacial drift throughout the county.

According to the Ground-Water Resources and Geology of Walworth County, Wisconsin, prepared by the Wisconsin Geological and Natural History Survey, crystalline rocks of the Precambrian age underlie the entire county. The Precambrian rocks have low permeability and mark the lower limit of ground-water movement. Cambrian sandstone overlies the Precambrian rocks and is present under the entire county. The ability of Cambrian sandstone to store and yield water and its great thickness make it an important source of water. Other bedrock found within the county includes Ordovician dolomite, sandstone, shale, and Silurian dolomite. All of these rocks dip toward the east.

5.5 Metallic and Non-Metallic Mineral Resources

There are two rock quarries located in the eastern portion of the town. Wisconsin Administrative Code NR 135 requires that all counties adopt and enforce a Non-metallic Mining Reclamation Ordinance that establishes performance standards for the reclamation of active and future non-

metallic mining sites, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use, and the potential to enhance habitat and increase land values and tax revenues.

5.6 Vegetation Types

Map 5-2 displays the existing land cover classifications for the town. The classifications were derived from LANDSAT Thematic Mapper (TM) satellite imagery from 1991, 1992, and 1993. The minimum mapping unit is one acre, so the resolution is diminished.

As the map displays, agriculture is the primary land cover in the town. Wetland features are found in scattered areas throughout the town. Residential development and deciduous trees surround Geneva Lake.

5.7 Watersheds and Drainage

A watershed can be defined as an area of land that drains directly into a lake or other surface water. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas and typically range in size from 100 to 300 square miles. River basins encompass several watersheds. There are 32 river basins in Wisconsin which range in size from 500 to over 5,000 square miles. The Town of Linn contains 4 subwatersheds including Lake Geneva, Nippersink Creek, the North Branch of Nippersink Creek, and the Piscasaw Creek subwatershed (Map 5-3).

Map 5-3 identifies both navigable, and non-navigable waterways. To properly determine the navigability of waterways in the Town of Linn, reference should be made the navigability study completed by the DNR and Geneva Lake Environmental Agency.

Wisconsin has redesigned its natural resource management approach around the concepts of ecoregions and watersheds. This shift in approach recognizes that working with the natural structure and function of resources, as opposed to strictly political or social boundaries, will provide more successful results. The Town of Linn is located in the Fox River-Illinois River Basin as designated by the Wisconsin Department of Natural Resources (WDNR).



Lake Connections

Most of the residential development in the Town of Linn has occurred within the Lake Geneva watershed. In addition, most future development is proposed to occur as in-fill within this area.

In order to protect the water quality of Geneva Lake, the town has proposed five strategies to address development impacts including: 1) requiring conservation subdivisions, 2) incorporating low impact development (LID) strategies, 3) preserving environmental corridors, 4) encouraging shoreline restoration, and 5) more actively enforcing erosion control ordinances.

The concept of low impact development (LID) is described in section 5.20.

NR 151, Subchapter III outlines Department of Natural Resources (DNR) rules that address runoff pollution, also known as nonpoint source pollution. Subchapter III of NR151 sets standards for sites where land disturbing activity affects five or more acres. Landowners are responsible to meet performance standards through stormwater construction permits issued by the DNR.

5.8 Wetlands

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promotes the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers, and streams cleaner and drinking water safer. Wetlands also provide valuable habitat for fish plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge is common from wetlands and can be important in maintaining stream flows, especially during dry months.

Local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each town that identify wetlands two acres and larger. In order to identify wetlands and to ensure their protection from development, the wetland inventory map should be consulted in conjunction with this document whenever the town reviews development proposals.

The Town of Linn does not have a significant number of wetland resources. There are limited wetlands along the north shore of Geneva Lake, and along Nippersink Creek, which need to be protected.

5.9 Floodplains

Floodplain features in the Town of Linn are not extensive. They are primarily located adjacent to Nippersink Creek and along the drainage basin of Geneva Lake.

Wisconsin Statutes 87.30 requires counties, cities, and villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Under the authority of the National Flood Insurance Act of 1968, FEMA conducted studies to determine the location and extent of flood lands and the monetary damage risks related to the insurance of urban development in flood land areas. The 100-year floodplain areas for the unincorporated area of Walworth County have been delineated by FEMA.

5.10 Surface Water Features

Lakes

Geneva Lake is the most significant surface water resource in the Town of Linn and considered one of the most important natural resources in southeastern Wisconsin. The lake provides recreational opportunities, wildlife habitat, tourism opportunities and aesthetic value to the area and to visitors.

The lake was formed about 10,000 years ago during the last Wisconsin glaciation. The lake originally was called "Kishwauketoe," meaning clear water, by the Pottawatomie Indians. By 1858, the lake had a steamboat for tourists (Jenkins, 1921), and by 1871, a railway was built that connected the City of Lake Geneva with Chicago, Ill. Parts of the lake's watershed became agricultural and parts became urbanized. The residential and urban areas around Lake Geneva, Fontana, and Williams Bay have replaced much of the forested and some of the agricultural areas within the watershed. In 1935, the Lake Association was formed and in 1946 the Linn Sanitary District was established to address sanitary issues within the Town of Linn. In 1971 the Geneva Lake Environmental Agency was formed and in 1981 the Geneva Lake Conservancy was formed.



Lake Connections

According to the Wisconsin Lakes Book, 2001, published by the Wisconsin Department of Natural Resources, Geneva Lake has a total area of 5,262 acres with a maximum depth of 135 feet. Geneva Lake is classified as a spring lake indicating that the lake has no inlet, but it does have an outlet. The primary source of water for spring lakes is groundwater flowing into the bottom of the lake from inside and outside the immediate surface drainage area. All surface-water outflow from the Geneva Lake is through the White River, which flows northeast through the City of Lake Geneva.

The lake has only one basin with several bays, including the East Bay separated from the West Bay by the Narrows, Williams Bay and Fontana Bay off of the West Bay, and Geneva Bay and Buttons Bay off of the East Bay.

In winter the lake gradually freezes over, generally taking several days to a month. Usually, the center of the West Bay freezes over completely in one or two days. Ice cover on the lake usually breaks up very quickly, approximately two to three days.

The lake's watershed has loamy soils with moderate infiltration rates and moderately fine to moderately coarse textures (Southeastern Wisconsin Regional Planning Commission, 1985). The topography around the lake is steep with an average soil slope of 4.6%. Most of the areas in the watershed with gentler slopes are used for agriculture.

Water quality data in Geneva Lake have been collected intermittently since 1901 by scientists from the University of Wisconsin, WDNR, GLEA, and the USGS.

A collaborative effort between the U.S. Geological Survey, the Wisconsin Department of Natural Resources, and the Geneva Lake Environmental Agency was initiated in 1997 to document the present quality of the lake and its sediments as well as to document its historic changes and complete other detailed measurements. The result of this effort was the Hydrology and Water Quality of Geneva Lake, Walworth County, Wisconsin; Water-Resources Investigations Report 02-4039. Some of the most notable findings of the study are highlighted below:

- ◆ The major source of phosphorus to the lake was from its tributaries, which contributed about 84% of the total load.
- ◆ In general, water quality characteristics measured at the surface (water clarity, and chlorophyll a and nutrient concentrations) were horizontally uniform throughout the lake.
- ◆ Direct measurements and indirect measurements based on sediment-core analyses indicate that the water quality of Geneva Lake has degraded in the last 170 years, the greatest effects resulting from urbanization.
- ◆ According to the study, the major sources of water to the lake are precipitation, approximately 48%, and surface water inflow, approximately 46%. Groundwater contributed the remaining 6% of water supplied to the lake.
- ◆ Analyses of the bottom surficial sediments of Geneva Lake indicated that municipal and agricultural drainage from the watershed has produced elevated (above natural levels), and potentially problematic, concentrations of some elements and compounds in lake sediments.
- ◆ Septic systems were estimated to contribute between about 2-8% of the total phosphorus load to the lake.
- ◆ Future decreases in phosphorus loading to the lake are likely to improve the water quality of the lake.



A view of Geneva Lake from Big Foot Beach State Park.

According to the study, a long-term strategy for sampling on Geneva Lake that minimizes sampling effort, but is adequate to define the changes in water quality in the lake, consists of monthly sampling (except for October) in the center of the West and East Bays. During October, twice-per-month sampling would allow better definition of when stratification breaks down. Discontinuing sampling of the East Bay also may be considered if there are financial constraints,

because the only significant differences from the West Bay were found in N concentrations and dissolved oxygen concentrations below the thermocline.

The Geneva Lake, Lake-Use Survey, completed in 1999, provided additional insight into resident and visitor usage and values pertaining to the lake. A random sample of 1,200 households throughout the Geneva Lake watershed were selected for participation, including households within the Town of Linn. Some of the most notable survey findings are included below:

- ◆ 29% of respondents believe that water clarity is the most important factor in determining water quality.
- ◆ A majority of respondents (83%) are satisfied with the way Geneva Lake is being maintained.
- ◆ 76% believed that the number of boats should be restricted.
- ◆ 71% rate fishing on the lake from good to excellent.
- ◆ The vast majority (87%) think steps should be taken to control runoff into the lake.
- ◆ 75% of respondents believe that growth should be limited in the area.

Rivers and Streams

Besides Geneva Lake, the Nippersink Creek is the only other named water feature in the town. The creek forms a topographic boundary between the lower, nearly level lands of the southeastern corner of the town, and the higher, rolling terrain of the rest of the town.

