

# 1

## 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.

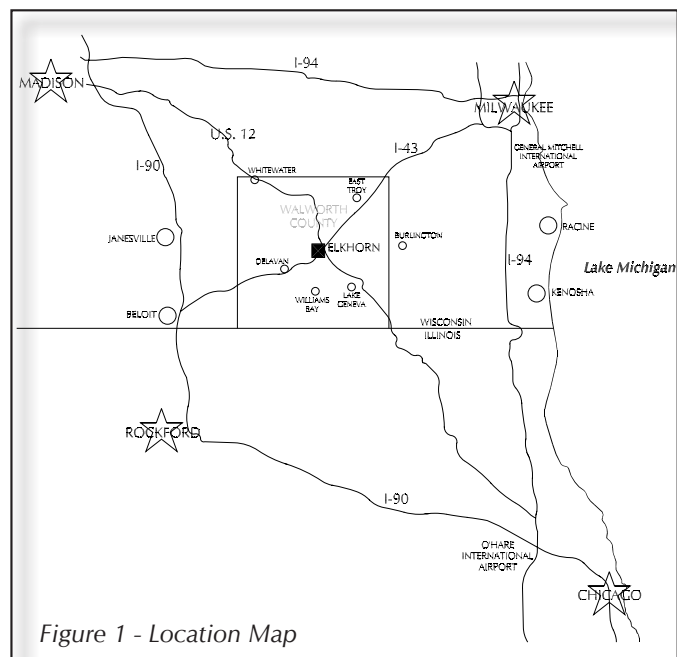


Figure 1 - Location Map

### **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).

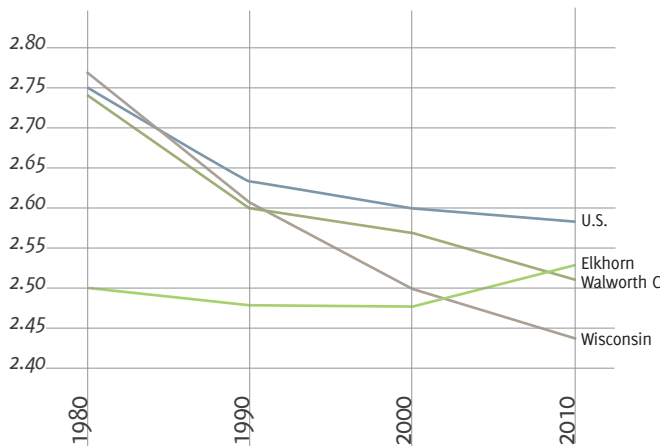


Figure 1.1: Trend of the Average Household Sizes from 1980 to 2010

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

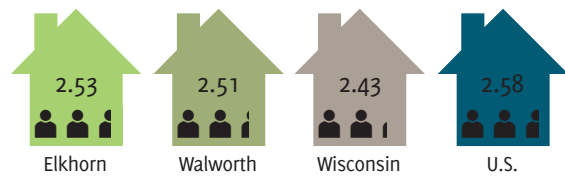


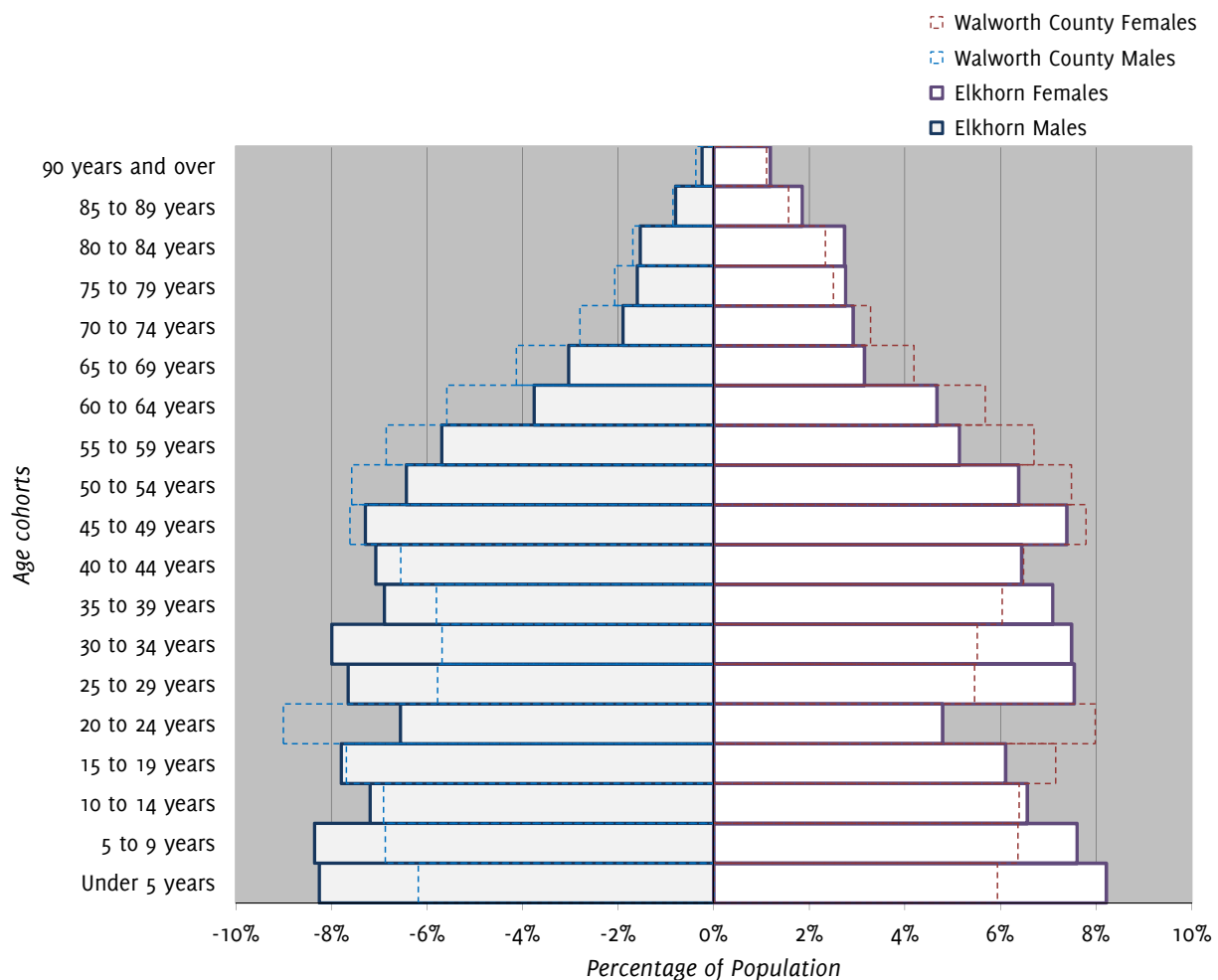
Figure 1.2: Average Household Sizes in 2010 for Elkhorn, Walworth County, Wisconsin and the U.S.

