



# *Fontana-on-Geneva Lake*



Fontana-on-Geneva Lake  
**COMPREHENSIVE PLAN**  
2009-2030



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## ACKNOWLEDGEMENTS

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## INTRODUCTION

Located in southeastern Wisconsin on the western banks of Geneva Lake, the Village of Fontana is marked by the natural beauty of the lakeshore and tree-covered, rolling hills. Fontana's reputation for outstanding outdoor recreation has attracted visitors for decades. Easily accessible from the Milwaukee and Chicago metropolitan areas and airports, Fontana offers visitors a peaceful retreat with exceptional year-round recreational activities. Fontana's permanent residents enjoy an excellent school system, beautiful scenery, fabulous dining establishments, and plentiful parks and sandy beaches.



Looking southwest over Geneva Lake

### A. PURPOSE OF THIS PLAN

This *Village of Fontana-on-Geneva-Lake Comprehensive Plan* is intended to help the Village preserve and protect the natural environment, enhance the Village's unique community character, and guide future growth and development to ensure continued community prosperity. Specifically, the Village of Fontana will use this *Comprehensive Plan* as a guide to:

1. Preserve natural and agricultural resources in and around the Village;
2. Identify areas appropriate for development and preservation over the next 20 years;
3. Recommend appropriate land uses for specific areas in and around the Village;
4. Identify needed transportation and community facilities to serve future residents and development;
5. Direct public and private investments in the Village; and
6. Provide detailed strategies to implement recommendations of this *Comprehensive Plan*.

### B. ORGANIZATION OF THIS PLAN

This *Plan* is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin comprehensive planning law. Additional chapters have been included in this *Plan* to address stormwater management, community character, and sustainability. Each chapter presents background information on the element it is addressing (e.g. Transportation, Land Use, and Economic Development) and presents an outline of the Village's goals,

#### 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 Village Board enact an ordinance adopting the plan.

Following Plan Commission approval, the Village Board 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 Village Board may then adopt the ordinance approving the plan as the Village's official comprehensive plan.

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

objectives, and policies for that planning element. These documented policies are the basis for the recommendations that are presented at the end of each chapter. The final chapter of the *Comprehensive Plan* (Implementation) outlines proposed strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality.

### C. PLANNING PROCESS

This *Comprehensive Plan* is being prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the comprehensive planning law. After January 1, 2010, only those plans that contain the required nine elements and are adopted under the State's prescribed procedures will have legal standing for zoning, subdivision, and official mapping decisions. The comprehensive planning process was guided by the Village of Fontana Plan Commission, Village Board, Village officials, Village staff, and community members. This *Plan* was adopted under the process described in the text box on the previous page.

### D. REGIONAL CONTEXT

Map 1 shows the relationship of the Village of Fontana to neighboring communities in the region. The Village is located in southwestern Walworth County, roughly 70 miles southeast of Madison, 30 miles southeast of Janesville, 55 miles southwest of Milwaukee, and 80 miles northwest of Chicago.

The Village is nearly completely surrounded by the Town of Walworth, with a portion of the Village extending east into the Town of Linn. Nearby cities and villages include Walworth, adjacent to the southwest; Williams Bay, adjacent to the northeast; and Delavan, located three miles to the northwest. The eastern shore of Geneva Lake—and the City of Lake Geneva—is less than six miles east of the Village.

### E. SELECTION OF THE PLANNING AREA

The Village of Fontana encompasses approximately 3.5 square miles. The selected planning area for this *Plan* includes all lands currently within the Village of Fontana's municipal limits, and the unincorporated areas within the Village's extraterritorial jurisdiction (ETJ). The Village's 2009 ETJ extends 1.5 miles beyond the Village's boundaries except in areas where it abuts an adjacent village ETJ. An Intergovernmental Agreement between Fontana and the Village of Walworth designates Fontana's southeastern ETJ boundary. The Village's planning area is illustrated in Map 1.

#### PAST AND ONGOING *COMPREHENSIVE PLAN* IMPLEMENTATION EFFORTS

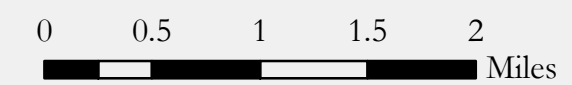
The Village of Fontana has a strong track record of planning and implementation. The following is a list of actions the Village has taken towards implementing its 2001 Comprehensive Plan. The Village of Fontana:

- Prepared a tax increment financing (TIF) project plan for the lakefront, downtown, and Highway 67.
- Created redevelopment plans for the lakefront, downtown, and Highway 67 areas.
- Composed strategic amendments to the zoning ordinance and subdivision regulations.
- Prepared and adopted an Official Map.
- Developed bicycle and pedestrian facilities.
- Initiated and adopted a cooperative agreement with the Village of Walworth.

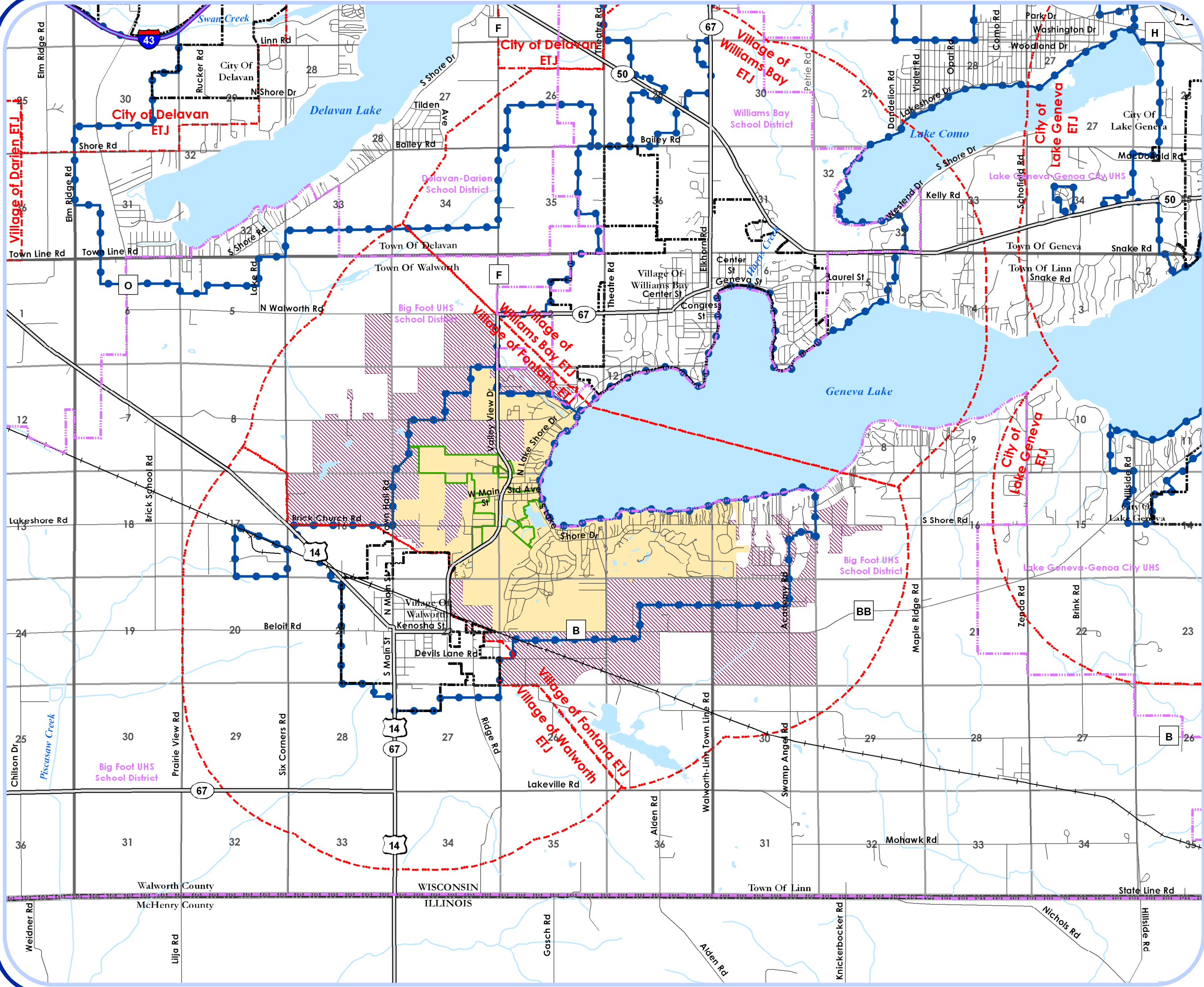


Fontana Comprehensive Plan

- Village of Fontana
- Other City/Village Boundary
- Town Boundary
- County Boundary
- Section w/Section Number
- Urban Service Area Boundary
- City/Village Extra Territorial Jurisdiction
- Extra Territorial Zoning Area
- Tax Increment District
- School District Boundaries
- Interstate
- Major Road
- Local Road
- Railroad
- Surface Water



Source: ESRI, Walworth Co LIO, SEWRPC, V&A  
Adopted: November 9, 2009







## CHAPTER ONE: ISSUES AND OPPORTUNITIES

This chapter of the *Plan* provides an overview of Fontana's demographic trends, population and housing forecasts, and issues raised through public participation efforts in the Village. This information provides an assessment of the changes taking place in the Village and a backdrop with which to explore local and regional opportunities. This chapter concludes with a community vision statement to guide future growth and development in the Village over the 20-year planning period. This vision statement establishes the framework around which the rest of the *Plan* was developed.

### A. POPULATION AND DEMOGRAPHIC TRENDS

Figure 1.1 compares the population of Fontana to neighboring communities, Walworth County, and the State for the decades of 1970 through 2000. The table also compares the 2008 population estimates of these communities as well as the percentage change in population since 2000. According to the U.S. Census, the population of Fontana has increased steadily since 1970, with a short decline from 1980 to 1990. More recently, Fontana grew by nearly seven percent from 2000 to 2008. Surrounding communities, Walworth County, and the State also experienced steady population increases during this eight-year period. Overall, Fontana has been growing at a slower rate than any of the nearby municipalities and the County as a whole. The adjacent Village of Walworth saw the greatest increase in population during this period by nearly 15 percent.

**Figure 1.1 Population Trends**

	1970	1980	1990	2000	2008*	Population Change**	Percent Change**
Village of Fontana	1,464	1,764	1,635	1,754	1,874	120	6.8%
Village of Walworth	1,637	1,607	1,614	2,304	2,640	336	14.6%
Village of Williams Bay	1,554	1,763	2,108	2,415	2,688	273	11.3%
Town of Delavan	3,798	4,182	4,195	4,559	4,887	328	7.2%
Town of Linn	1,910	2,064	2,062	2,194	2,389	195	8.9%
Town of Walworth	1,370	1,443	1,341	1,676	1,794	118	7.0%
City of Lake Geneva	4,890	5,612	5,979	7,148	7,661	513	7.2%
Walworth County	63,444	71,507	75,000	93,759	101,315	7,556	8.1%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	5,675,156	311,481	5.8%

*Sources: U.S. Census 2000, \*Wisconsin Department of Administration, \*\*2000 to 2008 population*

Figure 1.2 shows the Village of Fontana's age and gender distribution in 2000, compared to surrounding communities and the County. Fontana's median age is higher compared to nearby communities and the County. Fontana's median age increased from 41.3 in 1990, to 45.5 in 2000. Similarly, the portion of residents over the age of 65 increased from 17.3 percent in 1990, to 20.2 percent in 2000. The portion of children (residents under the age of 18) in Fontana decreased from 21.5 percent in 1990, to 20.1 percent in 2000.

When compared to neighboring communities, fewer school-aged children and more residents over the age of 65 reside in Fontana than any of the comparison communities. This data suggests that retirees outweigh the number of young families with school-aged children in Fontana.

**Figure 1.2: Age and Gender Distribution, 2000**

	Median Age	Percent Under 18	Percent Over 65	Percent Female
Village of Fontana	45.5	20.1	20.2	50.1
Village of Walworth	37.1	26.9	17.8	52.4
Village of Williams Bay	41.4	24.4	19.3	52.1
Town of Delavan	38.4	24.9	13.6	49.1
Town of Linn	41.9	22.6	15.6	48.1
Town of Walworth	41.0	24.6	16.2	50.7
City of Lake Geneva	36.5	23.0	15.0	51.3
Walworth County	35.1	24.2	12.7	50.3

*Source: U.S. Census 2000*

Figure 1.3 shows the Village of Fontana's age distribution by age cohort for the year 2000. As shown below, the Village's school-age population (age 5 to 18) only accounts for 17 percent of the population, whereas retirees (age 65 and over) account for over 20 percent of the population.

**Figure 1.3: Village of Fontana Age Distribution by Cohort, 2000**

Age Cohort	Population Number	Percentage
Under 5 years	85	4.8
5 to 9 years	91	5.2
10 to 14 years	117	6.7
15 to 19 years	94	5.4
20 to 24 years	51	2.9
25 to 34 years	167	9.5
35 to 44 years	257	14.7
45 to 54 years	272	15.5
55 to 59 years	139	7.9
60 to 64 years	126	7.2
65 to 74 years	213	12.1
75 to 84 years	116	6.6
85 years and over	26	1.5

*Source: U.S. Census 2000*

## B. POPULATION AND HOUSEHOLD ESTIMATES

The Village of Fontana is a unique community, in that the majority of its population does not reside in the Village over the full course of the year. Population figures provided by the U.S. Census Bureau do not account for Fontana's large portion of seasonal residents and guests. Figure 1.4 estimates Fontana's actual year-round population and the peak population, which consists of both permanent and seasonal residents. Figure 1.4 uses a dwelling unit approach to estimate the actual population. This approach is based on the following data and assumptions:

- (1) Census 2000 percentage of seasonal and permanent dwelling units;
- (2) WisDOA 2008 population estimate for permanent residents;
- (3) Census 2000 total dwelling units, plus those constructed since that time;
- (4) Census 2000 reported persons per dwelling unit (2.3) for permanent residents; and
- (5) An assumed 4.0 persons per dwelling unit for seasonal residents.

Using these figures, it was determined that the Village's 2008 permanent population was 1,874 and the seasonal population was approximately 5,692. The Village's total 2008 peak population (consisting of both permanent and seasonal residents) averages approximately 7,566 persons daily (assuming an average of 4 persons per household during the peak season).

**Figure 1.4: Seasonal Population Estimate—Dwelling Unit Approach**

<b>2000 Census Population and Household Data*</b>		
A	Permanent Resident Population	1,754
B	Year-Round Dwelling Units	764
C	Year-Round Persons Per Dwelling Unit (A/B)	2.3
D	Seasonal Dwelling Units	1,210
E	Total Dwelling Units (B+D)	1,974
F	Percentage of Seasonal Units (D/E)	61%
<b>2008 Population and Dwelling Data</b>		
G	2008 Estimated Permanent Resident Population**	1,874
H	2000 Permanent Resident Population (A)	1,754
I	Increase in Permanent Resident Population from 2000 to 2008 (G-H)	120
J	2000 Year-Round Persons Per Dwelling Unit (C)	2.3
K	Estimated Increase in Permanent Dwelling Units from 2000 to 2008 (I/J)	52
L	New Dwelling Units Constructed from 2000 to 2008***	265
M	Estimated Increase in Seasonal Dwelling Units from 2000 to 2008 (L-K)	213
N	2008 Total Dwelling Units (E+L)	2,239
O	2008 Estimated Permanent Dwelling Units (B+K)	816
P	2008 Estimated Seasonal Dwelling Units (D+M)	1,423
Q	Estimated Seasonal Population (assuming 4 persons per household for seasonal residents) (O*4)	5,692
R	Estimated Permanent Population (G)	1,874
S	Estimated Total Peak Population (Q+R)	7,566

*Sources: \*2000 Census, \*\*DOA 2008 population estimate, \*\*\*Fontana Building Inspector*

### C. POPULATION FORECASTS

Figure 1.5 shows three population projection scenarios for permanent residents of the Village of Fontana in five-year increments through the year 2030. These include:

- **DOA Population Projection** calculated by the Wisconsin Department of Administration (DOA).
- **Straight Line Projection** that was calculated by determining the Village's average annual population change from 1990 to 2008, and projecting that forward to 2030.
- **Compounded Projection** that was calculated by determining the Village's percent population change from 1990 to 2008, and projecting that forward to 2030.

Based upon these population projection scenarios, the Village's permanent resident population is anticipated to be between 2,110 and 2,265 in the year 2030. For the purposes of this *Plan*, the Village will use the Compounded Projection scenario, which is based on the increasing rate of population growth over the last 18 years and the Village's location within the fast growing Southeastern Wisconsin region. This population projection scenario will be used to calculate land use demand projections in the Land Use chapter of this *Plan*.

**Figure 1.5: Permanent Resident Population Forecasts**

	2008 <sup>1</sup>	2010	2015	2020	2025	2030
DOA Population Projection <sup>1</sup>	1,874	1,895	1,957	2,019	2,070	2,110
Straight Line Projection <sup>2</sup>	1,874	1,940	2,007	2,073	2,140	2,206
Compounded Projection <sup>3</sup>	1,874	1,946	2,022	2,100	2,181	2,265

<sup>1</sup>Wisconsin Department of Administration

<sup>2</sup>Extrapolated based on the average annual change from 1990-2008  $((2008 \text{ pop} - 1990 \text{ pop}) / 18)$

<sup>3</sup>Extrapolated based on the average percentage change from 1990-2008 (0.8%)

Population forecasts are useful for long-term planning related to land use, housing, and community facilities. However, it is important to recognize the limitations associated with population forecasts. Population projections in areas with small permanent populations, such as Fontana, are subject to error as minor changes in birth, death, and migration rates can significantly alter growth rates. Additionally, as shown in Figure 1.4, Fontana's seasonal population is estimated to be significantly larger than its year-round permanent residents; a figure which fluctuates considerably depending not only on the time of year, but also the day of the week.

## D. DWELLING UNIT FORECASTS

Figure 1.6 shows dwelling unit projections for the Village through the year 2030. These projections were calculated using the estimated permanent and seasonal dwelling units shown in Figure 1.4 and the Compounded Projection scenario above shown in Figure 1.5. Based upon these projections, the Village is projected to have 2,402 total dwelling units in 2030, or an additional 428 dwelling units than in 2000.

**Figure 1.6: Household Projections—Dwelling Unit Approach**

Dwelling Unit Projections		2008 (base)	2010	2015	2020	2025	2030
A	Estimated Permanent Population (Figure 1.5)	1,874	1,946	2,022	2,100	2,181	2,265
B	Estimated Household Size of Population in Permanent Dwelling Units	2.3	2.3	2.3	2.3	2.3	2.3
C	Estimated Permanent Dwelling Units (Figure 1.4)	816	846	879	913	948	985
D	Estimated Percentage of Permanent Dwelling Units	36%	37%	38%	39%	40%	41%
E	Estimated Percentage of Seasonal Dwelling Units	64%	63%	62%	61%	60%	59%
F	Estimated Seasonal Dwelling Units	1,423	1,441	1,434	1,428	1,422	1,417
G	Estimated Total Dwelling Units	2,239	2,287	2,313	2,341	2,370	2,402
H	Estimated Increase in Dwelling Units		48	26	28	30	32

*Sources: 2000 Census, DOA 2008 population estimate, Fontana Building Inspector*

## E. ISSUES RAISED THROUGH PUBLIC PARTICIPATION

In addition to providing sound public policy guidance, a comprehensive plan should incorporate an inclusive public participation process to ensure that *Plan* recommendations reflect a broadly supported future vision for the community. An extensive process of citizen review and approval was critical to this comprehensive planning process. This included the formal requirements outlined in §66.1001, Wisconsin Statutes, as well as more informal mechanisms such as Plan Commission work sessions, a community vision workshop, and a public open house.

At the outset of this planning process, the Village Board adopted by resolution its Public Participation Plan to ensure that this *Plan* accurately reflects the vision, goals, and values of its residents. This Public Participation Plan reflects the dedicated commitment of Fontana's Village Board, Plan Commission, and Village staff to inform and receive input from local citizens, community and special interest groups, and representatives from neighboring jurisdictions. The following is a summary of the issues identified through this public participation process.

### Vision Workshop

A community-wide Vision Workshop was held on June 6, 2009. This interactive workshop allowed participants to identify Fontana's key assets, opportunities, challenges, and areas of interest and concern. Participants were also asked to identify and evaluate areas for potential future growth and redevelopment.

This workshop allowed participants to express their concerns and ideas for the future of the community through four activities. Part I involved identification of Fontana's greatest assets, threats, and challenges that the Village may face over the next 20 years, as well as what they value most about the Village. Participants identified the following as Fontana's top values, assets, threats, and challenges:

**Values:**

- |   |                                       |
|---|---------------------------------------|
| ▪ Lakefront and natural beauty of the Village | ▪ Low density nature of the Village   |
| ▪ Small town atmosphere                       | ▪ Access to lakefront and shore paths |
| ▪ Friendly community members                  | ▪ Quietness and tranquility           |

**Assets:**

- |                                      |                         |
|--------------------------------------|-------------------------|
| ▪ Geneva Lake and lakefront          | ▪ Tourist attractions   |
| ▪ Agricultural buffer                | ▪ Library               |
| ▪ Location within the broader region | ▪ Year round activities |

**Threats:**

- |   |                                      |
|---|--------------------------------------|
| ▪ Overuse and contamination of the lake   | ▪ Overcrowding                       |
| ▪ Overdevelopment                         | ▪ Property tax increases             |
| ▪ Encroachment of a “suburban” atmosphere | ▪ School census and budgeting issues |

**Challenges:**

- |                         |  |
|-------------------------|--|
| ▪ Limited borders       | ▪ Controlling growth                                 |
| ▪ Stormwater management | ▪ Maintaining the serenity of the Village            |
| ▪ Aging population      | ▪ Keeping development in tune with Village character |

Part II of the Vision Workshop involved participants spotlighting specific areas for development and redevelopment. Within groups, participants were asked to identify locations and types of new development, including transportation and community facilities. Groups were given large aerial maps to complete this exercise. Participants identified the following ideas and locations for new and infill development:

- New residential development should occur east of Town Hall Road and near the southwest corner of Valley View Drive and Willow Bend Road.
- Infill and redevelopment should occur in the downtown and along STH 67.
- Traffic calming devices and safe pedestrian crossings should be installed along STH 67.
- Bicycle lanes and pedestrian pathways should be located throughout the Village, particularly along Shabbona Drive and S. Lakeshore Drive.
- Fontana’s bicycle path system should be connected with the Village of Walworth’s bike system.
- New community gathering places should be established between the lakefront and STH 67.

In Part III, participants were asked to indicate the top priorities the Village should address. The following were identified top priorities:

**Priorities:**

- |  |   |
|--|---|
| ▪ Preserve and protect the Village’s lakefront, parks, open space, and natural resource base | ▪ Ensure Village ordinances protect the Village character |
| ▪ Maintain the small town character of the Village   | ▪ Maintain or lower property taxes                        |
| ▪ Control traffic safety and congestion, particularly along STH 67 and Fontana Boulevard     | ▪ Manage stormwater                                       |
| ▪ Maintain and reuse existing housing stock  | ▪ Redevelop downtown                                      |

In Part IV, participants were asked to review sustainable initiatives and to assess whether the initiatives should be initiated by the Village, individuals, or by the community (e.g. businesses, non-profits, and individuals). Respondents were also given the option to select “do not pursue.” The following reflect the top three choices for each category.

Village Initiative	Individual Initiative	Community Initiative	Do Not Pursue
Encourage greater groundwater infiltration	Promote local foods	Advance bicycle and pedestrian facilities in new developments	Promote narrower streets
Participate in a regional open space preservation initiative	Encourage the use of energy friendly vehicles	Promote “traditional” neighborhood development	Consider reduced parking requirements
Promote bicycle and pedestrian facilities in new developments	Support energy efficient building and site design	Endorse local foods	Limit rural housing

### **Lakefront Survey**

In the fall of 2008, the Village of Fontana Community Development Authority and the Blue Ribbon Lakefront Building Committee developed a survey to gather public opinion on redevelopment opportunities near the lakefront. The following is a summary of that survey analysis.

- When asked what they like best about the lakefront, the majority (86 percent) of respondents indicated views of the lake, followed by park areas (64 percent), and the public beach (55 percent).
- When asked what they like least about the lakefront, the majority of respondents indicated the beach house (29 percent), the park house (18 percent), and access to parking (18 percent).
- When asked where they park when visiting the downtown, many respondents (43 percent) reported the Lakefront Parking Lot when available. Few respondents (6 percent) reported using the parking lot located west of Fontana Boulevard.
- When asked what has happened to the quality of the lakefront over the past 15 years, more than half (57 percent) of respondents reported it has improved. About 14 percent felt that the quality of the lakefront has declined.
- When asked what types of new uses they would like to see develop on the lakefront, the most popular responses were restaurants (41 percent), specialty stores (33 percent), and non-motorized water sports rental (29 percent).
- When asked what types of uses they would not like to see develop on the lakefront, 60 percent reported a public library, followed by a maritime center (48 percent), and motorized water sports rental (48 percent).
- When asked what issues they think are important to improve the quality of the lakefront, respondents reported the following as important: better views of the lakefront (48 percent), more open space (30 percent), better access to the lakefront (29 percent), and safer pedestrian crossings (27 percent). Respondents reported the following as not important: a community building (36 percent), the ability to rent recreational equipment (34 percent), a public plaza (31 percent), and more parking spaces (24 percent).

### **Geneva Lake Watershed Survey**

In 2006, the Geneva Lake Conservancy (GLC) partnered with University of Wisconsin-Whitewater Center for Fiscal and Economic Research to design a survey to gather information from property owners in the Geneva Lake Watershed regarding growth and development within the area. Key findings of the survey include:

- Support for the development of a formal lake management district.
- Overall lack of support for large subdivision development in the area surrounding Geneva Lake.
- Desire for intergovernmental cooperation and shared vision regarding residential, commercial, and industrial development within the region.
- Concern that a reduction in water quality would have significant environmental and quality of life impacts.
- Belief that the existing supply of single-family housing and condominiums is adequate.
- General opposition to industrial development and overall concern about development pressures.
- Belief that there is an increased likelihood of respondents leaving the Geneva Lake region as development pressures increase.
- Households in the Geneva Lake Watershed play a vital role in the regional economy, generating \$321 million in spending, \$57 million in labor income, and 2,904 jobs in the regional economy.

### **Draft Comprehensive Plan Open House**

The Village of Fontana hosted a draft *Comprehensive Plan* Open House on Saturday, September 5, 2009 during the annual “Pig in the Park” Labor Day weekend festival. Approximately 150 Village residents participated in the Open House and provided feedback on the Village’s draft *Comprehensive Plan* document. To gauge public opinion of the *Plan* and its recommendations, residents were asked to prioritize *Plan* recommendations and steps for implementation. Generally, responses were across the board. However, some recommendations stood out as the most favored by residents. Overall, residents indicated that the following plan recommendations should be given the highest priority:

- Consider regional techniques to manage lake over use.
- Plan for the future establishment of a STH 67 bypass route northwest of the Village.
- Coordinate a comprehensive planning strategy with neighboring jurisdictions, the County, and State agencies to advance lake protection and farmland preservation initiatives.

The following *Plan* recommendations were supported by Village residents; however, these were seen as lower priorities in terms of *Plan* implementation:

- Advance the development and redevelopment of the downtown.
- Explore the creation of a wireless network Village-wide, or a “hot spot” that would include the downtown and lakefront area.
- Support infill and redevelopment in existing neighborhoods.
- Promote the use of neighborhood electric vehicles in the Village.





## F. 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, Village Board members, residents, and other interested groups and individuals for the next 20+ years. Because this is a general chapter on issues and opportunities, it does not include objectives, policies, programs, or recommendations. Goals, objectives, policies, programs, and recommendations are defined below:

- **Goals** are broad, advisory statements that express general public priorities about how the Village should approach development issues. Goals are based on key issues and opportunities affecting the Village.
- **Objectives** more specifically identify future direction. By accomplishing an objective, the Village moves closer to achieving its goals.
- **Policies** are rules or courses of action implemented to achieve specific objectives. Village 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 Village toward achieving its goals, objectives, and policies.
- **Recommendations** provide detailed information regarding how to implement objectives, policies, and programs.

## G. VISION STATEMENT

A vision statement is intended to broadly describe how a community will look, feel, and function 20 years into the future. All goals, objectives, policies, programs, and recommendations of the *Plan* aim to reflect and advance this vision.

### ***VILLAGE OF FONTANA — VISION FOR THE FUTURE***

*The Village of Fontana's serene lakefront, quiet charm, and distinctive scenic vistas have sustained Fontana's reputation as a great place to live and a popular vacation destination. The Village will continue to place a strong emphasis on lakefront preservation and shoreland protection. The Village will focus on enhancing professional development opportunities in the downtown and attracting and retaining a population of all ages. The Village will maintain its high quality of life through continued dedication to natural resource preservation, low-density development, and an emphasis on well designed infill and redevelopment.*



## CHAPTER TWO: AGRICULTURAL RESOURCES

This chapter provides summary information on the agricultural resources in the Village of Fontana and surrounding areas. The information will be used to guide future land use decisions so that these resources may be protected to the greatest extent possible. In addition, the information will help determine areas within the community that may not be suitable for development based on agricultural productivity and soil suitability.

### A. AGRICULTURAL RESOURCES

#### Character of Farming

Agriculture in surrounding areas is an important component of the regional economy. According to a 2009 land use inventory, agricultural land accounts for approximately 14 percent of the Village's total land area. Farmland accounts for 62 percent of land in the County, producing a fairly diverse range of agricultural products including specialty meats, horticulture crops, dairy, and grain. A large number of equine facilities are also located throughout the County.

#### Assessment of Farmland Viability

The Natural Resources Conservation Service groups soils into classes based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, texture, and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map 2 depicts the locations of Class I, II, and III soils in the Village and surrounding area. Class I soils account for less than one percent of the Village's land area; however, a large area of Class I soils is located to the southwest of the Village with smaller areas located north of the Village and south of Delavan Lake.

#### AGRICULTURAL RESOURCES RECOMMENDATIONS SUMMARY

- Support efforts to preserve and protect productive agricultural land.
- Limit growth and development in the Village's extraterritorial jurisdiction.
- Promote the production and consumption of locally grown agricultural products.



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**B. FARMLAND PRESERVATION**

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**Working Lands Initiative (2009-2011)**

In the summer of 2009, the Wisconsin legislature signed into law the 2009-2011 State budget which included funding for the Wisconsin Working Lands Initiative. Three main components of this program include continuation of the Wisconsin Farmland Preservation Tax Credits program, establishment of Agricultural Enterprise Areas (AEA) program, and the Purchase of Agricultural Conservation Easements (PACE) program. The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) administers all three programs under the State's Working Lands Initiative. Each program is described in greater detail as follows:

- **Wisconsin Farmland Preservation Tax Credits** program provides land owners with an opportunity to claim farmland preservation tax credits which are applied against tax liability. To be eligible, acres claimed for the tax credit must be located in a farmland preservation area that is identified in a certified county farmland preservation plan.
- An **Agricultural Enterprise Area (AEA)** is defined as a contiguous land area devoted primarily to agricultural use and locally targeted for agricultural preservation and agricultural development. Over the two year pilot period of this program, the State is authorized to designate up to 15 AEAs and up to 200,000 acres of farmland. Land eligible for AEA designation must be a contiguous land area, primarily in agricultural use, and located in a farmland preservation area as identified in a certified county farmland preservation plan.
- The **Purchase of Agricultural Conservation Easements (PACE)** program provides state funding for the purchase of agricultural conservation easements to prohibit development that would make the farmland unsuitable or unavailable for agricultural use. The easements are completely voluntary and allow the land owner to be compensated for limiting the development potential of the farmland. Agricultural Conservation Easements are permanent and are carried over to subsequent land owners as property is sold.

