

Land Use Plan Update Village of Twin Lakes Comprehensive Plan

(Draft Text for Review November 17, 2009)

(Note: This text is a continuation of Page J-14 of Comprehensive Plan 2005 – 2024, to replace pages J-15 through J-18)

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

1. Minimize the amount of land taken out of agricultural production;
2. Avoid environmentally sensitive land such as woodlots, wetlands, important wildlife resources and floodplains;
3. Locate new development in areas with public facilities or in areas that represent a logical extension of those facilities;
4. Create a logical development pattern to avoid sprawl and leap-frog development;
5. Avoid or minimize land use conflicts;
6. Explore the use of tax increment financing districts where appropriate;
7. Promote the economic vitality of the existing downtown.

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

Future Land Use Plan – 2009 Update

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

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

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

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

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

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

Future Land Use Plan Map (Map J-3)

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

The place types are categorized into the following broad groups:

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

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

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

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

Future Land Use Plan Table (Table J-10)

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

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

Place Type and Names

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

Preferred General Character of Neighborhood or District

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

Preferred Future Land Uses and Activities

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

The generalized types of uses and activities include:

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

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

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

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

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

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

A designation of **Desirable** or **Allowable** for the overall place does not automatically imply that the use or activity will be approved or is suitable for every parcel within that place. Conversely, an **Undesirable** rating does not automatically exclude the use or activity from that general place. Rather the designation of a use as **Desirable**, **Allowable**, or **Undesirable** within a particular place is intended as a guide to inform the discussion about the suitability of a proposed use and its appropriateness in supporting the overall future vision for the area and its compatibility with existing and planned uses in and around the neighborhood or district. The appropriateness of any specific future land use on any particular parcel will be determined on a case-by-case basis and is subject to further detailed review, evaluation and approval by the Village of Twin Lakes.

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

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

Preferred General Character Residential Net Density

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

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

Preferred Community Design Type

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

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

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

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

Traditional Neighborhood Design (TND)

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

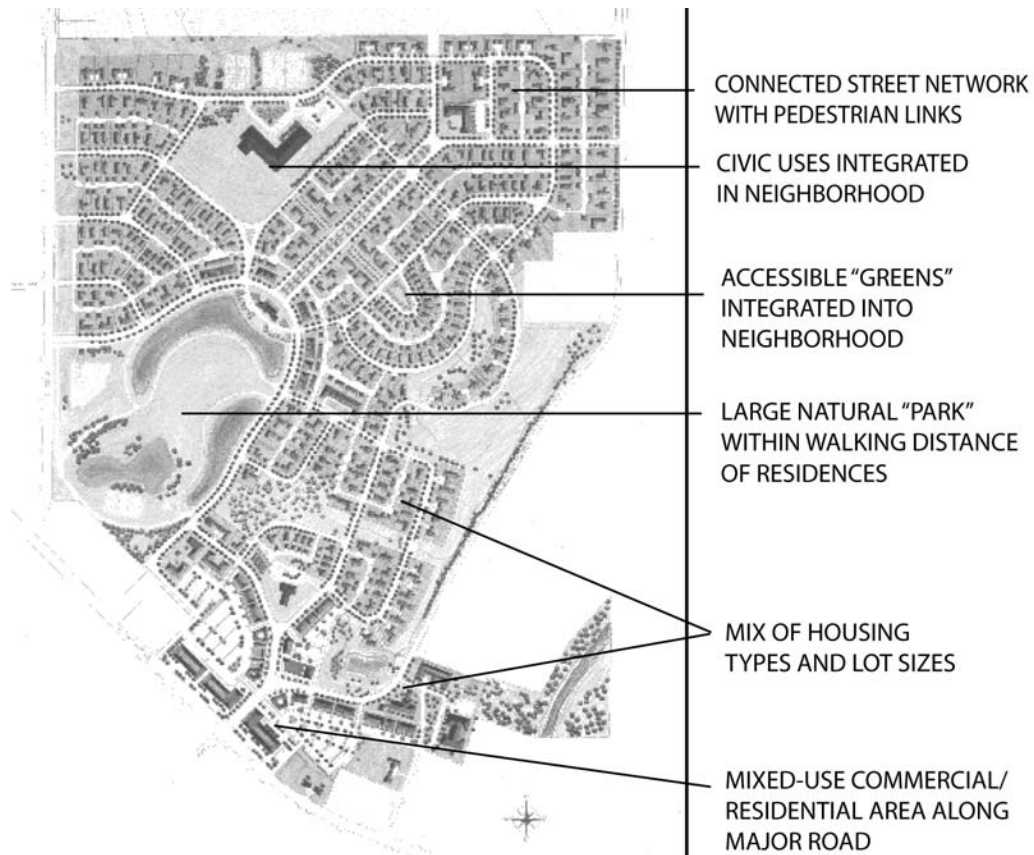


Illustration of a Typical Traditional Neighborhood Design

Conservation Subdivision Design (CSD)

