



City of Elkhorn Comprehensive Plan 2040

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Prepared by Teska Associates, Inc.

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Introduction

In the process of updating the community's comprehensive plan, the City of Elkhorn sought to maintain and build on the characteristics that have long made it a desirable place to live and work. As the County seat of Walworth County surrounded by historically prosperous agricultural land, Elkhorn has supported the traditional qualities and values inherent to America's heartland. In many ways Elkhorn reflects the characteristics of a mid-20th century town reluctantly entering the 21st century. Residents prefer it that way, and newcomers choose Elkhorn because of those very qualities. In this way Elkhorn offers a lifestyle unique to that of nearby cities and their suburbs. Yet, its location 45 miles from downtown Milwaukee, 85 miles from Chicago's Loop, 75 miles from Wisconsin's State Capitol, Madison, and 48 miles from Rockford, provides it with extraordinary access to major world class markets, jobs, labor, and cultural opportunities. Elkhorn's location is enhanced by the accessibility afforded by major highways (I-43 and U.S. 12) which converge on the City.

Much has changed since the previous plan was adopted in 2005, mostly in relation to the national economy. The 2005 plan was prepared in the middle of rapid and impactful growth and development, with the expectation that more was to come. The Great Recession changed that in Elkhorn – as with everyplace else.

This plan includes a snapshot of the City in 2014 as it relates to demographics, housing, and community facilities and utilities, followed by the vision, goals and objectives for the community to pursue for the future. While preparation of this comprehensive plan takes place in different economic times, it is conducted in a community of consistent values and aims reflected in the vision, goals, and objectives.

A COMMUNITY IN BALANCE

Balance in a community is influenced by numerous factors. Examples of balance include market economics (supply and demand of land, buildings, goods and services); public and private property rights; historic conditions against current trends; short term and long term financial parity between costs and revenues; the need for land uses (development) against environmental health; demand for public facilities and the facilities to serve the demand; the ability and interest of property owners to invest and reinvest against the forces of decay and deterioration. These factors are not in stasis (they grow stronger or weaker over time) and the balance is achieved through decisions which will correspondingly adjust the opposing factor.

A community in balance makes decisions that do not allow for the factors to swing too far in one direction before that trend is detected, examined, debated, and if necessary countered. The City of Elkhorn has diligently incorporated this community building approach. It was taken in response to finding during the 1990's that the mix of land uses created challenges to providing sound public services and maintaining a desired community character. Greater balance has been accomplished through application of local zoning and development review processes, and created higher quality and more appropriately located residential and commercial development.

Balance is also used to describe the mix of land uses for the community. It is assumed that a comprehensive plan, and the land use plan which is a fundamental element of that comprehensive plan, will establish an appropriate “balance” of land uses. Is there a “right mix” of uses for Elkhorn? Is there a rule of thumb? There are many communities that have settled on an appropriate balance of uses. However, the mix of those land uses range wildly between those communities: from the entirely high-end residential “bedroom” communities with no industrial or commercial base, to the predominantly office, commercial and warehouse communities containing only modest enclaves of residential land uses. What do these communities share? An acceptance among their constituents that the land use mix is “right” for their community. A satisfaction that the taxes they pay as property owners provide the appropriate public services; schools, parks, and public places. That the investment they have made in land and buildings is likely to yield a return that justifies owning property when compared to other investments. Attractive homes and neighborhoods and a mix of supporting retail, businesses, and jobs nearby- perhaps the best way to address the issue is not what is the “right mix”, but what is livable and sustainable.

LIVABLE NEIGHBORHOODS

In general, livable neighborhoods are walkable, accessible, and served by neighborhood streets, accessible services and neighborhood retailing. Livable neighborhoods are safe because they are not isolated, they are well (but not over) illuminated, and they are well maintained by the neighbors who “own” and oversee and care about what happens in the neighborhood: neighbors who keep a friendly eye on the street and public places. Livable neighborhoods have immediate access to open space - often featuring a park as a central feature. The most livable neighborhoods have a neighborhood (elementary) school within walking distance, without the need for children crossing arterials or other safety barriers. This distance, and distances to other neighborhood features often establishes the dimensions of neighborhoods to a few hundred homes/families, and a half mile walking distance to schools.

Neighborhoods are supported by many other uses. In addition to creating livable neighborhoods, business and employment areas within proximity to the neighborhood should have a mix of uses to increase efficiency and functionality, improve air quality and transportation options, and sustain Elkhorn’s diverse economy. In addition to areas planned for new development, there should be a continued focus on infill and reuse opportunities in existing business and employment areas to ensure that Elkhorn remains a compact community.



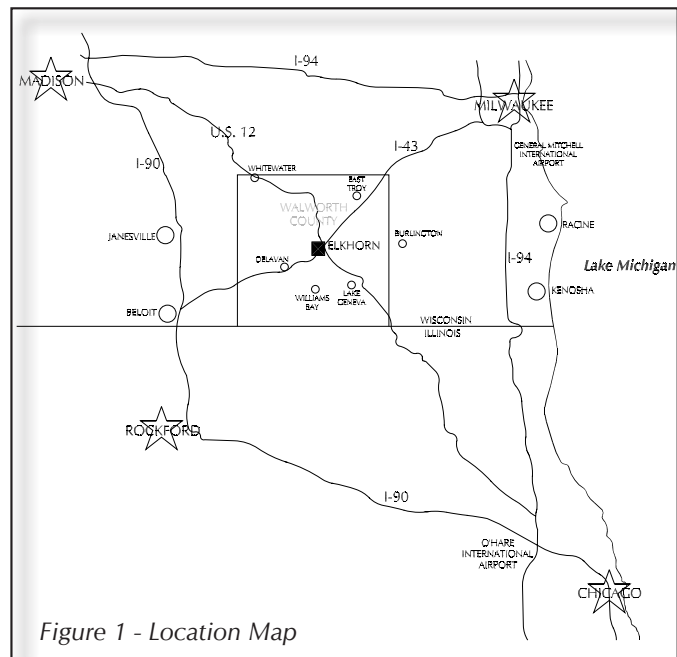
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Framework for Planning

THE COMMUNITY

One of the most livable small towns in America, the City of Elkhorn offers a lifestyle unique to that of nearby cities and their suburbs. Yet, its location 45 miles from downtown Milwaukee, 85 miles from Chicago’s Loop, 75 miles from Wisconsin’s State Capitol, Madison, and 48 miles from Rockford, provides it with extraordinary access to major world class markets, jobs and labor, and cultural opportunities. Elkhorn’s location is enhanced by the accessibility afforded by major highways (I-43 and U.S. 12) which converge on the City (Figure 1).

As the County seat of Walworth County surrounded by historically prosperous agricultural land, Elkhorn has supported the traditional qualities and values inherent to America’s heartland. In many ways Elkhorn reflects the characteristics of a mid-20th century town reluctantly entering the 21st century. Residents prefer it that way, and newcomers choose Elkhorn because of those very qualities. A motto chosen by the Chamber of Commerce, “Living in Harmony,” reflected a two-fold meaning: Elkhorn’s traditional values; and the community’s legacy as the source of finely made band instruments and their repair.



THE LEGACY OF PLANNING

In 1837 the first house was built on what was then called Elkhorn Prairie. Six years later, a new village was platted, streets laid out, and lots reserved for a park, school and jail. In 1846 the Wisconsin legislature acted to establish Elkhorn as a separate town, designated as the County seat, in the center of Walworth County.

Elkhorn enjoys a planning legacy of over 100 years. Recent plans that influence the development of Elkhorn and its environs are:

- 1985 City of Elkhorn Land Use and Urban Design Plan
- 1992 City of Elkhorn Land Use Plan
- 1994 Regional Bicycle and Pedestrian Facilities System Plan
- 1995 City of Elkhorn Downtown Plan
- 1995 Amendment to the Regional Water Quality Management Plan for the Elkhorn Sanitary Sewer Service Area
- 1995 Town of Sugar Creek Land Use Plan
- 1997 Town of Geneva Land Use Plan
- 1997 Southeastern Wisconsin 2020 Regional Transportation and Land Use Plan
- 1998 City of Elkhorn Land Use Plan
- 1999 City of Elkhorn Downtown Rehabilitation and Renovation Report
- 1999 City of Delavan Master Plan Update
- 1999 City of Lake Geneva Comprehensive Master Plan
- 1999 Comprehensive Plan of Williams Bay
- 2000 Village of East Troy Comprehensive Land Use Plan: 2020
- 2000 The Elkhorn 2020 Community Development Plan
- 2001 Walworth County 2020 Land Use Plan
- 2004 City of Elkhorn Comprehensive Outdoor Recreation Plan

The City of Elkhorn has also established extra-territorial zoning agreements with the adjacent Towns of Geneva, Delavan and Lafayette, and a boundary agreement with the City of Delavan.

It is fair to say that in general these plans emphasize the preservation of natural resources and prime agricultural land, and that they accommodate new development in Walworth County primarily in existing municipalities and their related sanitary sewer service areas. They tend to support past patterns of modest growth, at least up to the year 2020. The 2020 Walworth County Land Use Plan seeks to accommodate “significant urban growth” in planned urban service areas and preserve environmentally significant areas and prime agricultural lands.

THE COMPREHENSIVE PLANNING PROCESS

The planning process, which addresses many topics, is a structured process based on the following terms and concepts: The Comprehensive Plan reflects the values of Elkhorn’s citizens and their leaders;

it incorporates goals, objectives, principles, standards, and other recommendations in an orderly manner, supplemented by drawings and diagrams; and it becomes public policy when it is adopted by the City Council.

- **Community:** a unified body of individuals; the people with common interests living in a particular area; a group linked by a common policy
- **Development:** the act, process or result of constructing improvements on the land to support residential, commercial, employment, or other uses
- **Growth:** progressive development; increase; expansion
- **Value:** something perceived to be intrinsically desirable by an individual or group; often evidenced by feelings and actions rather than words
- **Goal:** the stated end toward which effort is to be directed; the expression of values
- **Objective:** a specific target established, by which to achieve a goal
- **Principle:** a fundamental law, doctrine, or assumption; a rule or code of conduct
- **Standard:** minimum condition or regulation which is required to satisfy a given need
- **Plan:** a method of achieving an end; an orderly arrangement of the parts; a drawing or diagram
- **Policy:** a definitive course of action selected from among alternatives and in light of given conditions to guide and determine present and future decisions incorporates goals, objectives, principles, standards, and other recommendations in an orderly manner, supplemented by drawings and diagrams; and it becomes public policy when it is adopted by the City Council.

The goal of this planning process is broader, however, than simply the preparation of a “plan.” It also encompasses the enhancement of planning and community development resources, including committed citizens, knowledgeable leaders, expanded technical expertise, improved procedures and teamwork, updated codes and ordinances, etc.

In 1999, the City Council retained the firm of Teska Associates, Inc. to assist in the preparation of a new action-oriented Community Development Plan. The Community Development Plan responded to trends and recent growth to provide a long-range vision for Elkhorn. The City of Elkhorn adopted the plan in 2000, following approval and recommendation by the Steering Committee and City Council. The 1999/2000 planning process included over 40 personal interviews, a photo-image survey, surveys of major employers and home builders, a visioning workshop, a growth management seminar, three downtown stakeholder meetings, eight Steering Committee meetings and a progress meeting with the City Council.

The 2030 and 2040 Comprehensive Plan (presented in this document) continues the process of long range and comprehensive planning in Elkhorn by updating elements related to regional and local trends, demographics, housing, future land use and compliance with state law. This Plan is tailored to the needs of the City of Elkhorn.

Several important terms utilized in this Plan benefit from definition; for example, growth, as defined by Webster, has two dimensions—size and character. Throughout this Plan the terms “growth” and “change” are utilized. In such cases, growth is intended to address size, and change is intended to address character. It is important to distinguish between these two dimensions, because an increase (or decrease) in size can occur without significant change in character, and a change of character can often occur without a change in size. Both forces are at work in Elkhorn. They do not always occur simultaneously.

WISCONSIN SMART GROWTH ACT (1999 WISCONSIN ACT 9)

The enabling legislation supporting Comprehensive Planning was passed by the Legislature in 1999 and signed into law by Governor Thompson on May 10, 2000. It defines the contents of a Comprehensive Plan, heretofore referred to in Wisconsin Statutes as the Master Plan. Contents of the required comprehensive plan include the following elements: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agriculture, Natural and Cultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. The plan is required to be updated no less than once every ten years. The Act goes on to state, “Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local government unit’s comprehensive plan. Furthermore, the procedure required by Act 9 for adopting a Comprehensive Plan is more complex than that previously required for adopting a “Master Plan.”

The preparation of this Comprehensive Plan has already taken into account these new mandates and guidelines, including the 2001 and 2004 amendments to the law. This plan fulfills many, if not all, of the criteria. Therefore, the City of Elkhorn will be among those municipalities at the forefront of planning, as recently prescribed, and should readily meet all criteria by January 1, 2010.

Act 9 reflects the principles of Smart Growth, a topic that has been at the forefront of public concern and debate in the early part of the 21st century.

There are various interpretations of what smart growth means, however, the basic concept is:

That growth which conserves natural resources and open space, enhances economic vitality, coordinates development with infrastructure in a cost-effective manner, provides transportation options (including walking and bicycling), and enhances the livability of communities.

Existing Conditions

DEMOGRAPHICS

Population Trends

Between 2000 and 2010, the population of Elkhorn grew at a rate (38%) comparable as the previous decade (37%), while the County’s population grew at a much slower rate. As shown in Table 1.1, compared to other municipalities in Walworth County, Elkhorn has the second highest population in 2010, but has seen the highest population increase between 2000 and 2010. Future growth projections will be included in the Land Use Element of the Comprehensive Plan. As these populations continue to increase, so will the need to sustain a balance of land uses, including additional housing, employment, recreation, and commercial uses.

Year	Elkhorn %	Whitewater %	Delavan %	Lake Geneva %	East Troy %	Walworth County %
1980	4,605 -	11,520 -	5,684 -	5,612 -	2,385 -	71,507 -
1990	5,337 16%	12,636 10%	6,073 7%	5,979 7%	2,664 12%	75,000 5%
2000	7,305 37%	13,437 6%	7,956 31%	7,148 20%	3,564 34%	92,013 23%
2010	10,084 38%	14,390 7%	8,463 6%	7,651 7%	4,281 20%	102,228 11%

Table 1.1: Population Growth for Elkhorn and Walworth County

Source: U.S. Census Bureau, and SEWRPC

Since 1980, the average household size in Walworth County has decreased, as it has in most U.S. communities (indicated by the trend lines in Figure 1.1). In contrast, between 1980 and 2000, Elkhorn’s household size remained almost constant and increased to 2.53 persons per household in 2010 (Figure 1.2).

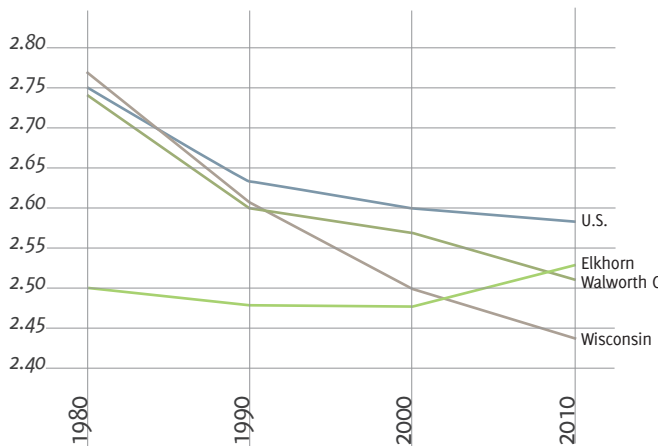


Figure 1.1: Trend of the Average Household Sizes from 1980 to 2010

Source: U.S. Census Bureau, 1980-2010

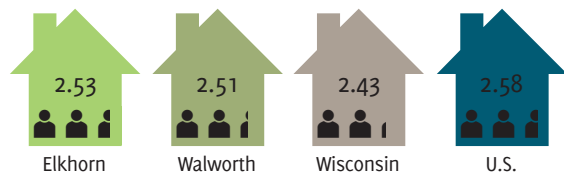


Figure 1.2: Average Household Sizes in 2010 for Elkhorn, Walworth County, Wisconsin and the U.S.

Source: U.S. Census Bureau, 1980-2010

Population by Age Composition

In comparing the age and sex of Elkhorn residents to that of the County in Figure 1.3, the overall shape of the ‘population pyramids’ are similar and typical of growing communities. However, there are some notable differences:

- A lower percentage of high school/college aged students (15-24) live in Elkhorn, reflecting that they attend college outside of Elkhorn.
- A greater percentage of young adults aged 25-34 reside in Elkhorn, indicating that Elkhorn is home to a higher percentage of young adults and new families. This is supported by the significantly higher percentage of children under age nine compared to the County. Ensuring that the community is able to support this demographic with good schools, parks and recreation programs, and community events is key to fostering a sense of community and preserving its character. It is also important to note that this cohort of younger families are potential home-buyers.
- A greater percentage of middle-aged adults (aged 45-64) and seniors (aged 65-69) live in the County- outside of Elkhorn, reflecting the fact that Elkhorn has younger residents than the County.

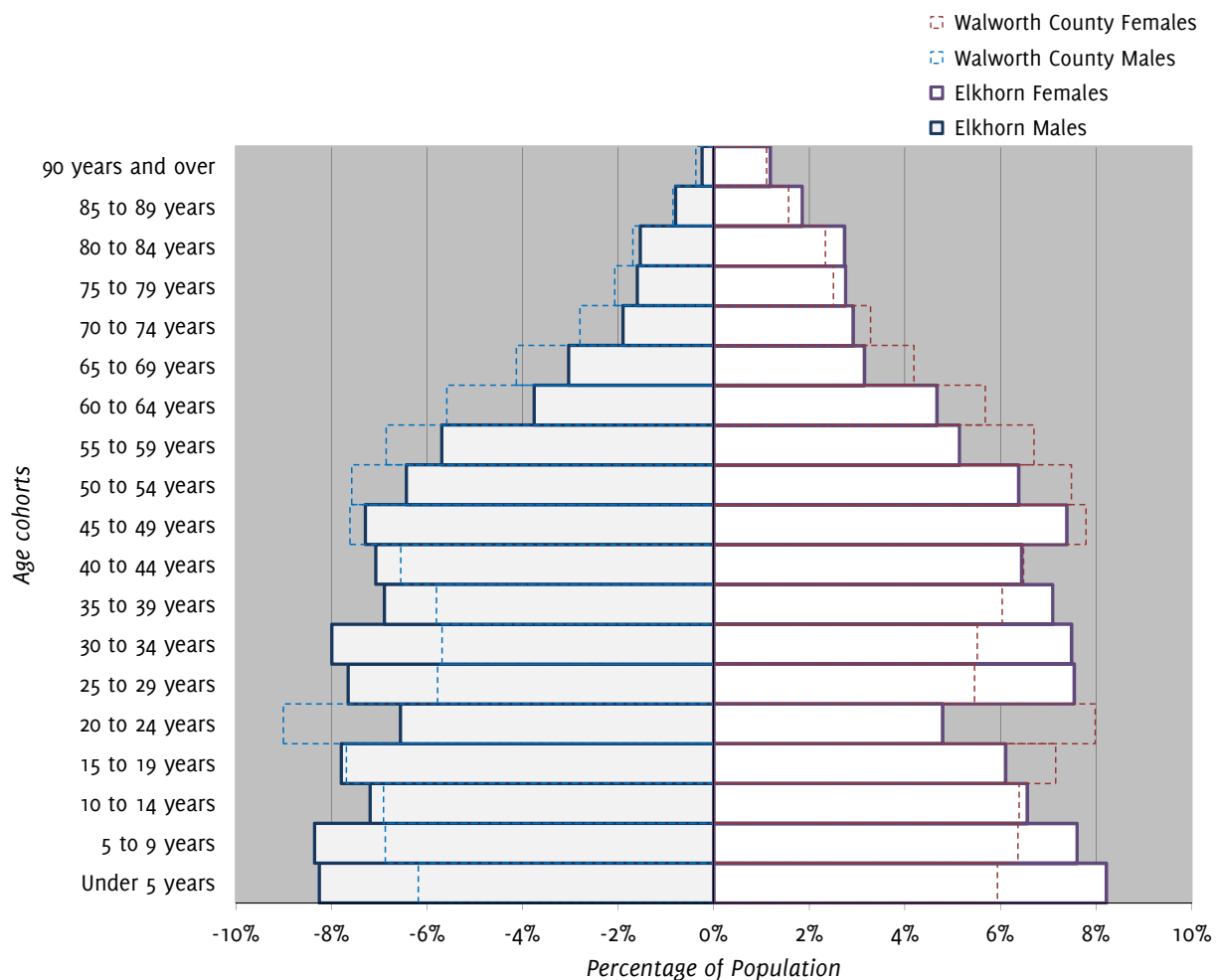


Figure 1.3: Population pyramid for Elkhorn and Walworth County

Source: U.S. Census Bureau data 2010

Aging in Place

The median age in Elkhorn has increased slightly since 2000, but is still lower than that of Walworth County which is 38.1 years. The upper chart in Figure 1.4 shows Elkhorn’s population trend by age cohorts as per the 2000 and 2010 U.S. Census, while the lower chart shows how much this age cohort changed during that time period. While the trend for both 2000 and 2010 are similar, there was a noticeable decrease in the older age cohort of 75 to 79 years. Close to 30% of the population were in the the ‘baby boomer’ range of cohorts (50 to 64 years), which means that Elkhorn may see a large increase in its retired population over the next 20 years – creating a need to address services so that this cohort can have the ability to age in place.

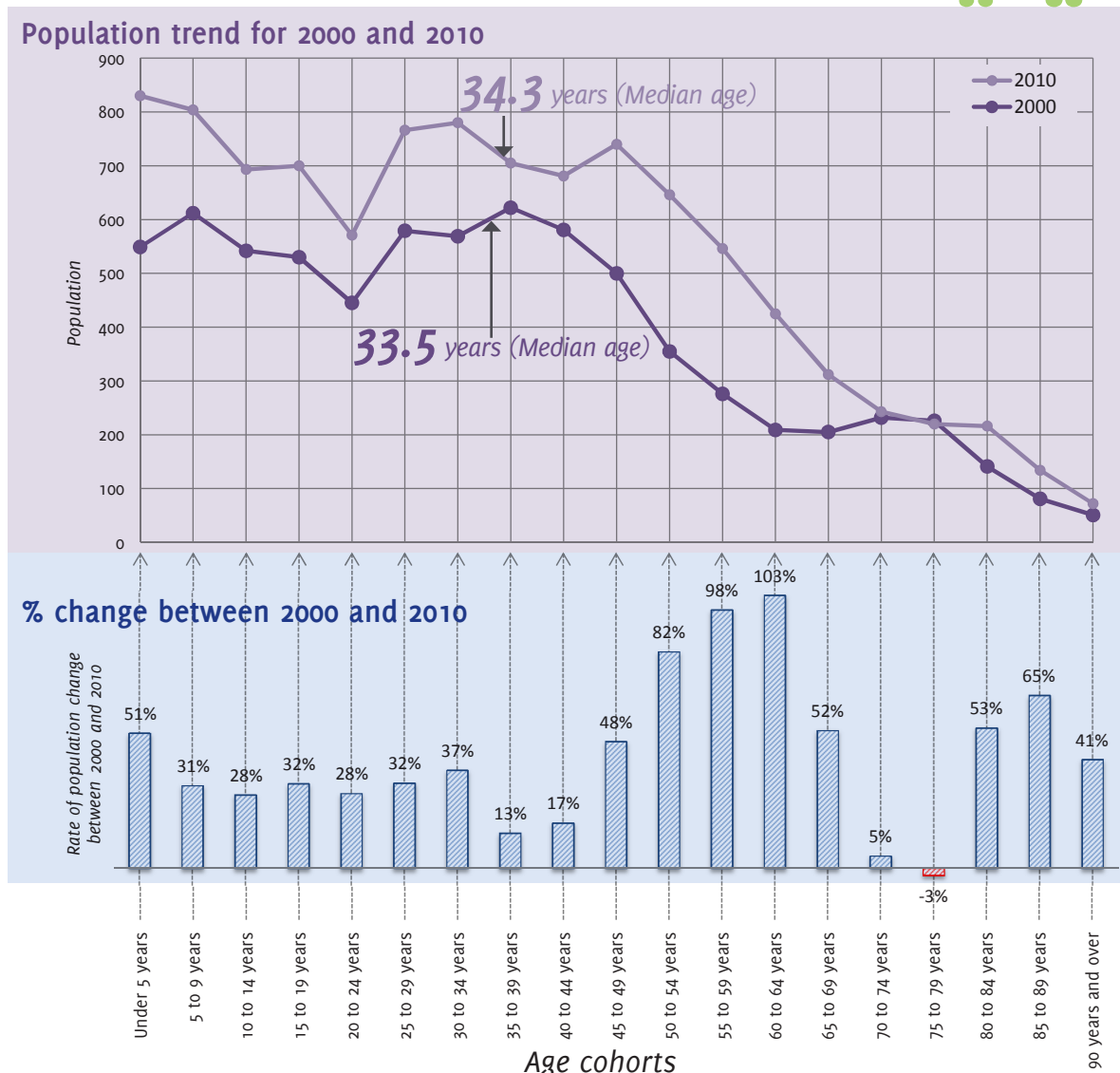


Figure 1.4: Distribution of Elkhorn’s population by age cohorts in 2000 and 2010

Source: U.S. Census Bureau data 2010 and 2000

Employment

The top industries in Walworth County by number of employees include manufacturing, educational services, retail trade, and accommodation & food services establishments as listed in Table 1.2. In terms of industry and employment, Elkhorn differs from Walworth County (Table 1.3), as well as most of its neighbors. It is neither a predominantly residential community such as Williams Bay, nor a resort community such as Lake Geneva, nor is it dependent on a single major institution such as Whitewater (University of Wisconsin). In addition, a substantial number of jobs in the City and its surrounding region focus on the public/institutional sector, including City and County government, the Elkhorn Area School District and health care.

<i>Industry (in Elkhorn)</i>	<i>Employees</i>	<i>% of Employment</i>
Educational Services	1000	16%
Manufacturing	826	13%
Health Care and Social Assistance	446	7%
Accommodation and Food Services	396	6%
Retail Trade	368	6%
Public Administration	331	5%
Professional, Scientific and Technical Service	275	4%
Administration, Support, Waste Management and Remediation	259	4%
Transportation and Warehouse	240	4%
Construction	202	3%

Table 1.2 Top Ten Employing Industries in Elkhorn by Number of Employees

Source: ESRI 2014 data

<i>Industry (in Walworth County)</i>	<i>Employees</i>	<i>% of Employment</i>
Manufacturing	8122	16%
Educational Services	4798	9%
Retail Trade	4787	9%
Accommodation and Food Services	4558	9%
Health Care and Social Assistance	2682	5%
Construction	2143	4%
Public Administration	1841	4%
Other Services excluding Public Administration	1831	4%
Administration, Support, Waste Management and Remediation	1825	4%
Wholesale Trade	1725	3%

Table 1.3 Top Ten Employing Industries in Walworth County by Number of Employees

Source: ESRI 2014 data

Education

The percentage of Elkhorn residents with high school and higher level degrees has increased slightly in Elkhorn since 2005 (Figure 1.6). During this time, the median household income in Elkhorn also increased and was slightly higher than the County in 2012 (Figure 1.5). The educational attainment levels for Elkhorn residents is estimated to have increased further today* and with that, so have the opportunities to attract employers looking for a more educated workforce.

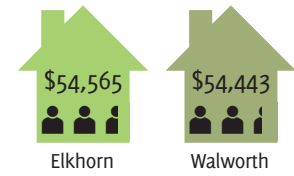


Figure 1.5: Median Household Income

Source: 2008-2012 American Community Survey

* Source- ESRI 2014 data for Population Age 25+

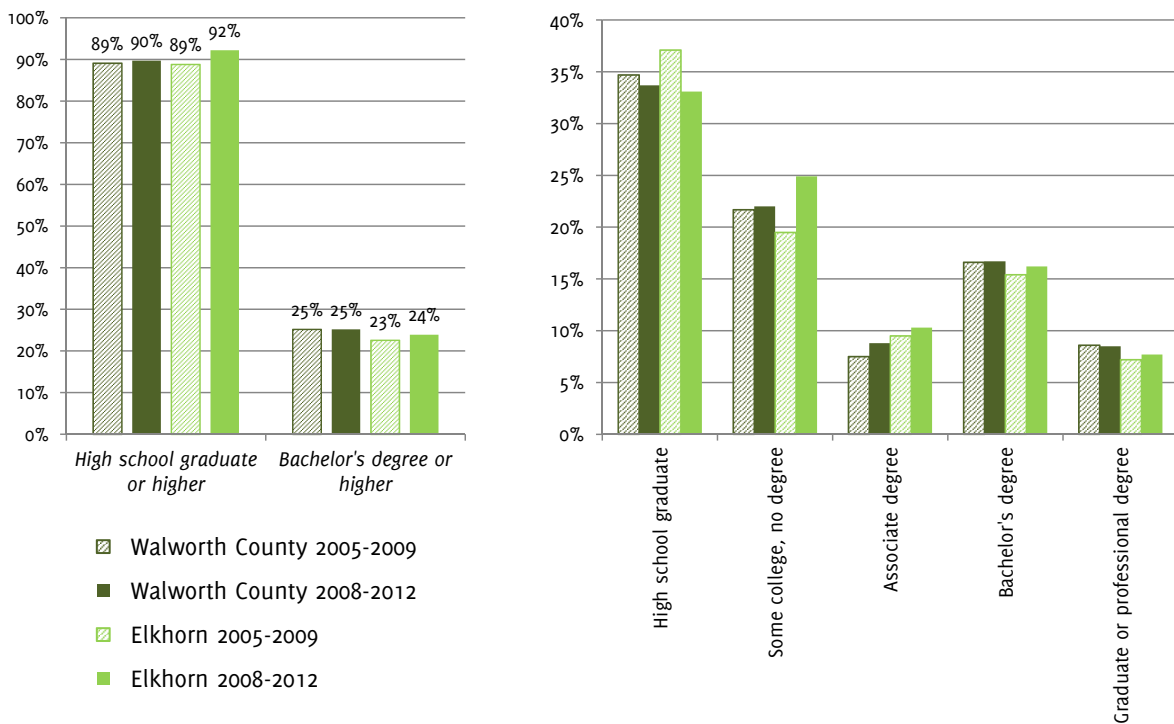


Figure 1.6 Education Levels in Walworth County and Elkhorn

Source: 2005-2009 and 2008-2012 American Community Survey

More than a Bedroom Community

A bedroom community is typically a small village or town with an economic base of housing sales and general commercial uses, as opposed to heavy industry or commercial sales. The residents typically sleep in the community but work elsewhere, contributing to a daily net loss in population due to residents commuting outside for work. As shown in Figure 1.7, even though Elkhorn has a sizable inflow of workers (1,952), it has a net loss putting it in the category of a bedroom community. Thus, while providing the benefits of a bedroom community to its residents, it also provides employment making it more than just a bedroom community. Understanding where residents work and their means of getting there helps plan road and transportation improvements, as well as provide adequate services and amenities. Based on the commuting pattern of residents, approximately 87% drive to work- higher than the County, thus stressing the importance of well maintained roads and an interconnected transportation network.