**Farmland Preservation Credit Program and Farmland Tax Relief Credit Program**

The Wisconsin Department of Revenue offers two important farmland preservation programs, the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program.

- The **Farmland Preservation Credit Program** strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. In addition, in order to be eligible for this credit, all program participants must comply with soil and water conservation standards set by the State Land Conservation Board.
- The **Farmland Tax Relief Credit Program** provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of up to \$10,000 of property taxes, with the maximum credit of \$1,500. In 2008, there were five claims for this credit in Fontana, constituting a total of \$2,793 and an average credit of \$560.

**Federal Farm Bill (2008)**

In addition to the State programs listed above, local farmers can participate in numerous other Federal programs and initiatives that are intended to encourage long-term farming activities. The 2008 Farm Bill reauthorized and initiated several Federal programs, including the following:

- The **Conservation Reserve Program (CRP)** provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns in an environmentally beneficial and cost-effective manner.
- The **Wetlands Reserve Program** provides technical and financial support to help landowners with wetland restoration efforts.
- The **Conservation Stewardship Program (CSP)** is a voluntary conservation program designed to encourage producers to address resource concerns in a comprehensive manner by improving, maintaining, and managing existing conservation activities and by undertaking additional conservation activities.
- The **Farmland and Ranchland Protection Program (FRPP)** helps to maintain productive farmland in privately owned agricultural use by assisting states, tribes, local government, and non-profit agencies with the purchase of conservation easements and development rights on productive farmland and on farms with historical or archaeological resources.
- The **Environmental Quality Incentives Program (EQIP)** provides a voluntary conservation program for farmers and ranchers who promote agricultural production and environmental quality as compatible national goals.
- The **Conservation of Private Grazing Land (CPGL)** offers educational and technical assistance in land grazing management, soil erosion prevention, energy efficiency in food and fiber production, water conservation, wildlife habitat protection, sustaining forage and grazing plants, using plants to sequester greenhouse gas emissions, and using grazing lands as a source of biomass energy.
- The **Wildlife Habitat Incentives Program** provides technical assistance and up to 75 percent cost-share assistance to landowners to establish and improve fish and wildlife habitat on their property.
- The **Grassroots Source Water Protection Program** is a joint project by the USDA's Farm Service Agency (FSA) and National Rural Water Association (NRWA). The program is designed to help prevent source water pollution at the grassroots level. Local teams will be established to collaborate in the development of Rural Source Water Protection plans that promote clean groundwater. Rural Source Water Protection plans will outline voluntary measures that farmers, ranchers, and other producers can install on their lands to prevent source water pollution. Teams will inform and educate producers about source water protection measures that benefit their neighbors and communities.
- The **Great Lakes Basin Program for Soil Erosion and Sediment Control** provides project demonstration grants, technical assistance, and educational programs to improve water quality in the Great Lakes basin by establishing a priority for projects and activities that directly reduce soil erosion or improve sediment control; reduce soil loss in degraded rural watersheds; or improve water quality for downstream watersheds.
- The **Voluntary Public Access and Habitat Incentive Program** allows states and tribal governments to apply for grants to encourage owners and operators of privately held farm, ranch, and forest land to voluntarily make that land available for access by the public for wildlife dependent recreation, including hunting or fishing under programs administered by State and tribal governments.

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**C. AGRICULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES**

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**Goals:**

- a. Preserve and protect agricultural land and other open space areas in the Village's planning area from premature, inefficient, or potentially damaging development.

**Objectives:**

- a. Promote compact development patterns in the Village and maintain a community separation area of undeveloped land between Fontana and nearby communities.
- b. Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas surrounding the Village.
- c. Direct new housing development to areas designated for such on the Future Land Use Map (Map 5) and to areas where housing has already occurred and is deemed appropriate for infill development.

**Policies:**

- a. Participate in multi-jurisdictional regional planning efforts to preserve productive agricultural lands and to encourage sustainable agricultural practices that protect ground and surface waters.
- b. Work cooperatively with Walworth County and the surrounding towns to explore innovative techniques for preserving agricultural lands in the towns, including participation in the State's Purchase of Agricultural Conservation Easements (PACE) program.
- c. Work with surrounding towns and Walworth County to direct non-agricultural or rural-type development into the Village or into other urban communities.
- d. Encourage compact development as well as infill and redevelopment within the Village to help preserve lands outside the Village for agriculture.
- e. Promote the continuation and expansion of agricultural support businesses and industries in agricultural areas.
- f. Support business development and direct marketing opportunities (e.g. farmers market) that enhance local markets for farm products.

## **D. AGRICULTURAL RESOURCES AND PROGRAMS**

### **Participate in Multi-Jurisdictional Planning Efforts to Preserve Agricultural Lands**

Fontana is centrally located in the midst of a triangle formed by the metro areas of Chicago, Milwaukee, and Madison. This area of Southeastern Wisconsin is home to some of the State's most productive agricultural land. However, this region of the State is also at the highest risk for degradation of agricultural resources and conversion of farmland to urban development. The Village of Fontana intends to support current and future efforts to protect farmland viability and preserve working lands in Walworth County. At the time of this writing, neither Walworth County nor any of the surrounding towns had an active program or development policy that places preservation easements on agricultural land.



As noted in previous sections, the Purchase of Agricultural Conservation Easements (PACE) program has been developed as a component of the State's Working Lands Initiative. The PACE program has been established to provide funding to local governments or non-profit organizations for the purchase of agricultural conservation easements. Under the PACE program, land with an agricultural easement cannot be developed for any purpose that would prevent the land from being used as agriculture.

In order to prioritize farmland preservation, the Village of Fontana will collaborate with Walworth County, surrounding towns, and the State to (1) identify areas appropriate for farmland preservation, (2) update the County's farmland preservation plan, (3) apply for participation in the PACE program.

Other potential future opportunities may include a multi-jurisdictional planning effort to preserve and protect agricultural lands in collaboration with efforts to conserve the region's unique natural resources such as Geneva Lake. Initiatives regarding lake and natural resource protection are discussed in greater detail in the Natural Resources and Stormwater Management chapters.

### **Limit Development within the Village's Extraterritorial Jurisdiction**

An important component of farmland preservation is limiting non-farm related development in farming areas. With the exception of agricultural-related commercial or industrial development and limited rural residential development, the Village discourages development in agricultural areas. As shown on the Village's Future Land Use Map (see Map 5), the majority of the land outside the Village's limits have been identified as appropriate for continuation in agricultural use. The Village intends to exercise its subdivision review authority within its 1.5-mile extraterritorial jurisdiction to limit development in these areas. The Village will instead direct urban development (e.g. residential subdivisions, commercial development) to the Village or other incorporated communities.

### **Support the Production and Consumption of Local Foods**

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 could slow this unsustainable trend. The Village will support local efforts to ensure the economic viability of future agricultural operations, even if other entities play more of a lead role. The Village may play a role in promoting local foods through the following venues:

- **Farmer's Markets:** Local farmer's markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage members of the community to come together. As an added benefit, local products are fresher and more nutritious as they travel a shorter distance from field to consumer.
- **Community-Supported Agriculture (CSA) programs:** CSA programs allow farmers to sell shares of their products directly to consumers in advance of the growing season. Such programs encourage healthful food choices, provide support for local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches.
- **Restaurants:** Numerous restaurants, cafes, and bakeries throughout Wisconsin have begun the practice of purchasing, serving, and promoting locally grown foods. A restaurant that offers homemade food from locally grown products would be an asset to the Village. Participating restaurants could be marketed throughout the County to day and overnight tourists as well as permanent residents.



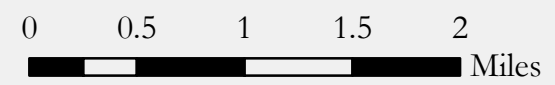
Fontana Comprehensive Plan

- Village of Fontana
- Other City/Village Boundary
- Other Municipal Boundary
- County Boundary
- Section w/Section Number
- Interstate
- Major Road
- Local Road
- Railroad
- Surface Water

- Soil Capability Class  
(Most Productive to Least)
- Capability Class I
- Capability Class II
- Capability Class III
- Capability Class IV - VIII
- Not Rated or Not Available

Note: This map is for general informational use only, and is not to be used to obtain detailed siting information. Soil classes derived from the USDA-NRCS Land Evaluation System. The system uses three factors to determine a numeric rating from Class I to VIII: prime farmland, soil productivity for corn & alfalfa, & land capability class. Class I soils have the highest crop yield & few limitations that restrict their use for agriculture. Refer to NRCS documentation for further explanation.

Source: ESRI (2008); Soils - USDA (2002); Walworth Co LIO, SEWRPC, V&A

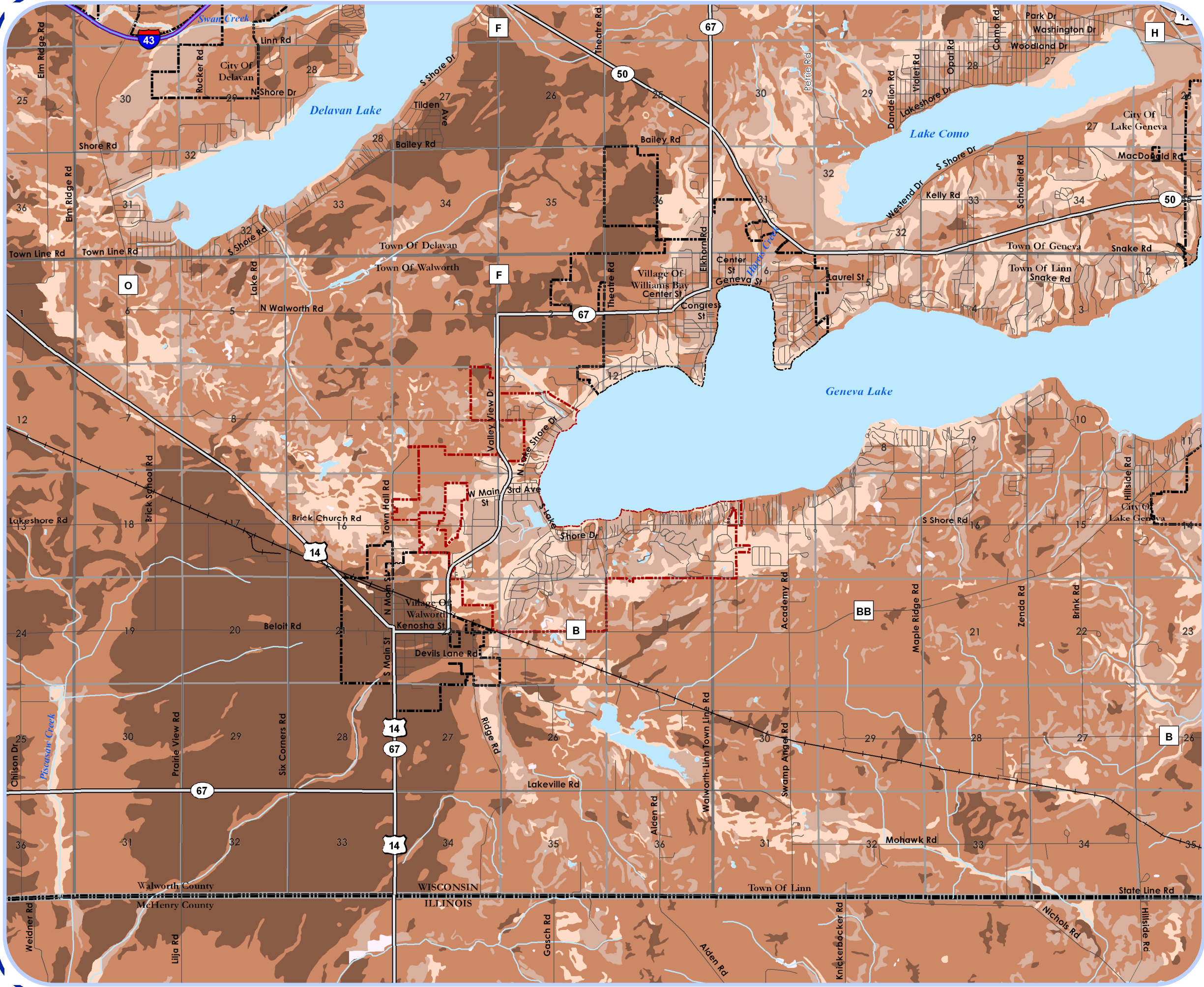


Fontana on Geneva Lake

Adopted: November 9, 2009

**VANDEWALLE & ASSOCIATES INC.**

Shaping places, shaping change





## CHAPTER THREE: NATURAL RESOURCES

The purpose of this chapter is to identify strategies to preserve and protect the Village's natural resources. A survey of Fontana's natural resources provides an important framework for guiding several elements of the comprehensive planning process. Maintenance of environmentally sensitive areas and natural features is important for both the visual attractiveness of the community, as well as the integrity and sustainability of the environment.

### A. LAND BASED RESOURCES

#### Geneva Lake Lakeshore

In the context of this *Comprehensive Plan*, the Geneva Lake lakeshore is defined as the area of land between the waters edge of Geneva Lake and North Lakeshore Drive and South Lakeshore Drive. The lakeshore is typified by several factors, including the following:

- The present development pattern of the lakeshore consists mainly of older, single-family homes with a distinct lakeshore architectural character;
- Most lakeshore properties were historically wooded and many of the mature trees remain; and
- Many lakeshore properties contain steep slopes and/or erodible soils.

The lakeshore is a unique and valuable resource for Fontana. Protecting the lakefront and the Geneva Lake lakeshore has historically been and continues to be the highest priority concern of the Village. Planning goals for this area include maintaining the low-density character, protecting the ecological integrity, and maintaining the aesthetic appeal of the lakeshore. The Village will prioritize the continual review of its regulatory codes and standards to advance these goals while maintaining the rights of lakeshore property owners.

#### Ecological Landscapes

An ecological landscape is defined as a region of Wisconsin characterized by a unique combination of physical and biological attributes such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon their levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities. The Village of Fontana falls entirely within the Southeast Glacial Plains ecological landscape, which is largely composed of glacial materials deposited during the Wisconsin Ice Age. Vegetation in this ecological landscape consists primarily of agricultural cropland and forests of maple-basswood, lowland hardwoods, and oak. Understanding the distinct attributes of each of these landscapes will be important when identifying future land management and land use goals. Many of these attributes are identified in the following sections.

#### Environmental Corridors and Isolated Natural Resource Areas

According to Southeastern Wisconsin Regional Planning Commission (SEWRPC), environmental corridors and isolated natural resource areas consist of the following elements: 1) lakes, rivers, and streams, and their associated shorelands and floodplains; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, or organic soils; 7) rugged terrain and high-relief topography; 8) existing park and open space sites; 9) potential park and open space sites; 10) historic sites; 11) significant scenic areas and vistas; and 12) natural and scientific areas. Primary environmental corridors include a wide variety of these resource elements

#### NATURAL RESOURCES RECOMMENDATIONS SUMMARY

- Conserve the existing land use and development pattern of the lakeshore within the limits of existing development regulations.
- Preserve and protect the Village's natural resource base; and in particular the quality and integrity of Geneva Lake.
- Develop strategies and techniques to prevent overuse of Geneva Lake within the guidelines established by the Wisconsin DNR.
- Link natural resource preservation with recreational opportunities.

and are at least 400 acres in size, two miles in length, and 200 feet in width. Secondary environmental corridors generally connect with primary environmental corridors, and are at least 100 acres in size and one mile in length. Isolated natural resource areas contain some of these resource and resource-related elements, are separated physically from environmental corridors by intensive urban or agricultural land uses, and are at least five acres in size.

Environmental corridors generally lie along major stream valleys, around major lakes, and in the moraine areas of southeastern Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodplains and shorelands are contained within these corridors. Protection of environmental corridors from intrusion by incompatible land uses, and thereby from degradation and destruction, should be an essential planning objective for the preservation of open natural spaces. These corridors should be preserved and protected in essentially natural, open land uses.

### **Metallic and Non-Metallic Resources**

There are currently no metallic mining operations in Wisconsin. There are, however, 30 non-metallic extraction sites within Walworth County. The Stewart mineral extraction site is located north of Fontana Elementary. Under §295.20, Wisconsin Statutes, landowners who want to register their property as a non-metallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the county where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered non-metallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable non-metallic mining deposit cannot take effect during the registration period. Registration is effective for ten years and renewable for an additional ten years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take effect after the registration has expired.

### **Soils**

The Miami-McHenry is the most common soil association found within the Village. This association is characterized by well-drained soils that have a subsoil of clay loam and silty clay loam. Permeability is moderate. The central-most area of the Village is characterized by a combination of the following soil types: rolling, houghton, and adrian muck. The adrian muck is subject to ponding after heavy rains—surface draining is often needed to remove the water rapidly in this soil type.

### **Steep Slopes**

The northern and central portions of the Village and the extraterritorial jurisdiction are mostly flat to gently rolling with slopes less than 6 percent. As one enters the Village from the north and south, slopes range from 6 to 12 percent, with isolated areas of slopes greater than 12 percent, especially along the lakeshore. Slopes of greater than 20 percent can generally be found in two locations in the Village. The first is located in the northeastern section of the Village, generally following North Lakeshore Drive and North Lower Gardens Stream. The second follows to the south of the Potawatomi Creek in the downtown. This mix of topography reflects the rolling till plains and rolling to steep terminal moraines created by glacial movement.

### **Topography**

The topography of southeastern Wisconsin was shaped over 10,000 years ago during the most recent period of glacial activity. This glacial activity created the lake basin and shaped the landscape. The geological formation of Geneva Lake began with the melting of the Troy Valley glacial lobe. The Troy Valley was a depression that ran from Troy to Lyons, then Lake Geneva and Beloit. This activity led to the formation of present lakes Como, Delavan, and Geneva. As a result of this glacial activity, the landscape is now characterized by glacial till plains and moraine ridges.

**Wildlife and Rare Species**

Species of wildlife common to the southeastern Wisconsin region are rabbits, squirrels, woodchucks, raccoons, muskrats, and beavers. Larger mammals such as white-tailed deer, coyotes, and foxes also inhabit the region. Common bird species include cardinals, robins, woodthrushes, great blue herons, wrens, blue jays, cranes, hawks, and killdeer.

According to the Wisconsin Department of Natural Resources (WisDNR), there are numerous occurrences of aquatic endangered species in Fontana. Occurrences of both aquatic and terrestrial endangered species can be found in the central part of the Village adjacent to Geneva Lake and the southeaster most section of the Village along the southern border of Geneva Lake. Detailed information regarding the types of endangered animals, plants, and natural communities can be found at the WisDNR website.

**Woodlands and Natural Vegetation**

Woodlands are generally located in areas of steep topography or along water features. Existing woodlands that have not been broken up by residential development are invaluable to the Village's character and natural beauty. As such, remaining woodland areas should be preserved, and any development in and around them should take special care not to destroy these resources.

**B. WATER BASED RESOURCES**

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**Drainage Basins and Watersheds**

The Village of Fontana is located within the southwestern-most edge of the Southeast Fox River Basin, which is divided into seven watersheds. The Village is located almost entirely within the westernmost edge of the Geneva Lake—White River Watershed which drains 168 miles and contains 128 miles of streams and 9 named lakes. The greatest threats to this watershed include urban and agricultural runoff, habitat modification, and ditching/channelization. A small segment at the north end of the Village is located within the Delavan Lake Watershed, which flows into Turtle Creek and the Rock River. A small portion at the south end of the Village is located in the Lawrence Creek and the Piscasaw Creek Watersheds, which flow into the Kishwaukee and Rock Rivers.

**Floodplains**

The Federal Emergency Management Agency (FEMA) designates floodplains, which are predicted to be inundated with flood waters in the 100-year storm event (e.g. a storm that has a one percent chance of happening in any given year). The Village of Fontana is fortunate to have less than one percent of its land area located within a floodplain. Floodplains are generally located along the lakeshore.

**Groundwater**

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Drinking water in the basin comes from three main groundwater aquifers; the sand and gravel, dolomite, and sandstone. In the rural areas located throughout Walworth County, a potential groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris.



### **Surface Water**

The Village surrounds the western shores of Geneva Lake. The 5,262-acre lake has a maximum depth of 135 feet, is 2.1 miles wide, 7.6 miles long, and 21 miles around. Geneva Lake is the largest and deepest water body in the Southeast Fox River Basin, and is the most prominent surface water resource in the Village and the region. Geneva Lake is a deep spring lake and contains a diverse fish population including smallmouth bass, largemouth bass, walleye, brown trout, and two species of special concern: the least darter and the lake herring (also known as cisco). Threats to lake quality include exotic species, excess nutrients, heavy boating pressure, stormwater runoff, urban development along the shoreline, and issues related to septic systems.



*Geneva Lake – October 2008*

Van Slyke Creek and Potawatomi Creeks are tributaries to Geneva Lake. Both creeks are considered to be a high-quality spring-fed trout streams and classified as Class I trout streams by the Wisconsin DNR.

### **Wetlands**

Wetlands are important ecological features that help protect and enhance regional water quality by preventing pollutants from reaching lakes, rivers, streams, and groundwater. Wetlands protect shorelines from erosion and reduce potential flood damage by storing and infiltrating runoff from rain storms and snow melt. Additionally, wetlands provide critical habitat for many native plant and animal species.

According to the WisDNR's Wetland Inventory Maps, wetland habitats comprise approximately four percent (79 acres) of the Village's total land area. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Wetland areas are located in the center of the Village to the east of Main Street, and surrounding Van Slyke Creek and Potawatomi Creek. Occurrences of wetland areas coincide with occurrences of environmental corridors.

## **C. RECREATIONAL RESOURCES**

### **State Parks and Natural Areas**

- Walworth County is home to **Big Foot Beach State Park**, a 271-acre park on the southeastern shore of Geneva Lake which offers 100 campsites, a sand beach, picnic areas, and six miles of hiking trails through forest and open meadow.
- The **Kishwaukee Conservancy Natural Area** was established in 1989. "Kishwaukee," meaning "sparkling water," is a 231-acre wetland area with more than four miles of trails. Kishwaukee is located in Williams Bay along Highway 67 just north of Geneva Street. Kishwaukee is the most intact, undisturbed wetland area of Geneva Lake.



*Fontana Fen and Prairie*

- **Fontana Fen and Prairie** is one of Wisconsin's rare wetland communities consisting of calcareous fen. The conservation area consists of ten acres and is located between the Villages of Fontana and Walworth along Highway 67. This area was slated for a mall development in the 1970s; however, it was recognized by environmentalists as a rare wetland community and was eventually purchased and donated to the Lake Geneva Land Conservancy.
- The **Hildebrand Conservancy** is an 11-acre forested tract of land owned by the Village of Fontana Community Development Authority. Van Slyke Creek, which flows through the Conservancy and into Geneva Lake, is considered to be a high-quality spring-fed trout stream and is classified as a Class I trout stream by the Wisconsin DNR.
- Other natural areas in Walworth County which are easily accessible from Fontana include Beulah Bog, Lulu Lake, Young Prairie, Pickerel Lake Fen, Clover Valley Fen, and Bluff Creek.

### **State Wildlife Areas**

- The **Turtle Creek Wildlife Area** is a 1,035-acre property located in western Walworth and eastern Rock Counties. This property straddles four areas of Turtle Creek within a ten-mile segment of the waterway, beginning just west of CTH P outside of the City of Delavan. The habitat consists of sedge meadow, shrub carr, hardwood forest, and small prairie remnants. Large fall and winter concentrations of Canada Geese can be seen at Turtle Creek. It is also home to a number of rare fish and reptile species. Permitted activities include wildlife viewing, hiking, fishing, paddling, hunting, trapping, and berry picking. Hunting/viewing opportunities include deer, waterfowl, small game, and partridge.
- **Lyons Wildlife Area** is located approximately 12 miles from Fontana to the north of the City of Lake Geneva. This 135-acre property consists of grasslands, lowland brush, and wetlands. Recreational opportunities include hunting, trapping, fishing, hiking, canoeing, and berry-picking.
- The **Bloomfield Wildlife Area** is located off Highway 12 between the Cities of Lake Geneva and Genoa City. This 1,203-acre property consists of wetlands, grasslands, and scattered woodlots. The numerous wetlands and grassy areas present a favorable opportunity for pheasant and deer hunting. Other activities include hiking, wildlife watching, and berry-picking.

## **D. NATURAL RESOURCE PLANS**

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### **Lake Management Plan for Geneva Lake, 2008**

There is a long history of efforts to protect and improve the quality of Geneva Lake. The very first lake organization in the State was formed in 1891. Since then, other organizations have been founded to manage lake levels and water quality, most recently the Geneva Lake Environmental Agency in 1971, and the Geneva Lake Conservancy in 1981. More recently, SEWRPC prepared a Lake Management Plan for Geneva Lake in May 2008. Key recommendations of that plan include:

- Maintenance of the historic low- and medium-density residential character of the already-developed portions of the Geneva Lake shoreline.
- Implementation of structural stormwater management measures and vegetative shoreline protection measures where higher density development exists.
- Limitation of large-lot residential development in the Geneva Lake tributary area. Lakefront communities should consider modifying development codes to include maximum lot sizes and clustering requirements to reduce the amount of land consumed and to preserve open space.
- Careful review of lakefront developments by Geneva Lake communities to ensure compliance with shoreland zoning requirements and to encourage the use of shoreland buffers, environmentally friendly landscaping practices, and stormwater management practices.

- Promotion of urban non-point pollution abatement through the use of stormwater management planning programs and consideration of non-point source control measures.
- Public acquisition of some wetlands and woodlands in the area surrounding Geneva Lake.
- Continued enforcement of boating regulations and maintenance of public access sites.

### **Village of Fontana Environmental Master Plan, 2005**

In 2005, the Village of Fontana prepared and adopted an Environmental Master Plan to evaluate areas proposed for development or improvement projects, and to provide recommendations for environmental enhancements to be incorporated into those projects. Four development projects were the focus of this document. These are described below, as well as the goals associated with each and the status of those projects as of fall 2009.

- Project 1.** Expansion of STH 67 from a two-lane to a four-lane highway. Undeveloped areas to the west of Van Slyke Creek and a tributary to the creek were evaluated for enhancement opportunities.
- **Goal:** Enhance the Van Slyke Creek tributaries and the portion of Van Slyke Creek and the associated wetlands located east of STH 67 through improvement of native plant diversity, protection of wildlife habitat, and improvement of water quality by reducing erosion.
  - **Status:** Reconstruction of STH 67 has been completed; although expansion to four lanes was not included as a component of the final project. The restoration of the natural trout habitat in Potawatomi Creek and Van Slyke Creek is an ongoing project of the Village's Park Commission and the Community Development Authority (CDA). In addition, several clean-up projects have been completed and a new culvert was constructed with the assistance of the WisDNR and the local chapter of Trout Unlimited. The Village Board, Park Commission, and the CDA are also working jointly with the Abbey Resort and Big Foot Country Club to rehabilitate the creeks on the resort property.
- Project 2.** Construction of condominiums and a new commercial center at the southwest intersection of Porter Court and STH 67. Natural areas adjacent to the development site were evaluated for opportunities to control invasive species and enhance plant diversity in the area.
- **Goal:** Enhance the sloping, spring-fed wetland leading into Van Slyke and Potawatomi Creeks and the riparian corridor adjacent to the Van Slyke and Potawatomi Creeks by improving native plant diversity, wildlife habitat, and water quality.
  - **Status:** Development of this project has been completed.
- Project 3.** Installation of a trail system through Headwaters Park, located south of Fontana Elementary School.
- **Goal:** Enhance the habitat quality of Headwaters Park, improve science education opportunities, and provide a safe, useable pathway to Fontana Fen.
  - **Status:** Development of this segment of the Village's pedestrian pathway system has been completed; however, connection to the Village's larger trail system remains a Village priority.
- Project 4.** Construction of outdoor educational displays at Fontana Fen to promote the ecological importance of this unique wetland community.
- **Goal:** Enhance and protect the native diversity of Fontana Fen through an invasive species management and a prescribed burn program, and improve the educational opportunities associated with the Fen.
  - **Status:** Educational exhibits and materials for the Fontana Fen have been completed. In addition, the Hildebrand Conservancy has been established with an eastern park entrance off Mill Street. The Mill House Pavilion was developed at the western entrance off of South Main Street.



In addition to the projects described above, CDA is in the preliminary planning stages of a cooperative effort with the Big Foot Country Club to address stormwater runoff and associated water pollution in the creeks, ponds, and natural areas encompassing the Big Foot Country Club and the adjacent STH 67 corridor.



### **Duck Pond Stewardship Guide**

The Village's Duck Pond Recreation Area, located on Wild Duck Road, was originally established as a settling pond for treated wastewater, which created an ideal habitat for waterfowl. Today, the Duck Pond remains a vital natural resource for the Village of Fontana. The Duck Pond Stewardship Guide was developed to direct landscape restoration activities and restore the area's historic wetland habitat.

## **E. NATURAL RESOURCES GOALS, OBJECTIVES, AND POLICIES**

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### **Goals:**

- a. Preserve, protect, and enhance the unique natural resource base of the Village and the surrounding planning area.

### **Objectives:**

- a. Uphold and improve the water quality of both surface and subterranean resources in the Village and planning area.
- b. Protect sensitive environmental areas including wetlands, floodplains, woodlands, steep slopes, drainageways, and habitat areas.

### **Policies:**

- a. Support multi-jurisdictional and interagency approaches to natural resource protection and management.
- b. Prohibit development in wetland, floodplain, and environmental corridor areas.
- c. Require detailed environmental impact assessments for any project within 100-feet of an environmental corridor.
- d. Implement the recommendations of the Lake Management Plan developed by SEWRPC to protect the quality and integrity of Geneva Lake.
- e. Link the preservation of natural resources with passive recreational opportunities for residents and visitors.
- f. Discourage the establishment of new mineral extraction operations within the City limits, except where they are associated with a development project on the same site and are operated according to safe and clean standards.

