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A Development Plan

---for---

Williams Bay

Wisconsin

Prepared by

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AUSPICES VILLAGE PLANNING COMMITTEE

Box 190

Williams Bay, WI 53191

A LETTER OF TRANSMITTAL

July 31, 1922.

To the Village Board of Trustees,
Williams Bay, Wis.

Gentlemen:

I take pleasure in submitting herewith my preliminary report on "A Development Plan for Williams Bay."

I suggest that this report be printed and circulated widely in the Community; that meetings be held, where the program of development may be explained and discussed; that this program be outlined to the school children during the coming year; that it be talked over informally at every opportunity, both among summer people and year-around residents; and that next year the whole subject be reviewed and an "Official Plan and Program," the outcome of all the discussion, be adopted for the future development of the Community.

With such an Official Plan before the village authorities and a program of improvement laid out each year commensurate with the funds at hand, Williams Bay will in twenty years attain such orderliness, convenience of arrangement, and beauty, that it will be equalled by very few towns in America. And this will be accomplished for less money than would be spent in making and re-making the town without a development plan. In fact an essential part of the program is to keep the tax rate and special assessments down to the average for villages like Williams Bay, but to use the available funds for making permanent and worth while public improvements in accordance with the Plan.

I would recommend that the Village Board take early action for:

- 1.—Completing the topographic survey and map of the village.
- 2.—Replanning the secondary street system. (If the street grades have not been completed they might better be left for this street planning.)
- 3.—Making a detail plan of the Bay Front development, for use in promoting the project, and in negotiating with the railroad.

I am indebted to your Board, to the Village Planning Committee, to several citizens, and especially to Mr. S. B. Barrett, for invaluable assistance in preparing this report.

Respectfully submitted,

JACOB L. CRANE, Jr.

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THE VILLAGE OF WILLIAMS BAY, WISCONSIN

THE VILLAGE BOARD—1923

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SUMMARY OF REPORT

Williams Bay is, and will be, primarily a resort town, and secondarily an agricultural center. It has unique natural and human resources for its development as a resort both for summer and for winter. In the exploitation of these resources, the secondary usefulness of the village as the center of a farming community must not be overlooked. With these main considerations in mind, the following projects are suggested to make the most of the future of Williams Bay, in keeping with the financial power of the community.

I.—THE STREET SYSTEM

1.—A new diagonal road is proposed from the west end of Cherry street northwesterly to the Delavan road, and Cherry street is to be extended through to Elkhorn road.

2.—Cherry street is to be continued eastward to connect with a new diagonal road extending northeasterly to the Geneva road; moving the railroad and station back to give room for this new road and for a park along the bay front in place of the present road along the water's edge.

3.—Connections are to be built from Walworth avenue to the southerly end of Collie and Stam streets and to Constance boulevard, and the latter completed.

4.—A new business center is to be created at Cherry street ("Bay Front road") and Elkhorn road ("Memorial avenue"), with future stores along these streets as shown on the map.

5.—A few new secondary streets are suggested. It is proposed that the present secondary street system be re-planned.

6.—The streets are to be developed little by little, using simple inexpensive cross sections and informal planting. Remove wooden poles and install simple ornamental street lighting when possible.

II.—PARKS, PLAYGROUNDS, PLANTING

1.—A complete Bay Front Park is proposed along the water's edge, with a promenade, trees, benches, boating facilities, lagoons, and provisions for winter sports. This water front park would connect a little park at the west end and another at the east end. These parks, with a new railway station and a community building, will be the main features of the village plan.

2.—A "public square" is proposed in the two narrow blocks between Walworth Avenue and Elkhorn Road, to be used for auto parking, as a public meeting place, and for access to the business places along the west side of Walworth Avenue.

3.—On the hill south of Geneva Street (Cresthill Park), may be located combined water tower and lookout, and a toboggan slide.

4.—For the sake of open space and also for a ski and toboggan slide Hillwood Park on one or more of the hills west of north Elkhorn Road is suggested as a project for some private interest, such as a hotel or the railroad, or possibly for the village.

5.—"Triangle Park" between Geneva Street and Congress Street with a "brook-side lane" leading down to Walworth Avenue.

6.—A Tourist Camp might be located in the wood north of Geneva Road east of the bay.

7.—Utilize the paths through the woods and make more of them, providing stiles or gates for the fences, to make the fine woods available for walking.

8.—Utilize the block back of the new school for a summer and winter children's playground.

9. If permitted, use the Y. M. C. A. Athletic Field for several years to come.

10.—Plant streets and yards with suitable shrubs and trees. See the Observatory grounds for best examples. Avoid formal and stiff planting, and avoid poplars, silver maples and box elders. Use elms, oaks, hard maples and some evergreens. Plant Elkhorn Road with memorial elms and re-name the street "Memorial Avenue."

III.—UTILITIES

1.—Waterworks. Construct a water system in accordance with Mr. Shields' plan as soon as feasible. See on the map the new suggested location for pumping station.

2.—Sewers. Postpone construction for a few years. Must be built eventually. See suggested location for sewage disposal works.

3.—Light and Power. Continue to use Electric Company's service.

IV.—OTHER PROJECTS

1.—Community Building. Place opposite south end of "Memorial Avenue" in West Bay-Front Park. Design in keeping with village situation. Provide for community needs and for arts and crafts center.

2.—Comfort Station. Locate for present in house opposite the Lackey Block. Later place in Community Building.

