



2021

**CITY OF DELAVAN
COMPREHENSIVE PLAN**



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Shaping places, shaping change

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EXECUTIVE SUMMARY

VISION STATEMENT

The City of Delavan's future will be a vibrant, healthy, diverse, and thriving full-service community that provides a high quality of life to its residents through its small-town feel, rich amenities, recreational opportunities, superior technological infrastructure, quality educational system, abundant housing, job availability, excellent health care access, and historic downtown. The City of Delavan will connect its unique historic past to its continuously evolving future through new technology, enhanced quality of life, desirable jobs, plentiful primary and secondary educational opportunities, affordable and well maintained housing, excellent local and regional destinations, and abundant fresh water and natural resources resulting in an excellent place to live, work, play, and raise a family. Delavan area lakes, rivers, woodlands, and farms will continue to define and sustain the City providing residents and visitors alike the opportunity to experience the City's excellent parks, trail systems, and interconnected regional recreational opportunities.

In order for the City of Delavan to achieve its vision over the next 20 years, this Comprehensive Plan is intended to serve both as a decision guide and an action-oriented implementation plan. The Plan is organized into several chapters, each relating to a different planning element, including, but not limited to issues and opportunities, land use, transportation, housing, economic development, and implementation. Within every chapter is a detailed list of goals, objectives, policies, programs, and recommendations designed to help the City move towards achieving its vision.

Overarching Goals to Achieve the City's Vision

- Improve upon residents' quality of life through increased availability of amenities, diverse economic opportunities, expanded recreational offerings, and quality educational options.
- Embrace and adapt to technological change through investment in key infrastructure enhancements that improves wireless connectivity availability, consistency, and quality for residents, tourists, institutions, and businesses.
- Plan for, develop, and utilize smart infrastructure, the internet of things, data linkages and management, integrated digital systems, and cloud-based applications to advance connectivity, streamline data sharing, and increase technological infrastructure availability and capacity.
- Attract and market the community to new residents, tourists, and entrepreneurs leveraging the community's small-town feel, historic character, technological opportunities, diverse housing stock, job availability, water quality and low rates, and regional access.
- Prepare the community's workforce with the adaptable skills needed to excel in evolving new roles.
- Preserve and improve the City's natural resources, ecological systems, and environmental sustainability.
- Promote and support the growing diversity of the City's population.
- Develop and maintain a comprehensive system of bicycle and pedestrian facilities in and around the City to encourage alternative transportation and a healthy, active lifestyle.
- Provide a variety of affordable housing types to meet the needs and desires of existing and future residents.
- Attract and retain businesses that provide quality employment opportunities to help strengthen and diversify the community's tax base, job availability, and economic sustainability.

Key Recommendations

The following is a brief summary of the key recommendations in the Plan, organized by chapter. The City invites you to read the full City of Delavan Comprehensive Plan to explore these recommendations in greater detail and the context within which they were prepared.

Chapter 3: Agricultural Resources

- Support long-term farmland preservation efforts outside of the City's future growth areas.
- Enforce the City's existing Cooperative Boundary Agreements and Extraterritorial Zoning.
- Limit development within the City's Extraterritorial Jurisdiction.
- Support direct marketing of local area farm products.
- Promote and incorporate community gardens.

Chapter 4: Natural Resources

- Advance stormwater best management practices.
- Protect Delavan Lake, Lake Comus, and other important environmental areas and features.
- Advance the City's role in sustainability and climate resiliency.

Chapter 5: Cultural Resources

- Work with property owners to ensure the long-term preservation of historically and culturally significant buildings and sites.
- Enhance and preserve Delavan's unique community character and the historic downtown.
- Promote expression of the City's diverse cultural heritage through community events.
- Market the City to new residents and tourists by leveraging the many community assets Delavan offers.

Chapter 6: Land Use

- Promote infill development and the redevelopment of key sites in the City, such as the downtown, areas adjacent to I-43, empty subdivisions, and blighted residential areas.
- Promote traditional neighborhood design and mixed-use development.
- Ensure land uses are compatible with community facility, transportation, economic development, and other objectives of this Plan.
- Amend the Zoning and Subdivision Code to accommodate greater residential two-family and small-scale multi-family development densities with increased shared open space through new Zoning Districts.

Chapter 7: Transportation

- Maintain and upgrade the existing transportation network for cars, trucks, pedestrians, and bicyclists. Increase on-street bicycle facilities and multi-use trail connections throughout the community to increase bicycle and pedestrian connectivity. Ensure future streets, bicycle, and pedestrian facilities provide efficient and safe transportation alternatives that are compatible with other Plan objectives.

Chapter 8: Utilities and Community Facilities

- Implement the City's Park and Open Space Plan.
- Plan for future multi-use trails throughout the City.
- Support energy-efficient facility and utility upgrades to meet the needs of current residents and businesses and facilitate future economic growth.
- Promote, integrate, and consider sustainability and public health in future infrastructure and community facility planning and investments.

Chapter 9: Housing and Neighborhood Development

- Maintain and enhance the City's established neighborhoods.
- Apply traditional neighborhood design techniques when approving new neighborhoods.
- In new neighborhoods and within redevelopment areas promote, facilitate, and accommodate new housing at a variety of densities and styles.

Chapter 10: Economic Development

- Retain, recruit, and help grow businesses that fulfill local needs, provide opportunities for employment, and contribute to the City's tax base.
- Pursue revitalization of the City's downtown through the implementation of the Delavan Downtown Strategic Plan and Tax Increment District #5 Project Plan.
- Support business-led sustainability programs and incentives.
- Prioritize reinvestment and redevelopment of vacant or underutilized retail throughout the community.
- Leverage potential state and federal money to further advance economic development objectives and policies in this Plan, including possible COVID-19 response stimulus money.

Chapter 11: Intergovernmental Cooperation

- Collaborate on regional initiatives on land use planning, improving wireless connectivity, integrating smart infrastructure, and adapting to economic shifts.
- Work with area communities to maintain a clear distinction between rural and urban areas.
- Enforce, implement, and retain intergovernmental agreements with neighboring communities long-term.



1 INTRODUCTION

CHAPTER ONE: INTRODUCTION

Delavan, established in 1836, is one of Wisconsin's earliest cities. Located in southwestern Walworth County on the northern shore of Delavan Lake, the City of Delavan has been described as a clean, friendly place of sparkling lakes and rolling farmland. While these remain important defining characteristics of the community, the City's economy has historically also benefited from its regional access to major economic centers such as Milwaukee, Chicago, Janesville, and Rockford. Regional access has been enhanced since the completion of Interstate 43 in 1990.

Between 1980-2000, the City's population increased steadily. However, following the Great Recession, the City's population has leveled off. This presents both opportunities and challenges. In this context, planning for development and redevelopment in a controlled, orderly, and predictable manner will enhance the City's small-town character; provide appropriate housing and employment opportunities; and foster preservation of the City's natural, cultural, and agricultural resources.

Purpose of this Plan

This City of Delavan Comprehensive Plan is intended to help the City guide, promote, and foster sustainable growth and development to ensure continued and enhanced community prosperity in the future. Specifically, the Comprehensive Plan will:

- Identify areas appropriate for development and preservation over the next 20 years.
- Recommend appropriate types of land use for specific areas in and around the City.
- Preserve natural and agricultural resources in and around the City.
- Identify and prioritize needed transportation, community facilities, and other infrastructure to serve future land uses.
- Present progressive and adaptable housing and economic strategies.
- Provide detailed action items to implement plan recommendations.

Each chapter presents the City's goals, objectives, and policies for that element. These documented policies are the basis for the recommendations that are presented at the beginning of each chapter. The final chapter of the document, Implementation, indicates proposed strategies, projects, and timelines to ensure that the recommendations presented in this Plan become a reality. All data and background information for each Chapter can be found in Appendix A.

Planning Process

This Comprehensive Plan was prepared under the State of Wisconsin's comprehensive planning legislation contained in §66.1001, Wisconsin Statutes. This legislation describes how a comprehensive plan must be developed and adopted. Additionally, it mandates that after January 1, 2010, only comprehensive plans that contain the nine required elements described in §66.1001, Wis. Stats., and were adopted under the prescribed procedures will have legal standing. Further, any program or action of a local governmental unit that affects land use must be consistent with that local governmental unit's comprehensive plan. This means that any annexation, zoning, land division, boundary agreements, official mapping decisions, or actions undertaken by the City after January 1, 2010, must be consistent with this Plan.

Comprehensive Plan Adoption Process

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

Following Plan Commission approval, the Common Council holds a public hearing to discuss the proposed ordinance that would be used to adopt the plan. Copies of the public hearing draft of the plan are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the plan and information concerning where the entire document may be inspected or obtained. The Council may then adopt the ordinance approving the plan as the City's official comprehensive plan.



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

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

- Plan Commission and Common Council Joint Public Meetings (3)
- Plan Commission Review Meetings (4)
- Online Vision Survey
- Virtual and In-Person Draft Plan Public Open House
- Public Hearing
- Adoption Meeting

Each activity's feedback is further detailed in the Issues and Opportunities Chapter.

Goals, Objectives, Policies, Programs, and Recommendations

Each subsequent chapter of this Comprehensive Plan includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, Common Council members, residents, and other interested groups and individuals for the next 20+ years.

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

- **Goals** are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals are based on key issues and opportunities that are affecting the City.
- **Objectives** more specifically identify future direction. By accomplishing an objective, the City moves closer to achieving its goals.
- **Policies** are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.
- **Programs** are specific projects or services that are intended to move the City toward achieving its goals, objectives, and policies.
- **Recommendations** provide detailed information regarding how to implement objectives, policies, and programs.

Selection of the Planning Area

The planning area includes the City and its extraterritorial jurisdiction (ETJ), which generally extends 1.5 miles from municipal boundaries. The planning area is shown on Map 1. The City's ETJ extends less than 1.5 miles where it intersects the ETJ boundary of the Village of Darien, the City of Elkhorn, the Village of Williams Bay, and the Village of Fontana. The City of Delavan has reached mutually agreed upon extraterritorial jurisdictional boundaries with the City of Elkhorn and Town of Delavan. Within the ETJ, state statutes enable the City to plan for those areas that bear relation to the City's development, review and approve or deny land divisions, enact extraterritorial zoning, and establish and implement an Official Map.

The City has an interest in identifying areas of possible future growth, areas for preservation, and areas in which conflicts over land use decisions within and between communities may occur. The City also has an interest in ensuring that the types of development allowed in its ETJ areas prior to annexation are compatible with the City's long-term goals and anticipated pattern of development. The City's ETJ radius automatically expands as the City annexes land, except for the ETJ boundaries that has been fixed by intergovernmental agreements. Therefore, this Plan considers the future of and makes recommendations for the area within and slightly beyond the City's current 1.5-mile ETJ.

Regional Planning Efforts

The City of Delavan lies within the southeastern region of Wisconsin. In this region, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) provides information and planning services to local governments to assist with issues that transcend corporate boundaries or the fiscal capabilities of the local units of government. Many of SEWRPC's regional and county plans are detailed throughout this Plan.

The City of Delavan recognizes the importance of identifying regional as well as local factors that have and will continue to play an important role in the City's future.

Regional Influences

As of 2020, Delavan encompassed approximately 4,737 acres (7.4 square miles). The City lies within Walworth County in southeastern Wisconsin that includes Walworth, Washington, Ozaukee, Waukesha, Milwaukee, Racine, and Kenosha Counties. Map 1 shows the relationship of the City to neighboring communities in the region.

Delavan is located approximately 50 miles southwest of Milwaukee, 60 miles southeast of Madison, 90 miles northwest of Chicago, 50 miles west of Racine, 20 miles east of Janesville, and 40 miles northeast of Rockford, Illinois. The City is adjacent to the Towns of Delavan and Darien. The nearest incorporated municipalities include the Village of Darien approximately two miles to the southwest, the Village of Williams Bay three miles to the southeast, and the City of Elkhorn two miles to the east.

The City of Delavan has been and will continue to be influenced by the natural, cultural, and economic conditions of Walworth County and the larger surrounding region. Understanding these influences is an important part of identifying the opportunities and challenges that the City will face over the next 20 years.

Natural and Recreational Assets

Turtle Creek and Swan Creek run through the City. Various areas surrounding these water ways, both in and around the City, have been acquired for public recreation and conservancy purposes. The City is also located adjacent to Lake Comus and Delavan Lake, and is a short drive from other lake communities (e.g. Lake Geneva, Williams Bay, and Fontana) which have long been valued for their natural beauty and recreational amenities. Additionally, a portion of the southern unit of the Kettle Moraine State Forest extends into northern Walworth County, just north of the City. The State Forest marks the southernmost advance of the glacier during the last Ice Age.

Walworth County communities, including Delavan, have long been tourist, seasonal, and retirement destinations for the larger metropolitan areas surrounding them. As Walworth County communities have experienced growth pressures over the years, residents and property owners have begun taking measures to preserve those natural, open space, and agricultural assets that define the community and contribute to its physical, economic, and psychological well-being.

Access and Transportation Networks

Delavan's location along Interstate 43 provides direct, efficient access between the greater Milwaukee and greater Rockford areas, and to regions beyond. The community also has relatively direct access to Janesville via STH 11 and to Illinois via USH 12 and USH 14. For more distant travel, Delavan is also within an hour drive of General Mitchell International Airport in Milwaukee, Dane County Regional Airport in Madison, and Chicago-Rockford International Airport in Rockford, in addition to less than a two-hour drive from O'Hare Field in Chicago. Freight rail service is provided by Wisconsin & Southern Railroad Company with a line passing through Delavan and connecting cities throughout south central Wisconsin and northern Illinois. Access to commuter rail service in the greater Chicago metro area via Harvard, IL

Combined, this access provides economic, social, and cultural benefits, but also creates planning challenges. Delavan's unique combination of local natural amenities, small town character, and access to both urban employment and conveniences make the community an attractive location for residents who commute to work or remotely work in neighboring communities.

These regional attributes also make Delavan an attractive place to locate a business. As energy and transportation infrastructure costs rise and environmental issues continue to escalate, transportation efficiency and alternatives are becoming increasingly important issues that could influence the level and types of development the community experiences in the coming years.




















Proximity to Major Employment, Shopping, and Cultural Centers

As previously noted, Delavan is located within a short driving distance of several major regional employment, shopping, cultural, and entertainment destinations. Just thirty minutes to the west, Janesville has traditionally been a major source of manufacturing employment for Delavan residents, though that has significantly decreased over the last decade. Roughly one-hour northeast, Waukesha and Milwaukee Counties offer diverse employment; extensive health care institutions; numerous cultural, shopping, and entertainment venues; and a number of large nationally recognized universities such as Marquette and UW-Milwaukee. Additionally, located just one-hour northwest of Delavan is Dane County. The State's capital also has many large employers, health care facilities, educational institutions, shopping destinations, and entertainment options, including the state's largest university UW-Madison. Just two hours southeast of the City, the greater metropolitan Chicago area boasts an international reputation as a commercial and cultural center. Furthermore, UW-Whitewater is located just thirty minutes from the City and offers Bachelor's and Master's level programs in a variety of disciplines.

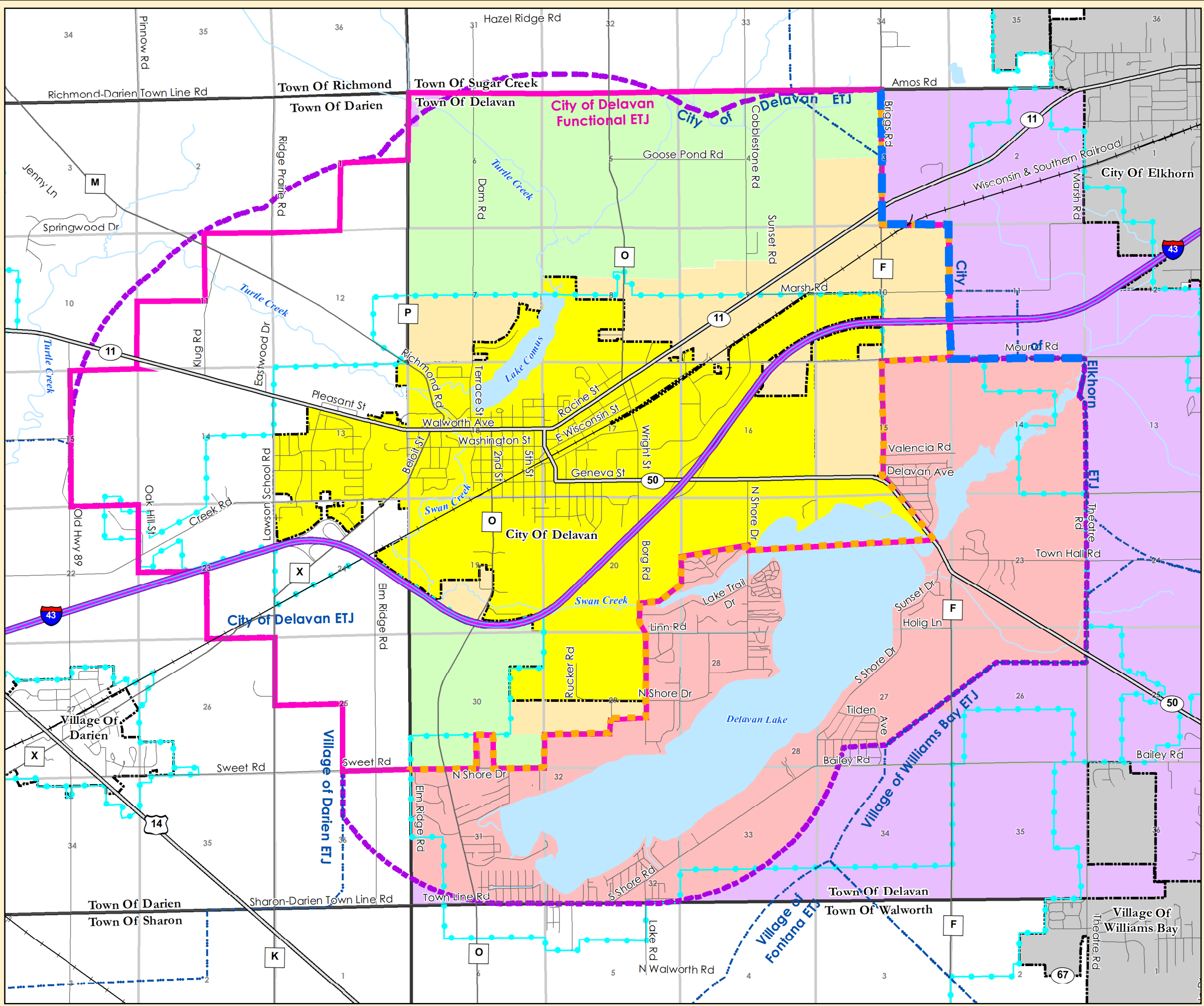
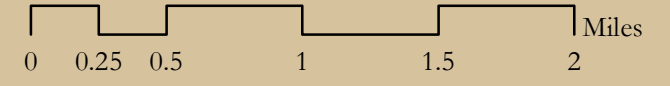
Jurisdictional Boundaries

Map 1

City of Delavan Comprehensive Plan

-  Delavan-Elkhorn IGA
-  Line of Demarcation
-  City of Delavan Municipal Boundaries
-  Other Municipal Boundaries
-  Township Boundaries
-  Sections with Section Numbers
-  Urban Service Area Boundaries
-  City of Delavan 1.5 Mile Extraterritorial Jurisdiction Boundary -(Statutory)
-  Other Municipal Extraterritorial Jurisdiction Boundary -(Statutory)
-  City of Delavan Functional Extraterritorial Jurisdiction Boundaries
-  Interstate Highway
-  Major Roads
-  Local Roads
-  Railroads
-  Surface Water
-  Agricultural Preservation Area
-  City Growth Area
-  Town Area Beyond This Agreement
-  Town Growth Area

Effective Date: January 1, 2021
 Source: SEWRPC, WIDNR,
 Walworth County LIO,
 US-DOT, V&A



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2

ISSUES AND OPPORTUNITIES

CHAPTER TWO: ISSUES AND OPPORTUNITIES

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

Key Issues and Opportunities

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

- Population and Demographic Shifts
 - The City experienced rapid growth between 1980-2008 and minimal growth over the past 12 years. Due to this variability, it is projected that the community could grow between 0-3,000 residents over the next 20 years. Subsequently, a population projection that reflects both growth and decline over the past 20 years was utilized throughout this Plan.
 - National, regional, and local level, large-scale demographic shifts and personal preferences are changing. Some of the most impactful demographic shifts being: a growing Hispanic and Latino population, increasing population over the age of 65, declining household size. Some of the most impactful person preference and societal shifts being: more people choosing to live alone and/or wait longer to start a family, people having fewer children than previous generations, increasing student debt making it harder for young homebuyers, largely stagnant wages, rising poverty levels, easier accessibility to working remotely with technology, and a growing demand for increased housing and employment mobility.
- Housing Shifts
 - Since the Great Recession, very few new housing units have been constructed in the City and many pre-Recession subdivisions remain partially finished. Additionally, limited numbers of builders, developers, and skilled trades people remain in the area.
 - Housing diversity will be needed to accommodate empty nesters, young professionals, and new families, especially two-family and small-scale multi-family options to help fill the missing middle housing gap between the extremes of low-income subsidized housing and larger-lot single-family housing options.
 - While improvement has been made in recent years through various local programs, property maintenance in some neighborhoods has declined. Additionally, the City has increasingly less power to enforce, regulate, and combat the situation due to statutory changes at the state level.
 - The declining population, increasing aging population, and regional growth of seasonal homes has contributed to declining school enrollment and school closures.
- Leverage the City's Assets and Existing Momentum
 - Delavan is fortunate to have a vibrant historic downtown, an ethnically diverse population, highly regarded park and open space network, direct access to an Interstate, and proximity to pristine and regionally important natural resources. The community recognizes these assets and the benefits they provide to residents, visitors, and employers. It is important to continue to improve and build on these assets to retain and attract new residents and businesses, in addition to growing the local economy and celebrating the diversity of the community.
 - Between 2017-2020, the City started to experience the upswing of significant development returning to the area for the first time since 2008. Examples include new regional commercial, redevelopment of historic buildings, and new institutional facilities. Leveraging the existing development momentum and community assets is key to sustaining healthy growth long-term.
- Foster Redevelopment, Reinvestment, and New Development
 - A combination of factors including the Great Recession and subsequent slow economic recovery, employment centers moving, retail shifts, and leveled off population change over the past decade have left numerous redevelopment, infill, and new development opportunities. Through creative and innovate technics and leveraging the factors listed above, there are opportunities to foster new development, while also redeveloping and reinvesting in core areas, especially near downtown and in vacant retail areas.



- **Future Adaptability**
 - Technology has changed how people live, work, and communicate. Over the next twenty years, technology will continue to evolve and transform the local, regional, and national economy. In order to be prepared for technological change including automation, artificial intelligence, and others, the City must continue to adapt to and leverage these changes and opportunities through investment in key technology and smart infrastructure. These investments can also be leveraged in attracting new residents and entrepreneurs.
 - Another related opportunity is workforce adaptability. Developing and providing educational options that prepare the local workforce for these technological and economic changes over the planning period fosters retention of residents and serves local employers to build a sustainable economic future for the City.
- **Unknown Global Pandemic Outcomes**
 - As of the writing of this plan, the world is in the midst of the global COVID-19 pandemic. The long-term social and economic impacts of this event are unknown at this point and subsequently the data and trends in Appendix A may be significantly altered in coming years. Leveraging future federal and state money, including possible stimulus recovery money will be vital to overcome the implications of this event and reinvigorate local and regional economic development in the City over the planning period.

Delavan's Community Profile

Examining key demographic, housing, development, and economic indicators provides a baseline understanding of the City's existing situation and its opportunities for the future. A detailed and complete set of all State of Wisconsin comprehensive planning legislation (Wis. Stats. §66.1001) required data points for the City of Delavan in comparison to neighboring communities, Walworth County, and the state are available in Appendix A: Data Inventory and Analysis. The following is a summary of Appendix A which highlights several key data and development trends.

The City of Delavan experienced rapid growth between 1990-2010 which has subsequently leveled off since. In 2018, the City's population was 8,338, down slightly from 8,463 in 2010 (Figure A.1), while between 1990-2010, the City grew by nearly 1,500 residents. These trends significantly impacted the population projections calculated in Figure A.3. Due to the wide range in previous population changes and the unpredictability of future trends, multiple projections were calculated using trends between 1990-2018, 2000-2018, and 2010-2018. Overall, it is projected that by 2040 the City will grow between 0-3,000 residents.

Based on the population projections in Figure A.3 and the Wisconsin Department of Administration's future household size estimate, the projected number of households in the City over the next 20 years was also calculated. Between 2018-2040, it is projected that households will increase between 160-1,500 (Figure A.13). The increase is a result of the projected continuing decrease in the City's household size.

Other key trends between 2000-2018 as further explored in Appendix A and throughout the Plan include:

- A growing aging population between 2010-2018 (Figure A.4)
 - To note, between 1960-1990, the percentage of the population over 64 years old increased from 9% to 17%. During the rapid population growth experienced between 1990-2010, the City's percentage of the population over 64 years old decreased to 13%, but has since reversed again over the last decade to increase to 16%.
- A Hispanic or Latino population (Figure A.6)
- Declining household size between 2010-2018 (Figure A.10)
 - The City's household size was the same in 1980 as it was in 2018 (2.6), with increases experienced between 1990-2010 coinciding with the rapid population growth during that time period.
- Redevelopment of the former dog track site into new regional commercial development on the southeast corner of the I-43/STH 50 interchange
- Decline in property tax base, however a significant rebound has taken place since 2015 (Figure A.20)
- Large numbers of housing units built in the 1990s and 2000s and little since 2008 (Figure A.16)
- Declining owner-occupied housing values and increasing median gross rent (Figure A.11)
- Redevelopment of the formerly vacant Bergamot Brass building on East Wisconsin Street into new workforce housing
- Low housing vacancy rates (Figure A.12)
- Decreasing municipal tax rates (Figure A.17)
- Completion of new institutional buildings such as the Municipal Operations Center and Fire Station
- Declining school enrollment (Figure A.21), median household incomes (Figure A.27), and level of educational attainment (Figure A.26)
 - To note, median household incomes and per capita incomes rose significantly between 1990-2010.

- City industrial sites have expanded and have identified opportunities to continue to expand
- Large numbers of residents commuting outside of the City and most people working in the City commuting from outside of the City limits (Figure A.29)
- New development of housing, conference center, marina, and boat launch on the Lake Lawn site

Issues Raised Through Public Participation

In December 2019, Vandewalle & Associates facilitated a kickoff meeting between the public, City staff, the Common Council, and Plan Commission. The meeting's goal was to gain perspective on specific ideas and concerns in the community. Several general questions were asked, and all attendees provided verbal and written feedback to each. In addition, the questions were posted on the City's website to gather increased input from people who were unable to attend. In total, approximately 15 total people contributed responses.