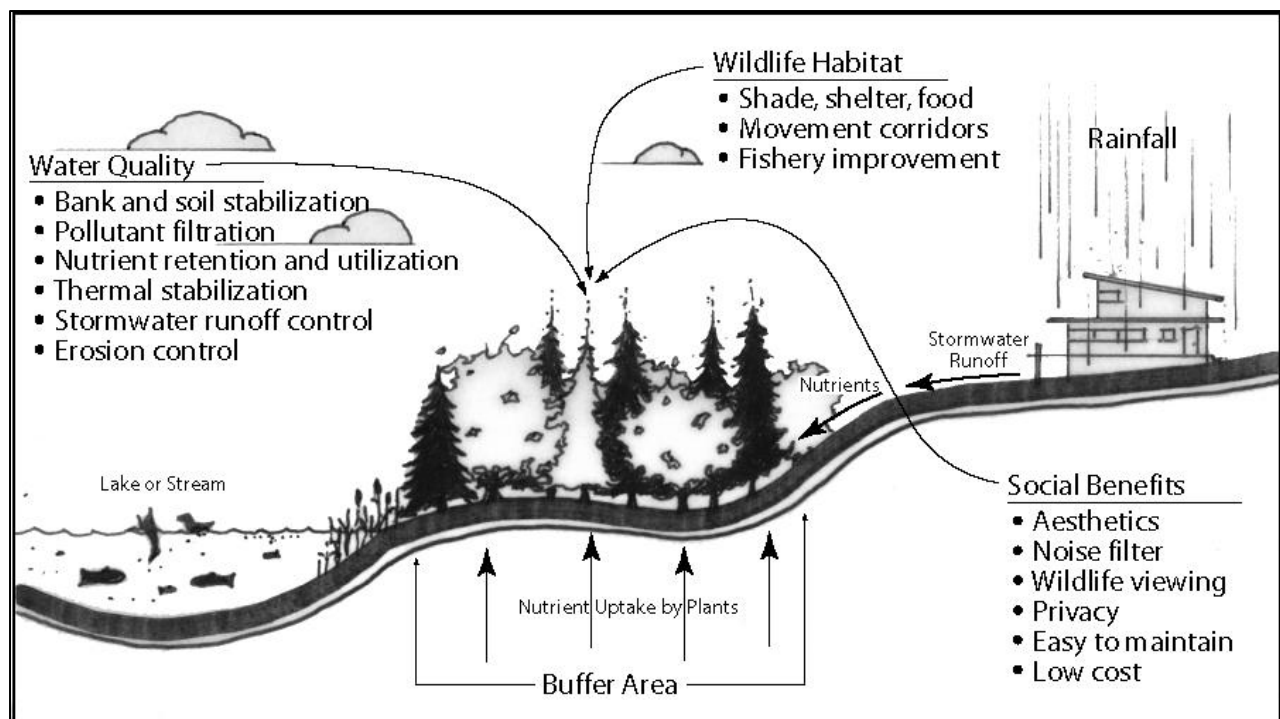
## F. NATURAL RESOURCES PROGRAMS AND RECOMMENDATIONS

### **Preserve and Protect the Quality and Integrity of Geneva Lake**

Geneva Lake is the defining natural feature of the Village and the region. Several sections of this *Plan* address the importance of protecting the Lake as a significant asset to the community and region. Central to all of these efforts is ensuring that the water quality of Geneva Lake and the Village's watershed areas are preserved, protected, and improved. The Village will consider the following initiatives aimed at achieving that goal:

- Continue to partner with the Geneva Lake Conservancy, the Geneva Lake Environmental Agency, WisDNR, Walworth County, and other Geneva Lake communities. The Committee would evaluate and spearhead an environmental awareness campaign, developing strategic lake protection and enchantment plans.
- Encourage measures to minimize point and non-point source pollution. Raise awareness of point source dischargers and work to minimize non-point source pollution, particularly from agricultural sources, through best management practices.
- Support continued studies and data gathering for Geneva Lake. Cooperate with the Geneva Lake Conservancy, the Geneva Lake Environmental Agency, WisDNR, Walworth County, and neighboring communities on efforts to understand lake conditions and to become aware of future threats to lake quality, and ensuring that the lake continues to be a treasured and protected natural resource.
- Encourage vegetative buffers between developed areas and water bodies for water quality protection, flood control, stream bank stabilization, and water temperature control; and provide room for lateral movement of stream channels. Trees and shrubs retained in buffer areas screen noise from watercraft, provide privacy to residents, and serve as nesting areas for songbirds. Figure 3.1 illustrates the benefits associated with vegetative buffers, which can maximize water quality and habitat protection and heighten erosion control benefits in the Village, particularly in areas that currently have limited development.

**Figure 3.1: Example of a Vegetative Buffer**



### **Develop Strategies and Techniques to Manage Lake Overuse**

Nationwide, the demand to live near and recreate on water has never been higher. The broad appeal of Geneva Lake's pristine waters amplifies this trend in Fontana. As the number of boats registered in the U.S. increases every year, so does the average size of boat engines. While aquatic recreational demands increase, the amount of the resource stays the same. As a result, crowding and conflicts over lake uses are common.

An important step in lake management is the identification of the primary use of a particular lake, and then managing the lake for that use. Many lakes simply cannot support all uses. For example, because meso-eutrophic lakes (those between a mesotrophic and eutrophic condition) generally support the highest sport fish populations, a good fishing lake will have slightly green water with abundant rooted plants. Lake residents who demand clear water and abundant fish cannot have it both ways. Likewise, motorboats should not be permitted in lakes, or in lake areas, where the primary use is swimming or aesthetic enjoyment. Useful techniques to manage recreational overuse include time zoning and space zoning. With time zoning, some uses are restricted to certain times of the day. For example, to allow residents or anglers peace and quiet at dawn and dusk, water skiing might be limited to the hours between 10:00 a.m. to 5:00 p.m. With space zoning, different areas of the lake are designated for particular uses such as swimming, idle speed zones for motorboats, or protected fish and wildlife refuges.



### **Protect Greenspace and Environmental Corridors**

The Village adopted a Greenspace Plan as a component of its 2001 Comprehensive Plan. The Greenspace Plan links greenspace and environmental corridors and prioritizes preservation of these areas. This *Plan* promotes the continuation of greenspace and environmental preservation and protection. Environmental corridors provide significant ecological, recreational, and aesthetic benefits to a community. In addition, these areas offer natural stormwater management and flood control, and protect and improve water and air quality. Further, as environmental corridors are often comprised of wetlands, floodplains, steep slopes, and other environmentally sensitive features, these areas generally present severe limitations to development. The Village will continue to protect environmental corridors by:

- Discouraging new buildings (that do not replace old buildings) or significant expansions to existing building footprints within identified environmental corridor areas.
- Prohibiting filling or draining of floodplains or wetlands.
- Encouraging conservation practices, such as reforestation and wetland restoration.

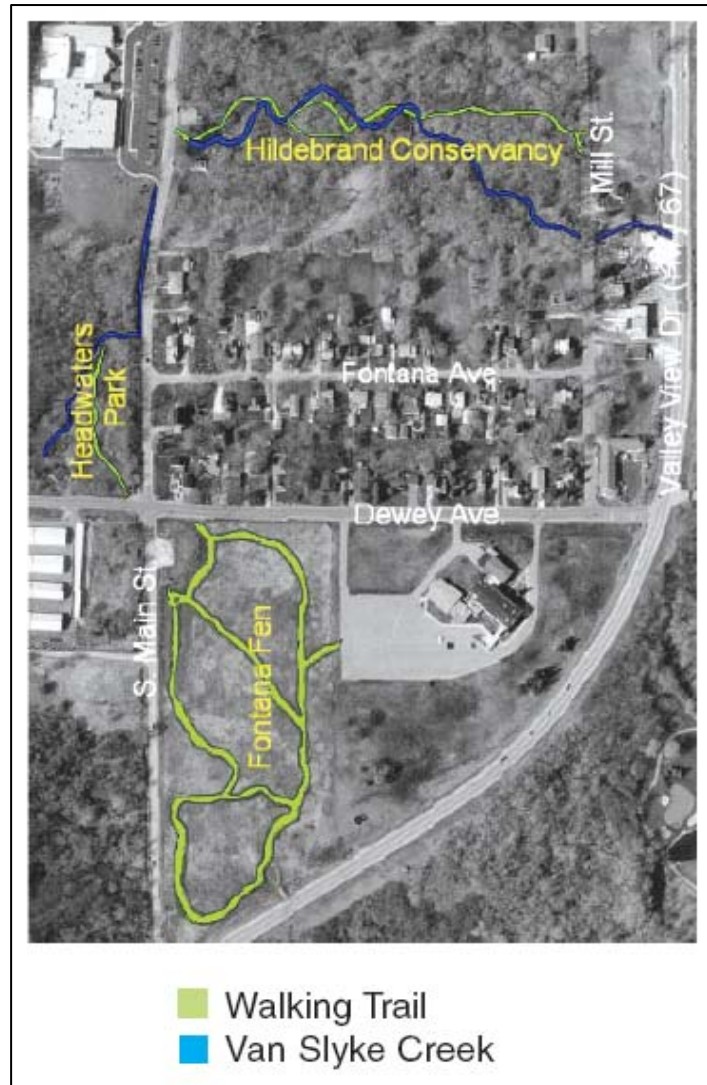
Existing development and farming uses may continue within mapped environmental corridors.

**Link Natural Resource Preservation with Recreational Opportunities**

The Village of Fontana and surrounding area is rich with an array of unique and sensitive natural resources. The Village's ongoing dedication to protecting these resources has preserved, and in many cases enhanced, several of these important environmental features.

Over the planning period, the Village will continue to be challenged to balance the protection of natural resources while providing access and recreational opportunities without degrading habitat, ecological functions, or natural beauty. To accomplish these goals, the Village will continue to link natural resource preservation activities with recreation opportunities and facilities planning. When siting new parks and considering improvements to existing park facilities, the Village will identify areas that can accommodate both active recreation (e.g. playgrounds, fields, jogging trails) and passive recreation (e.g. picnicking, nature walks, bird watching). Natural resource preservation areas can serve as important components of the Village's overall park system, providing opportunities for outdoor education, relaxation, and exercise. Such areas also maintain and enhance the beauty of a community or neighborhood and serve a variety of ecological functions such as providing habitat for wildlife, enhancing water and air quality, and providing natural flood control.

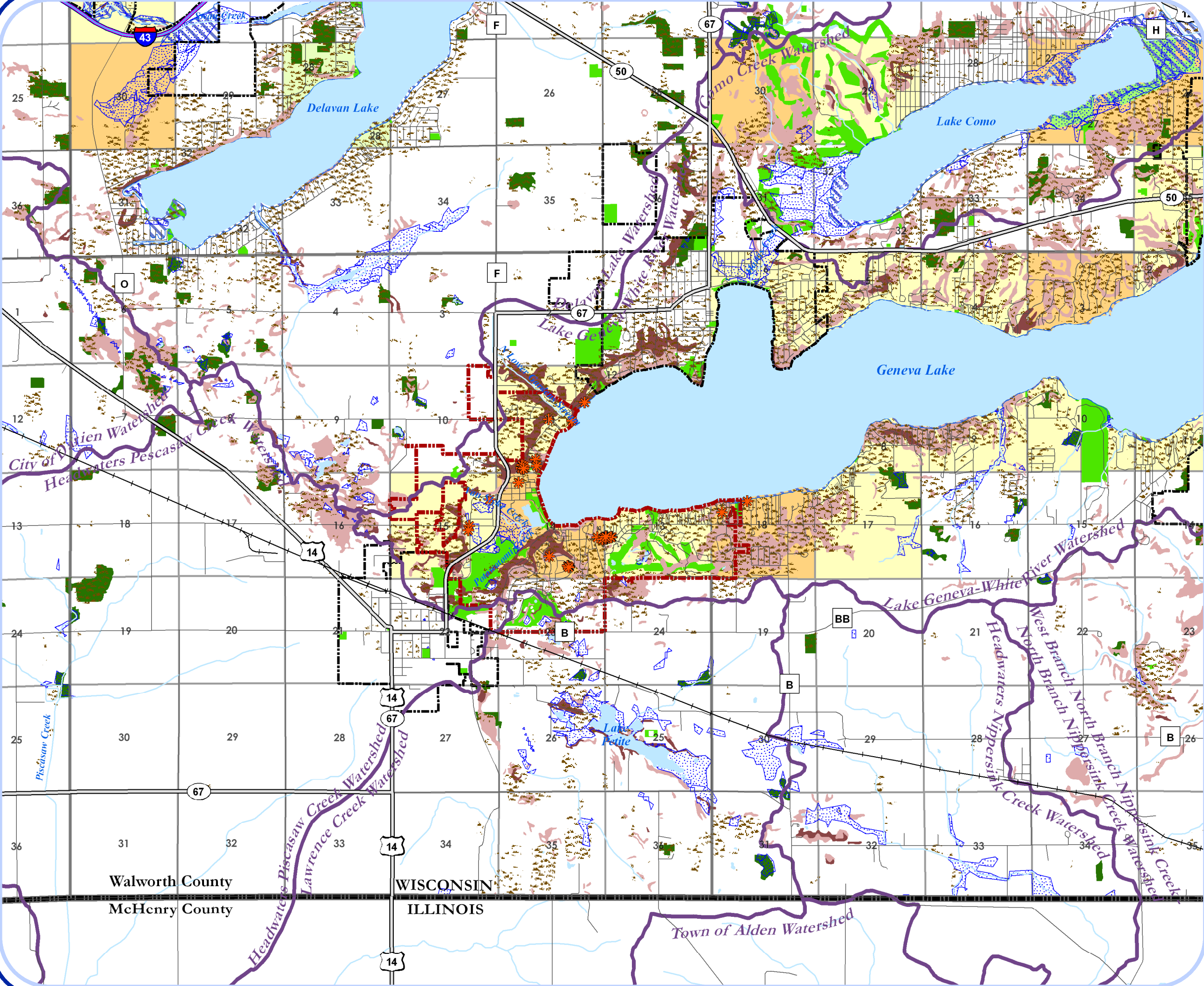
Recent Village examples of linking recreation and natural resource preservation include habitat enhancements and invasive species management at Headwaters Park and Fontana Fen. These projects were included in the Environmental Master Plan for the Village and involved the establishment of a recreational pathway connecting Headwaters Park, Hildebrand Conservancy, and Fontana Fen.



Source: The Fontana Park Commission



Fontana Comprehensive Plan



- Village of Fontana
- Other City/Village Boundary
- Township Boundary
- County Boundary
- Section w/Section Number
- Interstate
- Major Road
- Local Road
- Railroad
- SEWRPC Isolated Natural Resource Area
- Public Park & Recreation
- Conservancy
- Woodland
- Surface Water
- Watershed Boundary
- Wetland
- Floodplain

Steep Slopes

- 12% to 19%
- 20% and Greater

Sections Containing Rare or Endangered Species

- Aquatic Species
- Terrestrial Species
- Both Types

Building/site listed in the National and/or State Register of Historic Places

Source: ESRI Streets (2008), Wetland & Species Data - WIDNR (2006), Floodplain Data - FEMA (2004), Slope Data - USDA (2002), SEWRPC, Historical Data - WI State Historical Society, V&A

0 0.5 1 1.5 2 Miles



## CHAPTER FOUR: CULTURAL RESOURCES

Preservation of historic, archeological, and cultural resources fosters a sense of pride, contributes to a community's quality of life, and provides an important feeling of social and cultural continuity between the past, present, and future. Historic and cultural preservation can also provide economic benefits to property owners and communities through tourism and increases in property values. This chapter provides an overview of the Village's cultural resources as well as policies and recommendations to guide the permanent protection of these resources.

### CULTURAL RESOURCES RECOMMENDATIONS SUMMARY

- Preserve historically and culturally significant buildings and structures.
- Continue to preserve and protect archaeological resources.

### A. HISTORIC SITES AND RESOURCES

The Wisconsin Historical Society's Architecture and History Inventory (AHI)—a collection of information on historic buildings, structures, sites, objects, and historic districts throughout the State. According to the inventory, there are over 400 AHI documented structures in Fontana including Fontana Village Hall, Community Church of Fontana, Jesse R. Embree House, St. Benedict Catholic Church, C.L. Douglas Barn, and the Abbey Resort. Locations of historic sites are depicted on Map 3. It is important to note that numerous sites and structures overlap on the map, therefore, fewer representative points are shown on the map.

The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. The Douglas-Stevenson House, located at the intersection of Main and Mill

Streets, is listed on the State and National Register of Historic Places. This property was listed on the National Register on April 3, 1986, and the State Register on January 1, 1989.



*Abbey Resort—documented AHI structure*

### B. ARCHEOLOGICAL SITES AND RESOURCES

The Wisconsin State Historical Society lists archeological sites throughout the State in its Archeological Sites Inventory (ASI). These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. At this time, eleven archeological sites are listed in Fontana.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land, and may not be viewed by the general public. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on, or eligible for listing on, the National Register of Historic Places. Archeological sites can be protected during the course of State agency activities if the sites have been recorded with the Office of the State Archeologist.

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## C. CULTURAL RESOURCES GOALS, OBJECTIVES, AND POLICIES

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### Goals:

- a. Preserve and protect Fontana's cultural and historic resources that contribute to the Village's identity.

### Objectives:

- a. Protect and make use of unique historic and archaeological areas within the Village's planning area.

### Policies:

- a. Promote the restoration and rehabilitation of historic buildings where appropriate, particularly in and around the downtown.
- b. Work with local historic preservation organizations and property owners to protect historic and cultural resources that contribute to the Village's character.
- c. Ensure that new development is compatible with the historic context and the form, height, and setbacks of existing buildings.
- d. Work with the local historic preservation organizations and property owners to protect and celebrate historically significant residences within the community.
- e. Require sensitive design for the remodeling and renovation of historic commercial and residential structures.
- f. Carefully balance historic preservation and redevelopment opportunities in the Village, and particularly in the downtown and central neighborhood areas.

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## D. CULTURAL RESOURCES PROGRAMS AND RECOMMENDATIONS

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### Preserve Historically and Culturally Significant Buildings

The Village will continue to coordinate with property owners to clearly mark existing buildings and sites that are listed on the State or National Register of Historic Places, and to nominate other buildings and sites that may be appropriate for historical designation. The Village will also attempt to make property owners aware of resources to assist with historically-sensitive remodeling projects, including the following:

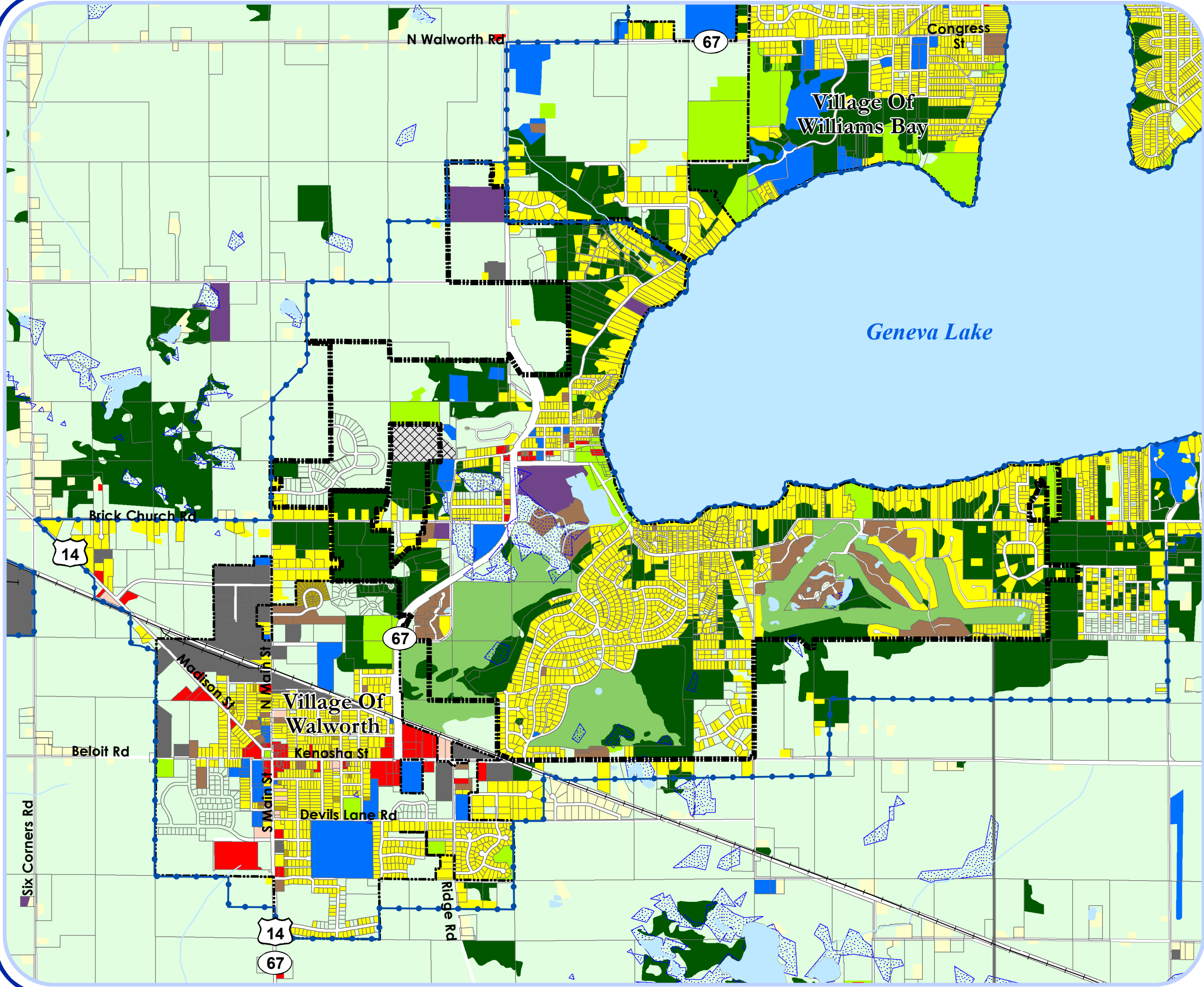
- **Federal Investment Tax Credit (ITC):** Property owners can qualify for a 20 percent federal ITC to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of Interior has listed on the National Register of Historic Places. In Wisconsin, owners of historic properties can claim an additional five percent ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's Standards for Historic Building Rehabilitation.
- **Wisconsin Investment Tax Credit (ITC):** At the State level, another tax relief program provides a 25 percent ITC for the rehabilitation of owner-occupied structures that contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. 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. All applications must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.

### Protect Archeological Resources

There are eleven known archaeological sites in the Village of Fontana. To avoid disturbing any known archaeological site during development, this *Plan* advises that the Village make a specific request to the State Historical Society for more detailed information when a specific development proposal is offered on land in an area where a known archaeological site has been mapped, if its location is not readily apparent.



Fontana Comprehensive Plan



- Village of Fontana
- Other Cities & Villages
- Town Boundary
- Urban Service Boundary
- Road/Rail Right of Way
- Railroad
- Existing Land Use Categories**
- Agricultural/Vacant
- Single-Family Residential (Septic)
- Single-Family Residential (Sewered)
- Two-Family/Townhouse Residential
- Mixed Residential
- Neighborhood Commercial
- General Commercial
- General Industrial
- Community Facility
- Special Use
- Public Park & Recreation
- Private Park & Recreation
- Woodland & Open Space
- Wetland
- Mineral Extraction
- Surface Water





## CHAPTER FIVE: LAND USE

This chapter is intended to guide land use decision making in and around the Village. Implementing land use planning policies allows the Village to guide development and redevelopment in a manner that promotes economic health, maintains community character, and protects sensitive environmental features.

### A. LAND USE MAP CATEGORIES

The following land use categories are depicted on the Existing Land Use Map (Map 4) and the Future Land Use Map (Map 5). On the Existing Land Use Map, these categories indicate how land was being used at the time this *Plan* was written. On the Future Land Use Map, these categories indicate the Village's desired future land uses. Note that not all land use categories described below are represented on both maps, as some may not be appropriate or desired for future land uses.

- **Agriculture and Vacant:** Agricultural lands and uses, farmsteads, other open lands, and single-family residential homes at or below one dwelling unit per 35 acres.
- **Single-Family Residential (Septic):** Single-family detached residential development served by individual on-site wastewater treatment (septic) systems.
- **Single-Family Residential (Sewered):** Single-family residential development served by public utilities at densities averaging between one and five dwelling units per acre.
- **Two-Family/Townhouse Residential:** Two-family/townhouse residential development (duplexes, twin homes, townhouses, flats) at densities averaging between one and five dwelling units per acre.
- **Mixed Residential:** A variety of residential units, including single-family, two-family, and multi-family, at densities up to eight dwelling units per acre.
- **Neighborhood Commercial:** Small-scale, neighborhood supporting office, retail, and service uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs.
- **Central Mixed Use:** Pedestrian-oriented indoor commercial, office, institutional, and second story residential units in a “downtown” setting with streetscaping and minimal building setbacks.
- **Planned Mixed Use:** A carefully designed blend of residential, retail, service, office, and community facilities. Planned Mixed Use areas are intended as vibrant urban places that should function as community gathering spots.
- **General Commercial:** A wide range of indoor and outdoor retail, service, office, and community facilities outside of the downtown area, and are generally larger and/or more intensive than businesses in the Neighborhood Commercial and Central Mixed Use categories.
- **General Industrial:** Indoor industrial land uses and controlled outdoor storage facilities. This land use category is shown on the maps within the boundaries of neighboring communities.
- **Community Facility:** Large- and small-scale public buildings such as health clinics, schools, churches, power substations, and special care facilities.

### LAND USE RECOMMENDATIONS SUMMARY

- Prioritize the protection of the existing development pattern and character of the Geneva Lake lakeshore.
- Maintain the Village as a predominantly single-family residential and natural resource-based, recreational community.
- Promote infill and redevelopment of key sites, particularly in the downtown.
- Enforce high-quality building and site design and performance standards for all new development.

- **Special Use:** Lands currently developed that are used for vacation/resort functions and/or boat storage facilities.
- **Public Park and Recreation:** Publicly owned parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and related active recreational activities.
- **Private Park and Recreation:** Large, privately owned outdoor recreation facilities such golf courses.
- **Woodland and Open Space:** Public and privately owned forest lands, open space areas, and stormwater management facilities.
- **Mineral Extraction:** Quarries, gravel pits, clay extraction, peat extraction, and related land uses.

## B. EXISTING LAND USE PATTERN

An accurate depiction of the Village's existing land use pattern is the first step in planning for a desired future land use pattern. The Village of Fontana encompasses approximately three square miles. Figure 5.1 summarizes the existing acreage allocated to each of the various land use categories within the municipal boundaries. The Existing Land Use pattern is depicted on Map 4.

**Figure 5.1: Village of Fontana Existing Land Use Totals**

Land Use Category	Acres	Percentage
Agricultural and Vacant	345	15
Single-Family Residential (Septic)	0	0
Single-Family Residential (Sewered)	617	28
Two-Family/Townhouse Residential	24	1
Mixed Residential	97	4
Neighborhood Commercial	0	0
Central Mixed Use	0	0
General Commercial	8	less than 1
General Industrial	6	less than 1
Community Facility	26	1
Private Park and Recreation	274	13
Public Park and Recreation	50	2
Special Use	47	2
Woodland and Open Space	443	20
Mineral Extraction	3	less than 1
Surface Water	24	1
Rights-of-Way	212	10
Total	2,176	100%

*Source: GIS Inventory, Vandewalle & Associates, 2009*

### **Existing Residential Development**

The Village of Fontana is predominantly a single-family residential community consisting of both seasonal and permanent residential units served by sanitary sewer and public water. Nearly one third of the Village's land area consists of residential development, with 28 percent of that consisting of single-family residential. Most of this is located in areas along the lakefront and in subdivisions along North Lakeshore Drive and

South Lakeshore Drive. An older, single-family residential area is located in the historic core of the Village, bounded by Fontana Boulevard to the south, the STH 67 corridor on the west, First Avenue on the north, and Lake Street on the east. Another older neighborhood is located near the downtown along Main Street, Mill Street, Fontana Avenue, and Dewey Avenue. There are a few small parcels of two-family/townhouse residential development in the Village, generally between Second Avenue and Kinzie Avenue on the lakefront and along CTH B near the golf course. Mixed residential development is located in the west end of the Village along STH 67, and within the Abbey Resort area.

### **Existing Non-Residential Development**

Fontana's downtown functions as the commercial corridor area, which is located from the intersection of Mill and Main Streets to the intersection of Main Street and Dewey Avenue. This area accommodates most of the Village's existing commercial and office development. Key community facilities include Fontana Elementary on Main Street, the Fire Hall and Police Department along Fontana Boulevard, the Post Office along Second Avenue, and the Village Hall/Library facility at the intersection of Kinzie Avenue and STH 67. The 40-acre Abbey Resort and Fontana Spa complex are located in the southeastern corner of the Village.

## **C. EXISTING AND POTENTIAL LAND USE CONFLICTS**

There are very few existing land use conflicts in the Village of Fontana. This is largely due to its compact downtown area, isolated commercial development, and very few private driveways accessing STH 67 or CTH B. Homeowners may have occasional conflicts with traffic, noise, and lighting during the summer months when tourism in the Village is at its peak. This *Comprehensive Plan* is focused on minimizing future land use conflicts through the thoughtful placement of new development and the use of high quality design. Thoughtful landscape design and buffering is also recommended to mitigate potential land use conflicts.

## **D. LAND VALUES**

Figure 5.2 shows the average equalized value of all land and improvements in the Village of Fontana from 2000 to 2007. During this seven-year period, the value of residential land plus improvements in the Village increased by \$313,338,100. The value of commercial land in the Village decreased by 37 percent, or \$8,353,700 during this same time period. However, this decrease is primarily the result of the Abbey Resort transitioning the categorization of their resort rental units to the residential category. This data suggests a stronger trend in residential land than commercial development in the Village. It is also important to note that land values have been increasing substantially faster than the value of improvements.

**Figure 5.2: Average Equalized Value of Land, 2000—2007**

Year	Residential Land	Residential Improvements	Commercial Land	Commercial Improvements
2000	\$198,365,400	\$309,829,100	\$12,124,300	\$22,399,300
2001	\$218,073,400	\$325,042,000	\$12,482,500	\$24,910,500
2002	\$246,156,000	\$344,635,600	\$13,570,900	\$25,587,000
2003	\$280,189,600	\$384,139,200	\$14,087,300	\$26,049,600
2004	\$299,558,500	\$409,226,000	\$14,110,100	\$25,981,400
2005	\$335,536,400	\$462,902,200	\$15,239,100	\$38,059,700
2006	\$432,598,500	\$579,436,100	\$18,867,000	\$43,564,700
2007	\$511,703,500	\$680,322,000	\$12,875,800	\$14,045,600
% Change from 2000 to 2007	+158.0%	+119.6%	+6.2%	-37.3%

*Source: Wisconsin Department of Revenue, 2007*

## E. LAND DEVELOPMENT TRENDS

New development in the Village has mainly occurred on the Village's west side. New condominiums have been constructed in the downtown between Main Street and STH 67. New single-family condominium housing is also being developed in the Cliffs of Fontana subdivision. This neighborhood constitutes redevelopment of a former quarry site. The Highlands subdivision north of Brick Church Road has also been platted. When completed, this development will include a combination of single-family housing, two-family duplex units, two-family townhouses, and private park and passive recreation facilities.

## F. LAND SUPPLY

Based on the population and land use projections, the anticipated amount of land to accommodate land development demand through 2030 will be approximately 100 acres. Land available for development includes areas of the Village that have been planned or approved for development but are not yet built out, vacant areas within the developed portion of the Village, lands at the outer edge of the Village's municipal boundaries but not yet developed, and land available for redevelopment. As shown in Figure 5.1, the Village has approximately 350 acres of undeveloped vacant and agricultural land within its 2009 municipal boundaries. Over the planning period, agricultural lands within the Village's planning area are projected to decrease slightly as these areas are developed to accommodate new residents and businesses; however, it is anticipated that the majority of new development will occur as redevelopment or infill development.

## G. LAND USE DEMAND FORECAST

The interaction of local and regional dynamics, such as population change and household size, will continue to drive the balance of residential and non-residential uses and the density of development in the Village. These factors, in turn, determine the demand for land development.

The following land use demand projections were calculated in five-year increments based on the Compounded housing and population forecasts described in Chapter One. To accommodate future growth and land development, the Village must determine the amount of land needed to fulfill future development demand. The projected land needed to accommodate future growth is shown in Figure 5.3, which includes the land needed for roads, utility easements, and stormwater management.