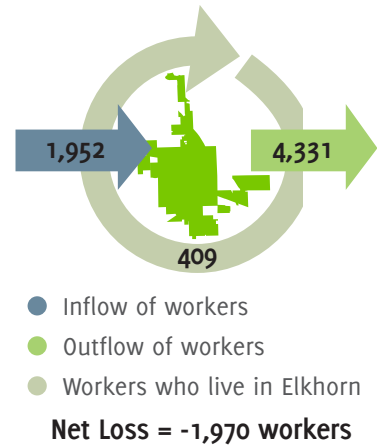


Figure 1.7 Inflow and outflow of workers in Elkhorn

Source: LEHD Origin-Destination Employment

Mean travel time to work for Elkhorn residents = 22.9 minutes

The travel time to work for Elkhorn residents is lower than that for Walworth County (24.9 minutes), showing that Elkhorn residents are more proximate to jobs on average. Changes in how and where people work today including working from home, paired with high gas prices, is changing the way people commute to work (like choosing to car pool, car sharing or even bike to work) and where they choose to live so as to reduce their commute time.

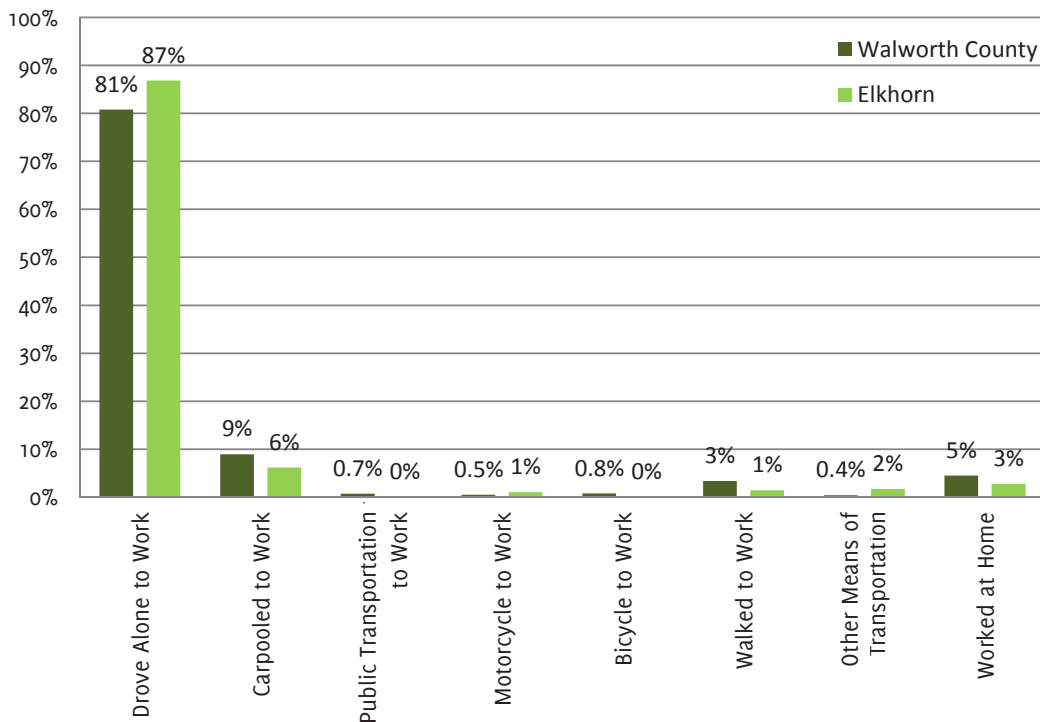


Figure 1.8 Commuting Times to Work for Walworth County and Elkhorn

Source: 2008-2012 American Community Survey

Journey to Work

Nine percent of those who work in Elkhorn also live in the City, supporting the fact that it is a bedroom community. Residents choose to live in Elkhorn and travel outside to work for economic reasons as well as to enjoy a better quality of life. Important factors include proximity to job centers, interstates and connectivity within the region, good schools, cost of living, access to parks and recreational areas, and a variety of housing types. With respect to those commuting to work in Elkhorn, more than half of the workers come from within a 10 mile radius of the City.

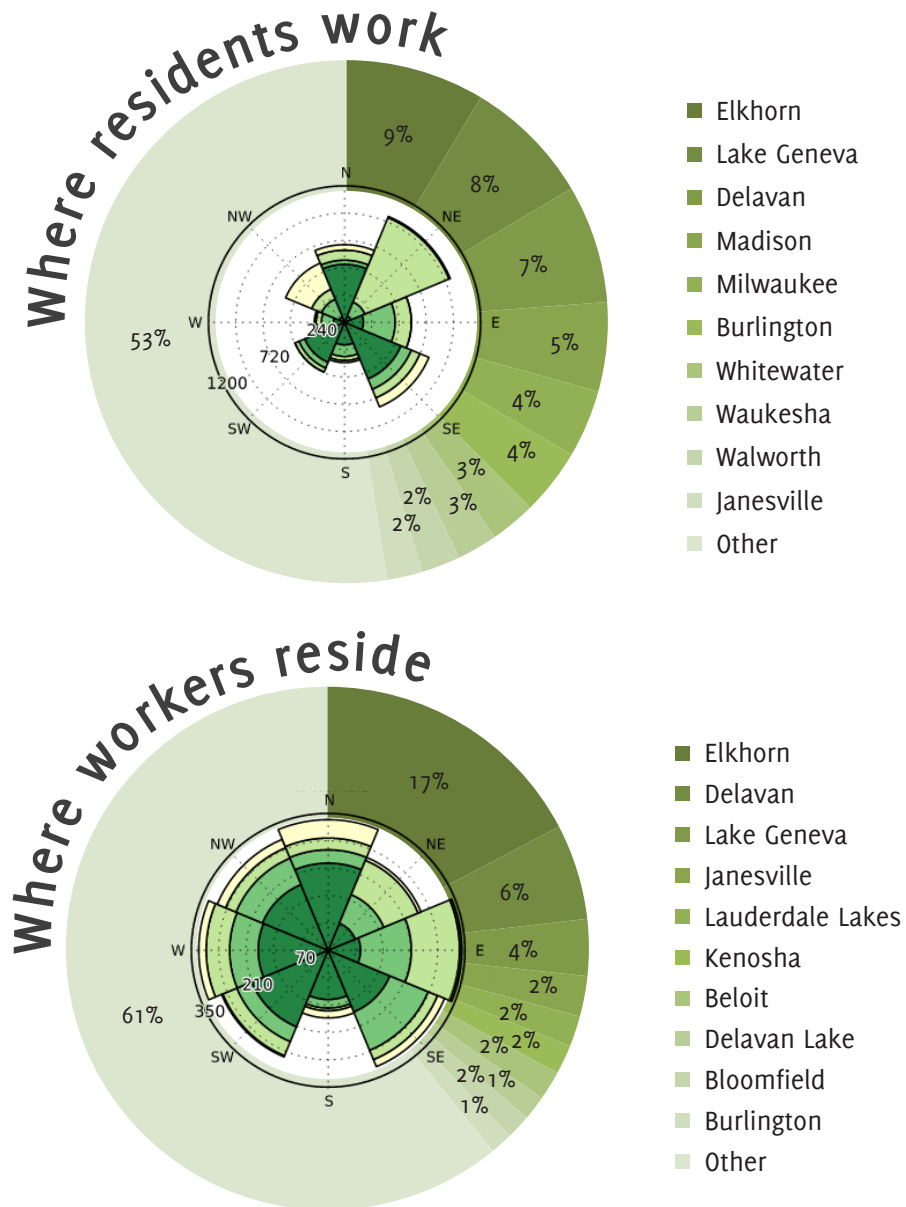




Figure 1.9 Origin-Destination Employment Pattern for Elkhorn
 Source: LEHD Origin-Destination Employment

HOUSING PROFILE

Households	3,801
Total Housing Units	4,043
Vacancy (242 units)	6%
Average HH Size	2.53
Average Owner HH	2.78 
Average Renter HH	2.19 

HH= Household
Data Source- U.S. Census 2010, 2007-2011 ACS 5-Year Estimates

Housing Units

Parallel to its growth in population, the City of Elkhorn has experienced a 34% growth rate in number of housing units. Of those units that are occupied, 59% are owner-occupied and 41% are renter-occupied which is a 7% increase in ownership since 2000. This increase in owner occupied housing is contrary to the trend in the County and the State, which have both seen a slight decrease in home ownership since 2000. A more in-depth look at housing trends follows in Section B: Housing.

In summary, the most notable demographic characteristic for Elkhorn is the rapid growth of the first part of the previous decade – with a 38 percent population increase from 2000 to 2010, even though the national economy slowed development in the latter part of that period. From a demographic standpoint, Elkhorn is a more populous community than when the last comprehensive plan was completed. However, the data indicates that the community maintains a family oriented composition and a notable employment base. As noted earlier, it is more than a bedroom community, but reveals a population that seeks the livability of one.

COMMUNITY ENGAGEMENT

As part of the Comprehensive Plan Update, a number of key stakeholders were interviewed in September, 2014. The stakeholders included residents, local businesses and institutions, City departments and taxing bodies, as well as neighboring towns. The purpose of these interviews was to seek local knowledge, information, perceptions and aspirations about the community from residents and administrators who have specialized knowledge and involvements in the day-to-day issues of Elkhorn. A number of wide ranging issues were covered including topics such as community character, identity and services, housing, transportation, economic development and the business environment. The key opportunities and issues that came through from the stakeholder interviews are listed below. The ‘word cloud’ illustration is a graphic description of the key ideas expressed by those interviewed. The size of the text reflects how frequently they came up during the interviews. A detailed list of the comments grouped by topic areas is included in the Appendix A.

<i>Opportunities</i>	<i>Issues (Concerns or improvements needed)</i>
<ul style="list-style-type: none"> • Collaboration with schools, colleges and businesses for job training • Communication between the City, businesses and residents • Community identity • Connections to regional recreation • County Fair • County seat- employment center • Developing the northeastern part of Elkhorn • Downtown • Local businesses • Manufacturing jobs • Public-private partnerships • Swimming pool facility 	<ul style="list-style-type: none"> • Appropriate mix of housing stock • Brain drain • City services • Foot traffic in the downtown area • Image and sense of place downtown • Investment in City facilities • Limited entertainment • Limited retail • Low paying jobs, need more moderate paying jobs • Parking for business owners and visitors downtown



Building on the ideas of the 2030 Comprehensive Plan and including the new ideas that came through from the community engagement process a vision statement, goals, and objectives/strategies to achieve the goals were developed for Elkhorn (included on the following pages). The vision statement pieces together a desirable direction for development and values expressed by the community in regard to the future of Elkhorn. The goals are the concrete expression of the vision statement and objectives/strategies set specific targets by which to achieve those goals. A separate Action Plan detailing policies and programs to direct future decision-making is included in the Economic Development Chapter of this plan.

THE VISION FOR ELKHORN



Identity

- Elkhorn will grow and evolve as a community in balance.
- Elkhorn will continue to thrive as a traditional Wisconsin “hometown”, in which to grow up, raise a family and retire in the context of a caring community exhibiting excellence in governance, education, recreation, health care, and civic activity.
- Housing patterns, land uses and economic opportunities will encourage residents to stay in the community.
- Elkhorn will be a community of livable neighborhoods, corridors, and places for people to gather as a community. It will grow and change over time in a way and at a pace that sustains these basic elements.
- The City will exhibit an appealing “sense of community,” emphasizing its:
 - » small town character,
 - » community and recreational assets,
 - » compact and convenient form,
 - » regional access via nearby highways,
 - » established mixed-use downtown,
 - » employment opportunities,
 - » safety,
 - » tree-lined streets, and
 - » welcoming gateways



Function/Role

- As the County seat of Walworth County, Elkhorn will serve as the host community for governance and justice, financial and service organizations, and facilities and events frequented by visitors from throughout the surrounding area.
- Given its high level of accessibility, Elkhorn will continue to serve as a favored employment location for employers whose jobs may be filled by persons living inside or outside of the city, and conversely, as home for residents who are employed in Elkhorn or in outlying municipalities and counties.
- As the City evolves, growth will occur at a moderate and balanced rate, which is consistent with Elkhorn’s existing character and fiscal integrity, agricultural legacy, and rural culture of its surrounding areas.



ELKHORN'S PLANNING GOALS

Developed in keeping with the standards established in the Wisconsin Statutes.



Nature and Environment

Maintain a balanced relationship between development and the environment in order to preserve the small town character of the community and its recreational assets. Protect and sustain high-quality air, water and trees, native species, and open space networks and identify those places that must be protected from development. Encourage the maintenance and preservation of active farms on the outskirts of the City and ensure they are not prematurely developed.



Housing

Provide an adequate and diverse housing supply to meet the needs of Elkhorn's existing and future population, preserve traditional residential neighborhoods, and ensure new residential areas grow as livable, sustainable neighborhoods that are well-connected to the existing community.



Mobility and Accessibility

Ensure a complete and interconnected roadway system that provides safe efficient, and accessible passage for drivers, bicyclists, and pedestrians within Elkhorn and to other places in the region. The system should, provide convenient access to traffic generators within the City, and emphasizes walking and cycling as viable alternatives.



Governance and Civics

An essential element of the City is a network of local governmental and civic organizations committed to the common good of the community, based on a high degree of resident participation, interagency cooperation, and inspired leadership that maintains the highest ethical standards.



Fiscal Integrity

Maintain a sound tax base and prudent municipal financing as a high priority of the City.



Economic Vitality

A strong economy is critical to the future of Elkhorn and features a diversified economic base, variety of job opportunities, strong mixed-use downtown core, and balanced mix of businesses supported by the residents, employees, and visitors of Elkhorn.



Strong Neighborhoods

A compatible relationship of land uses (homes, businesses, schools, parks and roads) that serves the needs of residents and businesses, and welcomes visitors.



Infrastructure and Services

A modern and professional system of cost effective public utilities, community facilities, communication networks, and municipal services that supports a compact, well balanced, and manageable form of community development at a standard desired by residents.



Serving Resident Needs

A combination of excellent educational, cultural, recreational, spiritual and health care opportunities to nurture the sound growth of individuals, families and interest groups in the community.



Heritage and Legacy

Preservation of the County seat function, the historic form and architecture of Elkhorn.

OBJECTIVES/STRATEGIES

The following strategies address the above stated goals and are listed with highest priorities first within each category.



Nature and Environment:

1. Protect environmental corridors and natural areas from development, and ensure that a healthy balance is maintained between open space / recreational areas and development.
2. Protect and conserve agricultural land adjacent to the City's municipal boundary by ensuring that the agriculture use is not made infeasible by new development.
3. Take advantage of opportunities to preserve open space by private contribution of environmentally sensitive properties through transfer of development rights, conservation easements, or land dedication to appropriate public or private organizations dedicated to preserving open space.
4. Support creation of an open space network and protect the ecosystems of Sugar Creek and Jackson Creek as the primary environmental corridors in the community.



Heritage and Legacy:

1. Encourage the high quality design of commercial, residential, and industrial developments, through a variety of means that may include zoning and design standards, architectural review and municipal incentives. Maintain Elkhorn's traditional street grid and extend its pattern to new developments.
2. Preserve the historical legacy of Elkhorn and evidence of its growth and change over time.



Economic Vitality:

1. Encourage the growth and vitality of a primary employment district around the existing Elkhorn Business Park as a source of good paying jobs by supporting existing businesses and attracting new businesses – particularly those in strong emerging industries.
2. Support the city center by developing an area of emphasis for Downtown Elkhorn to ensure it continues serving as a focal point for public services, business, dining / entertainment, civic institutions, and community activities.
3. Work with the Elkhorn Economic Development Alliance and Elkhorn Chamber of Commerce to support employer attraction and retention, monitor commuter trends, and attract high-paying employers/ jobs.
4. Capture a fair share portion of the regional market for retail foods and services. This is supported by creating a regional shopping destination at the intersection of Interstate 43 and State Highway 11 and acknowledging the area around Wisconsin and Market Streets as a retail hub in the community. Development of these areas must ensure they attract retailers that complement, rather than compete with, the existing Downtown.
5. Work with other communities, training and educational providers, and Walworth County to emphasize regional economic growth.

**Housing:**

1. Maintain predominantly single-family, owner-occupied neighborhoods, supported by other housing such as duplex and multi-family housing, to meet the needs of a diverse residential population of all sizes, incomes, and age levels.
2. Carefully manage the residential growth of Elkhorn to ensure new development is contiguous with and creates connections to the existing city, its neighborhoods, and its transportation network.
3. Require residential developments to incorporate pedestrian and recreational amenities, preserve natural features and incorporate open space in new neighborhoods.
4. Ensure that new residential neighborhoods provide architectural variety and high-quality design as part of their development.

**Strong Neighborhoods:**

1. Maintain historic, cultural and recreational resources such as parks and the Walworth County Historical Society for the benefit of Elkhorn residents.
2. Continue to provide community events in local parks, downtown, and elsewhere in the City as a way for residents to visit with neighbors.
3. Create pedestrian-oriented neighborhoods that are interconnected with opportunities for recreation and interaction between residents.
4. Support local regional attractions such as the County Fairgrounds and the White River State Trail, which benefit Elkhorn residents and may provide opportunities to attract tourists.

**Mobility and Accessibility:**

1. Emphasize neighborhood interconnections which allow vehicular, bicycle and pedestrian movement between neighborhoods, separate from cross-community traffic on arterials.
2. Promote accessibility and connectedness in the City's roadway network, in addition to traditional transportation measures of performance such as vehicle capacity.
3. Create and maintain a safe, interconnected roadway system that efficiently moves people and goods, while keeping the capacity of public improvements and the effects on quality of life in balance.
4. Support a variety of modes of transportation to meet the needs of a diverse population. Extend the existing White River bikeway trail and downtown pedestrian network to new residential neighborhoods and mixed use developments.

**Infrastructure and Services/Serving Resident Needs:**

1. Maintain and reconstruct existing streets, sidewalks, sewer, and water systems, other public facilities, and maintain and replant streetscapes and parkways.
2. Support expansion of existing community facilities and siting of new facilities to meet the needs of a growing community.
3. Evaluate the functionality of older existing community buildings and facilities to determine

whether they require renovation, replacement, or relocation in order to best meet the needs of Elkhorn residents and businesses.

4. Plan ahead of service need, recognizing that many infrastructure facilities and systems require long lead time for planning, community approval, design, funding, and construction.
5. Provide convenient and accessible municipal and community facilities, buildings, and sites for all residents.
6. Promote schools of appropriate size and quality to assure a high-quality education for students within Elkhorn.
7. Consider adaptive reuse of existing public facilities if they become obsolete for existing occupants.

§ Fiscal Integrity, Governance and Civics:

1. Apply a “fair share” allocation of public and private costs to fund infrastructure investments and improvements that place the burden of funding on those who will benefit from the improvements.
2. Support continued coordination with Walworth County, the City of Delavan, and Towns of Geneva, Lafayette, and Sugar Creek. Coordination with state and regional agencies and educational institutions is essential to implementing the Elkhorn Comprehensive Plan.
3. Support only new development that occurs at a rate consistent with the community’s ability to accommodate new development physically and financially.
4. Require adequate facilities as a condition of development permission.
5. Seek out state and federal assistance that supports the attraction of business and employment development.
6. Consider new sources of municipal revenue, including impact fees and public land dedications, or special service taxing districts such as a downtown business improvement district to support needed services.

2

Housing Element

Elkhorn's growth rate for housing units for the period 2000 to 2010 was 34.1%. Slightly over 1,000 housing units were added, a majority of which were detached single-family homes, making it the dominant housing type in the community. Home ownership rates increased between 2000 and 2010, and currently are higher than the rates for Delavan and Lake Geneva, and is now closer to the County's rate. Housing costs have increased relative to income and some residents face the issue of housing affordability in Elkhorn.

HOUSING GOALS:

Provide an adequate and diverse housing supply to meet the needs of Elkhorn's existing and future population, preserve traditional residential neighborhoods, and ensure new residential areas grow as livable, sustainable neighborhoods that are well-connected to the existing community.

HOUSING OBJECTIVES:

1. Maintain predominantly single-family, owner-occupied neighborhoods, supported by other housing such as duplex and multi-family housing, to meet the needs of a diverse residential population of all sizes, incomes, and age levels.
2. Carefully manage the residential growth of Elkhorn to ensure new development is contiguous with and creates connections to the existing city, its neighborhoods, and its transportation network.
3. Require residential developments to incorporate pedestrian and recreational amenities, preserve natural features and incorporate open space in new neighborhoods.
4. Ensure that new residential neighborhoods provide architectural variety and high-quality design as part of their development.

HOUSING GROWTH:

Table 2.1 shows the growth in housing units since 2000. While the number of units added is higher than the number for the previous decade, the growth rate is slightly lower at 34.1%. Figure 2.2 compares the distribution of unit types for the two datasets and shows that the increase in housing units has been predominantly in the form of detached single-family homes. The snapshot of the distribution of housing units in Elkhorn based on unit types (Figure 2.1) shows that detached single-family homes are a majority of the housing stock, with a total of around 27% in the form of multi-family units.

Year	Total Housing Units	Absolute Change from Previous Census	Percent Change from Previous Census
1990	2,202	-	-
2000	3,014	812	36.9%
2010	4,043	1,029	34.1%

Table 2.1: Total housing units in Elkhorn, 1990 - 2010

Source: U.S. Census Bureau, Summary File 1 (SF 1) - 100% Data

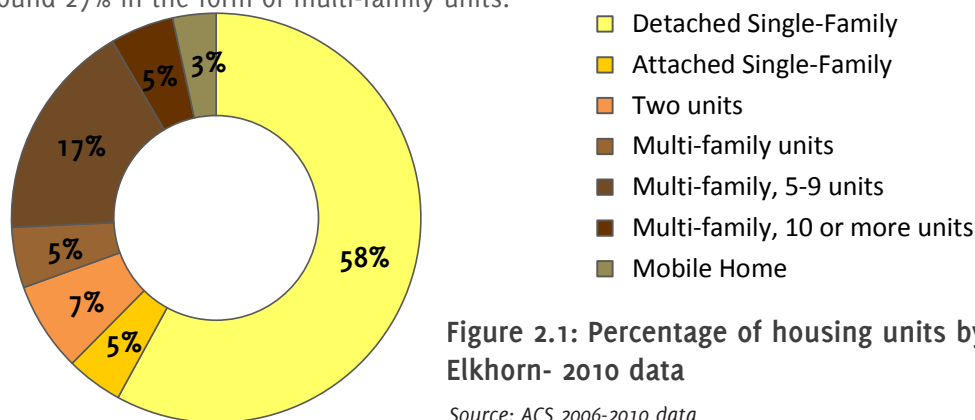


Figure 2.1: Percentage of housing units by type in Elkhorn- 2010 data

Source: ACS 2006-2010 data

The ‘median year structure built’ as defined by the U.S. Census, divides the distribution of housing units into two equal parts. Due to the growth in housing units, the median year of the housing stock in Elkhorn has increased from ‘1972’ in the 2000 Census to ‘1986’ by 2010. Compared to its neighbors and the County (Table 2.2), Elkhorn has the most recent median year of housing as new housing stock in these communities were added at a much slower rate than for Elkhorn. In 2000, the median year of construction for housing units in Elkhorn was 1972, i.e. the median age of units was 28 years old. As per 2009-2013 American Community Survey data, the median year of construction had increased to 1986 for Elkhorn. These figures do not, however, indicate how many of the older homes have been rehabilitated or the quality of housing. The median year structures were built in Elkhorn is comparable to East Troy (Table 2.2) which has seen the second highest population increase after Elkhorn in the 2010 Census.

Municipality	Year
Elkhorn	1986
Whitewater	1973
Delavan	1970
Lake Geneva	1975
East Troy	1982
Walworth County	1975

Table 2.2: Median year structures were built

Source: 2009-2013 American Community Survey 5-Year Estimates

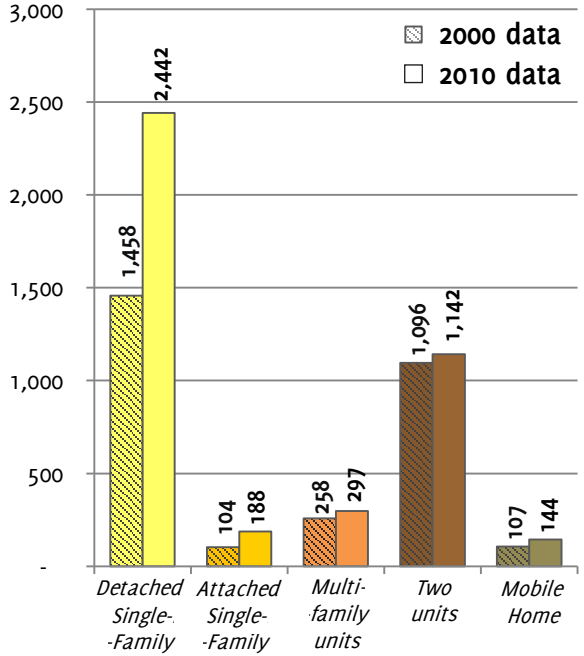


Figure 2.2: Distribution of housing units by type, Elkhorn-2000 and 2010

Source: U.S. Census Bureau, 2000 and 2010 data

Although the median year built may be fairly recent, due to new homes constructed as a proportion of the total housing stock, a significant percentage of Elkhorn’s existing units were built prior to World War II (See Figure 2.3). This might indicate that many vintage homes have been maintained and remain desirable for a wide range of income groups. Of the existing units in Elkhorn, construction was leanest between 1940 and 1950. This period includes the World War II years, when housing construction came to a standstill. But it also includes the 15 years following the war when the nation experienced a housing boom, primarily in suburban metropolitan expansion.

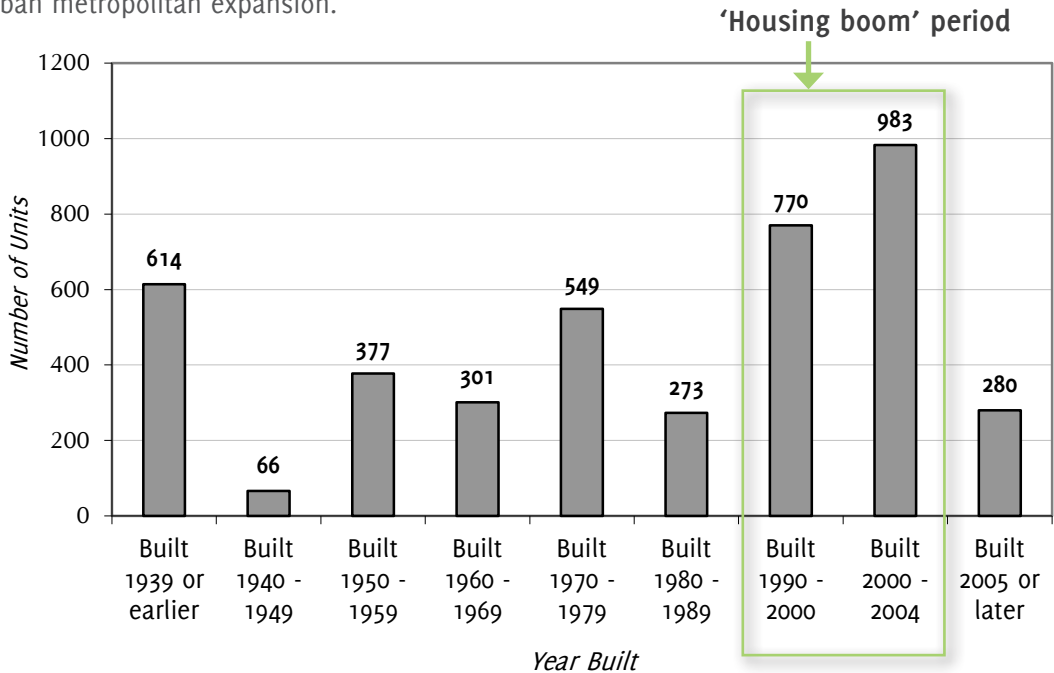


Figure 2.3: Housing construction history, Elkhorn

Source: U.S. Census Bureau, ACS 2006-2010 data

Neighborhood change, i.e. deterioration, is generally attributed to the interaction between the aging of the housing stock and a shift in population. Upon aging to 40 or 50 years, houses are normally in need of considerable major structural repairs or renovation of major systems such as roofing, plumbing, and heating. Approximately 1/3rd of the housing in Elkhorn is 40 years old. Moreover, many of the homes built during this post-war construction boom were of a relatively small size. Nationally, the median size of a home built in 1950 was 1,100 square feet. Today these post-war boom houses do not meet home-buyer expectations for spaciousness and amenities. Those already living in such units, if they can afford to, often move to newer, larger units. The older housing units may fall further into disrepair. The opportunity to support or encourage home maintenance or additions is an opportunity to support the City’s housing stock. Figure 2.3 illustrates a significant jump in the number of housing units built between 2000 and 2005 or later. This growth parallels population growth for the same time period and, like population growth, signals an increased need for services and community facilities.