The feedback can be summarized in a variety of topics that have experienced recent success, but also provide significant opportunities in the future:

- Continued Focus on the Downtown:
 - Implementation of the Downtown Strategic Plan
 - New events and activities drawing large numbers of attendees
 - Increased public art
 - Some vacancy and façade rehabilitation/redevelopment still needed
- Redevelopment and New Development
 - Redevelopment of the old dog track to a new Meijer and Fleet Farm
 - Redevelopment of the Bergamot Brass building to new housing
 - New development around the I-43 interchange
 - New Fire Station and Operation Center
 - Establishment of the Intergovernmental Agreement with the Town of Delavan
- Developing Issues
 - Empty big-box stores and deteriorating old commercial strip development
 - Dark store issues
 - Absentee landlords and landlord policing
 - Substandard housing stock and overall property maintenance
 - Lack of residential and industrial growth since the Great Recession, partnered with the lack of local builders, developers, and other skilled labor
 - Declining enrollment and school closures
 - Limiting residential subdivisions in the City's Extraterritorial Jurisdiction
 - Limited inventory of available industrial land
 - Aging public infrastructure and facilities
 - Affordable housing
 - Underrepresented Hispanic and Latino community and overall community involvement
- Future Opportunities
 - I-43 exit at County Highway F
 - Adaptive reuse of big-box stores and institutional sites
 - Fostering more development in the industrial park
 - Attracting more office and high-tech uses
 - Library expansion
 - Broadband infrastructure to attract new businesses
 - Continuing to integrate education and local workforce needs
 - Leveraging Lake Comus and the tourism base of the region
 - Preservation of agricultural lands and natural resources
 - Developing regional emergency services, public safety, and other utilities/facilities
 - Promote the community's ethnic diversity

Plan Commission Review Meetings

Throughout the process the City's Plan Commission was heavily involved. Vandewalle & Associates presented and gathered feedback from the Commission at four different meetings during the development of the Plan in 2020 (June 8, July 13, August 31, and October 5). Virtual remote attendance options were provided to the public and any Plan Commission member.

In addition to the kickoff meeting, two additional Joint Plan Commission and Common Council meetings were held on August 3 and October 27. In August, the group reviewed the Plan's vision statement and overarching goals. Prior to the meeting, an online survey was provided to both the Plan Commission and Common Council, in addition to the School District, other City Committees and Commissions, and local businesses. In total, nearly 50 responses were gathered to help prioritize key areas to address with the vision statement and overarching goals. At the meeting, attendees reviewed the survey results and expressed the desire to revise the statement to reflect future impacts, trends, and changes more accurately, in addition to new City priorities. These included:

- Adapting to new technology and prioritizing technology infrastructure improvements
- Maintaining and improving the quality of life for residents and leveraging that to retain and attract new residents
- Providing quality educational opportunities that are continuously evolving to meet future needs
- Connecting Delavan's rich history with its changing future
- Highlighting and leveraging the City's small-town feel, housing affordability, regional location, and natural resources

In October, the group completed a detailed review of the draft document. Following the meeting, the Final Draft Comprehensive Plan was produced and posted on the City website for review and comment prior to the Public Hearing.

Draft Plan Open House

The City conducted a Draft Plan Open House on November 16, 2020 to provide the public with an opportunity to comment on and ask questions about the Plan and process. The event was held in-person with virtual remote attendance options available. A total of 15 people participated. Additionally, a virtual Idea Board was posted online with the Final Draft Comprehensive Plan to provide an alternative feedback option during November 2020. In total, feedback gathered during these events focused on the need for the Comprehensive Plan to address:

- Changes in retail and commercial growth over the next 20 years
- Existing and future housing challenges
- Job growth
- Adapting to technology changes in the future
- Opportunities to work with the School District following adoption of this Plan and the District's new Master Plan in 2021
- Plans for a Senior Center or Community Center

Recommendation, Public Hearing, and Adoption

On December 7, 2020, a public hearing at a Joint Plan Commission and Common Council meeting was held. Following the public hearing, the Plan Commission recommended the Plan for adoption by the Common Council. At the December 15, 2020, the Common Council adopted the 2021 City of Delavan Comprehensive Plan with an effective date of January 1, 2021.

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AGRICULTURAL RESOURCES

CHAPTER THREE: AGRICULTURAL RESOURCES

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

AGRICULTURAL RESOURCE RECOMMENDATIONS SUMMARY

- Support long-term farmland preservation efforts outside of the City's future growth areas.
- Enforce the City's existing Cooperative Boundary Agreements and Extraterritorial Zoning.
- Limit development within the City's Extraterritorial Jurisdiction.
- Support direct marketing of local area farm products.
- Promote and incorporate community gardens.

Agricultural Resources Goals, Objectives, and Policies

Goal:

1. Preserve and protect agricultural land and other open space areas in the City's Boundary Agreement defined planning area from premature, inefficient, or potentially damaging development.

Objectives:

1. Promote compact development patterns within the City's approved Sanitary Sewer Service Area and maintain a "hard-edge" between urban development and the countryside.
2. Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas outside of the City's future growth areas.
3. Work with the surrounding towns and Walworth County to help preserve farming as a viable occupation and way of life.

Policies:

1. Consider the location of productive agricultural lands before making decisions on the expansion of City services or growth areas.
2. Work with surrounding towns, villages, cities, and Walworth County to encourage an orderly, efficient development pattern that directs more intensive development into the City and approved sanitary sewer service areas, preserves remaining natural resources and productive agricultural lands in rural areas, and minimizes conflicts between urban and rural uses.
3. Enforce the City of Delavan and Town of Delavan Cooperative Boundary Agreement and City of Delavan and City of Elkhorn Boundary Agreement to guide development to designated areas and promote farmland preservation. The City will exercise its extraterritorial land division review authority and extraterritorial zoning to limit non-agricultural development in areas designated as "Agriculture and Open Space" and "City Area" Future Land Use Categories and limit residential density in these areas to one or fewer dwelling units per 35 acres. The City will also consider working with neighboring jurisdictions and entities on other innovative approaches to farmland preservation.
4. Support the continuation and expansion of agricultural support businesses and industries in appropriate areas designated in this Plan, and support business development and marketing opportunities (e.g. farmers market) that enhance local markets for farm products.
5. Where appropriate, encourage compact development as well as infill and redevelopment within the City to preserve lands outside the City for agriculture.
6. Participate in the updates of the Walworth County Land and Water Resource Management 5-Year Work Plan, Walworth County Farmland Preservation Plan, and any other multi-jurisdictional regional planning efforts to preserve productive agricultural lands and to encourage sustainable agricultural practices that protect ground and surface waters.

Agricultural Resource Programs and Recommendations

Support County-Wide Farmland Preservation Efforts

Walworth County's Comprehensive Plan, Farmland Preservation Plan, and Land and Water Resource Management Plan all identify long-term farmland preservation as a key priority. The County has instituted and administered various strategies for achieving this goal, including the enforcement of agriculture zoning regulations and exploring alternative strategies for preserving farmland, such as a Purchase of Development Rights (PDR) program. Additionally, Walworth County works with local farmers to encourage use of the Purchase of Agricultural Conservation Easements (PACE) program, Agricultural Enterprise Areas program, and Farmland Preservation Tax Credits. As of 2018, there were 504 farms in the County participating in the Farmland Preservation Tax Credit program. Combined, they received over \$300,000 in tax relief. The City will continue to collaborate with Walworth County and town representatives to further the County's agricultural preservation initiatives, provided that those initiatives do not impede long-term City growth within the current and future Urban Service Area as illustrated on the Future Land Use map (Map 5a). As part of this effort, the City will remain informed and involved on any future updates to the County's Comprehensive Plan, Farmland Preservation Plan, and Land and Water Resources Management Plan.

Limit New Development within the City's Extraterritorial Jurisdiction

Keeping non-farm development out of farming areas is a key component of farmland preservation. As shown on Map 5, continuation of agricultural and other open space-type uses is the long-term planned land use for the majority of the area outside the City limits that is not planned for development. The City intends to exercise its subdivision review authority within its 1.5-mile extraterritorial jurisdiction to limit housing development in these areas, directing intensive development (e.g. large subdivisions, multi-family residential, commercial, and industrial) to the City or other incorporated communities.

Support Local Use of Area Farm Products

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

- **Farmer's Market:** Local farmers markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage a sense of community. Delavan hosts its own Farmer's Market/Fresh Market between June and September each Thursday afternoon in Tower Park. The weekly event has become a huge success in providing local farmers with direct access to customers in the area and attracting people from all over the region to the community's downtown.
- **Community-Supported Agriculture (CSA) programs:** A CSA program allows farmers to sell shares of their products directly to consumers in advance of the growing season. Such programs encourage healthful food choices, support local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches. There are several CSA programs operating in southern Wisconsin, including multiple in Walworth County. It is recommended that CSA programs be expanded within the City to help advance the local economy through direct connections to local markets. A few key strategies to fostering new CSAs within the City is through establishing connections with surrounding farmers or existing CSA operations, connecting with organizations like FairShare CSA Coalition that specializes in connecting farmers with customers, and providing educational materials to residents.
- **Restaurants and Food Stores:** Numerous restaurants, cafes, and bakeries throughout Wisconsin practice purchasing, serving, and promoting locally grown foods. There are existing restaurants in Delavan and throughout the County that currently participate in utilizing locally sourced products. As it becomes more popular, this can be leveraged to market the City and the County as-a-whole moving forward. The City could encourage local restaurants and grocery stores to purchase and sell local and organic foods when possible. The City could also partner in marketing or recruitment efforts, such as promoting and facilitating the development of a smaller organic/local food cooperative in the City. Or, the City can simply create a supportive planning and zoning environment for further restaurant and food store development.



- **Institutions:** Since it is necessary for institutions such as schools to consistently purchase large quantities of food, local food producers may be able to offer them fresh, in-season, healthful products that would promote the health of students. The City could advance the goal of promoting local food by supporting and encouraging the School District to purchase food directly from local farmers or grower cooperatives. This practice is encouraged through State programs such as the Wisconsin Homegrown lunch program and the National Farm to School Network. The goal of both is to incorporate fresh, nutritious, local, and sustainably grown food to school lunch menus. A supplement to this may be the development of an “edible schoolyards” program that combines curriculum with hands-on experience growing food in a schoolyard garden.
- **Food Processors:** Companies that manufacture food products provide an obvious target for the marketing of local, raw agricultural products. Increasing connections between local producers and the raw agricultural products in the area is an important way to support the agricultural economy, increase the efficiency and output of local producers, and enhance the sustainability of the goods produced.
- **Promote and Incorporate Community Gardens:** Over the past decade, several community gardens have started to immerge within Walworth County. Overall, establishing these community gardens is helping to promote consumption of local foods, which helps increase biodiversity, protect wildlife habitat, provide more stormwater infiltration, reduce energy consumption from commercial food production, and help foster local sustainability efforts. Community gardens also provide neighborhood gathering places, promote community interaction, enhance health, and promote environmental education.

The City can continue to promote community gardening in City plans such as the Park and Open Space Plan by identifying public lands and parklands that may be appropriate sites for community gardens and partnering with local groups and organizations on their efforts to develop new community gardens. The City has had a community garden for several years, first on South Sixth Street and most recently on Enterprise Drive until 2019. Additionally, the City is currently working to identify a temporary location for a community garden that will be available for the several years. Following the establishment of the temporary community garden, the City will be investigating options for a more permanent site over the next three-year period.








Encourage Clustering of Agricultural Processing Industries

Given its proximity to major population centers, Interstate highways, and a rich agricultural hinterland, Delavan is an attractive location for industries which process agricultural products for fuel, food, and other products (e.g., bio-products and pharmaceuticals). The growing number of such industries will help attract others to a growing “agricultural processing cluster.” In addition to benefiting the City through jobs and tax base, such industries support a “working countryside” which increases the economic viability of area farmers, who are often their suppliers.

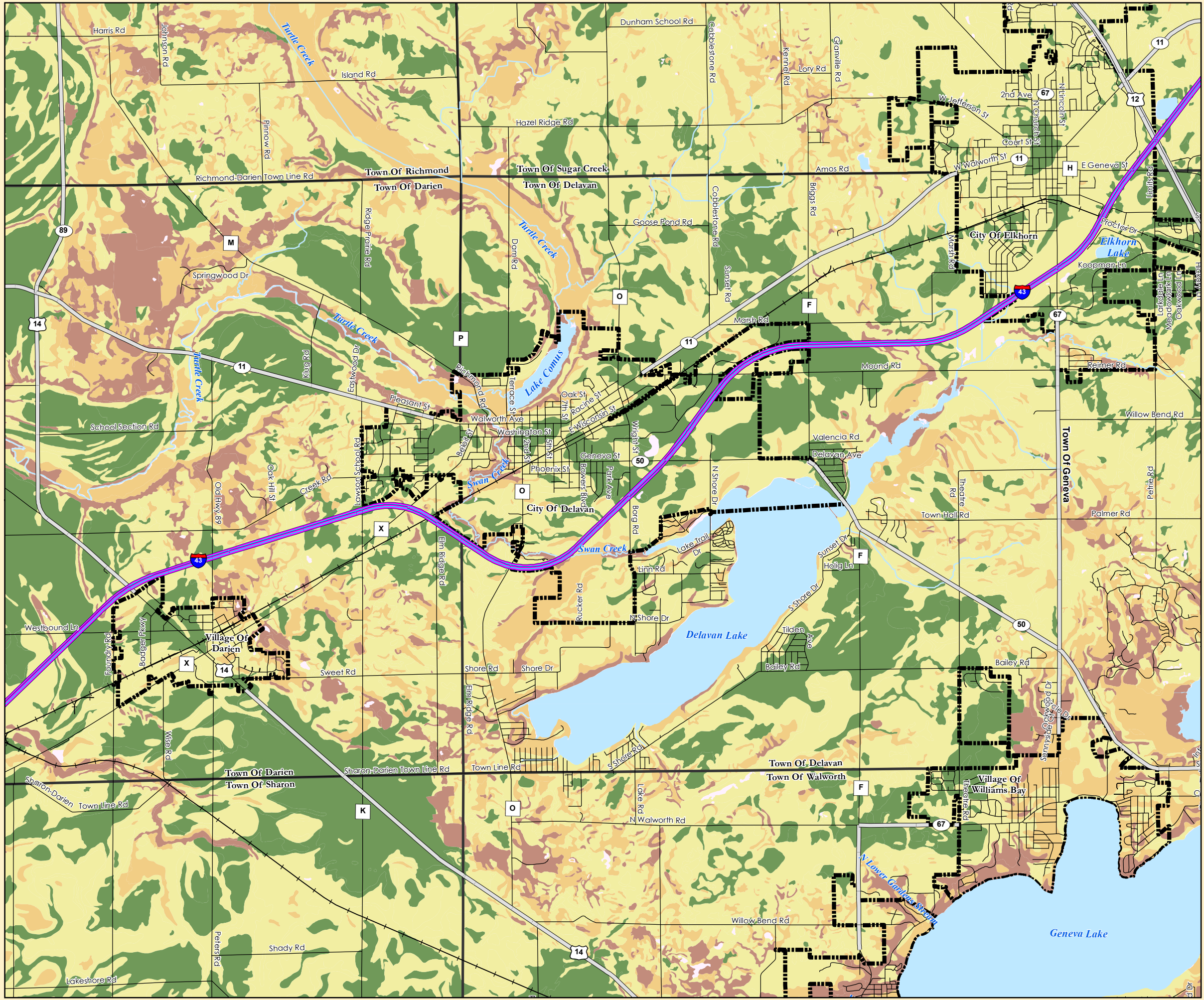
Soil Suitability for Agriculture

Map 2

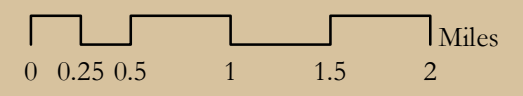
City of Delavan Comprehensive Plan

-  City/Village Boundaries
-  Township Boundaries
-  Interstate Highway
-  Major Roads
-  Local Roads
-  Railroads
-  Surface Water

- Soil Capability Class**
-  Capability Class I
 -  Capability Class II
 -  Capability Class III
 -  Capability Class IV - VIII
 -  Not Rated or Not Available



Effective: January 1, 2021
 Source: SEWRPC, WIDNR,
 Walworth County LIO,
 US-DOT, V&A



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 Shaping places, shaping change



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NATURAL RESOURCES

CHAPTER FOUR: NATURAL RESOURCES

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

NATURAL RESOURCE RECOMMENDATIONS SUMMARY

- Advance stormwater best management practices.
- Protect Delavan Lake, Lake Comus, and other important environmental areas and features.
- Advance the City's role in sustainability and climate resiliency.

The City's natural resource base, especially environmentally sensitive areas with respect to soils, environmental corridors, wetlands, and floodplains, are critical factors in local planning decision making. Maintenance of these, and other environmentally sensitive natural features, is important for both the visual attractiveness of the community, the integrity of the natural environment, and sustainability of the City moving forward.

Scientific data demonstrates that on average, Wisconsin has become warmer and wetter over the past 60 years and this trend is expected to continue and increase considerably in the decades ahead. This change in climate could have an impact on the State and City's natural resources. The City will need to weigh these potential impacts when deciding how it will adapt to changes to the natural and built environment.

The purpose of this chapter is to identify strategies to preserve and protect the City's natural resources. A survey of Delavan's natural resources provides an important framework for guiding several elements of the comprehensive planning process. As a growing community, such information can help the City identify appropriate locations for development and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, and groundwater protection. This chapter contains an inventory of the City's land- and water-based natural resources and an inventory of wildlife habitat and natural areas. Additionally, included are strategies to encourage climate change-resilient infrastructure. Finally, it outlines the City's goals, policies, programs, and recommendations for natural resource preservation. Map 3 depicts the City's key environmentally sensitive areas.



Natural Resource Goals, Objectives, and Policies

Goal:

1. Protect the health and integrity of natural resources and ecological systems in the City's planning area.

Objectives:

1. Continue to recognize that Delavan's character is in large part defined by the abundance of natural resources, particularly the lakes located in and around the City.
2. Protect natural features including wetlands, lakes, woodlands, wildlife habitats, open spaces and groundwater resources, steep slopes, and other environmentally sensitive features.
3. Protect and improve surface water and groundwater quality and the quantity of stormwater released from new development and redevelopment.
4. Account for and adapt to changing climate conditions, including the impacts of these changes on the design and performance of municipal storm water infrastructure.
5. Work with landowners and developers to encourage sustainable strategies and creative, cost effective methodologies to improve the quality of storm water runoff.
6. Link the preservation of natural resources with compatible recreational and economic opportunities for residents and visitors.

Policies:

1. Utilize zoning, subdivision review, and official mapping authority to protect environmental corridors and significant environmental features within City limits and extraterritorial jurisdiction.
2. Preserve significant natural features by prohibiting new construction in mapped environmental corridors.
3. Require natural resource features to be depicted on all site plans, preliminary plats, and certified survey maps to facilitate preservation of such features.
4. Protect groundwater quality by encouraging the clean-up of environmentally contaminated sites, monitoring uses that may cause contamination in the future, identifying and protecting wellhead protection areas for municipal wells, and maximizing infiltration in groundwater recharge areas.
5. Cooperate with other units of government and non-profit land conservation agencies on the preservation of natural resources that are under shared ownership or that cross jurisdictional boundaries.
6. Where appropriate, encourage a compact development pattern, mixed use development, infill, and redevelopment in the City to preserve open spaces and natural resources.
7. Enhance and enforce erosion control and stormwater management standards. Emphasize the use of natural drainage systems; construction site erosion control; and permanent, ongoing stormwater management and erosion control measures that regulate the quality, quantity, and temperature of water leaving any site.
8. Review and revise City ordinances as needed to ensure that they encourage or at least do not prevent property owners or developers from engaging in environmentally-sustainable practices.
9. Continue to work with the DNR and Walworth County on future planning of bicycle routes, trails, and infrastructure to promote connectivity throughout the area.
10. Develop sustainable infrastructure standards and preferred strategies so that developers understand what are acceptable for meeting water quality and quantity control objectives. The practices should focus on those that are easily maintained and have successfully performed in the City's climate.
11. Continue to pursue the climate adaption and resiliency mitigation strategies, in addition to participating in any future updates to the Walworth County Natural Hazard Mitigation Plan.
12. Consider either enhancing sustainability or climate resiliency training for in-house City staff or hiring a new sustainability/climate resiliency coordinator position.
13. Facilitate maximum infiltration of stormwater volume through the use of Best Management Practices such as rain barrels, infiltration swales, pervious pavement, rain gardens, and green roofs.
14. Support the reduction of pavement/impervious surface area through use of porous pavements wherever possible (streets, walkways, drives, parking lots, patios, etc.).
15. Consider the purchase of properties located within the identified floodplain area for public purpose, when such properties become available for purchase.



Advance the City's Role in Sustainability/Climate Resiliency

The City of Delavan has a key role to play in promoting sustainability and climate resiliency, however the most successful advancements in these areas generally involve multiple parties including elected officials, City staff, the School District, other local groups and organizations, the development and building community, and residents. The City can most effectively lead the efforts by:

- Setting the stage for discussion and declaring sustainability and climate resiliency a community-wide priority.
- Modeling sustainability and climate resiliency through its policies, operations, infrastructure, and planning.
- Enabling the building and development community to implement best practices by minimizing hurdles and maximizing incentives.
- Working with educational institutions, media, neighboring jurisdictions, local businesses, and others to promote education and outreach on the need for and benefits of sustainable approaches.

In order to advance these efforts most efficiently, it is recommended that the City become a certified STAR Community, or at a minimum, pursue the efforts outlined above to advance community-wide initiatives. This includes developing, establishing, and executing a proven sustainability framework at the community level. The STAR rating system is one of the leaders in this field. Recently, STAR and the U.S. Green Building Council merged to integrate sustainability planning and LEED building certification. The advantage of utilizing an established process and framework is the ability to gain knowledge from other case studies, ability to measure success through established metrics, information, and built in accountability, significant process and administrative efficiencies, and become recognized as a Certified STAR Community. As of 2020, there were no certified STAR communities in Wisconsin.

Another key recommendation is the incorporation of climate resiliency planning. This can be done through continued coordination with Walworth County and other jurisdictions on the implementation and eventual update of the Natural Hazard Mitigation Plan. Additionally, developing and implementing city-level climate resiliency plans and potentially the creation of a new sustainability or climate resiliency position to help solve these issues is also recommended. There are several Wisconsin and Midwest climate resiliency-based case studies that provide great examples of the need to be as proactive as possible in the face of potential natural disasters.

Protect Environmental Corridors and Exceptional Natural Resources

Delavan is surrounded by several high-quality natural features including, but not limited to, Delavan Lake and Lake Comus. Preserving these unique natural resources and environmental corridors provides significant ecological, recreational, and aesthetic benefits to the City. Such areas add considerably to the ecological integrity of a region, contribute to the aesthetic value of neighborhoods, offer natural stormwater management and flood control, and protect and improve water and air quality. In addition, because environmental corridors are often comprised of wetlands, floodplains, steep slopes, and other specific environmental features, these areas often present severe limitations to development.

What is Sustainability?

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

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

What Is Climate Resiliency?

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

The City intends to protect environmental corridors by not allowing significant expansions to existing building footprints and by preventing new buildings (other than maintenance or replacement of existing buildings) within these identified areas. Existing farm uses may also continue within mapped environmental corridors. In new developments, natural areas should be preserved through integration of these features into the design, rather than being removed or degraded. Compatible and generally low impact uses such as new multi-use trails to and through these areas and to connect neighborhoods to Delavan Lake, Lake Comus, and the broader region could be provided.

A key asset and local resource in the protection of Delavan's natural resources is the Lake Comus Rehabilitation District originally founded in 1976. The District encompasses approximately 5 square miles and is made up representatives from the Town of Delavan, Walworth County, and the City of Delavan. It has the ability to tax this area to address water quality issues in the lake. In 1990, the District worked with the WisDNR to dredge portions of the lake and just recently was awarded a grant to conduct a Lake Study. The District and their goal of preserving and enhancing water quality in Lake Comus is tied to many objectives of this plan and the Downtown Strategic Plan. The lake is pivotal asset to the community both recreationally and economically being tied to downtown.

Advance Stormwater Best Management Practices

The City will refer to Stormwater Best Management Practices (BMPs) to mitigate the negative impacts stormwater can have on waterways and downstream properties, especially Delavan Lake, Comus Lake, and Turtle Creek. Stormwater BMPs aim to control run-off volume by managing precipitation as "close to where it hits the ground" as possible, thereby facilitating infiltration of precipitation into groundwater and evaporation of water back into the atmosphere. This approach decreases peak stormwater quantities and improves the overall quality of the stormwater that does enter streams and lakes. The BMPs that the City will promote, and in certain cases require, include the following:

- **Maximize permeable surface areas.** This technique focuses on reducing the impervious footprint of development sites and breaking up large, paved areas with permeable surfaces and/or natural ground cover and vegetation. Since the impacts of stormwater runoff are far more effectively managed by natural systems, such as wetlands and forest ecosystems, than by pervious ground cover that has been altered by construction or other human impacts (e.g. front lawns), the preservation of environmental corridors will go a long way in mitigating stormwater impacts. Where paved surfaces are necessary, these areas should be graded so they drain to infiltration areas. This approach also includes the incorporation of narrower paved widths for local neighborhood streets that will never carry large volumes or high-speed traffic, and the development of narrower lots, which are typically associated with less impervious street and sidewalk surface per lot.
- **Incorporate progressive construction site erosion control practices.** Construction sites generate a significant amount of sediment run-off if not managed properly. Under current state laws, erosion control plans are required for all construction sites that are larger than one acre. The City will enforce erosion control ordinances and techniques for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development sites. These techniques include providing silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing displaced vegetation.
- **Infiltration and retention areas.** Where stormwater basins are necessary to effectively manage run-off, such basins and associated conveyance routes should be carefully integrated into the surrounding development pattern and should incorporate native/natural edge vegetation whenever possible to ensure the aesthetic and functional integrity of the site. Other infiltration techniques include:
 - **Rain gardens:** A rain garden is a landscaping features that are designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. The City may consider codifying rain garden design standards and allowing the construction of rain gardens to apply toward meeting City landscaping requirements.
 - **Rain barrels:** A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden, or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground. The City may actively promote this program and provide residents with information about how and where they can purchase their own rain barrels.
 - **Permeable pavers:** Pavement and/or concrete is typically impervious, forcing water away from it. Permeable pavers aim to change that by allowing water to seep through the pavement itself or providing gaps for the water to seep into. Both methods allow stormwater to be controlled at the source, while helping to reduce runoff and increase the filtering of the water. Permeable pavement is a rapidly evolving and improving technology that offers a new form of on-site stormwater management.

- **Retention ponds:** Retention ponds aim to filter out sediment and other solids from stormwater, while also retaining runoff on-site. These ponds usually have some water in them most of the time to allow materials in the water to separate out and sink to the bottom. These are typically used in larger-scale developments or subdivisions.
- **Bioswales:** A bioswale is a small-scale combination of a detention pond and vegetate buffer strip. It is typically designed to be sloped, so that it both filters the water with through organic materials that make up the buffer, while also containing the water during rain events. Bioswales are typically dry most of the time, other than directly after rain events or snow melts. Overall, they remove pollutants, silt, and other debris that might be in the water, while also mitigating peak stormwater flow.
- **Green (vegetated) roofs:** Green roofs effectively act like sponges, absorbing water from rainstorms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. They can also have a dual function in facilitating solar panels or recreation space on rooftops.
- **Vegetated buffer strips and berms:** Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material into soil aids in the decomposition and filtration of pollutants.

The City may also implement a stormwater utility as a means to better manage stormwater at a regional level, rather than relying on site-by-site approaches in all cases. Overall, the City will continue to focus on maximizing pervious surfaces and minimizing the potential for groundwater contamination.