**Figure 5.3: Projected Land Demand for New Development**

		2010	2015	2020	2025	2030
A	Projected Number of NEW Housing Units (See Figure 1.6)	48	26	28	30	32
B	Acreage Demand for NEW Dwelling Units (Avg. 4 du/acre) (A/4)	12	6	7	7	8
C	Percentage of Land in Residential Uses*	90%	90%	90%	90%	90%
D	Percentage of Land in Non-Residential Uses*	10%	10%	10%	10%	10%
E	Acreage Demand for NEW Non-Residential Uses (B*0.1/0.9)	1	1	1	1	1
F	Acreage Demand for NEW Residential AND Non-Residential Uses (B+E)	13	7	8	8	9
G	Development Market Flexibility Factor (100%)	100%	100%	100%	100%	100%
H	Acreage Demand for NEW Residential AND Non-Residential Uses Accounting for Flexibility (G*2)	27	14	15	16	18
I	Acreage Demand for Right-of-Way** (B*0.15+E*0.25)	2	1	1	1	1
J	Total Acreage Demand for New Development	29	15	17	18	19

*Notes: Figures rounded to the nearest whole number*

*\*Based on existing land use totals in Figure 5.1*

*\*\*Based on 15 percent share for residential uses and 25 percent for non-residential uses*



## H. SMART GROWTH AREAS

“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.”

This *Comprehensive Plan* recommends that any and all new development within the Village should occur in “Smart Growth Areas.” In Fontana, Smart Growth is further defined as growth in areas and on specific sites that present unique opportunities for redevelopment in order to preserve the undeveloped natural landscape and to further enhance the community character of the Village. Under this definition, Smart Growth Areas include the downtown (defined as the area between First Avenue, Fontana Boulevard, STH 67, and the lakefront), the southwest corner of Dewey Street and Main Street, and key sites along STH 67 corridor.



*Recommended redevelopment area—south end of STH 67*



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**I. LAND USE GOALS, OBJECTIVES, AND GENERAL POLICIES**

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**Goals:**

- a. Promote a future land use pattern that is harmonious with the natural landscape, features visually attractive development, and is economically viable.

**Objectives:**

- a. Ensure a desirable balance and distribution of land uses.
- b. Maintain high standards in the Village's zoning ordinance for buildings, landscaping, signage, building materials, and parking lots.
- c. Minimize conflicts between neighboring land uses via the use of logical land use transitions and bufferyards.
- d. Utilize existing utilities and community facilities to serve new development whenever possible.
- e. Coordinate land development with transportation system improvements.
- f. Encourage land owners to open up suitable undeveloped areas for new residential development as the need arises.

**Policies:**

- a. Direct new housing development in locations with convenient access to commercial and recreational facilities, transportation systems, schools, employment opportunities, and other necessary facilities and services.
- b. Prioritize development of planned/approved dwelling units before additional future residential areas and pursue residential infill opportunities where feasible.
- c. Require all new development within the urban service area to be served with the full array of municipal services (e.g. sanitary sewer, storm sewer, municipal water, police, fire, etc.).
- d. Coordinate Village planning and development with the school district to help ensure that schools have sufficient capacity to accommodate new students and to ensure a sufficient student population to enhance and maintain high-quality district services.
- e. Strengthen existing neighborhoods through maintenance of the existing housing stock, creative reuse of vacant or under-utilized buildings, and infill on vacant parcels.
- f. Require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.
- g. Strive for compatibility of adjacent land uses by requiring site plan review for all mixed residential, commercial, office, industrial, recreational, and community facility land uses.
- h. Require new development and redevelopment projects to include high quality building design, landscaping, and signage; and to meet at least the minimum landscaping and performance standards as codified in the zoning ordinance.
- i. Insist that new residential development comply with the Village's historic housing mix. The desired mix of residential uses in any neighborhood should be mostly single-family (at least 65 percent), generally with no more than 15 percent of dwelling units being two-family units and not more than 20 percent being multi-family units.
- j. Require detailed development plans for all new residential neighborhoods that include: (1) proposed land use pattern; (2) recommended zoning; (3) recommended lot pattern; (4) location of necessary municipal utilities; (5) location of parks and public amenities; (6) proposed multimodal transportation

system; and (7) a development phasing timetable so the Village can coordinate capital improvements with the development of the area.

- k. Continue to limit development and redevelopment of the lakeshore area by maintaining the current standards of the RS-1 zoning district and ensure that variances and exceptions of these zoning and land divisions are minimized.
- l. Balance historic property rights with longstanding concerns about natural resource protection and community character of the lakeshore between Geneva Land and North and South Lakeshore Drives.

## **J. EXPLANATION OF THE FUTURE LAND USE MAP**

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The feature component the Land Use Chapter is the Future Land Use Map, which shows recommended future land uses within the Village boundaries and planning area, and specific policies guiding development decisions within each of these land use categories.

The Village's Future Land Use Map is intended to guide development within the Village's municipal boundary and in the planning area. The Future Land Use Map is intended to graphically depict locations and specific types of development that may occur over the course of the 20-year planning period. The recommended future land use pattern depicted on the map is based on the Village's own desires for future growth over the 20-year planning horizon, while respecting and reflecting the plans of neighboring communities to the extent they are consistent with Village policies.

This *Plan* has been designed to accommodate a future population; however, it does not assume that all areas depicted on the Future Land Use Map will develop during the 20-year planning period. Instead, the Future Land Use Map shows those areas in and around the Village that are the most logical for development to occur, regardless of the absolute timing of development. This *Plan* does not specifically state or recommend when these areas will develop, although development should first be guided to areas that can be most efficiently served with urban services and that do not encroach upon sensitive natural areas.

Each of the future land use categories listed and shown on the Future Land Use Map are described below. Included are an explanation of the category, where it should be promoted, and policies related to future development in areas designated as that specific future land use.

### **URBAN SERVICE AREA**

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The Village of Fontana advocates a development pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities—specifically the areas within the Village's urban service area that are designated for redevelopment and, in a few limited cases, new development, on the Future Land Use Map.

The urban service area represents the outer limits of the area planned for urban growth over the next 20 years, and includes more than enough land to accommodate anticipated growth. Lands within the urban service area are the most logical for future development based on the locations of environmentally sensitive areas and the Village's ability to provide municipal services. Rural development on septic systems should be limited in the urban service area. Instead, future development in the urban service area should be provided with a range of urban services, which generally include public water supply and distribution; public sanitary sewer; urban storm drainage; urban levels of police and fire protection; garbage and recyclables collection; streets with curbs and gutters, street lights, and sidewalks; and public facilities like parks and schools.

When reviewing development proposals within the urban service area, the policies associated with the Agricultural and Vacant future land use category (described below) should be applied.

## **AGRICULTURAL AND VACANT**

Areas shown in this future land use category are intended for agricultural uses, farmsteads, and rural housing where the cumulative development density will not exceed one dwelling unit for every 35 acres of land. The majority of land in the rural areas surrounding the Village has been mapped as agricultural and vacant, with the exception of some areas where residential development has been planned or has already occurred.

### **Recommended Zoning**

The A-1, ETZ Prime Agricultural Land District in the Village's Extraterritorial Zoning Ordinance is the most appropriate to implement this future land use category.

### **Policies**

- a. Fully exercise the Village's authority to review proposed land divisions and implement its Official Map within the Village's extraterritorial jurisdiction to help ensure the implementation of this desired future land use category.
- b. Support land developments in this area only when they are clearly consistent with the category description and when proposed housing density is not greater than one residence (or other non-farm use) per 35 acres.
- c. Do not extend sanitary sewer service or public water service into agricultural and vacant areas until and unless the Village has designated a development-oriented future land use category for such areas through a *Comprehensive Plan* amendment (see the Implementation Chapter).
- d. Work with adjacent communities and Walworth County to implement these policies and programs in a cooperative manner, particularly in relation to the Village's extraterritorial powers within its ETJ.



## **SINGLE-FAMILY RESIDENTIAL (SEPTIC)**

This future land use category is intended to accommodate areas of existing single-family detached residential development served by on-site wastewater treatment (septic) systems. This area is mapped in the Village's extraterritorial jurisdiction *only* in areas where development of this type has already occurred.

### **Recommended Zoning**

The following Village Extraterritorial Zoning Districts are generally most appropriate to accommodate these future land use categories:

- A-5, ETZ Rural Residential District
- RCE, ETZ Country Estate District
- C-2, ETZ Upland Resource Conservation District
- C-3, ETZ Conservancy-Residential District

### **Policies**

- a. Only permit land divisions in these areas where local zoning and subdivision ordinances allow for them.
- b. Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that stormwater will be properly managed according to best practices.
- c. Assure that new development in these areas does not impede the logical future extension of municipal utilities or Village growth.





## **SINGLE-FAMILY RESIDENTIAL (SEWERED)**

This future land use category is intended for single-family detached residential development in current or future Village limits and served by public water and sanitary sewer systems. Most developed residential neighborhoods within the Village are shown in this land use category. New single-family residential neighborhoods are recommended to be located on the north side of the Village east of STH 67, and north of Brick Church Road to the east of Town Hall Road.

### **Recommended Zoning**

The following are the most appropriate zoning districts to implement this future land use category:

- RS-1, Single-Family Residential District
- RS-1P, Single-Family Residential District
- RS-2, Single-Family Residential District
- RS-2P, Single-Family Residential District

### **Policies**

- a. Plan for interconnected road and open space networks in residential areas and between individual subdivisions. Discourage the use of cul-de-sacs in new neighborhoods whenever possible.
- b. Encourage the construction of narrow streets in new neighborhoods and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children, reduces impervious surfaces, and reduces the need for grading and vegetation removal.
- c. Prohibit higher density residential (e.g. two flats, duplexes, apartments) or high density non-residential land uses (e.g. commercial and industrial uses) in single-family residential (sewered) areas.
- d. Minimize the potential for incompatible land uses (e.g. high traffic generators, noisy users, etc.) within or next to single-family neighborhoods. Where such uses do occur in close proximity, the Village should encourage the use of landscape buffers to mitigate the impacts that such land uses could have on residential neighborhoods.
- e. Continue to enforce the Village's property maintenance requirements to uphold the quality and character of the Village's existing residential neighborhoods.
- f. Thoughtfully locate community facilities such as sidewalks, paths, parks, schools, and churches in order to provide convenient access to residential areas.



## **TWO-FAMILY/TOWNHOUSE RESIDENTIAL**

This future land use designation is primarily intended to allow two-flats, duplexes, and townhouses that are in current or future Village limits and served by public sanitary sewer system. Single-family residences and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built within this designation. Future two-family/townhouse residential development is planned on the west side of the Village to the north of Brick Church Road.

### **Recommended Zoning**

The Village's RSA-1 Single-Family Attached Residential District is most appropriate to implement this future land use category.

### **Policies**

- a. Generally limit two-family residential units to no more than three adjacent structures.
- b. Encourage new housing designs and single-family conversions that are attractive and emphasize the house from the street, rather than the garage.
- c. Support the construction of narrow streets in new neighborhoods and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children, reduces impervious surfaces, and reduces the need for grading and vegetation removal.
- d. Minimize the potential for incompatible land uses (e.g. high traffic generators, noisy users, etc.) within or next to Two-Family/Townhouse Residential areas. Where such uses do occur in close proximity, the Village should encourage the use of landscape buffers to mitigate the impacts that such land uses could have on residential neighborhoods.
- e. Plan for interconnected road and open space networks in new residential areas and between individual subdivisions. Discourage the use of cul-de-sacs in new neighborhoods whenever possible.





## MIXED RESIDENTIAL

This future land use designation is intended to provide a compatible variety of residential units as well as recreational and community facilities, with a focus on providing multiple family housing (three or more unit buildings). Mixed residential developments may be developed at densities up to eight dwelling units per acre within current or future Village limits. Mixed residential developments will be served by a public sanitary sewer system. Single-family residences, two-family residences, and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be included within this designation.

### Recommended Zoning

The Village's RM-1 Multifamily Residential District is most appropriate to implement this land use category.

### Policies

- a. Disperse mixed residential development throughout the Village, rather than creating large concentrations of this type of development in just a few areas.
- b. Require a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan for all residential buildings containing three or more dwelling units prior to development approval.
- c. Require mixed residential housing developments to provide on-site open space areas that serve the needs of the project's residents, in addition to public park land requirements applicable to all residential development.
- d. Include facilities for bicyclists (bike storage racks, bike paths, etc.) in all mixed residential development designs.
- e. Link parking lots to building entrances by pedestrian walkways that are physically separated from vehicular movement areas.
- f. Encourage the use of balconies, porches, stoops, garden walls, varied building and facade setbacks, varied roof designs, bay windows, and similar design features in new mixed residential project designs. In general, multi-family dwelling units should be designed so that they appear to be a grouping of smaller residential units.
- g. Promote architectural design of new mixed residential development that is compatible with the surrounding neighborhood including building and facade materials, building height, building bulk, setbacks, window and door styles and placements, roof designs, and colors.





## NEIGHBORHOOD COMMERCIAL

This future land use category includes small-scale neighborhood supporting retail, office, service, and institutional uses which preserve the residential character through building scale, building appearance, landscaping, and signage. Neighborhood commercial is primarily designated in the downtown along Third Avenue.

### Recommended Zoning

The Village's C-1, Restricted Commercial District is most appropriate to implement this land use category.



### Policies

- Encourage pedestrian-oriented retail, office, and service businesses in areas that will conveniently serve residential neighborhoods.
- Require high quality development that is compatible with the character, scale, site arrangement, and architectural style of the adjacent structures and neighborhood.
- Require that all projects submit and have approved detailed building elevations and site plans showing parking, signage, landscaping, and lighting prior to development approval.
- Consider the use of “build-to” lines and street-oriented customer entrances to encourage walking and neighborhood connections.

## CENTRAL MIXED USE

This future land use category is intended for pedestrian-oriented retail, office, service, community facility, and upper story residential uses in a “downtown” setting, with on-street parking and minimal building setbacks. The central mixed use category is intended to facilitate infill and redevelopment that will enhance the Village's visual and thematic connection to the lakefront. The central mixed use category includes the Village's historic downtown located along Third Avenue and Fontana Boulevard.

### Recommended Zoning

The following Zoning Districts may be appropriate to implement this land use category:

- C-1, Restricted Commercial District
- C-2, General Commercial District
- C-3, Lakeshore Commercial District



### Policies

- Require that all projects submit and have approved detailed building elevations and site plans showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
- Orient development towards the street with reduced front yard setbacks and parking in the rear of structures away from the street.

- c. Continue to retain community facilities in the downtown including Village Hall, Fire Department, Police Department, and the Public Library.
- d. Preserve the “Nantucket” architectural style of historic buildings that emulate the desired lakefront character of the Village.
- e. Encourage infill development and redevelopment in the downtown to facilitate commercial and professional office land uses as well as upper story residential uses.
- f. Encourage continued revitalization of the downtown through streetscape enhancements and the redevelopment of key properties along Third Avenue, Fontana Boulevard, and STH 67.

## **PLANNED MIXED USE**

This future land use category is intended to facilitate a carefully controlled mix of land uses which may include any combination of the following: office, retail, residential, community facilities, and high-quality industrial that is compatible with neighboring uses. Planned mixed use areas are vibrant urban places that function as community gathering spots.

This category is also intended to encourage and facilitate the conservation of open land and other natural resource features.

### **Recommended Zoning**

The Village’s PD, Planned Development, District is most appropriate to implement this future land use category.

### **Policies**

- a. Approve developments only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
- b. Delay rezoning any area designated for planned mixed use development until the provision of public sanitary sewer and water service is ensured and the Village has approved an overall conceptual development plan and covenants.
- c. Encourage environmentally sustainable site and building design, including stormwater best management practices and the integration of bicycle and pedestrian facilities and green spaces.
- d. Develop conceptual plans for planned mixed use areas as a starting point for individual redevelopment plans and actual redevelopment for each of these areas.
- e. Adhere to the following design guidelines when reviewing proposals for planned mixed use developments:
  - Multi-story buildings, generally with more active uses on the first floor.
  - Buildings and sites designed for pedestrians and not automobiles.
  - Parking located on streets, to the rear of buildings, and/or in parking structures.
  - Building entrances oriented to street with minimal front setbacks.



## COMMUNITY FACILITY

This future land use category is designed to facilitate large-scale public buildings, schools, religious institutions, medical clinics, and special care facilities. Community facilities are generally mapped in locations where such facilities currently exist. Future small-scale community facilities may be located in areas planned for residential or commercial.

### **Recommended Zoning**

The Village's OIP, Institutional/Public Service Overlay would be appropriate to implement large-scale community facilities. Most of the Village's zoning districts are generally appropriate for small, neighborhood-scale community facilities. In general, the zoning district should reflect the predominant zoning of nearby properties and/or the desired character of the subject property.



### **Policies**

- a. Require site plan review and high-quality site design, building design, landscaping, lighting, and signage for all community facilities.
- b. Integrate community facilities into new residential areas and provide an adequate distribution of community facilities throughout the Village.
- c. Buffer nearby residential uses from community facilities via the use of decorative fencing, vegetative screening, berms, or similar features.
- d. Minimize the potential negative effect on existing traffic flows and volumes in the surrounding neighborhood by requiring all parking needs for large-scale community facilities to be met on site.
- e. Design community facilities to be easily served by bicycle routes and pedestrian paths.

## SPECIAL USE

This future land use category includes the Village's unique vacation and recreational facilities including vacation rentals, the Abbey Resort, and boathouse storage areas. The boathouse area provides storage for boats and other recreational equipment for both local residents and non-local persons.

### **Recommended Zoning**

The Village's C-3, Lakeshore Commercial is the most appropriate zoning to facilitate this land use category.



### **Policies**

- a. Encourage the continuation of resort and lake-based recreational activities.
- b. Protect the integrity of the Abbey Resort as distinct land use within Fontana's downtown.



## **PUBLIC PARK AND RECREATION**

This future land use category includes public parks and open space facilities devoted to playgrounds, play fields, trails, picnic areas and related recreational activities, conservation areas, and land use buffer strips.

### **Recommended Zoning**

Any of the Village's residential zoning districts would be appropriate to implement this future land use category.

### **Policies**

- a. Update the Village's Park and Open Space Plan and follow the recommendations of that plan when acquiring new parkland or making changes to current parks.
- b. Maintain a system of trails and pathways so that all residential neighborhoods will have safe and efficient pedestrian and bicycle access to parks, schools, neighborhood commercial districts, public open spaces, and conservancy areas.
- c. Strive to provide neighborhood parks within safe walking distance of all residential neighborhoods. One-quarter mile is a preferred walking distance, with maximum distance of one-half mile between residences and neighborhood parks.



## **PRIVATE PARK AND RECREATION**

This future land use category includes private recreation facilities such as private natural areas, golf courses, and marinas.

### **Recommended Zoning**

The Village's C-3, Lakeshore Commercial District and C-4, Resort Commercial District may be the most appropriate to implement this land use category.

### **Policies**

- a. Recognize private park and recreation uses in the Fontana planning area such as Abbey Springs Golf Course, Big Foot Country Club, Country Club Estates Golf Course, and the Lake Geneva Yacht Club as a critical component of the Village's resort and recreation identity.



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## WOODLAND AND OPEN SPACE

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This future land use category is depicted in areas of existing large stands of woodlands, open space areas including stormwater management facilities, and environmentally sensitive and unique lands.

### **Recommended Zoning**

The following districts in the Village's zoning ordinance are most appropriate to implement this future land use category:

- RC, Restricted Conservancy
- LC, Limited Conservancy
- PEC, Primary Environmental Corridor Overlay
- SEC, Secondary Environmental Corridor Overlay



### **Policies**

- a. Preserve woodlots and other environmental areas that protect wildlife and vegetative resources.
- b. Where compatible with natural resource and farmland preservation objectives, permit passive cropping, grazing, and passive recreational activities such as trails and athletic fields.
- c. Work collectively with surrounding and overlapping governments and non-profit agencies on the preservation and enhancement of woodlands and open space areas.

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## MINERAL EXTRACTION

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This future land use category is intended to allow the continuation of quarries, gravel pits, clay extraction, and related land uses. Lands within this future land use category may be converted to recreational and open space uses in the long-term or other land uses if detailed reclamation or other plans have been approved by the Village.

### **Recommended Zoning**

The Village's PD, Planned Development Zoning District is the most appropriate to implement this land use category.







### **Policies**

- a. Require uses mapped in the mineral extraction category to go through the appropriate approval and permitting processes, including the preparation and approval of site operations plans and a site reclamation plan.
- b. When preparing and updating reclamation plans for areas mapped in this future land use category, consider and implement appropriate measures to safely prepare these sites for its long-term use (i.e. future residential, recreational, commercial, or industrial development sites).





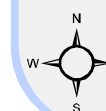
## Fontana Comprehensive Plan

-  Municipal Boundary
-  Town Boundary
-  Extra Territorial Jurisdiction
-  Urban Service Boundary
-  Road/Rail Right of Way
-  Railroad

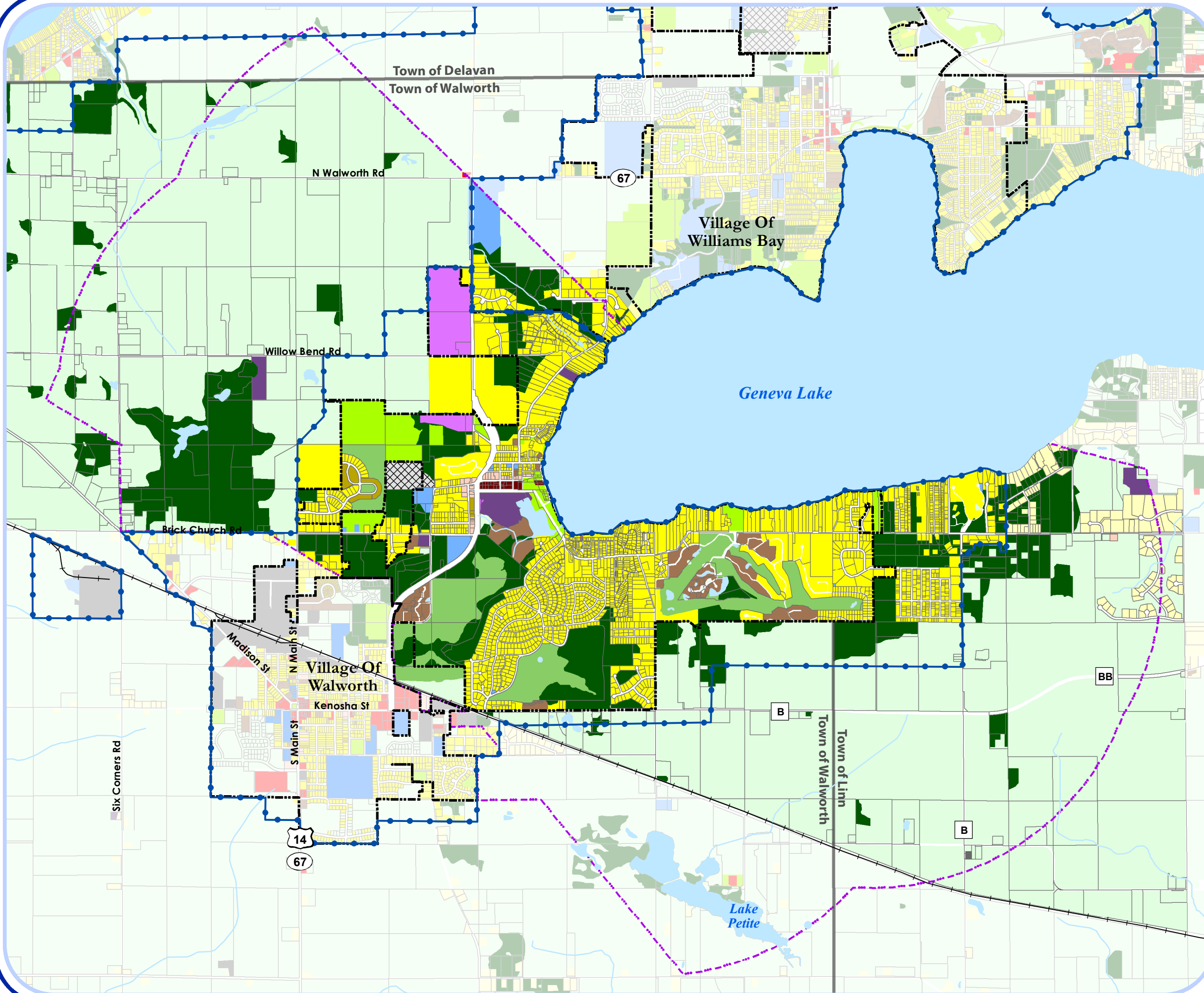
### Future Land Use Categories

-  Agricultural/Vacant
-  Single-Family Residential (Septic)
-  Single-Family Residential (Sewered)
-  Two-Family/Townhouse Residential
-  Mixed Residential
-  Neighborhood Commercial
-  Central Mixed Use
-  Planned Mixed Use
-  General Commercial
-  General Industrial
-  Community Facility
-  Special Use
-  Public Park & Recreation
-  Private Park & Recreation
-  Woodland & Open Space
-  Mineral Extraction
-  Surface Water
-  Beyond the Village of Fontana Planning Area

0 0.25 0.5 0.75 1  
Miles



Source: Walworth County LIO, V&A  
Adopted: November 9, 2009  
**VANDEWALLE & ASSOCIATES INC.**  
Shaping places, shaping change







## CHAPTER SIX: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies, and recommended programs to guide the future development and maintenance of various modes of transportation in the Village of Fontana. The chapter also summarizes State and regional transportation plans as required under §66.1001, Wisconsin Statutes.

### A. TRANSPORTATION NETWORK

This section describes the existing conditions of transportation facilities in the Village.

#### TRANSPORTATION RECOMMENDATIONS SUMMARY

- Promote bicycling as recreational activity and a practical transportation alternative.
- Continue to develop a local bicycle and pedestrian trail network and work to connect to the regional trail network.
- Promote the use of alternative fuel vehicles.

#### Roadways

Interstate Highway 43 is located about eight miles to the north of Fontana. This roadway serves as a regional, controlled-access facility within Wisconsin, connecting Milwaukee and Beloit. USH 14 bypasses the Village to the west, connects Fontana to Darien and I-43 to the northwest, and connects Fontana to Harvard, Illinois, to the south. STH 67 serves as the Village's principal arterial, connecting Fontana to Williams Bay and



Walworth. STH 67 intersects with STH 50 just north of Williams Bay and provides access to Elkhorn, the County seat. Fontana Boulevard and Lakeshore Drive function as collector streets within the Village. Kinzie Avenue and High Street are examples of Fontana's local streets.

#### Rail

The Wisconsin and Southern Railroad Company owns a freight rail spur line that serves Walworth County. This line runs through the Village of Walworth, connects to Janesville, and terminates at Fox Lake in McHenry County, Illinois. The nearest commercial passenger rail service is the Amtrak Hiawatha line which provides

service between Milwaukee and Chicago. The Amtrak train stations nearest Fontana are located near Racine, Mitchell International Airport, and downtown Milwaukee. Chicago's Metra passenger rail service is available at Harvard and Woodstock, Illinois.

#### Public Transportation and Para-Transit

Public bus service is currently not provided in Fontana; however, three park and ride facilities and rideshare programs are available to residents in Walworth County. The closest park and ride facility to Fontana is the Elkhorn Park and Ride Lot 64-10, located one block east of USH 12 on Williamson Street. This facility is covered with light asphalt and offers parking for 40 vehicles. Parking is free for up to 48-hours.

WisDOT's free rideshare program for residents in southeastern Wisconsin matches individuals based on origins, destinations, and work hours. The rideshare program is available for those commuting to northern Illinois. Vanpool options are also available to residents who commute to Madison.

On-demand transportation service is provided by Walworth County Health and Human Services for County residents age 60 and above and to disabled persons for medical appointments.

### **Bicycle and Pedestrian Transportation**

The Village, in collaboration with the Community Development Authority (CDA), has prioritized the expansion of the Village's pedestrian and bicycle transportation network. Recently completed segments include the Joint Pedestrian Path and the Country Club Estates Pedestrian Path.

The Joint Pedestrian Path connects to the Fontana Pedestrian Pathway that ended at the Fontana Fen to a Pedestrian Path at the edge of the Village of Walworth's White Tail Ridge subdivision. This pathway allows residents of both communities the opportunity to walk or bicycle between Fontana and Walworth without traveling on the heavily trafficked STH 67.

The Country Club Estates Pedestrian Path is a permanent walking path within the Country Club Estates subdivision that extends from Shabbona Drive to Arrowhead Drive.

Other Village pedestrian and bicycle facilities include access to the 21 mile Geneva Lake Shore Path. The path is fully accessible to the public through an 1883 Indian treaty that guarantees public access in perpetuity. Approximately 3.13 miles of the path traverse through Fontana.

### **Truck and Water Transportation**

USH 14 is the designated heavy truck route around Fontana. STH 50 and STH 67 are the designated access routes for vehicles up to 75 feet in length. This provision allows tractor/semi-trailer combinations access to locations within 15 miles of 75-foot restricted routes to reach fuel, food, maintenance, repair, rest, staging, and points of loading/unloading. Loads are limited to 13,000 pounds. There is no waterborne freight transportation in the in the Village.

## **B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS**

The following is a review of State and regional transportation plans and studies related to Fontana. The policies and programs described later in this chapter are consistent with these State and regional plans.

### **Six-Year Highway Improvement Program for Southeast Wisconsin, 2008-2013**

WisDOT maintains a six-year improvement program for State and Federal highways within the Southeastern Wisconsin Region. The State of Wisconsin has 114,485 miles of public roads, from Interstate freeways to city and village streets. This highway improvement program covers only the 11,773-mile State highway system that is administered and maintained by WisDOT. The other 102,712 miles are improved and maintained by the cities, towns, counties, and villages in which the roadways are located. The State highway system consists

### **ROAD FUNCTIONAL CLASSIFICATION SYSTEM**

Wisconsin's functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The four main functional classes include:

**Principal Arterials:** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways.

**Minor Arterials:** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials.

**Collectors:** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These roadways collect traffic from local streets in residential neighborhoods and channel it onto the arterial system.

**Local Streets:** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged.

*Source: WisDOT, Facilities Development Manual, Procedure 4-1-15*

of 743 miles of interstate freeways and 11,773 miles of State and U.S. marked highways. At this time, there are no projects planned for the Village of Fontana in the State's six-year program.

### **Transportation Improvement Program for Southeastern Wisconsin, 2009-2012**

SEWRPC maintains a Transportation Improvement Program (TIP) which provides a comprehensive listing of all arterial highway and public transit improvement projects proposed to be carried out by State and local governments over a four-year period (2009-2012). The TIP covers projects in the seven-county Southeastern Wisconsin Region, which includes Walworth County. At this time, there are no projects planned for the Village of Fontana in the regional TIP program.

### **Regional Transportation System Plan for Southeastern Wisconsin, 2035**

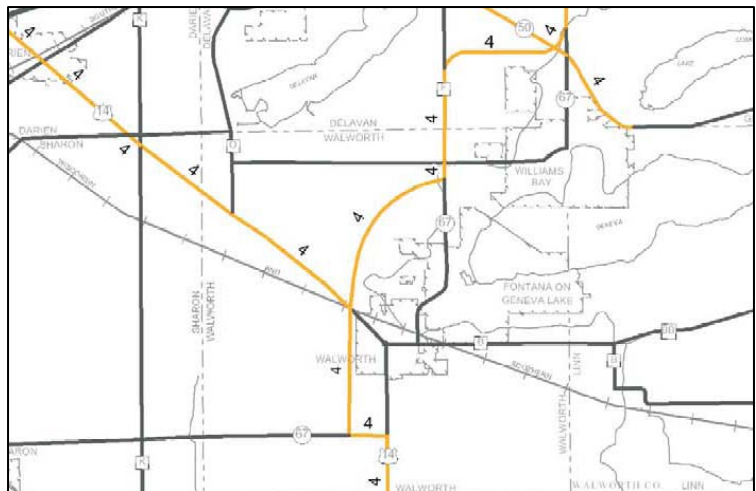
Adopted by the Southeastern Wisconsin Regional Plan Commission (SEWRPC) in 2006, this plan serves as a component of WisDOT's long range transportation plan and addresses regional road, rail, transit, and bicycle and pedestrian facilities, as well as systems and demand management through the year 2035.