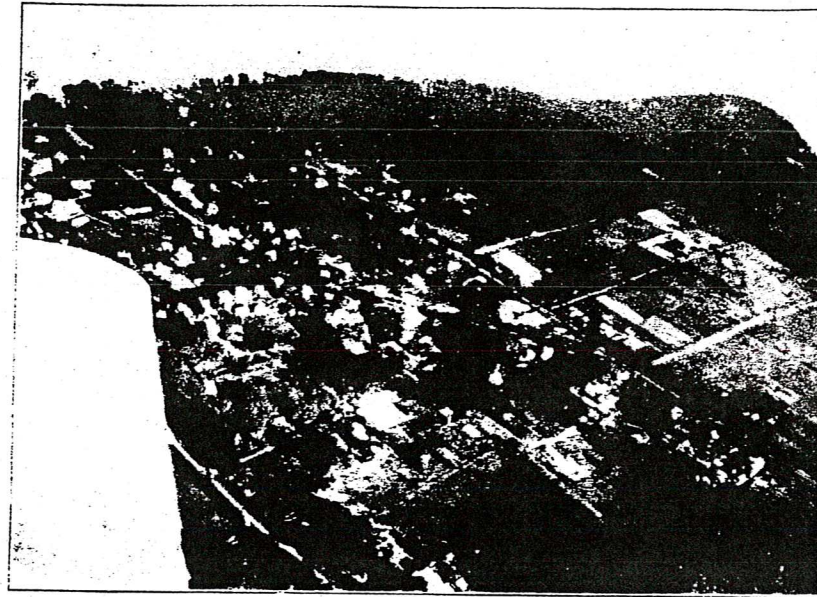
3.—Private property control by Zoning as soon as state authorizes it for villages; by control of subdivision; and by unofficial control of character of private buildings.

4.—Winter Resort. By village action, by encouragement of private enterprise, and by co-operation with the railroad, build winter sport facilities for coasting, tobogganing, skiing, skating and ice boating. Secure good winter hotel, and advertise as a winter resort.

5.—Cemetery. May be well located on slope to Lake Como.

6.—Aviation Field and Station; when needed the site back of railroad station is suitable.

As discussed in the section on Financial Considerations, these improvements are proposed for development over a long period of years, in such a way that only the funds made available by normal taxes and bond issues will be needed to secure them.



A View from the Air

While the program is intended to come within the normal financial resources of the village, it will require two other all-important contributions from the citizens:

1.—Comprehension of the possibilities inherent in the situation of Williams Bay, and faith in its future.

2.—Constant labor to realize these possibilities.

Without these two things the Plan will come to nothing. With them it is fully capable of realization.

THE LOCATION OF WILLIAMS BAY

In the hill-and-lake country of southern Wisconsin lies beautiful Lake Geneva. At its eastern end is Lake Geneva City; and Williams Bay Village is on a bay of the same name, on the north side near the western end. Williams Bay is seventy-six miles northwest of Chicago at the end of a branch line of the Chicago & North Western Railway. Bus lines are now being operated in this territory, giving connection with Kenosha, Milwaukee, Janesville, and Beloit. The county seat, Elkhorn, is six miles north. The city of Delavan lies seven miles to the west; and the city of Lake Geneva, six miles to the east. The town lies on the hill-slopes up from

the water's edge, the major built-up part looking east on to Williams Bay and south on to the open lake. The situation is one of unusual beauty,—hills, fine woods, and an outlook over one of the loveliest lakes in Wisconsin. The bay front especially offers rare opportunity for distinctive development.

The Village is two miles from east to west and from one mile to one and a half miles north to south. Deducting the bay from the rectangular area, the net land area is about one and one-half square miles.

THE HISTORY OF WILLIAMS BAY

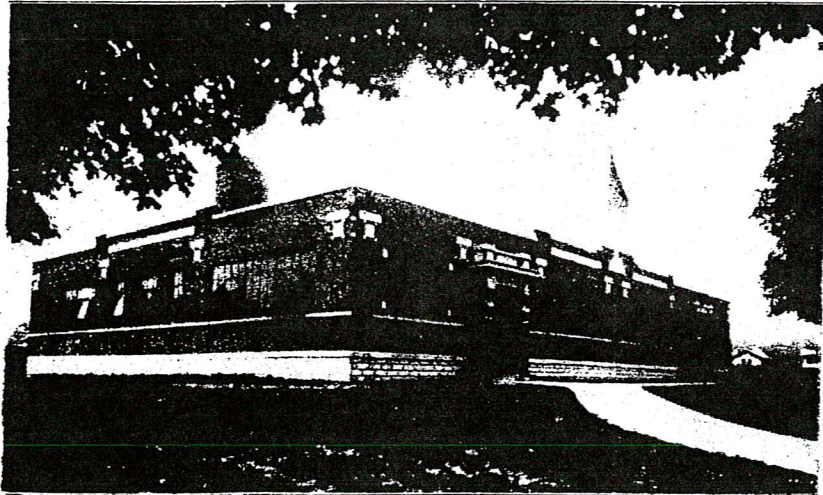
It is important to realize that forty years ago there was only a single farm and a little settlement of summer campers at Williams Bay.

The Indians, who had had a settlement at the northwest corner of the bay and burial grounds on the hill slopes, were removed in 1836.

In the past forty years a remarkable change has taken place.

The entire community as it now stands was built in the past four decades. The next forty years will produce just as remarkable growth, and it is for that future that the development plan is being drawn.

Up to 1887 there was only one main road, Geneva Street, and one side road down to Conference Point. In that year,



The School House

however, the railroad came and the real growth of Williams Bay began, both as a resort and as a permanent community.

The next important events were the development of the summer camp of the Y. M. C. A. College and later the erection of the great Yerkes Observatory in 1895. This brought workmen, many of whom remained, and a faculty and permanent staff of employees, as well as a definite distinction to the town as the location of this world-famous astronomical institution.