VALUE OF HOUSING

Housing values of owner-occupied units in Elkhorn are concentrated in the \$150,000 - \$199,999 range according to the ‘2006-2010 American Community Survey 5-Year Estimates’ and account for approximately half of the total owner-occupied housing units. This is an increase in the value of the units from the 2000 Census which had over 50% of the units valued in the \$100,000 to \$149,999 range. The distribution of Elkhorn’s housing values for 2010 has a trend similar to the County and State, but with a significantly higher proportion of homes falling in the mid-range of \$150,000 to \$299,999. A lower percentage of Elkhorn’s housing stock falls in the higher value side of the housing stock compared to the County and State. Table 2.3 shows that the home ownership rate for occupied housing in Elkhorn has increased since the 2000

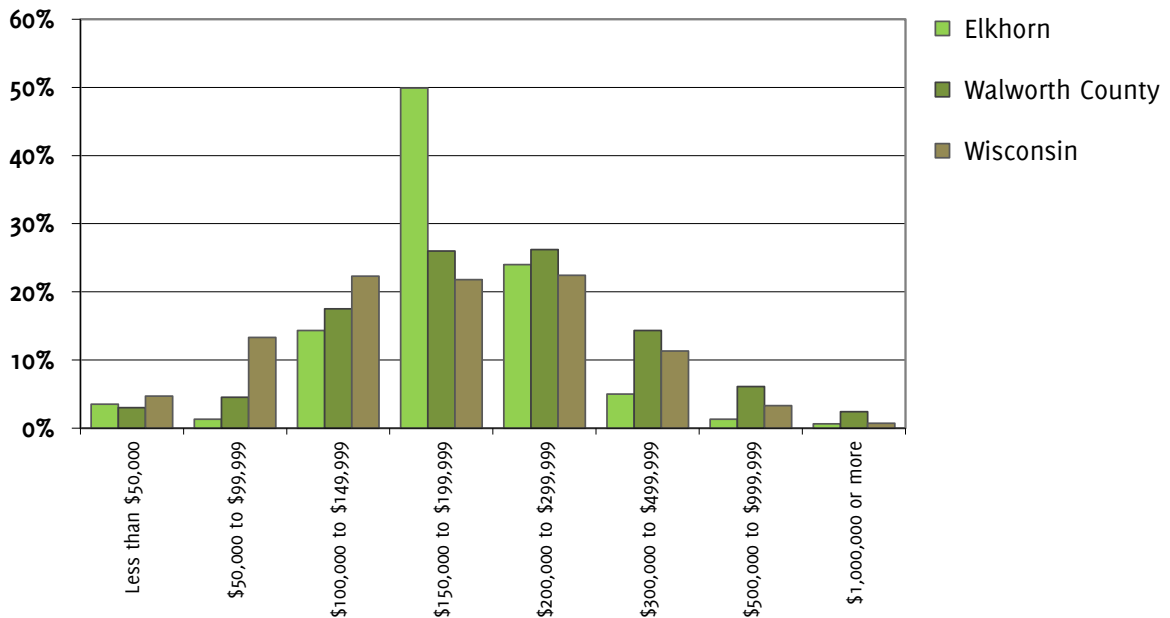


Figure 2.4: Value of owner-occupied housing

Source: U.S. Census Bureau 2000 data, ACS 2006-2010 data

Census and is greater than Delavan and Lake Geneva, and similar to Walworth County as a whole. Whitewater’s home ownership rates are historically lower than the other communities as it has a large student population due to the University of Wisconsin. Of Elkhorn’s neighboring communities, the trends of East Troy are most similar to Elkhorn due to its increase in population, housing units and home values.

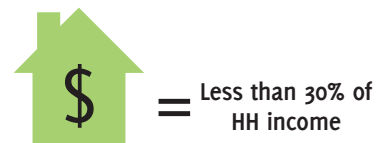
HOUSING AFFORDABILITY

As per the most recent 2009-2013 American Community Survey data, detached single-family homes are the dominant housing type at 54% of the housing stock, with multi-family units at 37%, attached single-family homes at 7% and other units at 2%. While each of these housing types have a percentage of renter occupied units, multi-family units have the most renter occupied units at 86% (Figure 2.6).

Municipality	2000	2010
Elkhorn	52.0%	67.4%
Whitewater	36.2%	40.2%
Delavan	55.2%	53.2%
Lake Geneva	54.6%	48.2%
East Troy	71.3%	78.5%
Walworth County	69.0%	71.2%

Table 2.3: Home Ownership Rates (Occupied units)

Source: U.S. Census Bureau 2000 data, ACS 2006-2010 data



What is Affordability?

The Department of Housing and Urban Development defines housing affordability as paying no more than 30% of household income for costs related to housing. These costs include payments for: mortgage or rent, real estate taxes, fire, hazard, and flood insurance on the property; utilities and fuels. These costs also include condominium fees or mobile home costs.

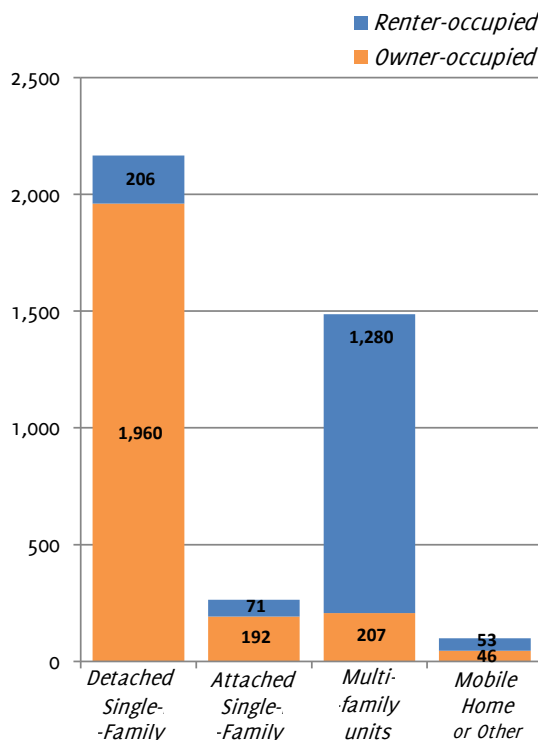


Figure 2.5: Tenure by type of units in structure, Elkhorn

Source: ACS 2009-2013 data

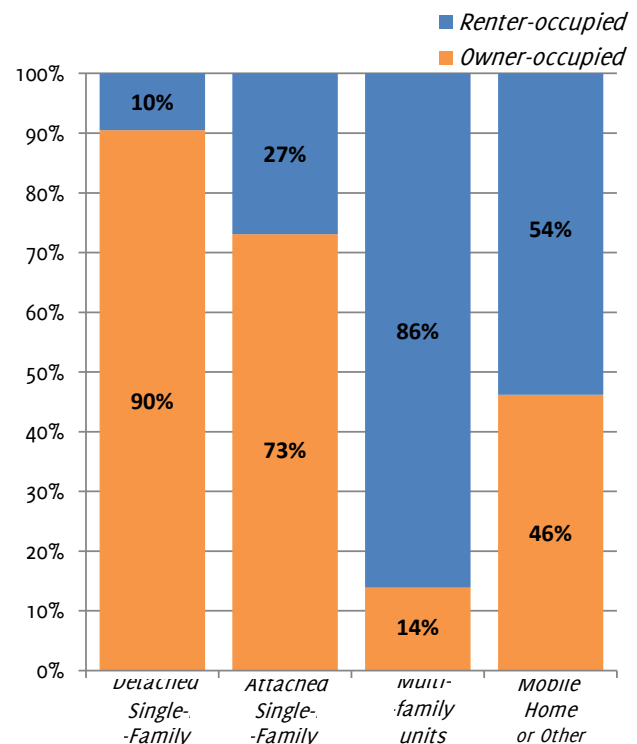


Figure 2.6: Percentage of owned and rented occupied units, Elkhorn

Source: ACS 2009-2013 data

	Percentage that spends less than 30% of household income on housing costs		Percentage that spends more than 30% of household income on housing costs	
	Elkhorn	Walworth County	Elkhorn	Walworth County
Owned units with a mortgage	59.1%	60.6%	40.9%	39.4%
Owned units without a mortgage	77.5%	81%	22.5%	19%
Rented units	51.4%	47.5%	48.6%	52.5%

Table 2.4: Housing affordability in Elkhorn and Walworth County

Source: U.S. Census Bureau, ACS 2006-2010 data

Approximately 40% of occupied unit owners with a mortgage and 20% of those without a mortgage spend more than 30% of their income on housing costs. This number is higher for rented units and is closer to 50%. While these numbers are consistent with Walworth County, the owner and renter costs have increased from 24% and 36% respectively since 2000. Such figures generally indicate that a place is desirable to live in in spite of financial constraints -- households are willing to spend a larger portion of their income in order to live in a specific place due to various locational attributes (e.g. access to jobs, cultural amenities, open space, low crime rates).

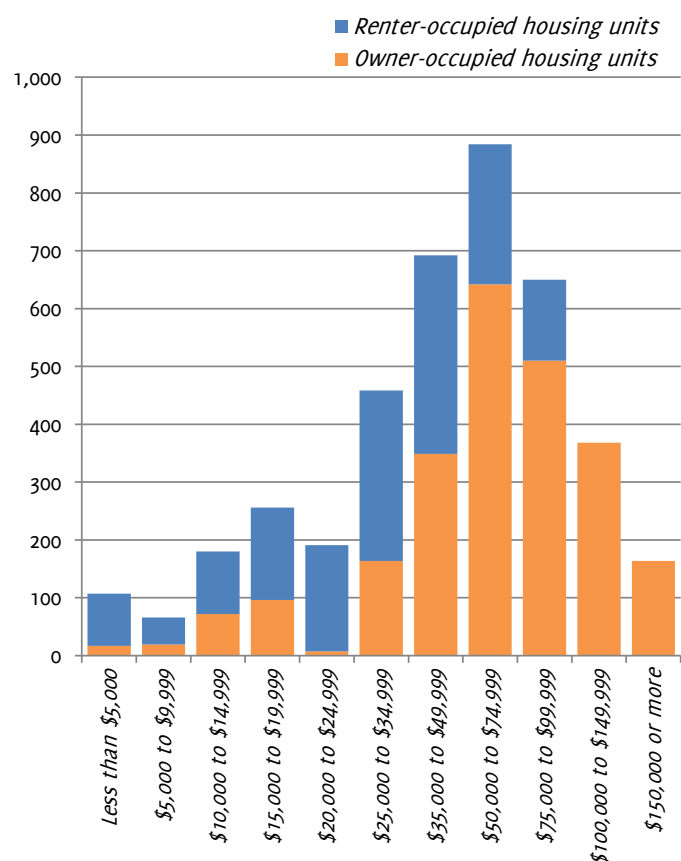


Table 2.5: Tenure by household income, Elkhorn

Source: ACS 2009-2013 data

3

Transportation Element

The Transportation Element of this plan contains a compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation in and around Elkhorn. A summary of state and regional transportation is also provided. The transportation goals and objectives (included below) build on Elkhorn’s general ‘Planning Goals and Objectives’.

TRANSPORTATION GOALS:

Ensure a complete and interconnected roadway system that provides safe efficient, and accessible passage for drivers, bicyclists, and pedestrians within Elkhorn and to other places in the region, and provides convenient access to traffic generators within the City, while emphasizing walking and cycling as viable alternatives.

TRANSPORTATION OBJECTIVES:

1. Emphasize neighborhood interconnections which allow vehicular, bicycle and pedestrian movement between neighborhoods, separate from cross-community traffic on arterials.
2. Promote accessibility and connectedness in the City’s roadway network, in addition to traditional transportation measures of performance such as vehicle capacity.
3. Create and maintain a safe, interconnected roadway system that efficiently moves people and goods, while keeping the capacity of public improvements and the effects on quality of life in balance.
4. Support a variety of modes of transportation to meet the needs of a diverse population. Extend the existing White River bikeway trail and downtown pedestrian network to new residential neighborhoods and mixed use developments.

TRANSPORTATION POLICIES AND STRATEGIES:

For Roadways-

1. Extend the existing roadway network into developing areas to enhance connectivity and extend community character.
2. Ensure that new roadways are designed with sidewalks, on or off-street bicycle lanes and parkways.
3. Acquire right-of-ways in sufficient width in advance of future road and intersection improvements. Right-of-ways should support building attractive corridors, not just roads.
4. Where feasible, require parkway plantings and ensure high design standards are set for street tree requirements and boulevard plantings.
5. High standards for public roads and trails should be matched by both the City and property developers.
6. Ensure that all public right-of-ways are safe and accessible to the elderly and the disabled.
7. Extension of roads serving new development should not compete with the City's capacity to fund and maintain existing roads.
8. Consider the use of modern roundabouts as an alternative to traffic signals as they are more effective at minimizing crash rates.
9. Utilize distinct pavement markings, colors and materials to clearly demarcate crosswalks, bicycle paths, and travel lanes while roadways are being improved.
10. Provide adequate street furniture along public right-of-way, including benches, waste receptacles, bike racks, street lights and other amenities, depending on the context of the street.
11. Provide street trees and ecologically sustainable landscaping treatments along public right-of-way.
12. Work with residents and businesses in the downtown area to create an access management and public parking plan.

For bike facilities and complete streets-

1. Create future bicycle paths along environmental corridors that connect to the White River Bike Trail, and Elkhorn area parks and schools.
2. Secure funding to produce a dedicated bike plan for the community.
3. While not every public right-of-way will have a bike path, ensure that there is adequate space and safe riding surface for bicyclists as well as motorists on local residential streets in order to encourage residents to bike as an alternative to driving.
4. Require the provision of sufficient bicycle parking close to the building entrance at employment and commercial locations, as well as schools and parks to provide employees and customers/users a safe place to park.
5. Utilize permeable paving materials for all dedicated bike trails.
6. Enhance existing bike trails with street furniture, signage and appropriate lighting.
7. Improve safety along the trails by ensuring that they are well lit and landscaping is trimmed and maintained along the route.
8. Make improvements and add appropriate signage along bike routes in accordance with AASHTO

(American Association of State Highway and Transportation Officials) design guidelines.

9. Design roadway bike facilities in accordance with 'Appendix B: REGIONAL BICYCLE AND PEDESTRIAN PLAN ELEMENT FACILITY STANDARDS AND DESIGN GUIDELINES' of SEWRPC's 'A Regional System Transportation Plan for Southeastern Wisconsin:2035'.
10. Study opportunities to reduce the amount and speed of vehicular traffic in order to reduce bicycle and auto collision rates by including traffic calming measures, especially in areas that have higher crash rates.
11. Incorporate funding in a capital improvement program to improve and install sidewalks in the community, with priority to those areas within the walkable distance of a quarter mile around community amenities.
12. Ensure that streets are sufficiently lit and landscaping along the sidewalks are maintained to improved pedestrian safety.
13. Create a temporary four-way stop at the intersections during public events.
14. Consider traffic calming measures like curb bump-outs and lane narrowing, along streets through residential areas that are reported to have speeding issues.

EXISTING TRANSPORTATION FACILITIES

Pedestrian Systems

One of Elkhorn's most desirable characteristics is its compactness and walkability. Virtually every home, until recently, has been within 1 1/2 miles from downtown and the rectilinear street pattern provides numerous routes to the center without overloading arterials with cross-town traffic. However, not all streets are provided with sidewalks and the street system itself has some disconnections in several places (i.e. the creation of cul-de-sacs or dead end streets do not provide easy or uninterrupted vehicle and pedestrian access). This trend should be reversed if the opportunity arises and discouraged for new subdivision developments. Where appropriate, the grid system of streets with sidewalks should be extended into newly planned and developing areas. At a minimum, however, connectivity should be achieved via extended arterials and collector streets with sidewalks, especially when they lead to schools, parks and shopping areas. Sidewalks should also be required for all new developments. As described throughout the Comprehensive Plan, the principles of connectedness and walkability are to receive high priority so that Elkhorn can achieve its vision. A sidewalk gap analysis and survey of sidewalk and pavement conditions should be done for the community to determine priority areas and projects.

Roadway Functional Classification System

Vehicular accessibility is one of the City's primary attributes. The City has a good location for businesses and residents as a result of being located at the convergence of I-43, U.S. 12, and several other state and County highways, that traverse Walworth County. The presence of this system attracts new development and related traffic.

As defined by the Southeastern Wisconsin Regional Planning Commission's 2035 Plan, the system of functional grouping or classification of roadways in Elkhorn are classified as below:

- **Freeways:** a special classification of highways providing a high-degree of mobility and function for heavy volumes of traffic traveling extended distances on roadways. Access is limited to grade separated interchanges, which are spaced at least one mile apart. These facilities are typically part of the state or federal highway system. In Elkhorn, I-43 and U.S. 12 are classified as freeways. U.S. 12 is a freeway extending from the Illinois border to the north side of Elkhorn; it then becomes a two-lane road north of Elkhorn.
- **Arterials:** streets and highways that carry relatively high volumes of local and through traffic at moderate speed with limited access to abutting properties.
- **Collectors:** streets and highways that connect minor streets and roads to arterials and collect or distribute traffic within neighborhoods while providing access to abutting properties.
- **Local Streets:** roadways whose primary function is to carry low volumes of traffic at slow speed to and from abutting properties.

The 2040 Transportation Plan for Elkhorn illustrated on Page 31 shows these classifications. Extension of collector streets into new sub-divisions are recommended to enhance connectedness. The long term financial plan for the City must anticipate maintenance and reconstruction costs commensurate with the anticipated life of roads and other public improvements.

Street and highway improvements are not limited solely to expanded capacity and improved traffic flow. It is important that their overall character as transportation/land-use/visual corridors be equally considered. The City's quality of life and the quality of community character presented to visitors is enhanced when vehicular passengers have a pleasant "view from the road", pedestrians and cyclists have a safe and attractive experience, and abutting property owners are buffered from the adverse impacts of traffic.

Elkhorn's tree-lined streets are among the City's most valuable assets, as are the attractive rural roadsides just outside the City boundaries. This character must be preserved and enhanced. If trees need to be removed to permit roadway improvements, they should be replaced with new trees of significant species, size and number. Additionally, existing trees should be safely protected from any new construction. Several existing streets and highways are lacking in trees and deserve new plantings. Average daily traffic is shown on the Exhibit 3.1: Transportation Plan.

Existing Traffic Conditions and Roadway Deficiency

Traffic volume provides a general indicator regarding roadway function. Annual average daily traffic (AADT) numbers for 2012 was obtained from the Wisconsin Department of Transportation website. The highest traffic counts within Elkhorn occur along State Highway '67'. County Highway NN/Geneva Street, Court Street, Walworth Street and County Highway H also carry a good amount of traffic in and out of the community. However, Interstate 43 and U.S. Highway 12 by far have the highest traffic counts in the community. As the interchanges along these routes in Elkhorn provide accessibility and as the land along the interstates have great visibility from these freeways, Elkhorn should capitalize on this by a correct mix of land uses along the interstates as outlined in the land use element of this plan.

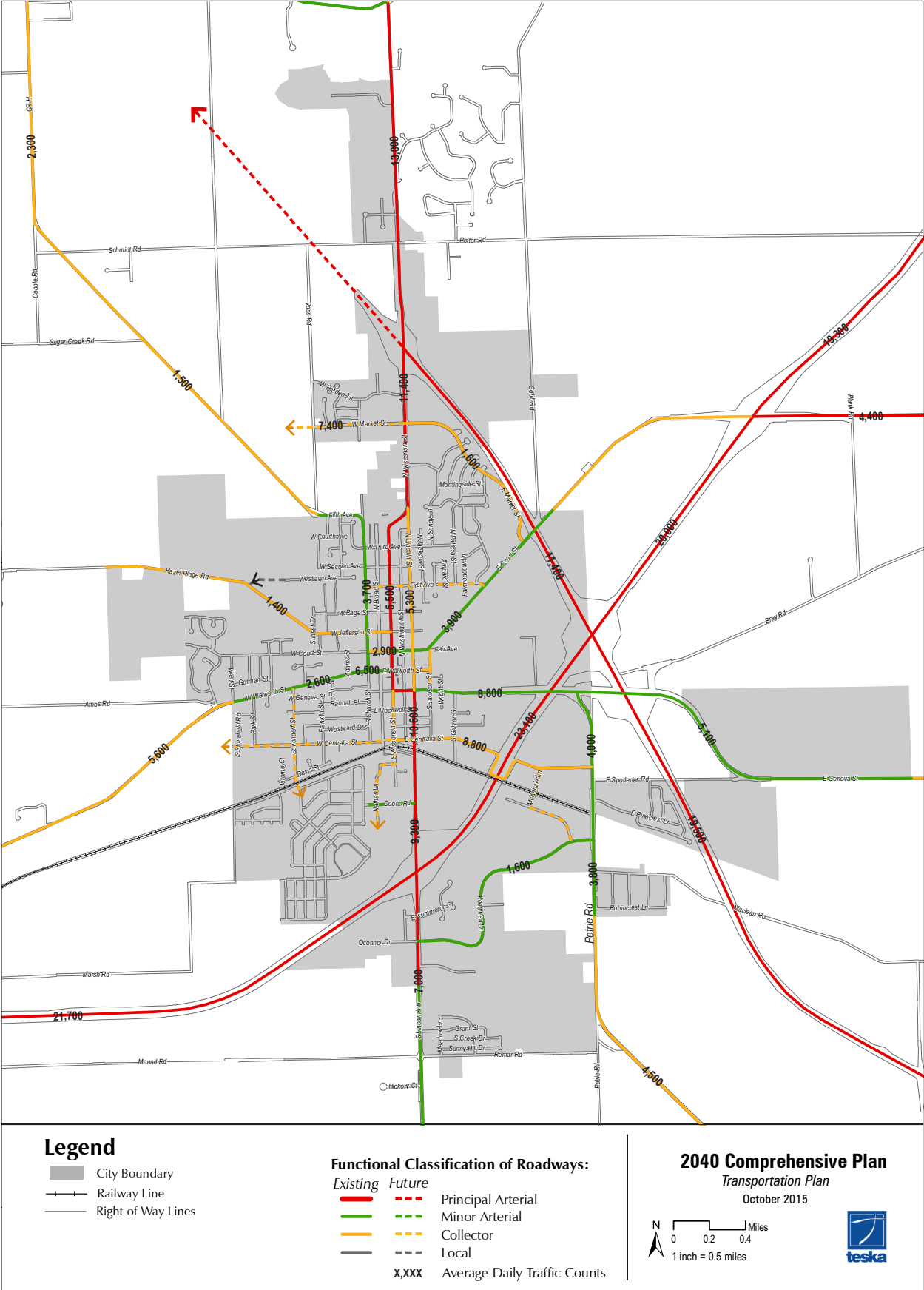


Exhibit 3.1: Transportation Plan

Public Transit

At present and for the foreseeable future, the City cannot support a system of local bus service. However, the State of Wisconsin has provided a park-ride facility along State Highway 67 just north of the U.S. 12 interchange to encourage ride-sharing and para-transit. It may also be desirable for the City to consider a form of public transit to serve special needs within the community, such as those of senior citizens and the handicapped. These groups will continue to expand in numbers in the future. Busing for school children is a given in many communities, including Elkhorn. Consideration should be given to the multiple uses of these vehicles and their drivers for other local services.

Bikeways

SEWRPC's 'A Regional System Transportation Plan for Southeastern Wisconsin:2035', recommends regional bikeways that serve Elkhorn in the form of:

- Off-street bicycle trail along the White River Trail. There is a vehicular parking lot for cyclists at the west terminus of the trail along County Highway H. There is also a connector trail across the highway to connect the trail to Babe Mann Park.
- Non-arterial connection along S Jackson Street to a surface arterial connection along E Court Street that goes along the County Fair Grounds and connects to another non-arterial connection along Cobb Road, and
- As bicycle accommodations along the arterial streets of Lincoln Street, county Highway H, Geneva Street and Walworth Street.

Improvements along these routes to accommodate bikeway facilities should be considered by Elkhorn when facilities are resurfaced or reconstructed.

The 2004 Elkhorn Comprehensive Outdoor Recreation Plan provides additional recommendations for bikeways and trails within Elkhorn, However, given the importance of connectivity between parks, schools, neighborhoods and services, a dedicated bicycle plan for the community is recommended. To support community livability, Elkhorn should ensure that all future development is accessible to pedestrians and cyclists. Future roadways should provide designated bike lanes where feasible. It is recommended that the City continue to pursue making Elkhorn a bicycle-friendly community, even to the extent that local residents are encouraged to bike throughout the community, and that regional cyclists consider Elkhorn to be a focal point of biking activity, including sales, repair and organized events. Proximity to the County Fairgrounds and the White River Trail help support this concept.

COMPARISON TO REGIONAL AND STATE PLANS

The Southeastern Wisconsin Regional Planning Commission adopted "A Regional Freeway System Reconstruction Plan for Southeastern Wisconsin" in May of 2003. The purpose of the plan is to develop a broad understanding of current and future freeway system needs and, based on that understanding, create a regional consensus as to how best approach the reconstruction of the most heavily used portions of the regional transportation system. As related to Elkhorn, the regional plan identifies the following roadway improvements-

- Future expansion of US12 north west of State Highway 67 with four lanes, an additional half interchange at 67 and full interchange at County Highway H.

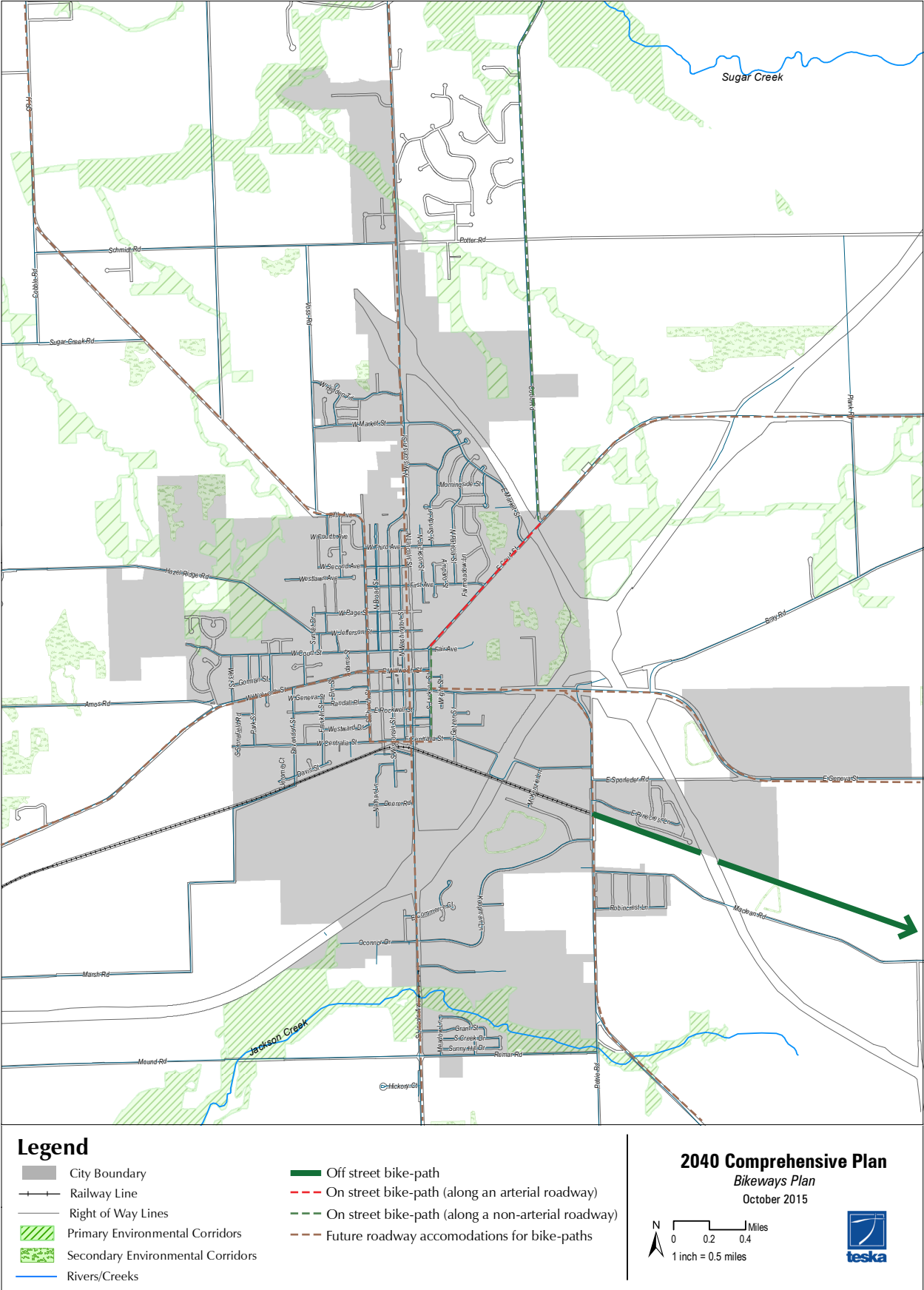


Exhibit 3.2: Bikeways Plan

- Lincoln Street/State Highway 67 improvements to four lanes to improve capacity
- State Highway 67 improvements to four lanes to improve capacity south of I-43.