Recommendations specific to Fontana include a STH 67 bypass route that passes around the northwest side of the Village and continues south along the western edge of the Village of Walworth. This bypass route connects to STH 67 south of Walworth. Over the planning period, SEWRPC also plans for the expansion of USH 14 and the proposed bypass route to four lanes. In addition, the plan recommends a corridor study be performed to determine the feasibility of a potential future commuter rail originating in the Village of Walworth and traveling to Chicago.

### **Connections 2030: Wisconsin's Long-Range Transportation Plan**

Currently under development, this multimodal transportation plan will help the State meet transportation needs of the 21<sup>st</sup> century. This plan focuses on strategies to maintain and enhance the State's transportation system to support future mobility and economic growth. The policies in this plan will aid transportation decision-makers when evaluating transportation programs and projects. Through implementation of this plan, WisDOT aims to:

- Ensure transportation system safety and security;
- Preserve the existing and future transportation system;
- Optimize investment in the system for continued safety, enhance mobility and efficiency;
- Respond to local, regional, national, and international economic trends to maintain State economic competitiveness;
- Consider environmental issues to maintain Wisconsin's quality of life; and
- Provide users with transportation choices.



*Planned arterial and highway improvements in Walworth County—portion within and surrounding the Village of Fontana.*

Source: SEWRPC

**Wisconsin Bicycle Transportation Plan, 2020**

This plan presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the State's transportation system. While there are no Fontana-specific recommendations, the plan map shows existing State trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

**Wisconsin Pedestrian Policy Plan, 2020**

Adopted in 2001, this plan highlights the importance of maintaining and expanding walking and pedestrian facilities throughout the State. This plan outlines measures to increase walking and to promote pedestrian comfort and safety and provides a policy framework to address pedestrian issues.

**C. TRANSPORTATION GOALS, OBJECTIVES, AND POLICIES**

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**Goal:**

- a. Develop a complete transportation system that facilitates safe, convenient, and efficient traffic flow that is compatible with the low density residential character of the Village.

**Objectives:**

- a. Ensure that transportation system improvements are coordinated with land development.
- b. Continue to utilize the Village's official mapping authority within the Village limits and its extraterritorial planning area to map future roads and pedestrian routes.
- c. Coordinate multi-jurisdictional transportation improvements in the planning area.
- d. Continue to improve safety and enhance the overall appearance of the STH 67 corridor.

**Policies:**

- a. Establish appropriate street design standards that will provide adequate service for pedestrian, bike, and vehicular traffic.
- b. Ensure that schools, parks, playgrounds, and activity centers are well served by bicycle routes and sidewalks or pedestrian pathways.
- c. Assure that pedestrian crossings at major intersections (e.g. Highway 67 and Fontana Blvd.) are properly designed to provide maximum safety to those crossing these streets.
- d. Amend the Official Map as necessary to reserve sufficient rights-of-way for new arterial, collector, and local streets; future roadway expansions; and bicycle and pedestrian pathways.
- e. Continue the development of a pedestrian and bike trail system through the Village that links various destination points such as the lakefront, downtown, and existing and future park sites, as well as larger regional systems.

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**D. TRANSPORTATION PROGRAMS AND RECOMMENDATIONS**

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**Plan for the Establishment of a Future STH 67 Bypass**

SEWRPC's transportation plan, Regional Transportation System Plan for Southeastern Wisconsin 2035, identifies a potential new arterial highway route that would bypass the Village of Fontana. The proposed route is planned along Town Hall Road with a connection to STH 67 to the north of the Village. Effects of this proposed bypass would include:

- Increase in efficiency and speed of intercity travel.
- Overall reduction of congestion along STH 67 and an increase in pedestrian safety.
- Removal of the visual and physical barrier of STH 67 so that the Village may more effectively connect development on the east and west sides of the highway.
- Reduction of an overall traffic load leading to positive impacts on highway maintenance.
- A possible negative impact on commercial and retail establishments located within the Village along STH 67.

This *Plan* recommends the continued collaboration and cooperation between the Village and SEWRPC, WisDOT, Walworth County, and neighboring jurisdictions to implement this proposed bypass route. This *Plan* recommends that the north-south portion of the bypass be located along the Six Corners Road alignment, thereby avoiding over a mile of substantial existing development in the Village of Walworth. The proposed bypass (the section to pass along the Village of Fontana) is shown on the Transportation and Community Facilities Map (Map 6).

**Promote Bicycling as a Practical Transportation Alternative**

The Village recognizes the importance of multi-use trail facilities to the overall transportation system and intends to enhance and facilitate the walkability and bikability of the Village through the installation of new trails, paths, sidewalks, and on-street bike lanes. The Village also intends to:

- Promote or provide bicycle rental facilities to encourage bicycle use by both residents and tourists in an effort to redistribute traffic loads to other transportation modes to reduce congestion, particularly in the summer months.
- Employ street design standards that emphasize safety, enhance connectivity, and restore the role of streets as “places” within the communities.
- Integrate artful and convenient bicycle parking facilities and pedestrian furniture in the downtown and as components of community gathering places and commercial development projects throughout the Village.
- Work with Walworth County, SEWRPC, and the Village of Walworth to establish a bicycle route or trail connection between Fontana and the Village Walworth.
- Incorporate conceptual bike and pedestrian routes (see Map 6), existing and future park locations, school sites, and neighborhood retail centers into an up-to-date Park and Open Space Plan.
- Continue to implement the various bike and trail system plan recommendations of this *Comprehensive Plan* and other plans as funds become available and as opportunities arise (e.g., install bike lanes at the time of street upgrades).

**Continue to Implement the Recommendations of the Official Map**

The Village adopted an Official Map in 2004 that identifies CTH B and CTH BB as an arterial Highway Route. Currently, CTH B and CTH BB serve as the major east/west Village arterial streets providing access to the community from both the Village of Walworth and the City of Lake Geneva. Care should be taken to prevent the proliferation of driveways along this roadway. Strip commercial development should be



prohibited along this corridor so that it will be able to function as a convenient and safe bypass route around the Village in the years to come.

Willow Bend Road on the northwest side of the Village, Brick Church Road on the west side of the Village, Indian Hills Road on the east side of the Village, and Academy Road are linked with arterial roadways including USH 14, STH 67, CTH B, and CTH BB, which provide direct vehicular access to various parts of the Village. Each of these should be planned to function as collector streets and noted as such on future Official Map amendments.

The other major collectors within the Village—North Lakeshore Drive, South Lakeshore Drive, and Fontana Boulevard—are not without some functional liabilities. The geometric alignments and lack of access control are not consistent with their functional classifications. The cost to improve and upgrade these corridors to proper standards would be prohibitive and unrealistic to pursue, especially considering the relative acceptance by the Village of the marginal service levels currently being provided.

### **Continue to Promote the Use of Neighborhood Electric and Alternative Fuel Vehicles**

The Village will continue to promote the use of alternative fuel vehicles to increase energy efficiency and reduce the Village's dependence on fossil fuels. The Village will consider use of incentives for fueling stations that support alternative fuel vehicles (e.g. bio-diesel, E85, hydrogen); and convert the Village's vehicle fleet to more energy efficient, alternative fuel models. As defined by the National Highway Traffic Safety Association, a neighborhood electric vehicle (NEV) travels at 20-25 mph, weighs less than 3,000 pounds, and is self-propelled by electric power. NEVs charge through a standard 110v or a 220v outlet, for between three to eight hours depending on the outlet voltage. A golf cart or a low-speed vehicle powered other than by an electric engine, is not considered an NEV. Many communities, including Fontana, have adopted ordinances to allow NEVs on local streets with posted speeds of 35 mph or less.

# Transportation & Community Facilities

## Map 6

### Fontana Comprehensive Plan

- Village of Fontana
- Other City/Village Boundary
- Town Boundary
- Parcel Line
- Railroad
- Surface Water
- Right of Way

- #### Existing Facilities
- Community Facility Land Area
  - Public Park & Recreation Land Area
  - Private Recreation Land Area
  - School

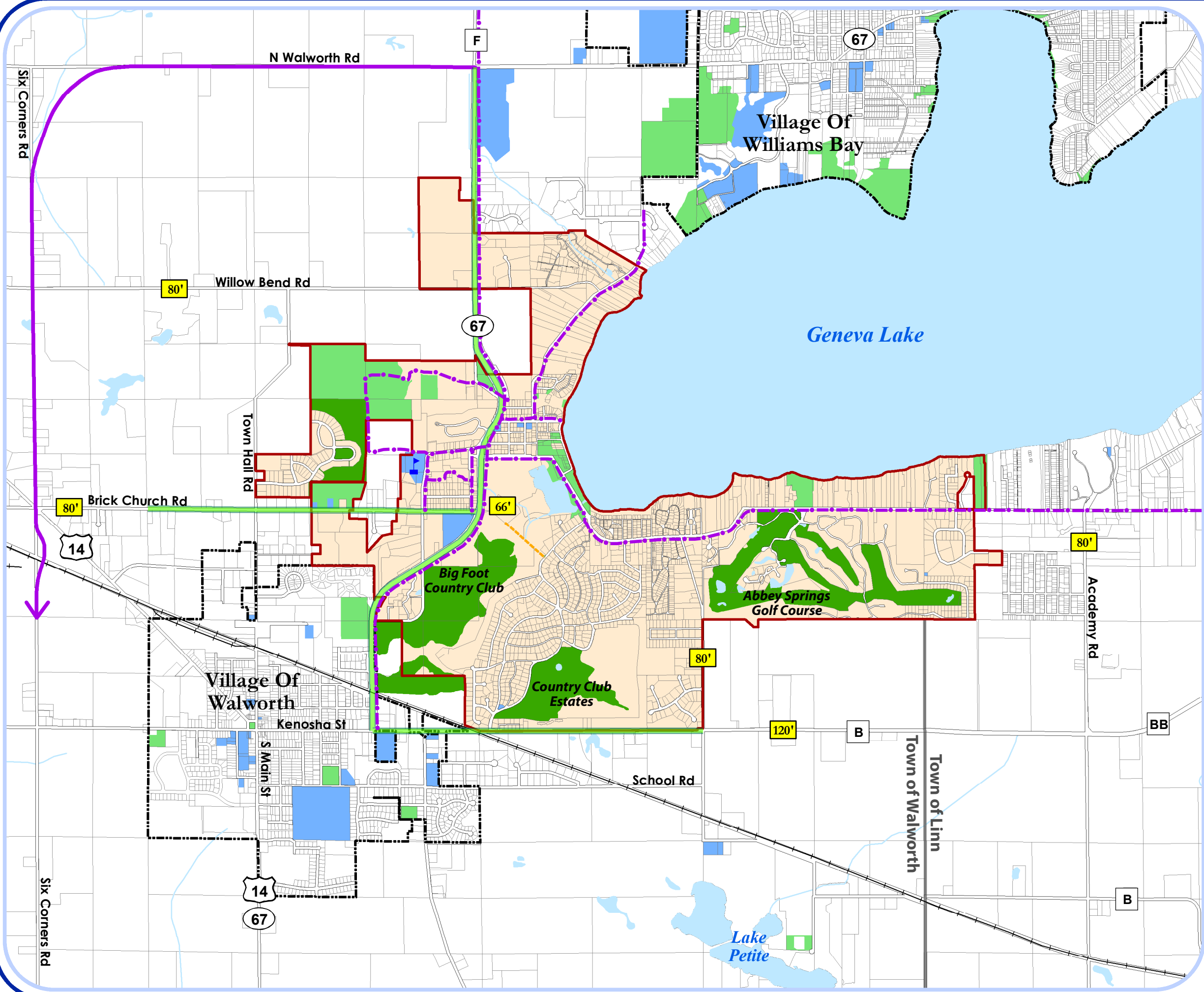
- #### Proposed Facilities
- STH 67 Bypass
  - Proposed Roads
  - Right of Way Improvement
  - Proposed On-Street Bike Lane
  - Green Gateway



Source: ESRI, Walworth Co LIO, SEWRPC, V&A  
 Adopted: November 9, 2009



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 Shaping places, shaping change



## CHAPTER SEVEN: UTILITIES & COMMUNITY FACILITIES

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the Village of Fontana.

### A. EXISTING UTILITIES AND COMMUNITY FACILITIES

#### **Village Administrative Facilities**

Fontana Village Hall is located at 175 Valley View Drive. This historic building was constructed in 1934, renovated in 1995, and now houses the offices of the Village administrator, Clerk, Deputy, Clerk-Treasurer, Building Inspector, Municipal Court, and the Geneva Lake West Chamber of Commerce Visitors Center. The Fontana Public Library occupies the lower level of this building and is accessible from Second Street. Currently the administrative functions of this facility are operating at capacity. To plan for and accommodate future staffing and space needs over the planning period, the Village may need to consider conducting a facility needs study.

#### **UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY**

- Promote energy efficiency in new building construction.
- Coordinate land development decisions with public utility and facility expansions.
- Collaborate with the Fontana School District on future planning decisions.

#### **Police Department**

The Village of Fontana Police Department provides 24-hour service coverage and employs six full-time and three part-time professional service officers, an administrative assistant, and a non-sworn seasonal community service officer. Dispatching duties are handled by the Walworth County Sheriff's Department. In 2007, the Police Department handled 2,520 calls for service. Calls for service include calls related to crimes, ordinance violations, arrests made, traffic accidents, public relations functions, traffic citations issued, non-emergency calls like animal complaints, and emergency calls such as medical emergencies or alarms. The Police Department also has a number of community safety and educational programs including a student mentoring program, a citizen ride-along program, and a neighborhood walk and talk program.

The Public Safety Building houses the Police Department, which, due to its unique construction, this 29-year old facility cannot be expanded or undergo significant remodeling. The Police Department has reached the office and storage capacity of this facility. A new safety building would improve the Department's efficiency and the overall safety of the community. Future community growth will require an evaluation of the Department's facility needs. Therefore, a space analysis study is recommended to comprehensively evaluate the Department's equipment and staffing needs.

Police Department staffing is based heavily on a community's population. As Fontana experiences dramatic seasonal population fluctuation, the Police Department employs part-time officers to supplement police staffing during the summer months. At current population and staffing levels, the Police Department is able to provide a good level of service during the off-season and an adequate service level to meet the needs of the summer population. As a result of changing service needs associated with the fluctuating population, the Police Department may face challenges in retaining officers or finding qualified candidates to fill part-time positions.

#### **Fire and Emergency Medical Services**

The Village of Fontana's volunteer Fire Department and Rescue Squad is located in the Merle Robinson Fontana Safety Building on Fontana Boulevard. The Fire Department is funded by the Village. The Rescue Squad is funded through citizen and business contributions.

### **Health Care Services and Child Care Facilities**

Fontana residents are served by the Aurora Health Care Center located at 525 Kenosha Street in Walworth, Mercy Walworth Hospital and Medical Center in Williams Bay, and the Lakeland Medical Center in Elkhorn. Chiropractic and dental care is available at Fontana Family Chiropractic and Fontana Family Dentistry, both located at 450 Mill Street in Fontana.

Childcare services are available through Little Professors Learning Center in Walworth, Lakeland Preschool in Williams Bay, United Childcare Center in Lake Geneva, and Delavan Nursery Center-Preschool in Delavan.

### **Library**

Located in the lower level of Village Hall at 166 Second Avenue, the Fontana Public Library provides print and non-print materials and programs to meet the educational, informational, and recreational needs of the public. The library's extensive collection includes fiction, non-fiction, children's books, large-print books, audio books, and compact discs; and features art exhibits and local history archives. Wireless internet access is available for public use.

The Fontana Public Library offers a variety of programs including toddler time, a summer reading program for children, author events, book clubs, and educational programs for adults. The Library is a member of the Lakeshores Library System which allows members to borrow materials from the collections of 53 libraries in Walworth, Racine, Dodge, Jefferson, and Washington Counties.



Fontana's library facility, consisting of 6,800 square feet, is currently operating at capacity. A space needs study conducted by the Williams Bay Library (a community of comparable size and demographics to Fontana) determined that a facility of approximately 14,000 square feet would be required to accommodate future population growth of that community. To meet current community needs and the growing population of Fontana, a new library with a community meeting facility, outdoor public space, study space, computer facilities, ADA compliant shelving, and adequate parking will likely be necessary over the planning period.

### **Parks and Open Space**

The Village of Fontana offers over 150 acres of parkland and recreational facilities available for the enjoyment of visitors and local residents. The Village is currently updating its Park and Open Space Plan to plan for the future maintenance and expansion of these facilities. Figure 7.1 on the following page lists and describes Fontana's existing park and recreational facilities.

**Figure 7.1: Park and Recreational Sites**

<b>Park</b>	<b>Description</b>	<b>Acres</b>	<b>Ownership</b>
Duck Pond Recreation Area	Duck Pond Recreation Area, located off Highway 67 on Wild Duck Road, features a recently constructed pavilion, numerous hiking trails, baseball and soccer fields, and a Frisbee golf course.	109.0	Village
Mohr Public Park	Located at the end of Mohr road, this park provides pedestrian access to the Geneva Lake Shore Path.	0.2	Village
Pioneer Park	Pioneer Park, located off Lake Street across from the Village Boat Launch, offers an unobstructed view of Geneva Lake.	0.5	Village
Fontana Elementary School	Play fields and equipment are available on school grounds.	>1.0	School District
Hildebrand Nature Conservancy/Mill House Pavilion	Hildebrand Nature Conservancy supports a natural spring and coldwater creek, woodlands, and wetland areas. There is also an existing pedestrian trail system through the forested area south of the school building that is accessible from the Mill House Pavilion Outdoor Education Facility.	4.0	Village
Big Foot Nature Study Area	Located on Brick Church Road, the Big Foot Nature Study Area is a man-made prairie and oak savanna developed to serve educational purposes. The area is open to the public.	15.0	Village
Fontana Fen	Fontana Fen is located between Main Street and Dewey Avenue. This park features restored fen and prairie land and is also used as an educational exhibit.	10.0	Village
Fontana Beach	Fontana Beach is the only public beach in the Village of Fontana. Changing rooms and restrooms are available. Lifeguards are present in summer months.	6.0	Village
Reid Park	Reid Park is located along the lakefront between 3 <sup>rd</sup> Avenue and Fontana Boulevard. The park features the Little Foot Playground, baseball diamond, restrooms, and a gazebo.	4.0	Village
Boat Launch Site	Located on Lake Street just south of Bay View Avenue, this is the only public boat access in the Village.	1.0	Village
Lakeview Park	Located adjacent to the beach house on Lake Street, Lakeview Park provides seating and a viewing area for the lake.	0.5	Village of Fontana
Geneva Lake Shore Path	The Lake Shore Path around Geneva Lake is a 21 mile shoreline trail that is fully accessible to the public. An Indian treaty signed in 1833 guarantees this access in perpetuity. Approximately 3.13 miles traverses through Fontana.	16,500 linear feet	Public Easement
Cemeteries	No cemeteries are located in the Village of Fontana.	0	N/A
Total Acres (excluding trails)		150.2	

*Source: Village of Fontana on Geneva Lake Park and Open Space Plan, 2003*



### **Schools**

The Village of Fontana is served by the Fontana Joint 8 School District and the Big Foot UHS School District which is comprised of one elementary school and one high school. Fontana Elementary serves students in four-year-old kindergarten through grade eight. Grades nine through twelve attend Big Foot High School. Big Foot High School, located in the neighboring Village of Walworth, was recently renovated and expanded. The new facility comprises approximately 200,000 square feet.

Enrollment for both districts is shown in Figure 7.2. According to Wisconsin Department of Public Instruction, high school enrollment has declined by 4.6 percent in the past four years, which reflects Fontana's decreasing family population as discussed in Chapter One.

**Figure 7.2: School Enrollment, 2005-2009**

School/District	Address	2005	2006	2007	2008	2009	Percentage change (2005-2009)
Fontana Elementary Fontana Joint 8 School	450 South Main Street, Fontana, WI	287	300	295	294	291	1.4%
Big Foot High School Big Foot UHS School District	401 Devils Lane, Walworth, WI	587	589	585	565	560	-4.6%

*Source: Wisconsin Department of Public Instruction, 2009*

The Village of Fontana is located within the Gateway Technical College District, which offers campuses in Burlington, Racine, Kenosha, Pleasant Prairie, Sturtevant, and Elkhorn. Gateway offers technical certificates in financial planning, multimedia, network security, psychosocial nursing, telecommunication engineering, and websphere programming. In addition, the Aurora University's George Williams College (GWC) campus is located in nearby Williams Bay.

### **Solid Waste Disposal and Recycling**

The Village of Fontana contracts with Keizer and Sons to provide weekly refuse removal service for local residents. Weekly recycling service is provided by John's Disposal Service. Fontana's recycling is "single-stream," meaning that all recyclable items can be combined into one container without prior sorting. Additional curbside services include yard waste, leaf vacuuming, and curbside chipping. The Village of Fontana also owns and maintains a municipal compost facility.



### **Telecommunications and Power Distribution**

Both Verizon and Charter Communications offer telephone, internet, and cable services to the Village of Fontana. Electric is provided by Alliant Energy and natural gas service is provided by WE Energies. Over the course of the planning period, the Village will explore the potential creation of a Village-wide wireless network.

**Municipal Water Supply**

The Village of Fontana provides municipal water service via four active wells, a 100,000-gallon mixing reservoir, a 200,000-gallon elevated storage tank, and a 1,000,000-gallon standpipe. It is expected that the existing water system facilities will meet the Village's anticipated population growth.

**Municipal Wastewater Treatment**

The Fontana-Walworth Water Pollution Control Commission (FWWPCC) treats the Village's wastewater. The plant is located west of Fontana along the Piscasaw Creek. The Fontana-Walworth sanitary sewer service area encompasses the corporate limits of the Village of Fontana and the Village of Walworth and includes portions of the Town of Linn and the Town of Walworth, including the land occupied by Kikkoman Foods. The existing urban service area boundary is shown on Map 1. Within the Village of Fontana, the sewer system contains 30 miles of sewer mains and 12 lift stations. The average annual flow rate in 2009 for the entire FWWPCC sewer service area is 1,310,000 gallons per day. The annual average plant capacity is 1,450,000 gallons per day. Fontana's average annual flow rate is about 910,000 gallons per day, which accounts for 63 percent of the total service area.

As of June 2009, the Village was in the design stage of a wastewater treatment plant expansion. Partners in this project include the Village of Fontana, Village of Walworth, and Kikkoman Foods. Projections have been calculated for wastewater system use for the design year of 2030. It is projected that Fontana's peak monthly flow will average 1.8 million gallons per day (68 percent of total) in 2030.

**Private On-Site Water and Wastewater Treatment**

Properties located outside the Village limits are served by private wells and individual on-site wastewater treatment systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields. The Village does not provide public water or sewer services to areas outside of its boundaries.



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**B. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND POLICIES**

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**Goals:**

- a. Offer park and recreation facilities that are accessible to all Village residents as well as visitors.
- b. Provide a cost-effective and efficient system of public utilities in the Village designed to serve current, seasonal, and future populations.

**Objective:**

- a. Encourage the development and utilization of community recreation resources to enhance the livability of the Village.

**Policies:**

- a. Continue to recognize the value of environmental corridors as valuable community open space and recreational areas.
- b. Develop a Green Gateway system that enhances the aesthetic value of Village's primary arterial roadways and includes passive and/or active recreational facilities, such as bike paths and nature study areas.
- c. Improve the public areas and facilities of the lakefront, both to enhance its aesthetic appearance and to more fully provide for the recreational and cultural needs of the residents of the community.
- d. Encourage the provision of open space and recreational areas such as walking and biking paths and playgrounds through conservation neighborhood design and by preservation of environmental corridors.
- e. Develop and adopt an updated Village of Fontana Park and Open Space Plan.
- f. Discourage urban development in areas that cannot be easily or economically served with municipal utilities, such as water and sewer.
- g. Extend water and sewer services only to lands within the designated Village limits that are contiguous to existing served areas and stage utility service expansions in a manner that is consistent with the recommendations of this *Comprehensive Plan*.

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**C. UTILITIES AND COMMUNITY FACILITIES PROGRAMS AND RECOMMENDATIONS**

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**Coordinate Future Land Development with Public Utilities**

The Village will continue to ensure that urban development only occurs if it is within the Village's corporate limits and is served by Village public utilities and services. The future land use recommendations in this *Plan* are intended to provide guidance regarding which areas in the Village's planning area can be most efficiently served with sewer and water. The Village will work with surrounding communities as necessary to coordinate and guide future urban development into areas adjacent to existing development. This approach will maximize investments that have already been made in public utilities and result in more compact, higher value commercial and residential uses. In addition, due to the rolling topography in the Village's planning area, it is not uncommon for new subdivisions to require lift stations. Additional lift stations increase the cost of sanitary sewer service because of the electricity needed to operate the stations. To minimize such costs, the Village will promote connections to existing lift stations versus building new lift stations wherever possible.

### **Promote the Construction of Energy Efficient Buildings**

In recent years, communities around the country have begun 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:

- Development density bonuses—currently offered in cities such as Acton, MA and Arlington, VA.
- Tax or other financial incentives—currently offered in cities such as Cincinnati, OH and Pasadena, CA.
- Expedited permit review—currently offered in cities such as Gainesville, FL; Issaquah, WA; and San Francisco, CA.

#### **LEADERSHIP IN ENERGY AND ENVIRONMENTAL DESIGN (LEED)®: A GREEN BUILDING RATING SYSTEM**

The LEED rating system is the nationally recognized benchmark for the design and construction of green buildings. The LEED program measures performance in five key areas of human and environmental health: sustainable site design, water savings, energy efficiency, materials selection, and indoor environmental quality. For more information about this program, visit the U.S. Green Building Council’s website at [www.usgbc.org](http://www.usgbc.org).

The Village will welcome the construction of energy-efficient buildings, including the exploration of incentives for property owners who retrofit existing buildings with “green” technologies.



### **Continue to Coordinate with the School District on Future Planning Decisions**

The Village should continue to coordinate land use and development decisions with the Fontana School District’s long-range planning efforts. Although enrollment at Fontana Elementary 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. The Village intends to work with the School District to proactively identify appropriate sites for the school before land costs escalate and/or other development occurs in the most desirable areas.

### **Upgrade and Expand Utilities and Community Facilities as Needed**

Over the planning period, it will be necessary for the Village to perform utility upgrades and facility expansions. Figure 7.3 on the following page provides a list of potential projects and a suggested timeframe in which they may be implemented. The Village will consider, where feasible, energy efficiency in utility and community facility improvements.

**Figure 7.3: Utilities and Community Facilities Timetable**

Utility/Facility	Timetable	Comments
Village Administrative Facilities	Ongoing	Continue to identify strategies for maximizing use of the existing building.
Police Department	Ongoing	Continue to upgrade and replace squad cars and equipment as needed over the planning period, considering hybrid or other energy-efficient vehicles.
Fire Department and EMS Services	Ongoing	Continue to upgrade and replace equipment as needed over the planning period, considering hybrid or other energy-efficient vehicles.
Health and Child Care Services	Ongoing	Private parties will continue to provide health and childcare services in and around the Village as needed.
Library	Ongoing	Continue to monitor facility needs and plan for expansions as necessary.
Park and Open Space Facilities	2009+	Update and implement the Village Parks and Outdoor Recreation Plan to maintain grant eligibility.
Schools	Ongoing	Coordinate with the School District on potential long-term facility needs and other joint initiatives.
Solid Waste & Recycling Services	Ongoing	Continue to promote waste reduction and recycling in the Village.
Telecommunications and Power Distribution	2009-2012	Explore creation of a wireless network Village-wide, or at least in a “hot spot” that would include the downtown.
Water and Sanitary Sewer	Ongoing	Continue to maintain and upgrade facilities as necessary.
On-site Water and Wastewater Treatment (Septic) Systems	Ongoing	Do not allow additional systems for new development in the Village. All new development in the Village and its Urban Service Area should be served by municipal sewer and water.
Cemeteries	Ongoing	Private parties will provide cemetery capacity in and around the Village as needed.

## CHAPTER EIGHT: STORMWATER MANAGEMENT

Geneva Lake is unquestionably the Village of Fontana's most important asset and environmental feature. It is also the most vulnerable. In order to protect this defining natural feature, the Village intends to prioritize the implementation of stormwater management strategies and techniques to protect water quality of the lake and groundwater in the region.

### A. CURRENT INITIATIVES

During recent years, Village of Fontana officials have come to the consensus that there is a pressing need to protect Village infrastructure and the quantity and quality of water entering Geneva Lake and its tributaries. In the fall of 2008, the Village of Fontana Board of Trustees formed a Stormwater Advisory Committee, which was charged with the task of developing a Village-wide Stormwater Management Plan and Stormwater Utility District (see below). At the time this *Plan* was written, the Stormwater Management Plan was pending finalization and Village adoption.

#### STORMWATER MANAGEMENT RECOMMENDATIONS SUMMARY

- Implement the recommendations of the Village's Adopted Stormwater Management Plan.
- Adopt the Village's proposed Stormwater Utility District.
- Prioritize stormwater management through a regional approach.
- Advance stormwater best management practices in the Village and planning area.

### B. STORMWATER MANAGEMENT GOALS, OBJECTIVES, AND POLICIES

#### Goals:

- a. Protect the quality of Geneva Lake and its tributaries.
- b. Reduce the occurrence of flooding and damage to private property as a result of flooding.

#### Objectives:

- a. Cooperate with other units of government on the protection of Geneva Lake and other regional natural resource systems.
- b. Direct development away from drainageways, floodplains, and critical infiltration areas.
- c. Promote compact development patterns to ensure efficiency of land and utilities, and protection of natural resources and water quality.

#### Policies:

- a. Continue to enforce erosion control and stormwater management regulations, and require the use of best management construction site practices to minimize soil erosion and to prevent degradation of the water quality of Geneva Lake and other water resources.
- b. Protect the quality of Geneva Lake and its tributaries by retaining stormwater through best management practices; maintaining or providing vegetative buffers where existing development abuts waterways.
- c. Partner with the Geneva Lake Conservancy, the Geneva Lake Environmental Agency, and others on lake and watershed protection initiatives.



## C. STORMWATER MANAGEMENT PROGRAMS AND RECOMMENDATIONS

### **Adopt a Village Stormwater Utility District**

Development and adoption of a stormwater utility will enable the Village to better manage stormwater at a regional level, in addition to site-by-site approaches. Stormwater utilities are designed to provide a funding mechanism for municipalities to install stormwater facilities and implement stormwater best management practices. Generally, stormwater utilities are focused on the following activities:

- Water quality management, including groundwater recharge.
- Ecological preservation.
- Flood and pollution control.
- Regulation and enforcement activities.
- System-wide planning.