5.11 Groundwater Quality

The source of all groundwater is precipitation which percolates down through the soil until it reaches the saturated zone of an aquifer where it is then contained. Water in an aquifer travels from its source to a discharge point such as a well, wetland, spring, or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is called an artesian system. According to the Geological and Natural History Survey's publication, Groundwater Resources and Geology of Walworth County, Wisconsin, all of Walworth County depends on groundwater for potable water supplies. The principal sources of these supplies include the sand-and-gravel aquifer, the Niagara aquifer, the Galena-Platteville aquifer, and the sandstone aquifer.

Most groundwater contamination is related to agricultural manure, petroleum, and salt storage located in areas of high groundwater tables or fractured bedrock situations. Contamination of groundwater reserves can also result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff

from livestock yards and urban areas, improper applications of agricultural pesticide or fertilizers, excessive land and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations in to the aquifer. Runoff from leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Once groundwater contamination has occurred, successful remediation can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

In June of 2000, the Wisconsin Geological and Natural History Survey completed the Report on the Preliminary Investigation of Arsenic in Groundwater near Lake Geneva, Wisconsin. The main objective of the preliminary report was to evaluate the nature and extent of arsenic in well water in the area, specifically in the vicinity of Wood School. Groundwater from three aquifers was found, to some extent, to be impacted by arsenic. The overall recommendation of the report is that a public education effort in the Geneva Lake area is necessary to alert residents, well drillers, and real estate developers to the need to test for arsenic in well water. Although this report was completed in 2000, the issues presented should be monitored over the planning period.

The Southeastern Wisconsin Regional Planning Commission, in Technical Report No. 37, Groundwater Resources of Southeastern Wisconsin, identifies the hydrogeology of southeastern Wisconsin, and numerous sources of contamination to well water supplies. In addition, due to increases in rural development and private wells, coordinated regional water resource management is needed to satisfy future water demands in the region. The Town of Linn and the Linn Sanitary District should continue to keep informed of available groundwater supplies and the impacts rural development will have on its quality and quantity.

5.12 Air Quality

In order to evaluate the quality of the air and to protect the public health, a series of National Ambient Air Quality Standards (NAAQS) has been developed by the U.S. Environmental Protection Agency (EPA) as established in section 109 of the Clean Air Act. According to Wisconsin 1997 Air Quality Report, published by the Wisconsin Department of Natural Resources, Bureau of Air Management, the air pollutants affecting Wisconsin include sulfur dioxide, suspended particulate matter, carbon monoxide, ozone, oxides of nitrogen, lead, sulfates and nitrates. According to EPA listings of non-attainment areas, Walworth County is considered an attainment area, which is an area that meets NAAQS defined in the Federal Clean Air Act. There is a continuous air quality monitoring station located in the City of Lake Geneva.

5.13 Environmental Corridors/Sensitive Areas

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) has identified environmental corridors within Walworth County and developed a policy that development be limited or avoided whenever possible in these areas.

Under the regional planning program seven elements of the natural resource base have been considered essential to the maintenance of the ecological balance, natural beauty, and overall quality of life in Southeastern Wisconsin: 1) rivers, streams, lakes, and associated shorelands and floodplains; 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 other features which are closely linked to the above named features and thus delineated including: 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 and critical species habitat sites.

The delineation of these 12 features on maps results, in most cases, in an essentially linear pattern or corridor. Within the Town of Linn, primary environmental corridors are generally found around the Geneva Lake drainage area. Secondary environmental corridors within the town are generally found along creeks and streams.

5.14 Threatened and Endangered Species

The Wisconsin Department of Natural Resources (WDNR) lists species as “endangered” when the continued existence of that species as a viable component of the state’s wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. “Threatened” species are listed when it appears likely, based on scientific evidence, that the species may become endangered within the foreseeable future. The WDNR also lists species of “special concern” of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Within Walworth County there are a number of endangered, threatened and special concern species including plants, birds, insects and fish. There are 10 plant species, three fish species, two reptiles and one insect species identified as endangered within the county. Development proposals should be forwarded to the WDNR to evaluate the presence of any threatened or endangered species.

5.15 Wildlife Habitat, State Natural Areas, and Wisconsin’s Land Legacy Study

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. Walworth County and the Town of Linn landscape provides habitat for a variety of plants, birds, mammals, amphibians, reptiles, and fish.

Throughout Wisconsin, the WDNR identifies State Natural Areas as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. There are four State Natural Areas in Walworth County including Beulah Bog, Lulu Lake, the Clifford F. Messinger Dry Prairie and Savanna Preserve, and Bluff Creek Springs, Fens, and Oak Woods.

The WDNR is conducting a study of places that will be important in meeting conservation and recreation needs for the next 50 years. The Land Legacy Study is attempting to identify places

that may be crucial in meeting conservation and recreation needs in the future. The purpose of the study is to identify those places that may be the most effective at meeting this need. In addition, of the places that are identified, the study hopes to determine which are the highest priority to protect and why. Four areas were identified as being located within, or partially within, Walworth County. However, none of these areas are located within the Town of Linn.

Class I, II and III wildlife habitats consist of areas located outside natural areas, which are important for their ability to support endangered, threatened or rare plant or animal species.

5.16 Regional Natural Areas

The Southeastern Wisconsin Regional Planning Commission identified two natural areas of local significance in the Town of Linn. These areas were identified in the Walworth County Land Use Plan and include:

- ♦ Wychwood, T1N, R17E, Sections 2, 3 and 4
A large tract of dry-mesic hardwoods occupying a terminal moraine on the north side of Geneva Lake.
- ♦ Peninsula Woods, T1N, R17E, Sections 5 and 6
Dry-mesic hardwood stand on the north side of Geneva Lake. Contains American Gromwell, a state-designated special concern species.

5.17 Historic and Cultural Resources

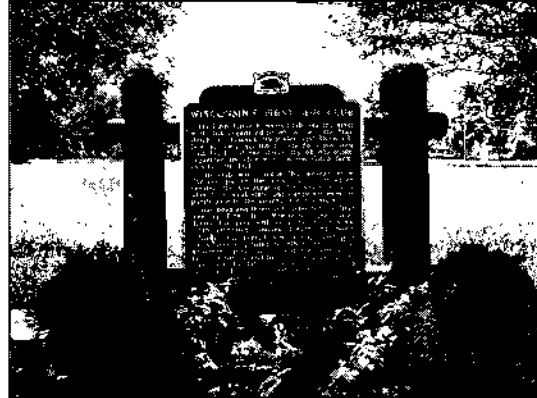
Preserving important aspects of the Town of Linn's past can have a number of direct and indirect benefits. Such benefits include, but are not limited to: fostering community pride, maintaining distinct community character; promoting tourism; stabilizing and often increasing property or real estate values, recycling or rehabilitation of a historic or cultural resource which often costs less than a new resource.

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

According to the National and State Register, there are four sites listed within the Town of Linn including:

- ◆ Black Point, 580 S. Lake Shore Drive (Pier 580), listed in the State and National Register in 1994, Queen Anne style home, period of significance identified as from 1875 to 1899. According to the Geneva Lake Intensive Survey Architectural-Historical Report, the barns of Black Point are significant due to their gray shake cladding and because there are two of them.
- ◆ Bonnie Brac, 78 Snake Road, listed in the State and National Register in 1986, it is identified as a Queen Anne, shingle style. According to the Geneva Lake Intensive Survey Architectural-Historical Report, it was most likely built by Martin Ryerson in 1897. Now converted into a dwelling, it retains the gambrel roof, applied half-timber detailing and round stone silo.
- ◆ The organization of the first 4-H club in the state took place in the town in 1914. A historical marker is located on Hwy. BB.
- ◆ Lake Geneva Country Club, located at south Lake Shore Drive Pier 710, was the first golf course in the State of Wisconsin. In 1895 a five-hole course was first laid out. Additional land was purchased and a clubhouse was built in 1896. This clubhouse was destroyed by fire in 1915 and re-built.



Historical Marker – Wisconsin's First 4-H Club

The Wisconsin Architecture & History Inventory (AHI), provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures and objects that illustrate Wisconsin's unique history. Most properties listed are privately owned. Listed properties convey no special status, rights or benefits. Within the Town of Linn, a total of 434 records were listed in the AHI.

Between July of 1984 and July 1985 a survey was conducted of architectural and historic features within the Geneva Lake area was conducted. The resulting report, Geneva Lake Intensive Survey Architectural-Historical Report, comprehensively describes the historical, commercial, and cultural development of the area. There are a number of structures, developments, or significant features that were identified within this report that may not be listed on federal or state historic registers, however are significant to the cultural aspects and heritage of the Town of Linn. The report identified four potential historic districts, including:

- ◆ Snake Road Historic District
- ◆ Elgin Club Historic District
- ◆ The Chicago Club Historic District
- ◆ Lake Geneva Club Historic District

The identification of existing historical and cultural resources is an important consideration in all town planning efforts. These areas help define the community's physical look and character. The Geneva Lake Intensive Survey Architectural-Historical Report was an important step in documenting the historical and cultural resources of the area. Sometime within the planning period, the town should consider developing an update to this report or conducting a new historical/cultural resources survey. Due to changing local conditions and the importance of having such sites documented, a survey should be conducted every 15-20 years.