In 1900 the first Williams Bay school district was organized; a little school was built and one teacher engaged. The library was acquired by gift in 1907 and the same year the real community spirit began with the purchase of a lot for the library. New churches and a parsonage came next.

A tremendous achievement was the new school house completed in 1918 and costing \$33,000. A complete school system was developed, from elementary through high school, with a present staff of ten teachers.

In 1918 a moving picture machine was acquired, and since then shows have been given in the school house as a community affair. This is one of the few municipal movies in America. The profits have been used for the library and other public needs.

All this time the community had been consolidating in feeling and action, but it had no municipal organization. In 1919, however, the question of incorporation as a village was brought up squarely, and passed by a safe majority. And a new period in community action began.

Electric street lighting was introduced, roads were improved and traffic control was begun. A sanitary engineer was engaged in 1922, and the town now has plans and estimates for a water supply system.

Finally the movement for a sound and adequate Development Plan for the future culminated in the preparation of this report.

The farming area tributary to Williams Bay is well developed and there are about forty prosperous farms in this small territory, and comparatively little uncultivated land.

But the resort settlements have grown to be the main activity and the main resource.

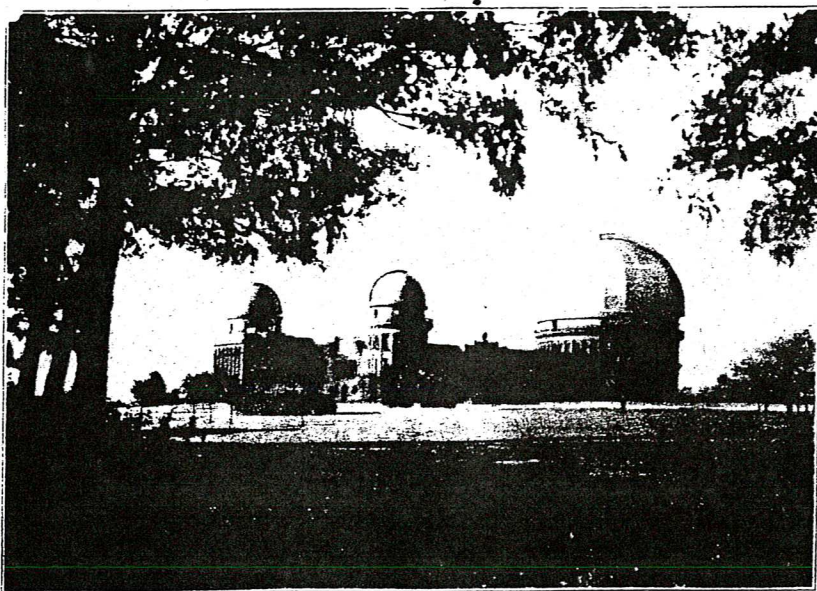
In contrast to the few campers of forty years ago there are now from one to three thousand such visitors, several small hotels, many boarding houses, a hundred or more cottages and several very large camps. It is, then, as a summer resort that the future of Williams Bay holds great-

est promise and it is for resort purposes that the needed facilities should be provided and the natural beauty of the place preserved and developed.

RESOURCES

A settlement and finally an incorporated village grew up on Williams Bay as a result of the following circumstances:

- 1.—The railroad ends here, requiring terminal facilities.
- 2.—A line of public steamers connects with the trains.
- 3.—A farming territory looks to this railroad station for incoming supplies and as a shipping point for its products.
- 4.—An ice-cutting, storing, and shipping industry grew up here.
- 5.—The Yerkes Observatory located within the present village limits.
- 6.—A great resort development took advantage of the site and its natural advantages for resort purposes.
- 7.—Each of these items contributed to the need for a shopping center, churches, schools, garages, and the like, and added to the population living within walking distance of these activities. The greatest element in the growth of a



The Yerkes Observatory of the University of Chicago

permanent town was the resort development. Now, in fact, the town and the resorts are one community, with identical interests.

In the full utilization and development of the resources which have produced this growth lies the future of Williams Bay.

Two undeveloped resources may be mentioned: the lake and the hills for winter sports; and the idle time of the population in winter, which is available for special work.

POPULATION

There are two main groups in the population: the "resorters," and the permanent residents of the village.

The first group is increasing rapidly. During the summer of 1922 it probably reached three thousand, at the high points. In twenty years, this summer population will grow to a total of five or six thousand to be accommodated in the village.

The second group has grown but slowly. The present total is about 500. We may look for this figure to increase at about fifty per cent per decade, reaching 1200 twenty years hence.

This takes account of the increase in year-around "resorters,"—people coming from the cities to live here permanently.

With the advent of winter sports, the winter resort population will bring the total of 3,000 or 4,000 in January. In 1942, the population of Williams Bay will then be something like this:

| | |
|-------------------------|------------|
| Summer Season, Maximum |6,000 |
| Winter Season, Maximum |4,000 |
| Between Season, Minimum |1,200 |

The permanent residents are of high grade stock,—largely English and Scandinavian in descent, with a small proportion of German, Irish and Bohemian. The summer visitors are upper middle class city residents, with a scattering of the most highly educated and of the wealthy. All told, the human resources of Williams Bay are extraordinarily good.

THE OPPORTUNITY

There is ideal opportunity for a beautiful and distinctive town at Williams Bay. It will come of course only by the co-operation of towns people, summer visitors, and the railroad and boat lines.