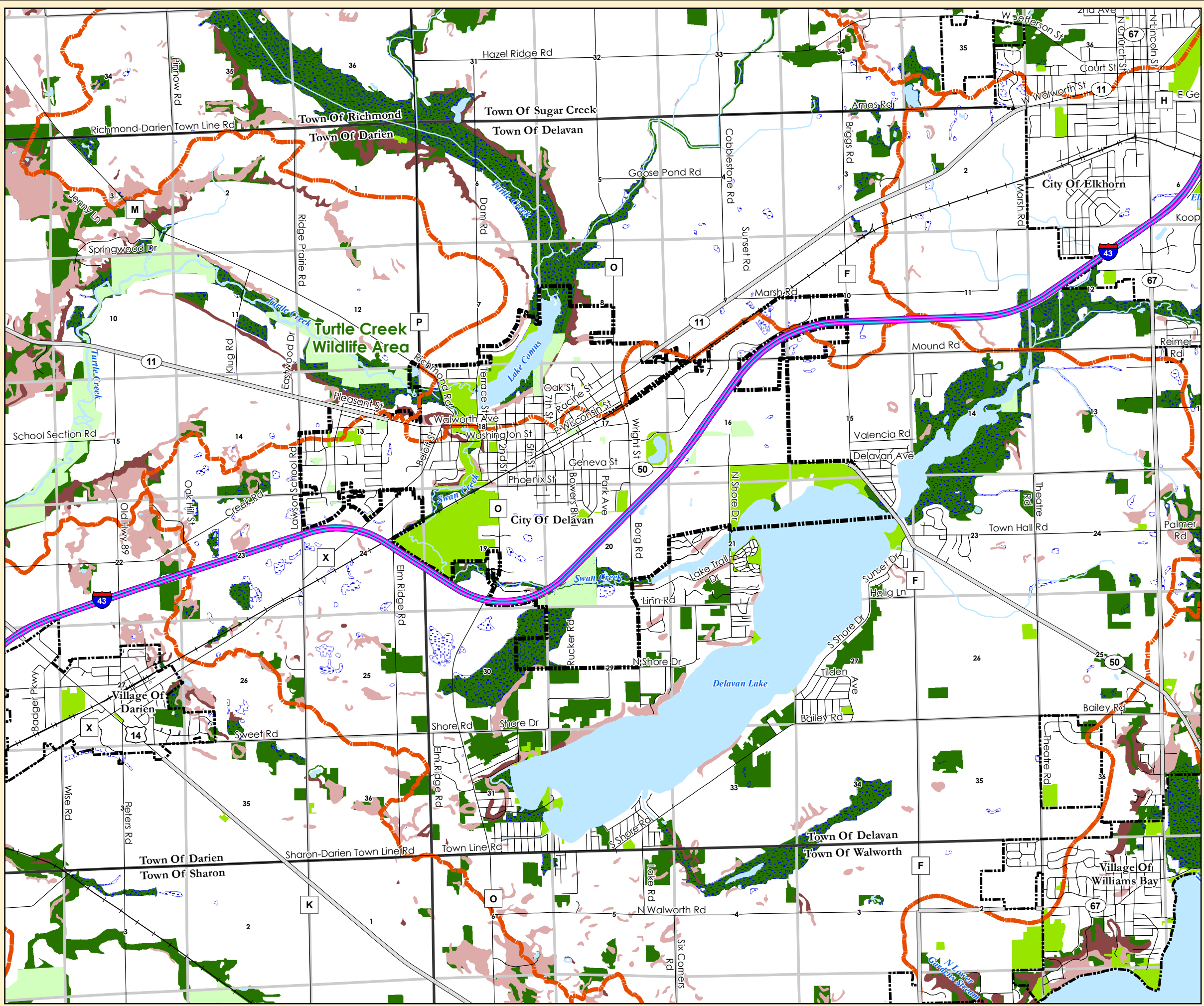
Continue to Require Completion of a Site Inventory and Analysis in Advance of Development

Neighborhood and site design processes that require the thoughtful inventory and analysis of natural resources before lots are platted or buildings are placed are essential in accomplishing development that is sensitive to natural resources. The City should continue to require site assessment as part of the development approval process.

Once critical site features are identified and mapped, protection is the next step. Maximum clearance or removal standards for these features, or on-site mitigation where those standards cannot be met, may be considered. For example, some communities adopt woodland/mature tree identification, protection, and mitigation (e.g., replanting) standards in zoning and subdivision ordinances to maintain this limited resource.

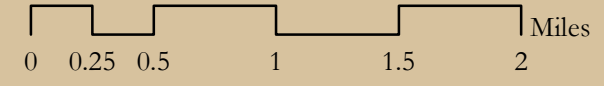
Natural Features

City of Delavan Comprehensive Plan



- City/Village Boundaries
- Township Boundaries
- Sections with Section Numbers
- Interstate Highway
- Major Roads
- Local Roads
- Railroads
- Surface Water
- Watershed Boundaries
- Public Conservancy
- Parks & Recreation
- Environmental Corridor
- Steep Slopes**
 - 12 % to 19%
 - 20 % and Greater
- DNR Wetlands
- 100 Year Floodplain (FEMA)

Effective: January 1, 2021
 Source: SEWRPC, WIDNR,
 Walworth County LIO,
 US-DOT, V&A



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 Shaping places, shaping change

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5

CULTURAL RESOURCES

CHAPTER FIVE: CULTURAL RESOURCES

Cultural resources are the invaluable cultural and historical assets that offer a tangible connection between a community's past and present; and often embody the community's unique character, values, and ideals. Cultural resources include historic buildings and structures, archeological sites, landscapes, and elements of local heritage. Cultural resources are often overlooked in planning efforts but are critical components of not only how a community views itself, but also the perception of the City to the outside world. Delavan has a multitude of past and present cultural resources from the annual Brick Street Days and Scarecrow festivals to Delavan's historic downtown, its public art mural program, and circus history. All local context and existing plans related to the City's cultural resources can be found in Appendix A.

CULTURAL RESOURCE RECOMMENDATIONS SUMMARY

- Work with property owners and to ensure the long-term preservation of historically and culturally significant buildings and sites.
- Enhance and preserve Delavan's unique community character and the historic downtown.
- Promote expression of the City's diverse cultural heritage through community events.
- Market the City to new residents and tourists by leveraging the many community assets Delavan offers.

Cultural Resource Goals, Objectives, and Policies

Goal:

1. Preserve, enhance, and promote the City's cultural heritage and small-town character and charm.

Objectives:

1. Promote the City's unique cultural assets and circus history as a source of pride and as tourist attractions.
2. Preserve the character of the historic downtown and the City's traditional neighborhoods.

Policies:

1. Promote the restoration and rehabilitation of historic buildings to enhance the viable economic use of these structures, particularly in the downtown.
2. Work with local historic preservation organizations and property owners to protect resources that contribute to the City's character.
3. Ensure that new development is compatible with the historic character of existing buildings.
4. Work with the Delavan – Delavan Lake Area Chamber of Commerce, the Downtown Business Association, the Downtown Delavan Project Management Team, Visit Delavan, and other local groups to plan, support and promote local festivals, fairs, and other events that celebrate the City's heritage and culture.
5. Support adaptive reuse of historic structures in a manner which protects their integrity.
6. Continue to promote and leverage Delavan's historic resources as unique local and regional tourist attraction and encourage new businesses which support this attraction.
7. Continue to implement the recommendations of the Downtown Delavan Strategic Plan.

Cultural Resource Programs and Recommendations

Preserve Historically and Culturally Significant Buildings

The City will continue to coordinate with the Delavan Historic Preservation Society and affected property owners to clearly identify existing buildings and sites that are listed on the State or National Register of Historic Places, and to nominate other buildings sites that may be appropriate for historical designation. The City will also help to educate property owners on resources available to assist with historically sensitive remodeling projects, including the following:

- Property owners can qualify for a 20% Federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of the Interior has listed on the National Register of Historic Places.
- At the state level, the Wisconsin Economic Development Corporation administers an annual Historic Tax Credit Program. It allows for a state tax credit of 20% of qualified rehabilitation expenditures for income producing properties that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with

the National or State Register. However, this program can only be applied to projects exceeding \$50,000 in rehabilitation. All work must comply with federal guidelines established in the Secretary of the Interior's Standards for Historic Building Rehabilitation.

- Another state-level tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures that are certified historic or contribute to a historic district. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. Applications for both Wisconsin programs must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.
- At the local level, a Downtown Tax Increment Finance District (TID #5) was established in 2012. The project plan for this TID includes the establishment of low interest and grant programs. Due to a number of challenges, 2020 will be the first year that incremental revenues will actually be generated from the District. The City is hopeful that funding for at least one or two pilot programs, targeting larger vacant structures, will be available within the next several years.

Other related opportunities include:

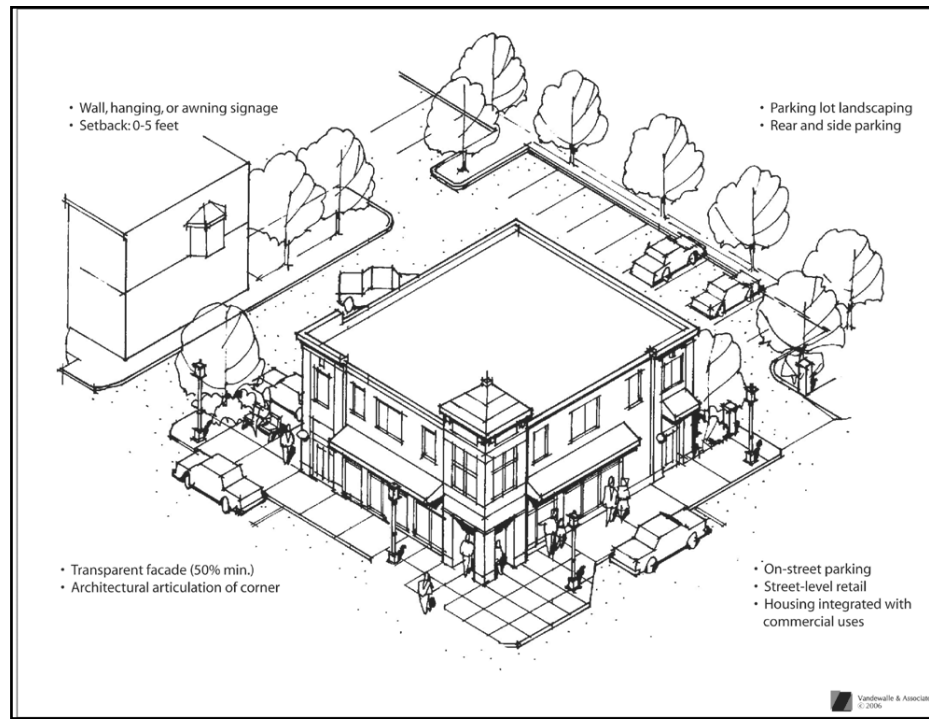
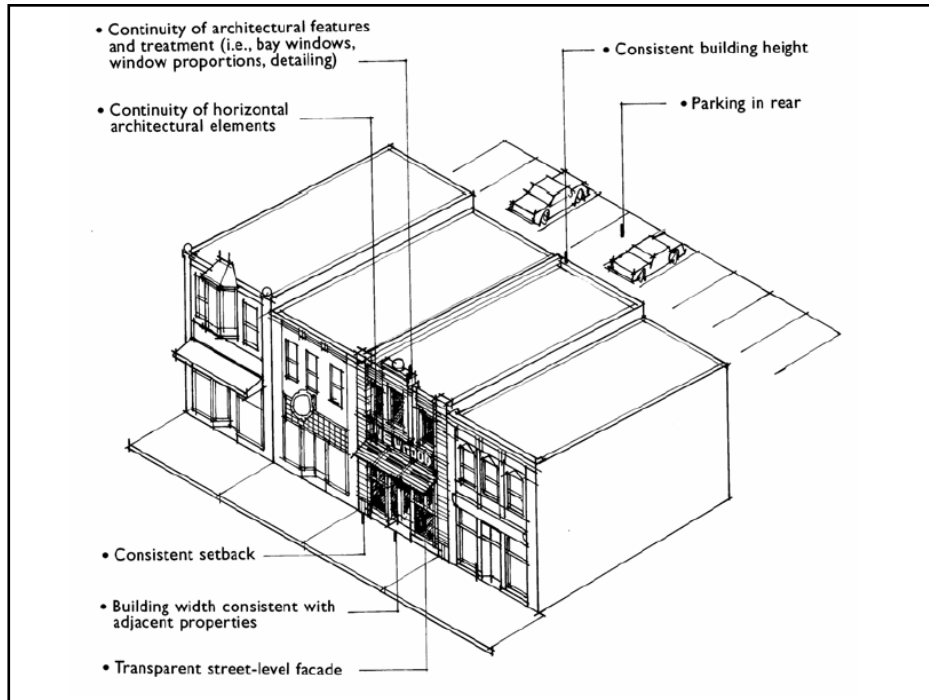
- Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provides mini (under \$2,000) and major (under \$10,000) grants for projects that enhance the appreciation of important historic buildings or decorative art works. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

Continue to Preserve and Enhance the Character of Downtown Delavan

The City has a Downtown Design Overlay Zoning District which provides design standards for new downtown construction, remodeling, and demolition. Additionally, as an on-going City-practice, property maintenance standards will be enforced to prevent neglect of one property from leading disinvestment in others. While perhaps not every old building will be retained, infill, redevelopment, and rehabilitation projects in the downtown should maintain the historic character of this area of the City. This applies to buildings and sites within the cluster of historic 19th century commercial buildings in the heart of the downtown (Delavan Downtown Historic Commercial District and the Delavan Water Tower Park Historic District). It also applies to sites along the periphery of the downtown, where redevelopment may be the most appropriate future. Figure 5.1 illustrates some basic downtown design standards that are mirrored in the City's Zoning Ordinance.



Figure 5.1: Model Downtown Design Guidelines



Maintain and Enhance Delavan's Unique Community Character

“Community Character” is a term often used to describe the way a community looks, feels, and functions. As Delavan continues to evolve overtime, the community will be challenged to maintain and enhance its small-town character. The good news is that many community character objectives can be pursued without raising taxes or spending a lot of money. Rather, by enforcing regulations and standards that specifically address the aesthetic components of development, such as architecture and building materials, the thoughtful integration of open space and community gathering places, and the preservation of attractive community entryways and historic and culturally significant features, the City can do a lot to ensure that new development and redevelopment projects have a positive impact on the way the community looks and feels to residents and visitors.

Paying attention to and preserving the characteristics that make small cities like Delavan such desirable places to live will help the City better protect and build upon its existing assets. The City of Delavan will strive to enhance and maintain the following characteristics:

- Development that is designed for people and intended to facilitate human interaction through provision of gathering places, pedestrian connections, buildings and sites oriented more toward people instead of cars, and new neighborhoods based on “Traditional Neighborhood Design” principles, mimicking the character of the City’s existing central neighborhoods (see description of this concept in the Housing and Neighborhood Development chapter).
- Continued development of a partnership and the unique benefits that can be derived through this partnership with Lake Lawn Resort, a premier resort and conference center that has been part of the community for over 140 years.
- A distinguishable downtown area, which functions as the community’s unique and principle focal point for civic, social, and commercial activities.
- Development that reflects the full range of the City’s ethnic and cultural diversity within the context of a shared sense of common purpose and community pride.
- New development that is compact and mixes uses to maintain comfortable walking and biking to key destinations (e.g., the downtown, parks, schools, Planned Mixed Use areas).
- An overall mix of land uses that allows all residents to meet daily needs in the community, minimizing their need to drive long distances to find basic goods and services.
- Development that is balanced: commercial/residential balance, open space/development balance, balance of diverse housing types to meet different people’s needs.
- Land uses that are blended in a compatible manner with mixed use buildings encouraged in appropriate areas.
- A uniform public signage theme throughout the City with signs constructed of appropriate materials.
- A “hard-edge” between city and countryside, and a focus on the preservation of open space and agricultural lands in the area.

Support Local Events and Attractions

The community hosts a variety of events between the many different local organizations, groups, partnerships, and government agencies. The City has an opportunity to bolster community pride, cohesiveness, and sense of place by supporting these various events that highlight the history, culture, ethnic diversity, and people within the community. Through continued partnerships and support from the City, these events can generate regional interest in the community and could be used as marketing tools.

Market the City to New Residents and Tourists

The City of Delavan has many assets mentioned throughout this plan. In order to maintain and grow those assets, it is important for the City to increasingly market itself. Over the past decade, many cities around Walworth County have seen little growth. Delavan is no different. However, with the sustained growth of nearby communities in Dane and Waukesha Counties, the City has an opportunity to distinguish itself as a community where people in all stages of life want to live, in part because of its recreational, cultural, historic, ethnically diverse, and affordable components.



Over the next twenty years, it is critically important for the City to work with the Chamber of Commerce and other local groups and organizations to promote, market, and attract new residents to the community. This can be done through branding the City as a unique, active, and diverse community with a wide variety of amenities and assets, all of which can be leveraged to bring new residents and tourists to the area. Some of the City's assets and amenities include:

- Delavan's sustainable and high-quality water supply
- Affordability of the community compared to other nearby communities in Walworth County and the region, especially related to available single-family housing stock and lower property taxes
- High-quality parks and recreation programming and infrastructure
- Historically significant downtown and homes
- City's "small town" feel
- Proximity to pristine natural resource and open spaces
- Year-round local events and festivals
- Delavan-Darien School District's initiatives and programs related to workforce preparedness and the number of high-quality private schools in the community
- Ethnically diverse population
- Delavan is a full-service community that provides all of the services that families need
- Proximity to major metro areas, especially on the far extent of the Chicago metro area that makes the City a possible "work from home community"
- A 140 plus year old resort and conference center (Lake Lawn)

Together, these assets and amenities provide residents of Delavan with a high quality of life and make the community very attractive to existing and new residents and visitors. It is recommended that the City and its local partners continue to enhance the livability of the community and market these unique assets in bringing new residents to Delavan.

Young Adults Case Study: Delavan, Wisconsin

In 2017, a group of college students conducted research in eleven different municipalities across the state. They interviewed residents about different aspects of the community that they liked, disliked, or wanted to see change through the lens of retaining and attracting young people.

The summary of key themes and takeaways from the Delavan Case Study included:

- People valued how comfortable the community is to live and raise a family.
- City is in a convenient location to reach many different urban centers for employment and regional destinations.
- Desire to continue to improve the local school system.
- Presence and importance of diversity throughout Delavan was much different than other communities researched.
- The number of community events, festivals, gathering spaces, and local organizations are a key asset of the City.
- Many people commute outside of Delavan for work and this can present challenges for local employers and businesses.

Source: 2017 Gaining and Maintaining Young Adults Case Study, Sheamus Johnson and Elisa Avila



6

LAND USE

CHAPTER SIX: LAND USE

This chapter of the Plan is intended to guide land use decision making in the City. Long-range land use planning allows municipalities to guide development and redevelopment in a manner that maintains community character, protects property values, and preserves natural and environmentally sensitive features. This chapter contains the goals, objectives, policies, and recommended programs to guide the future preservation and development of public and private lands in and around the City of Delavan. All local context and existing plans related to land use can be found in Appendix A.

LAND USE RECOMMENDATIONS SUMMARY

- Promote infill development and the redevelopment of key sites in the City, such as the downtown, areas adjacent to I-43, empty subdivisions, and blighted residential areas.
- Promote traditional neighborhood design and mixed use developments.
- Ensure land uses are compatible with community facility, transportation, economic development and other objectives of this Plan.
- Amend the Zoning and Subdivision Code to accommodate greater residential two-family and small-scale multi-family development densities with increased shared open space through new Zoning Districts.

Existing and Future Land Use Map Categories

The Existing Land Use map (Map 4) and Future Land Use map (Map 5a) use a common set of land use categories to illustrate current and desired future land use conditions in and around the City. These categories are not the same as zoning districts. Note that not all categories listed below are shown on both maps.

- **Agriculture and Open Space:** Agricultural uses, farmsteads, and other open lands at or below a density of 1 dwelling per 35 acres.
- **Single Family Residential—(Unsewered):** Single-family detached residential development served by individual on-site well and wastewater treatment (septic) systems and typically located outside of the City limits.
- **Single Family Residential—(Sewered):** Single-family detached residential development served by municipal water and sanitary sewer systems.
- **Two-Family/Townhouse Residential:** Single-family and two-family (duplexes, town homes, two-flats, etc.) residential development at densities up to eight dwelling units per acre.
- **Multi-Family Residential:** A variety of residential types, mostly multi-family units with three or more dwelling units per building and served by municipal water and sanitary sewer systems.
- **Planned Neighborhood:** A carefully planned mix of predominantly single-family residential development combined with one or more of the following land use categories: two-family residential, multi-family residential, neighborhood office, community facilities, and parks, recreation, and conservancy uses. This category is also intended to accommodate Traditional Neighborhood Design (TND) forms of development.
- **Manufactured Residential:** Single-family-oriented parks or subdivisions with manufactured or mobile homes.
- **Neighborhood Mixed-Use:** Smaller indoor office, service, institutional, or retail uses housed in structures compatible with the scale and architectural style of surrounding residential uses, and typically generating levels of traffic compatible with local and neighborhood streets.
- **Regional Mixed-Use:** Wide range of indoor and outdoor retail, service, office, health care facilities, and institutional uses outside of the Downtown and Neighborhood Mixed-Use areas. These are generally larger and/or more intensive that serve as a regional draw.
- **Downtown:** Delavan's historic downtown and other centrally located commercial areas. This designation reflects the mix of retail, service, office, and residential (usually upper story) uses and pattern of development typical of a traditional downtown as it relates to placement, scale, and style of buildings.









- **Planned Mixed Use:** High-quality and highly planned developments that incorporate a mix of residential types and any or all of the following: smaller scale retail, entertainment venues, indoor service, office, health care facilities, institutional, mixed residential, and other supporting land uses. Mixed use centers are intended to be vibrant urban places that should function as community gathering spots.
- **Planned Commercial and Industrial Mixed-Use:** High-quality and highly planned developments that include a wide range of indoor and outdoor retail, service, office, health care facilities, light and general industrial, and institutional uses near I-43. These are generally larger and/or more intensive that serve as a regional draw.
- **Community Facilities:** Public or public-related land uses and buildings such as schools, cemeteries, churches, public buildings, hospitals, and public utilities. These uses may be conducive to transition from less intense uses to other, more intense land uses.
- **Light Industrial:** Generally low-impact manufacturing, warehousing, and controlled outdoor storage uses located to efficiently and conveniently serve the Delavan area.
- **General Industrial:** More intensive indoor manufacturing, warehousing, and distribution activities than in the Light Industrial category and includes accessory uses such as offices, and outdoor storage. Uses in this category include large scale and/or intensive manufacturing, possibly significant outdoor processing or storage, warehousing, distribution, office, and associated accessory uses.
- **Airport (Private):** Air transportation and related uses.
- **Heavy Industrial:** Most intensive industrial, outdoor storage, disposal, quarries, gravel pits, clay extraction, peat extraction, and related uses.
- **Parks, Recreation, and Conservancy:** Existing or planned park and open space facilities devoted to active recreational uses such as playgrounds, play fields, play courts, park shelters, picnic areas, and recreation trails, but may include publicly owned natural, environmentally sensitive, stormwater management, habitat preservation areas and other passive recreational opportunities. Large private outdoor recreation facilities such as golf courses are also included in the category. Small recreational spaces and future parks may be included in other land use designations.
- **Environmental Corridors:** Continuous systems of open space that include one or more of the following natural features: wetlands, floodplains, riparian buffers, woodlands, critical wildlife habitat, rare or endangered species, and steep slopes (12% or greater). Environmental corridors are intended to be preserved over the long term whether in private or public ownership through various restrictions on use and site alterations.
- **Urban Reserve:** Land where the City may grow beyond the 20-year planning period, in which it is premature for the City to designate any particular type of future land use. Prior to the development of any part of the Urban Reserve in the future, the City will amend this Comprehensive Plan to identify specific future land uses (beyond agriculture) and how the specific land use pattern would be served by transportation, utility, and other public services.
- **Vacant:** Mostly open spaces that have been subdivided or platted and are ready to be developed. Some may be in agricultural or stormwater management use.
- **Surface Water:** Lakes, rivers, and perennial streams per Walworth County mapping.
- **Rights-of-Way:** Areas reserved for transportation-oriented uses such as roads and railroads.

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Existing Land Use

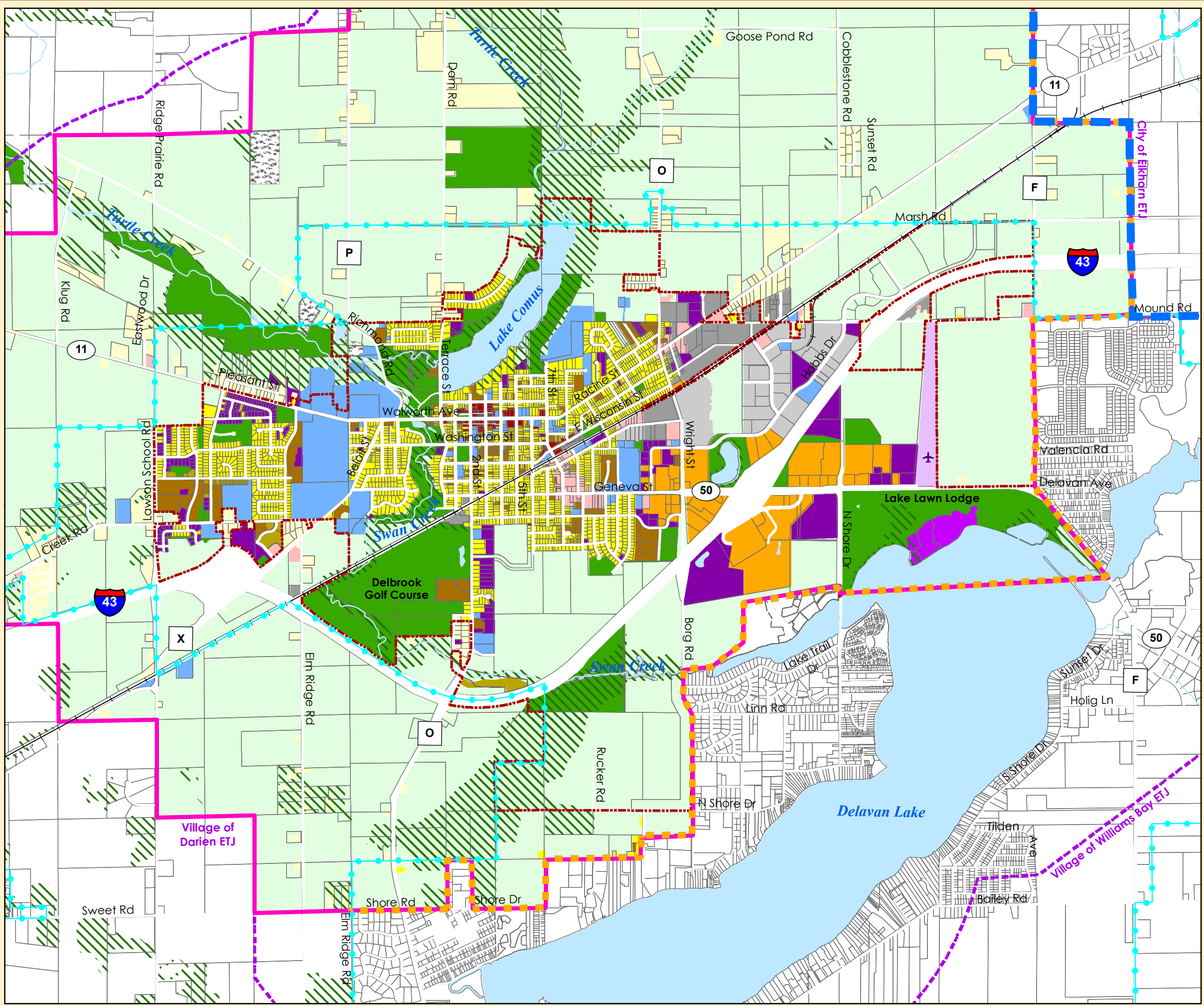
City of Delavan Comprehensive Plan

-  City of Delavan
-  Parcels
-  Urban Service Area Boundary
-  Extraterritorial Jurisdiction Boundary
-  Line of Demarcation
-  Delavan-Elkhorn IGA

Land Use Categories

-  Agriculture & Open Space
-  Single Family Residential - (Unsewered)
-  Single Family Residential - (Sewered)
-  Two-Family/Townhouse Residential
-  Multi-Family
-  Manufactured Residential
-  Regional Mixed Use
-  Neighborhood Mixed-Use
-  Vacant Subdivided
-  Downtown
-  Community Facilities
-  Planned Mixed Use
-  Light Industrial
-  General Industrial
-  Airport (Private)
-  Heavy Industrial
-  Parks, Recreation, & Conservancy
-  Environmental Corridor
-  Surface Water
-  Road/Rail Right of Way
-  Railroad

Effective: January 1, 2021
 Source: SEWRPC, WIDNR,
 Walworth County LIO,
 US-DOT, V&A



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General Land Use Goal, Objectives, and Policies

Goal:

1. Promote a future land use pattern that is in harmony with the natural landscape, helps maintain property values, preserves the community's predominately residential character, encourages well-planned and attractive development, and minimizes land use conflicts.