In addition, the Wisconsin Historical Society had record of a possible Euro-American cemetery, and three different mound groups as follows:

- ◆ Grout Children Graves – The site lies on an east-west fence line 22 meters west of the centerline of the Willow Road-West Side Road intersection. Three footing stones and a dolomite obelisk are stacked beneath a mature sugar maple tree on the fence line. The Esmond's land abstract states that Almun Grout homesteaded the property in 1848. His son and twin daughters are presumed to have been buried nearby, sometime after 1848. The exact location of the burial site is unknown.
- ◆ Otto Young – The site is located in the Birches Subdivision. The site consists of four possible Indian Mounds, greatly disturbed and mutilated.
- ◆ Kaye – The site is near the Northwestern Military and Naval Academy. The site consists of a campsite and a mound.
- ◆ Northwestern Military and Naval Academy Mound Group – Greatly disturbed, the mounds are on the northeastern corner of the former academy property, within 5 feet of the shoreline.

Human burials are protected by Wis. Stats. 157.70.

Legal Basis and Tools for Historical and Cultural Resource Protection

Town governments in Wisconsin have the authority to preserve their historical heritage. The authority in state statutes for towns to do so is contained in section 60.64 of Wisconsin Statutes. The statute states, in part, that "The town board, in the exercise of its zoning and police powers...may regulate any place, structure, or object with a special character, historic interest, aesthetic interest, or other significant value, for the purpose of preserving the place, structure, or object and its significant characteristics." The statute also gives the town board the authority to "create a landmarks commission to designate historic landmarks and establish historic districts." The town should consider the development of a landmarks commission or further duties for the planning commission related to historical and cultural sites due to the large number of sites located within the town. The town should also consider the development of a historic preservation ordinance if the town determines that it would like to take a more active role in preservation.

The Town of Linn has three sites listed in the State and National Register. Having sites listed in either register is an important tool for identifying properties, promoting their preservation and educating the community about their significance. Over the planning period, the town should review the sites listed in the State Historical Society's Architecture & History Inventory (AHI) for possible consideration for designation in the State or National Register. For further information on the process, the State Historical Society of Wisconsin should be contacted.

5.18 Agricultural, Natural, and Cultural Resources Goals and Objectives

Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). Goals are value-based statements that are not necessarily measurable. They represent an end to be sought, although some may never be fully realized.

Objectives

Objectives are narrower than goals and are measurable statements of desired ends. The accomplishment of objectives contributes to fulfillment of the goal. Objectives are attained through the comprehensive plan's policies, recommendations, programs, and implementation strategies.

Goal: *Maintain, preserve, and enhance the town's agricultural, natural, and cultural resources and overall rural character.*

Supporting Objectives

1. Direct growth away from environmentally sensitive areas and increase protection of wetlands, floodplains, drainage ways, wildlife habitats, steep slopes, and other similar environmentally significant areas.
2. Improve the water quality in Geneva Lake as a prime resource in the Town of Linn.
3. Prevent development that could pose a hazard to ground or surface water quality or quantity.
4. Preserve farmland in large blocks to provide for efficient farm sizes, free from incompatible uses.
5. Prevent the parceling off of agricultural land which would break up farm operations.
6. Hobby farm or horse farm development should be used as buffers around existing development or where traditional farming practices are no longer practical.
7. Recognize the value of large, continuous environmental areas when making decisions on development sites.

8. Provide equal protection for environmental features in rural and developed portions of the town.
9. Seek to acquire land for preservation of natural resources.
10. Follow the recommendations of the Geneva Lake Area Intensive Survey of Historic and Architectural Resources.
11. Encourage additional field surveys of town lands for critical resources.

5.19 Agricultural, Natural, and Cultural Resources Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of goals and objectives. Policies that direct action using words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the Town of Linn Comprehensive Plan. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

Agricultural Land

- ◆ Extensive areas of the town shall be designated and maintained for exclusive agricultural use.

Efficient farming practices require large tracts of land, free from encroachment of residential and other incompatible uses. This is necessary to provide for protection of agricultural investments, maintain workable field sizes, allow for consolidation of farms, and most importantly, keep land available for agricultural use.

Areas designated for exclusive agricultural use include land, which has prime agricultural soils, a history of farming, and relatively little development. Primary agricultural areas include the southeast section of the town (south and east of North Branch Nippersink Creek), and the rest of the town outside of the Geneva Lake Watershed.

Environmental Corridors

- ◆ All development proposals and rezoning requests shall be reviewed for effects on environmental corridors.

Environmental corridors which lie within the Residential and Residential Conservation Subdivisions Districts should not be developed at a density greater than one residential unit per five acres, unless previously zoned for greater density. If possible, development shall be located outside of the corridors. Development within a corridor shall not have an adverse effect on the resources to be protected.

Wetlands

- ◆ Lands classified as wetlands on Wisconsin Wetland Inventory Maps should be protected from development to preserve the significant natural functions wetlands provide.
- ◆ Wetlands should be maintained in a natural state where possible. Further conversion to agricultural use should be discouraged, as should potential conversion to recreational uses.
- ◆ The town should require a sufficient setback from wetland edges for the purpose of grading, paving, and development. The setback buffer shall be kept in a natural vegetation.
- ◆ Wetlands should not be disrupted for use as storm water detention or retention basins for future development. Where wetlands are used as a receiving point for runoff, the runoff should be controlled so as to not disrupt the functioning of the wetland.
- ◆ The town should work with neighboring communities to provide equal protection for wetlands throughout the area, particularly in sites of future development. Any agreements with other units of government should eliminate the incentive to annex land from Linn in order to take advantage of lower environmental protection standards.

Floodplains

- ◆ Lands within the 100-year flood plain as shown on Flood Insurance Rate Maps should be protected from development to avoid damage to private and public property and protect the health, safety, and welfare of the community.

Water Resources

- ◆ Waterways, drainage channels, lakes, ponds, and surface water should be protected from disturbance to prevent degradation of water quality and siltation. Stream bank management, erosion control, proper agricultural practices, stormwater management, and the use of natural buffer strips along water bodies are appropriate practices.
- ◆ The town should seek to implement the policies of the Water Quality Management Plan for Geneva Lake.
- ◆ The town should require the use of open space concepts for new development in the town to maximize the availability of infiltration and reduce runoff.
- ◆ Plans for new development within the Geneva Lake Watershed should include storm water management practices.
- ◆ Ground water quality and quantity should be protected through regulation of potential sources of contamination.

Woodlands

- ◆ New development shall not result in the removal of more than 30% of an existing woodlot, nor in the clear cutting of trees for more than a required development site.
- ◆ New development shall reforest or replant trees on site or on adjoining property equivalent to the area cleared for development.
- ◆ Any woodlands used for commercial harvest or timber should be managed for highest quality and sustained yields of desirable species, and timbered according to Silviculture and Forest Aesthetics Handbook practices.

Historical and Cultural Resources

- ◆ An inventory of historically significant and archaeological sites will be maintained to ensure that they are accurately identified to promote and target preservation and rehabilitation efforts.
- ◆ All new development proposals should consider potential impacts to historical and archaeological sites.
- ◆ Incentives may be considered by the town for developments that promote town culture by reusing or enhancing locally significant sites and structures.

5.20 Low Impact Development (LID)

The following is a summary that describes the concept of low impact development (LID). This concept should be utilized to further enhance the implementation of the town's goals, objectives and policies. In particular, LID strategies are most applicable when the town reviews proposed subdivisions within the Geneva Lake watershed.

What is Low Impact Development (LID)?

A new and innovative, ecosystem based approach to stormwater management and regulatory compliance. The LID concept was developed in Prince George's County, MD when traditional stormwater management approaches failed to meet water quality goals and maintenance costs were excessive.

What is the existing view on stormwater management?

In general, the current way of thinking about stormwater management is that:

- ◆ Rain is dealt with as a "problem" to be managed.
- ◆ Costly infrastructure (curb and gutter, storm sewer, detention ponds, etc...) needs to be installed to manage the problem.
- ◆ Resulting in point source pollution to rivers, streams and wetlands.

What is on the horizon for stormwater management?

- ◆ Rain is viewed as a valuable resource necessary for restoring the natural hydrological

cycle.

- ◆ Rather than install costly infrastructure, each site is designed to protect, or restore, the natural hydrology of the site.
- ◆ Green infrastructure (environmental corridors) eliminates point source pollution and minimizes the possibility of non-point source pollution.

A quick note about wetlands.

Historically, wetlands have been mismanaged and mistreated. Drain it, fill it, or pave it was the old motto.

More recently, wetlands have been viewed as important wildlife habitat areas, but also have been targeted for the processing of stormwater. This is consistent with the existing view of stormwater management - get rid of the water as quickly as possible, discharge to an "appropriate" area.

An ecological based view of wetlands tells us that the filtering and recharge of groundwater actually takes place everywhere else, with eventual discharge at wetland areas (like the overflow on a radiator).

What is the primary goal of LID?

Design each development site to protect, or restore, the natural hydrology of the site so that the overall integrity of the watershed is protected. This is done by creating a "hydrologically" functional landscape. Or develop a "customized" design to meet targeted watershed goals.

Basic LID Principles

Conserve natural areas

- ◆ Conservation of drainage areas, trees and vegetation
- ◆ Land use and watershed planning (stream and wetland buffers)

Minimize development impacts

- ◆ Reduce storm pipes, curbs and gutters
- ◆ Cluster buildings and reduce building footprints
- ◆ Reduce road widths
- ◆ Limit lot disturbance and impervious surfaces

Maintain site runoff rate

- ◆ Maintain natural flow paths
- ◆ Use open drainage, disperse drainage and maximize sheet flow
- ◆ Save headwater areas

Use integrated management practices (IMP's)

- ◆ Small scale stormwater controls distributed throughout the site
- ◆ Disconnectivity, open swales, rain gardens, natural landscaping, sand filters, porous pavement, rain barrels, bioretention and other low impact methods.