Such elaborate and formal development as that on the Swiss lakes (suggested by the name of Lake Geneva) is too remote for consideration here, although not beyond imagination for a couple of generations from now. Rather, the informal, picturesque character of the place should be preserved and enhanced.

These considerations have been kept in mind, along with the financial limitations, in each element of the Development Plan.

RELATION TO THE RURAL DISTRICT

Although Williams Bay is essentially a resort town, it is also an agricultural center for a small area. This area depends upon it to provide facilities for supplies coming in and for farm products going out. But it also depends upon it for definite community relationships,—religious, social and cultural. And every element of planning for Williams Bay should consider the cultivation of this community interest and the provision of the facilities called for. This is plain in the matter of roads, etc., but it should also be considered in designing the public square, the community house, the arts and crafts program, and all school facilities.

THE FUTURE OF WILLIAMS BAY

The considerations above have been taken up because they vitally affect the physical plan for the development of the community.

In general the problems are to provide the facilities for promoting and for handling the work of the town, on one hand, and, on the other hand, for recreation and community activities in idle time.

We must treat the practical features first,—they are fundamental. But the considerations of making a beautiful town are also of great practical importance for the purpose of resort development.

From the business standpoint the roads leading into the village should be direct and convenient and should meet at a logical business center near the railway and the docks. At this business center adequate business area should be laid out. For the community activities, a public square, parks and a community building should be provided. The summer and winter resort resources should be developed, and the facilities of the town designed to accommodate the resort growth. The ice industry and other winter work should be included in the schemes. These are the general demands upon a Village Plan. The specific demands and problems are outlined below.

THE SPECIFIC PROBLEMS AND THEIR SOLUTION

THE STREET SYSTEM

The present street system is a patch-work of ill-fitting roads. Grades are too steep, connections are poor, and routes are necessarily roundabout for lack of direct roads. Moreover the greatest asset, the water-front, is taken up by a road. To improve the main street system, these defects are to be remedied. For that purpose the following existing and proposed roads are recommended for a permanent main street system.

1.—Geneva Street from the Delavan Road to Elkhorn Road.

2.—Cherry Street extended about as shown, west to the Delavan Road and east to Elkhorn Road, and thence to the Geneva Road by Geneva Street and also by a new diagonal, suggested in No. 4.

3.—Walworth Avenue and Elkhorn Road as shown on the map, Elkhorn Road to be widened.

4.—A new diagonal connecting road from Cherry Street at the Bay Front to the Geneva Road (State Highway No. 50).

5.—Constance Boulevard extended to connect with Stam Street, Collie Street and Walworth Avenue somewhat as shown on the map, the exact location to be determined.

Automobiles going up or down the Geneva Street hill, will be compelled to slow down by the bend at Elkhorn Road. But this will remain a dangerous place. The diagonal suggested in dotted lines behind the stores would be a great improvement in this situation.

The secondary street system is altogether unsatisfactory, as a glance at the map will show. I believe that an entirely new plan of streets could be devised that would be much more convenient and useful than the present one, that would be cheaper to improve, and that would bring out the fine possibilities of the site for the location of houses along winding hillside roads at low grades. I believe this could be done so as to leave the roads where they are in front of the houses now built, but it should be done immediately, before many more houses are built. By exchanging present holdings for holdings along the new roads, the interests of property-owners would be benefited greatly by this replanning of the secondary streets. Since all of the unsatisfactory

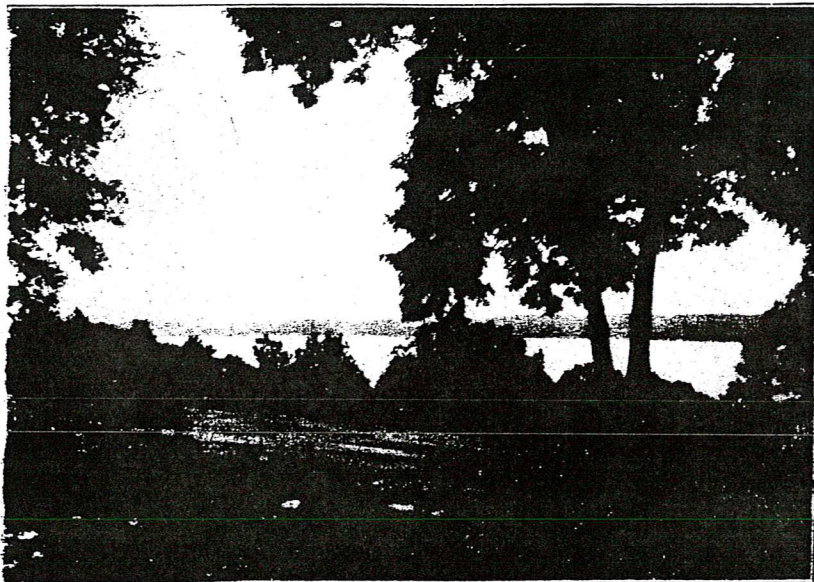
streets are not yet accepted by the village and remain private roads, this relocation can be made by the property owners. And the village should insist that it be done before the streets are accepted.

For the street extension work, the necessary land should be donated in nearly every case, the benefit to owners through whose property the streets run fully justifying the donation of the rights of way.

Except for a few business streets, it is recommended that the simplest kind of street development be used; oiled or asphalt surfacing in narrow widths, simple gutters, parking strips as wide as possible, tree and shrub planting informal,—and sidewalks and entrance walks of gravel or stone flagging instead of concrete. This kind of treatment will be far more fitting and attractive and much less expensive than the usual types of costly, unattractive street cross-section. No portion of a street should be permanently improved or even paved, until it has been carefully planned for its complete cross-section: pavement, parking, sidewalk, and planting.