Objectives:

1. Promote compact, mixed use development, and redevelopment to preserve open space, facilitate human interaction, advance economic growth, and advance energy efficiency.
2. Protect the City's long-term growth interests during and beyond the planning period.
3. Ensure a desirable and compatible mix of land uses that are consistent with the City's character.

Policies:

1. Follow the land use recommendations that are mapped and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.
2. Maintain a hard edge between farmland and planned urban development areas, as opposed to permitting scattered and leapfrog development patterns.
3. Require that all new development in the City connect to sanitary sewer and public water systems and limit development outside of the current City limits until sewer and municipal water services are provided. In areas outside of the City limits but designated for future City growth, the City will exercise its extraterritorial authority and limit extensions of municipal sewer and water services to limit the new development to that consistent with the Agricultural and Open Space future land use category until said land is annexed or expressly allowed to develop under intergovernmental agreement.
4. Guide new development to areas adjacent to existing development and where logical extensions to streets, sewer lines, and water lines may occur.
5. Encourage that new residential development within the Planned Neighborhood designation comply with the City's historic housing mix. The desired mix of residential uses in any neighborhood should be mostly single-family (approximately 65 percent), generally with no more than 15 percent of dwelling units being duplex units and not more than 20 percent being multi-family units.
6. Promote traditional neighborhood principals as a strategy to better manage the rate of community expansion, preserve farmland, promote public health, and protect natural resources.
7. Disperse higher-density residential development throughout the City, rather than creating large concentrations of this type of development in just a few areas.
8. Ensure that incompatible land uses are not located close to one another, or, where necessary, require adequate buffering between incompatible land uses.
9. Promote bicycle and pedestrian trail connections between existing and new development areas.
10. Promote and direct new residential development to utilize "traditional neighborhood design" as a strategy to better manage the rate of community expansion, preserve farmland, and protect natural resources (see the Housing and Neighborhood Development chapter).
11. Encourage the development of well-planned, mixed use centers that integrate employment, shopping, housing, and recreation opportunities in a compact, pedestrian-oriented setting.
12. Use extraterritorial land division review, extraterritorial zoning, and other techniques to direct new development, such as subdivisions, commercial development, and industrial development, to the City to preserve the distinction between City and country and the City's future growth options on the City of Delavan's side of the Line of Demarcation.
13. Encourage collaboration between the City of Delavan, Walworth County, and neighboring jurisdictions with regard to planning initiatives and development policies.
14. As necessary, prepare updates and revisions to the zoning and subdivision ordinances to reflect land use and community character goals defined in this Plan.
15. Preserve and enhance the historic character of the downtown by encouraging compatible new development and redevelopment.
16. Continue to enforce and implement the Cooperative Boundary Agreement between the City of Delavan and Town of Delavan, in addition to the Boundary Agreement between the City of Delavan and City of Elkhorn.

17. Amend the City's Zoning and Subdivision Ordinance to be consistent with all state statute changes and evolving residential demands such as increasing two-family and small-scale multi-family opportunities and promoting mixed-use in smaller-scale commercial districts.

Land Use Programs and Recommendations

This section of the Plan has the ambitious intent of guiding land use and development in the City over the next 20 years. The Future Land Use map is the centerpiece of this Plan's land use direction. This map was prepared based on an analysis of development trends, projected land demand, location and availability of vacant land in the City, location of areas logical for future development based on existing development, environmental constraints, public and property owner interests, boundary agreements, and the City's overall vision.

The Future Land Use map and related policies described below should be used as a basis to refine the City's regulatory land use tools, such as the zoning ordinance and map. They should also be used as a basis for all public and private sector development decisions, including annexations, zoning map amendments, conditional use permits, subdivision approvals, extension of municipal utilities, and other public or private investments. Changes in land use to implement the recommendations of this Plan will generally be initiated by property owners and private developers. In other words, this Plan does not automatically compel property owners to change the use of their land.

Not all land shown for development on the Future Land Use map will be immediately appropriate for rezoning and other land use approvals following adoption of this Plan. Given market and service demands, careful consideration to the amount, mix, timing, and location of development to keep it manageable and sustainable is essential. The City advocates the phased development of land that focuses growth in areas and types that advance the vision of the community and can be efficiently served with transportation, public utilities, public services, and other community facilities.

Wisconsin Statutes allow cities to plan for lands up to the edges of their extraterritorial jurisdictions (ETJ). To effectively manage growth, this Plan identifies desirable land use patterns within the existing City limits and in unincorporated areas within the City's ETJ, outside of the Town of Delavan and City of Elkhorn growth areas. This approach recognizes that City (and regional) growth and economic health can be either facilitated or impeded by the patterns of growth and preservation in adjacent areas. Not surprisingly, implementing many of the land use recommendations of this Plan will be greatly aided by intergovernmental cooperation, a concept more fully described in the Intergovernmental Cooperation Chapter.

FUTURE LAND USE CATEGORIES

Each of the future land use categories listed and shown on the Future Land Use map (Map 5a) are described below. The text under each listed land use category includes a description of what that category includes, an outline where that type of land use should be promoted, and policies related to future development in areas designated under that category.

Agricultural and Open Space

This future land use category indicates areas intended for agricultural uses, farmsteads, and rural housing where the development will not contain new lots of less than 5 acres. The majority of land around the periphery of the City has been mapped as Agriculture and Open Space, with the exception of some areas where residential and industrial development has already occurred. County exclusive agricultural zoning is appropriate for this land use category or Rural Holding (RH-35ac) zoning is appropriate for areas within the City of Delavan.

Policies and Programs:

1. Within the Extraterritorial Zoning Area (ETZA) within the Town of Delavan, require all land divisions and land development to be consistent with the City's Extraterritorial Zoning Ordinance and Zoning Map. In addition to requiring such zoning compliance, the City should ensure that any land division also dedicate any existing or planned rights-of-way "to the public" per the recommendations of the City's Official Map.
2. A maximum buildable lot area of two acres is recommended throughout the unincorporated areas of the City's Extraterritorial Land Division Review Area (ETLDA) to preserve productive farmland and the agricultural economy.
3. Do not extend sanitary sewer service or public water service into Agriculture and Open Space areas until and unless the City changes the future land use category for such areas through a Comprehensive Plan amendment to the Future Land Use Map (see the Implementation Chapter).
4. Work with the adjoining towns and Walworth County to implement these policies and programs in a cooperative manner, where possible.

Single Family—(Unsewered)

This future land use category is intended to accommodate single-family detached residential development served by on-site wastewater treatment (septic) systems. This area is mapped in the City's extraterritorial jurisdiction only in areas where single-family residential development of this type has already occurred. The City's existing Residential Estate District (RE-5ac) may be appropriate for this land use designation, where such land use might occur in the City limits.

Policies and Programs:

1. Exercise the City's extraterritorial land division review authority to ensure that new Single Family Residential—Unsewered development on lots of less than 5 acres is not permitted within the Agricultural Preservation Area.
2. Encourage a maximum buildable lot size of two acres to minimize the amount of land that has to be used for housing.

Single Family—(Sewered)

This future land use category is intended for single-family detached residential development served by public water and sanitary sewer systems. As depicted in Map 5a, most developed residential neighborhoods in the City are shown in this category. The City's RS-2, RS-3, and RS-5 zoning districts may be appropriate to implement this future land use category. Also, see the Planned Neighborhood future land use category for descriptions and policies in other areas that may be used predominately for single-family housing.



Policies and Programs:

1. Encourage residential development at densities of 3 to 6 homes per acre, and up to 8 homes per acres for alley-loaded lots.
2. Minimize the potential for incompatible land uses (e.g. high traffic generators, noisy users, etc.) within or next to Single Family Residential—(Sewered) areas. Where such uses occur in close proximity, encourage the use of landscaped buffers to mitigate the impacts of such land uses on residential neighborhoods.
3. Discourage the use of cul-de-sacs in new neighborhoods whenever possible, except where topography dictates the need for cul-de-sacs.
4. Encourage the construction of narrower local streets and alley-loaded lots in new neighborhoods, where possible, and require sidewalks along all streets. This increases the safety of neighborhoods for pedestrians and children.
5. Consider the rezoning of areas that are identified for continued Single Family Residential-Urban development on Map 5a but are currently zoned RM-8 or RM-12. These districts allow two-family dwellings by-right and multi-family dwellings by conditional use. Too many conversions of single-family homes to higher density housing in certain blocks may significantly alter neighborhood character.
6. Consider amending the City's Zoning Ordinance to permit Accessory Dwelling Units in single-family neighborhoods, with specific design, ownership, and setback regulations.
7. Plan for interconnected road, trail, and open space networks in new residential areas and between individual subdivisions.
8. As the School District continues to reevaluate its facility needs, work closely with this key stakeholder to ensure that schools have sufficient capacity to accommodate any potential new students who will live in the community.

Two-Family/Townhouse Residential

This future land use category is intended for two-family and attached single-family residential development (e.g. duplexes, townhomes, flats) served by sanitary sewer and water systems. Two-Family/Townhouse Residential land use areas are shown on Map 5a; primarily in locations where this type of development existed at the time this Plan was prepared. New areas of Two-Family/Townhouse Residential are mapped east of CTH O, just north of I-43 and west of Westbury Lane. Under the City's zoning ordinance, two-family homes are allowed as a conditional use in the City's RS-5 district and a permitted by-right use in the RM-8 and RM-12 districts.

Policies and Programs:

1. Encourage new housing designs and conversions which are attractive and emphasize the house in relation to the street (front porches, stoops, etc.) rather than the garage.
2. Encourage the construction of narrower local streets in new neighborhoods, where possible, and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children.
3. Plan for interconnected road, trail, and open space networks in new residential areas and between individual subdivisions.

Multi-Family Residential

This future land use category is intended to accommodate a variety of residential uses, including multi-family apartment complexes, condominiums, townhouses, and single and two-family residences, all served by sanitary sewer and water systems.

Multi-Family Residential is shown on Map 5a in areas of the City where this type of development existed in 2020. New mixed residential development is recommended for properties between Lawson School Road and CTH X on the west side of the City, south of Geneva Street and east of Borg Road in the southeast side of the City, and between Faryl Avenue and Park Avenue. Under the City's existing zoning ordinance, multi-family housing units are allowed as a conditional use in the City's RM-8 and RM-12 zoning districts.

Policies and Programs:

1. Disperse small areas of future Multi-Family Residential development throughout the City, rather than creating large concentrations of this type of development in a just a few areas.
2. Meet the minimum design standards for multi-family housing presented in the Housing and Neighborhood Development chapter of this Plan.
3. Require that all proposed projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
4. Include facilities for bicyclists (bike storage racks, bike paths, etc.) in all development designs.
5. Link parking lots to building entrances by pedestrian walkways that are physically separated from vehicular movement areas.



Manufactured Residential

This future land use category is intended to allow single-family-oriented parks or subdivisions with manufactured or mobile homes. All new development in this category should be generally encouraged at densities of 3 to 6 homes per acre. Currently, there is no development of this type in the city. Additionally, there is no zoning district in the city that allows this type of development.

Planned Neighborhood

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

- Single-Family Residential—Urban (at least 65% of residential units)
- Two-Family/Townhouse Residential (maximum of 15% of residential units)
- Multi-family Residential (maximum of 20% of residential units)
- Neighborhood Mixed-Use
- Community Facility
- Park, Recreation, and Conservancy

Planned Neighborhoods are intended to provide diverse housing options while maintaining the City's existing balance of residential unit types. Planned Neighborhoods also locate essential community amenities and services within walking distance of neighborhood residents. A new combination of existing standard zoning districts (e.g., RS-5, RM-8, RM-12, ON, etc.) would be most appropriate to implement this future land use category.

To note, there are approved General Development Plans (GDPs) for the area south of I-43 on the east and west sides of Borg Road and the east side of the Lake Lawn Lodge property. Both are reflected on Map 6a and 6b.

Policies and Programs:

1. Encourage compact growth, provide efficient services, and minimize farmland conversion by preventing Planned Neighborhoods outside the City limits and establishing a minimum residential density of 5 dwelling units per acre for Planned Neighborhood areas following annexation.
2. Utilize natural features to act as buffers between different land uses, when necessary.
3. Encourage traditional neighborhood design principles for new neighborhood development. See detailed descriptions of this concept in the Housing and Neighborhood Development chapter.
4. Follow the policies listed above for Single-Family Residential—Sewered, Two-Family/Townhouse Residential, and Multi-Family Residential land use categories for single family, duplex, townhouse, and multi-family residential development within Planned Neighborhoods.
5. For commercial and office development in Planned Neighborhoods, follow the policies for the Neighborhood Mixed-Use land use category below.

Neighborhood Mixed-Use

The Neighborhood Mixed-Use future land use category is intended for small-to-mid size, neighborhood supporting office, retail, and service uses that preserve and blend with surrounding neighborhood character through appropriate building sizes, building appearance, landscaping, and signage. Neighborhood Mixed-Use areas depicted on Map 5a primarily show existing neighborhood businesses at locations where these uses will continue to be encouraged. These include a cluster near the intersection of 7th Avenue and Geneva Street, and scattered strategically in the eastern portions of the City. In addition to small or medium-sized commercial centers that are not near an Interstate Highway 43 interchange. New Neighborhood Office uses may also be considered at appropriate locations within Planned Neighborhood and Planned Mixed Use areas of Map 5a: Future Land Use. The existing Office Neighborhood (ON) and Business Local (BL) zoning district may be most appropriate to implement this future land use category.

Policies and Programs:

1. Encourage neighborhood-oriented retail and service businesses in areas that will conveniently serve existing and new neighborhoods.
2. Design street and driveway access to minimize traffic congestion and improve safety by limiting the number of and ensuring adequate spacing between access points.
3. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.



4. In Neighborhood Mixed-Use areas, require the use of high-quality building materials and designs that are compatible with residential areas including residential roof materials such as shingles; a generous use of windows; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other materials approved by the Plan Commission.
5. Require calm, low-key, and attractive lighting and signage that is compatible with residential areas.
6. Generally, promote the use of the design guidelines listed in the “Downtown” future land use category when reviewing proposals for Neighborhood Mixed-Use developments:
 - Encourage small-scale, multi-story buildings, generally with building footprints less than 5,000 square feet and more active uses on first floor, with multi-family residential uses above the ground floor.
 - Encourage minimal front setbacks.
 - Design buildings and sites for pedestrians not automobiles.
 - Locate parking on streets, to rear of buildings, and/or within parking structures.
 - Orient building entrances to the street.

Regional Mixed-Use

This future land use category includes indoor retail, commercial service, office, community facilities, and controlled outdoor display land uses intended to serve the entire community and region. Regional Mixed-Use uses are generally larger in scale than Neighborhood Mixed-Use uses. Within the eastern portions of the City, Regional Mixed-Use is recommended at the intersections of STH 50 and Borg Road and STH 50 and North Shore Drive. A smaller area of Regional Mixed-Use is mapped at the intersection of I-43 and CTH X. The City’s Business Regional (BR) zoning district would be appropriate to implement this future land use category.

Policies and Programs:

1. Design street and driveway access to minimize traffic congestion and safety by limiting the number of and ensuring adequate spacing between access points.
2. Promote interspersed office and community facilities in future commercial areas instead of uninterrupted areas of strip commercial development.
3. Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, and signage plan prior to development approval.
4. Ensure that future Regional Mixed-Use development is adequately buffered from residential development areas. Encourage the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for commercial development projects are provided in the Economic Development chapter.

Downtown

This future land use category is intended for pedestrian-oriented commercial, personal or professional service office, community facility, and residential uses in a traditional “downtown” setting, with on-street parking and minimal building setbacks. The Downtown land use category includes the historic downtown and extends along Walworth Avenue from South Terrace Street to 7th Street, and along 7th Street from Walworth Avenue to Wisconsin Street. The existing City zoning district that is most appropriate to implement this future land use category is the Business Central (BC).

Policies and Programs:

1. Continue to implement the recommendations of the Downtown Delavan Strategic Plan.
2. Promote the downtown as a tourist, commercial, civic, and social center.
3. Work with downtown property owners and businesses to preserve, renovate, modernize, and put to active use historically significant buildings (also see the Cultural Resources chapter).
4. Promote redevelopment and infill in and around the downtown and on other key sites.
5. Support the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, neighborhood retail and services, and community uses.



6. Encourage new residential redevelopment nearby and on upper stories to provide a “built-in” market for goods and services and to increase foot traffic.
7. Protect the unique quality of the area by requiring buildings to be two to four stories and, where it is consistent with the front setback line of current or former structure within the block, with a zero-lot line front setback, building entrance oriented toward the street, and parking located on the street or in the rear of the building.
8. Promote truly mixed-use development with residential above the first floor.
9. Design buildings and sites for pedestrians not automobiles.

Planned Mixed Use

This future land use category includes a carefully designed blend of Multi-Family Residential, Community Facility, Neighborhood Mixed-Use, and Regional Mixed-Use uses. Planned Mixed Use areas are intended to provide vibrant urban centers that function as community gathering spots. They are similar to Planned Neighborhoods in terms of the mix of uses allowed, but typically have a more identifiable center with somewhat increased residential densities and potentially more intensive commercial uses nearest to the designed focal points. Focal points typically include one or more of the following: urban plazas, entertainment venues, retail, office and service uses (often in mixed use structures), and transit stops.

This land use category is shown on Map 5a in the areas around the former dog track property and within the Lake Lawn Lodge property. A combination of existing City zoning districts may be appropriate to implement this future land use category.

Policies and Programs:

1. Develop Planned Mixed-Use projects in areas of the City that would create active live-work environments through inclusion of identifiable centers of activity that can be compatible, mutually beneficial, and can be conveniently reached by a variety of transportation modes including walking. Ensure that public gathering places in the form of public commons, plazas, parks, and pedestrian ways are an integral part of the overall design for these areas.
2. Depending on the specific type of building or buildings proposed, adhere to the appropriate design guidelines expressed elsewhere in this Plan. (For example, central and/or mixed-use activity centers should adhere to the design guidelines in Chapter 5. For Multi-family housing, refer to the recommendations in Chapter 8, etc.).
3. Require and provide incentives for sustainable building and site design techniques, particularly progressive stormwater management using best management practices.
4. Generally, adhere to the design guidelines listed below when reviewing proposals for Planned Mixed Use:
 - Promote multi-story buildings, generally with more active uses on first floor and multi-family residential uses above the ground floor.
 - Design buildings and sites oriented toward pedestrians not automobiles.
 - Locate parking on streets, to the rear of buildings, and/or in parking structures.
 - Orient building entrances to street with minimal front setbacks.
 - Incorporate amenities such as benches, fountains, and canopy shade trees into commercial projects whenever possible.
 - Encourage the use of canopies, awnings, trellises, roof overhangs, recessed entryways, and arcades to add visual interest to building facades.
 - Support the use of multi-planed, pitched roofs to avoid the monotony of larger-scale buildings.
 - Promote the use of high-quality landscaping treatment of bufferyards, street frontages, paved areas, and building foundations, and require parking lots to be heavily landscaped.
 - Require high quality signage that is not excessive in height or total square footage.

Planned Commercial and Industrial Mixed Use

This future land use category includes a carefully designed blend of Regional Mixed-Use, General Industrial, Light Industrial, and Community Facility uses. Planned Commercial and Industrial Mixed Use areas are similar to Planned Mixed Use areas in terms of the mix of uses allowed, but typically have more intensive commercial and industrial uses, with no residential components.

This land use category is shown on Map 5a in the area east of I-43 and north of STH 50, with the airport as its eastern boundary. A combination of existing City zoning districts may be appropriate to implement this future land use category.

Policies and Programs:

1. Adhere to the appropriate design guidelines expressed elsewhere in this Plan, based on the specific type of land use and building proposed. (For example, central and/or mixed-use activity centers should adhere to the design guidelines in Chapter 5.).

2. Generally, adhere to the design guidelines listed below when reviewing proposals for Planned Commercial and Industrial Mixed Use:
 - Design buildings and sites oriented toward multi-modal transportation access.
 - Locate parking on-site, to the rear of buildings, and/or in parking structures.
 - Orient building entrances to street.
 - Incorporate amenities such as benches, fountains, and canopy shade trees into commercial and industrial projects whenever possible.
 - Encourage the use of canopies, awnings, trellises, roof overhangs, recessed entryways, and arcades to add visual interest to building facades.
 - Support the use of multi-planed, pitched roofs to avoid the monotony of larger-scale buildings.
 - Promote the use of high-quality landscaping treatment of bufferyards, street frontages, paved areas, and building foundations, and require parking lots to be heavily landscaped.
 - Require high quality signage that is not excessive in height or total square footage.
3. Require and provide incentives for sustainable building and site design techniques, particularly progressive stormwater management using best management practices.

Light Industrial

This future land use category includes high-quality indoor manufacturing, warehousing and distribution, office, and research and development uses. This future land use category is mapped in the northeastern areas of the City. The existing Manufacturing Light (ML) zoning district is perhaps the most appropriate district to implement this future land use category.

Policies and Programs:

1. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
2. Oblige the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for industrial development projects are included in the Economic Development chapter.
3. Encourage screened storage areas, modest lighting, limited signage, and the creation of landscaped (or tree preservation) buffers where future industrial use areas abut existing or future residential areas.
4. Market Light Industrial areas for light, indoor manufacturing and assembly, warehousing, and office-related development.
5. Require and provide incentives for sustainable building and site design techniques, particularly progressive stormwater management using best management practices, especially for Limited Industrial areas planned near sensitive natural resources (see the Natural Resources chapter).
6. Screen parking lots, loading areas, outdoor storage areas, and mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) from public view, including roof-top and ground equipment.
7. Separate pedestrian walkways vehicular traffic and loading areas.

General Industrial

This future land use category is intended for indoor manufacturing, warehousing, distribution, and office uses, often with outdoor storage areas. Existing and new General Industrial development is shown on the east side of the City between I-43 and STH 11. The City's Manufacturing General (MG) zoning district is most appropriate to implement this future land use category.

Policies and Programs:

1. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
2. Require and provide incentives for sustainable building and site design techniques, particularly progressive stormwater management using best management practices, for General Industrial areas planned close to sensitive natural resources.
3. Screen parking lots, loading areas, outdoor storage areas, and mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) from public view, including roof-top and ground equipment.
4. Separate pedestrian walkways vehicular traffic and loading areas.

Community Facilities

This future land use category includes large-scale public buildings, schools, religious institutions, power plants, substations, hospitals, and special care facilities. The locations of the majority of existing schools, churches, and public buildings have been mapped as Community Facilities. Areas mapped as residential uses on the Future Land Use map may include a Community Facilities component. The City's Institutional (I) and Institutional Residential (IR) zoning districts are most appropriate for this land use category.

Policies and Programs:

1. Integrate institutional facilities into new neighborhoods and residential areas and provide an adequate distribution of institutional facilities throughout the City. Require site plan review and high-quality site design, building design, landscaping, lighting, and signage for all institutional uses.
2. Ensure that land use decisions and future growth are consistent with the community facility recommendations in the Utilities and Community Facilities chapter of this Plan.
3. Consider reserving future sites for public facilities by identifying these areas on an Official Map.
4. Amend this Plan as necessary to accommodate future utility and community facility locations.
5. Use the following standards when the City reviews institutional development projects:
 - The use shall not negatively affect existing traffic flows and volumes in the surrounding neighborhood.
 - The existing street system must be adequate to meet increased traffic demands.
 - Nearby residential uses shall be adequately buffered from the institutional use via the use of decorative fencing, vegetative screening, berms, or similar features.
 - Generally, institutional uses should not generate significant on-street parking in residential neighborhoods unless streets are specifically intended to allow such parking
 - The location and design should support other goals, objectives, and policies of this Plan.



Airport

The existing private Lake Lawn airstrip provides a benefit as a possible economic development tool. While the airstrip offers limited flights, it can potentially be leveraged as an additional community amenity serving the greater region. The City plans to encourage the retention of the airstrip long-term to continue to serve Lake Lawn and the City.

Policies and Programs:

1. Support the long-term development of the airstrip.
2. Unless converted to other uses, allow the private airport to continue in its current configuration.
3. Unless the air strip is discontinued, apply the following limitations on surrounding land uses:
 - While the airport is in active use, the City will work with the owner to establish building height restrictions around the airstrip in accordance with FAA guidelines.

Heavy Industrial

This future land use category includes lands in current or potential future intensive industrial, outdoor storage, disposal, quarries, gravel pits, clay extraction, peat extraction, and related uses. The City's Manufacturing Heavy (MH) zoning district may be most appropriate for areas mapped in this future land use category inside the municipal boundary. For areas outside of the City's municipal boundary, the Rural Holding (RH-35ac) zoning district may be the most appropriate.

Policies and Programs:

1. Since non-metallic mining may be an appropriate short- or long-term use, consider the geographic extent and location of the operations and whether they are likely to impede logical future development of other types of land uses.
2. Consider the establishment of new Zoning Districts to accommodate and provide zoning regulations for specific high-intensity land uses to give the City the needed regulatory power outside of a just the Conditional Use Permit process. These recommend new districts are in response to the state statutes changes adopted through Wisconsin Act 67.

Parks, Recreation, and Conservancy

This future land use category accommodates publicly-owned and private parks devoted at least partially to playgrounds, play fields, play courts, trails, picnic areas, and related passive and active recreational activities, in addition to areas of environmental significance or sensitive, or for flood protection and stormwater management. These areas may also accommodate limited passive recreational activities. This land use category has been mapped in areas of the City where these facilities existed or were planned at the time this Plan was written. The City's Park and Recreational (PR) zoning district would be most appropriate for this land use category.

Policies and Programs:

1. Ensure all land use decisions for these areas consider the recommendations included in the Utilities and Community Facilities chapter of this Plan.
2. Design future planned neighborhoods around and with access to environmental corridors and parks without negatively affecting the environmental health of these areas.
3. Improve bicycle and pedestrian connections between neighborhoods, parks, schools, and the downtown.
4. Continue to implement the recommendations of the City's Park and Outdoor Recreation Plan. Update the plan ever 5-years to remain grant eligible through the Wisconsin Department of Natural Resources.
5. In some instances, related to conservation, prohibit new development in environmentally sensitive or flood protection and stormwater management areas. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within these areas.
6. Promote public acquisition or conservation easements where the land is not presently publicly owned.



Environmental Corridor

This overlay future land use category includes generally continuous open space systems comprised of sensitive natural resources and/or characterized by limitations for development such as shorelands, floodplains, wetlands, slopes of 12% or greater, wildlife areas, woodlands, and riparian buffers. Environmental corridors are located in areas surrounding Lake Comus, Delavan Lake, and in areas to the north and west of the City.

Policies and Programs:

1. Generally, prohibit new development in mapped environmental corridor areas.
2. If development is proposed in areas where environmental corridors have been mapped, require developers or landowners to determine the exact boundaries of the environmental corridor based on the shoreland, wetland, floodplain, steep slope, or other natural feature(s) that comprise the corridor.
3. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within environmental corridors, subject to the ongoing use of water quality and stormwater best practices.