Lake Connections

Low Impact Development (LID) integrates Conservation Design (CD), Better Site Design (BSD) and Integrated Management Practices (IMP's).

$$\text{CD} + \text{BSD} + \text{IMP's} = \text{LID}$$

LID strategies should be integrated into the design of all subdivision developments in the Town of Linn.

5.21 Agricultural, Natural and Cultural Resources Programs

Land and Water Resource Management Plan

This program sets forth a long-range strategy to target Land Conservation Department activities, staff, and financial resources and is funded in part by a grant from the Wisconsin Department of Agriculture, Trade, and Consumer Protection. It also provides funding on a county-wide basis for Best Management Practices to be installed to protect the diverse and unique natural resource base.

Transect Survey

Valuable information is gathered on a yearly basis to help demonstrate the reduction of soil erosion in the county. The survey serves as a monitoring tool to determine compliance with statutory soil erosion goals, performance standards, local trends, and progress toward activities in county land and water resource management plans. Each year approximately 740 sites are surveyed and data is sent to Purdue University to be incorporated into a national database.

Farm Stewardship

Land Conservation staff also provide assistance to landowners and farm operators to plan and implement conservation measures including animal waste storage, nutrient and pest management, various soil saving tillage practices, conservation cropping, structural, and other best management practices.

Walworth County Lake Protection Program

In the Fall of 1999, Walworth County was awarded a \$200,000 State WDNR Lake Protection Grant to carry out a five year Lake Protection Program for Walworth County's 36 lakes. This was the first county-wide comprehensive lake protection program funded in the state of Wisconsin to assist lake residents and land management organizations. With this state-supported grant, the Walworth County Land Conservation Department was given the unique opportunity to hire a full-time natural resource professional dedicated to assist lake residents and lake

management organizations to protect water quality, improve recreational use, and establish near shore habitat on lakes within Walworth County and the Fox River Basin.

Land Legacy Study

The Department of Natural Resources is conducting a study of places that will be important in meeting conservation and recreation needs for the next 150 years. Of the places that are identified, the study hopes to determine which are the highest priority to protect and why. This study will identify the general locations of these areas, describe the natural features, characteristics, and recreational opportunities that make them worthy of protection, and recommend priorities. For further information on the study and to view a listing of places the staff have identified as being important in the future, visit the WDNR web-site.

DNR Lake Protection and Lake Planning Grants

Funds are available to collect and analyze information needed to protect and restore lakes and their watersheds. Types of projects include physical, chemical, biological, and sociological data collection, water quality assessment, and watershed evaluation including county-wide or regional initiatives. Funds are also available to protect and improve the water quality of lakes and their ecosystems. Grants are available for purchasing land or easements, restoration of wetlands, development of local regulations to protect water quality, lake improvement activities called for in a Department approved plan, and countywide lake classification.

Non-Point Pollution Abatement Program

Funds are available to improve water quality by limiting or ending sources of non-point source (run-off) water pollution by providing financial and technical assistance to landowners, land operators, municipalities, and other governmental units. Governmental units within designated priority watersheds and priority lakes are eligible to apply. Eligible projects are watersheds and lakes where: 1) the water quality improvement or protection will be great in relation to funds expended; 2) the installation of best management practices is feasible to abate water pollution caused by non-point source pollution; and 3) the local governmental units and agencies involved are willing to carry out program responsibilities. Efforts are focused statewide in critical watersheds and lakes where non-point source related water quality problems are most severe and control is most feasible. Rural landowners and land operators located in selected priority watersheds and priority lakes can contact their county land conservation departments to explain the program and have the landowner/land operator sign for cost sharing best management practices. Non-rural landowners and land operators can contact their municipal government offices. A watershed or lake project normally has a 10-12 year time frame: two years for planning and eight to 10 years to implement best management practices. Contact the WDNR Regional Environmental Grant Specialist for further information.

Stewardship Grants for Nonprofit Conservation Organizations

Funds are available for the acquisition of land or easements for conservation purposes, and for restoration of wildlife habitat. Nonprofit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, rare and endangered habitats and species, acquisition of stream corridors,

acquisition of land for state trails including the Ice Age Trail and North Country Trail and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. Contact the WDNR for further information.

Wisconsin Farmland Preservation Program

Its purpose is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provide tax relief to participating farmers. Farmers qualify if their land is zoned exclusive agriculture or if they sign an agreement to use their land exclusively for agricultural purposes. Landowner must own 35 acres or more, and produce gross farm profits of \$6,000 in the previous year. Public access is not required. Contact: Walworth County Land Use and Resource Management Department or Wisconsin Department of Agriculture.

Wetlands Reserve Program (WRP)

Its purpose is to restore wetlands previously altered for agricultural use. Its goal is wetland restoration and wildlife habitat establishment. Land which has been owned for one year and can be restored to wetland conditions is eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pay 75% cost share only. Permanent or 30-year easements are recorded with the property deed. A 10-year contract is not recorded with the deed. Public access not required. Contact: USDA Natural Resources Conservation Service.

Conservation Reserve Enhancement Program (CREP)

The purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. The landowner sets aside cropland and receives annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Continuous sign up is open for buffers, waterways and environmental practices. Periodic sign ups are announced throughout the year for other practices. Ten year or 15 year contracts are available if planting hardwood trees. Contracts are transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or Walworth County Land Use and Resource Management Department.

Wisconsin Historical Society, Office of Preservation Planning (OPP)

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property, the OPP can assist.

Wisconsin's Historical Markers Program

For almost 50 years, Wisconsin's State Historical Markers program has been identified both important small incidents and monumental events that form the state's past. Placed on the very site where significant events occurred, markers evoke an immediacy of the past that no history book can provide. The Society's Division of Historic Preservation administers the Wisconsin Historical Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. Applications are available at www.wisconsinhistory.org/histbuild/markers/apply.

National Trust for Historic Preservation, Preservation Services Fund

Grants from this fund of the National Trust for Historic Preservation are designed to encourage preservation at the local level by providing seed money for preservation projects. These grants help stimulate public discussion, enable local groups to gain the technical expertise needed for particular projects, and encourage financial participation by the private sector. PSF award applicants must be a non-profit organization or public agency capable of matching the grant amount dollar-for-dollar. The grant range is from \$500 to \$5,000.

Wisconsin Historical Preservation Tax Credits

One of the benefits of owning a historic property in Wisconsin is the ability to participate in federal and state income tax incentives programs for rehabilitation of historic properties. There are currently three programs available to owners of properties that are either listed in, or determined to be eligible for listing in, the state or national registers of historic places. The three programs are:

1. Federal 20% Historic Rehabilitation Credit
2. Wisconsin 5% Supplement to Federal Historic Rehabilitation Credit
3. Wisconsin 25% Historic Rehabilitation Credit

The State Historical Society of Wisconsin, Division of Historic Preservation should be contacted for further information.

6. Economic Development

This section contains an inventory and analysis of the economic characteristics in the Town of Linn. It is intended that this element will provide insight into the town's current economic situation, while providing direction for the town to help achieve its economic potential.

6.1 Labor Force and Employment Status

Civilian Labor Force

The civilian labor force consists of individuals age 16 and over who are currently employed or seeking employment, excluding persons in the armed forces. Shifts in age and gender characteristics of residents, changing employment opportunities, and the health of the economy can all cause fluctuations in the number of persons in the labor force. Table 6-1 identifies the employment status of both males and females over the age of 16 within the town.

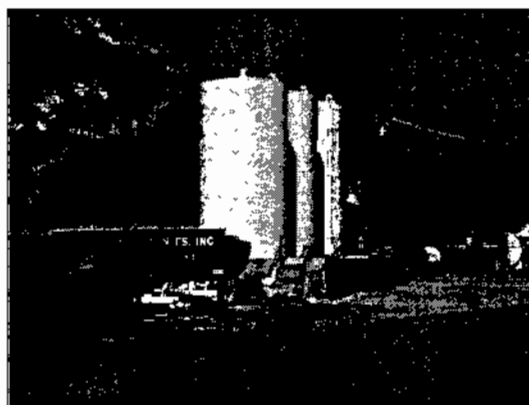
Table 6-1
Employment Status of Workers Age 16 and Over
Town of Linn
2000

Employment Status	Male	Female
Civilian	638	456
Employed	609	442
Unemployed	29	14

Source: U.S. Bureau of the Census, 2000.

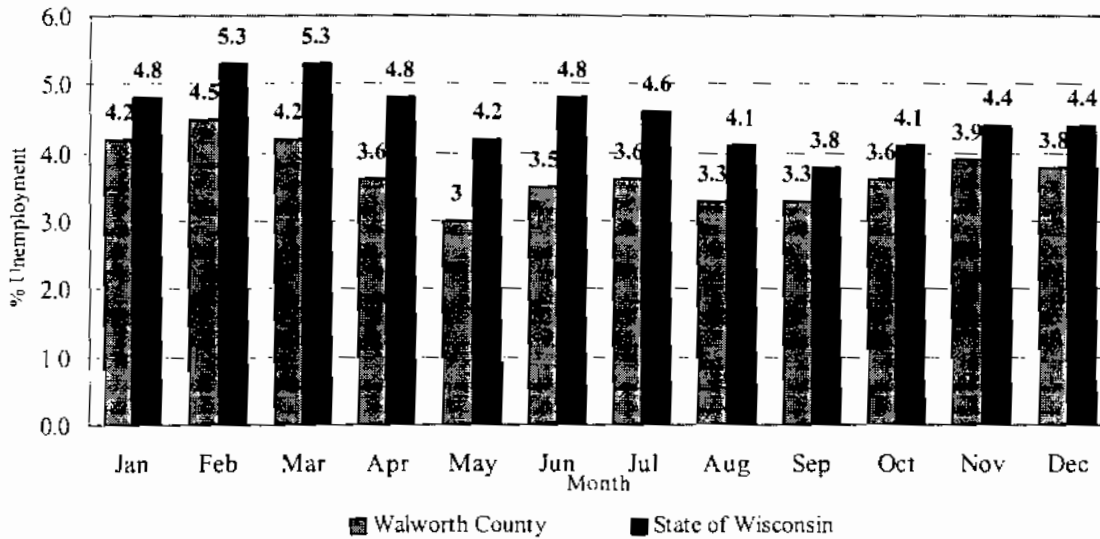
Unemployment Rate

Figure 6-1 displays the unemployment rates for Walworth County and the State of Wisconsin for each month in 2001. Walworth County consistently had a lower unemployment rate than the state throughout 2001.