TRAFFIC CONTROL

New parking spaces are indicated on the map. Parking regulations should be established by ordinance.



A View from Round Top, Y. M. C. A. Camp

The only parking regulations immediately necessary seem to be for controlling parking at the busy corner, Walworth Avenue and Geneva Street. The parking restrictions for this corner have been outlined on the ground.

CONTROL OF SUBDIVISIONS

The law authorizing control of subdivisions should be exercised, technical advice being utilized to secure the best results. The planning of the main and secondary street systems will go a long way to determine the character of future subdivisions.

For planning the streets and also for controlling subdivisions, a fairly complete topographical survey is essential. To complete the topography of the village area is therefore one of the first projects to undertake.

There is a real opportunity for municipal ownership of land for later development and sale, and even for the town to build and rent or sell cottages. Legislation permitting this may come along in a few years and Williams Bay is in a most advantageous position to make use of it.

THE BUSINESS AND CIVIC CENTER

The present business street and business center is not located at the real main intersection, but at the foot of a steep hillside with dangerous inconvenient approaches. Expansion here will make the situation worse.

The extension of Cherry Street through to the Delavan Road on the west and to the Elkhorn Road on the east has been mentioned. This immediately creates a new focus for business at the intersection with the Elkhorn Road. Now in order to clear the water-front for park use, to give a direct route across town from east to west, and to provide for business growth, the road from the depot, instead of following the lake shore and ascending the hill at Geneva Street, should logically extend straight west to connect at Elkhorn Road with Cherry Street. From there a new connection might well ascend the hill at an angle behind the present stores to connect with Geneva Street, as suggested on the map. This completes the focus of main roads at Cherry Street and Elkhorn Road. With this focus as the ultimate object, the business center has been planned accordingly, but in such a way that it can be developed bit by bit and not necessarily all at once.

The block between Elkhorn Road and Walworth Avenue is best adapted for a "Public Square." It will give a convenient connection between the two main business frontages, a place for auto parking, and it will give a fine open effect to this development.

Logically, and without too great expense, we will then have created here an exceptional Civic Center: The Town Square with business on either side of it, Memorial Avenue (Elkhorn Road) leading to West Bay Front Park, and the Community Building there at the south end of the Memorial Avenue.

COMMUNITY BUILDING

At the south end of Elkhorn Road, (to be renamed Memorial Avenue) closing the long vista through the rows of memorial elms, the community building is to be located, in the West Bay Front Park. It should be a simple structure, in keeping with the tradition of this small, picturesque town. It may provide for comfort stations; an assembly room, to be used also for dances and for large dinners; smaller meeting rooms; the village offices; kitchen; perhaps a bowling alley, billiard room, and swimming pool; and arts and crafts work rooms and show rooms.



Moonlight at Eleanor Camp

This community building will be the center of the village activities, especially in winter. As a part of the Bay front improvement it will be the center of pride in community accomplishment.

PUBLIC COMFORT STATION

It is suggested that the village purchase the property between Elkhorn Road, Walworth Avenue, Geneva Street and Cherry Street, to reserve it for the future Town Square. The present buildings may be leased out as a tea-room or a boarding house, and toilet facilities installed, if they are not already adequate, to meet the state comfort station requirements. Eventually, this square will be used for auto parking, as a public gathering place, and as a connection between two main business frontages; and the comfort station will go into the community building as a part of the facilities provided there.

ARTS AND CRAFTS

To utilize profitably the idle time of the population in winter an "arts and crafts" movement has been suggested. This is an inspiring idea and one that is perfectly possible of fulfillment. "Arts and Crafts" as an amateur diversion has no meaning here. Instead, the project is for practical use of spare time in making articles for which there is a commercial demand, and in the making of which there is opportunity for creation and for the development of talent. Rug-making has been suggested as a first enterprise.

This project affects the village plan only in that it will mean larger resources for improvement, and that it suggests a show room and possibly work rooms in the community building.

DEVELOPMENT AS A WINTER RESORT

The movement for winter resorts is promoted by several interested groups. The public health promoters advocate winter sports and winter resorts as one of the vital necessities in combatting winter disease, which has been increasing in the cities. The railroads boost the idea. Hotel men are very much interested. And the resort towns are waking to the possibility.

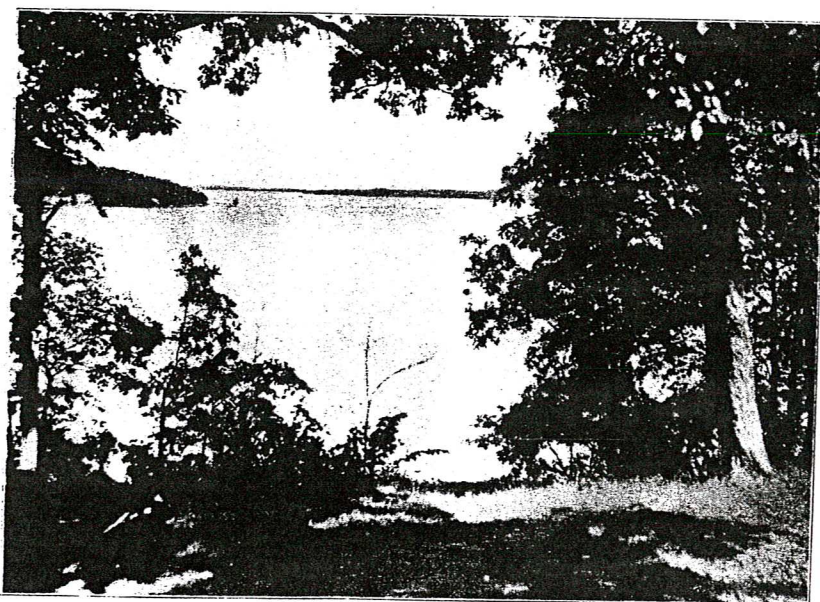
Williams Bay is ideally situated for winter resort and winter sport activity.