Urban Reserve Area

The Urban Reserve Area indicates relatively undeveloped long-term City growth areas, but within which the City would currently not recommend or allow more intensive development. Given projected levels of growth and land use demand through 2040, and the other goals and objectives of this Plan, it is premature at this time for the City to designate any particular type of alternative future land use. The Urban Reserve Area future land use category corresponds to remaining areas of primarily agricultural and open space uses within the City's approved sanitary sewer service area east of CTH P to Lake Comus and west of Lawson School Road just north of I-43.

1. Policies and recommendations on permissible uses for the Urban Reserve Area shall be the same as those listed for the Agriculture and Open Space future land use category (described earlier in this section) unless and until the City's Comprehensive Plan is amended.
2. The City will use its extraterritorial land division review authority to ensure that residential lot areas are at least 5 acres in the Agricultural Preservation Area.

3. Prior to allowing more intensive forms of development within the Urban Reserve Area, the City would - through the Comprehensive Plan amendment process- identify specific future land uses (other than agriculture) and how the specific land use pattern would be served by transportation, utility, and other public services.
4. The City encourages any new large-scale utilities to locate outside of the City's existing Urban Service Area and long-range growth area which includes the Agricultural Preservation Area, City Growth Area, and Town of Delavan Growth Area.

Smart Growth Areas and Opportunities for Redevelopment

“Smart Growth Areas” are defined by the State of Wisconsin as areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs.

In Delavan, Smart Growth Areas include sites and areas within the City that present unique opportunities for redevelopment. These include the following:

Ann Street/7th Street/Rail Corridor Area

This area includes vacant parcels and some older commercial properties abutting 7th Street. The City's Fire Station is now located in this area in addition to the redevelopment of the Bergamot Brass building into affordable residential units. This Plan assumes that the rail corridor will remain intact for freight rail purposes. Building on this recent development momentum in the area, the Plan recommends uses compatible with both the freight rail and surrounding medium density residential and Neighborhood Office uses.

East and West Side of the STH 50/I-43 Interchange

This area (mostly to the east of Wright Street and Borg Road, north of STH 50, west of CTH F, and south of the railroad tracks) retains a mix of older and newer commercial uses including a shopping center and several stand-alone restaurants, new industrial development, and agricultural uses. Some of the businesses here remain viable, and the buildings are in generally good repair. While other areas are not yet developed but are within the City's Municipal Boundaries and Urban Service Area. This Plan identifies this area as a potential redevelopment or infill area based on its potential to support even higher values and/or intensive development such as planned mixed commercial and industrial within areas already served by City infrastructure, should market conditions warrant. As the traditional big-box stores and strip centers continue to leave vacant buildings behind, substantial planning in these areas will be key to redeveloping them into new uses overtime. See the Economic Development Chapter for more information.

Infill Residential Development

As noted earlier in this chapter, the City has a substantial inventory of approved but unbuilt residential subdivisions and dwelling units within the City's corporate limits and existing urban service areas. All are within the City limits and would efficiently be served by municipal sewer and water. These subdivisions would, if built, be consistent with the smart growth objectives of this Plan. While the Plan has identified a limited number of additional areas suitable for efficient extension of municipal streets, utilities, and development, the City will encourage residential development in infill and redevelopment sites in accordance with Map 6a: Future Land Use before considering additional large-scale residential developments in farmland areas. However, in the event that approved residential subdivisions are not developed and the City has evidence to believe that failure to allow additional home construction would be contrary to the City's economic and housing objectives, the Plan recommends that the City consider allowing additional residential development in accordance with Map 6a and other recommendations of this Plan prior to substantial infill development. Examples of these locations include directly south of STH 11 near Autumn Drive, east of Lawson School Road and south of Creek Road, east of South 2nd Street and north of I-43, and south of Mound Road between the airport and CTH F.

Residential Redevelopment

Much of the public input collected for this plan emphasized a concern for poor property maintenance of several residential areas and a trend toward dividing historically single- and two- family residences into multi-family structures. Most of these residential properties lie within older neighborhoods closest to the downtown. The City passed zoning changes in the late 2000s to encourage property owners to reconvert these converted homes back to their original, lower density use. In addition, this Plan recommends vigorous enforcement of property maintenance codes, coupled with outreach to property and homeowners about programs to finance home renovations, improve energy efficiency, and restore historic properties. This Plan also recommends maintenance of a diverse housing mix that will allow for provision of safe, affordable housing for lower income households in future Planned Neighborhoods, infill opportunities, and redevelopment projects in a manner compatible with other neighborhood and community goals.

Downtown

Maintaining the character and improving the physical and business environment of the downtown is a high priority for residents providing input for this Plan. Unlike completely blighted or vacant properties, the Plan does not advocate complete demolition and redevelopment of downtown structures for new uses, though selective removal of some structures and uses that are inconsistent with the dominant historical character may be permissible. Instead, reinvigorating the downtown is viewed as a “Smart Growth” strategy that will serve a number of economic developments, cultural resource preservation, and community facility objectives while reducing the need to develop additional farm and other open space areas at the City’s periphery. As part of this strategy for the area, continuing to implement the recommendations of the Downtown Delavan Strategic Plan provides opportunities to further enhance and improve downtown.

Racine Street/North Wright Street

In the area near the intersection of Racine Street and North Wright Street are a collection of older commercial and industrial buildings. Many are still in operation but have significant potential to be improved or redeveloped into higher density uses such as planned mixed-use with commercial and residential components. The area serves as a transition between the well-established residential neighborhoods to the west and the industrial uses to the east. This location is close to employment, has great transportation access, and is within walking distance of park and recreational opportunities.

TIF Districts

A Downtown Tax Increment Finance District (TID #5) was established in 2012. The project plan for this TID includes the establishment of low interest and grant programs. Due to a number of challenges, 2020 will be the first year that incremental revenues will actually be generated from the District. The City is hopeful that funding for at least one or two pilot programs, targeting larger vacant structures, will be available within the next several years to help foster redevelopment and reinvestment in the area.



Future Land Use ETJ Extent

Map 5a

City of Delavan Comprehensive Plan

- City of Delavan
- Other City/Village Boundary
- Town Boundary
- Extraterritorial Jurisdiction Boundary
- City of Delavan Functional Extraterritorial Jurisdiction Boundary
- Urban Service Area Boundary
- Parcel Line
- Proposed Interchange

Land Use Categories

- Agriculture & Open Space
- Single Family - (Unsewered)
- Single Family - (Sewered)
- Two-Family/Townhouse Residential
- Multi-Family Residential
- Manufactured Residential
- Planned Neighborhood
- Regional Mixed Use
- Neighborhood Mixed-Use
- Vacant Subdivided
- Downtown
- Community Facilities
- Planned Commercial and Industrial Mixed Use
- Light Industrial
- General Industrial
- Airport (Private)
- Heavy Industrial
- Parks, Recreation, & Conservancy
- Environmental Corridor
- Urban Reserve Area
- Surface Water
- Road/Rail Right of Way
- Railroad
- Line of Demarcation
- Delavan-Elkhorn IGA

*Each "Planned Neighborhood" may include a mix of:

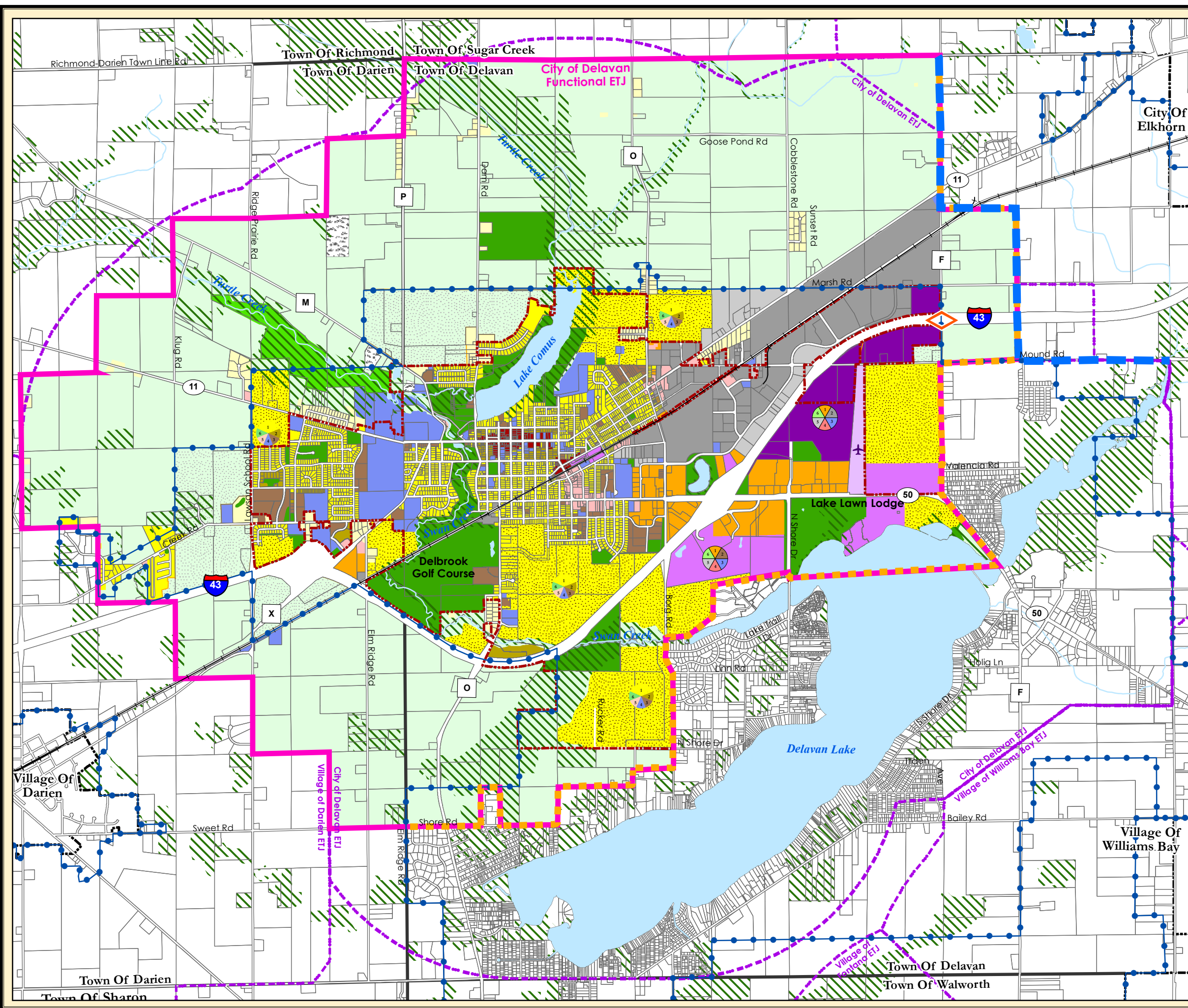
1. Single Family - Sewered (predominate land use)
2. Two-Family/Townhouse
3. Multi-Family Residential
4. Community Facilities
5. Neighborhood Office
6. Parks & Recreation

*Each "Planned Mixed Use Area" may include a mix of:

1. Office Park
2. Multi-Family Residential
3. Community Facilities
4. Regional Business
5. Light Industrial
6. Parks & Recreation

*Each "Planned Commercial and Industrial Mixed Use Area" may include a mix of:

1. Office Park
2. General Industrial
3. Community Facilities
4. Regional Business
5. Light Industrial
6. Parks & Recreation



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Future Land Use City Extent

Map 5b

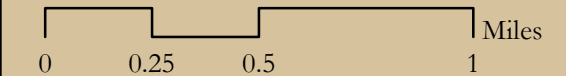
City of Delavan Comprehensive Plan

- City of Delavan
- Town Boundary
- Extraterritorial Jurisdiction Boundary
- City of Delavan Functional Extraterritorial Jurisdiction Boundary
- Urban Service Area Boundary
- Parcel Line
- Proposed Interchange

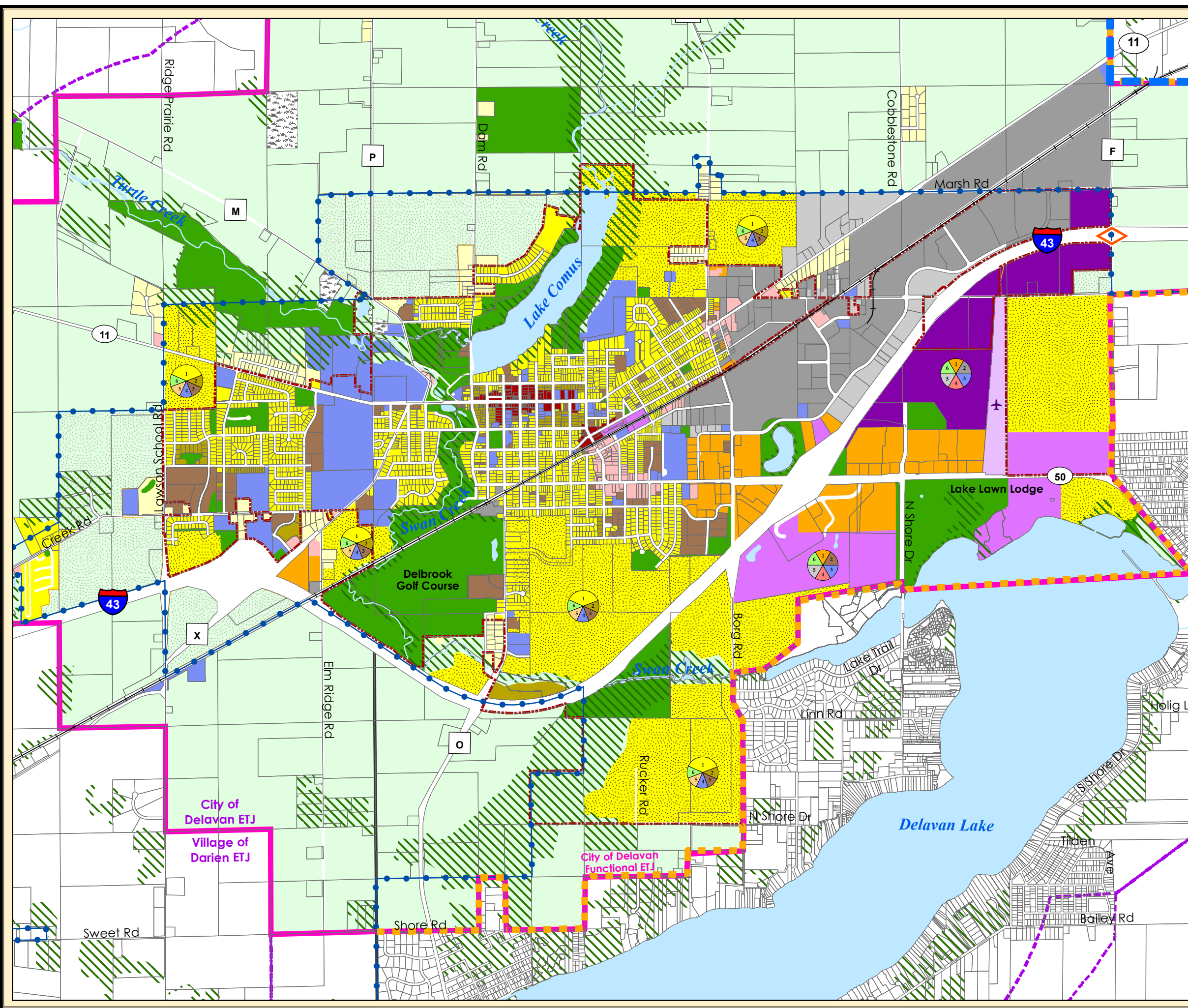
Land Use Categories

- Agriculture & Open Space
- Single Family - (Unsewered)
- Single Family - (Sewered)
- Two-Family/Townhouse Residential
- Multi-Family Residential
- Manufactured Residential
- Planned Neighborhood
 - *Each "Planned Neighborhood" may include a mix of:
 - 1. Single Family - Sewered (predominate land use)
 - 2. Two-Family/Townhouse
 - 3. Multi-Family Residential
 - 4. Community Facilities
 - 5. Neighborhood Office
 - 6. Parks & Recreation
- Regional Mixed Use
- Neighborhood Mixed-Use
- Vacant Subdivided
- Downtown
- Community Facilities
- Planned Mixed Use
 - *Each "Planned Mixed Use Area" may include a mix of:
 - 1. Office Park
 - 2. Multi-Family Residential
 - 3. Community Facilities
 - 4. Regional Business
 - 5. Light Industrial
 - 6. Parks & Recreation
- Light Industrial
- General Industrial
- Airport (Private)
- Heavy Industrial
- Parks, Recreation, & Conservancy
- Environmental Corridor
- Urban Reserve Area
- Surface Water
- Road/Rail Right of Way
- Railroad
- Line of Demarcation
- Delavan-Elkhorn IGA

Effective: February 20, 2024
 Source: SEWRPC, WIDNR,
 Walworth County LIO,
 US-DOT, V&A



VANDEWALLE & ASSOCIATES INC.
 Shaping places, shaping change



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7 TRANSPORTATION

CHAPTER SEVEN: TRANSPORTATION

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

TRANSPORTATION RECOMMENDATIONS SUMMARY

- Maintain and upgrade the existing transportation network for cars, trucks, pedestrians, and bicyclists.
- Increase on-street bicycle facilities and multi-use trail connections throughout the community to increase bicycle and pedestrian connectivity. Ensure future streets, bicycle, and pedestrian facilities provide efficient and safe transportation alternatives that are compatible with other Plan objectives.
- Prepare for and adapt to transportation technology changes.

Transportation Goals, Objectives, and Policies

Goals:

1. Provide a safe and efficient multi-modal transportation system that meets the needs of multiple users.
2. Develop and maintain a comprehensive system of on-street and off-street bicycle and pedestrian facilities in and around the City to encourage alternative transportation and a healthy, active lifestyle.
3. Encourage a land development pattern that minimizes absolute reliance on the automobile, particularly in terms of neighborhood-oriented goods and services.

Objectives:

1. Ensure that transportation system improvements are coordinated with land development.
2. Actively participate in multi-jurisdictional transportation system planning and improvements.
3. Plan for an interconnected network of sidewalks and bicycle routes in and around Delavan.
4. Carefully consider pedestrian and bicycle accessibility when reviewing site plans and require all new development projects to accommodate the needs of pedestrians, bicyclists, and the disabled.
5. Coordinate with other units of government as necessary to ensure adequate transportation facilities for trucking, transit, and rail, as well as air and water travel and transit.

Policies:

1. Provide a continuous interconnected network of local streets, sidewalks, bicycle routes, and paths for planned neighborhood growth areas that result in safe and convenient access between neighborhoods, employment centers, schools, service centers, and recreational centers. This is important to achieving quality "Traditional Neighborhood Design," as outlined in the Housing and Neighborhood chapter of this Plan.
2. Take advantage of road upgrades and improvements to establish bike paths or lanes on roadways throughout the City. Whenever possible, aesthetic improvements such as canopy shade terrace trees, pedestrian-scale lighting, landscaped boulevards, traffic circles, banners, and benches could also be included with roadway construction and reconstruction projects.
3. Require all new developments to be served with sidewalks or pedestrian/bicycle paths.
4. Implement the recommendations of the City's Park and Open Space Plan with regard to pedestrian and bicycle facilities.
5. Require new subdivisions to provide more than one vehicular access point whenever possible.
6. Encourage street designs that foster low traffic volumes and speeds through and in existing and proposed residential neighborhoods.
7. Continue to utilize and update that City's Official Map to reserve rights-of-way for future arterial and collector streets, pedestrian and bicycle paths, and other transportation facilities.
8. Direct access to arterial streets will only be permitted for major facilities such as large shopping centers or other significant traffic generators.

9. Discourage the construction of cul-de-sacs except in very limited circumstances, such as when extreme topography or existing development patterns necessitate their use. In these instances, other alternatives to cul-de-sacs should be explored, and non-vehicular connections should still be attempted.
10. Continue to implement a system to identify and prioritize street maintenance activities to ensure appropriate funding is included in the City's 10-Year Capital Plan. Coordinate the annual 10-Year Capital Plan process with the annual review of the Implementation Chapter of this Plan.
11. Work with WISDOT, Walworth County, Town of Delavan, the City of Elkhorn, and other jurisdictions to reserve land necessary for a future interchange at CTH F and coordinate utility, road and other infrastructure improvements with eventual implementation of the CTH F interchange.
12. Develop a bicycle and pedestrian plan to prioritize future on-street and off-street connections between existing and new facilities. Utilize the City's 10-Year Capital Plan to further prioritize investment in these facilities.
13. Support a comprehensive community-wide wayfinding signage system in order to better direct travelers to key destinations in the community.
14. Adopt a Complete Streets Policy that requires multi-modal elements as part of every roadway infrastructure project. Integrate United States Department of Transportation, Federal Highway Administration, National Association of City Transportation Officials, American Association of State Highway and Transportation Officials, and Wisconsin Department of Transportation guidelines, best practices, and performance measures into the policy to facilitate true complete streets.
15. Support the Parks and Recreation Commission taking on the responsibility of future bicycle and pedestrian planning to help implement the recommendations from the Park and Open Space Plan and drive other planning initiatives.

Transportation Programs and Recommendations

Utilize and Update the City's Official Map

The City has adopted an Official Map which reserves land for roadways, trails, and other public facilities. This tool offers the City the ability to show alignments of future roads, expanded right-of-way for existing roads, and other planned public facilities like trails and parks. When land development is proposed in an area of a facility shown on the adopted Official Map, the City map obtain or reserve land for that future facility through public dedication, public purchase, or reservation for future purchase.

Over the planning period, the City must utilize the Official Map to plan and protect areas needed for future infrastructure development. It is additionally recommended that the City continue to maintain and update the map as development takes place or new opportunities present themselves.

Expand the City's Road Network and Continue to Upgrade Existing Road Networks

As the City expands in the future, existing roads will be extended, and new roads will be added to provide a complete, interconnected roadway network. Map 6 shows existing and some proposed future streets as well as bicycle trails and other transportation facilities.

A list of improvements and street extensions that will be implemented or considered by the City between 2020 and 2030 includes:

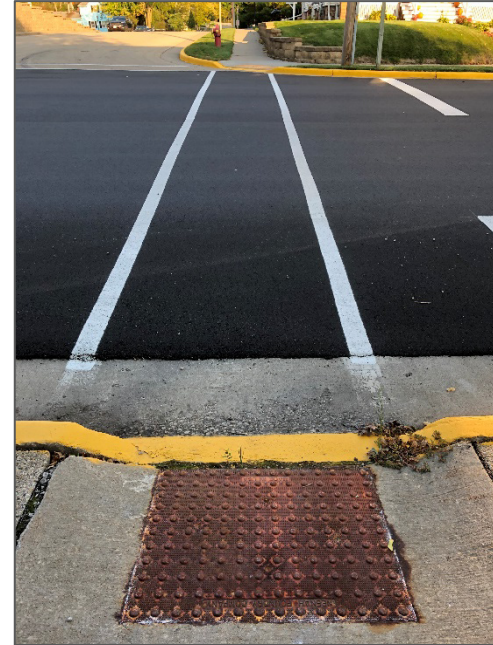
- Lawson School Road as extension of CTH K to STH 11.
- Walnut Street or Cummings Street extended as CTH X to STH 11, to eliminate existing dangerous intersection on hillcrest.
- North Shore Drive curves, install radius corners on existing right-angle bends.
- Rowley Road extension to connect with Mound Road.
- York Road extension to connect with STH 11.
- Interchange at Interstate Highway 43 and CTH F.
- Reconstruction of Terrace Street bridge and approaches over Turtle Creek with addition of adequate walking path and connecting sidewalks to provide trail continuity from Arboretum to Veteran's Park.

Make Pedestrian and Bicycle Facilities Improvements

The City will continue to become a more bicycle friendly community over the planning period. In general, streets should be planned, developed, and retrofitted with the expectation that they will be used to a certain extent by bicycles. When traffic volumes and vehicular speeds are low, on-road bike traffic is generally acceptable without extra street width or designated bike lanes. When volumes are higher, signed and striped bicycle lanes (four to five feet wide) or off-street paths are the preferred option. Off-street bike paths are often preferred where recreational traffic and/street traffic is heavy, and where multiple uses (walking, skating) are anticipated or encouraged. Off-street paths are generally ten feet in width.

The City's Park and Open Space Plan shows the locations of all existing and planned trails/on-street facilities. It recommends many new connections within the community and future connections beyond the municipal boundaries into potential long-term growth areas. One of the top priorities of the plan was to interconnect the parks through multi-use trails and enhancements of on-street infrastructure. Part of this recommendation included working with WisDOT and Walworth County to ensure safe connections across major roadways, including, but not limited to I-43, STH 11, STH 50, CTH O, CTH P, CTH M, CTH X, and CTH F (to coincide with a new interchange). An additional recommendation is working to close identified gaps in the existing network and along environmental corridors throughout the community. An example of this would be completing a path around Comus Lake over the dam to further connect this recreational asset to downtown, other community destinations, and the surrounding neighborhoods. See Map 6a.

Delavan may also strive to become a more bicycle friendly community through an official designation. The League of American Bicyclists annually awards communities throughout the U.S. as diamond, platinum, gold, silver, or bronze Bicycle Friendly Community. This is a program designed to recognize and award municipalities that have taken steps to actively support, encourage, and accommodate bicycling for transportation and recreation. As a first step to planning and prioritizing future bicycle and pedestrian facility investments, it is recommended that the City use the criteria and metrics that the League of American Bicyclists applies through its designation process to provide insight on gaps in the services it currently offers. The Parks and Recreation Commission could lead this effort as part of a City-wide bicycle and pedestrian planning process.



Support Multiple Transportation Options

The City will continue to work with the County and other transportation providers to support alternative transportation options, including commuter facilities, paratransit for the growing elderly and disabled populations, transportation services for lower income workers, and regional bus transit service to other cities. Increasing public transportation options in the city will make future affordable housing projects more competitive through state and federal programs. Some programs available at the time this Plan was written include:

- **Federal Formula Grant Program for Rural Areas** supports capital and operating expenses for public transportation services in areas with a population below 50,000. Many transportation systems across the state use these funds to operate bus or shared-ride taxi services. Approximately half of the operating expenses are covered through the grants.
- **Elderly and Disabled Transportation Assistance and Enhanced Mobility of Seniors and Individuals with Disabilities** programs utilize state and federal funds and assistance for specialized transit vehicles to serve the elderly and persons with disabilities. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for the elderly and disabled.
- **Wisconsin Employment Transportation Assistance Program (WETAP)** program supports transportation services to link low-income workers with jobs, training centers, and childcare facilities. Eligible applicants include local governments and non-profit agencies. Low-income for this program is defined as a family income that is less than 150% of the Federal Poverty Level.

As part of (or in addition to) the programs noted above, the City of Delavan will continue to explore opportunities to work with other communities, Walworth County, SEWRPC, and WisDOT to establish land use patterns and reserve appropriate sites for local, county, and regional bus transit. Delavan's location near I-43 makes it a natural location for a transit stop or park and ride.