An agricultural support business in the Town of Linn.

**Figure 6-1
Monthly Unemployment Rates
Walworth County
2001**



Source: Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, 2001.

Educational Attainment

The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well-being of a community. Approximately 92% of persons age 25 year and over in the town have attained a high school diploma or had some post-secondary education. Approximately 35% have a bachelor's degree or higher (Table 6-2).

**Table 6-2
Educational Attainment of Persons 25 Years and Over
Town of Linn and Walworth County
2000**

Attainment Level	Town of Linn		Walworth County	
	Number	% of Total	Number	% of Total
Less than 9th Grade	35	2.3%	3,049	5.2%
9th to 12th Grade, No Diploma	86	5.8%	6,155	10.6%
High School Graduate, Includes Equivalency	377	25.3%	19,459	33.5%
Some College, No Degree	376	25.2%	12,857	22.1%
Associate Degree	93	6.2%	3,961	6.8%
Bachelor's Degree	360	24.2%	8,694	15.0%
Graduate or Professional Degree	163	10.9%	3,978	6.8%
Total Persons 25 Years and Over	1,490	100.0%	58,153	100.0%

Source: U.S. Bureau of the Census, 2000.

Income

Table 6-3 indicates the median household income in the town as \$54,213. The highest percentage, 23.7%, had a household income between \$50,000 and \$74,999.

Table 6-3
Household Income
Town of Linn
Income in 1999

Income	Amount	% of Total
Less than \$10,000	55	6.5%
\$10,000 to \$14,999	40	4.7%
\$15,000 to \$24,999	67	7.9%
\$25,000 to \$34,999	86	10.1%
\$35,000 to \$49,999	136	16.0%
\$50,000 to \$74,999	202	23.7%
\$75,000 to \$99,999	99	11.6%
\$100,000 to \$149,999	76	8.9%
\$150,000 to \$199,999	36	4.2%
\$200,000 or more	54	6.3%
Total households	851	100.0%
Median household income	\$54,213	

Source: U.S. Bureau of the Census, 2000.

Travel Time to Work

For most of the population, the location of their homes depends on the location of their work. Knowing the amount of time people are willing to travel to work can serve as an indicator for the future location of housing and economic development.

Table 6-4 displays the travel time to work for the Town of Linn in 1990. The majority of residents, 35.9%, had a 10 to 19 minute trip to work.

Table 6-4
Travel Time to Work
Town of Linn
1990

	Number	% of Total
Less than 10 Minutes	176	15.9%
10 to 19 Minutes	397	35.9%
20 to 29 Minutes	184	16.6%
30 to 39 Minutes	89	8.0%
40 to 59 Minutes	58	5.2%
60 or More Minutes	82	7.4%
Worked at Home	120	10.9%
Total	1,106	100.0%

Source: U.S. Bureau of the Census, 1990, STF 3. Data only includes workers age 16 and over.

6.2 Economic Base Analysis

Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to a shift from an industrial-based to an information-based society and an aging population.

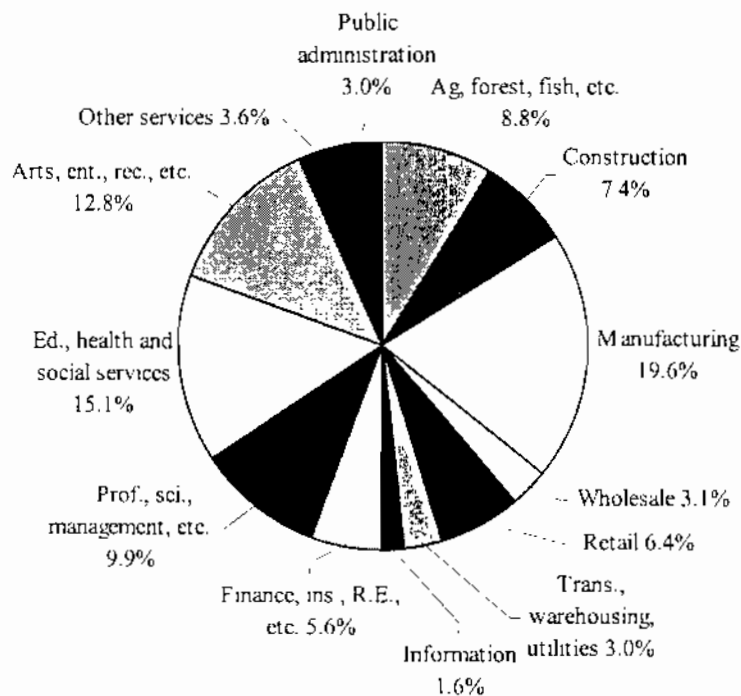
Table 6-6 displays the number and percent of employed persons by industry group in the Town of Linn and Walworth County. The greatest percentage of employment was found in the manufacturing sector of the Linn economy, with 19.6% of total employment. Educational, health and social services had the second greatest amount of employment, 15.1%. The employment trends found in Linn are very similar to those found countywide. Figure 6-2 displays the percentage of employment within each economic division for Linn.

Table 6-5
Employed Persons by Industrial Sector
Town of Linn and Walworth County
2000

Economic Division	Town of Linn		Walworth County	
	Number	% of Total	Number	% of Total
Agriculture, forestry, fishing and hunting, and mining	92	8.8%	1,218	2.5%
Construction	78	7.4%	3,562	7.3%
Manufacturing	206	19.6%	12,304	25.0%
Wholesale trade	33	3.1%	1,445	2.9%
Retail trade	67	6.4%	5,482	11.2%
Transportation and warehousing, and utilities	32	3.0%	2,176	4.4%
Information	17	1.6%	898	1.8%
Finance, insurance, real estate, and rental and leasing	59	5.6%	1,960	4.0%
Professional, scientific, management, administrative, and waste management services	104	9.9%	3,069	6.2%
Educational, health and social services	159	15.1%	9,202	18.7%
Arts, entertainment, recreation, accommodation and food services	135	12.8%	5,002	10.2%
Other services (except public administration)	38	3.6%	1,554	3.2%
Public administration	31	3.0%	1,256	2.6%
Total	1,051	100.0%	49,128	100.0%

Source: U.S. Bureau of the Census, 2000.

**Figure 6-2
Percentage of Employment by Industry
Town of Linn
2000**



Source: U.S. Bureau of the Census, 2000.

Commuting Patterns

Commuting patterns of an area are an indication of the employment opportunities available within an area and the tradeoffs that people are willing to make in order to live in a particular place. If there is a sufficient and diversified employment base within the county or the town then the need to commute to other areas will be reduced. The economic health of a community is also dependent upon the qualifications of its workforce, therefore, reducing the leakage of valuable human resources to other areas and attracting needed qualified labor will strengthen the local economy. Table 6-6 displays the commuting patterns found in Walworth County for 1990.

**Table 6-6
Commuting Patterns
Walworth County
1990**

Area	Commute Into	Commute From	Net Commute
Dane County	262	303	41
Illinois	3,428	786	-2,642
Jefferson County	657	1,456	799
Kenosha County	485	427	-58
Milwaukee County	1,701	352	-1,349
Racine County	1,488	1,056	-432
Rock County	896	1,800	904
Waukesha County	1,765	751	-1,014
Elsewhere	392	362	-30
Total	10,682	6,931	-3,751
Work within Walworth County	26,703		

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Information. Wisconsin Commuting Patterns, 1994.

Overall, more people commuted out of the county than commuted into the county in 1990. Illinois, Milwaukee County, and Waukesha County were the areas where far more commuted into than commuted from. The commuting patterns for the county may indicate that although the county does offer employment opportunities, a more significant number may be found in neighboring areas. However, this may also indicate that people are willing to make a commute because they prefer to live in Walworth County.