The bay and the lake are wonderfully suited to skating and ice-boating. Tobogganing may be promoted on the

hills where shown on the map, and both tobogganing and skiing would be nicely situated on the hills west of Elkhorn Road. There are any number of fine hills for coasting.

The community building would be well located for serving meals and hot drinks, and for dances and dinners for winter parties.

With the railroad, hotel people, and towns people interested in the project, Williams Bay may become the great winter resort of this whole region. The village might promote the idea and perhaps build some equipment, but mostly the development should be financed by private interests such as the hotels and railroad.



A Yacht Race

PARKS

While Williams Bay is nearly all like a park now, in twenty or thirty years it will be a much more densely built-up resort town, hemmed in by the lake on one side and by farm land on the other side. Then it will be apparent that land reserved for parks is vitally needed. In general we should plan for at least fifty acres of public park space. The Observatory grounds may be counted as equivalent to twenty acres.

These parks should take advantage of the beautiful sites available for them.

The proposed park areas shown on the general development map comprise about thirty acres. Their completion as part of the village equipment may be carried out over a long period of years, but the land should be acquired before it becomes too expensive. The Public Square and Bay Front Park should be developed first. In fact they should be among the first projects undertaken.

"Triangle Park," "Hillwood Park," "Tourist Camp," "Cresthill Park," and the ground for toboggan slides, cemetery, aviation field, etc., may be acquired as opportunity offers, but should not be left out of mind until the land has advanced too high. A municipal forest is also a project to be thought of, perhaps around the water supply springs.

The Bay Front Park is a fine site for pageants and community festivals.

THE BAY FRONT DEVELOPMENT

The development of the great opportunity on the bay front is best shown on the map. This plan is entirely feasible and it would produce a water front which in distinction and beauty would be unexcelled in America. The co-operation of the Railroad is needed for this project, particularly as the most important as well as most expensive part of the job is to move the station and the track back from the water front. There is good reason to hope that the Railway company will co-operate when it is able to do so, for the sake of developing this beautiful resort situation.

PLAYGROUNDS—ATHLETIC FIELD

The ground back of the new school is ideal for a playground. It is centrally located, high and dry, and can be operated in connection with the school. If additional playgrounds are ever needed, they may be placed in connection with one of the parks.

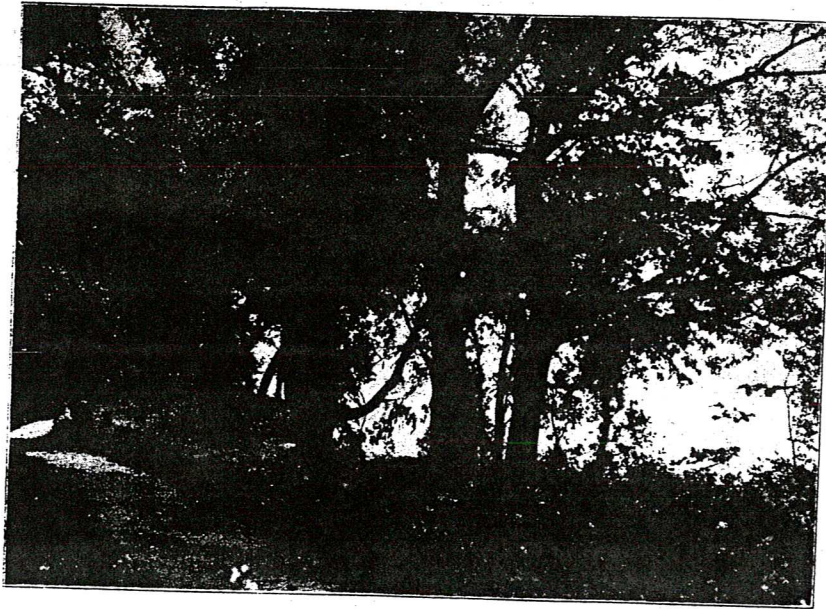
It would be desirable if the entire block back of the new school could eventually be devoted to a playground for the children, operated under supervision and used in winter too, and a new site chosen for an athletic and play field for the older children.

For the present, at least, the use of the Y. M. C. A. field west of the Observatory can probably be continued.

Several excellent sites are available if a new field becomes necessary, for example on the Smyth or on the Johnson farms, or on the west side of the Elkhorn road near the north village limits.

PATHS

The woods in the village are a great asset, now almost unused. To make them more accessible, and also to supply convenient foot-way communication between points otherwise unconnected, paths are shown through Smyth's woods, Johnson's woods and along through Fairbank's woods. It is be-



Along the Shore

lieved that the consent of the owners can be secured upon assurance of proper policing. Stiles should be provided for fences.

A water's edge path around Fairbank's Point should be secured, similar to that around Conference Point.

PLANTING

The appearance and desirability of Williams Bay as a summer residence, and even as a winter resort, may be greatly improved by planting trees and shrubs along the streets and on other public property, and also on private land. And at the Observatory is the best experiment station for ornamental planting in Wisconsin. The village planning committee, which just now has as its membership three men who are keenly in-

terested in and well-posted on planting problems and materials, could do a great service in advising property owners on their planting projects, and in pushing the decorative planting of streets and public places. No one thing will make so much difference in the attractiveness of Williams Bay at so little cost.