In addition, Wisconsin DOT is conducting a major study for U.S. 12 along WIS 67 from Elkhorn to WIS 59 in Whitewater. The study will address the capacity and safety concerns along this route and will also suggest possible alignment adjustments and capacity improvements to address these concerns. The preliminary study is in progress and the environmental report is scheduled for completion in 2019. As for roadway maintenance, I-43 from Delavan to US 12 is scheduled between 2019 and 2021, WIS 67 south of I-43 for 2018, and pavement replacement for County Highway H in 2017. In general, the state plans recommend that local land use and transportation plans facilitate travel by transit, bicycle, and pedestrian movement to reduce dependence on automobile travel and improve walkability and accessibility.

SUMMARY RECOMMENDATIONS

The Future Transportation Plan recommends improving connectivity and accessibility in Elkhorn. In addition, to providing for safe and accessible pedestrian and bicycle connections, the most significant recommendation is to connect existing arterials to those of future sub-divisions. The arterials should be designed with high quality aesthetics in mind, such as split planted boulevards in some areas and a generous parkway with landscaping through out.

4

Utilities & Community Facilities Element

This section presents existing conditions as well as goals, objectives, policies, and programs related to community facilities & services and utilities in Elkhorn. These elements are essential to facilitating thoughtful and sustainable growth for the City, providing quality of life for its residents, and supporting a strong economic environment for its businesses. In addition to maintaining the ongoing function of these operations, the City currently is evaluating the future of key services and utilities – these are noted below.

Facilities described relate to municipal functions, parks and recreation, schools, and other governmental and private community operations. Utilities described include sanitary sewer service, storm water management, water supply, waste disposal, and electricity. The location, use and capacity of existing facilities is presented here, as are relevant findings and recommendations that forecast the need to expand or rehabilitate existing facilities.

GOALS:

A modern and professional system of cost effective public utilities, community facilities, communication networks, and municipal services that supports a compact, well balanced, and manageable form of community development at a standard desired by residents.

OBJECTIVES:

1. Maintain and reconstruct existing streets, sidewalks, sewer, and water systems, other public facilities, and maintain and replant streetscapes and parkways.
2. Support expansion of existing community facilities and siting of new facilities to meet the needs of a growing community.
3. Evaluate the functionality of older existing community buildings and facilities to determine whether they require renovation, replacement, or relocation in order to best meet the needs of Elkhorn residents and businesses.

4. Plan ahead of service need, recognizing that many infrastructure facilities and systems require long lead time for planning, community approval, design, funding, and construction.
5. Provide convenient and accessible municipal and community facilities, buildings, and sites for all residents.
6. Promote schools of appropriate size and quality to assure a high-quality education for students within Elkhorn.
7. Consider adaptive reuse of existing public facilities if they become obsolete for existing occupants.

COMMUNITY FACILITIES

Community facilities, particularly schools and parks, are a key measure by which residents judge their community, the performance of its leadership, and the value of the taxes they pay. Community facilities are also a major factor in the choice of a place to live or locate a business.

MUNICIPAL FACILITIES

City Hall

Elkhorn's City Hall is located at the intersection of Walworth and Broad Streets. The building was constructed in 1931 and is listed on the National Register of Historic Places. It currently houses Administration, Building Zoning and Planning, Assessor, Clerk and Finance / Treasurer functions of the City. The building also is the location for City public meetings of the Common Council and City Commissions. The structures in many ways is functionally obsolete due to its age, and presents operational challenges for the City. The City currently is evaluating potential new locations for City Hall functions. In addition to relocating, the City will address how to repurpose the current building and whether the City administrative functions should remain in the downtown. Other governmental facilities (Walworth County) have left the central business district and raised the question of whether it would remain worthwhile to keep the City Hall operations in the district. The central location and accessibility of the existing downtown location contribute to the vitality of civic life and the downtown. In that regard, it is desirable to keep city administrative and customer service operations downtown. A final determination on where to relocate City Hall (and whether that can be downtown) will be made by the City based on a range of factors including the practicalities of: cost, space needs, and available land or existing office space.

Library

In 2004, a major renovation to the City's public library, Matheson Memorial Library, was completed. The 14,000 square foot addition expanded the library facility to three times its original size and provided expanded study rooms and a youth area. In addition, the library building now houses the new 4,000 square foot Elkhorn Community Center.



Source: City of Elkhorn website

Fire Department

Fire protection is provided by the volunteer Elkhorn Area Fire Department from its one facility on Broad Street south of the City Hall. From this central location the department provides fire suppression and emergency medical services for Elkhorn and the Towns of Geneva, LaFayette and Sugar Creek. The area served includes a year round population of about 25,000 people over an area of 103 square miles. The department has a full time Fire Chief, who oversees operations, and limited administrative staff. The department has 50 paid/on call volunteers (28 fire fighters



Source: City of Elkhorn website

and 22 emergency medical personnel). In addition, there is also one full time Emergency Medical Services (EMS) billing clerk and one 24-hour contract employee. The department's current stock of equipment and vehicles is considered to be in sound condition.

Continuing to provide fire suppression and emergency medical services to such a large area with a paid-on-call force presents challenges for the department. In addition to the large service area, it is a difficult to adequately train personnel and volunteers being available to leave work responsibilities to respond to a call has become problematic. The City and Towns served continue to investigate best alternatives to address these issues, which currently focus on personnel, facilities, and scope of services. The personnel aspect relates to whether and how to maintain a paid-on-call department or move to another format of staffing. Further, changes in personnel may lead to changes in facilities – for example, a full-time force would require living quarters added to the existing station. Another question is whether such a change would function best with multiple stations? This question relates to the scope of the fire services – the manner in which the City provides services to surrounding populations. If or how that relationship is to change is the subject of further intergovernmental deliberations.

Police Department

The Elkhorn Police Department currently is located on Walworth Street on the County Square. The Department currently includes 16 full-time sworn personnel, one full-time secretary/dispatcher, two full-time dispatchers, and two part-time Community Service Officers. Among the 16 sworn officers are the Police Chief, Captain, two Sergeants, School Liaison Officer, two Detectives and nine Patrol Officers.

Public Works Facility

The Public Works Department maintains City streets, parks, sidewalks, storm sewers, sanitary sewers, forestry and public buildings. Administrative functions are located at the City Hall and the City Garage is located at 12. E First Avenue. The City Garage is located in a residential area and consideration has been ongoing for where that activity might be relocated. The City currently is evaluating options for a new location.

PARKS AND RECREATION

Park facilities and recreation programming for the City of Elkhorn are coordinated by the Parks and Recreation Department, which was established in 2001. Facilities maintenance is provided by the Public Works Department. As identified in the 2011 Outdoor Recreation Plan, the Elkhorn park system totals 91.5 acres of usable parkland, under City control. Additional recreational facilities include Elkhorn School District sites, County Courthouse Square, and the County Fairgrounds. Use of facilities includes a full range of programs developed and put on by the Elkhorn Recreation Department for the community. The Department also conducts special events including: “Lights and Ladders” at Sunset Park, “Scare on the Square” at Veterans Park and the Downtown Square, “Reindeer Run”, and “Night Under the Lights”. Planned events include “Snowball Shindig” along with winter crafts and games.

With respect to programs, the Department offers ballroom dancing, rookie sports like T-ball and adult softball, year round Red Cross swimming lessons, art, karate, cooking and dance classes, flag football and themed summer camps. Anticipated future programs include indoor adult volleyball leagues, dodgeball, open gym for seniors, pickle ball, and specialty art and dance classes.

The City of Elkhorn prepared the latest update to the Comprehensive Outdoor Recreation Plan (CORP) in 2011. That plan considers community background, inventories existing parks, notes standards for park facilities, and identifies park planning considerations and opportunities. Standards for parks and the City’s parks that fall into those categories are described below.

Neighborhood Parks

Neighborhood parks serve active and passive recreation needs of nearby neighborhoods and are easy for residents to access. They typically include facilities such as playgrounds, open play areas picnic areas, and game courts or fields. The parks typically are between 5 and 10 acres in size. For planning purposes, the 2011-2115 CORP notes that:

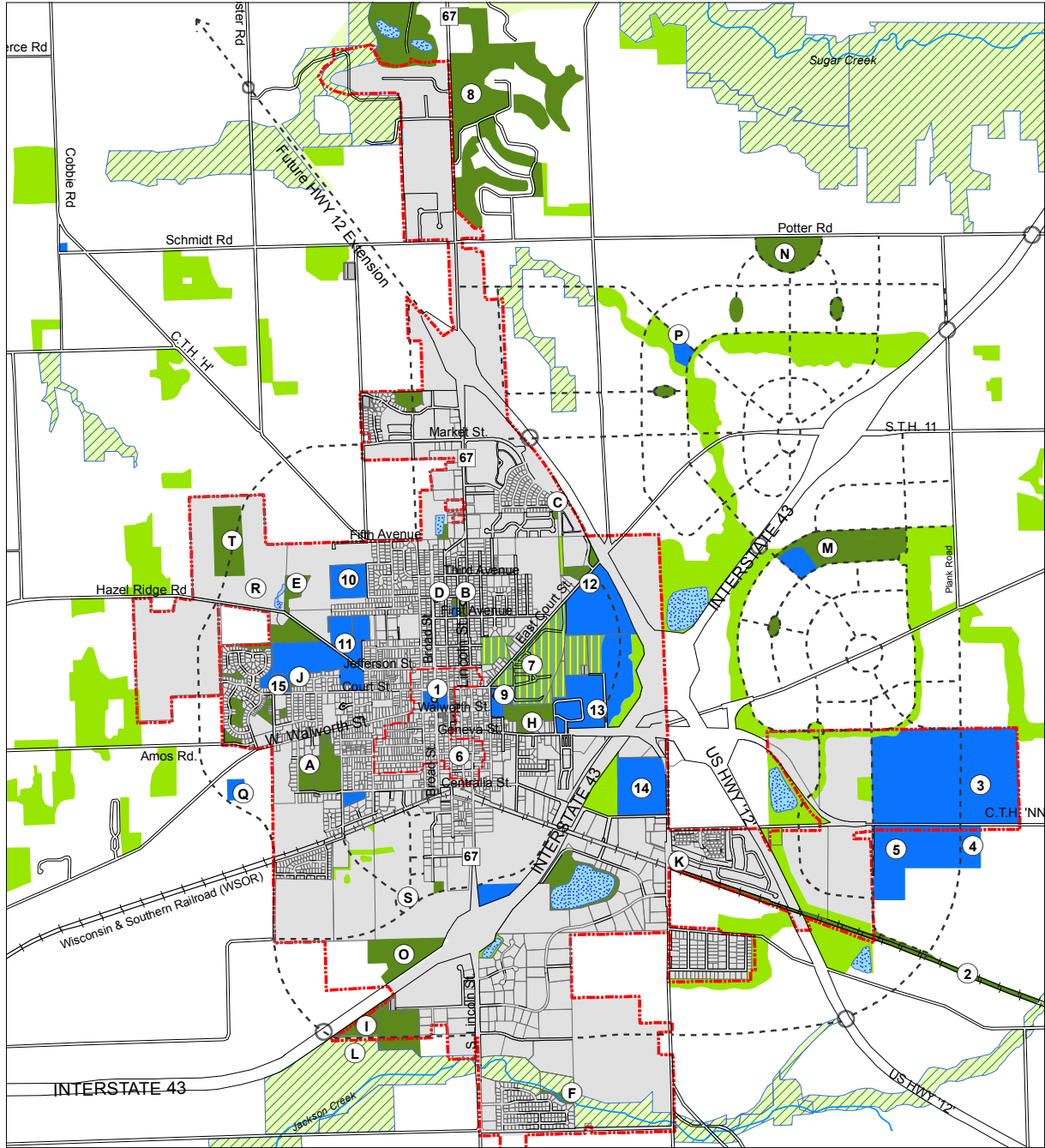
“... there should be 2 acres of usable parkland per 1000 people and the park should have a service area with a one-half mile radius (a 15 minute walk) without crossing major barriers such as high traffic roadways and rail roads without signalized crosswalks. Given the expected density of future residential development in Elkhorn, a half mile service area radius around a neighborhood park could include approximately 1440 dwelling units and 3400 people (480 acres X 3 dwelling units per acre X 2.4 people per unit). This projection indicates a 6.8 acre park would be adequate for the neighborhood defined by this one-half mile service area. This acreage represents the useable and developable land area, not inclusive of any wetlands, woodlands, storm water management areas, and utility easements that may be present on the site.”

- » **Broad Street Park** – Located at North Broad Street and Second Avenue includes: Playgrounds.
- » **Market Street Park** - Located at Market St. and Heather Dr. includes: Picnic Area, Picnic Tables, Picnic Shelters, Playground, and Walking Trail/Path.
- » **Tasch Park** - Located on Lincoln Street includes: basketball courts and a playground.

Community Parks

A community park is larger and serves broader recreational needs than a neighborhood park (but can also serve as one). It includes facilities like recreational fields, ball diamonds, swimming pools, tennis courts, etc. This type of park serves a larger geographic area and more types of recreational needs. The 2011-2115 CORP notes that:

“20 acres of usable area is considered to be a minimum size. Sites must be suited for intense development and should be easily accessible to the community. For planning, the service area of a community park has a 1 mile radius and there should be 8 acres of community park land per 1000 people. For planning purposes in Elkhorn, the overall park standard is 10 acres of active neighborhood and community parkland per 1000 people or 1047 square feet of parkland per dwelling unit.”



Legend

- - - Future Right of Way
- . - . City Boundary
- - - Railroad ROW
- Proposed Grade Separation
- . - . Historic District Boundary
- ▨ County Fair/Related Activities
- ▨ Environmental Corridors
- ▨ Natural Areas
- ▨ Parks and Open Space
- ▨ Government and Institution
- ▨ Utilities

Community Facilities and Recreation Sites

- ① Walworth County Courthouse Square
- ② White River Bike Trail
- ③ Lakeland Nursing Home
- ④ Walworth County Complex
- ⑤ Lakeland Medical Center and Aurora Health Center
- ⑥ County Historical Center
- ⑦ Walworth County Fairgrounds
- ⑧ Evergreen Golf Course
- Schools**
- ⑨ Jackson Street Elementary
- ⑩ St. Patrick's Elementary
- ⑪ Westside Elementary
- ⑫ Elkhorn Middle School
- ⑬ Elkhorn Area High School

- ⑭ Gateway Technical School
- ⑮ Lakeland Special Needs School
- City Parks**
- A Sunset Park
- B Tasch Park
- C Market Street Park (Undeveloped)
- D Broad Street Playground
- E Hazel Ridge Park (Undeveloped)
- F Jackson Street Park (Undeveloped)
- G Babe Mann Park
- H Harris Field
- I Rotary Soccer Complex
- J Temnitz Nature Park
- K White River Bike Trail Trailhead
- L Jackson Creek Conservancy
- M Future Park and Elementary School

**2040 Comprehensive Plan
Parks and Community Facilities Plan**

0 0.5 1 Miles

N 1 inch = 0.5 miles
January 2015

- N Recommended Neighborhood Park
- O Recommended Community Park
- P Possible Elementary School location
- Q Possible Elementary School location
- R Possible Elementary School location
- S Possible Elementary School location
- T Future Community Park

Exhibit 4.1: Parks and Community Facilities Plan

Sunset Park - Located on Devendorf Street, West Centralia Street and Park Avenue includes: Band Shell, Baseball Fields, Basketball Courts, Building (Reservable), Grills, Picnic Area, Picnic Tables, Picnic Shelters, new ADA Playground, Restrooms, Swimming, Pool, and Volleyball Courts.

Sunset Pool - The old pool was demolished and a modern outdoor aquatic facility is under construction in it's place. It will include a zero depth entry, splash pads, diving area, and a small water slide.

Special Use Parks

Special use parks are defined as areas that are specialized for single purpose activities such as nature centers, gardens, and historic sites.

- » **Babe Mann Park** – Located on Proctor Drive includes: Bike Trail, Building (Reservable), Fishing Area, Picnic Area, Picnic Tables, Picnic Shelters, Restrooms, and a Walking Trail/Path.
- » **Harris Park** - Located off of Wright Street near Elkhorn Area High School includes: Baseball Fields, Basketball Courts, Building (Reservable), Concession Stands, Picnic Area, Picnic Tables, Picnic Shelters, Playground, Restrooms, and a Walking Trail/Path.
- » **Rotary Soccer Complex** - Located on O'Connor Drive includes: Concession Stands, Picnic Shelters, Playground, and Soccer Fields.
- » **Temnitz Park** - Located at the end of Greenfield Street includes: a Walking Trail/Path.
- » **Veterans Park** – Located in Downtown Elkhorn includes: Picnic Tables.

Linear Parks

Linear parks, which may be aligned with a conservation area or rail corridor, serve recreational purposes such as hiking, biking, cross-country skiing, or canoeing.

- » **White River Bike Trail** - The 12.6 mile trail is a former railway corridor. Located off of Highway H it now is a bike and walking trail that runs from Elkhorn to Burlington.

Other Recreation Facilities

- » **Community Center** - The 4,000 square foot facility is located in the Matheson Memorial Library includes seating for up to 200 people and includes a kitchen. The space is available for public rental. The Parks and Recreation Department also rents out the multi-functional Recreation Center at Sunset Park, which has a capacity of around 100 people and is handicap accessible.
- » **Park Facility Needs** - The need for and use of parks and recreation facilities is unique in every community. However, standards for park spaces exist. Based on these the 2011 Outdoor Recreation Plan Park notes that:

“Based upon the City’s standard to provide 10 acres of useable parkland for each 1,000 of population, this results in the current need for 73.95 acres of Community Park, and 18.49 acres of Neighborhood Park. Although some of the Special Use Parks fulfill the active recreation needs at Harris Park and the Rotary Soccer Complex, the City is in need for additional useable community park land in the future.”

The City continues to manage use of existing facilities to serve the needs of the current population. As is common in many communities there is great demand for ball fields to accommodate sports play operated by the parks departments, private organizations, and local schools. As the community grows, the need for additional park land is summarized by the 2011 Outdoor Recreation Plan as requiring two acres of neighborhood park per 1,000 population within one-half mile of the park and eight acres of community park per 1,000 population. In addition, opportunities for special use and linear parks are recommended as appropriate to protect natural areas and create connections to nearby trail systems.

SCHOOL FACILITIES

Residents of the City of Elkhorn are served by the Elkhorn Area School District. The quality of the existing public school system is known to be one of the principal attractions to residential growth in Elkhorn. The most recent District Report Card rates the district as “Exceeding Expectations” (as issued by the Wisconsin Department of Public Instruction). Presently, the District owns and operates five schools: Tibbits Elementary in the Town of Sugar Creek, Jackson Elementary, West Side Elementary, Elkhorn Middle School and Elkhorn Area High School - the remaining four within the City limits. Year 2014 - 2015 enrollment in the District was 2,953 students.

Elkhorn Area School District

Public Schools	Grades	Enrollment
Jackson Elementary School	K-5	492
Tibbits Elementary (Sugar Creek)	K-5	405
West Side Elementary	K-5	495
Elkhorn Area Middle School	6-8	677
Elkhorn High School	9-12	884
Total		2,953

Additional Facilities

Lakeland Elem/Secondary*	PreK-12	275
Walworth County Alternative**	9-12	25
Total		300

Private Schools

1st Evangelical Lutheran	PreK-8	112
St. Patricks Parish	K-8	59
Total		171

*Special Needs School, **Public Charter School

Sources: Elkhorn Area School District, GreatSchools.net, Walworth County.

Walworth County Alternative is a public charter school and the Lakeland Special School is operated jointly by Walworth County school districts for children with special needs. Gateway Technical College provides adult education at its campus adjacent to the Elkhorn Business Park. Gateway serves as a resource to the residents and business of Elkhorn; among other programs working with local businesses to provide specialized job training.

Enrollment totals for the Elkhorn Area School District have been consistent in recent years, with an average number of students in each grade at around 230 students. The rapid housing and population growth of previous decades created anticipation of need for more school facilities. However, with development having slowed as a result of the economic downturn of the late 2000s school capacity exists for now; with the district facilities planned to accommodate approximately 300 students per grade

level. As the City does grow the School District and City should anticipate working together to monitor development activity to note when the need for new schools, most likely elementary schools, occurs.

While new school buildings are not an immediate need of the District, there is a focus of maintaining and enhancing facilities for current student levels. This includes improvements to elements such as gyms, bathrooms, cafeterias, vocational training facilities, athletic and fitness area, etc.

COUNTY FACILITIES

Walworth County administrative offices are located at in the Government Center at 100 W. Walworth Street in downtown Elkhorn. In 2004, several County agencies moved from the downtown site to a new facility created on the City's east side at County Highway 'NN'. Agencies located in that area are: Health and Human Services, Judicial Center, Lakeland Health Care Center, Public Works and the Sheriff's Office.

County Fairgrounds

The Walworth County Fair attracted over 130,000 visitors in 2013 during its 6 day run, which occurs each year leading up to Labor Day. The Fair highlights the agricultural community and rural culture of Walworth County. Founded in 1842 and operating in Elkhorn since 1850, the grounds and legacy of the fair are a historic asset for the City of Elkhorn.

The Fairgrounds is approximately 100 acres in size and has events year-round with activities such as a flea market, craft and antique shows, equestrian and animal competitions, live entertainment, BMX bicycle races, and camping rallies. The Fairgrounds is located in close proximity to Downtown, suggesting many synergistic opportunities.

OTHER COMMUNITY FACILITIES

Health Care Facilities

The main hospital in Elkhorn, Aurora Lakeland Medical Center, is located on the east side of the City and offers a full range of medical, surgical, and diagnostic services. The community hospital provides 24-hour emergency services and a full range of medical, surgical, and diagnostic services to Elkhorn and the larger Walworth County area. Other healthcare services are provided by the Mercy Elkhorn Medical Center on Wisconsin Street and private practice medical providers in Elkhorn.

Religious Facilities

There are multiple religious facilities located in Elkhorn that serve a larger regional population. They include: First United Methodist, Church of Christ, First Evangelical Lutheran Church; St. John's Lutheran Church, First Congregational United Church of Christ, and St. Patrick's Catholic Church.

Cemeteries

Mt. Olivet Catholic Cemetery and Elkhorn Cemeteries are located on the west side of the City. These facilities are located adjacent to each other on West Court Street and on the south side of Hazel Ridge Road, across from the West Side Elementary School. A small cemetery, Dunbar Cemetery, is located on the south side of the City, on Remer Road, west of Highway H.

Post Office

The Elkhorn Post Office is located downtown on Walworth Street.

UTILITIES AND SERVICES

The City's basic infrastructure systems establish the framework around which development has in the past and will continue to occur. Those systems are reviewed in this section, they include: sanitary sewers, water service, stormwater management and power, as well as other community services.

Sanitary Sewer

The Walworth County Metropolitan Sewerage District Walworth County (WalCoMet) provides sanitary sewage treatment and major sewer interceptors (trunk lines) that serve the City of Elkhorn. In 2004, the SEWRPC, WalCoMet and the City of Elkhorn adopted the amendment to the Elkhorn Sanitary Sewer Service Area boundaries. Within this area sanitary sewage is collected by local (predominantly City) sewers and transported to WalCoMet interceptors and subsequently to its regional treatment plant in the City of Delavan.

The City of Elkhorn portion of the sanitary sewer system includes the sewer lines and three lift stations located throughout the City (lift stations are pumps that move sewage through the system when flow by gravity is not feasible). The majority of existing sewer lines are in sound condition. The City monitors and maintains the system on an ongoing basis and repairs or replaces lines as needed or the opportunity arises (such as when a road construction project is underway easing access to the utilities).

In their current condition, City sewers and systems are adequate to serve existing development areas, and all properties in the City are connected to the system. In addition, the City made recent improvements to one of the lift stations and addressed system-wide issues related to inflow and infiltration of rainwater into the sewer lines. These are important enhancements in that rain water finding its way into the sanitary system reduces capacity to carry and treat sewage. The City has added capacity to the overall system by addressing these issues. Capacity increases are most relevant in the northern portion of the planning area. Land use decision made for growth and development of the City will take into consideration current and future system capacity.

Water Service

The City of Elkhorn provides potable water to virtually all properties within its boundaries. Existing water supply and treatment is provided through a system of wells, water treatment plants, water storage structures, and water mains that bring the water to properties. The City operates four wells and two treatment plants (Lakeland and Centralia) to produce water. Storage occurs in three elevated water tanks (totaling one million gallons of water) and a ground reservoir of five hundred thousand gallons.

In order to provide for additional water service capacity, which will serve existing customers and accommodate



Source: City of Elkhorn website

future growth, the City already is planning for expansion. A new water plant currently is in the planning stages. Two additional wells for the water treatment plant have already been drilled and the new plant is anticipated to be on line some time in 2017. The new facility would replace, and be larger than the current Centralia facility. Based on the design of the new plant it would have capacity to serve an anticipated fifteen years of City growth and development. As new development stretches beyond current City borders new elevated storage facilities would be required.

Stormwater Management

The southern half of the City drains by gravity to Jackson Creek; the northern half of the City drains by gravity to Sugar Creek. Older parts of the City are served by storm sewers; newer parts of the City rely more on natural and man made drainage ways. Stormwater detention and retention facilities are more common in new developments and are expected to be required in the majority of new developments. Floodplains of the two major creeks are well protected.

Future stormwater management by the City will be done in the context of an MS4 permit (Municipal Separate Storm Sewer Systems). This is part of a federal program of the Environmental Protection Agency that requires cities to develop and implement a stormwater management program to reduce contamination of stormwater runoff and prohibit illegal polluting. The permit is established under the Clean Water Act and is part of the National Pollutant Discharge Elimination System (NPDES) permitting program, which controls water pollution nationwide.

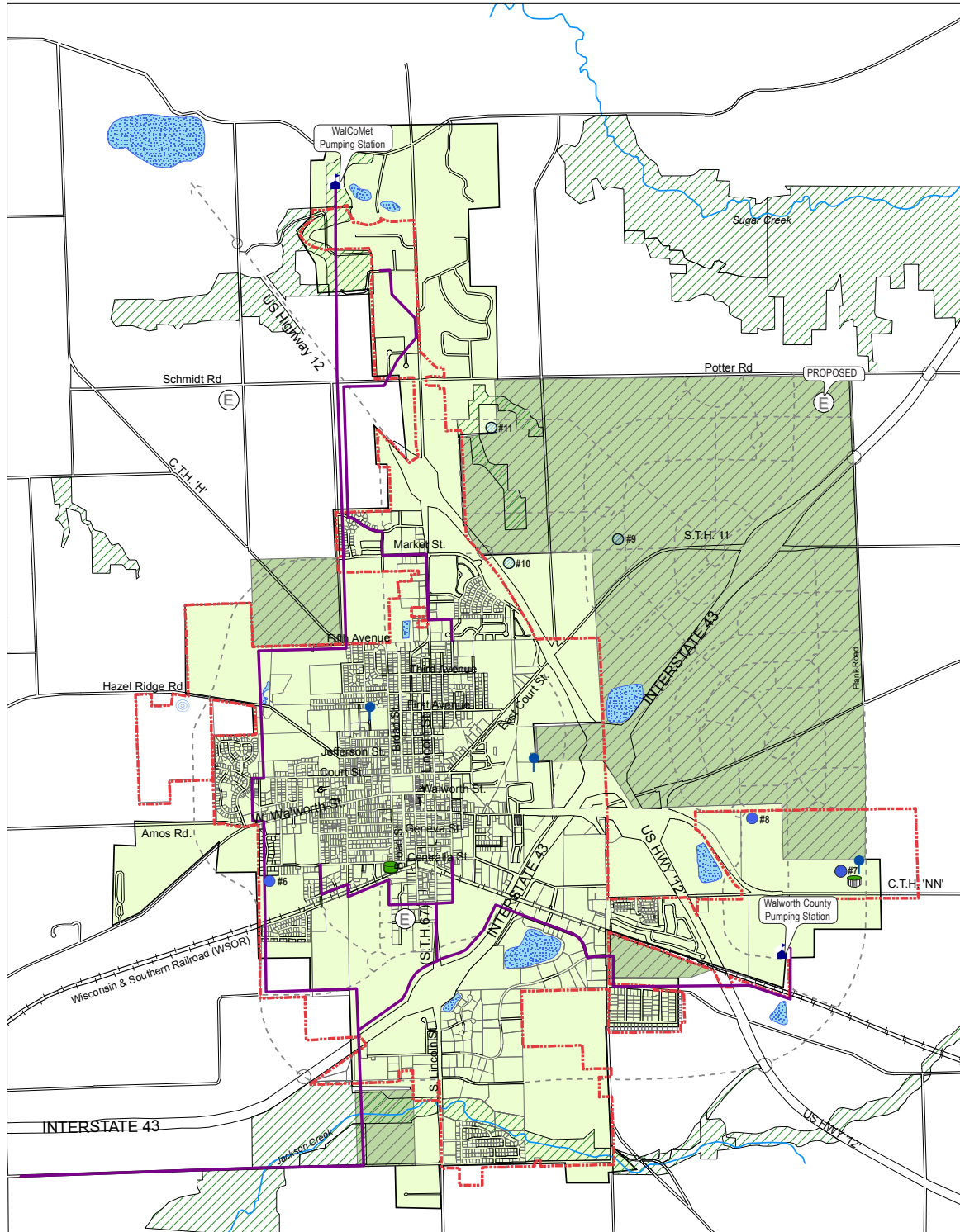
Key impacts of the plan to be developed over the coming years by the City related to the MS4 permit will include finding ways to control, collect, and naturally filter stormwater. The program can be expected to impact how stormwater is managed in new developments, stormwater retention and detention facilities, use of salt to manage snow, and existing programs that may impact the City's stormwater system (such as leaf and brush pickup).