Location Quotient Economic Base Analysis

The future of Linn requires an understanding of the local and county economies. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms (like logging or mining) are usually considered to be basic sector firms because their success depends largely upon non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

Location Quotient Analysis

The Location Quotient analysis technique compares the Walworth County economy to the United States. This is calculated by taking Walworth County employment within a certain industry in a given year and dividing it by the Walworth County total employment for the same

year. The total is then divided by the result of taking the United States employment in the same industry in the given year divided by the total United States employment for the same year. The result will be one of the following:

- ◆ If the Location Quotient (LQ) is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service.
- ◆ An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service. Therefore, all of this employment is also considered non-basic because none of these goods or services are exported to non-local areas.
- ◆ An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

Table 6-7
Walworth County Employment Analysis
1989 and 1999

Economic Division	1989 Employment	% of Total	1999 Employment	% of Total	% Change 1989-99	LQ 1989	LQ 1999
Ag/For/Fish	422	1.4%	(D)	NA	NA	1.1	NA
Mining	50	0.2%	(D)	NA	NA	0.2	NA
Construction	2,082	6.7%	3,105	7.2%	49.1%	1	1.1
Manufacturing	8,117	26.1%	11,109	25.9%	36.9%	1.5	1.9
Trans./Utility	1,197	3.9%	1,959	4.6%	63.7%	0.7	0.8
Wholesale	1,374	4.4%	1,821	4.3%	32.5%	0.7	0.8
Retail	7,427	23.9%	9,189	21.5%	23.7%	1.2	1.1
Fin/Ins/R.E.	1,706	5.5%	2,550	6.0%	49.5%	0.6	0.6
Services	8,703	28.0%	13,098	30.6%	50.5%	0.9	0.8
Total	31,078	100.0%	42,831	100.0%	37.8%	1.0	1.0

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data. (D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

Basic Employment-Export Base

There are three areas within the 1999 Walworth County economy, which can be considered basic employment areas: construction, manufacturing, and retail trade. These three areas produce more goods and services than the county economy can use. Also, when Location Quotient increase over time, this suggests that the Walworth County economy is getting closer to reaching and exceeding local demand. Having basic employment suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they're dependent more on non-local economies. Having strong basic sector employment and industry within the county will strengthen the county's economy as well as the economies of municipalities within the county.

Non-Basic Employment

All of the remaining economic divisions are considered non-basic employment sectors. These areas are not meeting local demand for a given good or service. There are currently no 1999 Location Quotients that are equal to one, however some are very close. A Location Quotient equal to one would suggest that local demand is being met and services are not being exported. Overall, the Walworth County economy appears strong with employment increasing in all sectors of the economy.

Tourism

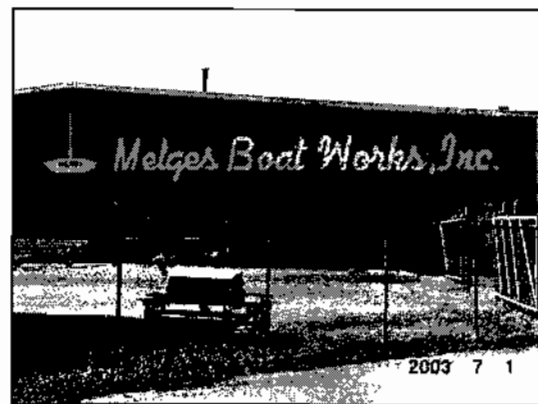
The Wisconsin Department of Tourism annually reports on the economic impact of expenditures by travelers in Wisconsin. According to the report, year 2000 traveler expenditures in Walworth County ranked seventh in the state. Expenditures were approximately \$296,407,991, which was a 12.2% increase from the previous year.

Tourism and spending in the City of Lake Geneva and surrounding areas influences the Town of Linn's economy. While summer is always the busiest season, tourists flock to the area during all seasons to enjoy the lake, stay at area hotels and bed and breakfasts, shop, use recreation trails, dine at area restaurants, and visit art galleries.

Many of the businesses in the Town of Linn can be associated with lake activities, residential development, farming, and tourism.

The following list is not all-inclusive and is intended to provide examples of the types of local business in the Town of Linn:

- ◆ Papa Cory's
- ◆ The Geneva Inn
- ◆ Woodhill Farms Nursery and Landscape
- ◆ Jr's Joynt Storage (boats)
- ◆ Lake Geneva Veterinary Clinic
- ◆ Zenda Tap
- ◆ Melge's Boat Works
- ◆ Pier Docktors
- ◆ Northern Farm Service, Inc.
- ◆ Northern Sails
- ◆ Sheldon Landscape
- ◆ Froh Landscape Maintenance and Construction
- ◆ Chuck's Welding
- ◆ The Pier Country Store
- ◆ Lakes Brick and Block



Light industrial development in Zenda.

Employment Forecasts

During January 2001, the Wisconsin Department of Workforce Development (WDWD) released a publication titled Wisconsin Projections, 1998-2008. This publication makes economic projections for the state regarding the labor force, industries, and occupations.

The town has employment patterns that are similar to the state and it is expected that during the next several years. Wisconsin's population is projected to grow slower and older than the nation as a whole, therefore leading to lower participation rates in the workforce. Wisconsin is also having difficulty attracting international immigrants, domestic migrants, and retaining its own citizens. Wisconsin will continue to face the challenge of filling job openings. The five industries that are projected to add the most jobs from 1998-2008 are business services, health services, educational services, social services and miscellaneous retail stores. The top five occupations in Wisconsin with the greatest expected job openings for 1998-2008 are cashiers, retail salespersons, waiters and waitresses, general office clerks, and general managers/top executives.

6.3 Desired Economic Development

During the Public Participation Workshop completed as part of the Phase I, "Plan for Planning" process, participants were asked a series of questions regarding economic development in the Town of Linn. Results indicated that respondents felt that future development should come in the form of home-based businesses, nursery, landscaping, and lawn care sales and service, medical clinics, equestrian facilities, bed and breakfasts, restaurants/fine dining, seasonal roadside sales of produce, "clean/sustainable" industry, neighborhood service, and veterinary clinics.

Workshop respondents disagreed that new business development should occur in the form of convenience stores, industrial and manufacturing development, general retail, private golf courses and driving ranges, private campgrounds, sand and gravel sales, general contractors, bar and grill establishments, mini storage, office parks, or auto sales and service. There was also very little support for "big box" retail or grocery stores, strip malls, lake resorts, RV camper & boat sale/service, hotels, amusement parks, and any business that the market warrants or will pay for infrastructure costs.

Overall, respondents desire more small business that fits a particular niche as opposed to larger developments, particularly those that tend to be less aesthetically pleasing. Responses also indicate that they prefer a specific type of business within a particular market. For example, restaurants and fine dining was preferred over bar and grill establishments, although they are both types of eating establishments. Bed and breakfast accommodations were also preferred over the general hotel category or over lake resorts.

Workshop participants were also asked questions about farming within the town. Participants agreed that farming is important and should be promoted as a business opportunity, however they also agreed that the agricultural market should determine the fate of farming in the Town of Linn.

More information regarding desired economic development can be found in Appendix C.

6.4 Strengths and Weaknesses Analysis

In general, the Town of Linn has several strengths relative to economic development in the form of tourism, limited amounts of light industrial, and neighborhood commercial development. In addition, community desires have been well documented in two surveys.

Two locations are recommended for commercial and economic development in the Town of Linn. The Zenda Town Center is recommended to accommodate traditional neighborhood commercial development, along with light industrial development. The STH 120/Willow Road intersection is recommended to accommodate a limited amount of highway commercial use. The Town of Linn needs to protect itself from the negative aspects associated with strip commercial development.

Weaknesses relative to commercial development include local residents desire to limit commercial development and the town's inability to provide sewer and water service to commercial and industrial development.

6.5 Environmentally Contaminated Sites for Commercial/Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin. The most commonly listed types of sites are the following:

- ♦ Spills, a discharge of a hazardous substance that may adversely impact, or threaten to adversely impact public health, welfare or the environment. Spills are usually cleaned up quickly.
- ♦ LUST, a Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by DNR and some are reviewed by the Dept. of Commerce.
- ♦ ERP, Environmental Repair Program sites are sites other than LUSTs that have contaminated soil and/or groundwater. Often, these are old historic releases to the environment.

Within the Town of Linn, one LUST and two ERP sites were listed. The LUST site is listed as being on Snake Road and of a high priority. The two ERP sites are listed as a low priority, however, no further information is provided about these sites. All sites listed are currently under private ownership, but their clean-up should be monitored. These sites do not offer significant opportunity for commercial or industrial use.

6.6 Economic Development Goals and Objectives

Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). Goals are value-based statements that are not necessarily measurable. They represent an end to be sought, although some may never be fully realized.

Objectives

Objectives are narrower than goals and are measurable statements of desired ends. The accomplishment of objectives contributes to fulfillment of the goal. Objectives are attained through the comprehensive plan's policies, recommendations, programs, and implementation strategies.

Goal: Encourage development of the local economy consistent with goals and objectives.

Supporting Objectives

1. Support agriculture as a strong component of the local economy which provides the town and the county with revenue at a minimal cost of service.
2. Cluster commercial development in order to minimize land use impacts.
3. Establish design standards for commercial and industrial development in order to minimize the visual impacts of the development.

6.7 Economic Development Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of goals and objectives. Policies that direct action using words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the *Town of Linn Year 2025 Comprehensive Plan*. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

Policies

- Future commercial and industrial development shall be directed to planned commercial areas and address building signage, lighting, service, and land use standards.
- Future highway corridor development shall be clustered around major intersections.
- A linear ("strip") development pattern along highways and major thoroughfares shall be avoided.

7. Intergovernmental Cooperation

Many of the issues within the Town of Linn cross jurisdictional boundaries, affecting more than just the town. This element provides information regarding existing plans or agreements between the Town of Linn and other jurisdictions. In addition, this element identifies existing or potential conflicts, as well as processes to resolve such conflicts relative to joint planning and decision-making between the Town of Linn and other governmental units.

7.1 Inventory of Existing Plans and Agreements

There are currently no formal intergovernmental agreements to which the Town of Linn is party. However, the town does maintain informal agreements with surrounding communities when it concerns road maintenance along the town's border. In addition, a mutual aid agreements governs police, fire, and emergency protection services.

The Town of Linn administers an Extraterritorial Zoning Ordinance with the Villages of Williams Bay and Fontana. Further details are provided in section 7.2.