The goal of the Village of Fontana's proposed Stormwater Utility District is to address the many priority areas in the Village where floods occur and to put into place management techniques to prevent the development of future stormwater issues. At the time this *Plan* was written, the Village had committed \$1 million for

stormwater initiatives and projects and identified five initial priority areas—additional areas will be identified and addressed over the course of the planning period. Some of the stormwater management facilities being considered for the Village include:

- Stormwater detention and retention ponds and basins.
- Rain gardens/bio-retention facilities.
- Storm water sewers.
- Storm water curbs and gutters.
- Runoff ditching.
- Stream bank stabilization projects.
- Street sweeping/leaf collection.
- Land acquisitions and easements.

At the time this *Plan* was written, the Village was in the planning phases of developing the Stormwater Utility District.



### **Advance Stormwater Best Practices**

The Village will continue to implement stormwater Best Management Practices (BMPs) to mitigate the negative impacts on waterways and downstream properties. Stormwater BMPs aim to control runoff volume by managing precipitation as “close to where it hits the ground” as possible, thereby facilitating infiltration 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 Village will promote and, in certain cases, require the following stormwater BMPs:

**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 street widths into neighborhoods, where possible, and the development of smaller lots, which are typically associated with less impervious surface per lot (e.g. less street frontage needed per lot).

**Incorporate progressive construction site erosion control practices.** Construction sites generate a significant amount of sediment runoff if not properly managed. Under current State laws, erosion control plans are required for all construction sites that are larger than one acre. The Village will enforce erosion control ordinances for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development sites. Techniques include provision of silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing displaced vegetation.

**Include infiltration and retention areas.** Where stormwater basins are necessary to effectively manage runoff, 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 possible infiltration techniques include:

- **Rain Gardens:** A rain garden is a landscaping feature that is designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. The Village may consider codifying rain garden design standards and allowing the construction of rain gardens to apply toward meeting Village landscaping requirements.



Existing stormwater “runoff ladders”



- **Rain Barrels:** A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose connected to the barrel 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 Village can actively promote this program and provide residents with information about how and where they can purchase their own rain barrels.
- **Green (Vegetated) Roofs:** Green roofs effectively act like sponges, absorbing water from rain storms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. The Village will consider installing green roofs on new municipal buildings constructed in the future, and promote them in private developments.
- **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 to soil aids in the decomposition and filtration of pollutants. The DNR administers several programs that are designed to protect and enhance surface water quality in key areas, including the DNR Target Runoff Management Program and the DNR River Protection Grant Program.

### **Prioritize Stormwater Management through a Regional Approach**

In addition to adoption of a stormwater utility, the Village might also develop partnerships with the Geneva Lake Environmental Agency, the Geneva Lake Conservancy, and other groups to effectively implement stormwater planning objectives. As a cooperative unit, these groups may work to identify and implement specific strategies to improve water quality in Geneva Lake, its tributaries, and the watershed.

### **Promote Compact Development Patterns in New Developments**

Over the 20-year planning period, the Village will gradually expand to accommodate new residents and businesses. The Village also acknowledges that every new development poses potentially negative ecological and water quality impacts (see right). Through this *Plan*, the Village will promote a compact development pattern, focusing on techniques that minimize the amount of land required for additional growth. Compact development techniques include infill development, redevelopment, conservation neighborhood design, and smaller lots with more vertical buildings. Compact development patterns not only diminish the risk of water quality impacts, but also prevent development from occurring in productive agricultural areas, are less expensive to serve with public utilities and services, and facilitate alternative forms of transportation (i.e. pedestrian and bicycle movements).

#### **URBAN DENSITY AND WATER QUALITY**

All development has negative impacts on water quality by decreasing natural ground cover and increasing the amount of stormwater runoff that enters streams and lakes. Water bodies can become impaired when just ten percent of the adjacent land is impervious. As a result, some communities have concluded that lower-density development patterns will have less of an impact on water quality by spreading out development and allowing for more pervious surface around and between buildings, roads, driveways, and parking lots.

However, when the quantity of stormwater runoff in a given area is measured per building, versus per acre, higher density developments generate less stormwater runoff than lower density developments and consequently have less of a negative impact on the overall watershed.

Nevertheless, it should be recognized that with denser development comes localized increases in impervious surfaces, which, over time will contribute to the impairment of waterways. Therefore, in addition to promoting compact development patterns, communities should take additional measures to mitigate the impacts of stormwater runoff in all areas of development.

*Source: USEPA report "Protecting Water Resources with Higher Density 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 is the largest single land use in the developed portions of Fontana. This chapter provides a summary of trends, forecasts, and housing programs. The chapter concludes with goals, objectives, policies, and recommended programs aimed at providing an adequate housing supply that meets the existing and forecasted housing demand in Fontana, along with maintaining high-quality neighborhoods that contribute to Fontana's unique community character.

### HOUSING AND NEIGHBORHOOD DEVELOPMENT RECOMMENDATION SUMMARY

- Support multiple housing options in the Village via provision of well-designed multi-family housing.
- Require neighborhood plans in advance of new residential development.
- Promote Conservation Design in new neighborhoods.

### A. EXISTING HOUSING FRAMEWORK



From 1990 to 2000, the Village's total housing stock increased 0.6 percent, from 1,976 to 1,988 housing units. As shown in Figure 9.1, the dominant housing type in Fontana is single-family detached homes, which comprise more than three quarters of the Village's existing housing stock. The percentage of attached single-family, two-family (duplex), and multi-family structures decreased in the 1990s from 32 percent to 23 percent in 2000.

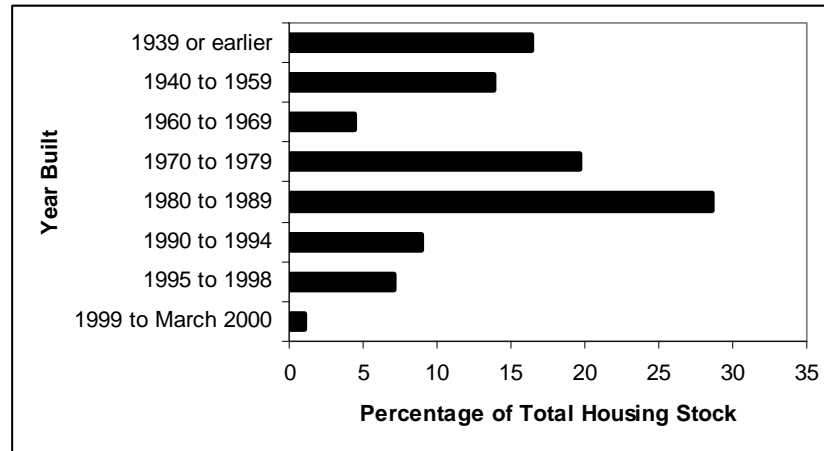
**Figure 9.1: Housing Types, 1990-2000**

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent
Single-family—Attached	162	8.2	144	7.2
Single-family—Detached	1,344	68.0	1,529	76.9
Two-family (Duplex)	48	2.4	28	1.4
Multi-family (3-4 units)	162	8.2	145	7.3
Multi-family (5+ units)	260	13.2	142	7.2

*Source: U.S. Census 1990 and 2000*

Figure 9.2 illustrates the age of the Village's housing stock based on 2000 Census data. This characteristic is sometimes used as a measure of the general condition of the local housing supply; however, in Fontana's case, the Village's housing stock is largely well maintained and in good condition regardless of age. More than half of Fontana's housing was built prior to 1979, and approximately 16 percent was built prior to 1939. Approximately 17 percent of Fontana's housing was constructed between 1990 and 2000.

**Figure 9.2: Age of Housing as a Percent of Total Housing Stock, 2000**



Figures 9.3 and 9.4 present household characteristics for the Village of Fontana as compared to several surrounding communities and Walworth County. In 2000, Fontana's average household size was smaller than all other comparison communities. Further, the Village's average household size decreased considerably from 2.51 persons in 1990, to 2.30 in 2000. This trend reflects not only the Village's mature population with fewer families and more retirees than surrounding communities, but also the growing nation-wide trend toward smaller households.

Property values in the Village of Fontana are substantially higher when compared to other nearby communities, with the average property value (land plus improvements) nearing \$450,000. The Town of Linn is the only comparison community with an average value of residential property that exceeds the Village of Fontana. It is also more expensive to rent in Fontana than neighboring communities.

**Figure 9.3: Household Characteristics Comparison**

	Total Housing Units	Total Households	Average Household Size	Percent Single Person Households	Average Equalized Value of Residential Property <sup>1</sup>	Median Rent
Village of Fontana	1,974	764	2.30	27.1	\$442,315	\$722
Village of Walworth	893	850	2.57	26.1	\$179,221	\$562
Village of Williams Bay	1,772	993	2.35	30.4	\$366,459	\$636
Town of Delavan	3,054	1,798	2.53	24.5	\$289,203	\$680
Town of Linn	1,901	910	2.41	26.8	\$661,620	\$582
Town of Walworth	586	529	2.86	14.4	\$293,526	\$550
City of Lake Geneva	3,757	3,053	2.33	33.0	\$290,569	\$605
Walworth County	43,783	34,522	2.57	24.7	\$278,872	\$588

Source: U.S. Census Bureau

<sup>1</sup> Wisconsin Department of Revenue, 2007/08 property taxes



Eight-five percent of the occupied housing units in Fontana are owner-occupied, with nearly all of these being single-family units. Approximately 61 percent of all housing units in the Village are vacant—with nearly 97 percent these seasonally vacant. The percentage of seasonally vacant homes in Fontana is higher than the comparison communities—though there are nearly as many seasonally vacant homes in the Town of Linn.

**Figure 9.4: Housing Occupancy Characteristics Comparison**

	Percent Owner-occupied Households	Percent Single-family Units	Percent Housing Units Vacant	Percent Vacant Housing	
				For Sale/Rent	Seasonal
Village of Fontana	85.1	84.1	61.3	2.4	96.3
Village of Walworth	64.5	74.1	4.8	48.9	14.0
Village of Williams Bay	74.6	74.4	44.0	5.4	86.3
Town of Delavan	80.6	92.8	41.1	6.5	85.6
Town of Linn	77.5	96.4	52.1	2.6	95.5
Town of Walworth	80.0	94.1	9.7	17.6	54.4
City of Lake Geneva	53.0	52.7	18.7	29.6	60.9
Walworth County	69.1	74.5	21.2	11.0	80.5

*Source: U.S. Census Bureau*

## **B. HOUSING PROGRAMS**

The following programs and organizations provide rental assistance or assistance to purchase or renovate housing. These programs are generally available to low and moderate income individuals and those with disabilities. In addition to the programs listed below, information regarding numerous other housing programs is available through the U.S. Department of Housing and Urban Development (HUD).

### **Community Action, Inc.**

Community Action, Inc. acts as the Program Administrator for many of the local, State, and Federal programs described above. The corporation's mission is to optimize the economic and social potential of the community by directing public and private resources to promote the economic self-sufficiency of individuals and families. The organization works to provide people with the knowledge and skills to be self-sufficient, eliminate social and economic barriers which inhibit people from becoming self-sufficient; and secure a minimum standard for living for all low income and disadvantaged individuals.

### **Community Development Block Grant (CDBG)**

The Wisconsin CDBG program is administered by the Wisconsin Department of Commerce. Through this program, local units of government may apply for grants for housing programs to benefit low and moderate income households. Funding through this program is flexible and responsive to local needs. Examples of eligible activities for CDBG funding include: rehabilitation, homeownership opportunities for renters, and site improvements for the construction of LMI housing.

### **Downpayment Plus and Downpayment Plus Advantage**

Downpayment Plus (DPP) and Downpayment Plus Advantage are down payment and closing cost assistance programs available to low and moderate income homebuyers. Both programs are funded by the Federal Home Loan Bank of Chicago's (FHLBC) Affordable Housing Program (AHP). The programs are administered by the Wisconsin Partnership for Housing Development (WPHD) and the FHLBC for members headquartered in Wisconsin.

Funding through the programs is available to FHLBC member financial institutions. A grant is paid on behalf of the borrower at the time of closing. To qualify for DPP, borrowers must earn at or below 80% of the area median income. Borrowers must also sign a five-year retention agreement, participate in homebuyer counseling, and use the home as their primary residence.

### **Wisconsin Housing and Economic Development Authority**

The Wisconsin Housing and Economic Development Authority (WHEDA) manages several housing programs including home mortgage and improvement loans and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA.

### **Division of Housing and Community Development (DHCD)**

One of the functions of DHCD is to manage Federal and State housing programs such as owner-occupied housing purchase programs, owner-occupied improvement/accessibility programs, and rental programs. DHCD works with local governments and non-profit housing organizations to deliver financial and technical housing assistance to elderly persons, people with disabilities, low and moderate income residents, and the homeless population. Future information on these programs can be obtained by contacting DHCD.

## **C. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES**

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### **Goals:**

- a. Achieve a rational and orderly Village development pattern that retains the community's traditional low-density residential character.

### **Objectives:**

- a. Encourage new neighborhoods to include a range of housing type options to meet the needs of varying income and demographic groups (e.g. families, retirees, etc.).
- b. Support a mix of high-quality affordable housing options, while maintaining the predominately single-family residential character of the Village.
- c. Promote the maintenance and rehabilitation of the existing housing stock and encourage use of Conservation Neighborhood Design principals in new neighborhoods.

### **Policies:**

- a. Based on the land demand analysis included in the Land Use chapter of this *Plan*, and as shown on the Future Land Use Maps, plan for a sufficient supply of developable land for housing for a variety of income levels and age groups.
- b. Direct new housing to areas appropriate for new development (i.e. land that is not within an environmental corridor and that can be served with the existing Village sanitary sewer and water system).
- c. Limit housing development in rural areas at and beyond the Village limits, except in areas specifically shown for residential development on Map 5.
- d. Promote development of an adequate supply of high-quality senior housing options that are directed to areas that are close to services that seniors typically require.
- e. Strengthen existing neighborhoods through the maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, and infill and redevelopment.

## D. HOUSING AND NEIGHBORHOOD DEVELOPMENT PROGRAMS AND RECOMMENDATIONS

### **Promote Infill and Redevelopment within Existing Neighborhoods**

During this planning process, many community residents expressed the desire to preserve farmland and the natural areas surrounding the community by promoting new residential development in existing, established neighborhoods. Promoting infill development, redevelopment, and modest renovations in existing neighborhoods is beneficial to the overall community—these practices increase property values and may cause ripple effect where neighboring property owners are encouraged to modernize their own homes. Infill and redevelopment also reduces the overall cost of development as utility and facility infrastructure is already in place.



*Single-family infill development in one of Fontana's established neighborhoods.*

### **Require Neighborhood Development Plans in Advance of New Development**

To ensure that new neighborhoods meet the requirements of the policies described in the Land Use chapter as well as performance and design standards as described in the Village's ordinances, the Village will require detailed neighborhood development plans to further guide development of residential subdivisions. A neighborhood development plan should be prepared by a developer, a group of property owners, or the Village in advance of the approval of individual subdivision plats within the area it covers.

Neighborhood development plans specify characteristics such as land use mix, density, street layouts, open space, and stormwater management features in greater detail than is possible within this *Comprehensive Plan*. These plans also suggest important connections between individual property ownerships and future subdivision plats. Neighborhood development plans should ideally be adopted as a detailed component of the Village's *Comprehensive Plan* once they are completed and accepted by the Village.

### **Promote Conservation Neighborhood Design in New Residential Developments**

For areas designated as "Single-Family Residential" on the Future Land Use Map, the Village promotes the Conservation Neighborhood Design concept in order to preserve and protect environmental features. Conservation neighborhoods use significantly less land for development than conventional subdivisions. Much of the land not required for development can be preserved as permanent open space, thereby enhancing the overall environmental and aesthetic integrity of the community. The following is a list of Conservation Design Standards for new neighborhoods in the Village.

- **Establish Gathering Places:** Design neighborhoods around community gathering places such as parks, public squares, outdoor dining establishments, schools, or churches.
- **Provide Variety in Housing:** Incorporate a variety of housing types in a compact and interconnected form. Embrace development density and cluster housing to preserve environmental features. When reviewing proposals for new residential development, attempt to retain the Village's historic ratio of single-family, two-family, and multiple-family housing.
- **Carefully 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).

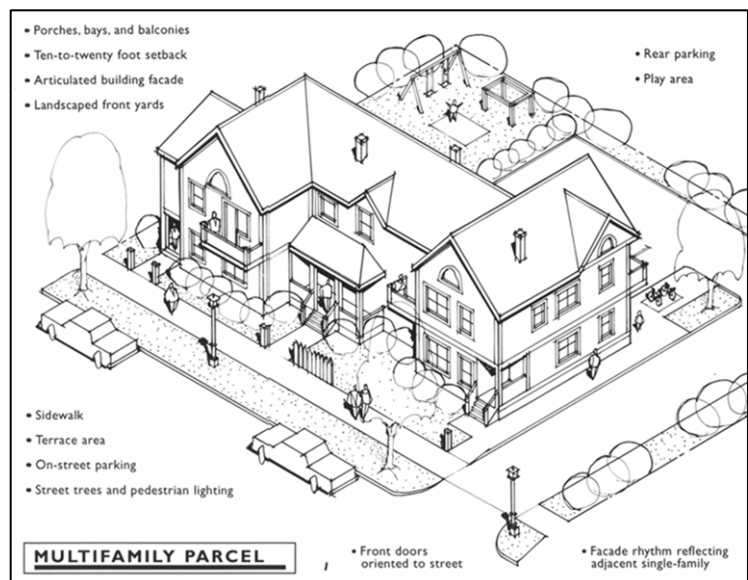
- **Promote Walkability:** Design the neighborhood to facilitate pedestrian movement within and between the neighborhood and to other nearby destinations (parks, schools, downtown). Provide sidewalks and/or walking paths along all streets and throughout the neighborhood.
- **Promote Connectivity:** Interconnect streets within the neighborhood and to existing and future adjoining neighborhoods. Minimize the creation of cul-de-sacs to 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.
- **Face Street:** Focus homes toward the street, and incorporate site and building design strategies like decreased setbacks, front porches, balconies, and other interesting architectural features that help create a safe, pleasant walking environment.
- **De-emphasize Garage:** Set back garages from the main body of the house wherever possible.
- **Provide Buffers:** Provide adequate vegetated buffers between development and natural features.
- **Connect Natural Features:** Provide and restore connections within neighborhoods between fragmented natural features, such as through trails or greenways. Integrate environmental features into the neighborhood as common open spaces for active or passive recreation, public gathering spots, or flood protection and stormwater management.
- **Restore Natives:** Incorporate native landscaping as a central theme in common areas and provide incentives for home owners to do the same on their properties.



*Example: Garage not visible from street*

### **Support the Provision of Well-Designed Multi-Family Housing Options**

Higher density housing that complements the character of surrounding neighborhoods can be an important component of the community's affordable housing stock. 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. To address these issues, the Village will continue to enforce design standards for these types of developments, similar to those presented to the right, and ensure that their location and quantity is compatible with the setting.



## CHAPTER TEN: COMMUNITY CHARACTER

### COMMUNITY CHARACTER RECOMMENDATIONS SUMMARY

- Retain and enhance the Village's quaint, small-town community character.
- Integrate community gathering places into new developments.
- Continue to implement the Village's Greenspace Plan.

Community character is a term often used to describe the way a place looks and feels to visitors and to the people who live and work in that place. A community's character is a function of the relationships between the built environment, the natural environment, and the people who spend time in the community. Each community is typically comprised of somewhat distinct, yet ideally compatible, areas or districts (e.g., historic downtown, residential neighborhoods, employment or shopping districts, etc.), all of which combine to make up its overall character.

A community's character evolves out of a rich and complex interaction between people and their built and natural environments. Consequently, shaping community character is not a trivial endeavor. Nevertheless, it is clear that development form and appearance have significant impacts on the way people operate within their environment, how they perceive their environment, and what types of people and businesses are drawn to a place over time. Therefore, establishing standards and regulations that specifically address these issues is an important element of community character preservation and development. Communities across the nation have recognized that focusing on issues of community character should be a central goal of sound planning practice.

### A. COMMUNITY CHARACTER COMPONENTS

The Village of Fontana is a "community of choice." It has been, and clearly remains, a highly-desirable place to live, work, and visit. A very important aspect of this status is the Village's dedication to preserving its high-quality character. The following aesthetic components of development contribute to Fontana's unique community character.

#### Geographic Context

A defining element of Fontana's character is the natural environment in and surrounding the Village. Fontana is primarily defined by its location on the western shores of Geneva Lake, its rolling topography, and large blocks of woodlands. Productive agricultural lands define the surrounding countryside. Other, more subtle components such as drainageways and steep slopes evoke a strong "sense of place" for Fontana and create a distinct landscape for the region.

#### Density and Intensity

The most visually successful transitions of land use occur where residential densities (defined as the number of dwelling units per acre) and non-residential intensities (defined as floor area ratio) remain relatively consistent, even though dwelling unit types or land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by impervious surface ratios and floor area ratios make for more gradual and visually comforting transitions.

#### **"COMMUNITY CHARACTER"**

is a term used to describe the way a place looks and feels. It is a function of the relationships between the built environment, the natural environment, and the people who spend time in the community.

#### Building Scale

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, differences in building scale at magnitude levels are disruptive to an urban fabric. Proposed attached single-family (townhouse), multi-family, commercial, and industrial



structures that are inconsistent with the dominant scale of surrounding buildings should be directed to other locations, or in certain instances, should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways and in the downtown.

### **Building Footprint**

Consistent building setbacks (with exceptions for unique structures complemented by pedestrian-oriented facilities) are also important in both residential and non-residential areas. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Restrictive covenants and zoning effectively address this concern. Minimal and zero-foot setbacks are essential to creating and maintaining a true “downtown” character in the Village’s downtown.

### **Architecture**

A coastal-Village architectural style is dominant in Fontana. Architectural styles provide a challenge in a growing community—infill development should be complementary, and in locations where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches or stylistic appurtenances) should be reflected. In peripheral locations and new development areas, styles should be of probable long-term merit rather than reflective of short-term trends. Quality materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured. This maxim is especially true for the Central Mixed Use areas in Fontana’s downtown.

### **Landscaping**

Significant amounts of landscaping should be required of all forms of development, except single-family residential uses which virtually always provide adequate amounts of landscaping without need for public regulation. For all other uses, landscaping should be encouraged around building foundations, in and around paved areas, and along streets with required supplemental plantings in “yard” areas.



Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Non-native, invasive plant species and low-durability species (such as box elders, silver maples, and certain willows and poplars) should be avoided, as should dangerous or toxic plants such as certain hawthorns or poison sumac. Landscaping should be installed before building occupancy, or, alternatively, performance guarantees should be required in the absence of installation.

### **Lighting and Signage**

Lighting and signage have a dramatic impact on a community’s character. Aesthetic considerations of signage and lighting are important not only to uphold the Village’s natural beauty, but also to enhance the economic value of the Village. In communities where a natural setting is critical, strong control over the intensity and spread of lighting for streets, buildings, parking lots, and pedestrian areas are critical. Such control should also strongly limit the variation of lighting levels on a site, and the visibility of light bulbs and other sources. Such concerns are particularly critical given Fontana’s proximity to Yerkes Observatory.

### **Public Art and Public Furnishings**

The obvious use of public art and furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means; particularly in areas with many visitors. Such investments create a festive community character which encourages repeat visits. The use of public art and furnishings, particularly in public spaces relating to waterfronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

**Key Vistas**

Views are the most difficult aspect of community character to address. The protection of important views is particularly challenging because the desire of the private party, whether a single-family home or an office building, to capture and protect the view often requires the erection of visual barriers to the general public. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Fontana, certain views are essential defining elements of a neighborhood, entry experience, or the community as a whole. These critical views should be protected at all reasonable costs through view mapping, public acquisition in fee or easement, and/or responsive site design techniques. The importance of mapping cannot be under-emphasized, as many important views are lost through ignorance as are lost consciously.

Key vista locations in and around the Village include areas along the ridgeline on the west side of the Village, especially along Brick Church Road, and the northern and southern entrances into the village along Highway 67. Protecting public access to these vista points and critical viewshed termini as public parks or private open space is of particular importance. Where possible, the viewsheds accompanying these vista points should also be protected and preserved.

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**B. COMMUNITY CHARACTER GOALS, OBJECTIVES, AND POLICIES**

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**Goal:**

- a. Protect and enhance Fontana's small-town character and unique identity as a visually attractive and distinctive community.

**Objectives:**

- a. Preserve the unique and functional qualities of the downtown and the lakefront.
- b. Maintain and enhance attractive entryways and corridors into and through the community.
- c. Preserve the character of Fontana's existing neighborhoods and extend this character into new neighborhoods.

**Policies:**

- a. Continue to implement community-wide aesthetics for development via requirements for landscaping, signage, lighting, screening, outdoor storage and display, and building exteriors.
- b. Require new development to be harmonious with the residential, low-density character of the Village.
- c. Enforce property maintenance codes and outdoor storage codes to maintain neighborhood quality and tax base stability.
- d. Support and maintain installations of public art and public furnishings in key locations throughout the community.
- e. Ensure that the relationship of new development to Fontana's defining geographical context is always considered.
- f. Promote the establishment of new community gathering places along the lakefront.
- g. Continue to protect the character of the Geneva Lake lakeshore per policy k in the Land Use Chapter.
- h. Continue to evaluate the issue of older, modest-sized homes being torn down and replaced by very large homes.

## C. COMMUNITY CHARACTER PROGRAMS AND RECOMMENDATIONS

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### **Integrate Community Gathering Places into New and Existing Developments**

An important component of Fontana's character relates to the extent to which the built environment blends with the natural environment and promotes and facilitates human interaction and intimacy. This involves creating places where residents and visitors can come together to interact either formally or informally. The Village will seek to identify appropriate locations and support the establishment of community gathering places throughout the community. The Village will also consider instituting standards that require private developers to enhance public and quasi-public spaces with public improvements and furnishings such as benches and sitting areas, water fountains, gardens, gazebos, and public art.



### **Encourage Pedestrian Activity**

The most walkable communities around the nation possess a variety of complementary components that come together to facilitate walking, including the presence of an integrated network of sidewalks and pedestrian paths; development patterns that allow for the integration of key commercial destinations and community facilities into every neighborhood; and a generally safe, attractive, and visually interesting environment.

The Village recognizes the importance of taking a multi-faceted approach to improving conditions for pedestrians within the existing built environment and in coordination with redevelopment and roadway projects. The Village will consider the following initiatives to encourage greater pedestrian activity in the Village:

- Support the development of “Complete Streets;” streets that are designed and operated to enable safe access for all users including pedestrians, bicyclists, and motorists of all ages and abilities.
- Require future development to be designed for pedestrians by promoting development designs and densities that facilitate and encourage walking and biking. This may include encouraging buildings to be built closer to the street with parking in the rear or to the side; requiring sidewalks and well-lit sidewalk access to and between buildings; and/or installing ground floor windows and other pedestrian-oriented architectural features, where appropriate.
- Update the land division ordinance to require sidewalks on both sides of streets in all neighborhood developments resulting from land divisions, regardless of development density or land use.

### **Enhance Key Community Character Corridors**

Key community character corridors have an important function in the Village. They serve as community focal points; function as gateways to neighborhoods and commercial areas; and regulate the flow of pedestrians, bikes, and automobiles within and through the Village. Within Fontana, several areas have been identified as community character corridors including the following:

- State Trunk Highway 67
- Fontana Boulevard
- Third Avenue
- Brick Church Road/Dewey Avenue
- Willow Bend Road
- CTH B
- Shabbona Drive
- North and South Lakeshore Drive
- Indian Hills Road
- Academy Road

Beyond the symbolic aesthetic treatments associated with community entryway enhancements, this *Plan* recommends the continued use of strict overlay zoning of the STH 67 corridor to carefully control the appearance and coordination of development along this integral Village corridor.

### **Establish “Green Gateway” Corridors into the Village**

Abundant greenspace and the Village’s wooded and “park-like” atmosphere are highly valued assets in the community. This *Plan* intends to preserve and protect the community gateways that function as the visual front doors to the community by establishing a “Green Gateway” corridor. Green Gateways will include the following features: (1) landscaped buffers established 50-100 feet from the roadways; (2) tree plantings at appropriate intervals where mature trees do not presently exist; (3) high-quality public entry signs; and (4) high-quality lighting. These features will be used to formally announce entry into the Village and to enhance and protect Fontana’s image as a green community, or a “Village within a Park.” The following roadways will be established as Fontana’s Green Gateways:



- **STH 67 (North)**—Highway 67 is the backbone of the Village of Fontana. On the north side of the Village, the highway is important for traffic originating in Williams Bay, Delavan, and the north side of Geneva Lake. This entryway is presently well defined by the landscaped, Village-owned property at the entrance to the Duck Pond and the woodlands and environmental corridors along the east side of the highway.
- **STH 67 (South)**—Traffic originating in Walworth and the south side of Geneva Lake enters the community via the southern STH 67 entrance. This entryway is presently well defined by a golf course, woodlands, and environmental corridors. The maintenance of these gateway features is important for community separation area for both the Villages of Fontana and Walworth.
- **CTH B**—Visitors traveling via CTH B enjoy the scenic transition from farmland, to environmental corridors, to the estates aligning the southern edge of the golf course.
- **Brick Church Road**—Visitors entering the community from the west travel via Brick Church Road. This sleepy, forested avenue augments Fontana’s reputation as a community for quiet respite. This entryway also provides access to Fontana Fen and connects with the southern entry on STH 67.



Entry into the community from these gateways fosters the image of Fontana as a green community in a park-like setting. It is important that Fontana's natural entrance features be preserved to continue to promote this image to visitors.

### **Continue to Implement the Greenspace Plan**

The Village's Greenspace Plan was adopted as a component of the Village's 2001 Comprehensive Plan. The Greenspace Plan was developed to link environmental corridor areas, woodlands, wildlife and nature preserves, lands with scenic views, and other sensitive natural areas. The Greenspace Plan is intended to serve as a mechanism for enhancing and protecting the environmental, economic, and aesthetic quality of the community. It is also intended to protect and preserve the environmental and visual quality of Geneva Lake and to serve as a permanently protected, open space system that may include passive recreation facilities and non-intensive urban uses. The Greenspace Plan implements regulatory techniques to preserve land as part of the greenspace system including farmland preservation, transfer of development rights, open space dedication, conservation neighborhood design, and official mapping. This *Plan* recommends the continued implementation of the Village's Greenspace Plan.





## CHAPTER ELEVEN: SUSTAINABILITY

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 achieve an increased level of sustainability, a community must recognize the interconnectedness of all natural, ecological, infrastructure, physical, human, social, and economic systems at work in the community; as well as the impact their actions have on the greater region and the world. A community can advance sustainability through a variety of strategies such as:

- Promoting comprehensive transportation networks and services that are safe and include opportunities for walking and biking;
- 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 and connected neighborhoods and development that compels residents to live, work, and do business in the community;
- Preserving high-quality farmland and natural resources;
- Seeking out opportunities to reduce non-renewable energy consumption and waste;
- Searching for occasions to increase efficiency and reduce waste; and
- Developing comprehensive, integrated solutions to resolving complex issues.

### SUSTAINABILITY RECOMMENDATIONS SUMMARY

- Develop a local sustainability committee to define sustainability for Fontana.
- Promote a public outreach and education effort to gain a community-wide "buy-in" to Fontana's preferred sustainability approach.
- Promote sustainability initiatives at the local level and support private sector sustainability programs and initiatives.