Power Plants and Transmission Lines

The City of Elkhorn distributes power it purchases from the commercial electric power grid. This requires management of utility lines, transformers and other infrastructure. Those functions and others related to electrical service are provided by the City's Electric Utility Department. In the late 2000s, the City constructed a new electrical substation and has capacity in the system to accommodate additional demand. As development occurs beyond the existing system boundaries, new distribution lines will need to be extended to support that growth.



Source: City of Elkhorn website



Legend

- Future Right of Way
- City Boundary
- Railroad ROW
- Watershed Boundary
- ▨ Primary Environmental Corridors
- ▨ Sanitary Sewer Service Area
- ▨ Planned 2040 Sanitary Sewer Area
- Major Trunk Sewers
- Ⓜ Electric Substations
- ⊙ Water Tower
- ⊙ Future Water Tower
- Wells
- ⊙ Future Wells
- ⚡ Pumping Station
- ⊕ Water Treatment Facility
- ⊕ Future Water Treatment Facility

**2040 Comprehensive Plan
Utility Service Plan**

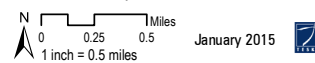


Exhibit 4.2: Utility Services Plan

Solid Waste Disposal and Recycling

Solid waste collection and disposal, as well as recycling services, are provided by a third party contractor hired by the City. In addition, the contractor provides annual leaf collection services.

5

Agricultural, natural resources & cultural resources element

The Agricultural, Natural and Cultural Resources element contains a compilation of objectives, policies, goals, maps and programs for the conservation and promotion of the effective management of natural resources, environmentally sensitive areas, parks, open spaces, historical and cultural resources.

GOALS:

Maintain a balanced relationship between development and the environment. Protect and sustain high-quality air, water and trees, native species, and open space networks and identify those places that must be protected from development. Encourage the maintenance and preservation of active farms on the outskirts of the City and ensure they are not prematurely developed.

OBJECTIVES:

1. Protect land area classified as environmental corridors and natural areas from development and ensure that a healthy balance between open space infrastructure and development exists.
2. Encourage the creation of an open space network and protect the ecosystems of Sugar Creek and Jackson Creek as the primary environmental corridors in the community.
3. Encourage private contribution of environmentally sensitive properties through transfer of development rights, conservation easements, or land dedication to appropriate public or private organizations dedicated to preserving open space.
4. Protect and conserve agricultural land adjacent to the City's municipal boundary by ensuring that the agriculture use is not made infeasible by new development. The 2020 Land Use Plan for Walworth County surveyed residents of the County and found that 90% of respondents agree or strongly agree that preservation of farmland in the County is an important goal.
5. Design all new developments to create a minimum disturbance to natural site conditions, drainage patterns, and the ability of land to limit stormwater runoff.
6. Establish minimum setback and buffer areas along creeks, streams and environmental corridors to

reduce the negative impacts on water quality.

7. Ensure all new development provides storm water retention capacity equal to the capacity displaced by that development. Retention areas, where safe and practical, should be designed to incorporate recreational uses.

POLICIES:

1. Prior to approving new development, review implementation standards for phasing of new development. Minimize premature replacement of active agricultural uses by promoting development that is within or adjacent to the City's municipal boundary.
2. Protect historic sites and monitor development that may endanger or negatively impact those sites.
3. Preserve and enhance the aesthetic quality of City entryways and corridors, and preserve landscape buffers along key roads and view points.
4. Encourage landowners to preserve and protect the cultural and historic resources of the City and surrounding areas.
5. Prior to approving new development, evaluate the impacts that will occur to nearby agricultural uses.
6. Prior to approving new development, consider how the development will impact endangered or rare animal and plant species, stormwater management, vegetation, and open space areas.
7. Discourage development on slopes in excess of twelve percent or within the 100-year floodplain.

AGRICULTURAL AND NATURAL RESOURCES

That the City of Elkhorn is located centrally within Walworth County is fundamental to its potential for future development. Although surrounded by prime agricultural soils, the landscape is generally flat and devoid of natural obstacles to urban development. There are few natural lakes or rivers, forests, or major wildlife habitats to constrain or significantly impact future development; unlike Lake Geneva and Williams Bay where significant natural features are present.

Nevertheless, an increasing awareness of the benefit of natural amenities, the sensitivity and fragility of the few natural resources that do exist, and the desire to retain a culture of agriculture in Walworth County suggest that the natural landscape is one to be seriously considered in City, Town and County plans for the 21st century. The north half of the City drains to Sugar Creek (Fox River Watershed) and the south half of the City drains to Jackson Creek (Rock River Watershed). A fundamental goal of this Comprehensive Plan is to preserve and protect existing natural resources; once sacrificed, these precious resources are not likely to be replaced. The two primary environmental corridors existing in Elkhorn were identified in previous plans like 'The Regional Natural Areas and Critical Species Habitat Protection and Management Plan' and 'A Land Use Plan for Walworth County, WI: 2020' (both prepared by the Southeastern Wisconsin Regional Planning Commission). These corridors are at the edges of Elkhorn, the Jackson Creek corridor to the south, and the Sugar Creek corridor to the north.

Farmland Preservation

In Wisconsin, agricultural preservation is a sensitive balance between maintaining prime agricultural lands and the general rural lifestyle versus scattered urban development, rising property values, and “sprawling” urban areas. Within Elkhorn’s planning area, a large percentage of land falls in the agricultural land use classification. The State’s Farmland Preservation Plan (2012) recommends land located outside of the Elkhorn Urban Service Area remain as “prime agricultural land.” The County Plan defines this classification as parcels covered at least in half by soil in agricultural Classes I, II, and III. Further, the County plan recommends preservation of those prime agricultural areas. Consistent with the Walworth County Plan, this plan recommends that the agricultural future use areas are withheld from urban development. Historically, Walworth County has been at the forefront of farmland preservation planning and enacted exclusive agricultural zoning in 1974. Elkhorn should continue to work with Walworth County and SEWRPC in preserving farmland outside of the City’s urban service area. A sample of existing County and Statewide preservation programs are described in the following sections.



Courthouse Square, 1842



Congregational Church, 1882



County Fairgrounds, 1855

HISTORIC RESOURCES

The first (chronologically) and foremost historic resource in Elkhorn is Courthouse Park. Although the original Courthouse buildings of 1842 and 1875 have been superseded by a new facility constructed in 1962, the adjacent park has remained intact, and most of its 200+ year old trees remain. The historic band shell, which once graced the park, has been relocated and restored in Sunset Park.



Webster House Museum, 1840’s



The Steele House, 1850



Octagon House, 1856

Exhibit 5.1: Historic Resource Examples

The original gridiron subdivision of the City continues to influence its overall form and the character of its streets. Downtown, especially Wisconsin Street, exhibits a traditional 19th century “Main Street” character, including such historic buildings as the former Nickel Plate Hotel and the commercial building at the corner of Walworth Street, now known as “Moy’s”. It is this character that has given Elkhorn the nickname of the “Christmas Card Town”. The Sprague Theater, the library, the Elkhorn School District Administration Building at the east end of Walworth Street, nearby churches, and surrounding residential neighborhoods continue to reflect the community’s history.

The Walworth County Historical Society is located in the former Webster House, now a museum, and has actively recorded the City’s historic resources. Each year it sponsors walking tours of selected residences and commercial or institutional buildings.

An additional historic resource not to be overlooked, one which deserves greater attention and nurturing in the future, is the County Fairgrounds, operated by the Walworth County Agricultural Association. The Fairgrounds not only includes many buildings representative of a past era, but is the focus of rural cultural heritage in Walworth County.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCE PROGRAMS

The following State and County sponsored programs are currently available for the City of Elkhorn:

Agricultural Programs, Statewide:

Wisconsin Farmland Preservation Program – This program is sponsored by the Wisconsin Department of Agriculture. The purpose of the program is to utilize local planning and zoning to protect farmland, promote soil and water conservation, and provide tax relief to participating farmers. Farmers can participate if their land is zoned or if they sign an agreement to use their land only for agricultural purposes.

Agricultural Programs, County wide:

The Walworth County Land Conservation Department (LCD) administers numerous programs providing technical and financial support to landowners in the County. The department has the following programs in place (as listed on the Walworth County website):

DNR Grants - TRM - Targeted Runoff Management (TRM) grants are provided to control polluted runoff from both urban and rural sites. The grants are targeted at high-priority resource problems. Projects funded by TRM grants are site-specific and serve areas generally smaller in size than a subwatershed. The grant period is 2 years, with a possible 1-year extension. The maximum cost-share rate available to TRM grant recipients is 70 percent of eligible costs, with the total of state funding not to exceed \$150,000.

Wisconsin Farmland Preservation Program: Tax incentives and technical assistance are available to landowners who preserve agricultural land, minimize conflicting land uses, and promote soil and water conservation.

Land and Water Resource Management Plan: This program sets forth long-range strategy to target Land Conservation Department Activities, staff and financial resources and is funded in part by a grant from the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

Transect Survey: Valuable information is gathered on an annual basis to help demonstrate the prevention of soil erosion in the county. The survey serves as a monitoring tool to determine compliance with statutory soil erosion goals, performance standards local trends and progress toward county and water resource management plans. Each year over 700 sites are surveyed and data is sent to Purdue University to be incorporated into a national database.

Farm Stewardship: Land Conservation staff provides assistance to landowners and farm operators to plan and implement conservation tools including animal waste storage, nutrient and pest management, various soil saving practices, and conservation cropping.

CREP (Conservation Reserve Enhancement Program) - CREP is an opportunity for Wisconsin landowners to voluntarily enroll agricultural lands into conservation practices, such as riparian buffers, filter strips, wetland restorations, waterways and establishment of native grasslands in the grassland project area. There is no waiting period; enrollment and eligibility determinations are made on a first-come, first-served basis. It is a Federal-State-Local partnership between the United States Department Of Agriculture (USDA), the Farm Service Agency (FSA), Department of Agriculture Trade and Consumer Protection (DATCP), Natural Resources Conservation Service (NRCS), the Wisconsin Department of Natural Resources (DNR) and participating county Land Conservation Departments (LCD) throughout much of the state. USDA is providing \$200 million in federal funds to landowners for the implementation of the federal portion of the program. The State of Wisconsin is contributing \$40 million in bond funds to landowners while participating counties are utilizing LCD staff to implement the state portion of the program.

Natural and Cultural Resources Programs:

Wisconsin Historic Preservation Fund Subgrants: Historic Preservation Fund (HPF) subgrants are administered by the Wisconsin Historical Society's Division of Historic Preservation (DHP). Owners of historic income-producing properties in Wisconsin may be eligible for two (2) income tax credits that can help pay for their building's rehabilitation. The Wisconsin Historical Society's Division of Historic Preservation (DHP) administers both programs in conjunction with the National Park Service (NPS). The programs are:

- **Federal Historic Preservation Credit:** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in their federal income taxes.
- **Wisconsin Supplemental Historic Preservation Credit:** This program returns an additional five (5) percent of the cost of rehabilitation to owners as a discount on their Wisconsin state income taxes. Owners that qualify for the Federal Historic Preservation Credit automatically qualify for the Wisconsin supplement if they get NPS approval before they begin any work.

Historic Home Owner's Tax Credits: The Wisconsin Historical Society's Division of Historic Preservation (DHP) administers a program of 25-percent state income tax credits for repair and rehabilitation of historic homes in Wisconsin. Applicants must meet stated qualifications and eligible work requirements.

Archaeological Sites Property Tax Exemption Program: Wis. Stats. 70.11(13m) provides a property tax exemption for owners of archaeological sites listed in the National Register of Historic Places or the State Register of Historic Places. The intent of the legislation is to provide an incentive for landowners

to protect significant archaeological sites on their lands. To obtain the tax exemption, the landowner must agree to place a permanent protective covenant on the site. The protective covenant encourages land use planning to avoid disturbing the site area. The covenant contains a legal description of the area that is to be exempted from property taxes and defines landowner and Wisconsin Historical Society obligations in the protection of that area.

6

Economic Development

This economic development chapter is a compilation of policies, goals and programs to promote the stabilization, retention and expansion of the City's economic base. It also includes consideration of the labor force, economic base and employment sector in the City and region. The goal of this plan element is to:

1. Establish a community-wide economic development strategy that is consistent with the Comprehensive Plan and focuses on providing the City, the Elkhorn Economic Development Alliance (EEDA), and other stakeholders a relevant audit of existing conditions and agreed upon goals, objectives, and strategies.
2. Establish realistic action plan steps that the stakeholders can undertake to promote stabilization, retention, and expansion of the local economy in general, and specifically the existing and future businesses in the City. This will be done by considering economic trends in the City and the region, evaluating strengths and weaknesses relative to supporting various industries and businesses, and identifying ways to promote a healthy economic environment.
3. Promote a desirable quality of life for residents. This is an essential role of economic development—to create a livable community for residents by creating an adequate tax base to support the elements of community described in this plan: schools, parks, shopping, neighborhoods, etc.

This plan section recognizes and draws upon the findings and insights of the work in concert with the recently developed City of Elkhorn Comprehensive Markets Assessment, prepared by Redevelopment Resources (September 2015). That report evaluated industrial and retail / commercial market activities in Elkhorn and Walworth County.

ECONOMIC DEVELOPMENT GOALS:

A strong economy is critical to the future of Elkhorn and features a diversified economic base, variety of job opportunities, strong mixed-use downtown core, and balanced mix of businesses supported by the residents, employees, and visitors of Elkhorn.

ECONOMIC DEVELOPMENT OBJECTIVES:

1. Encourage the growth and vitality of a primary employment district around the existing Elkhorn Business Park as a source of good paying jobs by supporting existing businesses and attracting new businesses – particularly those in strong emerging industries.
2. Support the city center by developing an area of emphasis for Downtown Elkhorn to ensure it continues serving as a focal point for public services, business, dining / entertainment, civic institutions, and community activities.
3. Work with the Elkhorn Economic Development Alliance and Elkhorn Chamber of Commerce to support employer attraction and retention, monitor commuter trends, and attract high-paying employers/ jobs.
4. Capture a fair share portion of the regional market for retail foods and services. This is supported by creating a regional shopping destination at the intersection of Interstate 43 and State Highway 11 and acknowledging the area around Wisconsin and Market Streets as a retail hub in the community. Development of these areas must ensure they attract retailers that complement, rather than compete with, the existing Downtown.
5. Work with other communities, training and educational providers, and Walworth County to emphasize regional economic growth.

EXISTING CONDITIONS, BACKGROUND AND LOCAL MARKET ANALYSIS

Planning for the future of Elkhorn requires an evaluation of both the historic and current economic trends. Such trends are likely to have an effect on long-range growth and development. The analysis of these factors has influenced the prescribed land use plans and policies that are provided throughout this plan. The following section offers an analysis of the existing economic conditions in Elkhorn.

General Trends for Factors That Influence Economic Viability

Five major factors that influence economic viability are: labor; transportation/telecommunications; finance/capital; quality of life; and other factors. This section addresses how each of these factors applies to Elkhorn's economic picture.

Labor. Access to labor remains the top consideration amongst industrial companies. The Elkhorn labor pool reflects regional and national trends in that there are fewer entrants to the labor pool than retiring. The City of Elkhorn Comprehensive Markets Assessment notes the significance of Workforce Development and Talent Attractions as an important economic development objective and sets our recommendations in that area. With the ever increasing pressure on manufacturers to lower prices, it can be expected that the industry will continue to seek lower labor costs and/or greater applications of technology to improve productivity and lower costs. This trend is evident on the national, regional and local level.

Transportation/Telecommunications. Elkhorn is fortunate to have reliable access to both highway and rail forms of transportation. The “I-43” corridor coupled with the four-lane US HWY ‘12” permits rapid access to major markets fairly quickly. Additionally, the City is well situated to national and international air transportation; Milwaukee’s General Mitchell, Chicago’s O’Hare and Rockford’s Airport are within a 90-minute drive time. Existing arterials, including North Lincoln Street, East Court Street and STH “11” have been improved and/or widened within the last seven to ten years.

Telecommunications (fiber optics and reliable high-speed internet connections) are the highways of the future and just as important to business retention, expansion and attraction. Guaranteeing that accessible digital infrastructure is in place is important to both residents and businesses in Elkhorn, and should be part of the City’s long-term plan for economic development. It should best be accomplished by working with other communities and larger regional entities like Walworth County and SEWRPC.

Finance/Capacity. The City’s location, within a 60-minute drive time from major financial institutions, means that access to capital funding is only a nominal issue. Banking and business financial institutions are aggressive in the marketplace and well represented. There is, on the other hand, a challenge all across the national securing capital. Financial institutions have been slow, coming out of the recent recession, to fund ventures and other sources may need to be found. A business incubator is one type of enterprise that can set up to provide office space, equipment, capital, and mentoring assistance to encourage and grow new businesses. Business incubators are often set up by universities, non-profit groups, or venture capitalists. In Elkhorn, seeking ways to similarly secure capital for downtown business and property owners should be considered in order to maintain the character and strength of that district.

Quality of Life. An excellent quality of life is vital for attracting and retaining both employers and employees to Elkhorn. Much of this Comprehensive Plan focuses on creating livable neighborhoods – which share access to excellent schools, shopping, parks and recreation, institutions and employment. Elkhorn has historically supported business and industrial growth with the preservation of its small-town character and surrounding rural areas. The quality of life in Elkhorn meets or exceeds the requirements for most small and mid-scale manufacturers. However, for Elkhorn to increase its presence in the more technologically related industries, access to more cultural events, institutions, recreational opportunities and activities will play a more significant role.

Other Factors. Included in this broad segment is access to energy, utilities and community facilities, housing, and intra-urban transportation:

- **Energy.** Elkhorn, via two major providers, appears to have energy supplies capable of handling its current industrial and commercial needs requirements. The City distributes electric power purchased from the commercial electric power grid, though it does not own nor operate power generating facilities. New line extensions and system maintenance will need to be completed to support new growth outside of the City’s existing boundary.
- **Utilities and Community Facilities.** Depending upon the specific geographic area of the City, Elkhorn’s infrastructure is adequate for existing development. While there are areas where aging infrastructure could be an issue, most of the commercial and industrial areas are in good repair with the capacity to absorb additional development. (See SECTION 4 of the Comprehensive Plan - Utilities and Community Facilities)
- **Housing.** Housing is present and by national standards affordable. There is a desire to encourage

the development of a balance of housing to attract the middle to upper price range of the market, and to return the City to a predominantly single-family balance. (See SECTION 2 of the 2030 Comprehensive Plan for a comprehensive view of housing in Elkhorn)

- **Business Climate.** The ability of a community to retain and attract business and industry is dependent upon the presence of a successful business climate. Beyond the overall economic development characteristics described here, the best way that any community can create such a climate is by supporting a clear and predictable development approval process. The City has recently done this by evaluating its zoning ordinance. In that effort, specific attention was paid to streamlining certain procedures and facilitating quality development and sound business operation in the City.
- **Commercial and Industrial Uses.** Commercial businesses are located in the downtown area and along the State 67 corridor including a mix of specialty retail, furniture shops, antique stores, personal services, automotive services, restaurants and offices. The Elkhorn Business and Industry Park, located southeast of downtown, at the I-43 and State Highway 67 intersection, was established in the 1970's and is home to many of the City's light industrial, professional service, commercial and manufacturing business. The business park was owned and developed by the City of Elkhorn and encompasses more than 300 acres. There are infill development sites located throughout the Elkhorn Business Park. Two additional parks, the Evergreen Business Park and Fairways Edge Business Park are located near Elkhorn's northern municipal boundary.

As outlined in Chapter 8 (Land Use) of the Comprehensive Plan, Elkhorn has identified several specific geographic areas for commercial and industrial development and growth. The gross acreage for all existing and future business oriented land uses totals 2,160 acres approximately.

LAND USE AND ECONOMIC DEVELOPMENT

There is a geography to economic development. Elkhorn's plan for future land use anticipates the growth and change of several areas within the city, and some outside current boundaries. These considerations are detailed in the Land Use chapter of this plan.

Employment District

The existing Elkhorn Business Park will, eventually, be completely sold to private property owners, corporations or entrepreneurs who employ residents and other workers within their businesses. Based on existing development patterns, the park may not be completely "built-out" when it is "sold-out". Businesses have typically purchased more land than they need immediately, and have banked the vacant land for future expansion. After sell-out, the land use plan anticipates the expansion of the area of the "Employment District", even if it is not the expansion of the Business Park as developed by the Economic Development Corporation of Elkhorn. Existing agricultural lands to the south and east of the Business Park will support many years of economic development, more likely to support existing and new forms of business and employment with less emphasis on manufacturing and industry.

Commercial Services

STH 67, both north and south of the core/central business district will continue to grow, providing both commercial economic development opportunities and goods and services benefiting Elkhorn residences and businesses. The heart and soul of Elkhorn will and should remain the "downtown"

business and cultural area surrounding the Courthouse Square. Redevelopment and revitalization may support greater numbers of residential units and offices in this core area, but the retailing and particularly restaurants and entertainment within the core sustains the quality of life in Elkhorn, a fundamental resource to economic development.

Regional Commercial / Economic Development

The land use plan emphasizes the opportunity representing a more regional market for retail businesses at the intersection of STH 11 and Interstate 43. Though this area is outside the existing boundaries of the City, it presents the opportunity to capitalize on excellent regional accessibility and links to more suburban Milwaukee markets through the interstate. The plan calls for a significant portion of the area west of I-43 to be dedicated to a planned retail center, with at least a portion devoted to lifestyle retailing.

STRENGTHS, WEAKNESS, AND OPPORTUNITIES ANALYSIS

Identifying the characteristics that meet or exceed the levels necessary for a strong business environment is the foundation of building a successful economic development strategy. It is equally important to recognize any factors that create the challenges and weaknesses the City may face. Based on analysis of local, regional, and national data and economic development trends, the City of Elkhorn Comprehensive Markets Assessment also presents a range of highly focused findings in this area - and is recommended to be consulted in refining and focusing economic development actions.

Strengths Related to Economic Development

- Functional, traditional downtown street pattern
- Downtown architecturally interesting building stock / rich history
- Strong development interest in residential housing growth
- Convenient highway access
- Close proximity to major airports
- Walworth County Fairgrounds
- Proximity to tourist attractions (e.g. Lake Geneva, White River State Trail, outdoor recreation, antique markets, beaches, etc.)
- Reputation as “Christmas Card Town”
- Excellent school system
- Attractive business parks with opportunity for expansion/available land
- Network of economic development minded groups / opportunity for enhanced partnerships (e.g. Elkhorn Economic Development Alliance (EEDA), WCEDA, Elkhorn Chamber of Commerce, Gateway Technical College, etc.)
- Park system and open space connections
- Agricultural heritage

Challenges Related to Economic Development:

- Many property owners downtown lease out storefronts and, therefore, may be less vested in overall district
- Limitations on use of Tax Increment Financing imposed by Wisconsin, enabling legislation (competing with communities in Illinois/Minnesota and elsewhere)

- Past TIF Practices in Elkhorn which overextended the City's capacity to fund/support economic development elsewhere
- Organizational role and mission of Elkhorn Economic Development Alliance (EEDA) is somewhat unknown
- Lingering perception that development process is difficult
- Lack of design character established for the community to guide appearance improvements and new development
- Undeveloped sites located in Elkhorn Business Park

Opportunities Related to Economic Development:

- Broaden focus of economic development from the Elkhorn Business Park to wider vision for the City as a whole
- Identify high impact priority sites for redevelopment, consider development programs
- Target high-growth industries that offer competitive salaries and growth opportunities
- Recruit emerging firms, which align with "clusters" and resources of the region
- Identify companies that will fill a gap (bring a needed product or service) to Elkhorn
- Focus energy on redevelopment of existing property and infill sites, rather than greenfield development
- Recruit major Midwest-based firms with head offices in cities like Chicago, Milwaukee and Minneapolis/St. Paul to establish back office operations and call centers in Elkhorn
- Lobby for commuter rail linkages with Chicago and Milwaukee
- Recruit new hotels to establish operations in Elkhorn
- Expand upon post-secondary educational programs and opportunities in Elkhorn
- Continue to invest in City utilities and infrastructure

ECONOMIC DEVELOPMENT TOOLS

1) Tools: Tax Increment Financing. The City of Elkhorn currently has three Tax Increment Financing (TIF) Districts: Elkhorn Business/Industrial Park; Downtown District; and the "North" District. The following section outlines general information about TIF Districts and provides a strategic guide for the use of TIF in Wisconsin.

Background on TIF

TIF (Tax Increment Financing) is an economic development tool that allows local governments to fund development projects by capturing the increased property tax revenue created by the new redevelopment projects. In order for a municipality to create a TIF District, it must first formulate a detailed project plan for the development of a specific geographic area – referred to as a tax incremental district (TID)¹.

After a TID is established and approved by the local legislative body, the city assessor and Wisconsin Department of Revenue determine a base value for all properties in the district; taxes are then created on the full value of each property. While property taxes are collected on the full value, local governments receive taxes only on the base value – so that taxes on all property value growth above the base value, "value increment", can be used to pay off the cost of infrastructure and other related improvements in the district (e.g. upgrading roads, rehabilitation of older buildings, mitigating

brownfields, etc.). Once all project costs are repaid, the TID is terminated and local governments receive tax revenue from the full value of the district.

TIF in Wisconsin

In 2003, the State of Wisconsin enacted a number of reforms to the State's TIF system by passing Wisconsin Act 126. Reforms were aimed at increasing municipal flexibility, but also created an entirely new type of district: the mixed-use TID. The mixed-use TID is an addition to the three existing types of districts (blighted, rehabilitation/conservation, and industrial). By approving the use of TIF, local governments agree to constrain their ability to raise revenue in the TID for a certain number of years, in exchange for higher property values in the future.

Funding TID Improvements

A successful TIF will pay for its total project costs through future increases in tax revenues, however, a municipality must determine early on how it fund improvements. Early investments generate the value increment that leads to increased property tax revenues. According to the COWS (Center on Wisconsin Strategy), there are three typical ways that municipalities can finance TIF expenses:

- ***Bonding.*** Municipal bonds offer upfront financing and allow municipalities to borrow at a low interest rate, based on the sustained ability of a municipality to collect taxes. As the district's property value increases, the tax revenue collected on the "value-increment" is used to pay off the municipal bonds.
- ***City-led pay-as-you-go.*** Generally regarded as the safest funding option, with this method, a city establishes a TID in an area already slated for new development that is likely to increase property values. The city then captures the increased tax revenue from a project to use on other projects throughout the district. The city can then estimate how much the district's tax revenue will increase and only fund improvements based on the yearly projections.
- ***Developer-led-pay-as-you-go.*** In projects where a single developer is leading the majority of the development efforts in a TID, municipalities may rely on the developer to finance his own improvements. The developer-led option has only developed in Wisconsin very recently and while attractive – no upfront costs to the city or strain on the City's borrowing capabilities – it has proven to yield less beneficial development than the other financing options. Private financing fees will be significantly higher than municipal bonds.

¹ *"Efficient and Strategic TIF Use – A Guide for Wisconsin Municipalities," Prepared by the Center on Wisconsin Strategy (COWS), December 2006.*

City-Wide TIF Policy

Establishing a city-wide TIF policy, with clear priorities in funding is a priority goal. The policy should provide predictability and encourage developers to undertake only those projects that meet Elkhorn's needs. Proposed development using TIF funds should be consistent with and strengthen all City plans. The adopted TIF Policy should be provided to developers interested in TIF funding. The following strategies can be integrated into the city-wide policy:

- ***Consider Retiring TIF Districts.*** The City should consider retiring existing TIF Districts at earliest opportunity so that TIF can be effectively used as a tool in other areas of the City. In the interim, the use of TIF funds should be maximized for the highest benefit during the remaining life of the TIF Districts.

- **Evaluate Yearly Financial Health of each District.** The health of each TIF District should be evaluated annually in light of established goals. The process of evaluating the fiscal health of the districts can be used as a means of assuring TIF districts do not place capital investment property of Elkhorn in jeopardy.
- **Limit Development of Open Land.** As established in the this Comprehensive Plan, new and existing development in Elkhorn should maintain a healthy and sustainable balance of uses. The Comprehensive Plan further outlines a process for reviewing annexation and development proposals. While attractive to developers, the negative externality costs of developing greenfield sites are much higher to the community than developing infill sites. To limit high costs resulting from greenfield development, such as extending services and roads and loss of open spaces and farmland, the City should consider limiting the percentage of undeveloped land which can be included in a TIF proposal.
- **Require Job Creation, Enforce Minimum Labor Standards.** Each proposal should be required to include an estimate of the number of jobs created by the development with wage and benefit levels for each position. The job creation summary should be broken down into temporary and permanent positions. The City should consider tying the availability of TIF funds to the quality and number of ongoing jobs.
- **Clawback Clauses.** A clawback clause requires a developer to pay back a percentage or all of the costs assumed by the City through use of TIF, in the event the developer does not meet the guarantees made in the original TIF agreements. This allows the City to recoup some or all of the monies provided to a developer, if the developer overstates the amount of property value expected in the Tax Increment District.
- **Require Developers to pay for Increased Service Costs.** Increased service costs are often associated with new development; yet, property taxes on the TIF-funded development go towards paying off development debts instead of funding the general services of a municipality. Some communities, such as Denver, have utilized an approach which attempts to address the rising costs of providing services (e.g. schools, utilities, police, fire) to allow the City to receive a progressively increasing share of the taxes from the value increment over the duration of the TIF district.
- **Fund Loan Programs to Small Businesses and Home Owners.** Consider low-interest funding or grants for businesses start-ups, businesses looking to renovate facilities, and homeowners seeking to rehabilitate housing. Smaller-scale redevelopment and improvements projects can spur further reinvestment in the community. Incentive programs for entrepreneurs in TIDs would also help to address the City's need for increased opportunities for the formation of business incubators.
- **Finance Energy Saving Home Retrofits and Renewable Energy.** Redevelopment plans often generate new investment in depressed areas, but at the same time result in higher property taxes for existing residents and business owners. TIF funds can be used to counterbalance the rise in property taxes by funding energy-saving improvements, such as solar panels, solar water heaters, energy-efficient windows, new HVAC systems, or renewable power infrastructure. This incentive can create an improved and more efficient building stock, while funding more cost-effective and environmentally sound building systems.
- **Limit Projects to Demonstrated Financial Ability.** When using TIF funds, consider utilizing only for projects that have demonstrated probability of success (e.g. proven development market analysis and high private investment to public investment leverage ratio).