Geneva Lake Environmental Agency

The Geneva Lake Environmental Agency was formed in the early 1970s by a group of citizens concerned about Geneva Lake's future. The Agency was formed as a shared unit of the local governments of the Towns of Linn and Walworth, the Villages of Fontana and Williams Bay and the City of Lake Geneva. Since 1975, the Agency has operated under a Uniform Resolution and By Laws signed by the sponsoring units of government. The resolution calls for the Agency to study the 5,462 acre Geneva Lake and its 12,800 acre watershed regarding its physical, chemical and biological characteristics, water quality, lake and land use; protective measures, recreation and resource related problems and to make recommendations to protect resources, improve living conditions and foster legislation to accomplish these recommendations. This program is implemented by one full time staff member and a college intern. The Agency is determined to maintain Geneva Lake's resources by protecting, preserving, and enhancing desirable lake and watershed quality.

Geneva Lake Conservancy

The Geneva Lake Conservancy is a non-profit organization dedicated to the preservation of environmentally sensitive lands, open space and the unique character and quality of life of Walworth County, Wisconsin. Working with landowners, government officials and development interests, the Conservancy advocates private and public land use and management decisions that assure responsible growth and protection of natural and historic resources.

During 2003, the Geneva Lake Conservancy completed the Green and Gold Belt Project. The project utilized geographic information system (GIS) technology to identify critical natural areas, open space protection areas, and farmland protection areas. The purpose of the project was to identify future development concerns, and guide land acquisition and conservation easement priorities. The plan identifies several implementation options including conservation easements,

acquisition, neighborhood agreements, conservation subdivisions, easements, purchase of development rights (PDR), and shoreland restoration.

7.2 Intergovernmental Cooperation in Wisconsin

66.0301 - Intergovernmental Cooperation

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, and sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.



The Village of Fontana is located on the southwest shore of Geneva Lake.

66.0307 - Boundary Agreements Pursuant to Approved Cooperative Plan

Under Section 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan; and address the need for safe and affordable housing. The participating communities to the plan must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

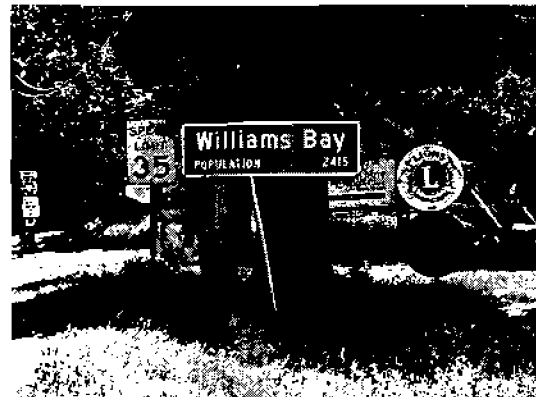
66.0309 - Creation, Organization, Powers and Duties of a Regional Planning Commission

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50% of the population or assessed valuation of the proposed region consent to the creation. Commission members are appointed by either local governments or the governor.

State Statutes require the RPC to perform three major functions:

- Make and adopt a master plan for the physical development of the region.
- If requested by a local unit, report recommendations to that local unit on the location of or acquisition of land for any of the items or facilities which are included in the adopted regional master plan.
- Make an annual report of its activities to the legislative bodies of the local governmental units within the region.

RPC's are also authorized to perform several other functions, however, by law, they serve a strictly advisory role. The Town of Linn is a member of the Southeastern Wisconsin Regional Planning Commission (SEWRPC).



The Village of Williams Bay is one of the town's three incorporated neighbors

Annexation

Wisconsin Statute, 66.021, Annexation of territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of 1 or more tax parcels from a town to a city or village. Cities and villages can not annex property without the consent of landowners as required by the following petition procedures:

- Unanimous Approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
- Notice of Intent to Circulate Petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
- Annexation by Referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

Extraterritorial Zoning

Wisconsin Statute, 62.23(7a), Extraterritorial zoning, allows a first, second or third class city to adopt zoning in town territory, 3 miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits.

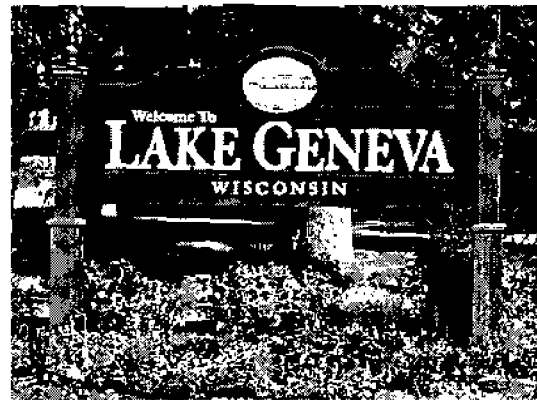
Under extraterritorial zoning authority, a city or village may enact an interim zoning ordinance that freezes existing zoning, or if there is no zoning, existing uses while a plan and regulations are developed. The statute provides that the interim zoning ordinance may be for two years.

A joint extraterritorial zoning committee must be established consisting of three city or village plan commission members and three town members. The city or village plan commission works with the joint committee in preparing the plan and regulations. The joint committee must approve the plan and regulations by majority vote before they take effect.

Extraterritorial Subdivision Review

Wisconsin Statute, 236.10, Approvals necessary, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, extraterritorial zoning requires town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. This helps cities and villages protect land use near its boundaries from conflicting uses outside its limits. Overlapping authority by a city and village is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and village so that not more than one ordinance will apply.



The City of Lake Geneva is a major tourist destination located on the northeast shore of Geneva Lake.

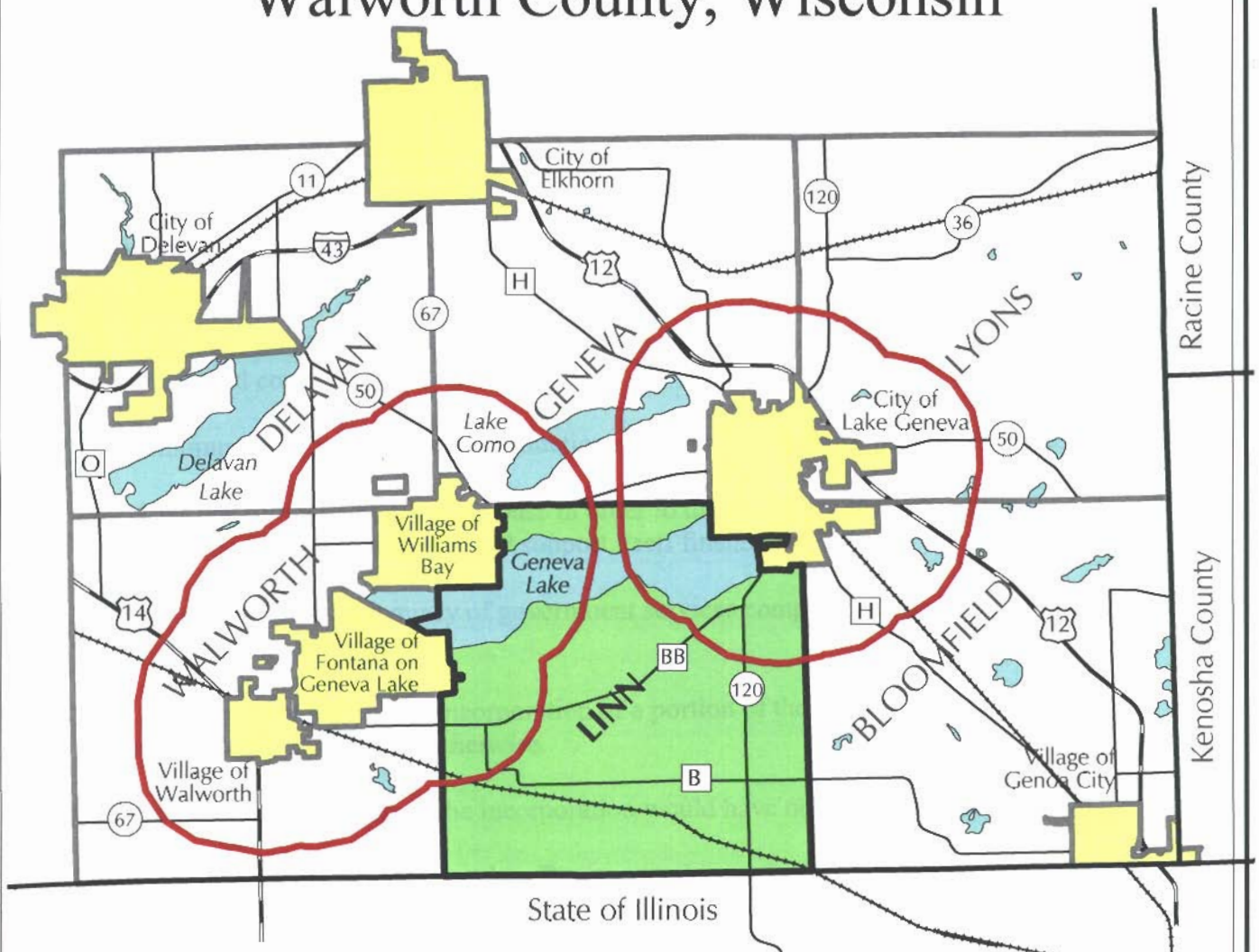
Municipal Revenue Sharing

Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Map 7-1

EXTRATERRITORIAL JURISDICTION OF NEIGHBORING COMMUNITIES

Walworth County, Wisconsin



- Extraterritorial Jurisdiction Boundary
- Town of Linn
- Incorporated Municipalities
- Surrounding Towns
- Surface Water

0 0.5 1 1.5 2 2.5 Miles

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information, and data used for reference purposes only.