### A. FONTANA'S ONGOING SUSTAINABILITY INITIATIVES

The Village of Fontana has demonstrated a strong commitment to advanced community sustainability by participating in the following programs and initiatives:

- **Committing to Natural Resource Preservation and Redevelopment.** The Village has a long history of strong commitment toward maximizing the efficiency of the built environment and preserving the natural environment. This is primarily accomplished through continued protection of environmental corridors and redevelopment and reuse of properties.
- **Promoting Energy Efficiency in Buildings.** Where new buildings are being constructed, the Village has taken a lead role in promoting energy efficiency in new construction. The Village requests that new buildings obtain LEED certification and that developers use energy efficient building materials.
- **Promoting Alternative Forms of Transportation.** The Village has made concerted efforts toward providing opportunities for Village residents and visitors to use alternative forms of transportation. In addition to developing plans to establish multi-use trails throughout the Village, Fontana's Traffic and Vehicle ordinance was amended in 2008 to allow the use of neighborhood electric vehicles.
- **Practicing Assertive Environmental Corridor Preservation.** The Environmental Corridor Overlay Districts in the Village's code of ordinances are designed to protect groundwater quality and the water quality of Geneva Lake; reduce pollution, sedimentation, and soil erosion; protect wildlife habitat;

provide open space separation between urban and rural areas; and provide opportunities for passive and active recreation through open space linkages.

- **Implementing Strong Stormwater Management Standards.** Fontana’s progressive Construction Site Erosion Control ordinance promotes preservation of natural resources and water quality protection. The ordinance is intended to reduce the amount of sediment and other pollutants leaving construction sites during land development or land disturbance activities. Additionally, the Village is developing a Stormwater Management Plan and Stormwater Management Utility District.

Fontana’s sustainability initiatives to date have set the stage for the development and execution of future actions to achieve a more sustainable Village.

## B. THE VILLAGE’S ROLE IN PROMOTING SUSTAINABILITY

While the Village has initiated several important initiatives to promote and guide sustainability in the community, not all sustainability initiatives are intended to be led by the Village. The most successful sustainability initiatives generally involve multiple players—from the Village decision-makers and staff, to the development and building community, to residents and end-users. The Village can most effectively lead the sustainability effort by:

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

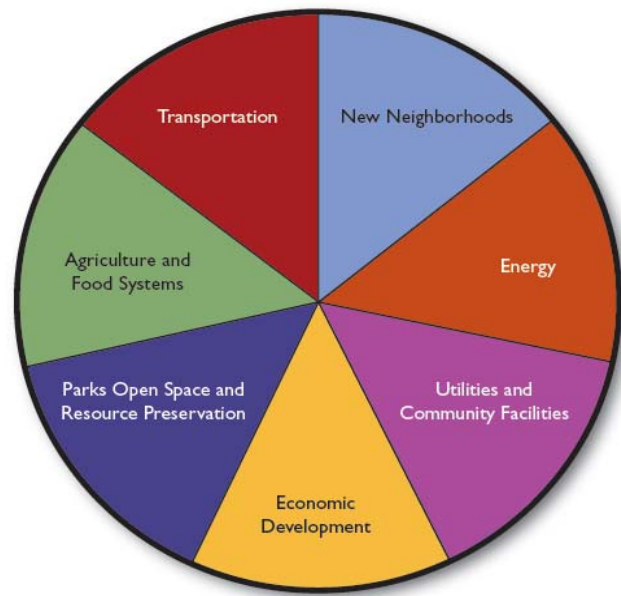
## C. SUSTAINABILITY GOALS, OBJECTIVES, AND POLICIES

Sustainability is not a stand alone concept. It is linked not only to the natural environmental, but also to equitable housing and transportation, economic health, and a community’s identity. It is this interconnected quality that makes achieving sustainability a challenge, but it also makes sustainability beneficial to all.

As mentioned above, sustainability factors into many facets of planning. As such, this concept is not confined to this chapter. In fact, sustainable concepts, goals, policies, and recommendations are woven throughout each chapter of this *Comprehensive Plan*. The following goals, objectives, and policies are directed specifically toward advancing sustainability in the Village. The policies have been broken down by “sustainability components,” areas of planning in which sustainability can be infused. These “sustainability components” are shown to the right for easy reference.

### **Goal:**

- a. Advance sustainability by initiating Village-led programs, supporting private sector-led programs, and encouraging more sustainable behavior of residents and visitors.



**Sustainability Components**

**Objectives:**

- a. Integrate sustainability into all new development and redevelopment in the Village.
- b. Encourage and support sustainable behavior of residents and visitors of the Village.
- c. Cooperate with neighboring municipalities to promote regional sustainability.

**Sustainability Policies:****Agriculture and Food Systems**

- a. Work with Walworth County and adjacent towns to preserve and sustainably manage productive agricultural and forestry lands.
- b. Promote the establishment of a local farmer's market in Fontana.
- c. Encourage local food production through community gardens or by incorporating green houses and orchards into neighborhoods.

**Energy**

- a. Explore various programs for home and building energy efficiency certification.
- b. 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.
- c. Encourage the integration of green techniques into retrofitting and operations of existing buildings.
- d. Promote the use of water saving technology by Village residents, such as rain barrels and low-flow appliances and fixtures.
- e. Continue to promote energy efficiency in new construction and remodeling projects.

**Transportation**

- a. Encourage greater walking and bicycling through the continued development of a comprehensive network of bicycle and pedestrian trails to reduce neighborhood automobile trips.
- b. Continue to encourage the use of alternative transportation modes in the community including neighborhood electric vehicles, community car programs, rideshare, bicycling, and walking.
- c. Promote the development of pedestrian safety features in transportation design (e.g. reduced street widths, on-street parking, traffic islands, intersection bulb outs, and vehicular travel speeds of no more than 25 mph in residential areas).

**New Neighborhoods**

- a. Encourage diverse housing options to meet a range of income levels and life cycle needs.
- b. Plan new neighborhoods that integrate amenities such as neighborhood parks and walkable destinations throughout.
- c. Encourage conservation neighborhood design where appropriate to protect natural resource areas.

**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.

### Economic Development

- a. Promote economic development strategies that capitalize on the place-based assets and inherent competitive advantages of the Village.
- b. Support and encourage locally and regionally based businesses to maximize investment in the community and region.

### Natural Resource Preservation

- a. Continue to protect and preserve the natural resources and agricultural land in and around the Village, especially Geneva Lake.
- b. 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.
- c. Promote low-impact lawn care design, by integrating native plant species and plants with minimal irrigation needs into lawns and gardens. These can be encouraged through review of site/landscaping plans for non-residential development, and protective covenants with new residential development.
- d. Support the reduction of pavement/impervious surface area through use of porous pavements wherever possible (streets, walkways, drives, parking lots, patios, etc.).
- e. Partner with Walworth County, WisDNR, Geneva Lake Conservancy, and neighboring communities to protect and enhance the water quality of Geneva Lake and to develop a regional open space and farmland preservation initiative.
- f. Continue to protect the environmental integrity of the Geneva Lake lakeshore area per policy k in the Land Use Chapter.

## D. SUSTAINABILITY PROGRAMS AND RECOMMENDATIONS

Discussion about sustainability has increased dramatically in recent years. As communities around the country explore and develop initiatives, policies, incentives, and outreach/education programs to define and promote sustainability in their region, a virtual sustainability toolbox has emerged. The following provides an overview of some of the programs being used in other places—throughout Wisconsin and the world—that Fontana may decide are appropriate directions for the Village.

### Join the Eco-Municipality Movement

The eco-municipality movement was founded in 1983 in Övertorneå, Sweden. An eco-municipality is defined as a community that uses a “systems approach” to achieving ecological, economic, and social health for the benefit of present and future generations. This “systems approach” involves integrated municipal involvement and a widespread community awareness/education campaign using common “sustainability language” based on the Natural Step<sup>1</sup> framework and guiding objectives (see sidebar). The common language fosters a shared understanding in the community of what sustainability means and how to achieve it throughout all segments of municipal government and in the community. Unlike a project-by-project approach to sustainability, the “systems approach” reduces the

#### THE NATURAL STEP GUIDING OBJECTIVES:

- Reduce dependence on fossil fuels and extracted underground metals and minerals.
- Reduce dependence on chemicals and manufactured substances that can accumulate in nature.
- Reduce dependence on activities that harm life-sustaining ecosystems.
- Fairly and efficiently meet the human needs of all community members.

<sup>1</sup> James and Lahti. The Natural Step for Communities: How Cities and Towns can Change to Sustainable Practices. New Society Publishers. 2004.

likelihood of conflict among actions since all segments are pursuing the same guiding objectives.

Wisconsin is becoming a leader in the eco-municipality movement. In 2005, the communities of Ashland, Washburn, and Madison became the first eco-municipalities in the Wisconsin and in the United States. Ashland and Washburn have since partnered with Bayfield, Wisconsin, and the Bad River and Red Cliff tribal nations to form a grass-roots eco-region initiative within the Chequamegon Bay region of northern Wisconsin. Components of the Sustainable Chequamegon Initiative Strategic Plan 2006 - 2011 include:

- Operating municipal governments according to The Natural Step guiding principals.
- Aiming to achieve a zero waste goal in regional landfills.
- Developing a business mentoring program to develop sustainable business practices in new and existing business ventures.
- Understanding and embracing green building components and construction techniques.
- Working to achieve a 30 percent reduction in fossil fuel consumption by 2011.
- Developing indicators to measure progress towards achieving social, economic, and environmental sustainability.

The City of Madison's efforts for incorporating sustainable practices into municipal activities include:

- Implementing the "Building a Green Capital City" plan, adopted in 2004.
- Providing "Natural Step" training—a course which has been completed by 40 City employees.
- Conducting energy audits of municipal buildings and switching to alternative energy (photovoltaic and solar hot water systems) in service buildings.
- Purchasing green energy from the local utility company.
- Using "green" cleaning products in municipal offices.
- Providing alternative commuting options for municipal employees.

Numerous other Wisconsin communities have taken notice of the community-wide benefits of eco-municipality status. In June 2007, the City of Manitowoc adopted a resolution to become an "eco-municipality." Since then, Manitowoc has taken concerted steps toward furthering sustainability through its "Go Green!" initiative. The City has sponsored a variety of programs to forward this initiative, including:

- Switching the municipal bus fleet over to a locally produced biodiesel fuel blend.
- Expanding Manitowoc Public Utilities' (MPU) power generation facility to reduce overall plant emissions by utilizing bi-products from local businesses.
- Constructing new municipal buildings or connecting existing buildings with high efficiency lighting to reduce the use and cost of electric energy.
- Participating in the State's Energy Independent Communities program.
- Eliminating the dispensing of plastic beverage bottles in City buildings.
- Hosting "Natural Step" sustainability study circles for City staff and residents.

### **Develop a Local Sustainability Committee**

A sustainability committee may consist of a mix of community participants, Village staff, and local officials who possess an in-depth understanding of community issues and resources. This committee could be charged with the following functions:

- Developing the vision for community sustainability.
- Educating community members and policy makers on the concept of sustainability.
- Developing community initiatives and strategies to achieve a more sustainable Village, sensitive to the community's resources and capacities.



- Working with community leaders, citizen groups, and Village staff to effectively implement the chosen actions to achieve results.
- Considering adoption of new sustainability initiatives supported by the Committee and this *Plan*.

### **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.
- 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 Sustainability Public Outreach and Education**

Moving the Village toward sustainability will require not only a wide-spread community "buy-in," but also substantial education and outreach activities to increase community support and establish a common understanding of what sustainability means for Fontana. The following techniques and approaches to educate community members have been successfully utilized in other communities.

- **Promote sustainability in schools through curriculum, building design, and operation.** Including sustainability in school curriculum imparts in students the importance of social and environmental justice and economic prosperity. Students will often return home and impart new knowledge on to their parents; further infusing sustainability in the community. Studies have also shown that academic performance is linked to building design issues such as lighting and climate control.
- **Host workshops, study circles, and sustainability focused community events.** Educational programs, such as workshops, study circles, seminars, and informal community events with a sustainability bend, are an excellent way to build community and promote a sense of ownership in the overall movement toward community sustainability. Examples could include how-to workshops on rain barrels, composting, gardening, or energy efficiency. Community sponsored educational seminars featuring field experts (e.g. experts in energy, stormwater management, farming, natural resources, etc.) could foster greater understanding of complex systems and encourage participation in sustainability programs.
- **Communicate conservation initiatives through various outlets.** Local medial outlets are integral in informing the public about sustainability and related municipals projects, initiatives, and workshops. The use of websites, internet-based networking (e.g. facebook, twitter, blogs), cell phone text message trees, radio and television public service announcements, newspapers, and other print publications can provide low-cost media coverage and reach varied audiences.

## CHAPTER TWELVE: ECONOMIC DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs to promote the retention and stabilization of the Village's economic base. This chapter includes an assessment of new businesses and industries desired in the Village, an assessment of the community's strengths and weaknesses with respect to attracting and retaining businesses and industries, and recommended strategies for economic development and redevelopment.

### A. EMPLOYMENT TRENDS

Employment trends reflect shifts within local and national economies. The Village of Fontana's labor force participation is high—reported to be 65.5 percent in 2000. This is a slight increase from 1990, which was reported to be 62.9 percent.

Figure 12.1 presents the Village's labor force by employment sector in 1990 and 2000. As demonstrated below, the Village's economy is diversifying, although still oriented toward education, health, social services, and manufacturing. Retail trade, which has decreased by about six percent, is the Village's third largest industry next to arts, entertainment, recreation, accommodation, and food services. Employment in the Village is moving away from the construction, transportation, warehousing, and utilities industries and gaining in finance, insurance, real estate, wholesale trade, and other professional services.

**Figure 12.1: Employment by Industry**

Employment Industry	% of Labor Force (1990)	% of Labor Force (2000)
Educational, health, and social services	26.2	17.8
Manufacturing	18.0	16.2
Retail trade	16.7	10.3
Arts, entertainment, recreation, accommodation, and food services	3.3	10.3
Finance, insurance, real estate, rental, and leasing	8.2	9.3
Professional, scientific, administrative, and waste management services	4.0	9.1
Construction	8.2	6.9
Wholesale trade	3.8	5.1
Transportation, warehousing, and utilities	6.7	4.5
Other services (except public administration)	2.5	4.1
Public Administration	2.1	2.5
Information	N/A	3.0
Agriculture, forestry, fishing, hunting, and mining	0.3	0.9

*Source: U.S. Census Bureau, 2000*

*Note: Census methodology changed from 1990-2000*

### ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- Continue to advance the projects and plans of the Community Development Authority.
- Promote the Village as a haven for recreational and nature-based tourism.
- Promote the retirement industry as an economic development strategy.
- Continue to enforce high-quality design for commercial development projects.

Figure 12.2 shows employment in the Village by occupational group. In 2000, management and professional occupations accounted for the nearly 40 percent of the Village's labor force, and sales and office occupations accounted for an additional 32 percent of the labor force.

**Figure 12.2: Employment by Occupational Group**

Occupation	% of Labor Force
Management, professional, and related occupations	37.6
Sales and office occupations	32.3
Production, transportation, materials moving occupations	12.3
Service occupations	10.0
Construction, extraction, and maintenance occupations	7.2
Farming, fishing, and forestry occupations	0.5

*Source: U.S. Census Bureau, 2000*

Figure 11.3 lists Fontana's 25 largest employers. Fontana's economic base is largely centered on tourism and recreation; however, professional services, dining, and small scale retail also contribute considerably to the Village's economic health.

**Figure 12.3: Largest Employers**

Rank	Employer	Rank	Employer
1	Raintree Enterprises Abbey, Inc.	14	Novaks of Fontana, LLC
2	Abbey Springs, Inc.	15	Fontana Corner Market
3	Big Foot Country Club	16	Lake Geneva Yacht Club, Inc.
4	Gordy's Boat House, Inc.	17	Country Club Estates Golf Course, Inc.
5	Gordy's Lake Front Marine, Inc.	18	Home Design MFG Corp
6	Village of Fontana—Walworth County	19	D/B/A Georgie B's
7	Elkhorn Sentry #801	20	Sheldon Landscape, Inc.
8	School District Fontana Joint #8	21	RWS Trucking
9	Chuck's Lakeshore Inn, Inc.	22	Summit Dental Management SC
10	Audio Visual Services Group, Inc.	23	Evica Estate Management, LLC
11	Lazy Could Lodge Bed and Breakfast	24	Fontana Outdoor Sports
12	Laser Electric Supply, Inc.	25	Taher, Inc.
13	Mikkelsen Properties, LLC		

*Source: Wisconsin Department of Workforce Development*

## B. ECONOMIC BASE ANALYSIS

Figure 11.4 presents income and labor characteristics for Fontana and surrounding communities. According to 2000 U.S. Census data, the Village's median household income was \$54,211, which is higher than reported for the county and all comparison communities except the Town of Walworth. The Village's per capita income was \$32,266, which is higher than surrounding communities and the county. The per capita income is defined as the total personal income divided by the total population and is used as a measure of the wealth of the population. Figure 12.4 also shows the percentage of individuals below the poverty level in Fontana and surrounding communities. The population below the poverty line is lowest in Fontana compared to neighboring communities and the county.

**Figure 12.4: Income Comparison**

	Median Household Income	Per Capita Income	% of Individuals Below the Poverty Level
Village of Fontana	\$54,211	\$32,266	3.8%
Village of Walworth	\$43,672	\$19,311	8.7%
Village of Williams Bay	\$50,450	\$26,231	7.2%
Town of Delavan	\$45,264	\$22,796	4.9%
Town of Linn	\$54,213	\$29,751	5.1%
Town of Walworth	\$56,250	\$24,817	8.0%
City of Lake Geneva	\$40,924	\$21,536	7.2%
Walworth County	\$46,274	\$21,229	8.4%

*Source: U.S. Census Bureau, 2000*

## C. EDUCATION TRENDS

Educational attainment is another characteristic of a community's labor force. Figure 12.5 compares educational attainment in the Village of Fontana with neighboring communities and the County. Fontana's population is generally well-educated—over 90 percent of Fontana residents have received a high school diploma and nearly 30 percent have obtained a Bachelor's degree.

**Figure 12.5: Educational Attainment**

	High School Graduate (or higher)	Some College (no degree)	Associates Degree	Bachelor's Degree	Graduate or Professional Degree
Village of Fontana	92.2	27.3	7.1	27.5	11.9
Village of Walworth	84.4	23.0	8.3	9.9	5.7
Village of Williams Bay	94.4	26.9	4.5	27.9	11.5
Town of Delavan	81.9	23.2	5.8	12.8	4.1
Town of Linn	91.9	25.2	6.2	24.2	10.9
Town of Walworth	86.0	26.9	5.2	12.2	7.3
City of Lake Geneva	83.1	20.5	6.3	17.7	7.3
Walworth County	84.2	22.1	6.8	15.0	6.8

*Source: U.S. Census Bureau, 2000*

## D. EMPLOYMENT FORECASTS

Walworth County employment projections were provided by Woods & Poole Economics, Inc., a regional economic and demographics analysis firm. These data predict the County's total employment to grow approximately 51 percent between the years 2000 and 2030. Over this time period, the most significant increase in jobs is projected to be in the service industry, which is expected to double. By 2030 the percentage of employees working in mining, in federal government, and on farms is projected to decrease.

**Figure 12.6: Walworth County Employment Projections**

	2000	2005	2010	2015	2020	2025	2030
Farm Employment	1,324	1,266	1,242	1,218	1,195	1,171	1,147
Agricultural Services	893	1,155	1,253	1,352	1,451	1,552	1,654
Mining	32	28	28	28	28	28	28
Construction	3,080	2,988	3,368	3,746	4,121	4,493	4,861
Manufacturing	10,163	9,307	9,645	10,002	10,382	10,790	11,229
Transportation, Communications, Public Utilities	2,010	1,707	1,810	1,916	2,025	2,139	2,258
Wholesale Trade	1,831	1,602	1,696	1,793	1,897	2,008	2,129
Retail Trade	9,347	10,416	10,812	11,223	11,654	12,108	12,590
Finance, Insurance, Real Estate	2,902	3,220	3,500	3,779	4,061	4,351	4,654
Services	13,537	15,638	17,950	20,281	22,639	25,032	27,470
Federal Civilian Government	244	196	194	193	192	191	191
Federal Military Government	314	325	327	329	331	333	335
State and Local Government	6,324	6,934	7,519	8,119	8,735	9,368	10,019
<b>Total Employment</b>	<b>52,001</b>	<b>54,782</b>	<b>59,344</b>	<b>63,979</b>	<b>68,711</b>	<b>73,564</b>	<b>78,565</b>

*Source: Woods & Poole, 2006*

## E. COMMUTING PATTERNS

According to 2000 Census data, Fontana residents spent an average of 33 minutes commuting to work. This commute time is longer than the averages of neighboring communities, indicating that residents of Fontana are more likely to leave the community for employment. Nearly 25 percent of Fontana residents traveled less than 10 minutes to work while 21 percent traveled over an hour to work, indicating that many workers leave the County for employment. Nearly 80 percent of Fontana residents commuted to work alone; approximately 10 percent carpooled; and 3.8 percent walked to work or used public transportation.

## F. ENVIRONMENTALLY CONTAMINATED SITES

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of environmentally contaminated sites, or brownfields, in the State. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

According to the Bureau for Remediation and Redevelopment Tracking System (BRRTS), as of March 2009, there was one contaminated site in the Village of Fontana in need of clean up. This site is classified as



environmental repair (ERP). ERP sites are often times older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The Village encourages remediation and redevelopment of this site for economic development where appropriate, and will require appropriate remediation as a condition of any development approval.

## **G. FONTANA COMMUNITY DEVELOPMENT AUTHORITY (CDA)**

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The Fontana Community Development Authority (CDA) is located at 175 Valley View Drive, alongside the Village's administrative offices. The CDA is the primary administrator of the Village's economic development programs. Economic development and redevelopment programs, projects, and initiatives administered by the CDA are described below.

### **Tax Incremental Financing and Financial Assistance Program**

The Village of Fontana utilizes tax incremental financing to fund public improvements and/or economic development projects that would not otherwise be feasible. Costs associated with tax incremental financing projects are funded from the issuance of debt, with the principal and interest paid back with tax increment from properties within the established district. Allowable uses for tax incremental financing funds under this policy include: land acquisition; planning, legal, engineering, and/or architectural services; demolition of buildings and clearing of property; construction costs of infrastructure improvement projects; rehabilitation of existing structure; and financing costs.

The Village of Fontana formed Tax Incremental District No. 1 (TID #1) in 2001 to promote economic development activity in the downtown. In September 2008, the Village adopted an amendment to the TID #1 Plan to expand the district boundary and to modify the categories, locations, and/or costs of the projects to be undertaken within the district through the remainder of its expenditure period. The current TID #1 boundary is shown on the Jurisdictional Boundaries Map (Map 1).

### **Façade Improvement Program**

The Village's Façade Improvement program was established to stimulate exterior building improvements of existing commercial buildings within the boundaries of TID #1. The program is funded via Concept Design and Façade Improvement Grants and operates to accomplish the following goals:

- Enhance the overall attractiveness of the redevelopment area located within the TID #1 boundary.
- Promote a high level of maintenance for a sustainable commercial area.
- Encourage commercial vitality and increase economic activity.
- Maintain and/or improve existing property values in the redevelopment area and in adjacent areas.

### **Revolving Loan/Grant Program**

Through the CDA, the Village administers a revolving loan/grant program to encourage private redevelopment within the TID #1. The CDA provides loans and/or matching grants to eligible property owners within the boundaries of TID #1. Examples of eligible projects include those that improve the value of the property, enhance the visual appearance of the property and the surrounding area, or correct safety deficiencies on the property or within the structure.

### **Conceptual Redevelopment Plan (2002)**

In November 2002, the CDA developed and adopted the Conceptual Redevelopment Plan. This Plan was developed as a joint effort between the CDA, WisDNR, WisDOT, Village staff, residents, and committees. This Plan was developed to advance the goals established in the Downtown Master Plan component of the Village's 2001 Comprehensive Plan. The Conceptual Redevelopment Plan was broken into four primary redevelopment projects and areas, including: (1) roadside drainage and landscaping features (north end of STH 67); (2) Highway 67 redevelopment; (3) roadside drainage and landscaping features (south end of STH 67); and (4) lakefront redevelopment. Most of the redevelopment efforts associated with STH 67 have been

implemented. Detailed plans related to the lakefront and redevelopment along STH 67 have been developed; the Village and the CDA continue to implement these projects.

### **Village of Fontana Planning Areas (2005)**

In cooperation with the Planning and Design Institute (PDI), the CDA developed a concept plan in 2005 for the redevelopment of areas within the Village's downtown including: Fontana Boulevard, Lake Street, Pioneer Park, Reid Park, and reconstruction of the Third Avenue boat parking lot. The concept plan also included provisions for the development of community buildings and a beach house along the lakefront. Since 2005, numerous projects outlined in this concept plan have either reached the detailed design phase or have been implemented. The status of these projects is described as follows:

- The Village approved a bid for the **Fontana Boulevard Lighting and Landscaping Project** in September 2009. This project includes installation of new, shorter street light poles along both sides of Fontana Boulevard from STH 67 to the South Lakeshore Drive Bridge at Shabbona Drive. Landscaping and crosswalk work will be included as a component of this project. Construction on this project is scheduled to commence fall 2009.
- The **Third Avenue Project** to reconstruct the boat parking lot was completed in 2009. This project also included fencing, burying of utility lines, and landscaping in Reid Park.
- The preliminary project plan for improvements to **Pioneer Park** was approved. However, as of September 2009, this project requires approval of specific terms through a public referendum. This project may include a possible future boat turnaround area.
- Improvements to **Reid Park** have been initiated including construction of a new pavilion/restroom facility, landscaping, and renovations to Little Foot Playground. Additional improvements may be pursued in the future.
- Construction of a new **Beach House** along the lakefront was completed in 2006. The facility has been open to the public for the past two and a half seasons.
- A preliminary proposal to reconstruct the southern portion of **Lake Street** has been developed. This project includes reconstruction of Lake Street from Fontana Boulevard to the beach house, reconstruction of the Reid Park parking lot, and construction of a new lakefront building.
- The CDA is in the preliminary planning stages of a cooperative effort with the **Big Foot Country Club** to address stormwater runoff and associated water pollution in the creeks, ponds, and natural areas encompassing the Country Club Golf Course and the adjacent STH 67 corridor.
- The CDA developed the **Duck Pond Stewardship Guide** to direct landscape restoration activities and restore the area's historic wetland habitat.

### **Current Activities and Accomplishments of the CDA**

In addition to the numerous accomplishments within the downtown, the CDA continues to implement the recommendations of redevelopment plans and projects throughout the Village. Other recent accomplishments and current activities of the CDA include the completion of the Joint Pedestrian Path and the Country Club Estates Pedestrian Path.

The Joint Pedestrian Path project was funded in part by a grant secured from WisDNR. This pathway connects to the Fontana pedestrian pathway that ended at the Fontana Fen to a pedestrian path at the edge of the Village of Walworth's White Tail Ridge subdivision. This pathway allows residents of both communities the opportunity to walk or bicycle between Fontana and Walworth without traveling on the heavily trafficked STH 67. The Country Club Estates Pedestrian Path is a permanent walking path within the Country Club Estates subdivision that extends from Shabbona Drive to Arrowhead Drive.

## **H. STRENGTHS AND WEAKNESSES IN ATTRACTING/RETAINING BUSINESS**

In order to adequately assess categories or particular types of new businesses and economic development that would be desirable in Fontana, it is important to first understand the Village's assets. With that knowledge, the Village can identify strengths and weaknesses and can build a strategy for economic development.

**Figure 12.7: Strengths and Weaknesses of Economic Development**

<b>Strengths</b>	<b>Weaknesses</b>
Location on the western shore of Geneva Lake	Declining school enrollment and aging population
Resort community/tourism industry	Seasonal nature of the Village economy
Educated workforce	High home prices
Successful implementation of tax increment financing	

## **I. ASSESSMENT OF DESIRED ECONOMIC FOCUS**

To enhance the year-round economic viability of Fontana, the Village has identified a desire to expand the professional service industry in the community while continuing to accommodate a strong tourist population. In particular, the Village is interested in attracting new office and professional services to the downtown that will serve the local economy, but also serve regionally, such as architectural firms, legal consulting, medical facilities, and other service amenities.

## **J. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES**

### **Goals:**

- a. Attract and retain businesses that capitalize on Fontana's location and resources, enhance the Village's character, diversify the tax base and job opportunities, promote the Village as a regional tourism destination, and serve resident needs.
- b. Strengthen and diversify the non-residential tax base and employment opportunities.

### **Objectives:**

- a. Enhance quality of life throughout the Village by promoting an economically sustainable community.
- b. Promote the downtown as a commercial and civic center as well as tourist destination for the Village.
- c. Strive to diversify the range of employment opportunities in the Village, with a particular focus on skilled professional and technical jobs.
- d. Restore the historic downtown at STH 67, Main Street, and Fontana Boulevard.

### **Policies:**

- a. Provide for and support infrastructure improvements that foster desired types of economic activity, specifically office and retail businesses.
- b. Support mixed use development projects that integrate non-residential and residential uses into high-quality, unified places, both in the downtown and along other major corridors in the Village. Mixed use areas provide nodes of concentrated activity and integrate people with jobs, services, and shopping in a pedestrian-friendly environment.
- c. Discourage unplanned, strip commercial and big box development. Instead, provide retail and commercial service opportunities in concentrated, planned areas serving the community and surrounding neighborhoods.

- d. Plan for smaller-scale neighborhood commercial developments convenient to and integrated with residential neighborhoods, without impairing neighborhood character.
- e. Continue the strategic use of tax increment financing to promote economic development, expansion and relocation of existing businesses, and redevelopment.
- f. Promote a vital and healthy downtown by encouraging mixed use redevelopment and reuse of vacant and underused buildings and sites and by implementing public improvement and streetscaping plans.
- g. Work with existing businesses to ensure their continued health and ability to grow in collaboration with the Geneva Lake West Chamber of Commerce.
- h. Collaborate with other communities in Walworth County on regional economic development initiatives.

## K. ECONOMIC DEVELOPMENT PROGRAMS AND RECOMMENDATIONS

### Continue to Implement Community Development Authority Projects and Plans

At the time this *Comprehensive Plan* was prepared, the Community Development Authority (CDA) had initiated the planning and design of several local projects, including restoration and improvement activities at the Duck Pond Recreation Area, redevelopment of the lakefront along Lake Street, and reconstruction of Third Avenue as well as improvements to Pioneer Park.

The CDA and the Village have prepared plans to improve the **Duck Pond Recreation Area**. Plans include restoration of the native prairie; a connection to the Village's bicycle path system; and installation of wayfinding signage, landscaping features, an interpretive boardwalk, and recreational enhancements, including tennis and basketball courts. At the time this *Plan* was written, native prairie restoration efforts were already underway.

The CDA and the Village have contracted with PDI Graef to develop the **Lakefront Redevelopment Plan**. The Lakefront Redevelopment Plan proposed numerous redevelopment activities along the lakefront, including construction of a new community building that would house recreational and retail commercial uses on the ground floor and community center uses on the second floor. The new building will occupy the space along Lake Street adjacent to and facing the lakefront. Options for that building include a community center, marine retail, marine museum, entertainment retail, café, library, and open space. Additional goals and objectives of the Lakefront Redevelopment Plan include the following projects:

- Establish an outdoor plaza and greenspace seating area for residents using the community building.
- Redevelop the lakefront to enhance the park amenities, emphasize views, and create a safe pedestrian environment.