2) Tools: Business Improvement District (BID)

A Business Improvement District (often referred to as BID) is a formal organization made up of property owners and – in some cases commercial tenants – who are dedicated to improving the quality of life in a specific area and promoting business development.

Wisconsin Act 184, signed into law in 1984, gives municipalities the power to establish one or more BIDs with the authority to institute an assessment within the district to aid in the promotion, development, management and maintenance of the established district. BID levies are generally based on a proportion of the individual property's assessed value but may also be based on parcel sizes or frontage footage. BID assessments are restricted to commercial and industrial properties subject to real estate tax. Tax-exempt or exclusively residential properties cannot be included in the assessment district.

Typical expenses of any BID include a range of professional services including district management, events production, litter control/clean-up, streetscape maintenance, job training, promotional efforts, advertising, marketing and assistance for business start-ups.

BIDs vary in size. Most BIDs are managed by a full-time Director/Manager. Wisconsin State Statutes require that a BID be administered by a Board of Directors. Some BIDs support a Wisconsin Main Street Program.

3) Tools: Brownfield Assessment, Revolving, Fund and Cleanup Grants

Brownfields are property whose expansion, redevelopment, or reuse may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Cleaning up and reinvesting in these properties takes development pressures off of undeveloped, open land, and both improves and protects the environment. The U.S. Environmental Protection Agency (EPA) provides funding and technical assistance for assessing and cleaning up brownfield sites.

4) Tools: Wisconsin Small Business Development Center

The WSMDC provides business education, counseling and technology training and instruction. The organization has locations throughout the state – including at UW – Whitewater. The Center's programs include the Entrepreneurial Training Program, which is a course providing prospective and existing business owners with expert guidance through business plan development.

5) Tools: Business Incubation

Business incubation is a process that accelerates the successful development of start-up companies and seeks to support the entrepreneurial process. The main goal of a business incubator is to produce successful firms that will leave the program financially viable and independent. Critical components of business incubators include: provision of management guidance, technical assistance, and consulting services tailored to young growing companies. Usually a fundamental element of a business incubator is the provision of appropriate and flexible office spaces, short-term leases, shared business services and equipment, technology support, and assistance in obtaining financing.

Incubators have been successful in diversifying rural economies, providing employment and creating growth in depressed economies, and targeting new industries, which in recent years include: food processing, medical technologies, arts and crafts, and software development. Many incubators are also specific to supporting the needs of women and minorities, environmental programs and telecommunications growth.

ACTION PLAN

Guiding Approach: The City, in collaboration with public/private-sector entities in the community, will develop and maintain a comprehensive economic development strategy for achieving the City's development goals and will update this strategy on an annual basis. The strategy will focus on the generally accepted factors that influence economic viability, including labor, transportation/telecommunications, finance, quality of life, and business climate. As noted earlier, insights and recommendations of the recently completed City of Elkhorn Comprehensive Markets Assessment lay the groundwork for an economic development action plan. To that end, the recommendations of the report are summarized below. The full report should be consulted for a full understanding its findings and recommendations.

Retail / Commercial Development Downtown and City – Wide

1. Engage with downtown business and property owners.
2. Create a property improvement program
3. Conduct a downtown revitalization study
4. Work with EEDA to target blight elimination and façade improvements throughout the City.

Community Development for Downtown

1. Create dynamic and interactive public process
2. Program public spaces to encourage regular visits
3. Install amenities for gathering and interacting.

Business Retention and Expansion

1. Build relationships with businesses in target industries
2. Pursue opportunities for local businesses to supply each other
3. Explore partnering with existing business in target industries to expand
4. Use Wisconsin State resources to leverage local efforts.

Business Attraction

1. Partner with existing businesses to identify synergistic companies
2. Coordinate outreach of available State resources
3. Inventory available sites in a data base easily accessible to site selectors and developers.
4. Plan for purchase of larger sites for potential industrial development.

Workforce Development / Talent Attraction

1. Host roundtable discussions for employers to understand talent attraction targets
2. Partner with employers to development relocation incentives
3. Focus on attracting jobs that pay at or above the living wage.



Intergovernmental Cooperation

Pursuant to the Wisconsin Comprehensive Planning Law, this element of the Comprehensive Plan offers goals, objectives, policies, and programs for joint planning and decisions related to intergovernmental cooperation. This section also identifies known existing or potential conflicts between the City and this Comprehensive Plan and the adopted plans of adjacent municipalities and towns; Walworth County; Elkhorn Area School District; the Wisconsin Department of Transportation and the Walworth County Highway Department; Southeastern Wisconsin Regional Planning Commission; and the Wisconsin Department of Natural Resources.

The following section will re-introduce the goals and objectives identified in Chapter 1 of this document as well as offer prescribed policies and programs to achieve the stated goals and objectives of the Community.

INTERGOVERNMENTAL COOPERATION GOALS

A network of local governmental and civic organizations committed to the common good of the community, based on a high degree of resident participation, inter-agency cooperation, and inspired leadership.

INTERGOVERNMENTAL COOPERATION OBJECTIVES

The following objectives prescribe more specific ways to achieve the aforementioned intergovernmental cooperation goals of the Community:

1. Support only new development that occurs at a rate consistent with the community's ability to accommodate new development physically and financially.
2. Consider new sources of municipal revenue, including impact fees and public land dedications, or special service taxing districts such as a downtown business improvement district to support needed services.
3. Seek out state and federal assistance that supports the attraction of business and employment

development.

4. Develop policies, cooperative agreements and working relationships promoting intergovernmental cooperation, sharing of information and sharing of services with other governmental units.
5. Support continued coordination with Walworth County, the Towns of Delavan, Geneva, Lafayette, and Sugar Creek. Coordination with state and regional agencies, as well as the University of Wisconsin Extension, is also vital to achieving and sustaining the Elkhorn Comprehensive Plan.
6. Coordinate transportation needs and improvements with both the County and State Highway Departments to assure the established goals and land use decisions of the City are adequately met.

INTERGOVERNMENTAL COOPERATION POLICIES

The following policies offer a course of action to guide and determine the present and future decisions related to intergovernmental cooperation within the City of Elkhorn:

1. Distribute this Comprehensive Plan, and all other relevant documents, to all surrounding municipalities and counties and encourage them to consider all noted recommendations – in particular, those related to future land use, development, and transportation decisions.
2. Work with the Towns of Delavan, Geneva, Lafayette and Sugar Creek, and Walworth County on the implementation of regional transportation and land use plans.
3. Continue to have representation at regular meetings between school districts and local municipal governments to identify potential locations for schools and to adjust development policies to meet the school district’s ability to finance new construction and higher student populations.
4. Participate in joint planning efforts with the Towns of Delavan, Geneva, Lafayette, and Sugar Creek, Walworth County, and the Southeastern Wisconsin Regional Planning Commission. Re-examine and adopt boundary agreements to address municipal jurisdiction.
5. Explore the use of shared facilities and the coordination of services provided by local governments.

Coordination with Walworth County is paramount. Several current and future projects are on this menu:

- Future use and enhancement of the Fairgrounds
- Completion of the White River Trail
- Open space acquisition

Continued coordination with the Towns of Delavan, Geneva, and Lafayette, and improved coordination with the Town of Sugar Creek are important, as is coordination with WalCoMet and the Southeastern Wisconsin Regional Planning Commission regarding boundaries of the Elkhorn Sewer Service Area.

Coordination with several state agencies is also essential. The ultimate extension of U.S. 12 to the northwest and the introduction of several grade separated crossings over I-43 and U.S. 12 will be key to sustaining a rational regional growth pattern.

ELKHORN'S INTERGOVERNMENTAL RELATIONSHIPS

The City of Elkhorn cannot achieve its vision by itself. Its vision extends beyond its existing boundaries into areas for which other units of government also have plans, and usually more authority. Second, even within its boundaries, other units of government have substantial influence, e.g. schools, County Courthouse and Fairgrounds, state highways, etc. Often, coordination with other units of government is the only way or the most effective way to solve a problem or achieve an objective. One excellent example is the extraterritorial zoning process being conducted in cooperation with three of the adjacent four towns; another is the boundary agreement with the City of Delavan.

The following section describes Elkhorn's existing relationships with the numerous governmental agencies and districts located in and around the City. In addition, any existing or potential conflicts with the adopted plans of such agencies and districts are identified. As development continues to occur, both within the existing City limits and the designated planning area, the City will have to rely on these established relationships to assure that adequate services are provided and that growth and development occur in a way that is both responsible and beneficial.

⚙️ Walworth County

All of the land within Elkhorn's existing and planned municipal boundary is located within Walworth County. The 2035 Multi-Jurisdictional Comprehensive Plan for Walworth County was adopted by the county in November of 2009. The City of Elkhorn desires to continue its strong working relationship with the County in implementing both plans. Goals of the County plan seeks compact urban service areas that enable efficient services and utilities, which moderates the amount of open space developed for urban use. Future development may require modifications to Elkhorn's urban service area. This Comprehensive Plan recommends that residential growth east of Elkhorn's existing boundary only occur when it can be accommodated by the existing or future sewer service area. There are no known existing or potential conflicts anticipated between the 2035 Multi-Jurisdictional Comprehensive Plan for Walworth County. However, as noted in that plan, the County respects that cities may have differing plans from those of the County. Where such differences may occur, it is the policy of Elkhorn to work with the County staff and leadership to resolve any issue in a cooperative manner.

⚙️ The City of Delavan and Towns of Geneva, Sugar Creek and Lafayette

Elkhorn currently has a municipal boundary agreement with the City of Delavan. Continued and improved coordination with nearby cities and towns including Delavan, Geneva, Lafayette and Sugar Creek is paramount to solving local and regional issues and achieving the objectives of the Comprehensive Plan.

⚙️ Fire Service

The City of Elkhorn provides fire protection services to the City of Elkhorn, Town of Sugar Creek, and portions of the Towns of Geneva and Lafayette. As noted in this plan, the City will be evaluating transition to a staffed, full time fire department. That major transition will require significant discussion, coordination, and evaluation with each of these communities.

⚙ Elkhorn Area School District

The Elkhorn Area School District currently includes three elementary schools: Jackson Elementary, Tibbits Elementary School (Sugar Creek) and Westside Elementary (grades K through 5); the Elkhorn Area Middle School; and the Elkhorn Area High School. Any new residential development will have an impact on the K-12 aged school population. The City should continue to track new development and student enrollment and work with the School District to anticipate the future growth and facility needs of the Elkhorn Area School District.

⚙ Walworth County Metropolitan Sewerage District (WalCoMet)

The WalCoMet District provides services to numerous areas including the Cities of Elkhorn and Delavan, the Villages of Darien and Williams Bay, the Delavan Lake Sanitary District, the Geneva National Sanitary District, the Lake Como Sanitary District, and the Mallard Ridge Landfill. Sewage from Elkhorn is transferred to the WalCoMet sewage treatment plant in the City of Delavan. In 2002 and in 2004, the Elkhorn Sewer Service Area was modified to include areas adjacent to the Interstate 43 and Hwy 12 interchange. Future development will require review by the SEWRPC and WalCoMet to determine the need for an expanded service area.

⚙ Wisconsin Department of Transportation (WisDOT)

Elkhorn falls within Transportation District 2 of the Wisconsin DOT's service area map. This district includes other southeastern counties: Fond du Lac, Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington and Waukesha. Recent transportation projects affecting the City have included reconstruction and resurfacing of Interstate 43 running through Elkhorn.

⚙ Southeastern Wisconsin Regional Planning Commission (SEWRPC)

In April 2001, the Southeastern Wisconsin Regional Planning Commission adopted "A Land Use Plan for Walworth County Wisconsin: 2020", which is the current planning document for the Commission. It should be noted that SEWRPC is in the process of updating its plan and is undertaking the Vision 2050 process. The effort includes extensive public engagement, development of a county-wide vision, and land use scenarios. The final plan is anticipated in mid - 2016. This plan supports the City being involved in that effort.

As for the current land use plan, that document identifies environmentally significant areas, natural areas, land use objectives, and recommended land uses for all unincorporated land within Walworth County. As identified on the "Recommended Land Use Plan" map (amended 2004) Elkhorn is identified as an Urban Service Area. The majority of land east and west of the City is designated as prime agricultural land. Surrounding Sugar Creek and Jackson Creek are primary environmental corridors. Additional recommended land uses include Other Agricultural, Rural Residential, and Open Land, Other Open Land, and Secondary Environmental Corridor. The Plan recommends that land represented as Prime Agricultural Land (defined as parcels covered at least in half by soils in Agricultural Soil Classes I, II, and III) would be limited to a minimum size of thirty-five (35) acres, and that the conversion of this land be limited to those lands which are located within planned urban service areas. The stated purpose of the A-3 Agricultural Land Holding District is to preserve agricultural related open space

uses, for a limited time period, those lands generally located adjacent to existing incorporated urban centers within the County where urban expansion is planned to take place. This district classification is intended to defer urban development until the appropriate legislative body determines that it is economically and financially feasible to provide public services and facilities. Currently, SEWRPC is working on an update to and completing “A Regional Land Use Plan for Southeastern Wisconsin.”

The “Future Land Use Plan” map that accompanies this document is generally consistent with this Plan inside the Urban Service Area; however, development is planned for areas adjacent to the service area and at a higher density than recommended by the County Plan. This future development is planned as a mix of uses and residential densities and is projected to occur prior to 2020. This is recognized as a potential conflict. Aside from that, this document generally supports the recommendations of SEWRPC’s Plan.

Wisconsin Department of Natural Resources (WDNR)

The Wisconsin Department of Natural Resources is one of the principal agencies involved in the acquisition and development of recreational paths and pedestrian trails. Additionally, they take a lead role in the protection of wildlife and help to assure the sustained management of woodlands, wetlands and other natural wildlife habitat areas. This plan promotes the preservation and protection of all natural areas, floodplains, wetlands, wildlife, and environmentally sensitive areas. There are no known conflicts with this plan and the adopted plans of the WDNR.

INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS

The following is a list of recommendations that will help to achieve the stated goals, policies, and objectives for intergovernmental cooperation:

1. Work with Walworth County and the surrounding municipalities to identify joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services and/or cost savings.
2. Work with those surrounding governments and municipalities to participate in regional planning efforts with the Southeastern Wisconsin Planning Commission, including the Vision 2050 Plan.
3. Work with Walworth County to develop a plan for the development of the campus east of U.S. 12.
4. Work with Walworth County and other municipalities to establish a regional economic development agency which retains and attracts employment and businesses to the region.
5. Continue to have representation at regular meetings between the school district and local municipal governments to identify potential locations for schools and to adjust development policies to meet the school district’s ability to finance new construction and higher student populations.
6. Work with the City of Elkhorn, and Towns of Sugar Creek, Geneva and Lafayette regarding City plans to establish a full time fire department.
7. Coordinate planning efforts with the Towns of Geneva, Lafayette, and Sugar Creek and the City of Delavan and work with adjacent towns and municipalities to establish municipal boundary agreements.

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8

Land Use Element

Prepared pursuant to Section 66.1001-Comprehensive Planning, section (2)(h) of the Wisconsin Statutes, the Land Use Element of the Comprehensive Plan includes a compilation of objectives, policies, goals, maps, and programs, to guide future development and conservation of public and private property. The related population projections, assumptions and phasing will be included in the appendix. The Future Land Use Plan is a guide to the conservation of existing developed areas, to the development of urbanizing areas, and to the protection of natural environmental corridors. It also recommends a pattern of uses which, as they develop, will strengthen and extend the existing community form, function and character. It is anticipated that the areas described for future land uses may represent a surplus compared to the actual demand. It is not anticipated that all of the areas shown for development are likely to be developed by the end of the planning period. This allows for a reasonable degree of choice and entrepreneurship. Conversely, it is entirely possible that some property owners will choose not to enter the development process despite the identification of a recommended land use. The flexibility of the plan will thus accommodate a number of different scenarios for development.

The land use goals and objectives build on Elkhorn's general 'Planning Goals and Objectives' and address the following key points in the community:

- 📍 *Define the character of development to improve walkability and livability*
- 📍 *Improve the ease of reviewing future development proposals for all scales of development*
- 📍 *Provide better transitions between land uses and buffers between incompatible uses*

LAND USE GOALS:

- » To provide a compatible relationship of land uses (homes, businesses, schools, parks and roads) that serves the needs of residents and businesses, and welcomes visitors.
- » To provide adequate and diverse housing supply to meet the needs of Elkhorn's existing and future population, preserve traditional residential neighborhoods, and ensure new residential areas grow as livable, sustainable neighborhoods that are well-connected to the existing community.
- » To maintain a balanced relationship between development and the environment in order to preserve the small town character of the community and its recreational assets.

LAND USE OBJECTIVES:

1. Protect environmental corridors and natural areas from development, and ensure that a healthy balance is maintained between open space / recreational areas and development.
2. Encourage the high quality design of commercial, residential, and industrial developments, through a variety of means that may include zoning and design standards, architectural review and municipal incentives. Maintain Elkhorn's traditional street grid and extend its pattern to new developments.
3. Support the city center by developing an area of emphasis for Downtown Elkhorn to ensure it continues serving as a focal point for public services, business, dining / entertainment, civic institutions, and community activities.
4. Establish predominantly single-family, owner-occupied neighborhoods, supported by other housing such as duplex and multi-family housing, to meet the needs of a diverse residential population of all sizes, incomes, and age levels.
5. Carefully manage the residential growth of Elkhorn to ensure new development is contiguous with and creates connections to the existing city, its neighborhoods, and its transportation network.
6. Support expansion of existing community facilities and siting of new facilities to meet the needs of a growing community.

LAND USE POLICIES

For each of the objectives stated above, specific policies are included below that together will help achieve the land use objectives.

Objective 1- Protect environmental corridors and natural areas from development, and ensure that a healthy balance is maintained between open space / recreational areas and development.

- » Ensure an appropriate balance of open space to developed areas is planned for all new residential and commercial development in accordance with the 2011-2015 Comprehensive Outdoor Recreation Plan.
- » Promote access to the White River State Trail.
- » Promote connections to the existing environmental corridors and natural areas.
- » Promote completion of sidewalks in the community with handicap accessible transitions at every intersection.

Objective 2- Encourage the high quality design of commercial, residential, and industrial developments, through a variety of means that may include zoning and design standards, architectural review and municipal incentives. Maintain Elkhorn's traditional street grid and extend its pattern to new developments.

- » Improve gateways, identity and way-finding signage in the community, so that it is reflective in the streetscape (signage, banners, lighting, landscaping, sidewalk and intersection design) throughout the community.
- » Incorporate design guidelines in to City codes and architectural review to ensure high quality design for all developments.
- » Provide incentives and access to grants to maintain and preserve older buildings.
- » Provide incentives for infill development of underused parcels within the community.
- » Provide incentives for adaptive reuse of existing buildings, especially those that are architecturally significant within the community.
- » Require appropriate landscaped buffers between residential and non-residential uses.
- » Ensure that all new roads within the community and new subdivisions are well connected to the existing street grid.

Objective 3- Support the city center by developing an area of emphasis for Downtown Elkhorn to ensure it continues serving as a focal point for public services, business, dining / entertainment, civic institutions, and community activities.

- » Promote downtown business retention and attraction of new businesses.
- » Improve recognition of and access to downtown through enhancement of way-finding and signage for auto users, pedestrians and bikers.
- » Promote walking and biking between downtown and the surrounding neighborhoods by ensuring complete streets.
- » Work with business owners and the Chamber of Commerce to expand store hours and organize special events to attract residents and visitors downtown.
- » Partner with the Walworth County Fair and the Chamber of Commerce to promote downtown businesses and events.
- » Promote partnerships between businesses in the community, and schools and colleges in the area to provide opportunities for job training.
- » Establish incentives for businesses and commercial uses to locate downtown.

Objective 4- Establish predominantly single-family, owner-occupied neighborhoods, supported by other housing such as duplex and multi-family housing, to meet the needs of a diverse residential population of all sizes, incomes, and age levels.

- » Promote home ownership within the community.
- » Promote access to quality healthcare for residents in the community.
- » Promote access to quality services, cultural, educational and recreational programs.
- » Encourage diversity of housing types to cater to the needs of all age and income levels, specifically including young professionals and first time home owners.
- » All housing should allow seniors to age in place, if so desired, through programs that supports home modifications to improve accessibility.

Objective 5- Carefully manage the residential growth of Elkhorn to ensure new development is contiguous with and creates connections to the existing city, its neighborhoods, and its transportation network.

- » Encourage future residential development that is compact and contiguous to the City boundary and that adheres to the principles established by the Future Land Use Plan and Phasing Plan.
- » Continue to promote and attract infill development within Elkhorn's municipal boundary.
- » Promote approval of traditional neighborhood design and conservation subdivisions as described in this Comprehensive Plan and in the State Model Traditional Developments and Conservation Subdivision Ordinances (Wisconsin State Statutes 66.1027).
- » Encourage development of new commercial uses around sites that offer good access; including the area around US Highway 12 and Potter Road, and the I-43 interchanges at Highway 12, Lincoln Street between Market Street and Route 11.

Objective 6- Support expansion of existing community facilities and siting of new facilities to meet the needs of a growing community.

- » Promote development of sites that are already served by public infrastructure.
- » Use a phased approach for development within the community, and provide needed infrastructure and facilities to meet the needs of future development.

INVENTORY OF EXISTING LAND USES

The following tables illustrate Elkhorn’s past and future land uses within the City’s municipal boundary. The table below summarizes the land use distribution within Elkhorn today. Total acreage is estimated based on existing land uses and excludes areas within the right of ways.

Understanding the existing mix of land uses within the community helps to target areas that need improvement, like increasing the area dedicated to residential uses, commercial uses, etc. On the other hand, understanding where these uses are located and the mix of existing uses helps define the character of the area. This in turn helps define what the character of future development should be. The existing mix of land uses in Elkhorn is as follows:

Major land use types	Area (Acres)	Percentage of Total Area
Residential uses	731	19%
» Residential Farmstead and Agriculture	308	8%
» Low-Density Residential	258	7%
» Medium Density Residential	41	1%
» Higher Density Residential	124	3%
Commercial uses	175	5%
Mixed uses	11	1%
Light industrial, office and manufacturing uses	388	10%
Parks, Open Space, County Fair, Environmental and Natural Areas	427	11%
Municipal and Institutional Uses	338	9%
Vacant land	1,684	45%

Table 8.1: Existing Land Use Mix

Looking towards the future, the Village of Elkhorn also has the opportunity of planning for the area within 1.5 miles of the municipal boundary, known as the extra-territorial jurisdiction area. This area is currently predominantly vacant or farmland and hence has development potential.

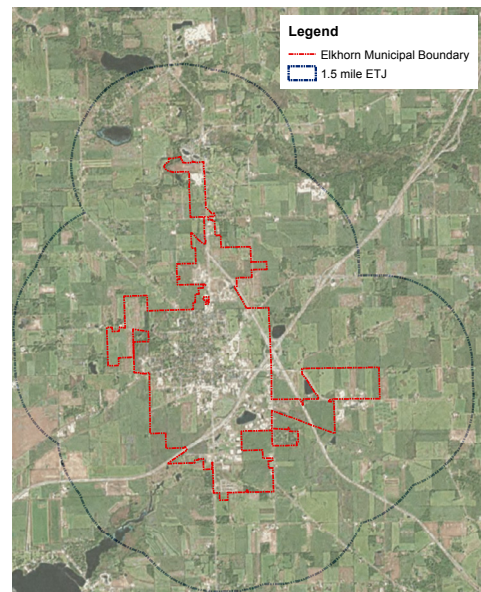


Exhibit 8.1: Map showing Elkhorn’s Extra Territorial Jurisdiction (ETJ) area

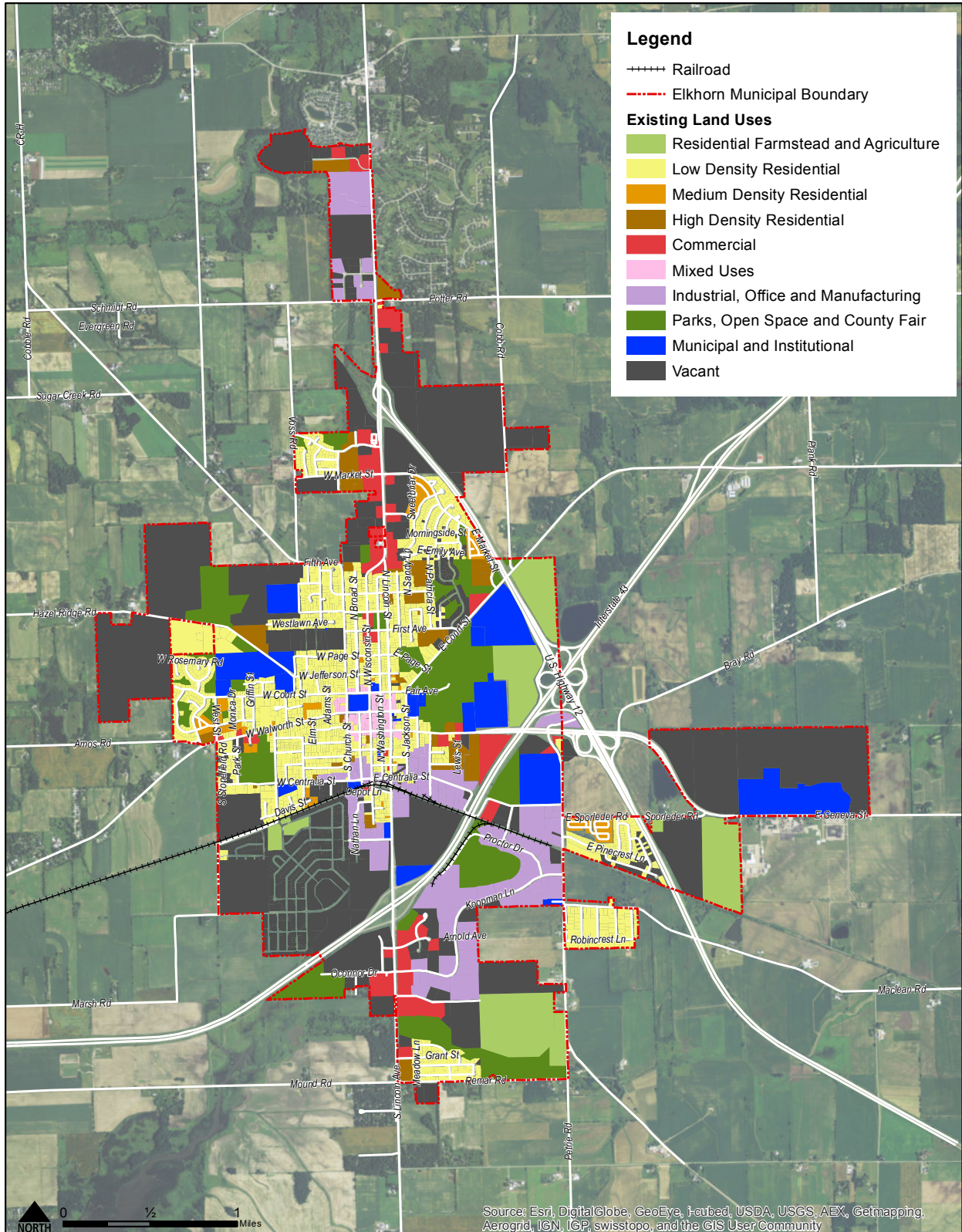


Exhibit 8.2: Map of existing land use mix

DEFINITION OF FUTURE LAND USE AREAS

In order to address the goal of creating a livable community, with a sense of place that spurs economic development within Elkhorn's planning boundary, this plan defines the character of commercial/business, industrial, and residential areas based on the predominant existing and anticipated uses. The three broad categories include:

- 1). Centers of commercial and small business uses,
- 2). Industrial and business park for the area along Centralia Street and south of the railway tracks to the environmental corridor, and
- 3). Complete neighborhoods for residential growth in the community.

As it is difficult to predict precise uses or designs into the future, the descriptions which follow describe a character and feel for new development. This should be considered by the city and developers in planning new projects. When followed by successive developments, these concepts will help to maintain and enhance the character of Elkhorn.

1. Centers of commercial and small business uses

In order to help define the character of the mix of uses, and provide for transitions into residential areas, this category is divided into a Downtown Central Business District and Community Mixed Use categories. The community mixed use category defines not just the area immediately surrounding the downtown, but also properties between residential and non-residential uses along major arterials in the community.

A. Downtown Central Business District

As the heart of the community, the downtown central business district is home to civic, retail, dining, small business and entertainment uses, as well as other urban activities appropriate to the downtown area of a community. The buildings in this area may include residences on the upper floors, but the building character, signage, and streetscape should be consistent with that of the downtown area. Open space within this area should be programmed to host community events to help bring people downtown and add to the vitality of the area as a retail and cultural center.

B. Community Mixed Use Areas

A mix of uses exist around the central business district and also other parts of the community that have commercial uses adjacent to residential uses or multi-family uses as part of a predominantly commercial area. This category is intended to accommodate a mix of use that include existing uses, medium and high density residential uses, offices and commercial uses, places of worships, and civic uses that are sensitive to the context of the surrounding area and provide a transition from higher density uses to lower density uses. This character of uses is also extended along East Court Street to help connect the County Fair Grounds to the downtown area.