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

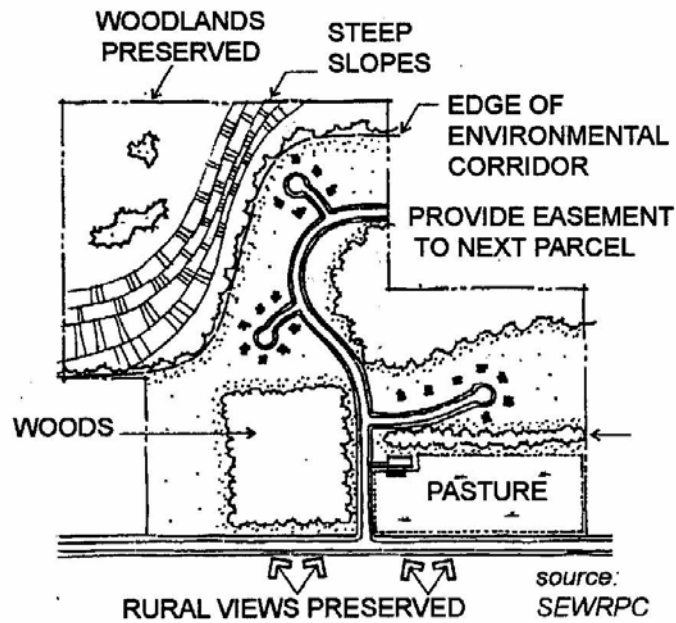


Illustration of a Typical Conservation Subdivision Design

Suburban Subdivision Design (SSD)

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

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

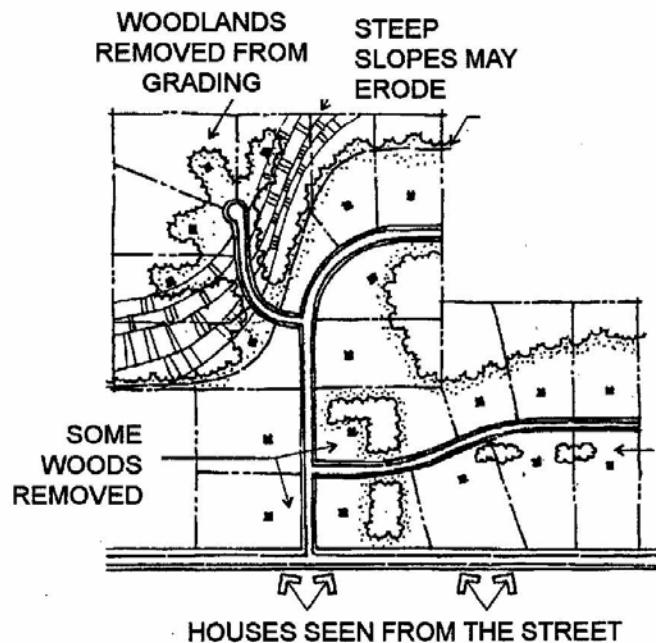


Illustration of a Typical Suburban Subdivision Design

Comments on Specific Map Parcels or Areas

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

Suggested Development Concepts for Specific Parcels – 2009 Update

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

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

List of Comments

1. (RN-Southwest)

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

Size (acres): 40.0

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

2. (LC-Elizabeth West)

This environmental shore land parcel might be a low-impact conservation residential cluster with the very sensitive shore land areas preserved as some type of common open space, such as a common wetland. In such cases, no direct lake access should be allowed through the wetlands, but instead access may be considered through a shared community lakefront / pier in a less environmentally sensitive portion of the site. A 0.8 density is consistent with this environmentally sensitive parcel. However, this density could be higher if, in fact, it can be demonstrated that the development will occupy a comparable footprint and provide sufficient safeguards for environmental protection.

Size (acres): 40.0

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

3. (RN-Richmond Road)

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

Size (acres): 93.7

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

4. (RN-Richmond Road)

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

Size (acres): 17.0

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

5. (RN-Richmond Road)

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

Size (acres): 50.0

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

6. (RN-Northeast)

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

Size (acres): 15.0

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

7. (RN-Northeast)

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

Size (acres): 28.0

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

8. (RN-East)

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

Size (acres): 190.0

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

9. (RN-East)

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

Size (acres): 39.0

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

10. (RN-East)

See parcel 10 above.

Size (acres): 58.0

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

11. (RN-East)

See parcel 10 above.

Size (acres): 42.0

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

12. (RN-East)

See parcel 10 above.

Size (acres): 59.0

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

13. (RN-GC)

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

Size (acres): 64.0

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

14. (RN-Southwest)

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

Size (acres): 70.0

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

15. (LC-Elizabeth West)

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

Size (acres): 13.0

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

16. (RR-West)

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

Size (acres): 22.6

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