Throughout the public participation process, it was reiterated that the City needed to prioritize attracting and retaining young people. One way to accomplish this is through the increase of multi-modal transportation options. A recent study published by the WISPIRG Foundation in 2019 titled “Millennials on the Move” explores the lifestyles preferred by many young people across Wisconsin. The study polled Wisconsin college students and found that 75% said that it was important for them to live in a place with non-driving transportation options after graduation. Overall, many people’s preferences are changing when it comes to transportation and providing increased multi-modal transportation options and connectivity will be one way to increase the retention and attraction of young people over the next 20 years. (Source: WISPIRG Foundation, *Millennials on the Move* (2019))

Prepare for Transportation Technology Changes

As transportation technology continues to rapidly evolve overtime, it will be important for the City to be prepared to accommodate these changes. Over the past few years, bike-share, ride-share, and car-share have all become prevalent throughout the country, and potentially the most revolutionary change is also rapidly approaching, automated self-driving vehicles. While it is impossible to know what the outcomes of this new technology will be, the City can continuously evolve its ordinances, procedures, and planning to accommodate these changes. An example of this could be as simple as an ordinance change to allow car-sharing or electric car re-charging stations in public parking lots, or it could be as significant as redesigning public facilities and infrastructure to better accommodate self-driving vehicles.

Additionally, smart technology infrastructure is another rapidly evolving transportation component from street and traffic lights to data gathering and integration. Over the next two decades, planning for and implementing smart infrastructure within roadways will be key to not only provide support for autonomous vehicles, but also to increase roadway efficiency and safety. The “internet of things” as it is commonly referred to, is the integrated systems of devices that collect real-time and traditional data, while also communicating that data to the greater network. As of 2020, most smart transportation infrastructure is being developed and implemented into the interstate system and large metropolitan areas, but is beginning to become prevalent throughout the country. As more devices are implemented, tested, and proven to be successful, they will become increasingly cost-effective for smaller communities.

The next two decades will see rapid changes in the way people use transportation and Delavan will have to be prepared and flexible enough to continuously evolve as new challenges arise.

While we do not yet know exactly what transportation will look like in the coming years or its potential implications, there are some preliminary considerations for the City to plan for:

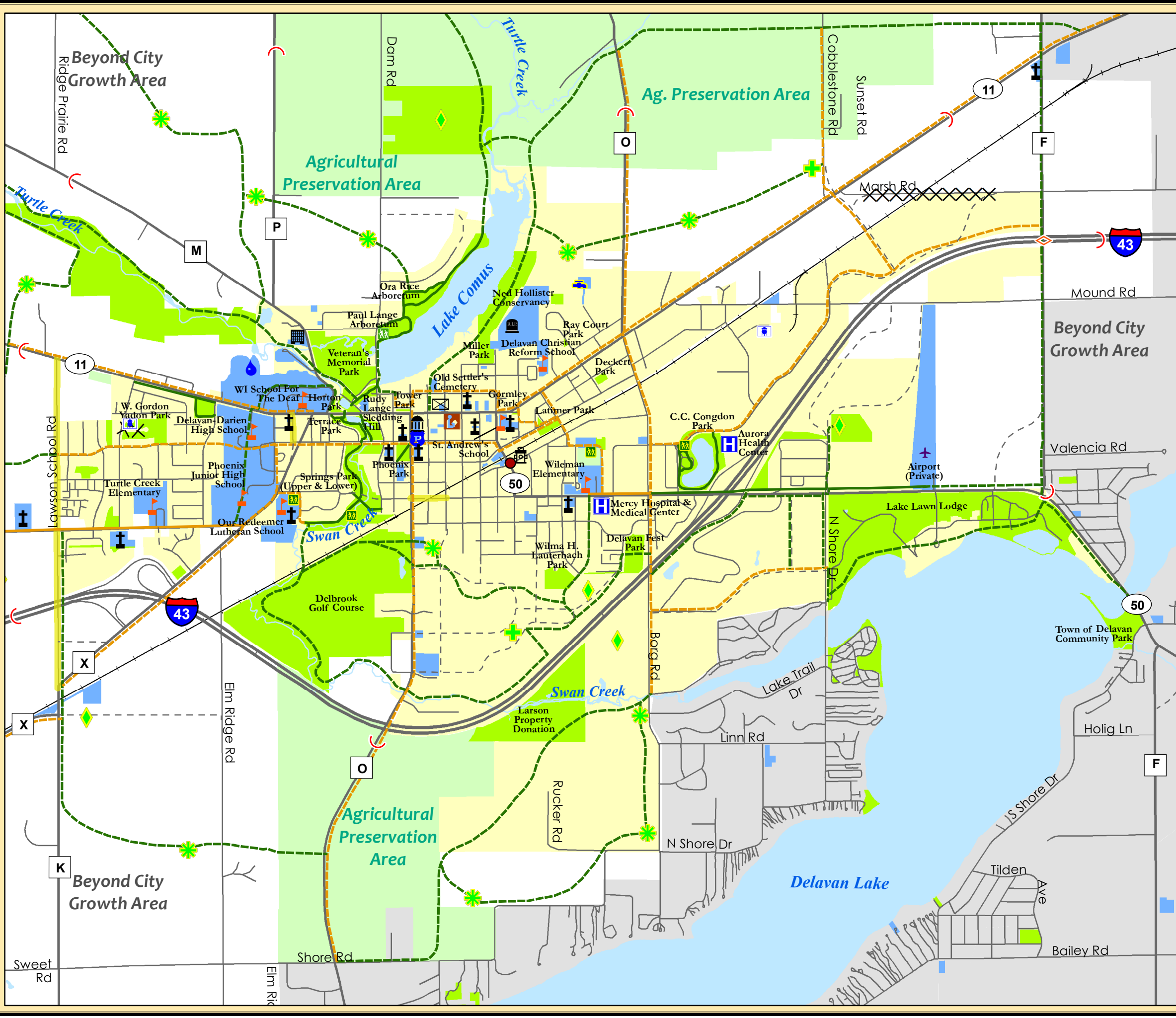
- **Infrastructure.** It may be increasingly important to uniformly upgrade and maintain lane striping and signage to accommodate autonomous vehicles because they significantly rely on these infrastructure elements to navigate and function effectively. Additionally, in future roadway projects, considerations could be made for off-street or on-street staging facilities for vehicle pick-up and drop-off, instead of traditional on-street parking, parking lots, or parking garages. Finally, smart infrastructure investments should be considered in all future roadway projects, especially on major arterials. Enhanced data gathering, connectivity, and communication will make for more efficient and safe roadways. Adapting to this new technology will be key over the planning period.
- **Changing Revenue Sources.** Incorporating high-capacity electric vehicle charging stations within municipal lots could be a new revenue generating source for the city, in addition to promoting and accommodating ridesharing. Also, overtime, traffic violation revenue may decrease significantly because of overall safer roadways. It may be appropriate to intermittently budget for lower revenue totals from this source to avoid dramatic changes to local resources.
- **Inequities.** The initial phase of autonomous vehicle integration may disproportionately disadvantage lower-income individuals who may not be able to afford the technology. Potential adjustments to traffic enforcement practices and/or other tax policies may be necessary to curb this inequity.
- **Technology Systems.** As many larger governing bodies increasingly integrate intelligent transportation systems (ITS), it will be important for the City to participate in data collection and sharing, in addition to utilizing wireless and cloud-based technologies within their own practices (smart infrastructure).

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Transportation & Community Facilities

Map 6a

City of Delavan Comprehensive Plan



- City of Delavan
- Surface Water
- Potential Long-Term City Growth Area
- Existing Transportation Facilities**
- Interstate Highway
- U.S., State, and County Highways
- Local Road
- Railroad
- Off-Street Share-Use Path
- On-Street Bike Facilities
- Future Transportation Facilities**
- Planned Roads
- Proposed Improvements to Existing Roads
- Road Sections to be Removed
- Future Signalized Intersection
- Proposed Interchange
- Planned Off-Street Shared-Use Path
- Planned On-Street Bike Facility
- Existing Community Facilities**
- Community Facility Land Area
- Park & Recreation Land Area
- Bike Facility/Trailhead
- City Hall
- Public Works Building
- Waste Water Treatment Facility
- Water Tower
- Police Department
- Fire Department
- Hospital/Major Clinic
- Post Office
- School
- Library
- Place of Worship
- Cemetery
- Future Community Facilities**
- Proposed Stormwater Management Area
- Proposed Neighborhood Park
- Proposed Community Park
- Proposed Community Park
- Bike Facility/Trailhead
- Proposed Well
- Community Gateway Feature
- Future Signalized Intersection

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Planned Parks & Facilities

Map 6b

City of Delavan Comprehensive Plan

- Planned Park Facilities**
- Planned Community Park
 - Planned Neighborhood Park
 - Planned Special Use and Open Space Area
 - Planned Trail/Lane

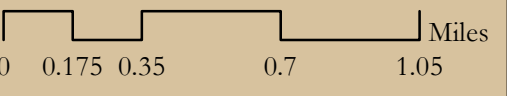
- Existing Park Facilities**
- Community Park
 - Neighborhood Park
 - Mini Park
 - Special Use and Open Space Area
 - School Grounds
 - Existing Trail
 - Existing On-Street Bicycle Facilities

- City of Delavan**
- Planned Neighborhood
 - Agricultural Preservation Area
 - Potential Long-Term City Growth Area
 - Outside City Growth Area
 - Environmental Corridor
 - Roads

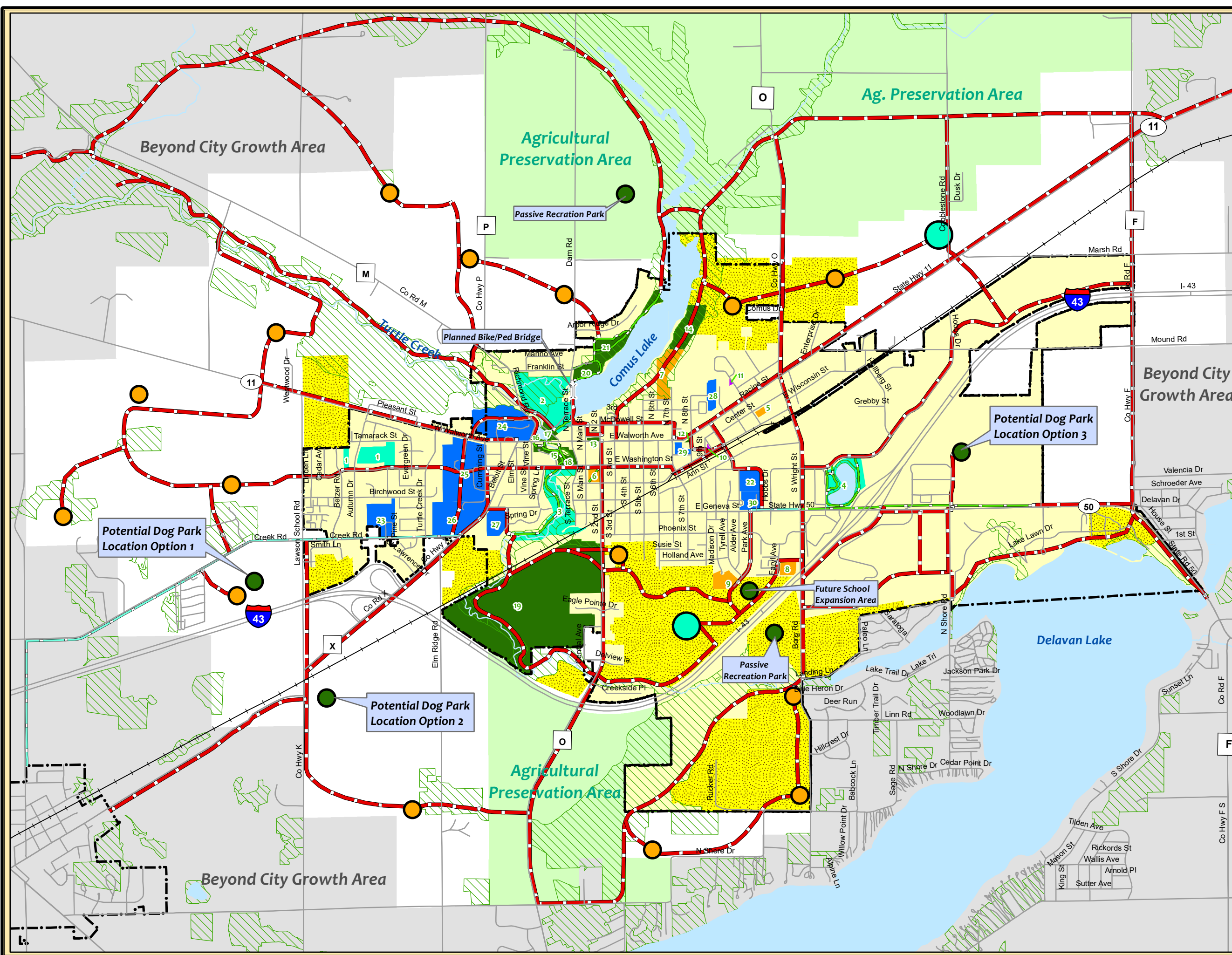
- Community Parks:**
1. W. Gordon Yadon Park
 2. Veteran's Memorial Park and Mill Pond
 3. Springs Park (Upper and Lower)
 4. C.C. Congdon Park
- Neighborhood Parks:**
5. Deckert Park
 6. Phoenix Park
 7. Miller Park
 8. Delavan Fest Park
 9. Wilma Lauterbach Park
- Mini Parks:**
10. Latimer Park
 11. Ray Court Park

- Special Use and Open Space Areas:**
12. Gormley Triangle Park
 13. Tower Park
 14. Ned Hollister Conservancy
 15. Terrace Park
 16. Horton Park
 17. Andy's Park
 18. Rudy Lange Sledding Hill
 19. Delbrook Golf Course
 20. Paul Lange Arboretum
 21. Ora Rice Arboretum

- School Grounds:**
22. Wileman Elementary Playfields
 23. Turtle Creek Elementary School
 24. WI School for the Deaf
 25. Delavan-Darien High School
 26. Phoenix Junior High School
 27. Our Redeemer Lutheran School
 28. Delavan Christian Reform School
 29. St. Andrews School
 30. Wileman Elementary School



Effective Date: January 1, 2020
 City of Delavan, Walworth Co., US Census Bureau, SEWRPC



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8

UTILITIES AND COMMUNITY FACILITIES

CHAPTER EIGHT: UTILITIES AND COMMUNITY FACILITIES

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

UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY

- Implement the City's Park and Open Space Plan.
- Plan for future multi-use trails throughout the City.
- Support energy-efficient facility and utility upgrades to meet the needs of current residents and businesses and facilitate future economic growth.
- Promote, integrate, and consider sustainability and public health in future infrastructure and community facility planning and investments.
- Promote expanded and enhanced wireless connectivity availability, consistency, and quality throughout the community.

Utilities and Community Facilities Goals, Objectives, and Policies

Goals:

1. Promote an effective and efficient supply of utilities, community facilities, and public services that meet the expectations of City residents and business owners.
2. Ensure the provision of a sufficient number of parks, recreational facilities, and open space areas to enhance the health and welfare of City residents and visitors.

Objectives:

1. Coordinate utility and community facilities planning with land use, transportation, natural resource, and recreation planning.
2. Encourage logical, cost-efficient expansion of public facilities to serve compact development patterns and maximize the use of existing utility infrastructure.
3. Avoid planning for urban development in areas that cannot be easily or cost-effectively served with municipal utilities such as sanitary sewer and municipal water.
4. Ensure high quality public services such as adequate police and fire protection, street services, sanitary sewer services, solid waste disposal, and education are made available to all residents.
5. Provide quality accessible park, recreation, library, and open space facilities and services to meet the needs of all age groups in Delavan.

Policies:

1. Maximize the use of existing utilities and facilities (such as public water, sanitary sewer, and power lines), and plan for an orderly extension of municipal utilities.
2. Require annexation before allowing future connections to Delavan water and sanitary sewer services.
3. Discourage low-density, unsewered urban development in the unincorporated areas surrounding the City.
4. Work with the WalCoMet, Walworth County, the School District, neighboring communities, and the Southeastern Wisconsin Regional Planning Commission, and to ensure wastewater treatment facilities are adequate to meet future and projected need.
5. Require that all proposed residential developments dedicate land for public parks or pay a fee-in-lieu of land dedication.
6. Ensure that all residents are within a comfortable walking distance (approximately ¼ to ½ mile) of a neighborhood park or equivalent recreation space.
7. Consider construction of a public splash pad or swimming pool.
8. Require all new development in the City to make provisions for handling stormwater.
9. Continue to implement and update the City's Park and Open Space Plan every five years to ensure that an adequate number of parks and open spaces are provided to existing and new residents.

10. Make retention of the Aram's library at its current location and in the City's downtown a top priority, and work with Lake Shores Library System, other participating communities, and owners of adjacent property to expand and improve the existing library rather than construct a new facility.
11. Work cooperatively with the school district in planning for new or upgraded school facilities and in notifying the school district of major residential developments that may affect school funding and programming.
12. Any future remodeling, renovation, or new construction of a City facility should consider the financial feasibility of incorporating renewable energy sources, sustainable building practices, and LEED Certification standards. Where feasible, the City should consider implementing such features.
13. Revise other ordinances and codes as necessary to implement the recommendations in this Plan, including City zoning codes, mechanical codes, housing codes, and sanitary codes.
14. Partner with UW-Extension, Walworth County, neighboring communities and school districts, and local groups to organize opportunities to educate the public on sustainability.
15. Become a certified STAR rated community to measure and track sustainability progress.
16. Create an annual sustainability award that promotes businesses, organizations, and individuals to advance sustainable objectives.
17. Pursue becoming a designated Wisconsin Healthy Community through encouraging local efforts to improve community health and well-being in a cooperative, multi-sector approach. Additionally, help advance Walworth County's Silver-level Wisconsin Healthy Community status to Gold-level.
18. Consider adopting a resolution to join the Institute of Sustainable Infrastructure (ISI) and encouraging the use of sustainable assessment checklist for infrastructure projects in excess of \$500,000 in construction value.
19. Integrate waste management reduction and recycling education programs in the community.
20. Continue to enhance the wireless connectivity infrastructure to further economic development opportunities, retain and attract new businesses, and enhance services provided to the community.
21. Consider developing a "Health in All Policies" approach that aims to integrate public health in all decision-making processes.
22. Pursue the development of a technology infrastructure plan that provides an assessment of existing infrastructure, identifies and prioritizes future needs, and provides strategies for investment in those future needs.

Utilities and Community Facilities Programs and Recommendations

Implement and Update the City's Park and Open Space Plan

In order to remain eligible to receive federal and state grant monies for park facility upgrades, communities are required to prepare an updated Park and Open Space Plan every five years—a document that analyzes facility needs and service demands and proposes recommendations pertaining to upgrades and expansions of existing facilities and land acquisitions for new parks and facilities.

The park and recreational facility recommendations of this Plan reflect the recommendations of the 2017 Park and Open Space Plan, including:

- Update the City's land dedication and improvement fee ordinances
- Limit new parkland acquisition to only areas that serve an active recreation use
- Preserve trees wherever possible
- Continue to provide options for low-cost recreational programming
- Continue to update, maintain, and enhance playgrounds, equipment, and bringing parks in ADA compliance
- Work with local businesses to provide park amenities
- Support volunteer groups
- Develop a new recreation/community center in Veterans Park
- Install permanent restrooms facilities in select parks
- Establish new Community and Neighborhood Parks as development occurs in the locations identified within the long-term recommendations
- Develop new unique recreational facility such as splash pads, dog parks, community gardens, accessible treehouses, fishing piers, tailheads, canoe launches, public art, and wayfinding signage
- Continue to connect existing park facilities through multi-use trails, sidewalks, and on-street bicycle facilities

Continue to Implement the City of Delavan 10-Year Capital Plan

The first component of a comprehensive municipal financing system is the Capital Improvements Program (CIP). The City's 10-Year Capital Plan is essentially a budget that allocates municipal funding to various projects over a one- to ten-year period. It is recommended that the City continue to utilize the Capital Plan to help in identifying and prioritizing a list of future capital projects. The City's existing 10-Year Capital Plan has an overarching goal of preserving and enhancing the quality of life for the benefit of the community's residents, to encourage business retention and expansion, and to promote tourism by investing sufficient resources to maintain and improve its public infrastructure. This goal and many of the strategic objectives, capital projects, and future infrastructure planning is mirrored throughout this Plan. An intermediate level analysis which translates the Plan's land use and transportation system recommendations into levels of facility demand, and then projected costs, will be necessary before accurate capital costs can be projected.

Pursue Becoming a Wisconsin Healthy Communities

Walworth County is designated as a Silver-level Wisconsin Healthy Community by the University of Wisconsin Population Health Institute (2019-2021). The purpose of the designation is to recognize and encourage local efforts that improve the overall community's health and well-being. It also aims to promote collaboration centered around health improvement. Some of the County's health initiatives in Elkhorn includes Walworth County Breast Feeding Coalition, Drug and Alcohol Coalition, Delavan-Darien Community Alliance, Ground Water Quality, Healthy Eating, Active Living, Oral Health Coalition, and the Walworth County Suicide Prevention Education and Awareness Coalition.

It recommended that Delavan continue to work with the County to maintain this designation or improve it to Gold-level status in 2022. Additionally, the City should consider pursuing its own Wisconsin Healthy Community designation by highlighting its work and partnerships related to advancing public health in the community. Overall, the local and regional park and trail system, land use pattern, transportation infrastructure, and community facilities all play a large component in the promotion and sustainability of improving public health. Many of the overarching goals of the Wisconsin Healthy Community Designation program are reflective of the community's overarching goals in this plan.

What is Public Health?

Public health is comprised of a large and complex network of social and physical influences such as land use, the environment, social norms, education, transportation, and health care. Collectively, the physical environment, built environment, and social construct of the community contribute to the overall public health of residents. There are two common ways of measuring public health, physical health and mental health. Physical health is typically measured in life expectancy, obesity rates, chronic diseases, and other similar attributes. Mental health is harder to quantify, but typically consists of addiction/substance abuse, depression, dependency, etc. Additionally, another component that must be considered in the evaluation of a community's public health is access to services and equitable distribution of services. Health services can be cost prohibitive, inaccessible, and often not widely known by the people who may need them the most. Taking into consideration all of these factors allows the community to truly grasp the existing public health situation.

Nearly every component of this Plan either directly or in-directly effects public health. Assessing and addressing existing conditions, needs, and evolving trends of the community public health are vital components to planning for the future of Delavan.

Promote the Construction of Energy Efficient Buildings

In recent years, communities around the country have started to encourage more sustainable building practices either by requiring that all new municipal or municipally funded buildings achieve LEED (Leadership in Energy and Environmental Design) certification, or by providing incentives for private developers who construct LEED-certified buildings. Instead of requiring official "LEED" certification, some communities codify their own set of "green building" requirements. Examples of incentives for the construction of "green buildings" include the following:

- Expedited building permit processing and plan review
- Tax incentives, particularly property tax abatements to achieve a defined level of LEED certification
- Increased Floor-to-Area (FAR) ratios to allow development to construct more building area than allowed through normal zoning regulations
- Marketing, publicity, and awards for catalytic projects that utilize best practices
- Increase availability and access to loans or the development of a dedicated loan funds
- Full or partial refunding of development and planning review fees

Energy Efficient Design, Construction, and Certification

- Green Built Home is a national award-winning green building initiative that reviews and certifies new homes and remodeling projects that meet sustainable building and energy standards.
- Energy Star is a joint program of the EPA and U.S. Department of Energy designed to save money and protect the environment through the use of energy efficient products and practices.
- Green Globes is a revolutionary building environmental design and management tool that delivers an online assessment protocol, rating system, and guidance for green building design, operation, and management.
- LEED for Homes is a rating system that promotes the design and construction of high-performance green homes. Green homes use less energy, water, and natural resources; create less waste; and are healthier and more comfortable for occupants than conventional homes.

Continue to Coordinate with the School District on Future Planning Decisions

The City should continue to coordinate land use and development decisions with the Delavan-Darien School District's long-range planning efforts. Although enrollment has not increased significantly in recent years, it is not unlikely that over the course of the 20-year planning period the School District will need to consider the acquisition of land for one or more new elementary schools. In fact, the School District may consider selling existing undeveloped land in the future. The City intends to work with the School District to proactively identify appropriate sites for a school before land costs escalate and/or other development occurs in the most desirable areas, in addition to potentially selling unneeded undeveloped land.

Develop a Technology Infrastructure Plan

It was identified throughout the planning process, that for the City to continue to retain and attract businesses and residents, a City-wide technology infrastructure plan was needed. As daily life and the economy evolves to become even more wirelessly connected, available and quality infrastructure and service will be required. To accommodate this, a City-wide technology infrastructure plan should be developed to provide the strategies and prioritized investments needed to adapt, evolve, and embrace these technological changes.

The most significant need in Delavan today is wireless connectivity improvements. Without a reliable and interconnected wireless system, there is no way to plan for, develop, or implement smart infrastructure, the internet of things, data integration, cloud-base applications, or other evolving technologies. Over the next two-decades, technology will continue to rapidly evolve. The only way for the City to be prepared and adapt to these changes will be through planning and investment in key technology infrastructure. These investments will help set Delavan apart from other small communities in the state, while also improving residents' quality of life, increasing tourism opportunities, providing key economic development tools, and offering local institutions the ability to increase services.

The plan, at a minimum, should address the existing infrastructure available, identify and prioritize needs, and provide strategies for future investment. As part of the plan, a focus should be placed on increasing the wireless infrastructure and connectivity throughout the community. Other areas to address include:

- Working with local businesses and institutions to increase data sharing and developing strategies for adapting to new technological changes.
- Available grants, private investments, or other alternative funding sources that can be utilized to help improve technology infrastructure in the City.
- Developing policies to help provide flexibility in adapting to change while also guiding decision making on future investments, security measures, and data sharing.
- Connecting the benefits of technology infrastructure investments to improving residents' quality of life, workforce needs, attracting entrepreneurs, and retaining businesses.



The City of Delavan has many assets that make it a great place to live, work, play, and raise a family. However, without a commitment to proactively increasing technology infrastructure capacity and availability, the City cannot leverage these advantages as effectively over the next twenty years.

Other Utilities and Community Facilities

Figure 8.1 Utility and Community Facilities Inventory

Utility or Facility	Timeframe for Improvements	Description of Improvements
Childcare	2021-2031	The City will continue to rely of private childcare facilities.
Fire Protection/EMS Services	Ongoing	The City will continue to rely primarily on private contractors for EMS but needs to develop plans for other options if it is determined in the future that this option is no longer available. A shared service approach to the long-term providing of these services would seem to be the most feasible approach form a service and cost perspective.
Library	2023-2027	Continue planning efforts for the expansion of the library at its current location.
Medical Facilities	2021-2031	The City will continue to rely on private health care providers and public health care facilities in other jurisdictions.
Municipal Buildings and Operations	Ongoing	Maintenance and upgrades to existing facilities.
Parks and Recreation	Improvements: Ongoing New Parks: As new development allows	Follow the recommendations of the City of Delavan Park and Open Space Plan for existing improvements and new parks. A new combined facility with public work was built in 2019, maintain existing.
Cemeteries	Ongoing	Maintain Old Settler’s Cemetery. Rely on private cemeteries for future burial needs.
Police Protection	Ongoing	Maintain existing.
Post Office	Ongoing	Maintain existing.
Public Works	Ongoing	A new combined facility was built in 2019 that includes public works and parks and recreation maintenance, maintain existing.
Sanitary Sewer	Ongoing	Continue to coordinate with the Walworth County Metropolitan Sanitary Sewer Sewage District.
Solid Waste Disposal and Recycling	Ongoing	The City will rely on private contractors for collection of solid waste and recycling.
Stormwater Management	Ongoing As required by the WisDNR and Federal EPA	Implement the CIP to improve stormwater management. Implement a stormwater monitoring system.
Telecommunication Facilities	Ongoing	The City will rely on private providers for telecommunication facilities.
Water Supply	2021-2031 Ongoing	Complete the eastside loop. Monitor the quality and quantity of groundwater.
Technology Infrastructure	2021-2031	The City will actively seek completing a technology infrastructure plan based on the recommendation above on page 63.