Source: State of Wisconsin



Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

Incorporation

Wisconsin Statutes, 66.0201 - Incorporation of villages and cities; purpose and definitions, and 66.0211 - Incorporation referendum procedure, regulate the process of creating new villages and cities from town territory. Wisconsin Statute, 66.0207 - Standards to be applied by the department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal Boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- ♦ Minimum standards of homogeneity and compactness, and the presence of a "well developed community center."
- ♦ Minimum density and assessed valuation standards for territory beyond the core.
- ♦ A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially.
- ♦ An analysis of the adequacy of government services compared to those available from neighboring jurisdictions.
- ♦ An analysis of the impact incorporation of a portion of the town would have on the remainder, financially or otherwise.
- ♦ An analysis of the impact the incorporation would have on the metropolitan region.

A key factor that the Municipal Boundary Review section analyzes when reviewing incorporation petitions, is whether or not the community will be "reasonably homogenous and compact." Large amounts of farmland separate the town center, commonly referred to as Zenda, from concentrated population density around Geneva Lake. In addition, the population density is non-contiguous and fragmented by the lake on the north and south shores. In order for the town to achieve protection from annexation by incorporation, it would need to "connect" the town center to areas of population density around the lake.

7.3 Potential Conflicts and Resolution Processes

There are four known conflicts between the *Town of Linn Year 2025 Comprehensive Plan* recommendations and the following jurisdictions, or interest groups.

1. There are slight differences between the Town of Linn Preferred Land Use Plan map and the Walworth County Land Use Plan map. The differences pertain to areas in the Town

of Linn identified as “Other Agricultural, Rural Residential, and Other Open Land” on the Recommended Land Use Plan for Walworth County map. The Walworth County Land Use Plan recommends an overall density of no more than one residential unit per five acres of farmland. If these areas have not been included on the Town of Linn Preferred Land Use Plan map, it is recommended that development occur consistent with existing zoning.

The recommended resolution process to deal with this conflict is communication between the Town of Linn and Walworth County to ensure that decisions regarding rezoning requests and subdivision approvals are made consistently.

2. Several landowners in the Town of Linn have petitioned the City of Lake Geneva to annex more than 1,000 acres. The town is opposed to any annexations until the Town of Linn and City of Lake Geneva can establish a mutually beneficial boundary agreement to address land use and development within the city’s extraterritorial jurisdiction.

The recommended resolution process to deal with this conflict is communication with the City of Lake Geneva to develop a boundary agreement consistent with the policies identified in section 7.6.

3. Local farmers expressed major concerns regarding development densities in the Agricultural District as identified on the Town of Linn Preferred Land Use Plan map at the town’s public informational meeting in June 2003. The town’s plan recommends that development occur consistent with Walworth County Zoning Districts and the county’s Farmland Preservation Plan. Local farmers complained that this was a violation of private property rights and caused them economic hardship beyond the low net farm incomes they are already experiencing. Farmers asked the town to explore less-restrictive development densities.

The Town of Linn Comprehensive Plan recommends balancing growth and development, while preserving prime farmlands. The town further recommends that decisions regarding development densities in agricultural areas be decided within the context of Walworth County’s comprehensive planning effort, and extensive public participation efforts.

Walworth County is organizing an effort to develop a Comprehensive “Smart Growth” Plan. Completion of the plan may result in changes to the policies contained in the county’s Agricultural Preservation Plan, and a comprehensive revision to the county’s zoning ordinance. Local farmers should understand that the forum for change to existing development densities in Agricultural areas is through the county’s proposed comprehensive planning effort.

4. The town considered the recommendations contained within the comprehensive plans of the City of Lake Geneva, and the Village of Williams Bay and Fontana to promote consistency of land use along municipal borders. The Joint Planning Area Districts described in Section 8.6 generally correspond the future urban service area identified in each plan. The Joint Planning Area District is intended to identify the need for

cooperative boundary agreements prior to the extension of public sewer and/or water services. Any annexations prior to the execution of a boundary agreement would be in conflict with this plan.

7.4 Plans of Neighboring Jurisdictions

The Walworth County Land Use Plan, and the county's Park and Open Space Plan were considered during the development of the *Town of Linn year 2025 Comprehensive Plan*. In addition, the plans for Williams Bay, Fontana and the City of Lake Geneva were also incorporated to promote consistency of land use along municipal borders.

7.5 Charter Towns Bill

The Charter Towns Bill is a proposed bill that would exempt certain towns from being subject to city and village annexation powers. Some of the conditions that must be met include the following:

1. The population of a town must be at least 2,500;
2. The town has a Plan Commission and Comprehensive Plan;
3. At least 10% of town residents receive water supply or sewage disposal services, or both;
4. The equalized value of the town must exceed \$100,000,000; and
5. The town must provide law enforcement services 24 hours a day.

The town should work with the Linn Sanitary District and town residents to provide 10% of the Sanitary District with sewage disposal services. The town should also continue to support this proposed bill.

7.6 Intergovernmental Cooperation Goals and Objectives

Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). Goals are value-based statements that are not necessarily measurable. They represent an end to be sought, although some may never be fully realized.

Objectives

Objectives are narrower than goals and are measurable statements of desired ends. The accomplishment of objectives contributes to fulfillment of the goal. Objectives are attained through the comprehensive plan's policies, recommendations, programs and implementation strategies.

Goal: *Establish mutually beneficial intergovernmental relations with other units of government.*

Supporting Objectives

1. Work with neighboring communities and other jurisdictions to provide efficient and effective services to town residents.
2. Maintain present town boundaries.
3. Pursue boundary agreements with adjacent communities.
4. Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder intergovernmental cooperation.

7.7 Intergovernmental Cooperation Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of goals and objectives. Policies that direct action using words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the Town of Linn Comprehensive Plan. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide.

- The town will seek boundary agreements with neighboring incorporated municipalities as a means of resolving boundary issues.
- The town will make some accommodations to the development needs of cities and villages, preferably in ways that do not require annexation.
- The town will attempt to match its land use policies to those of neighboring municipalities to diminish conflicts and incentives to annex land.
- The town will attempt to match its development criteria and standards to those on neighboring communities to assure uniform quality and reduce the incentive to annex land from the town.
- The town will work cooperatively with neighboring communities when considering proposals for development or shared services for development in order to avoid competition for projects, which may lead to a lessening of standards for all communities.
- When intergovernmental issues or conflicts arise, an open meeting and discussion forum shall be encouraged.
- Boundary (intergovernmental cooperation) agreement negotiations shall address the following components:
 1. Identification of growth areas (city, village and town).

2. Density within growth areas.
 3. Location of public infrastructure (roads, interceptor sewer, water mains, stormwater facilities) and facilities (e.g., parks).
 4. Revenue sharing triggered by annexations.
 5. Joint service agreements for city services.
 6. Amortization of tax loss.
 7. Joint development/design review standards for commercial and/or business development at interchanges.
 8. Shared services (e.g. police, fire, rescue).
 9. Address impact of state statutes that allows city to take town assets as part of annexation.
 10. Adoption of local land use controls by the town.
 11. Extraterritorial plat review and zoning.
- ♦ The town shall identify key negotiators such as spokesperson, facilitator (3rd person), and support staff (legal counsel, technical advisors, and financial advisors) that would be utilized for any intergovernmental agreements.
 - ♦ The town shall determine the preferred statutory method of intergovernmental cooperation agreements (i.e. 66.0301, 66.023, etc.) as part of any agreement negotiating process.

7.8 Intergovernmental Cooperation Programs

Office of Land Information Services, Municipal Boundary Review

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation and cooperative boundary plans. Contact the Wisconsin Department of Administration, Office of Land Information Services for further information.

Wisconsin Towns Association (WTA)

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's 1,266 towns and to improve town government. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin

8. Land Use Inventory and Analysis

Land use is a means of broadly classifying different types of activities relation to how land is used. Each type of use has its own characteristics that can determine compatibility, location and preference to other land uses in the town. The type, location, density and geographic extent of developed lands influences community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, availability of local jobs, etc.

8.1 Existing Land Use

**Table 8-1 Existing Land Use
Town of Linn**

Land Use Category	Acres	% of Total
Intensive Land Use	2,411.90	11.2%
Residential	1,559.70	7.2%
Single Family Residential	1,377.50	6.4%
Two-Family	0.5	0.0%
Multi-Family	1.7	0.0%
Farm Buildings	179.9	0.8%
Commercial	34.5	0.2%
Industrial	67.1	0.3%
Industrial	31.2	0.1%
Extractive	25	0.1%
Landfills/Dumps	10.8	0.1%
Government/Institutional	44.8	0.2%
Communications/Utilities	705.9	3.3%
Passive Land Use	19,109.40	88.8%
Recreational	177.8	0.8%
Agriculture/Open Space	13,635.10	63.4%
Wetlands	456.7	2.1%
Woodlands	1,583.70	7.4%
Surface Water	3,256.10	15.1%
Total	21,521.40	100.0%

Source: SEWRPC 1995, with updates.

Existing Development Pattern

The existing land use in the Town of Linn follows two distinct patterns. One pattern is that of an agriculture based community that is near a larger metropolitan area. This land use pattern is largely agricultural, with large residential home sites occurring randomly through the town. The other, more evident pattern, is that of a community with a dominant recreational resource. Geneva Lake is the feature in the Town of Linn that has driven most residential development.