Preliminary design concept for lakefront redevelopment  
Source: PDI Graef

- Preserve and improve the quality of the environmental amenities.
- Create a safe path system that links the lakefront to the school area.
- Reorganize parking to increase the open space at Reid Park and to provide access to Fontana Boulevard.
- Develop a “lakefront plaza” with decorative paving for pedestrians and a “lake overlook” area in which cars may park and view the lakefront.

In addition to the Duck Pond Recreation Area and Lakefront projects, the CDA is also planning for the reconstruction and enhancement of **Third Avenue and Pioneer Park**. Third Avenue is recommended to be reconfigured to allow two-way to minimize traffic interruptions and congestion near residential properties. This plan also proposes a boat turnaround through Pioneer Park and boat parking spaces for staging before and after launching activities.

### **Promote the Retirement Industry as an Economic Development Strategy**

An increasing number of Fontana’s residents are reaching the age of retirement. This fact poses certain challenges and opportunities. As the Village’s population ages, it becomes increasingly difficult to attract young families and maintain a healthy enrollment within the school district. Alternatively, the Village is faced with an opportunity to take advantage of its growing retiree demographic by growing the local “retirement industry.” The retirement industry is fueled by older Americans with assets and income that is not vulnerable to normal down cycles in the economy. These individuals are attracted to communities with quality health care, numerous cultural activities and amenities, recreational opportunities, and safe neighborhoods. Attracting retirees provides benefits for community and the local economy, including:

- Boosting the local economy and increasing the local tax base.
- Amplifying the overall number of volunteers and contributors to local charitable organizations.
- Creating a demand for local goods, services, and recreational activities through retiree spending.
- Spurring general population growth by an influx of retirees, as the amenities that attract retirees also attract non-elderly individuals seeking employment and cultural amenities.

Fontana’s natural beauty and existing “retirement” infrastructure places the Village in a position to not only retain its existing retirement population, but also to capture seasonal residents for permanent residential status.

### **Invite and Engage the Entrepreneurial Expertise of Boomers and Zoomers**

“Baby Boomer” is the name given to the record-breaking 76 million Americans born between 1946 and 1964. “Zoomer” is the term used for a subset of the Boomers who are characteristically active—active in their communities, active in their cultural and social endeavors, and active in their profession or fields of interest.

As discussed above, Fontana, like many communities across the United States, faces the impending retirement of this prominent segment of the population—a group that accounts for a large percentage of consumer spending as well as a disproportionate share of growth and consumption. This presents an economic challenge for the community and the region, such as a talent shortage for many businesses and the potential loss of institutional knowledge in the workplace. Coping with this significant financial, physical, and social change also presents an opportunity. In an economy where knowledge and experience are roots of success, a community’s ability to become a talent magnet, and to engage and facilitate the economic potential of its Boomers/Zoomers could greatly enhance its economic prosperity.

By planning for this demographic and social shift in the region, Fontana will be prepared to meet the needs and interests of this diverse generation. Public strategies could be employed to create additional housing in the community, enhance and develop cultural amenities, and advance retirement friendly employment and mentoring opportunities. Additionally, the Village will encourage and promote private sector efforts to rethink traditional workplace policies to ensure open and flexible arrangements.



### **Enforce High-Quality Design for Commercial Development Projects**

High-quality design for all new non-residential development and redevelopment projects in the Village should complement the character and enhance the image of Fontana. Adherence to good design standards will be important along highly visible corridors such as Fontana Blvd. and STH 67, and at major entryways to the community. When reviewing site plans, the Village will encourage and may require adherence to the following design standards:

- High quality landscaping treatments to all bufferyards, street frontages, paved areas, and building foundations.
- Heavily landscaped parking lots with perimeter landscaping and/or landscaped islands.
- Street trees along all public street frontages.
- Parking to the sides and rear of buildings, where appropriate, rather than having all parking in between buildings and the street.
- Intensive activity areas such as building entrances, service and loading areas, mechanical equipment, outdoor storage areas, and trash receptacle storage areas positioned away from less intensive land uses and near the backs of buildings (except for entrances).
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.
- Common driveways, 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 and to maximize efficient use of sites and parking.
- Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings and to adjacent commercial developments.
- Site layout features that allow pedestrians to walk parallel to moving cars, and allow cyclists comfortable access and parking.
- Signage that includes quality materials and that is compatible in appearance with buildings as well as modest in height, number, and square footage.
- High-quality building materials such as brick, wood, stone, and tinted masonry whenever practical.
- Canopies, awnings, trellises, bays, and particularly 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 (in other words, variations in wall-depth or direction).
- All building facades with architectural details of similar quality as the front building façade, if not identical material selections.
- Central features and focal points that add to the comfort of people on the site and community character such as patios, benches, fountains, trellises, or artfully designed stormwater facilities.
- Within multi-occupant development projects, buildings arranged and grouped so that their orientation complements each other and adjacent buildings; frames adjacent street intersections and parking lots; features pedestrian and/or vehicle access ways and spaces; and properly considers the arrangement of parking lots, gathering spaces, and other site amenities.



## CHAPTER THIRTEEN: 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 cooperation and efficiency, it is becoming increasingly important to coordinate decisions that may affect neighboring communities and overlapping jurisdictions, like school and utility districts.

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs for joint planning and decision making with other jurisdictions. It incorporates by reference all plans and agreements to which Fontana is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes.

### INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- Collaborate with the County, neighboring communities, and other interest groups to protect resources of regional importance, such as Geneva Lake and agricultural lands.
- Continue to utilize intergovernmental, boundary, and land use agreements with neighboring jurisdictions as appropriate.
- More fully exercise the Village’s extraterritorial review authority.

### A. EXISTING STATE AND REGIONAL PLANNING FRAMEWORK

The Village of Fontana lies within Walworth County, is bordered by the Towns of Linn and Walworth, and neighbors with the Village of Walworth, the Village of Williams Bay, and the City of Lake Geneva. Map 1 depicts the boundaries of Fontana’s neighboring and/or overlapping jurisdictions. Relationships with these local, regional, and State jurisdictions were analyzed during the Village’s planning process to identify mutual planning issues and potential conflicts.

This *Comprehensive Plan* was prepared concurrently with 13 communities in Walworth County as part of a State-funded, multi-jurisdictional planning process. These other communities included the towns of Darien, Sharon, Delavan, Spring Prairie, East Troy, Sugar Creek, Troy, Geneva, LaFayette, LaGrange, Richmond, Walworth, and Whitewater. The Cities of Delavan and Lake Geneva’s comprehensive plans were also prepared concurrently with this *Plan*. The same consulting firm worked with Delavan, Lake Geneva, and Fontana in preparing their plans.

#### **Town of Delavan**

The Town of Delavan is located to the north of the Village of Fontana. The Town of Delavan is a participant in the concurrent County-wide comprehensive planning effort including 13 towns. The outcome of this multi-jurisdictional planning effort will be a long-range comprehensive plan for the year 2035, which would be adopted by the 13 participating towns and Walworth County. This year 2035 plan is discussed in greater detail under the Walworth County heading below. The Town of Delavan’s land use plan designates the area of land located within the Village of Fontana’s extraterritorial jurisdiction as agricultural and primary environmental corridor. Development is not anticipated to occur in these areas over the course of the planning period.

#### **Town of Linn**

The Town of Linn, located east of Fontana, adopted its Year 2025 Comprehensive Plan in June 2004. The Town of Linn’s comprehensive plan and land use map describes a Joint Planning Area District that is intended to provide guidance to address future development adjacent to neighboring jurisdictions and promote intergovernmental cooperation with neighboring incorporated municipalities. Generally, the Joint

Planning Area District corresponds to future urban service areas as identified in the comprehensive plans of neighboring municipalities.

The Town of Linn's comprehensive plan also establishes a framework for boundary agreement negotiations in an effort to allow the Town to avoid annexation. The plan outlines the following goals and objectives related to land use and intergovernmental cooperation:

- Promote land use consistency and cooperation with neighboring communities, particularly in regard to growth and development that may have an impact on the water quality of the lake and the quality of life in the area.
- Protect the water quality of Geneva Lake, by: (1) requiring conservation subdivisions, (2) incorporating low impact development (LID) strategies, (3) preserving environmental corridors, (4) encouraging shoreline restoration, and (5) more actively enforcing erosion control ordinances.
- Promote consistency of land use along municipal borders by cooperating with the Villages of Fontana and Williams Bay and the City of Lake Geneva to jointly plan for the transition of land within the Joint Planning Area to urban uses in a manner where services can be provided without annexation.
- Investigate opportunities to provide sewer service (without annexation) to areas where it is needed and supported by local residents. Areas that could be provided with sewer service may include portions of the south shore through agreements with the Villages of Fontana and Walworth.
- Work with neighboring jurisdictions, including the Village of Fontana, to jointly plan for the transition from rural to urban land uses in a manner where services can be provided without annexation.

The Town of Linn considered the recommendations contained in the previous Village of Fontana Comprehensive Plan adopted in 2001.

### **Town of Walworth**

The Town of Walworth surrounds the majority of the Village of Fontana. The Town was a participant in the County-wide comprehensive planning effort discussed in greater detail under the Walworth County heading. Generally, the Town of Walworth's land use plan is consistent with the future plans of the Village of Fontana.

The Town's plan identifies urban reserve areas around the Village of Fontana; indicating that the areas may be developed at some time during the planning period. While specific future uses have not been identified for these areas, it is envisioned that these urban reserve areas would primarily accommodate residential uses, possibly with supporting neighborhood commercial. The Town is also interested in the potential for sewer and water supply service to these urban reserve areas. If and when these areas develop, the Town anticipates an extension of Village utility systems to serve these areas. This would potentially include arrangements by which the urban reserve areas would be served so as to remain in the Town. The Town intends to collaborate with the Village regarding the specifics of this option, which could be set forth in a boundary/utility service agreement.

The Town's land use plan shows an area of new commercial north of Willow Bend Road and west of the current Village of Fontana municipal boundary. This area is intended to accommodate boat-related activities, including boat storage, sales, and service. In areas where the Town land use plan indicates future single-family development, the Town recommends conservation developments as an alternative to conventional development. An area of low density single-family development (less than 5 acres per dwelling) is shown on the Town's land use plan west of the Village and south of Willow Bend Road.

### **Village of Walworth**

Located adjacent to Fontana, and sharing portions of its municipal boundary, is the Village of Walworth. Walworth's comprehensive plan, which was adopted in March 2001, plans for growth and development within its municipal boundary and within its urban service area. The urban service area was delineated based on a "Future Annexation Boundary" line that was proposed by the Villages of Fontana and Walworth in February 2000.

Walworth's comprehensive plan advances the mutual desire to establish a community separation area of open space and very low density development between Walworth and Fontana. The planned land use map seeks to accomplish this objective by proposing rural residential land uses in the areas adjacent to Fontana which lie within Walworth's 2001 urban service area boundary. The planned land use map designates a substantial amount of land within the southern and southeastern portions of the urban service area as single-family residential. The comprehensive plan advances the use of conservation neighborhood design in the planning and development of new neighborhoods within its urban service area.

The following have been used by the Village of Walworth as guiding principals for conservation neighborhood design:

- Provide housing, parks, and schools within walking distance to shops, services, and jobs.
- Blend the convenience of the automobile with the creation of safe, comfortable places to walk and bike.
- Integrate a variety of housing types to accommodate a variety of lifestyles and age groups.
- Preserve and enhance the environmental systems that define, sustain, and connect neighborhoods.
- Develop a bike and pedestrian trail and route system through the community, in cooperation with Fontana.

Walworth's comprehensive plan also encourages collaboration among the Village of Walworth, the Town of Walworth, the Village of Fontana, Walworth County, and neighboring jurisdictions with regard to planning initiatives and policies.

### **Village of Williams Bay**

The Village of Williams Bay is located northeast of Fontana off STH 50. The Village employed Teska Associates, Inc. to prepare an update to their 1999 comprehensive plan to comply with State planning laws. As depicted on the 1999 Village Williams Bay Land Use Plan, the majority of land at the west end of Williams Bay is planned to remain in agricultural use.

Williams Bay adopted an Extraterritorial Zoning Ordinance in that provides the Village regulatory and subdivision review authority within its extraterritorial jurisdiction, which includes portions of the Town of Linn. Williams Bay also shares an extraterritorial boundary with the Village of Fontana, which is depicted on Map 1: Jurisdictional Boundaries. This boundary was established by calculating the mid-point between both communities' 1.5 mile extraterritorial area. If necessary, Fontana and Williams Bay may wish to develop in the future a mutually-beneficial cooperative boundary agreement to formalize an agreed upon future planning area for each community.

### **Walworth County**

Walworth County initiated a multi-jurisdictional comprehensive planning effort to comply with the State comprehensive planning requirements by January 1, 2010. Southeastern Wisconsin Regional Planning Commission (SEWRPC) has provided planning assistance in this initiative. Participating communities include the Towns of Darien, Delavan, East Troy, Geneva, LaFayette, LaGrange, Richmond, Sharon, Spring Prairie, Sugar Creek, Troy, Walworth, and Whitewater. The outcome of this planning effort will be a long-range comprehensive plan for the year 2035. Pending completion of this plan, the 13 participating towns will adopt this plan as their local comprehensive plan. The County's land use policies regarding cities and villages include the following:

- Cities and villages are encouraged to develop and implement their comprehensive plans in a manner that promotes the development of compact urban areas that allows for the efficient provision of public utilities and services.
- Cities and villages are encouraged to promote infill development, along with the revitalization and renewal of their older urban areas, as part of their overall approach to meeting future development needs.
- Cities and villages are encouraged to include towns in planning future development in areas that border on, or potentially extend into, town areas. Coordination of planning can probably best be achieved

through boundary agreement efforts. Cities and villages are also encouraged to consult with towns when making decisions on annexations and the exercise of extraterritorial powers.

The County's comprehensive plan also recognizes conservation developments as an alternative to conventional development and a means to limiting development in natural resource areas. The County recommends a flexible approach to the choice of design options within conservation developments, with decisions on the use of such designs made on a case-by-case basis, taking into account the topography, existing natural resource features, and other characteristics of a potential site.

### **Southeastern Wisconsin Regional Planning Commission**

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) was established in 1960 to serve as the regional planning agency for the highly urbanized area of Southeastern Wisconsin. The commission consists of 21 members (three from each county) who provide information and planning services to the counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. SEWRPC addresses planning issues that transcend political and natural boundaries such as transportation, water supply, parks and open space, air and water quality, flooding, natural resource base deterioration, and changing land uses.

SEWRPC recently updated the Regional Land Use Plan and the Regional Transportation System Plan. The new Land Use and Transportation System Plans replace the existing plans, and will serve as guides to land use development and redevelopment and transportation system planning at the regional level through the year 2035. The Transportation System Plan is a multimodal plan of recommended transportation actions designed to address existing and anticipated future transportation problems and needs.

### **Wisconsin Department of Natural Resources**

The Wisconsin Department of Natural Resources provides service to Walworth County residents out of four Southeast Wisconsin offices in Milwaukee, Plymouth, Waukesha, and Sturtevant.

WisDNR's *State of the Southeast Fox River Basin* report provides an overview of the basin's land and water resources and recommendations to protect and improve those resources. The recommendations summary chapter identifies high priorities and actions to monitor, manage, and restore the basin's resources. Among the priority actions listed in the chapter include:

- Identify areas within the Southeast Fox River Basin with contaminated sediments and devise clean up strategies.
- Establish buffers along all intermittent and perennial streams, wetlands, ponds, and lakes through easements, land acquisition, and voluntary landowner cooperation.
- Continue to work closely with Lake Associations and local governments to improve and protect lake habitat.
- Strictly enforce current water regulation and zoning laws and ordinances to prevent further loss of stream and lake habitat.
- Encourage landowners to establish 100 foot or wider buffer zones along all waterways to allow them to retain their natural character.
- Support lakeside landowners in using engineered shoreline protection as a last resort only after all natural alternatives have proved to be inadequate.
- Where appropriate, encourage local municipalities to establish no wake lakes and slow-no-wake zones in all shallow water and near-shore (within 200 feet of shore) areas of lakes.
- Urge governments, non-profit conservation organizations or landowners to protect the remaining high quality natural areas in the basin.



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**B. INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, AND POLICIES**

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**Goal:**

- a. Establish mutually beneficial intergovernmental relations with surrounding and overlapping jurisdictions.

**Objectives:**

- a. Work with surrounding communities and the County to encourage an orderly, efficient land use pattern and to advance areas of mutual benefit and interest.
- b. Collaborate with the Fontana School District on joint recreational space and educational initiatives.

**Policies:**

- a. Provide a copy of this *Plan* to all surrounding local governments and districts, and continue to involve and update them on future changes to the *Plan*.
- b. Actively monitor, participate in, and review and comment on pending and future comprehensive plans from nearby communities.
- c. Continue to cooperate with other units of government on issues related to land use, natural resources, recreation, transportation facilities, economic development, and other systems that are under shared authority or that cross governmental boundaries.
- d. Consider regionalization of public services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services, cost savings, or both.
- e. Partner with the Fontana School District to improve educational achievement, promote local schools, and pursue the provision of joint recreational facilities (see also Utilities and Community Facilities chapter).

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**C. INTERGOVERNMENTAL COOPERATION PROGRAMS AND RECOMMENDATIONS**

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Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this *Plan*. This section builds off some of the key policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in particular 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:

- **Cooperative Boundary Agreements:** Cooperative boundary agreements can be established between communities to avoid conflicts and litigation over annexation, incorporation, consolidation, land use, revenue, service provision, and other intergovernmental issues. In 2004, the Villages of Fontana and Walworth established a boundary agreement, the boundaries of which are shown on Map 1.
- **Intergovernmental Agreements:** Agreements between villages 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 sewer) 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 peoples' minds and allows adaptability as conditions change.

#### **Update the Village's Extraterritorial Zoning Ordinance**

Pursuant to section 62.23(7)(a), Wisconsin Statutes, the Village of Fontana adopted an Extraterritorial Zoning Ordinance. This Plan recommends that the Village continue to exercise extraterritorial zoning power within the Village extraterritorial zoning jurisdiction (ETZ). However, recent Wisconsin court cases have established that a zoning ordinance that precludes any use by right can legally be found to be unconstitutional. As it is currently written, three districts in the Village's Extraterritorial Zoning Ordinance preclude any uses by right. These include the following:

- A-4, ETZ Agricultural Related Manufacturing, Warehousing, and Marketing District
- B-3, ETZ Waterfront Business District
- B-4, ETZ Highway Business District

Therefore, this *Plan* recommends that the Village revise its Extraterritorial Zoning Ordinance to ensure a reasonable list of uses permitted by right are available in each of the ETZ zoning districts. This provision will protect both land owner interests and uphold the constitutionality of the Village's Extraterritorial Zoning Ordinance.

#### **Fully Exercise Extraterritorial Land Division Review Authority**

Under Wisconsin Statutes, villages 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 village's future growth. These areas are often called the "extraterritorial jurisdiction" or "ETJ." Under State statutes, Fontana's ETJ extends 1.5 miles from the Village limits except in areas where it abuts the ETJ of another municipality. For lands within its ETJ, the Village has the authority to prepare land use plans. To help enforce these plans, the Village also has the ability to review, approve, or deny land division proposals for such areas. The majority of lands outside the Village's municipal limits that are not in environmental corridors have been indicated on the Village's Future Land Use Map as appropriate for long-term agricultural use. The Village intends to continue to review land divisions (CSMs) and subdivisions (plats) within its extraterritorial jurisdiction to assure that long-range Village plans are not compromised, particularly in areas where this *Comprehensive Plan* identifies future land use as Agricultural and Vacant.

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## CHAPTER FOURTEEN: IMPLEMENTATION

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This final chapter is intended to provide a roadmap to guide implementation actions of this *Comprehensive Plan*. It includes a compilation of programs, recommendations, and specific actions to be completed in a stated sequence, as required under Wisconsin Statutes.

### A. IMPLEMENTATION GOALS, OBJECTIVES, AND POLICIES

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#### **Goal:**

- a. Realize the vision of this *Comprehensive Plan* through well-coordinated and ongoing implementation.

#### **Objectives:**

- a. Ensure consistency between this *Comprehensive Plan* and Village of Fontana policies and ordinances.
- b. Prioritize implementation steps to ensure the timely completion of the highest implementation priorities.
- c. Ensure a clear relationship between this *Comprehensive Plan* and other plans adopted and utilized by the Village.
- d. Utilize outreach and educational strategies to make the *Comprehensive Plan* relevant to and understood by Village staff and the public who are affected by the *Plan*.
- e. Actively use and monitor the *Comprehensive Plan*, and update and amend the *Plan* as appropriate and necessary.

#### **Policies:**

- a. Develop and implement a strategy to raise awareness of this *Plan* and the policies and directions contained therein, including:
  - Educating developers and the public on the relevance of the *Plan*.
  - Making the *Plan* available in a user friendly and attractive format—both electronic and paper versions—at various locations including online, at the library, and other key public buildings.
  - Encouraging Village staff to become aware of the *Plan* and utilize it in their decision-making.
- b. Develop a process to use, monitor, and amend this *Plan* when needed:
  - Using the *Plan* to guide decisions and activities pertaining to annexations, zoning, land division, official mapping, public investment, and intergovernmental relations.
  - Establishing an annual or bi-annual *Plan* amendment cycle to ensure a manageable, cost-effective process for considering *Plan* changes.
  - Updating the *Plan* every ten years, which is recommended to coincide with statutory requirements and Census data availability.
  - Developing a two- to three-year action plan or work program of steps needed to implement the recommendations of this *Comprehensive Plan*.

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## B. IMPLEMENTATION PROGRAMS AND RECOMMENDATIONS

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### **Plan Adoption**

The first and most important step to implement the *Village of Fontana-on-Geneva Lake Comprehensive Plan* is to ensure that it is adopted in a manner that supports its use for more detailed decision making. The Village has included all necessary elements for this *Plan* to be adopted under the State's comprehensive planning legislation. The Village has followed procedures for adopting this *Plan* under Section 66.1001(4), Wisconsin Statutes.

### **Plan Monitoring and Advancement**

This *Plan* is intended to be used by government officials, developers, residents, and others interested in the future of the Village to guide growth, development, redevelopment, and preservation. The Village intends to continually evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*, described more fully in the Plan Amendments section that follows.

In fact, on January 1, 2010, zoning, subdivision, and official map ordinances and decisions will be required to be consistent with the *Comprehensive Plan*. In addition to being required by law, review for consistency of the land division and zoning ordinances and map with this *Comprehensive Plan* will help the community achieve its desired character and land use pattern in ways the current ordinances cannot.

This *Plan* will only have value if it is used, understood, and supported by the community. It is critical that the Village make a concerted effort to increase community awareness and education of this *Plan*. To this end, efforts may include:

- Prominently displaying the Vision Statement and Overall Goals and other *Plan* materials in Village offices and gathering places.
- Ensuring that attractive and up to date materials are easily accessible on the Village's website.
- Speaking to community organizations and school groups about the *Plan*.
- Regularly presenting implementation progress reports to the Village Board, Plan Commission, and other municipal bodies.
- Incorporating *Plan* implementation steps in the annual budget process.
- Encouraging all Village staff to become familiar with and use the *Plan* in their decision making.
- Annually reviewing and assembling the *Plan* by reviewing performance against the implementation steps and timeframe described in Figure 13.1 of the *Plan* (Comprehensive Plan Implementation Timeline).

### **Plan Administration**

This *Plan* will largely be implemented through an ongoing series of individual decisions about annexations, zoning, land divisions, official mapping, public investments, and intergovernmental relations. The Village of Fontana will use this *Plan* to inform such decisions under the following guidelines:

#### **Annexations**

Proposed annexations should be guided by the recommendations of this *Plan*. This Village's goals, objectives, policies, and recommendations as outlined in this *Plan* will be considered when evaluating requests for annexations. In addition, the maps included in this *Plan*, particularly the Future Land Use and Transportation and Community Facilities Maps, will be among the factors considered when evaluating a request for annexation. For example, annexation proposals on lands that are mapped for urban development should be given priority over lands designated to remain in agricultural use or preservation. When considering annexation proposals, the Plan Commission and Village Board will also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, as well as other pertinent statutory and non-statutory factors.

**Zoning**

Proposed Zoning Map amendments (rezonings) should be consistent with the recommendations of this *Plan*. Specifically, the Future Land Use Map should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary from the Future Land Use Map as judged appropriate by the Plan Commission and Village Board. Departures from the exact land use boundaries depicted on the Future Land Use Map may be particularly appropriate for planned unit development projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts, and/or properties located at the edges of areas mapped for future urban land uses. Therefore, this *Plan* allows for flexibility in the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development, and land division process.

**Land Division**

Proposed land divisions should be generally consistent with the recommendations of this *Plan*. The Future Land Use Map and the Transportation and Community Facilities Map (and the policies behind these maps) should be used to guide the general pattern of development and the general location and design of public streets, parks, and utilities. In the consideration of land divisions, the Plan Commission and Village Board should also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for certified survey maps, preliminary plats, and final plats within the Village limits and the extraterritorial jurisdiction. This *Plan* allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and Village Board.

**Public Investments**

Proposed public investment decisions will be guided by the recommendations of this *Plan*. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and Village Board. This *Plan* allows for the timing and refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and Village Board.

**Intergovernmental Relations**

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this *Plan*, as deemed appropriate by the Plan Commission and Village Board. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and Village Board will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations of this *Plan* shall be resolved by the Village Board through the intergovernmental process.

**Plan Amendments**

This *Plan* can be amended and changed. Amendments to this *Comprehensive Plan* may be appropriate in the years following initial *Plan* adoption and in instances where the *Plan* becomes irrelevant or contradictory to emerging policy or trends. “Amendments” are generally defined as minor changes to the *Plan* maps or text (as opposed to an update which is described later).

As a growing community, the Village will likely receive and wish to entertain requests for *Plan* amendments over the planning period. The *Plan* should be evaluated for potential amendments regularly. However, frequent amendments to accommodate specific development proposals should be avoided, or else the plan will become meaningless. To provide a predictable and cost-effective process, the Village should hold *Plan* amendment consideration cycles every one to two years.

The State comprehensive planning law requires that the Village use the same basic process to amend a comprehensive plan as is used to initially adopt the plan. This means that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed:



- a) Either the Village Board or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b) The Village Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of statutes and model resolution included in this *Comprehensive Plan*).
- c) The Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d) The Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Village Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes).
- e) The Village Clerk sends a copy of the recommended *Plan* amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Non-metallic mine operators, any person who has registered a marketable non-metallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.
- f) The Village Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Village Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g) The Village Board holds the formal public hearing on an ordinance that would incorporate the proposed *Plan* amendment into the *Comprehensive Plan*.
- h) Following the public hearing, the Village Board approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Village Board may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.
- i) The Village Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire *Comprehensive Plan*) to all adjacent and surrounding government jurisdictions, non-metallic mine operators, any person who has registered a marketable non-metallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

### **Plan Update**

The State comprehensive planning law requires that the *Comprehensive Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the *Plan* document and maps. Based on this deadline, the Village should update this *Comprehensive Plan* before the year 2019. The Village should continue to monitor any changes to the language or interpretations of the State law over the next several years.

### **Consistency Among Plan Elements**

The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with other elements of the comprehensive plan.” Because various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between different elements or chapters of this *Plan*.

### **Implementation Programs and Recommendations**

Figure 14.1 provides a detailed list and timeline of the major actions that the Village should complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. The figure has four columns, described as follows:

- **Recommendations by Chapter:** Lists chapter where the implementation recommendation can be found. This list does not generally include ongoing activities advised elsewhere in this *Plan*, but rather focuses on specific actions that may need to be separately budgeted or placed in a work program. The recommendations are for Village actions, recognizing that many of these actions may not occur without cooperation from others.
- **Implementation Timeframe:** 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. Suggested implementation timeframes span the next ten years, because the *Plan* will have to be updated in 2019.
- **Partners/Agencies:** Lists local organizations (e.g. Village staff, private sector, etc.) that would take a leadership role in implementing that specific recommendation.
- **Completion Checklist:** The final column simply includes check boxes for Village staff and officials to use when a particular implementation step has been completed. During the annual *Plan* evaluation process, this table should be reviewed for items that should be pursued in the upcoming year.

**Figure 14.1: Implementation Actions and Timeline**

<b>Implementation Actions</b>	<b>Implementation Timeframe</b>	<b>Partners/ Agencies</b>	<b>Completion Checklist</b>
Update the Village’s Park and Open Space Plan.	2009-2010	Village, Parks Commission	<input type="checkbox"/>
Implement the “Green Gateway” initiatives.	2013-2016	Village, CDA, Public Works	<input type="checkbox"/>
Develop a local sustainability committee to define sustainability for Fontana.	2010	Village, Residents, Private Sector	<input type="checkbox"/>
Advance the projects and plans of the Community Development Authority.	Ongoing	Village, CDA	<input type="checkbox"/>
Coordinate a comprehensive planning strategy with neighboring jurisdictions, the County, and State agencies to advance lake protection and farmland preservation initiatives.	2009-2011	Village, County, Towns	<input type="checkbox"/>
Conduct annual Plan Commission and Village Board training on planning and zoning issues.	Annually	Plan Commission Village Board	<input type="checkbox"/>
Update this Comprehensive Plan every ten years.	2019, 2029	Village	<input type="checkbox"/>

ORDINANCE NO. 11-09-09-01  
AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN  
OF THE VILLAGE OF FONTANA-ON-GENEVA LAKE IN WALWORTH COUNTY, WISCONSIN.

The Village Board of the Village of Fontana, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) of Wisconsin Statutes, the Village of Fontana is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes.

SECTION 2. The Village Board of the Village of Fontana has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

SECTION 3. The Plan Commission of the Village of Fontana, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of the document entitled "VILLAGE OF FONTANA-ON-GENEVA LAKE COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Village of Fontana has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

SECTION 5: The Village Board of the Village of Fontana, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "VILLAGE OF FONTANA-ON-GENEVA LAKE COMPREHENSIVE PLAN," pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

SECTION 6: This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication/posting as required by law.

**Passed and Adopted** by the Village Board of the Village of Fontana on Geneva Lake, Walworth County, WI this 9<sup>th</sup> day of November, 2009.

Village of Fontana on Geneva Lake

By: 

Arvid Petersen, President

Attest: 

Dennis L. Martin, Clerk

Published/Posted on: November 19, 2009.

PLAN COMMISSION RESOLUTION 11-09-09-01  
RECOMMENDING THE COMPREHENSIVE PLAN FOR THE VILLAGE OF FONTANA-  
ON-GENEVA LAKE IN WALWORTH COUNTY, WISCONSIN

WHEREAS, section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and section 66.1001(2) identifies the required elements of a comprehensive plan; and


WHEREAS, the Village of Fontana Plan Commission has the authority to recommend that the Village Board adopt a "comprehensive plan" under section 66.1001(4)(b); and

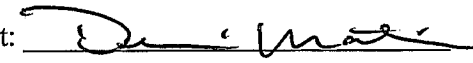
WHEREAS, the Village has prepared the *Village of Fontana-on-Geneva Lake Comprehensive Plan*, containing all required maps and other descriptive materials, to be the comprehensive plan for the Village under section 66.1001, Wisconsin Statutes.

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the Village of Fontana hereby recommends that the Village Board adopt an ordinance to constitute official Village approval of the attached *Village of Fontana-on-Geneva Lake Comprehensive Plan* as the Village's comprehensive plan under section 66.1001(4), Wisconsin Statutes.

Dated and Approved this 9<sup>th</sup> day of November, 2009.

Village of Fontana on Geneva Lake  
Plan Commission

By:   
Arvid Petersen, Chairman Pro Tem

Attest:   
Dennis Martin, Clerk