9

HOUSING AND NEIGHBORHOOD DEVELOPMENT

CHAPTER NINE: HOUSING AND NEIGHBORHOOD DEVELOPMENT

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

HOUSING AND NEIGHBORHOOD DEVELOPMENT RECOMMENDATIONS SUMMARY

- Maintain and enhance the City's established neighborhoods.
- Apply traditional neighborhood design techniques when approving new neighborhoods.
- Promote, facilitate, and accommodate new housing at a variety of densities and styles.

Housing and Neighborhood Development Goals, Objectives, and Policies

Goal:

1. Provide a variety of housing types at a range of densities, arrangements, and costs to accommodate the needs, desires, and life cycles of existing and future residents.

Objectives:

1. Design neighborhoods that provide a range of housing types, densities, and costs, but that also maintains the predominately single-family character of the City.
2. Encourage the development of quality homes at all affordability levels.
3. Encourage mixed use and traditional neighborhood development design.
4. Promote the maintenance and rehabilitation of the existing housing stock.
5. Promote conservation subdivisions in areas adjacent to and surrounding environmental corridors.

Policies:

1. Plan for a sufficient supply of developable land for housing at a variety of income levels, including low- and moderate-income residents.
2. Plan new housing in areas that have convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
3. Design new neighborhoods in accordance with traditional neighborhood design principles, as described later in this chapter, outside of possible exceptions for conservation subdivisions in select locations.
4. Encourage initiatives that strengthen existing neighborhoods through the maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.
5. Leverage the City's overall affordability compared to nearby areas, access to amenities, small city feel, and proximity to job centers in attracting new residents and residential developers to Delavan.
6. Enforce property maintenance codes and outdoor storage codes to maintain neighborhood quality and tax base stability.
7. Require that the development of new neighborhoods matches the City's historic housing mix. In general, not less than 65% of all new housing units in any new neighborhood should be single-family detached homes.
8. Phase residential development in a manner consistent with public facility and service capacity.



9. Plan for distribution of future of small multi-family housing clusters in some parts of the City where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. The objective would be to distribute these uses throughout the community rather than concentrating them in a particular location.
10. Require high-quality design for multi-family developments.
11. Prevent monotonous “tract” housing by ensuring variations in architectural details and colors, preventing garages from dominating front or street side facades; and for multi-family housing, enforcing design standards recommended in this Plan.
12. Promote development of an adequate supply of high-quality senior housing options.
13. Encourage residential uses for upper-story downtown buildings, infill, redevelopment, and new commercial/office development to increase the viability and vitality of the community.
14. Strive to reduce household consumption of natural gas and fossil fuel generated electricity through the use of energy efficient construction, alternative energy sources, or on-site energy production.
15. Promote the use of water saving technology by City residents, such as rain barrels, rain gardens, and low-flow appliances and fixtures.
16. Promote the use of Accessory Dwelling Units (with specific design, setback, and on-site ownership requirements) and In-Family Suites as an alternative affordable housing option that is allowed within the single- and two-family zoning districts.
17. Consider amendments to the City’s Zoning Ordinance to include additional two-family opportunities and small-scale multi-family. Utilize the existing Zoning Ordinance’s residential clustering options to promote higher-density single-family development.
18. Recommend that the Community Development Authority focus on developing and implementing a City-wide strategy for fostering new workforce housing in the community.

Housing and Neighborhood Development Programs and Recommendations

Building on the policies listed above, the following are programs and recommendations to promote high-quality, affordable housing in the City, both in established neighborhoods as well as newer neighborhoods near the City’s edge.

Foster New Quality Entry-level Workforce and Affordable Housing in the City

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

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

- **Promote the maintenance of older neighborhoods:** The existing housing stock in Delavan is an important component of the affordable housing supply, provided that housing is well maintained. Enforcement of housing maintenance ordinances and greater use of housing rehabilitation funding programs would increase the levels of maintenance of existing housing. In addition, facilitating development proposals for senior housing also helps free up older homes for a new generation. Below are opportunities for the City to further foster housing rehabilitation and reinvestment.
 - Establish and maintain a strong landlord licensing program to ensure that minimum life safety standards are maintained in all rental units, including single-family homes being renter-occupied.
 - Review the existing ordinance to help facilitate property maintenance and upgrading of homes. For example, the City can make sure that setback and other standards in zoning districts mapped over older sections do not unnecessarily stymie appropriate home improvements.
 - Establish clear regulations and dedicate additional staff time to proactively enforce property maintenance codes and policies with strict consequences for continued violations.
 - Develop and implement a landlord training program to help promote landlord best practices throughout the community.

- Promote and further publicize the Southern Housing Region Program that can be used to help homeowners continue to invest in their home.
- Within targeted neighborhoods, pursue the purchase of vacant, dilapidated, and tax delinquent housing for rehabilitation and resale for owner-occupancy.
- **Support upper story housing downtown and in mixed-use areas:** As part of ongoing downtown revitalization efforts, the City should emphasize the retention and conversion of upper story spaces into housing. This may require financial incentives for necessary building upgrades.
- **Encourage single-family clustering:** The existing City Zoning Ordinance allows single-family residential development to be clustered in order to increase densities, allow for smaller lot sizes, and promote more affordable new single-family housing. Smaller lot sizes result in lower “per unit” development costs, (usually) lower lot prices, and a more compact and efficiently served land use pattern. The City intends to encourage clustered residential development that allow lots smaller than 8,000 square feet, provided that house plans or design standards are provided that are suited for those sized lots and promote high-quality design. Lots as small as 5,000 square feet and as narrow as 50 feet are becoming increasingly common in southern Wisconsin.
- **Support high-quality multiple family housing:** Higher density housing that complements the character of surrounding neighborhoods can be an important component of an affordable and diverse housing stock. Some households with no, few, or grown children find higher density housing appealing regardless of income and households in this category are projected to increase compared to traditional households. An adequate supply and range of multi-family housing types is essential in keeping housing affordable. Multi-family housing includes both renter-occupied and owner-occupied (e.g., condos, townhouses) housing options. Too often, resistance to higher density housing is a result of people’s experience with poorly designed multi-family developments that do not reflect the character of the community or are generally unattractive. The design standards discussed and illustrated later in this chapter are intended to address these issues. Ideal locations for this type of development in the future are within Planned Neighborhoods and in conjunction with Planned Unit Developments as part of a mixed-use development.
- **Support programs to provide new affordable housing:** Several State and federal programs exist to help provide affordable housing. Programs such as the federal tax credit program, administered through the WHEDA, can help provide high-quality housing for lower income residents. Additionally, the state TID law that allows for an extension of a TID for one year to allocate money directly to affordable housing in the future is another key opportunity provided by the state. The City should support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market.
- **Leverage available platted lots:** As of January 2020, the City had 105 single-family and 92 two-family or multi-family platted lots ready to be built on. This is unique because many communities do not have available lots ready for building at this time. Additionally, the City had over 800 lots that were zoned for some type of residential development but have not been platted or improved as of January 2020. Overall, this is an opportunity for the City to leverage the building-ready availability of new residential comparatively to other neighboring communities in the area.



Promote Traditional Neighborhood Design for New Neighborhoods

For areas designated as “Planned Neighborhoods” on the Future Land Use map, the City intends to promote what is commonly referred to as Traditional Neighborhood Design. The implementation of Traditional Neighborhood Design will:

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

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

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

In order to implement these standards, the City will consider the following amendments to its zoning ordinance:

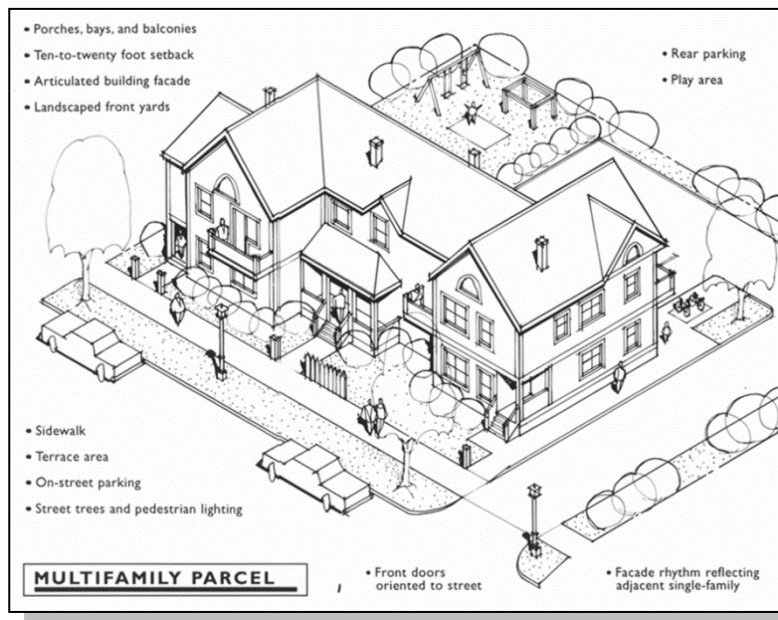
- Support the development of mixed-use buildings and sites (e.g., first floor commercial, upstairs apartments) by allowing such uses as permitted-by-right in Neighborhood Mixed-Use and a conditional use in multi-family zoning districts.
- Develop a small-scale single-family zoning district that allows homes on a minimum 6,000 square foot lot.
- Incorporate design standards for multiple family housing in the zoning ordinance to ensure high-quality multi-family components of these neighborhoods.
- Consider anti-monotony and other design standards in the zoning ordinance for single family subdivisions, to enhance architectural diversity and avoid alley-like "garage-scapes" facing public streets.



Require High-Quality Designs for Multi-Family Housing Developments

Multiple family housing—both for affordable apartment development and higher end condominium type development—is an important component of the community to provide options for the elderly, younger residents, and employees for area businesses, as well as individuals and families seeking alternatives to single-family homes. New areas where multi-family residential development would be appropriate for the City are shown within “Mixed Residential” and “Planned Neighborhoods” on Map 5a. The design and scale of these types of residential projects should fit within the historic fabric of the community. The City intends to review proposals for multi-family residential developments against the guidelines listed and illustrated below.

- Incorporate architectural design that fits the context of the surrounding neighborhood and Delavan’s overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
- Avoid monotonous façades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and façade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to streets to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages: locate garage doors and parking lots so they are not the dominant visual element; buffer parking areas from public view; break up large parking lots with strategically located, larger landscaped islands and similar features; and generally discourage large parking garages but where necessary, break up facades with landscaping, varied setbacks, and recessed garage doors.
- Provide on-site recreational and open space areas to serve resident needs. Whenever possible, develop contiguous rear yards as a unit to encourage use by residents and guests.





10 ECONOMIC DEVELOPMENT

CHAPTER TEN: ECONOMIC DEVELOPMENT

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

ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- Retain, recruit, and help grow businesses that fulfill local needs, provide opportunities for employment and contribute to the City's tax base.
- Pursue revitalization of the City's downtown through the implementation of the Delavan Downtown Strategic Plan and Tax Increment District #5 Project Plan.
- Support Business-Led Sustainability Programs and Incentives
- Prioritize reinvestment and redevelopment of vacant or underutilized retail throughout the community.
- Leverage potential state and federal money to further advance economic development objectives and policies in this Plan, including possible COVID-19 response stimulus money.

Economic Development Goals, Objectives, and Policies

Goal:

1. Attract and retain businesses that capitalize on Delavan's regional position, enhance the City's character and appearance, strengthen and diversify the non-residential tax base and employment opportunities, serve the day-to-day needs of residents, and help create a desirable place to live, work, and visit.

Objectives:

1. Enhance quality of life throughout the City as an economic development tool.
2. Promote the downtown as a commercial and civic center for the City.
3. Work to accommodate high-quality retail and employment opportunities in areas planned for commercial and industrial uses.
4. Plan for an adequate amount of land to accommodate future commercial and industrial development.
5. Maintain business and industrial parks that are attractive, contribute to the economic stability of the area, and are compatible with the preservation of natural and cultural resources.

Policies:

1. Provide for and support infrastructure improvements that foster the desired types of economic activity, including mixed-use, commercial, office, and industrial businesses.
2. Support mixed use development projects that integrate non-residential and residential uses into high-quality, unified places, both in the downtown and throughout the community.
3. Discourage unplanned, strip commercial development, and an overabundance of competing commercial signs along major roadways. Instead, provide new shopping and commercial service opportunities in concentrated, planned areas serving the community, and surrounding neighborhoods.
4. Plan for commercial developments convenient to and integrated with residential neighborhoods, without impairing neighborhood character.
5. Encourage the expansion of biobased and green industries, particularly in the areas planned for industrial development on the eastern side of the City.
6. Continue the appropriate use of tax increment financing to promote new industrial and commercial development, expansion and relocation of existing industries, and redevelopment.
7. Support the economic health of production agriculture, farm family businesses, and the development and expansion of markets for agricultural products (see Agricultural Resources chapter).
8. Support the clean-up of brownfield sites for economic reuse.
9. As needed to implement the recommendations in this Plan, revise the City's signage, landscaping, site design, and other development standards for commercial, office, and industrial development.
10. Continue to implement the Delavan Downtown Strategic Plan and the TID #5 Project Plan.
11. Continue to prioritize increased fiber optic infrastructure throughout the City.

12. Focus attracting and locating new entertainment uses, event space, restaurants, and lodging downtown.
13. Evaluate local sustainability and development-specific economic, environmental, and social performance measures to increase the overall livability of the community.
14. Foster workforce development programs in partnership with local institutions such as the Delavan-Darien School District and nearby technical colleges to focus on educating the future labor force and reeducating the existing labor force to be prepared for and adaptable to future technological skills required.
15. Enhance the beautification of downtown, commercial corridors, and other key places throughout the community with increased landscaping, signage, public infrastructure, and public art.
16. Collaborate with Walworth County Economic Development Alliance and other communities in Walworth County on regional economic development initiatives.
17. Leverage future federal and state COVID-19 response stimulus money for key economic and infrastructure projects.

Economic Development Programs and Recommendations

Adapted Economic Development Strategy

The City of Delavan has traditionally focused its economic development strategy on growing manufacturing occupations, enhancing and improving its historic and culturally significant downtown, and attracting regional commercial development. This has made Delavan into what it is today – a full-service community that offers affordability, high-quality of life, and local employment and shopping opportunities. However, as personal preferences, technology, and the economy grows, shifts, and evolves, the City’s economic development strategy must adapt and progress as well.

New focus areas that were identified through this planning process include:

- New and enhanced wireless connectivity capability and access (see Chapter 8 for more information)
- Embracing technological change by developing and implementing a technology infrastructure plan, increasing smart infrastructure, establishing policies, and working with local businesses and institutions to improve data sharing.
- Attracting technology, innovation, and information businesses and entrepreneurs
- Collaborating with local institutions to adapt and educate the local workforce to be prepared for new roles in manufacturing, technology, information, trades, and medical occupations. (See Workforce Shifts below)
- Expanding opportunities for supporting remote working and shared office space, meeting rooms, and equipment
- Leveraging existing resources such as the Connect Communities program to promote and continue to improve the City’s downtown
- Increasing connections and involvement of diverse groups in local initiatives and leadership roles
- Attracting high-quality restaurants and small-scale commercial, rather than large, big-box stores
- Leveraging the City’s high quality and low rates in attracting new residents and businesses

Renewed focus areas that were identified through this planning process:

- Attracting high-quality, modern manufacturing and production employers
- Promoting trades industries
- Increasing the quality of life for residents and attracting new residents through building on Delavan’s recreational, educational, cultural, and tourism assets (see Chapter 5 for more information)
- Enhancing and improving the community’s historic downtown

Together, this adapted economic strategy focuses on broadening the scope of the City’s existing economic development strategy by including forward-thinking new economic opportunities that build on and enhance the well-established opportunities of the past.

Workforce Shifts

Over the next decade, it is anticipated that technology will continue to dramatically change the national, regional, and local economy. By 2030, it is projected that up to 25% of jobs in Walworth County will be displaced by automation and other technological advancements, however it is projected that the County's overall net job growth will be stable over that time period. As a national trend, displacement is projected to be much lower in large metro areas with more robust and diverse economies, high-growth industries, and better-educated populations.

The occupations that are projected to be most impacted by automation include phasing out jobs in office support, food service, production work, and customer service and retail. Conversely, health professionals, legal professionals, and science, technology, engineering, and math (STEM) occupations are projected to increase the most by 2030. Based on the City's occupational data in Appendix A, nearly 30% of City's labor force was in a production-based occupation in 2018. Job losses in these areas could be the most impactful to Delevan's workforce.

Overall, as automation increases the ability for machines to take on a wider range of tasks, more and more people may need to move into new roles, companies, or industries. Additionally, almost all jobs will continue to evolve over the next decade with a different mix of tasks and heavier use of technology. Some of the most important ways to prepare for these changes will be to create more rewarding jobs, build better learning systems, and develop new career pathways.

Source: McKinsey Report: The Future of Work in America (2019)

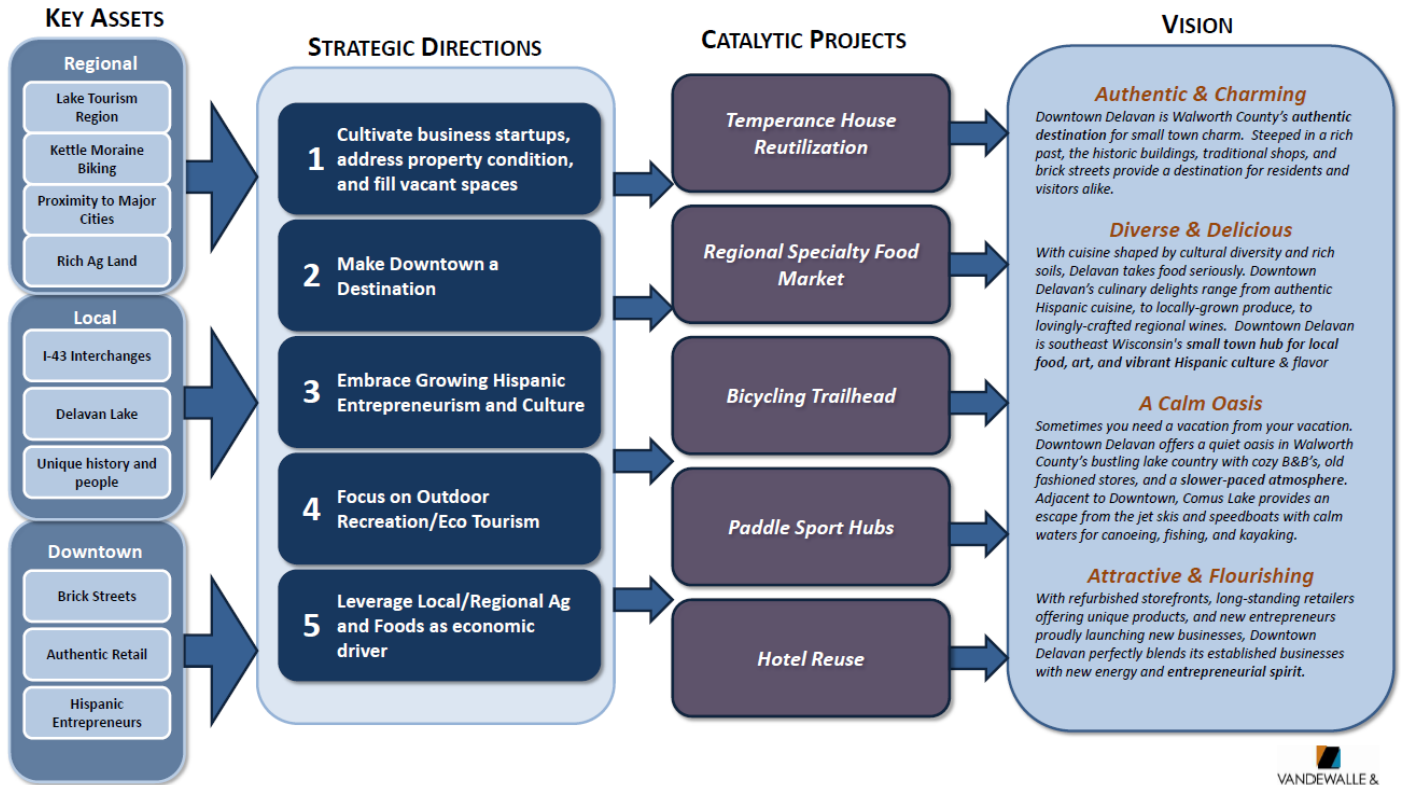
Continue to Implement the Delavan Downtown Strategic Plan

Based on the recommendations of the 2009 Comprehensive Plan, a Downtown Strategic Plan was developed and adopted in 2013. The plan included an analysis of regional assets, key market indicators, and issues and challenges, in addition to the development of a downtown vision, strategic framework, catalytic projects, targeted development opportunities, and implementation strategies. The issues and challenges identified, which are mirrored throughout this Plan, included:

- Lack of a connection between the Hispanic and non-Hispanic business community
- Deteriorating buildings and vacancy
- No lake access (Lake Comus)
- Need for coordinated marketing
- Lack of wayfinding signage from the interstate

Below is a graphical representation of the strategic framework behind the recommendations of the Downtown Strategic Plan.

Downtown Delavan Strategic Plan Strategic Framework



Through the ongoing work of the City and many other local partners, significant strides have been made in implementing the Strategic Plan. A few successes include enhancements to its Farmer's Market and new local events drawing people from throughout the region, the adoption of a new sign ordinance that promotes creative downtown signage and public art, and the downtown hotel reopening, to name a few. It is recommended that the City and its partners continue to actively implement this plan over the next decade to further enhance downtown and the community as-a-whole.

Support Business-Led Sustainability Programs and Incentives

Businesses can play a key role in advancing sustainability in a community by assuming a position as a role model for the community. For example, businesses may develop incentives programs for workers to engage in more sustainable personal practices. The following are a few ideas for businesses:

- Incorporating sustainable practices and operational policies in the company's business model.
- Conducting an "energy audit" of the facility to uncover new ways of saving both money and resources.
- Establishing a "green benefits" program that provides incentives/awards to employees to reward "sustainable behavior," for participating in sustainable activities, such as a live-near-your-work program, purchasing a fuel-efficient vehicle, commuting by bicycle, carpooling, or riding transit.
- Developing a company newsletter featuring articles about the company's sustainable projects and initiatives.
- Promote the use of alternative fuel vehicles through City policy.

To promote energy efficiency and reduce the City's dependence on fossil fuels, the City will promote the use of alternative fuel vehicles through additions to the zoning ordinance and internal policies. Specifically, the Village will consider:

- Requiring new multi-family or commercial developments to include electric car charging stations and bicycle parking within their parking lots.
- Allow car-sharing spaces and electric car charging stations and bicycle parking in public parking lots.
- Over time, conversion of the City's fleet to more energy efficient, alternative fuel models.

Redevelopment and Reuse of Vacant Retail Space

Since the 1960s, shopping malls, large retail chains, and strip commercial development have grown and spread throughout the country. In fact, in the U.S. there is approximately 26 square feet of retail space per person. However, over the past two decades, internet shopping has proliferated the nation and in 2019, non-store or online retail sales was higher than general merchandise sales for the first time in history (U.S. Commerce Department, 2019). This dynamic shift in retail trade has caused some of the largest retail chains over the past 5 years to file for bankruptcy, close stores, or completely go out of business. The results have left communities across the country with sprawling empty big-box stores, dried up shopping malls, half empty strip commercial centers, and seemingly endless acres of unused asphalt parking lots.

Delavan is not immune to these challenges. Several of the community's large retailers have closed, leaving vacant and/or underutilized retail stores surrounding the I-43/STH 50 interchange, the most prominent entryway to the community. This trend is expected to continue over the planning period, and it is vital for Delavan and other communities to proactively address the situation. Below is a list of possible strategies that the City can employ with existing and future vacant/underutilized retail space:

- Consider zoning changes to provide greater flexibility in the number of uses permitted by-right and develop guiding principles to review mixed-use and adaptation retail options. Essentially, allow existing retailers to diversify their building or lot through co-tenancy, restaurant integration, or other similar multi-use approaches. As many retailers find themselves with far too much space, adaptive multi-use approaches have started to develop. These include the integration of restaurants and shopping to help drive additional foot traffic, co-locating complimentary retailers on-site or in-store to fill unused space, or the development of experience-driven features like a movie theater and brewpub. Being flexible and adaptable to a variety of non-traditional retail uses will be needed to drive redevelopment and reuse.
- Activate the space, even on a temporary basis. Work with the building owner to allow local events, food trucks, temporary beer gardens, public markets, art shows, group meeting, or other similar community organization-type uses to activate the parking lot or even portions of the building to drive some kind of foot traffic on-site. This can help in keeping the building or parking lot from falling into disrepair and offer opportunities for unique local entrepreneurs to potentially use the site in new ways.
- Leverage downtown storefronts and large vacant retail buildings on the City periphery to accommodate new retail strategies. Many retailers are shifting to a model where they utilize a small showroom to feature some products and conduct the majority of sales online, using a large warehouse to store and ship virtually all products across the country. Attracting this type of retailer could potentially fill a vacant storefront downtown and a large vacant retail building on the periphery.
- Promote redevelopment of vacant space as higher density housing options. While many corridors like Walworth Avenue, Ann Street, 7th Street, and Racine Street have traditionally been thought of as only commercial areas, other uses like multi-family or mixed-use development would also be a suitable reuse of certain sites. The transportation accessibility, existing on-site utilities and parking, and high visibility provide an opportunity for multi-family or mixed-use development to easily reuse, rehab, or redevelop these sites.

Attract Diverse New Businesses to Delavan

Business attraction is another key economic strategy, along with growing new businesses and retaining/expanding existing businesses. Attraction of industries from outside the City and region will help expand the breadth and depth of the City's economy. Techniques for attracting new businesses are often similar to those used to retain existing businesses. The City has a range of these and other tools at its disposal that it will utilize. Strategies specifically geared toward attracting new business include:

- Work to improve local technology infrastructure in key locations through development of a technology infrastructure plan.
- Utilize the adapted economic strategy for the City as described above to attract technology, innovation, and information businesses and entrepreneurs, in addition to educating and preparing the local workforce to fill the roles of businesses that may be displaced by automation and other technological advancements.
- Develop an inventory of a broad range (e.g. size and location) of sites which are already improved with streets, sanitary sewer, and water services and are ready for construction.
- Continue to foster a streamlined approach to development approvals.
- Consider a pre-approved building plan where a prospective business seeking a quick opening could begin construction immediately, according to the approved plan.
- Market existing and future business parks.
- Identify and market specifically to target clusters that relate to the City's existing businesses or capitalize on the City's place-based assets.

- Encourage the formation of groups organized around particular business/industry clusters to guide local educational institutions in providing appropriate training and help policy makers understand industry requirements for success.
- Define and identify the workforce skill sets available from community members, and market the City's quality labor force, highlighting skills, dedication, and availability as workforce assets.
- Grow the local entrepreneurial base through regional collaboration with educational institutions and other economic development-focused groups or organizations.
- Continue to increase tourism by leveraging the recreational assets of the area to attract new and support existing restaurant and lodging options.

Enforce High-Quality Design Standards for Economic Development Projects

To ensure the development of non-residential projects that complement the character and enhance the image of Delavan, the City intends to seek high-quality design for new future development. Such standards should apply to all new development and redevelopment projects. City enforcement of these standards will be particularly important along key corridors and at major entryways to the community. The City will utilize the following standards for future commercial, mixed use, office, and industrial developments.