In some town planning reports we have included sketches showing standard street cross sections with the lines of trees indicated in certain positions. For Williams Bay it is not desirable to do this. In the first place, as mentioned above, an essential element of the beauty of the village is its informal, picturesque character, which would be spoiled in part by standardized rows of trees or shrubs. In the second place there are no standard streets here. Every street and every section of each street is a case by itself and must be treated as such and the planting studied out piece by piece along the roads.

In some instances the trees should be cut or trimmed out to give better views of the lakes. A few of these are indicated on the map.

The use of poplars and silver maples should be discouraged. They are useful for some situations but they are short lived, and too many of them give an unsatisfactory temporary appearance to the town. The following are recommended for use in Williams Bay:

- American Elm—*Ulmus Americanus*
- Scotch Elm—*Ulmus Montana*
- Pin Oak—*Quercus Palustris*
- Red Oak—*Quercus rubra*
- White Ash—*Fraxinus Americana*
- Norway Maple—*Acer Platanoides*
- Red Maple—*Acer rubrum*
- European Linden—*Tilia vulgaris*
- Maidenhair Tree—*Ginkgo biloba*
- Oriental Plane—*Platanus orientalis*

Most evergreens may also be used, but they should be used sparingly and only after special attention to soil conditions and surrounding buildings and vegetation. In fact no trees should be planted without careful consideration of the soil and the environment, both for practical reasons and for appearance's sake.

RAILROAD STATION GROUNDS

The replanning of the railroad station location and grounds is shown on the large map.

Here again careful attention to the architecture of the buildings and the planting of the grounds will produce a railway station approach to the town unexcelled anywhere. A convenient crossing to the boat pier is indicated on the map. Ample parking space is provided. The freight station is on a loading court, cut off from the street by planting.

In this whole project the interest of the railroad company is essential to success, and we feel certain that that interest will be aroused by the prospect of making Williams Bay the most distinctive resort town on the Northwestern lines.

AVIATION FIELD

In twenty years it is probable that people will commute back and forth from Chicago by airplane. The site behind the railway station, not desirable for other uses, is logical for a landing field,—flat, and conveniently located in relation to the railway, the steamer piers and the village center.

CEMETERY

There are excellent sites for a cemetery on the wooded slope going down to Lake Como, outside the village limits. And a community cemetery for Williams Bay should be kept in mind eventually to take the place of the little burial ground on the Delavan road.

GOLF COURSE

There are several fine places for a golf course, particularly on the slopes northeast of the village or toward Lake Como. There are beautiful sites for the club house on this ridge, with a lovely view of both lakes. A course of nine holes owned by the Y. M. C. A. is already available.

SCHOOL DISTRICT

It is suggested that the School District be extended a mile or two west of the present western boundary. This territory has no adequate school facilities and would benefit greatly by coming into the District. The school tax from the additional territory would relieve a little the tax burden on the present district, and make more money available for public improvements.

TOURIST CAMP

The logical and most desirable site for the auto tourist camp is on the wooded slope across Geneva street from Fairbanks Point. A Camp may be established here, and later on, if it becomes objectionable, it may be abolished.

PUBLIC UTILITIES

A—WATER SUPPLY

One of the most urgent needs is a public water supply system. The plan proposed by Mr. Shields seems to be adequate for many years to come. The water plant could be built with bonds, the income from water rates going to pay operation, interest, and depreciation on the investment so that there would be no additional tax burden for this improvement. It would be well worth while to determine roughly what the water rates would be and this summer to canvass the householders, both summer and permanent, to learn by the number of prospective customers whether the early construction of the plant would be justified. Most expensive public improvements are not advisable now, but the waterworks system should not be put off a day longer than necessary.

The pumping station should not be located just as shown, but should preferably go back of the business section, as indicated on the map.

B—DRAINAGE

The surface drainage problem is simple. It is only necessary to see that the system, when planned, co-ordinates with the other improvement plans and that water front and parks are not damaged by outfall sewers.

A sanitary sewerage system is more difficult because of the troublesome disposal problem. Two or more sewage treatment plants, with outfalls out in the lake would be required. I would not recommend this as a project for the immediate future. Nevertheless, it must be taken up before many years. In the meantime sanitary closets should be required under a village sanitary ordinance. The Village Board would do well to keep on hand a number of pamphlets describing proper sanitary conveniences in the absence of sewers. Such pamphlets may be secured from the State Board of Health.

C—ELECTRIC PLANT

I would not recommend that any project for building or acquiring a separate local electric plant be considered for a number of years, at least. An important project, however, is the adequate lighting of streets by attractive light standards, in place of the suspended lamps. The removal of poles and wires from the streets, putting them in underground conduits instead, should also be on the program. It is advisable not to spend any more than necessary on the light system, until the money can go into the permanent type of improvement suggested.

HOUSING AND REGULATION OF PRIVATE PROPERTY

The improvement projects outlined in this report are almost entirely public in character. There is, however, another whole field in the regulation of private property for the purposes of giving each property owner the opportunity for more certain success in the use of his land and to help produce the kind of community desired for the future.

The one most important element is Zoning, which divides the town into sections for the main uses of property and establishes standards for building in those sections.

Villages have not yet been authorized in Wisconsin to make zoning plans and restrictions. However, it should not be many years before this power is granted, and in anticipation of that event, I have outlined a tentative zoning scheme, which may be put into effect later on, with the modifications found necessary at that time.

There are four classes of districts outlined:

1. Residential, for homes and cottages only.
2. Second Residential, for hotels, etc.
3. Business, for the stores.
4. Industrial, for railroad yards, ice houses and any industries that may come.