In order to be a successful transition area, the character of developments in terms of building and site design within these areas need to be compatible with the residential surroundings, with an enhanced pedestrian environment and a well-defined landscaped buffer between residential and non-residential uses. By making the streetscape and signage consistent with the downtown area, the mix of uses and access to community amenities will contribute to making this a desirable and walkable place. Over time, this vibrant sense of place within the community will help guide infill development within established areas, thus protecting outlying rural areas and environmental corridors.

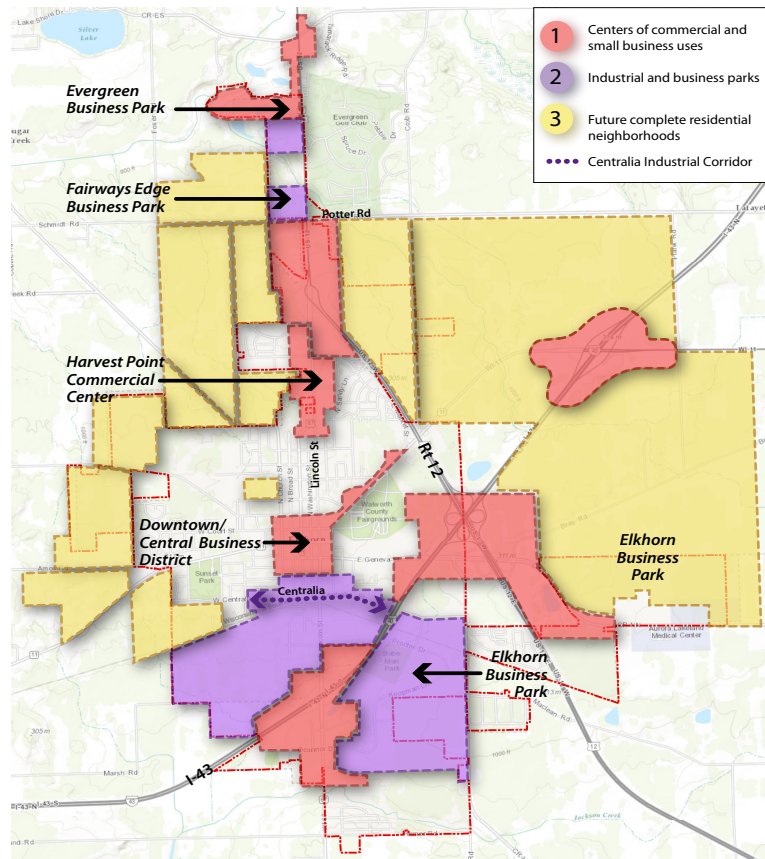


Exhibit 8.3: Concept plan of future 'character' areas

C. Community Commercial

A wide variety of community-scale commercial and service uses are included in this category and are located along major arterial roadways. It includes commercial uses like restaurants, retail and customer service establishments, child care facilities, medical clinics, healthcare facilities, and senior living facilities, as well as business uses like offices and information technology centers. While these areas are to predominantly serve Elkhorn residents and workers, they can also draw in customers from the neighboring communities. The building and site design, streetscape and signage, should be consistent with the surrounding area and contribute to enhancing the pedestrian environment. A well-defined landscaped buffer should also be provided between residential and non-residential uses, to protect the character and quality of life for residential uses. The architecture of the buildings should also be compatible with the surrounding residential and other uses, to contribute to the sense of place.

D. Highway Oriented Commercial

Given the visibility and accessibility of areas around highway interchanges, they are reserved for commercial uses that are unique to such areas. This might include hotels and motels, fast-food restaurants, drive-through restaurants, major retailers, automotive service centers and dealers, and offices, to list a few. While these uses are predominantly auto-oriented, pedestrian access should also be provided from the surrounding uses to better connect them to the community. Adequate buffering by landscaping of the noise and traffic generated by these uses should also be provided especially when adjacent to residential uses.

2. Industrial and business park

The Future Land Use Plan defines the area along Centralia Street and the areas south of the railway tracks between Petrie Road to the east and Marsh Road to the west as a predominantly industrial and commercial area. In order to protect the quality of life of the existing residential uses within and around this area, as well as further define the character of development within this area, a buffer is provided between the different intensities of industrial uses by sub-dividing them into three sub-types as noted below. For the locations that are reserved for commercial uses, the character descriptions included in the previous section apply.

A. Industrial Uses

These include intensive manufacturing processes and warehousing uses. Given the existing access to Interstate 43 and the railroad line, larger sites that have access to this roadway network and potential for rail access via a new railway spur are reserved for this use. While these areas are typically buffered from less intensive land uses by light industrial uses, in the case that they are adjacent to residential or lower intensity uses and should be well buffered by landscaping to prevent adverse impacts on residential and other existing uses. Where possible, a 150' separation should be provided between the building and adjacent property, with a twenty (20) foot wide landscaped screen of evergreen shrubbery not less than six (6) feet in height. Adequate landscaped screening should also be used around parking and loading areas for these sites and they should not impact adjacent uses with respect to producing noise, air and light pollution. Providing a well-connected sidewalk network and streetscape for these sites can help promote walkability and provide access to commercial as well as recreational areas within the industrial and business park. This in turn can help improve the quality of life experience for the employees.

B. Light Industrial Uses

This category is intended to accommodate business uses which employ people in a variety of business environments that are less intensive in nature. It can include light manufacturing, repair, processing, assembly, warehousing and distribution, and related uses of a limited nature and size, although outdoor storage may be included. These uses might include business services such as contracting and supplies as well as office and professional uses. When located adjacent to residential uses, they should be well buffered by landscaping to mitigate adverse impacts on residential and other existing uses. Where possible, a 100' separation should be provided between the building and adjacent property, with a ten (10) foot wide landscaped screen of evergreen shrubbery not less than six (6) feet in height. Adequate landscaped screening should also be used around parking and loading areas for these sites to minimize impacts on adjacent uses with respect to producing noise, air and light pollution. As with the industrial uses described above, providing a well-connected sidewalk network and streetscape can help promote walkability and provide access to recreation for employees.

C. Light Industrial Mixed Use Areas

In some areas of Elkhorn, residential uses are found in close proximity to industrial uses. These areas would benefit from a better transition between the industrial uses and residential uses to minimize adverse impacts on existing uses. It includes the residential area west of Lincoln Street, and is meant to protect the character of this area while allowing for future higher density residential and community business activities like offices, food establishments, service or light industrial uses. Areas under this category should also have adequate landscape buffers, and a well-connected sidewalk

network and streetscape to promote walkability and connectivity to the adjacent neighborhood, as well as recreational areas within the industrial and business park.

D. Centralia Street Industrial Corridor

Centralia Street has a mix of industrial and residential uses that have coexisted next to each other. In order to improve the character and quality of life for these residential uses and connect them to the adjacent neighborhoods, completion of the sidewalk network, streetscape and signage is recommended for the corridor.

3. Complete Neighborhoods

The Elkhorn Comprehensive Plan aims at establishing a sustainable and traditional pattern for future growth. A complete neighborhood is one that is walkable and well served by amenities, parks and recreational areas. As a community of neighborhoods with a central focus on the downtown area, Elkhorn's strength is in the livability and completeness of its neighborhoods. This means encouraging infill development and improving walkability in existing residential areas and planning new residential growth as **Traditional Neighborhood Developments (TNDs)** to ensure that they are planned as complete neighborhoods.

What is a Traditional Neighborhood Development (TND)?

A TND differs from the sprawling, disconnected suburban pattern of development that is prevalent in newly subdivided areas of communities and is based off of Clarence Perry's original idea of a neighborhood unit. The main features of a TND are included below-

- 📍 **Characteristics:** Traditional neighborhood developments are characterized by many of the same features that make neighborhoods livable. Some of these characteristics are compactness, walkability, connectivity, and easy access to parks, schools and retail. TNDs are thus predominantly residential, but also have a mix of land uses and often a mix of housing types as well.
- 📍 **Size:** The geographic size of a TND has often been defined as the area that one person can walk in about ten minutes or an area that has a radius of a quarter mile.
- 📍 **Components:** Within this area a resident could expect to find limited shopping opportunities that fulfill basic daily needs, residential uses, public facilities and open space in the form of a plaza, commons or parks. Ideally, all such destinations and activities should be centrally located.
- 📍 **Capacity:** The ability of a neighborhood to support a full range of activities depends to a large extent on its population density. For example, low-density residential areas can be estimated to have an average density of approximately 2.7 dwelling units (DU) per acre. Such a low-density neighborhood may not be able to support retail or a school on its own. However, by linking several of these low-density areas by bike paths and interconnected roads, a centrally located elementary school within walking distance of all of the children in the neighborhoods could be provided. A spatial arrangement with one centrally located school would allow all the children from four different neighborhoods to be within a ten-minute walk of the school.

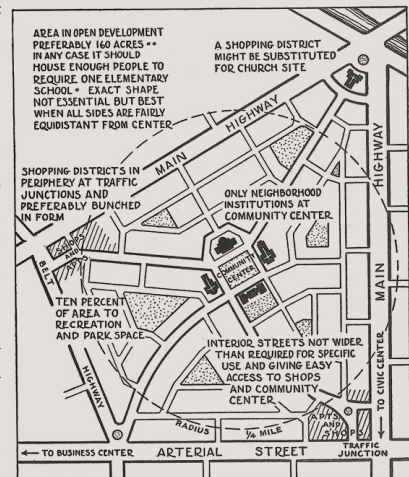


Diagram of Clarence Perry's neighborhood unit that today forms the basis of traditional neighborhood developments

(Source- New York Regional Survey, Volume 7, 1929)

The main areas within Elkhorn's planning boundary identified for future residential uses include the two areas noted below:

A. Infill single family residential

There are areas within Elkhorn's existing municipal boundary that have already been subdivided, but have not been developed due to the economic downturn. Focusing residential development in these and other infill areas in existing neighborhoods prior to leap frogging to unincorporated areas until the need arises will help strengthen Elkhorn's existing neighborhoods. Ensuring that the neighborhood is walkable by a connected network of sidewalks and with access to community amenities and recreational areas will contribute to making it a complete neighborhood.

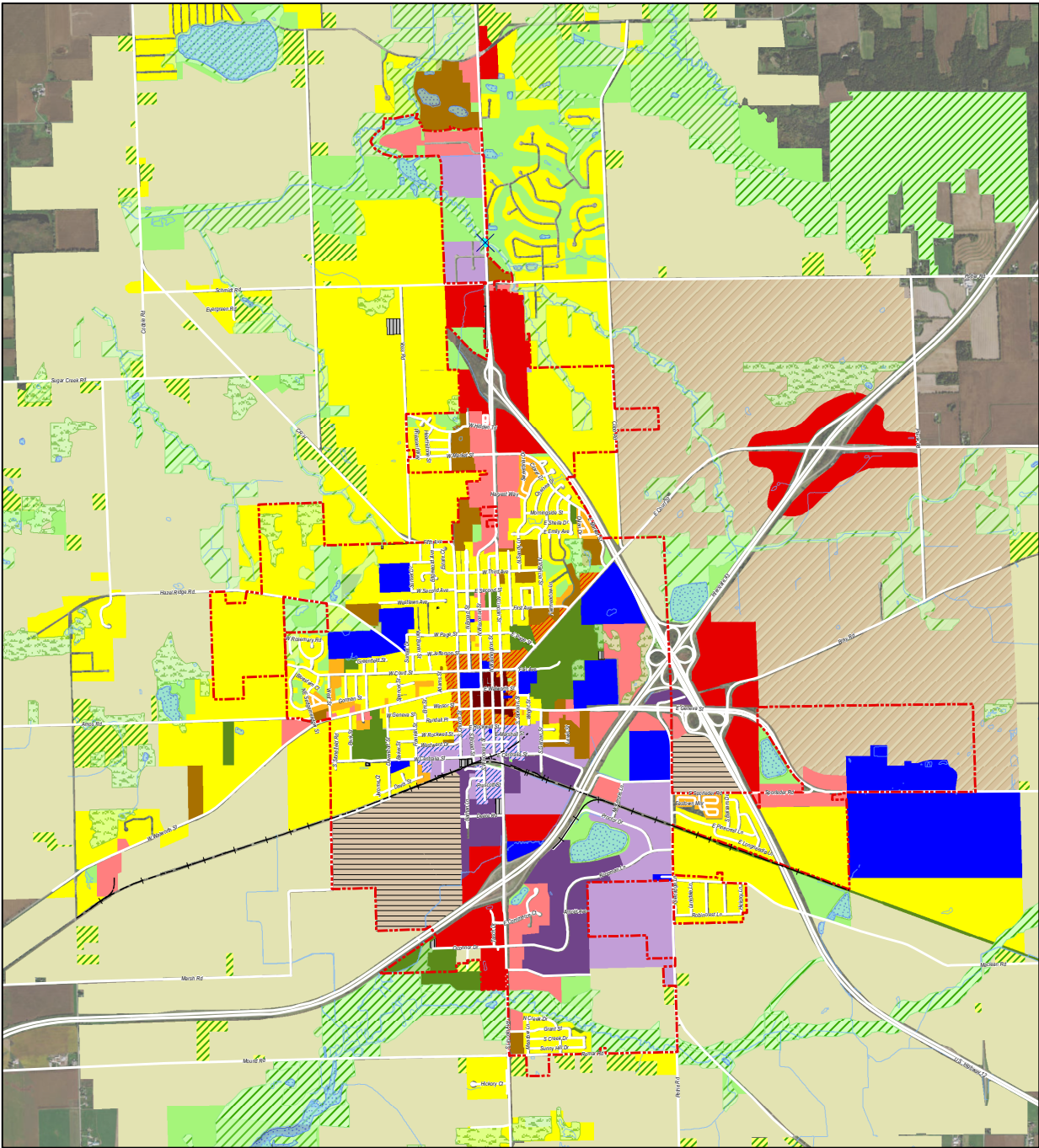
B. North East Quadrant TND

The area to the north east of Elkhorn's municipal boundary between Potter Road and Geneva Street is identified as the future location for traditional neighborhood developments, with a focus on highway oriented commercial uses around the Interstate 43 interchange area and conservation of the primary environmental corridors. As a traditional neighborhood development, these areas will have access to neighborhood parks, schools and other amenities, with community commercial as needed along major arterials. Ensuring that the streetscape, scale and character of this planned area is consistent with that of Elkhorn will help continue the sense of community in these new neighborhoods.

FUTURE LAND USE PLAN

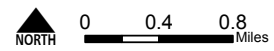
The land use categories listed on the Future Land Use Plan of the City of Elkhorn are described as follows:

- » ***Residential Farmstead:*** Properties that have a residential unit as part of a farm or agricultural use property.
- » ***Low-Density Residential (Single-Family Residences):*** Single-family, detached residences at densities that can be effectively served by public sewer and water. In areas yet to be developed, this category may, in appropriate situations, include single-family attached residences (duplexes) with no more than two units per building. The estimated net density for low-density residential is not to exceed 5.4 dwelling units per acre.
- » ***Medium-Density Residential (Two-Family Residences):*** Existing developed or committed to be developed areas for two-family (duplex) or attached residences. The estimated net density for medium-density residential uses range from 5.4 to 9.6 dwelling units per acre.
- » ***Higher Density Residential (Multi-Family Residences):*** Single-family attached residences with three or more units per building and rental or owner-occupied apartment buildings and condominiums. Other forms of group housing, including multi-family housing designed for the living and care needs of senior citizens (including housing regulated by the State of Wisconsin as Community Based Residential Facility (CBRF), Residential Care Apartment Complexes (RCAC), except nursing homes. This category also includes manufactured homes and modular homes in a residential setting that are compatible with adjacent land uses, at densities not to exceed 6.0 dwelling units per net acre. The net density for all other multi-family buildings in this category range from 8 to 16 dwelling units per acre.
- » ***Traditional Neighborhood Development:*** New residential developments with a mix of compatible uses like parks, retail, education, civic, or places of worship. Each area should be in an arrangement which by its planned and defined nature are designed to be internally consistent and externally sensitive to the surrounding context. It is likely that the mix, density, organization, and interaction



Future Land Use Plan
2040 Comprehensive Plan | Village of Elkhorn, Wisconsin

March 9th 2016 (DRAFT)



LEGEND

- | | | | |
|------------------------------------|------------------------------|--|------------------------------|
| — Railway Line | ■ Natural Areas | ■ Traditional Neighborhood Development | ■ Planned Mix Use |
| - - - Elkhorn Municipal Boundary | ■ Parks and Recreation | ■ Transportation and Utilities | ■ Industrial |
| — Rivers/Streams/Creeks | ■ Agriculture | ■ Government and Institution | ■ Light Industrial |
| ■ Water Bodies | ■ Residential Farmstead | ■ Downtown Central Business District | ■ Light Industrial Mixed Use |
| ■ Primary Environmental Corridor | ■ Low Density Residential | ■ Community Mixed Use | |
| ■ Secondary Environmental Corridor | ■ Medium Density Residential | ■ Community Commercial | |
| ■ Isolated Natural Resource Area | ■ High Density Residential | ■ Highway Oriented Commercial | |

Exhibit 8.4: Future Land Use Plan

of these uses will be governed by a Planned Unit Development and development agreements, instead of conventional zoning and subdivision controls.

- » **Agriculture:** Prime agricultural soils, farmlands, and areas to be withheld from urban development for agricultural and allied uses until they can be transitioned into urban uses compatible with their surroundings.
- » **Environmental Corridors:** Wetlands as defined by the 'Wisconsin Wetlands Inventory Maps', and Primary and Secondary Environmental Corridors as described by the Southeastern Wisconsin Regional Planning Commission and Walworth County.
- » **Natural Areas:** Stormwater detention areas, woodlands and prairies described by the Southeastern Wisconsin Regional Planning Commission outside Primary Environmental Corridors. These areas are meant to be green zones dedicated to recreation, stormwater detention, and natural habitats for plants and wildlife.
- » **Parks and Recreation:** Dedicated to open space, parks and recreational facilities that are both public and private. It also includes the County Fairgrounds and an adjacent area to which it might expand or which should be reserved for uses highly compatible with the Fairgrounds, e.g. equestrian facilities, sports facilities, golf training center, etc.
- » **Government and Institutions:** Government and institutional buildings and facilities, including educational facilities, places of worship, cemeteries, libraries, museums and other civic facilities. Many of these facilities are also illustrated on the Community Facilities Plan.
- » **Transportation and Utilities:** Public utilities, railroad right-of-ways, and all roadway right-of-ways. The roadway right-of-ways are shown in white on the future land use map for clarity.
- » **Downtown/Central Business:** Retail, service, office, entertainment uses and other urban activities appropriate to the central/downtown area of the community. These buildings may include residences on the upper floors, but should be consistent with the character of the downtown area.
- » **Community Mixed Use:** Small businesses that serve the day to day convenience goods and services needs of nearby households, administrative, professional and business offices located in immediate proximity to downtown Elkhorn businesses, as well as residential and institutional uses, parks and recreational uses, and places of worship. It is intended to provide a mixed-land use and harmonious building form transition area between the denser commercially oriented central business district and the surrounding predominantly single-family residential area, by allowing for a mix of uses which respects the residential character of the surrounding properties. Net densities for residential uses within this area should not exceed 16 dwelling units per acre. These uses should be well landscaped to provide a landscaped buffer between low density residential uses and higher density uses.
- » **Planned Mix Use:** This category can be applied to those areas where the City anticipates a mix of uses, be they residential, commercial, employment, public or any number of potentially compatible uses, in an arrangement which by its planned and defined nature are designed to be internally consistent and externally sensitive to the surrounding context. It is likely that the mix, density, organization, and interaction of these uses will be governed by a Planned Unit Development and development agreements, instead of conventional zoning and subdivision controls.
- » **Community Commercial:** Retail and customer service establishments of a wide variety including medical clinics, healthcare facilities, and information technology centers which primarily serve the Elkhorn community and its immediate surroundings. The primary locations for this category are along arterial roads that have high accessibility.
- » **Highway Oriented Commercial:** Businesses that are unique to highway interchange areas or

require high visibility from major highways. These might include hotels and motels, restaurants, major retailers, automotive service centers and dealers, and offices, for example. Curb cut access from adjacent highways must be controlled.

- » **Industrial:** Intensive manufacturing processes and warehousing uses, and those that benefits from access to an interstate and railroad network. Typically separated by light industrial uses, in the case that they are new residential or lower intensity uses, they should be well buffered by landscaping to prevent adverse impacts on residential and other adjacent uses.
- » **Light Industrial:** Uses which employ people in mixed businesses environments that are less intensive in nature. It can include light manufacturing, repair, processing, assembly, warehousing and distribution, and related uses of a limited nature and size, although outdoor storage may be included. These uses might include business services such as contracting and supplies as well as office and professional uses. When located adjacent to residential uses, they should be well buffered by landscaping to prevent adverse impacts on residential and other existing uses.
- » **Light Industrial Mixed Use:** Transition between industrial uses and residential uses, and to minimize adverse impacts on existing uses by use of landscape buffers and screening. It includes residential uses and is meant to protect the character of this area while allowing for future higher density residential and community business activities like offices, food establishments, service or light industrial uses.

RELATIONSHIP TO ZONING

The land use categories used in the Future Land Use Plan reflect the zoning categories, in order to support implementation of the comprehensive plan as new areas are developed and others may be considered for rezoning. Some amendments to the Zoning Map will be needed to ensure that it is consistent with the Future Land Use Map. The table below shows the relationship between the land use categories and zoning districts.

Future Land Use Types	Uses included	Zoning categories
Residential Farmstead	Residential unit on a farm or agriculture property	A-1
Low Density Residential (Single Family)	Single-family, detached residences	RS-1, RS-2
Medium Density Residential (Two Family)	Two-family (duplex) or attached residences	RD-1
Higher Density Residential (Multi-Family)	Single-family attached residences with three or more units per building and rental or owner-occupied apartment buildings and condominiums, group homes, senior housing, assisted living, manufactured homes and modular homes.	RM-1, RM-2, RM-3
Traditional Neighborhood Development (TND)	New residential developments with a mix of compatible uses like parks, retail, education, civic, or places of worship.	R-4
Agriculture	Prime agricultural soils, farmlands, and areas to be withheld from urban development for agricultural and allied uses.	A-1
Environmental Corridors	Wetlands, PEC, SEC	C-1

Future Land Use Types	Uses included	Zoning categories
Natural Areas	Stormwater detention areas, woodlands, prairies	C-1
Parks and Recreation	Open space, parks and recreational facilities that are both public and private, County Fairgrounds and compatible uses like equestrian facility, sports facility, golf training center, etc.	P-1
Government and Institutions	Government and institutional buildings and facilities, including educational facilities, places of worship, cemeteries, libraries, museums and other civic facilities.	I-1
Transportation and Utilities	Public utilities, railroad right-of-ways and all roadway right-of-ways.	-
Downtown/Central Business	Retail, service, office, entertainment uses and other urban activities appropriate to the central/downtown area.	B1
Community Mixed Use	Small businesses that serve the day to day convenience goods and services needs of nearby households, administrative, professional and business offices proximate to Downtown Elkhorn, as well as residential and institutional uses, parks and recreational uses, and places of worship; mixed-land use, provides a transition of uses.	T1, B3, B4
Planned Mixed Use	Mix of uses, be they residential, commercial, employment, public or any number of potentially compatible uses, in an arrangement which by its planned and defined nature are designed to be internally consistent and externally sensitive to the surrounding context.	PUD, development agreements
Community Commercial	Retail and customer service establishments including medical clinics, healthcare facilities, and business uses like information technology centers- primarily serving Elkhorn and its immediate surroundings.	B2
Highway Oriented Commercial	Businesses that are unique to highway interchange areas or benefit from high visibility from major highways; including hotels and motels, restaurants, major retailers, automotive service centers and dealers, and offices.	B5
Industrial	Intensive manufacturing processes and warehousing uses, and those that benefits from access to an interstate and railroad network	M2, E1
Light Industrial	Mixed businesses environments that are less intensive in nature (including light manufacturing, repair, processing, assembly, warehousing and distribution, and related uses of a limited nature and size that do not involve intensive uses or outdoor production, although outdoor storage may be included); business services such as contracting and supplies as well as office and professional uses.	B6, M1, E1
Light Industrial Mixed Use	Transition between industrial uses and residential uses, and to limit adverse impacts on existing uses by use of landscape buffers and screening. Includes residential uses, and community business activities like offices, food establishments, service or light industrial uses.	M1, M2, E1

9

Implementation

This Implementation Section contains a compilation of programs and specific actions to achieve the vision outlined in the Comprehensive Plan. These may include, but are not limited to proposed changes to any City ordinances, maps, regulations, and codes. This section also describes how each of the elements of this plan will be integrated and made consistent with the other elements of the plan, and includes a phasing plan, decision making tree, and guidelines for managing the sequence of growth.

No amount of big picture planning, data analysis, or thoughtful anticipation will ever allow us to know for certain the cycles and forces of market economics and future growth. This is not just a fundamental reality of comprehensive planning, but a lesson learned through the Great Recession of the recent decade. Likewise, no amount of rules and standards can substitute for a rational, well-reasoned decision-making process; the next development proposal, economic development need, or urban design opportunity can be anticipated, but cannot be precisely predicted. With this in mind and by adopting this plan, the City of Elkhorn sets a course for the day to day work to see its vision realized. This chapter presents a roadmap for implementing the policy framework and the major plan elements that comprise that vision. The central thread of this approach echoes the first theme presented in the Vision Statement: Elkhorn strives to assure that it grows and evolves as a community in balance. For Elkhorn to be a highly desirable and livable community, it is important to recognize that the implementation strategy seeks to assure that “community balance” not just as an end result, but an approach to address ongoing City development.

MANAGING THE SEQUENCE OF GROWTH

The City’s previous comprehensive plan, adopted in 2005, was poised to manage rapid growth seen in the previous years and expected to continue. The unforeseen economic downturn of the Great Recession changed that trajectory for Elkhorn and the entire nation. As such, recent growth and development in the community and its surroundings has been slow. Communities are in a position to focus on retaining existing business and working to attract new ones - so is Elkhorn. However, while the pace of development has changed in recent years, the concepts for how to direct, manage, and integrate new development are still essential to continued community quality of life.

Controlling the City’s destiny is not limited to decisions on appropriate land uses, the intensity of the land uses, or the forms of development—the “where,” the “how” and “how many.” It includes decisions on the sequence of development as well, or the “when” of development. Controlling the sequence of development ensures that the City grows in a logical manner that does not burden the City’s—and region’s—environmental resources, fiscal health, education system, and transportation network and other infrastructure elements, now or in the future. These considerations differ from decisions about the appropriateness of a particular development or use of land for a specific area. This section seeks to provide guidance, not on the appropriateness of specific developments at specific locations, but rather on what conditions will induce the proper sequence of development.

There are a number of tools and “best practices” used by municipalities to manage the nature and quality of development as it is proposed to the City. Among them are:

- **Adequate Public Facilities Ordinances:** Requiring specific levels of service or service capacity, such as roads or sewage and water capacity, as a condition to development approval.
- **Zoning and Land Use Regulation:** Reinforcing consistency with the land use plan and City’s zoning regulations. These include the standards noted for road and pedestrian connectivity, design character of development, and a thorough development review process, as defined by the recently revised zoning code.
- **Other Controls:** Subdivision lot restrictions, infill and redevelopment strategies.

This Comprehensive Plan includes a graphic expression of one logical scenario for the phasing of future growth and development of the City of Elkhorn: Exhibit #6 Sequence of Growth. Along with the land use plan and other exhibits, it is useful in the planning process as a guide for facilities planning, and as one of the measures of the City’s capacity to maintain a balanced community throughout the sequence of growth and development. It is not intended and should not be used as a limitation or regulatory device, nor should it be perceived as entitling property to a position in the sequence of annexation, zoning, review or development. The Sequence Scenario is based on evaluations of the characteristics of property in the City, the infrastructure and services that may be available, the trend and context of development, and most importantly, on the contribution that the potential development would make toward reinforcing a livable community in balance.

This Sequence Scenario does not anticipate or require rapid growth, as did the previous plan. Nor is it a rigid schedule or a stepwise sequence. It is anticipated that there will be overlaps between phases; that there will be properties that are not proposed for development within the sequence suggested in the scenario. As each development proposal is evaluated on its merits and on the likelihood that it will support or achieve the stated goals and objectives of this Comprehensive Plan, the Plan Commission and City Council may determine that it is in the best interest of the city and the best implementation of the plan to accelerate the development of property “out of sequence.” This will not require an amendment to the comprehensive plan. It recognizes the fact that market economics are a factor in decisions of private property owners, and that, under certain circumstances, the development and use of a property is needed to assure that balance is maintained.

ANNEXATION AND DEVELOPMENT AGREEMENTS

The one tool that can enable the City to manage the sequence and quality of growth in the community is the “annexation / development agreement”. There are a considerable number of properties within the existing boundaries of Elkhorn yet to be developed. For those, the questions and standards for consideration should be applied to standard review and approval processes.

In addition, new growth will occur on properties outside the City; all of which will require a thorough evaluation of their impact and potential contribution to the balance of the community and the resultant quality of life. Given a range of acceptable or desirable development possibilities, the priority for evaluating the reasonableness and the ripeness of annexation and development should also reflect the considerations described below:

The developments’ contiguity with urbanized areas. Does the potential development result in growth that is contiguous with existing urbanized areas, or will it result in a sequence of development that is a natural extension of existing urbanized areas? The sequence of growth should proceed in a logical, orderly manner. That is, development scenarios, upon full build-out, should generally occupy areas adjacent to existing urbanization. Adherence to this principle prevents the leap-frog development so common in sprawling communities. It also prevents premature or unnecessarily lengthy extensions of sewer and utility lines, and higher expenses associates with providing police, fire, emergency, road maintenance, and other essential public services.

There will likely be circumstances where development skips past property that, for whatever reason, is not “ready” for development. The developer and the City must assure that the proposed development is not isolated by the resulting gap and that future infill development of the skipped parcels can, later, proceed efficiently, connected, and in context with surrounding uses. Contiguity is the essential indicator of whether the property or the city is “ready”.