- Common driveways serving more than one commercial use, wherever possible.
- High quality landscaping treatment of bufferyards, street frontages, paved areas, and building foundations.
- Street trees along all public street frontages.
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.
- Parking lots heavily landscaped with perimeter landscaping and/or strategically placed, larger landscaped islands.
- Parking oriented to the sides and rear of buildings, where appropriate, rather than having all parking in the front.
- Signage that is high quality and not excessive in height or total square footage.
- Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.
- Safe, convenient, and separated pedestrian and bicycle access.
- Illumination from lighting kept on site through use of cut-off "dark sky" fixtures and use of opaque backgrounds for all interior lighted signage.
- Use of high-quality building materials such as brick, wood, stone, and tinted masonry.
- Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
- Variations in building height and roof lines including parapets, multi-planed and pitched roofs, and staggered building facades (variations in wall-depth or direction).
- All building facades containing architectural details of similar quality as the front building façade.
- Avoidance of linear, "strip commercial" development patterns within multi-occupant development projects.
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another (and from one site to the adjacent site) without re-entering a street.

Figures 10.2 through 10.4 on the following pages illustrate these guidelines.

Figure 10.2: Indoor Retail, Service, and Community Facility Development Layout (Small to Moderate Scale)

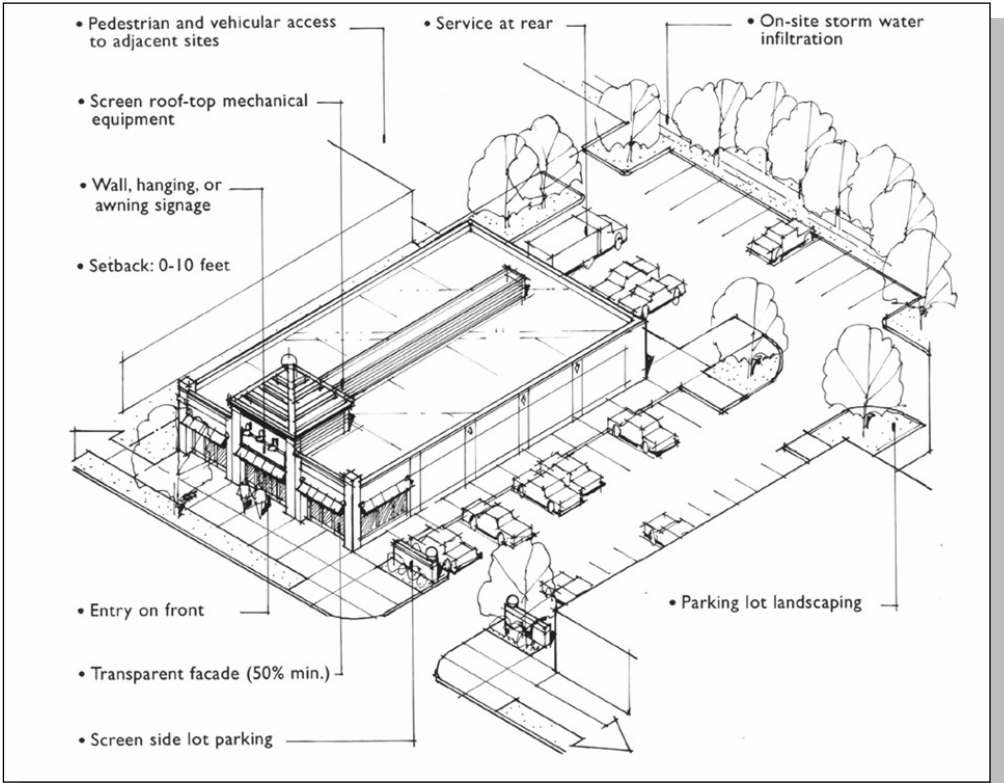


Figure 10.3: Neighborhood Business, Community Facilities, Mixed Use Development

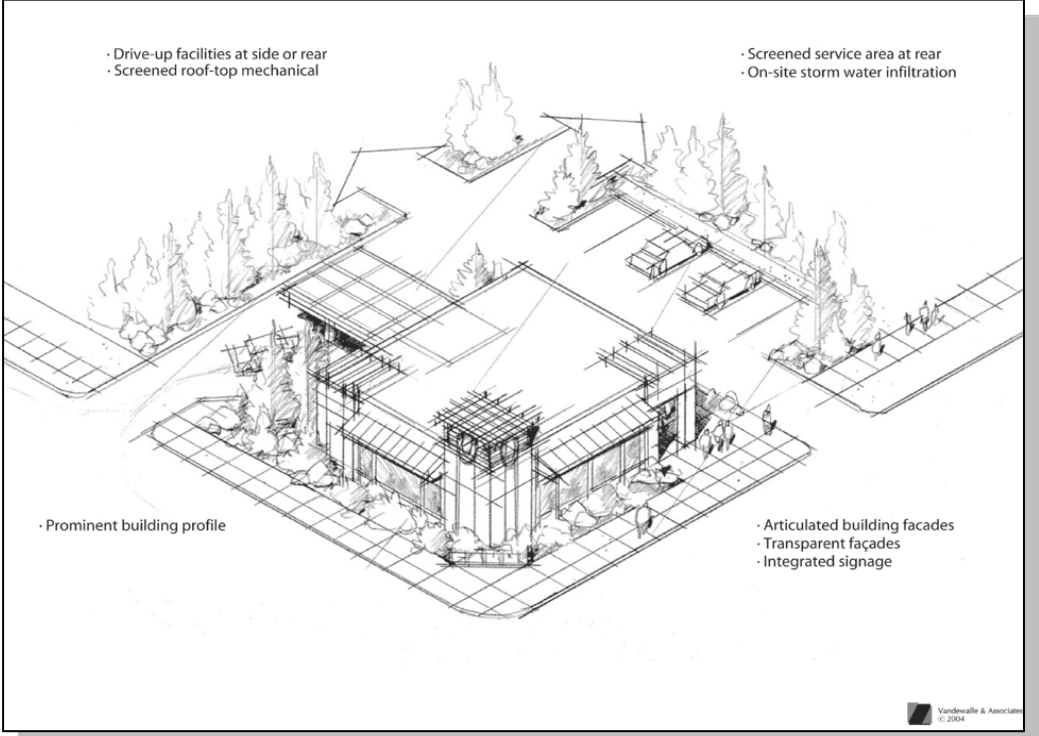
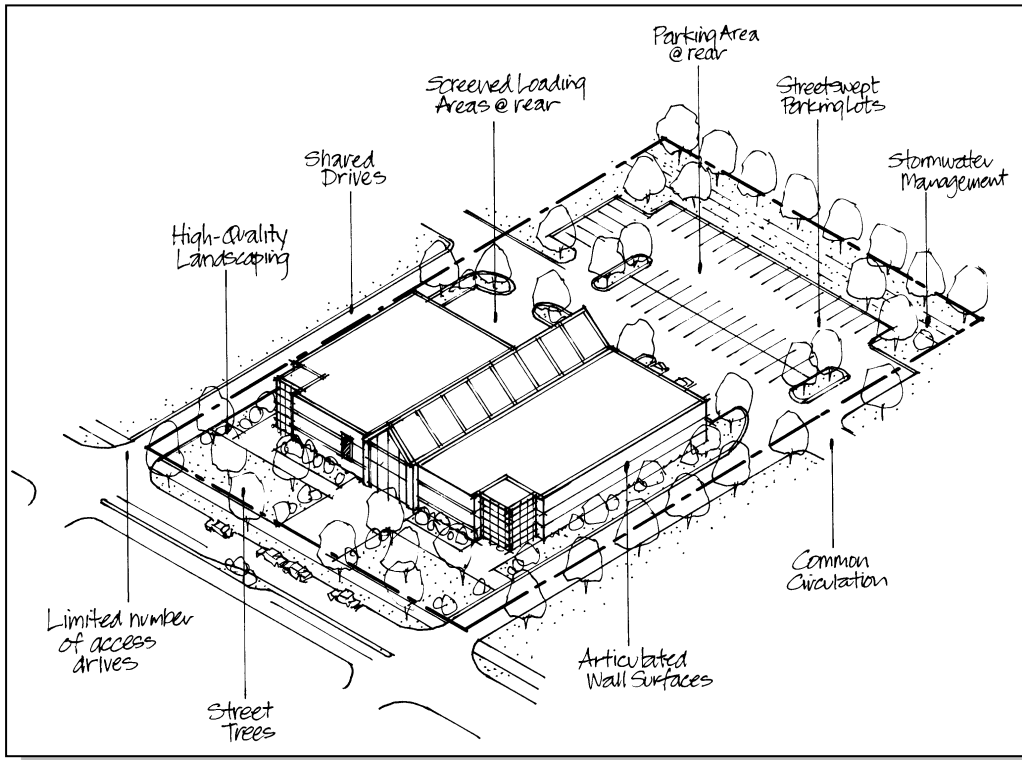


Figure 10.4: Desired New Industrial Project Layout



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INTERGOVERNMENTAL COOPERATION

CHAPTER ELEVEN: INTERGOVERNMENTAL COOPERATION

This chapter is focused on “intergovernmental cooperation,” defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that affect neighboring communities and overlapping jurisdictions. This chapter is intended to promote consistency between this Plan and plans for neighboring jurisdictions. All regional context and existing plans related neighboring and overlapping jurisdictions can be found in Appendix A.

INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- Collaborate on regional initiatives on land use planning, improving wireless connectivity, integrating smart infrastructure, and adapting to economic shifts.
- Work with area communities to maintain a clear distinction between rural and urban areas.
- Enforce, implement, and retain intergovernmental agreements with neighboring communities long-term.

Intergovernmental Cooperation Goals, Objectives, and Policies

Goal:

1. Develop and maintain mutually beneficial relationships with adjacent and overlapping governments.

Objectives:

1. Work with surrounding towns to encourage an orderly, efficient land use pattern in and around the City.
2. Work collaboratively with the Delavan-Darien School District on joint recreational space, educational initiatives, and workforce development.
3. Grow relationships with nearby communities to advance areas of mutual benefit.

Policies:

1. Provide this Plan to all surrounding local governments and districts and continue to involve and update them on future changes to the Plan.
2. Work to resolve differences between the City of Delavan Comprehensive Plan and the plans, policies, and ordinances of adjacent communities.
3. Actively monitor, participate in, and review and comment on pending and future comprehensive plans from nearby communities.
4. Continue to cooperate with other units of government on issues related to land use, agricultural and natural resources, recreation, transportation facilities, economic development, and other systems that are under shared authority or that cross governmental boundaries.
5. Continue to utilize, evaluate, and reestablish Intergovernmental Agreements with neighboring Towns, Villages, and Cities to effectively and efficiently plan future City boundary expansion and service provision.
6. Enforce, implement, and retain the intergovernmental agreements with the Town of Delavan and City of Elkhorn.
7. Partner with the Delavan-Darien School District and other local educational institutions in increasing educational achievement, adequately planning for future facilities, and boosting workforce development.
8. Continue to participate and partner with the various local and regional economic development organizations.
9. Collaborate with regional entities to improve wireless connectivity, developing and implementing the City’s technology plan, and integrating smart infrastructure.

Intergovernmental Cooperation Programs and Recommendations

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

Continue to Utilize Intergovernmental, Boundary, and Land Use Agreements

Intergovernmental agreements are typically executed after a year or more of meetings, research, negotiations, writing, and legal review, and typically address the following issues:

- **Municipal Boundary Changes:** Intergovernmental agreements between cities and towns frequently suggest limits to long-term annexation, generally in exchange for some compromises from the town. Such compromises may include the town's agreement to limit town development in the possible future annexation area.
- **Utility Service Area Boundaries: Some intergovernmental agreements include provisions that define** where public sewer and/or water services may be extended and where they may not. These areas define where fairly intensive urban (publicly sewered) growth may occur in the future but should also include existing rural development areas that might require sewer. Some agreements include provisions that do not allow further intensive development with on-site waste treatment systems in such designated utility service areas.
- **Future Land Use Recommendations:** Frequently, intergovernmental agreements address future land uses or development densities considered acceptable or unacceptable in areas that concern both communities. Some agreements also include provisions that the communities must amend their comprehensive plans to be consistent with the future land use recommendations negotiated in the agreement, or that they not amend their comprehensive plans in a manner that would be inconsistent with the agreement.
- **Agreement Term and Amendments:** An intergovernmental agreement should specify the length of time that it is applicable. Twenty years is a typical timeframe (e.g., through 2030), as this corresponds with the comprehensive plan time horizon. Occasionally, agreements have provisions for automatic extensions if neither party decides to withdraw. Most agreements also include provisions for periodic review and possible amendments if both parties agree. This keeps the agreement fresh in people's minds and allows adaptability as conditions change.
- **Services:** As budgetary constraints continue to evolve over time in the region, intergovernmental agreements for services may become increasingly critical. For example, the agreement between the Village of Darien and City of Delavan for police services in 2013 was a product of this situation. Cooperation and a collaborative approach to evaluating the service needs of the entire region may point to the need for increased service-based agreements between the City and neighboring jurisdictions.

Remain Involved in Regional Initiatives

Because many of the City's goals and objectives relate to issues that transcend municipal boundaries (e.g., transportation, natural resource, farmland preservation, land use), the City intends to maintain an active and open dialogue with surrounding communities. A few specific opportunities include:

Economic Development

Various economic development organizations such as the Delavan-Delavan Lake Chamber of Commerce and Walworth County Economic Development Alliance work beyond the boundaries of the City to provide services. It is recommended that Delavan continue to play an active role in all regional economic development activities, especially in relation to adapting to technological changes, preparing for automation and potential job displacement, and workforce development.

Public Safety

The Delavan Police Department now provides services to the Village of Darien. It is likely that additional public safety-related agreements may be necessary over the planning period to more efficiently consolidate services due to budgetary constraints. The City will remain open to working with neighboring jurisdictions on future public safety service agreements.

INTERGOVERNMENTAL AGREEMENTS UNDER WISCONSIN LAW

There are two main formats for intergovernmental agreements under Wisconsin Statutes.

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

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

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

Continue to Exercise Extraterritorial Land Division Review and Approval/Denial Authority

Under Wisconsin Statutes, cities are granted the authority to plan for and influence development in unincorporated areas that are beyond their municipal limits but are reasonably related to the city's future growth. These areas are often called the city's "extraterritorial jurisdiction" or "ETJ." Under State statutes, Delavan's ETJ extends 1½ miles from the City limits, except in areas where the City has reached a mutually agreed upon ETJ boundary with the Village of Darien, Town of Delavan, and City of Elkhorn.

For lands within its ETJ, the City has the authority to prepare land use plans and to help enforce these plans as well as has the ability to review, approve, or deny land division proposals for such areas. The majority of the lands outside the City's municipal limits that are not in environmental corridor have been indicated on the City's Future Land Use maps as appropriate for long-term agricultural use.

The City recently amended its subdivision ordinance to include clear standards for its review of land divisions (CSMs) and subdivisions (plats) within its 1½ mile extraterritorial jurisdiction to assure that long-range City plans are not compromised, particularly in areas where this Comprehensive Plan identifies future land use as Agriculture and Open Space.



Adapting to Change

As the economy, technology, and workforce continues to evolve and change, it will be increasingly important for the City of Delavan to work collaboratively with all other regional entities. Preparing for the issues that may arise from these changes will not fall on the City alone to solve. Through the continued work with regional partners, Delavan and the region can improve, adapt, and evolve over time to meet these changing needs of the community. As detailed in the Economic Development Chapter, the adapted economic strategy for the City will require collaboration to implement new plans, improve technology infrastructure, adapt to global economic shifts, improve residents' quality of life, and regionally prosper. Additionally, working as a region improves the ability to apply for and seek financial assistance from County, State, and Federal agencies. Overall, the goals of the region to attract and retain employers, residents, and tourists is like that of the City of Delavan, but taking a siloed approach is not the most effective way to adapt to these changes. Instead, working collaboratively can help solve complex problems that cannot be solved by a single unit of government.



12 IMPLEMENTATION

CHAPTER TWELVE: IMPLEMENTATION

In order for the vision and directions of this City of Delavan Comprehensive Plan to become reality, specific follow-up actions will be required. This final chapter and Appendix A are intended to provide a roadmap for these implementation actions by identifying priority programs and actions, as well as describing how this Plan is used, monitored, and updated to maintain its relevance to the City. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under Wisconsin Statutes.

Implementation Programs and Recommendations

Figure 12.1 provides a detailed list and timeline of the major actions that the City intends to complete to implement this Plan. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. This list is not exhaustive. It includes the recommendations that are likely to be near-term actions. The Common Council may choose to pursue additional actions or prioritize other actions as conditions change.

The table has four different columns of information, described as follows:

- **Topic** The first column identifies the chapter of this Comprehensive Plan where additional information regarding the recommendation may be found or more generally describes the overarching category in which the Action Item falls under.
- **Action Item:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan.
- **Potential Partners:** The third column lists additional City commissions, agencies, or other groups who would be a great partner in the pursuit of accomplishing that Action Item.
- **Implementation Timeframe:** The fifth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Each timeframe is defined as follows:
 - In Progress means that any the Action Item has been addressed at some point, but it is still a priority. In Progress status is very likely for Action Items that were previously identified in past Comprehensive Plans or have been long established objectives of the City. These Action Items should be continuously reevaluated to make sure that progress is being made.
 - Short means that the Action Item should be pursued over the next 5 years, following the adoption date of this Plan.
 - Medium means that the Action Item should be pursued over the next 10 years, following the adoption date of this Plan.



Figure 12.1: Implementation Action Items

Topic	Action Item	Potential Partners	Timeframe
Natural Resources	Implement stormwater best management practices into development regulations, the Zoning Ordinance, and the Subdivision Code. Keep up with evolving stormwater and erosion control requirements.	Common Council	Ongoing
Economic Development	Continue to implement the recommendations of the Downtown Delavan Strategic Plan.	Downtown Delavan Project Management Team, Visit Delavan, and Chamber of Commerce	Ongoing
Cultural Resources	Partner with local and regional economic development organizations to market the community to new residents and tourist.	Visit Delavan and Chamber of Commerce	Ongoing
Land Use	Amend the zoning, subdivision, and other ordinances to ensure site and subdivision design requirements for parking, bicycle and pedestrian access, lighting, and signage are consistent with the community development objectives of the Plan.	Plan Commission	Ongoing
Economic Development	Apply, monitor, and enforce existing property maintenance standards city-wide.	Common Council	Ongoing
Intergovernmental Cooperation	Explore regional collaborations to preserve community character and critical natural resources.	Walworth County and neighboring communities	Ongoing
Plan Monitoring and Advancement	Monitor development activity and future implementation strategies to ensure consistency with the recommendations in this Plan.	Plan Commission	Ongoing
Utilities and Community Facilities	Recommend that the Parks and Recreation Commission and the City of Delavan 10-Year Capital Plan be used to implement the recommendations from the Park and Open Space Plan and drive other planning initiatives. Update the plan every 5-years.	Parks and Recreation Commission	Ongoing
Utilities and Community Facilities	Implement the recommendations in Figure 8.1 as facility improvements are needed.	Common Council	Ongoing
Utilities and Community Facilities	Develop and implement a City-wide technology infrastructure plan.	Common Council, Walworth County and School District	Short
Agricultural Resources	Partner with local organizations to develop community gardens in designated areas.	Parks and Recreation Commission	Short
Natural Resources	Continue to pursue the climate adaption and resiliency mitigation strategies, in addition to participating in any future updates to the Walworth County Natural Hazard Mitigation Plan.	Walworth County and neighboring communities	Short
Natural Resources	Enhance sustainability and climate resiliency training for in-house City staff.	Common Council	Short
Cultural Resources	Use social media and other communication forms to involve and educate residents on city functions, processes, and planning initiatives.	Communications Commission	Short
Land Use	Amend the zoning map to correspond with the Future Land Use map.	Plan Commission	Short
Land Use	Conduct annual training on planning and zoning issues with the Plan Commission, Council, and Board of Zoning Appeals members.	City Staff	Short
Utilities and Community Facilities	Any future remodeling, renovation, or new construction of a City facility should consider the incorporation of renewable energy sources, sustainable building practices, and LEED Certification standards.	Common Council	Short
Utilities and Community Facilities	Participate in the Delavan-Darien School District's 5-year Strategic Planning Process.	School District	Short
Utilities and Community Facilities	Utilize the CIP and other plans to prioritize future infrastructure projects. Collaborate with local economic development agencies and regional partners to apply for federal and state funding assistance for local projects.	Plan Commission, Common Council, Walworth County, Visit Delavan, and Chamber of Commerce	Short
Housing and Neighborhood Development	Utilize the Community Development Authority (CDA) to develop and implement a City-wide strategy for fostering new workforce housing in the community.	CDA	Short
Economic Development	Support existing local businesses through development approval assistance, business mentoring, and small business loans. Leverage potential state and federal COVID-19 response stimulus money to advance these programs.	Common Council	Short

Topic	Action Item	Potential Partners	Timeframe
Housing	Establish and maintain a strong landlord licensing program to ensure that minimum life safety standards are maintained in all rental units, including single-family homes being renter-occupied.	Common Council	Short
Plan Monitoring and Advancement	Institute an annual review of the Comprehensive Plan and implementation action items.	Plan Commission	Short
Natural Resources	Develop and implement a City-wide stormwater utility.	Common Council	Medium
Agricultural Resources	Participate in the updates of the Walworth County Land and Water Resource Management 5-Year Work Plan, Walworth County Farmland Preservation Plan, and any other multi-jurisdictional regional planning efforts.	Walworth County and neighboring communities	Medium
Transportation	Update and implement the Official Map to reflect the recommendations in this Plan and the City's Park and Open Space Plan.	Plan Commission	Medium
Transportation	Develop a bicycle and pedestrian plan to prioritize future on-street and off-street connections between existing and new facilities. Utilize the City's Capital Plan to further prioritize investment in these facilities.	Parks and Recreation Commission	Medium
Transportation	Adopt a Complete Streets Policy that requires multi-modal elements as part of every roadway infrastructure project. Integrate United States Department of Transportation, Federal Highway Administration, National Association of City Transportation Officials, American Association of State Highway and Transportation Officials, and Wisconsin Department of Transportation guidelines, best practices, and performance measures into the policy to facilitate true complete streets.	Common Council	Medium
Utilities and Community Facilities	Become a certified STAR rated community to measure and track sustainability progress.	Common Council	Medium
Utilities and Community Facilities	Pursue becoming a designated Wisconsin Healthy Community through encouraging local efforts to improve community health and well-being in cooperative, multi-sector approach.	Common Council	Medium
Utilities and Community Facilities	Consider developing a "Health in All Policies" approach that aims to integrate public health in all decision-making processes.	Common Council	Medium
Economic Development	Develop workforce development programs in partnership with local institutions such as the Delavan-Darien School District and nearby technical colleges to focus on educating the future labor force and reeducating the existing labor force to be prepared for and adaptable to future technological skills required.	School District and area technical colleges	Medium
Economic Development	Develop conceptual redevelopment plans for "Smart Growth Areas"	Plan Commission	Medium
Intergovernmental Cooperation	Attempt to establish boundary agreements with the Village of Darien and adjacent Towns.	Plan Commission and neighboring communities	Medium
Intergovernmental Cooperation	Enforce and pursue permanent intergovernmental agreements with the Town of Delavan and City of Elkhorn.	Plan Commission and neighboring communities	Medium
Plan Monitoring and Advancement	Update the City's Comprehensive Plan before 2031.	Plan Commission	Medium

ORDINANCE 487

**ORDINANCE TO ADOPT AMENDMENTS
TO THE CITY OF DELAVAN COMPREHENSIVE PLAN**

COMMON COUNCIL OF THE CITY OF DELAVAN, WISCONSIN

The Common Council of the City of Delavan, Wisconsin, does ordain as follows:

WHEREAS, pursuant to sections 61.35 and 62.23(2) and (3) of Wisconsin Statutes, the City of Delavan is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Common Council adopted its comprehensive plan in 2020 entitled “City of Delavan Comprehensive Plan”; and

WHEREAS, as part of the City’s original adoption of a comprehensive plan the Common Council adopted and has since followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by §66.1001(4)(a) of the Wisconsin Statutes; and

WHEREAS, the Plan Commission of the City of Delavan, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Common Council the adoption of amendments to the Future Land Use Map (Map 5), which involve changing the future land use category for a portion of 2525 East Geneva Street from Urban Reserve to Planned Mixed Use and the majority of the parcel from Urban Reserve to Planned Neighborhood. The proposed amendments to the Future Land Use Map are described in a map provided by the City Planner dated January 10, 2024, copies of which are attached hereto and incorporated by reference herein as Exhibit A; and,

WHEREAS, the City of Delavan has, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes, provided opportunities for public involvement per its adopted public participation plan; and

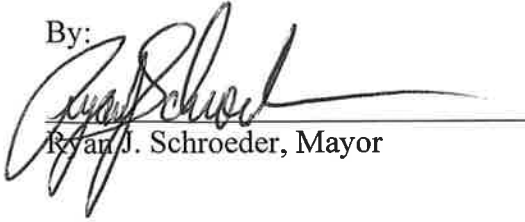
WHEREAS, the Common Council held a public hearing on the proposed amendments on February 20, 2024, considered the public comments made and the recommendations of the Plan Commission and staff, and has determined to approve the recommended amendments.

NOW, THEREFORE, the Common Council of the City of Delavan, Wisconsin, does ordain that the proposed amendments are hereby adopted as an amendment to the City’s Comprehensive Plan pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

Enacted this 20th day of February, 2024.

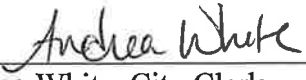
CITY OF DELAVAN

By:



Ryan J. Schroeder, Mayor

ATTEST:



Andrea White, City Clerk

RESOLUTION 2024-01

**RESOLUTION RECOMMENDING AMENDMENTS TO THE
CITY OF DELAVAN COMPREHENSIVE PLAN**

PLAN COMMISSION OF THE CITY OF DELAVAN, WISCONSIN

WHEREAS, the City of Delavan on December 15, 2020, adopted the City of Delavan Comprehensive Plan (hereinafter “Plan”) as the City’s comprehensive plan under Section 66.1001(4), Wisconsin Statutes, with said Plan including procedures for consideration of amendments to it; and

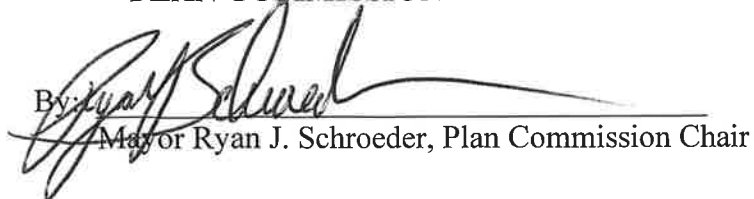
WHEREAS, Section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to amend a comprehensive plan once it has been initially adopted; and

WHEREAS, the City of Delavan Plan Commission has the authority and responsibility to recommend amendments to the Plan to the Common Council, under Section 66.1001(4)(b); and

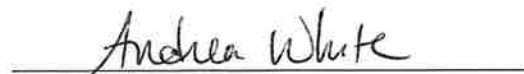
WHEREAS, on February 20, 2024, the Plan Commission reviewed proposed amendments to the Comprehensive Plan’s Future Land Use Map (Map 5) which involve changing the future land use category for a portion of 2525 East Geneva Street from Urban Reserve to Planned Mixed Use and the majority of the parcel from Urban Reserve to Planned Neighborhood. The proposed amendments to the Future Land Use Map are described in a map provided by the City Planner dated January 10, 2024, copies of which are attached hereto and incorporated by reference herein as Exhibit A; and,

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of Delavan hereby recommends that, following a public hearing, the Common Council adopt an ordinance to constitute official City approval of the proposed amendments to the City of Delavan Comprehensive Plan that the Plan Commission recommended for approval at a joint meeting of the Plan Commission and Common Council of the City of Delavan on the 20th day of February 2024.

PLAN COMMISSION

By: 
Mayor Ryan J. Schroeder, Plan Commission Chair

ATTEST:


Andrea White, City Clerk