The successful development of the village depends in a good measure on the enactment of such a zoning ordinance before many years. It will protect the residential sections against encroachments and it will provide for orderly, economical growth of the town.

In the meantime a building code should be established to care for the structural and sanitary features of buildings.

There is no housing problem in Williams Bay—no shortage of housing facilities for the permanent residents. On the other hand, however, there is an important problem in the improvement of architectural standards in house building. There is no legal authority for control of this sort, but a great deal can be done in an unofficial way. A number of attractive house plans can be offered free or for a nominal charge to prospective builders. If one of these plans is used, or another approved design is used, the Village Plan Committee may post on the premises of the new building an announcement that the design is approved as up to the standard which Williams Bay hopes to maintain. A man proposing to build would rarely ignore this kind of unofficial control and thus a high standard would be maintained without legal action. This would extend to such matters as requiring houses to build with their front walls parallel to the street, at a fairly uniform set-back, with agreeable paint and decoration, and with planting up to a good standard.

Advertising signs may also be controlled by agreement with the owners of the telephone and light poles, by zoning, and by special ordinances.

PUBLIC HEALTH

To protect public health in Williams Bay (and its future growth depends upon avoiding any serious health calamity) the Board of Health should review the following factors and plan for the adequate handling of each one:

1. The systematic analysis of private water supplies by the State laboratories.
2. The proper vaulting and fly-proofing of privies, according to the State Health Department Standards.
3. The proper construction and maintenance of cesspools, particularly to protect wells.
4. The regulation of milk supplies, inspection or pasteurization or both being insisted upon.
5. Adequate vaccination and quarantine regulations and enforcement.
6. The protection of the bathing places against any sewage contamination.

FINANCIAL CONSIDERATIONS

Certain of the improvements can be built by special assessment, without levying a general tax. This applies to some street improvements and to sewers, but not to sewage disposal.

Much of the ground needed for streets and for parks will be donated by property owners for the sake of improving their property and the town.

The water works can be built by a bond issue to be paid out of operating income.

The railroad company will, in a few years, it is hoped, be in a position to co-operate in improving the district around the station, for the sake of developing the resort business of the town.

It is possible that some of the wealthy people in and near Williams Bay, will catch the vision of the future of the place as outlined here, and help toward the realization of these possibilities. A first concrete need for assistance is the topographic survey and plan for the entire street system; then the town square or the bay-front park development, and so on.

For the other improvements to be made out of general taxation, the financial ability of the town will be found to be adequate if the projects are taken up one by one as on the program. Each improvement will increase property values and the tax income. In fact, by this process many improvements can be made without any net cost to the community at large. It is of vital importance, however, to study the financial aspect of each improvement and of the program for each year, so that the ability of the village to pay its way will never be endangered.

The great advantage of having this Development Plan and a Program of Improvement is that many thousands of dollars otherwise wasted in replacing or duplicating public works will be saved, and that the improvement of the village will proceed much faster for the same amount of expenditure than would be possible without a Plan.

SUGGESTED DEVELOPMENT PROGRAM

The improvement projects are divided into three main classes; those recommended for action within the next ten years, those for the ten years following, and those suggested for action whenever it is feasible to undertake them. In each case the items are given in the order in which it is considered best to begin them, but of course they may not be finished in the same order.

I—PROJECTS FOR THE NEXT TEN YEARS

(a) IMMEDIATE PROJECTS

1. A Topographic Survey and Plan of the Secondary Streets.
2. Detail Plans for the Bay Front Development and Business Center.
3. Acquisition or option of the West Bay Front Park land.
4. Acquisition of the "Town Square" property and use of the building for a Comfort Station and Tea House.
5. Traffic Regulation ordinances.
6. Building Code.
7. Public Health protection program.
8. Tourist Camp.

(b) PROJECTS TO FOLLOW, WITHIN THE FIRST TEN YEARS

1. Mark Paths and place Stiles for them.
2. Plant Memorial Elms along Elkhorn Road.
3. Extend School District.
4. Establish unofficial control of Private Building.
5. Start Arts and Crafts Center.
6. Acquire or Option all Park Land.
7. Construct the Waterworks.
8. Extend Cherry Street through to Elkhorn Road.
9. Put in Winter Sports Equipment and institute a campaign to bring winter visitors.
10. Construct a Community Building, combining a Comfort Station, Town Hall, Arts and Crafts Headquarters, Auditorium and other facilities.

II—ADDITIONAL PROJECTS WITHIN THE FIRST TWENTY YEARS

1. Complete the Major Streets, the extension of Cherry Street the new Street out north-east, and the connections to and improvement of Constance Boulevard; leaving Geneva Street relocation until the moving back of the railroad and the bay-front project can be put through.
2. Develop the Secondary Street System wherever needed.
3. Improve the Streets by surfacing, planting, removal of poles, etc.
4. Develop the Parks.
5. Put in a Sewer System.

III.—OTHER PROJECTS FOR COMPLETION AS SOON AS POSSIBLE

1. Complete the main Bay Front development and Business Center, moving back the railroad, etc. As soon as opportunity offers this should of course be pushed through, for it is the most distinctive and valuable of all the public improvements.
2. Aviation Field.
3. Cemetery.
4. Golf Course.

If the people of Williams Bay can catch the vision of the future possibilities in the wonderful location of their town, adopt a far-sighted, adequate program for development and persist in that program, the writer firmly believes that this will be one of the most distinctive and beautiful of all resort towns. It will be a good business center, a unique resort for both summer and winter, and a work of pride to the men and women who create it in the measure of its wonderful possibilities.