- Access to public utilities. Will the potential development promote a logical extension of public utilities? Will the development require a minimal expansion of public utilities? How will the development impact public utilities; including plant (facility) capacity, the relationship between capital expense and cost recovery, and operating expenses?
- Integration with the transportation network. Will the potential development, upon build-out, be adequately served by the existing road and pathway network? Will the development encourage or lead to the logical extension of transportation networks? How will the proposal impact existing roadway capacity, load balancing and emergency access inter-connectors? Does the incompleteness of critical links on adjacent property pose an imbalance or overload if the property is developed before adjacent property? Adherence to the first principle of contiguity will ensure, to a large extent, that adequate transportation networks are present.
- Range of potential transportation options. Does the potential development scenario offer a range of transportation choices—walking, biking, and automobile—to reach jobs, shopping, and recreation? Neighborhoods that are well-connected and compact can provide this range of transportation options. In addition, a hierarchy of connected roadway options helps to alleviate traffic and allows for alternative routes in an emergency situation.
- Fulfillment of City’s housing and economic needs. Will the development scenario lead to a fulfillment of an urgent City need, e.g. correct a deficiency in the housing stock or create a better

balance between housing types? Will the development expand the diversity of the employment sector or provide a better match between residents and jobs, e.g. provide a new job segment to the local economy? Will the development create greater diversity in goods and services available to residents?




- **Community Building.** Elkhorn's character and livability are strong because the City is not homogenous. It is comprised of interrelated neighborhoods and places of human scale. New development within established areas should fit within the existing pattern and scale of development. Infill, reuse and rehabilitation of existing residential, commercial, and industrial structures helps to build stability and reinforces the desirability to live and invest in the community. Larger scale development scenarios should be broken into identifiable enclaves, centered on schools, retail, services, and recreational/open space amenities. Development proposals with logical access to places of employment, commercial shopping and services, entertainment, and public services are preferable to a scenario that is physically isolated or does not meet these conditions.
- **Standards of Quality.** All development must meet minimum standards for approval, but the degree to which a development exceeds minimum standards for quality may be directly related to the success with which it's approval and development are advanced to completion.
- **Increase in the City's tax base.** Does the potential development scenario foster the growth in the tax base? Does the development create more value than the services and facilities it will demand?
- **Preservation of agricultural lands.** Does the potential development protect agricultural land from premature or unnecessary destruction or conversion to competing uses? Agriculture demands the availability of large areas of contiguous land. The City should consider how potential development scenarios will disrupt current agricultural land use patterns and the attendant adverse impacts of such disruptions (e.g. roads shared by farm implements and general traffic, dust or noxious odors).
- **Preservation of environmentally sensitive areas.** Does the potential development best protect existing natural resources, planned greenway corridors, open space, wetlands, wildlife habitats, and groundwater? New growth presents an opportunity to link open space areas to create a larger, more significant and connected open space system.
- **Adverse impacts on fiscal, social, or environmental health of the community.** Will the development scenario cause strain on the fiscal health of the community? Will the development scenario cause the least possible amount of environmental problems such as noise, light, air, or water pollution? Will the development scenario pose the least risk to existing business, jobs, or housing areas? Will the development provide the least risk to cultural and historic sites? Desirable developments may impose adverse impacts on the community. The City should determine the extent to which they can be mitigated, and favor those developments that present the least threat to the short and long term financial, social, and environmental health of the community.

In Appendix C to this Plan, an exhibit titled Guidelines for Decision Making utilizes a decision tree concept to help evaluate development scenarios and determine an appropriate sequence of development. The decision tree includes specific factors to consider when reviewing a development proposal and is applicable to both residential and commercial/employment centers.

A BALANCED MIX OF USES

Chapter 8, the Land Use Element of the Comprehensive Plan expresses in detail the value, basis and logic of establishing and maintaining a balanced mix of land uses. It is worthy of emphasis that the balance is not merely one of an appropriate number, size, orientation, cluster and relationship of different forms of residential, commercial and employment uses and the open space, utility, roadways, and institutional uses which support them: that balance is also a matter of sequence and scaling of these uses. At any given time, no one land use should grow to dominate or fall behind so significantly as to evidence or pose the potential to weaken the City’s fiscal or social health. By regularly evaluating the relationship of existing and anticipated land use relationships (e.g. number of dwellings to square feet of commercial/retail floor area) the City may identify threats and pose alternatives to correct them.

Balance also is addressed when considering new development to the City, whether residential or commercial. Questions for consideration include:

-  Can the City and schools provide adequate services to the new development?
-  Is it located in the proper area?
-  Does the development support the standards for use and character that are defined in this plan?

CONTROLLING QUALITY OF DESIGN

As part of Wisconsin’s Comprehensive Planning Standards, the State recommended adopting subdivision and site plan design standards for “traditional neighborhood development” to support compact, mixed-use development. Adopting a variation of the State’s model ordinances and modifying them to create design guidelines/standards for new development that is unique to Elkhorn is one way that the City can implement increased control over commercial and residential site design standards, building orientation, parking, signage, and pedestrian/vehicular circulation. The Wisconsin model ordinances draw from concepts of traditional development and existing forms found in Wisconsin cities and villages.

FISCAL POLICIES

The fiscal integrity of the municipality and other local government units, e.g. school district, is directly related to the management of growth and change. For this reason, predictability is an essential feature. To the extent reasonable, new development should occur at a rate consistent with the community’s ability to accommodate it physically (with infrastructure) and financially. Demand for services should be balanced with the supply of high quality services, and public costs should be balanced with public revenues. This concept of “concurrency” melds private development to public infrastructure requiring uniform expansion of both. In essence, this means that private development is not supposed to be approved unless the public infrastructure to accommodate it is constructed at the same time.

It is recommended that the municipality prepare and update annually a report of the existing fiscal condition, of fiscal trends anticipated in the coming decade, and a mid-range (3-6 years) budget for all foreseeable municipal expenditures and revenues. This would be similar to, but broader than the typical capital improvements program. Such a mid-range budget will consider future personnel requirements, programmatic “soft” costs, and maintenance costs, as well as major project costs.

The status of all tax increment finance (TIF) redevelopment projects in Elkhorn deserves detailed review, especially the balance between planned expenditures and forecasted revenues based on the scale and place of private investment. It is essential that these projects not only pay for themselves, but that they do not usurp the City’s financial capacity to undertake other needed public improvements.

Enhanced and new sources of municipal revenue need to be considered, including “fair share” contributions from the real estate development industry, e.g. impact fees, public land dedications, etc. If certain areas of the City deserve unique services, consideration should be given to special taxing districts permitted under state statutes, e.g. Downtown business improvement district.

As the basis for such fiscal policies, the City should establish a “data bank” of critical information, including current Census data, school district trends, development project characteristics from real estate developers, mapped data on the City’s geographic information system (GIS), etc. The City should also activate, update and enhance over time the fiscal impact model prepared as a part of the Community Development Plan. That model estimates the fiscal impact of individual residential and non-residential projects and can be utilized to evaluate “what if?” scenarios of future trends.

ZONING, SUBDIVISION, AND OTHER REGULATIONS

Municipalities rely, often too heavily, on restrictive zoning, subdivision and other regulations for the management of land use. While many restrictions are necessary and appropriate, such regulations can also be proactive if they provide some flexibility for beneficial development exceeding minimum or traditional standards. A recent update to the City’s Zoning Ordinance worked to advance these concepts.

Even prior to the recent update, Elkhorn’s Zoning Ordinance and Land Division Ordinance were considered essentially sound. Amendments made to the code were reflective of recommendations in the last comprehensive plan and consistent with goals and amendments in this plan. Recent changes help to achieve consistency with the recommended Community Development Plan and to meet the criteria of Wisconsin Act 9. This included a number of refinements to standards and procedures, with an emphasis on resolving internal conflicts in the code and establishing compliance with state regulations. In addition, attention was focused on the City’s desire to have straightforward approval procedures, be supportive of economic development objectives, and advance a strong community appearance. However, the majority of bulk standards (set back, height, and lot standards) were not changed. In addition, no changes were made to the established zoning districts or zoning map. Primary amendments to the Zoning Ordinance are outlined below.

- Definitions (Article 2) was updated and clarified as needed to better reflect to the use categories in the land use table. Graphics were added in some instances.
- The table of permitted uses (Article 5) was clarified to more completely reflect the zoning categories as described in the definitions section.

- A lower threshold for mixed use PUDs was set (from 20 to 2 acres) to allow flexible application of standards to address complex infill sites.
- Authority for zoning actions in several instances was placed with the Zoning Administrator to create more streamline procedures and focus Plan Commission actions on larger development and policy matters.
- Requirements for complete applications to be submitted by petitioners was clarified and clear indication is noted that the burden of proof for approval is on the applicant.
- Parking and loading standards (Article 6) was restructured to match categories in the use table and updated to reflect best practice requirements.
- Signs (Article 8) requirements were rewritten with the intent to allow signage needed by business to draw attention from perspective customers, but enhance overall community appearance.
- Non conforming standards (Article 9) were updated to reflect state requirements.

INCENTIVES AND ASSIGNMENT OF COSTS

One useful proactive technique is the establishment of a balanced program of municipal incentives and disincentives to influence critical private real estate decisions. Clearly, the City's commitment of public funds for infrastructure and aesthetic enhancements to Downtown is a major incentive to invest private monies, as has been the infrastructure and below market price of land in the Elkhorn Business Park. Certainly, the latter program has produced substantial success in the past. It may now be time to increase the price of land in the Business Park and in new business park expansions, whereas more targeted incentives might be considered for specific types of new businesses in the Business Park and in Downtown.

In support of downtown enhancement, a number of State resources are available. A description of those programs is provided in the Appendix to this plan.

The City has established impact fees to assess more of the real costs of providing infrastructure and capital facilities to those new developments which engender those costs. They must adjusted over time so that they continue to reflect a "rational nexus" related to the impact of new development and the benefits derived therefrom.

ACQUISITION OF PROPERTY

From time to time it will be appropriate for the City to acquire more property or limited rights to certain properties. Examples might be:

- municipal facility sites
- additional park and conservation land
- rights-of-way for new streets, bikeways and pedestrian paths, not otherwise available through dedication
- development rights in farmland
- conservation, scenic or historic easements (limited rights)

ORGANIZATION

In the immediate future, overall responsibility for implementation of the Comprehensive Plan should be vested in the City Administrator in support of the Plan Commission and Common Council. These efforts have been, and are expected to continue to be supported by the Zoning Administrator. The recent zoning code amendments clarified the role of that position in an effort to support a more predictable development approval process in the City. In addition, the City can continue to include the required professional engineering and planning expertise through a contractual relationship with independent experts familiar with Elkhorn to provide assistance specifically requested by the City Council and/or City Administrator.

Pursuant to 1999 Wisconsin Act 9: Comprehensive Planning, the City Council, Plan Commission, or a special body appointed by the City Council, should be responsible for updating the Community Development Plan at regular intervals and for meeting all of the mandatory objectives and criteria of that Act.

Because of the complexity of Wisconsin Act 9, development trends affecting the City, and the myriad of techniques available for managing growth and change, all municipal officials (elected, appointed, and employed) should be offered training opportunities to enhance their knowledge and effectiveness.

PHASING AND ANNEXATION POLICY CONSIDERATIONS

THE BASIS FOR THE “DECISION TREE”

The most common reasons for municipalities to annex property include:

- Land use control over development and redevelopment – zoning.
- Application of all other City ordinances over new development and redevelopment.
- Capture key economic development opportunities.
- “Defensive” strategy to preclude any potential for undesirable development if annexed to adjoining communities.
- Protect open space.
- Control traffic on arterial roadways.

Common reasons to Discourage Annexation include:

- The City chooses to make full public facilities improvements within the area – which would normally result in a fiscal deficit to the City.
- Tax base development is not an issue to the City.
- The City is successful in gaining agreement with adjoining communities on a land use plan for the area.

Policies governing the development of a phasing plan should include:

- Areas served by some urban services should be provided with the full range of urban services before providing services to areas without urban services. Areas in proximity to existing services should be served before areas farther from existing services.
- Public facility phases should be sized and laid out to allow for the cost-effective provision of public facilities and services (constructing sewers lines, for example, for ultimate capacity rather than smaller, interim size).
- Public facility and service phasing plans should consider city and property owner capability to extend services.

In determining whether a property should be annexed, the City of Elkhorn should consider:

- Whenever practical, growth should occur within the existing boundaries of the City of Elkhorn.
- The provision of municipal services should coincide with the jurisdictional boundaries of the City. Elkhorn should not extend utility services beyond corporate limits of the City.
- The extension of water and sanitary sewer services should be predicated upon annexation of property by the City.
- City annexation should occur before any property is provided with water, sanitary sewer, storm sewer, fire and police protection, parks, schools, road and trail facilities and maintenance, or other potential city services
- Land which is remote or otherwise removed from the limits of the City of Elkhorn will not be annexed; land which is contiguous to the City and generally urban in character may be annexed; and, land which is encircled by the City should be annexed.
- Property should be annexed only where access to all City services can be assured. Voluntary annexation agreements may limit or otherwise outline the phasing, timing or installation of utility services, and may include specific or general plans for the private financing of improvements to the infrastructure supporting or contributing to the land uses in annexed areas.
- Property should not be annexed if it cannot be cost-effectively served by Elkhorn public facilities and services. The cost of providing infrastructure and services generally should be balance by the revenues to be derived from the potential annexation area over the long term.
- The character of existing developed (usually residential) proposed to be annexed to the City should be respected; however, any annexation of existing development will include some costs which must be the responsibility of property owners.
- Annexation to facilitate the installation or extension of improvements where they are consistent with the policies, anticipated uses and timing/phasing of development identified in Elkhorn's Comprehensive Plan.

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Appendix

A

Community Engagement Input

Reasons to live in Elkhorn

- Good public schools: Good quality of education, not reflected in trend of test scores. High school scores are better than middle school; strong after school programs, extracurricular activities. People move to Elkhorn because of Lakeland School. Facilities are up to date, and well connected to the community.
- People feel safe in the community.
- Affordable housing- low cost of living.
- Elkhorn is a bedroom community- well located between Madison, Milwaukee and Chicago. Reflective of bedroom community nature, people expect to leave the community to buy goods. This can be a negative for the community if people assume that the City has high taxes due to less commercial uses.
- County seat - hence an employment center.
- Rural character.
- Older residents have a strong sense of community; new residents may have a hard time getting to feel like part of the community.
- Safe community / great library / good zoning / near Highways 12 and 43 / Not prone to natural disasters / Good proximity to Gateway Technical College/ good homes.
- Geographic location.
- Close to good regional recreational facilities.
- Healthcare is strong in Elkhorn. Both Aurora and Mercy are doing well.

Current and future needs

- Maintaining the existing tax base and the place of City in the local economy.
- Affordability of City services and facilities, like schools and parks.
- Concern about the mix of housing units and having too many rental units as compared to single family.
- City fire / EMS service are currently volunteer and likely needs to be a full time force in the future.
- Reinvestment in City facilities needed – particularly City Hall. Little/no expenditure on City facilities other than Police Station and Library.
- Improve the appearance of commercial corridors.
- Need for a water treatment plant.
- The City departments are busy with day to day service demands.
- The Police Department’s accreditation project is a priority.
- There is limited active participation from the community, but for the most part residents are satisfied with City services.
- Many children leave the community when they graduate. Some return, but many leave in search of jobs creating a “brain drain” to places like Madison.
- Retail is limited in Elkhorn - can’t buy a pair of socks in Elkhorn. Would be nice to have places to buy gifts, small things. It is sad for a community when businesses leave. Need more retail.
- Few entertainment options (particularly for children). There used to be a movie theater.
- Tax caps- competition for the tax dollars. Some programs that are mandated, but there is not enough money to do everything.

- Decrease in population.
- County relies on volunteers to provide services (have a coordinator). As they are getting older, hard to find younger people to step in as volunteers.
- Lower incomes and fewer available jobs reduce middle class greatly. High school diplomas not sufficient for good jobs anymore.
- Schools are looking at facility upgrades and need referendums to approve them.
- Towns and City trying to make do with less revenue; it is a challenge finding resources for funds. Some towns are even taking out loans.
- Fire Department services provided by volunteers. Difficulty finding and keeping volunteers. Considering adding one or more paid/on-premises or full-time staff person. Volunteers can't all leave their jobs for a call during the day.
- Library is great for the community. Share catalog accesses other resources.
- The County is evaluating open space and park needs.
- The County Fair – is privately run – is one of the largest and oldest in the State. In general it is losing money. Attendance is down- since it is expensive to go to, and families have less discretionary income. They also lack facilities to draw enough people. It is also weather dependent – which can affect attendance.
- Flea markets on Sunday (impacts other businesses that see a drop in business).

Third Places* in the Community (*where people gather)

- Schools that their kids go to.
- Churches.
- Do not see formal activities (like block parties) in neighborhoods.
- New pool at Sunset Park (has started to show movies in the park and other programs). Newer residents seem to be making most use of the pool. Some residents concerned that construction cost will impact taxes.

Business climate in Elkhorn

- Not enough foot traffic “critical mass” for local businesses.
- Downtown struggling (like in other communities). Moy’s restaurant seems to do well.
- Stronger ties to Gateway Technical College would be helpful
- People in Elkhorn do not shop in Elkhorn (go to Delevan and Lake Geneva), but grocery stores are available for residents in Elkhorn.
- Retail business district at north end of community doing well.
- Development approval process can be complex and take too long.
- Businesses self-promotes to increase clientele.
- Family owned businesses rely on their old clientele.
- Long time business owners are interested in downtown growing.
- Bielinski Homes have been in the area for many years. Sees strengths of the area as good school system, access to transportation and utilities (sewer and water system existing). Rate of sales has

been moderate but steady in the area.

- Gateway Technical College services three counties (Racine, Kenosha, and Walworth). As the Walworth County seat, Elkhorn is important and centrally located. Currently expanding and building a science program and tech building. Looking to serve manufacturing base with employee training. A technical college in the community is a good match with local manufacturing. Gateway partners with specific businesses for job training by doing customized training. Moving Job Center to Elkhorn. Dr. Bryan Albrecht, President of Gateway has been central to its success and growth.

Future needs

- A family style restaurant (national brand would be acceptable).
- Area with development potential is the Interstate 43 interchange – last undeveloped interchange.
- Northeastern part of planning area is most logical area for new development.
- There is a general expectation in the community that city government would stay downtown.
- Should better tie in with Gateway Technical College. More STEM education (Science, Technology, Engineering and Mathematics).
- Middle class jobs to create a higher income populations.
- Other events and shows to augment County Fair – horse shows, events for kids, sporting events. (Perhaps bring events in from northern IL).
- Variety of business growth.
- Recreation- connect White River Trail with downtown.
- Big employer needed - in turn provides middle income jobs, community, homes.
- More high-tech manufacturing.
- A variety of good quality housing (but currently not a lot of demand for housing). Senior housing would be desirable. City has its share of the area's low cost housing.

Downtown Elkhorn

- Businesses succeed by their own networking and promoting downtown.
- Limited amount of retail makes new retailers nervous to move downtown.
- Some feel the rules and procedures for business, development and signs are too strict.
- More open communication between City and businesses would be beneficial.
- Had a façade program downtown. Funding ended in 2013.
- Historic Preservation Commission can make renovation difficult by adding requirements.
- A downtown business network would help grow businesses.
- Downtown is service oriented, not much retail.
- Town needs an identity. Has “music town” and Christmas card town.
- Image impacted by people reading about criminal court cases in Elkhorn, thinking that's there the crime is.
- Groups that conduct activities (ie Rotary, Chamber, business owners) have little or no communication/ promotion of events.

- Not a lot of walk-in traffic because of limited retail.
- Image and sense of safety impacted by Nickel Plate Hotel- a halfway house in downtown concerns some and creates a stigma. City working to improve these impacts.
- Belief that the City has an ordinance that prevents signs/posters for advertising club/organization names and festivals.
- It's common that residents don't know what's going on downtown.
- Zoning ordinance limits signs – no sidewalk or blade signs (note: code recently changed to allow these signs).
- Parking limit of 2 hours not always enforced. Some business owners park in front of other businesses for the whole day. Keeps customers from coming in.
- Elkhorn does not have enough businesses to support the community. Hence needs to be extra business friendly.

Economic development in Elkhorn and Walworth County

- Overflow of hotels for events in County benefit local hotels and businesses. Elkhorn receives room tax (approx. \$80,000/year). New Hampton Inn is a highly rated Hilton property.
- New Development (Hampton Inn, Walgreens, Aurora and Mercy clinics.)
- People's perception is that economic development is new stores, but it is more than that.
- Need a market analysis for downtown to see what retail can be supported.
- The Southeastern Wisconsin Regional Planning Commission (SEWRPC) Vision 2050 plan.
- Expanding rail and bus service.
- Encourage manufacturing expansion.
- Elkhorn needs to find an identity. What do people want to see? Having an identity would help to sell and promote the community. Has good schools, churches and character as a bedroom community. New pool is an asset.
- The EEDA will be the point of contact for companies interested in Elkhorn (in lieu of City economic development staff.)
- Tourism- County is 5th in the state for tourism.
 - » Majority is Lake Geneva. It's within a good reach of other cities and people have second homes here in the County. Generally seasonal (summer) but now is more year round.
 - » White River trail, catamaran, water park
 - » Alpine Valley- will be having more music festivals and overnight events. Alpine resort - has a ski hill (reach their capacity of 5,000 people). Snow mobile show and races (event based in the winter.) The resort itself is dated.
 - » Golfing is popular in the County.
- Economy had rebounded, but recovering slowly.
- Need for high end restaurant and sit down family restaurant.
- Residents are concerned about taxes going up, but like that the city is a bedroom community.
- Housing market- had picked up, now has flattened out. Foreclosures are being turned into rental properties.

- Growth in school district is due to open enrollment- particularly Delevan. Younger populations has not been maintained. People leave to find jobs.
- Chamber of Commerce membership has been consistent at around 235 companies.
- Precision Plus' business has been strong. It has connected with the community and been focused on job training for young people (intern program) and has an existing business park development. Many of Precision Plus' employees not from Elkhorn. Getting invested in the school system would help create well trained employees.

List of key stakeholders interviewed on September 18th, 2014

MEETING 1 - City departments (1:30 p.m. to 2:30 p.m.)

- Sam Tapson, City Administrator
- Rod Smith, Fire Chief
- Joel Christensen, Police Chief
- Wendy Ard, Parks and Recreation Director
- Martin Nuss, Public Works Operation Manager
- James Heilman, Finance Director
- John Murphy, Utilities Manger

MEETING 2 - Towns and taxing bodies (2:30 pm to 3:30 pm)

- Nancy Russell – Walworth County, Board Chair
- David Bretl, Walworth County, Administrator
- John Olson, Town of Delevan, Administrator
- Bill Trewyn – Elkhorn Area School District, Business Manager
- Judy O'Donell- Town of Lafayette, Supervisor
- Barbara Fischer- Town of Lafayette Clerk / Treasurer

MEETING 3 - Business Community (3:30 pm to 4:30 pm)

- Kathy Anderson, Derek Kreed- Walworth County Economic Development Alliance
- Barry Butters- Precision Plus, Inc. Member / Secretary of EEDA (Elkhorn Economic Development Alliance)
- Chris Clapper- Executive Director, Elkhorn Chamber of Commerce (also on EEDA)

MEETING 4 - Local businesses and institutions (4:30 pm to 5:30 pm)

- Chris Clapper - Elkhorn Chamber of Commerce
- Michael O'Donnell – Gateway Technical College
- Cleo Filer – Dr. Halls' office
- Lisa Brown - Hair salon owner in downtown Elkhorn
- Cheryl Kullberg- Jeweler in downtown Elkhorn
- Linda Wolfe- St. Patricks' church
- Nancy Washburn- Bielinski Homes

Appendix

B

Future Land Use Projections

Based on the Future Land Use Plan, the total dwelling units and population has been estimated as shown in Table B2 below. Note that this is the maximum build-out that can be accommodated within Elkhorn's Planning Area and does not guarantee that these numbers will be reached in the near future.

Major land use types	Acreage within Elkhorn's Planning Area		Acreage within Elkhorn's Municipal Boundary	
Natural Areas	2,225	8%	262	6%
Parks and Recreation	250	1%	187	4%
Agriculture	15,193	53%	175	4%
Residential Farmstead	799	3%	5	0%
Low-Density Residential	4,052	14%	1,324	30%
Medium Density Residential	212	1%	113	3%
Higher Density Residential	245	1%	132	3%
Traditional Neighborhood Development	2,875	10%	283	6%
Transportation and Utilities*	19	0%	14	0%
Government and institution	648	2%	298	7%
Downtown CBD	18	0%	18	0%
Community Mixed Use	71	0%	71	2%
Planned Mix Use	407	1%	342	8%
Community Commercial	405	1%	334	8%
Highway Oriented Commercial	603	2%	239	5%
Industrial	237	1%	232	5%
Light industrial	441	2%	321	7%
Light industrial Mixed Use	47	0%	47	1%
Environmental Corridors**	6,763			

* Does not include roadway right-of-ways

**Is an overlay and includes areas of different land uses within it. Hence is not included in the total area.

Table B1: Future Land Use Mix

Major land use types	Max Dwelling Units	Children K-5	Children 6-8	Children 9-12	Total Population
Low-Density Residential (LDR)	6,772	2,140	948	826	19,639
Medium Density Residential (MDR)	644	179	71	79	1,353
Higher Density Residential (HDR)	812	110	56	45	1,544
TND area (assuming 30% of total acreage is residential)	2,329	317	161	128	4,425
TOTAL	10,558	2,746	1,236	1,078	26,961

Dwelling unit assumptions- Future Densities are based on existing residential densities of 2.7 DU/acre for LDR, 5.7 DU/acre for MDR, 9 DU/acre for HDR. TND is assumed at LDR densities. Acreage from the table above less 25% for ROWs is used to calculate the number of dwelling units.

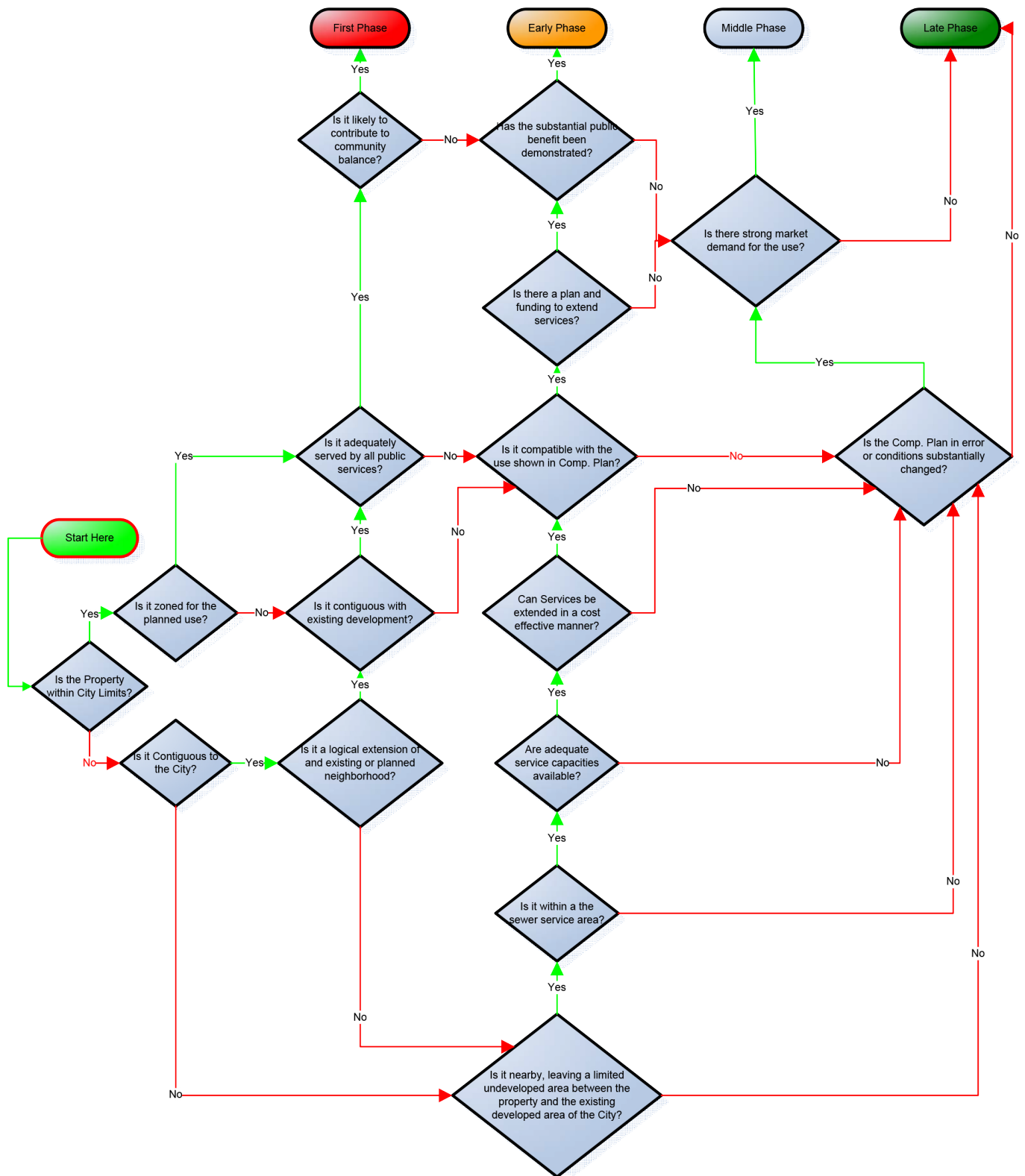
Table B2: Dwelling unit and population projection for the Elkhorn Planing Area based on the Future Land Use Plan

Appendix

C

Guidelines for Decision Making

Guidelines for Decision Making



Annexation Readiness