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.

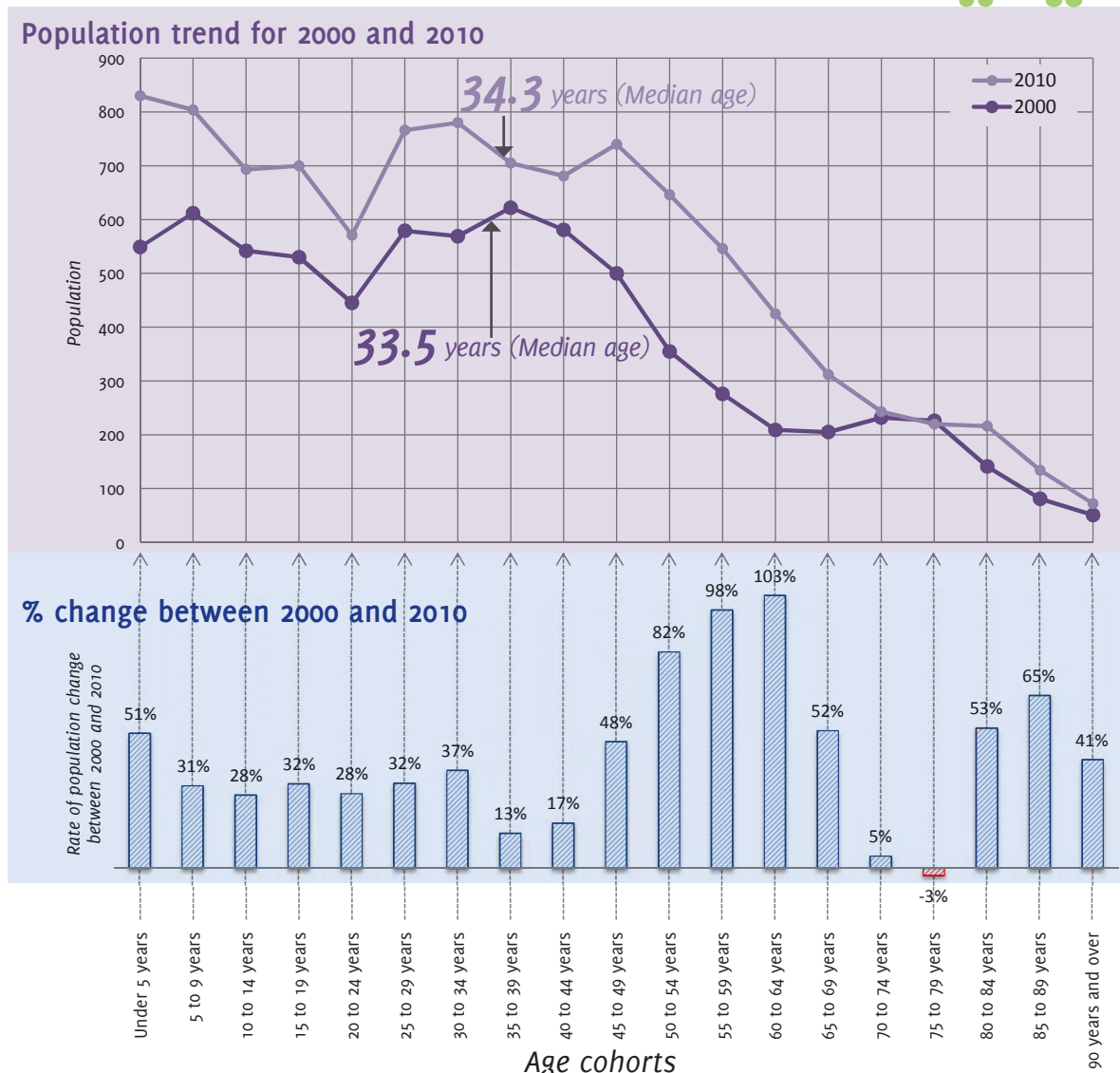


**Figure 1.3: Population pyramid for Elkhorn and Walworth County**

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%

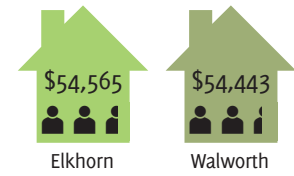
**Table 1.3 Top Ten Employing Industries in Walworth County by Number of Employees**

*Source: ESRI 2014 data*



## Education

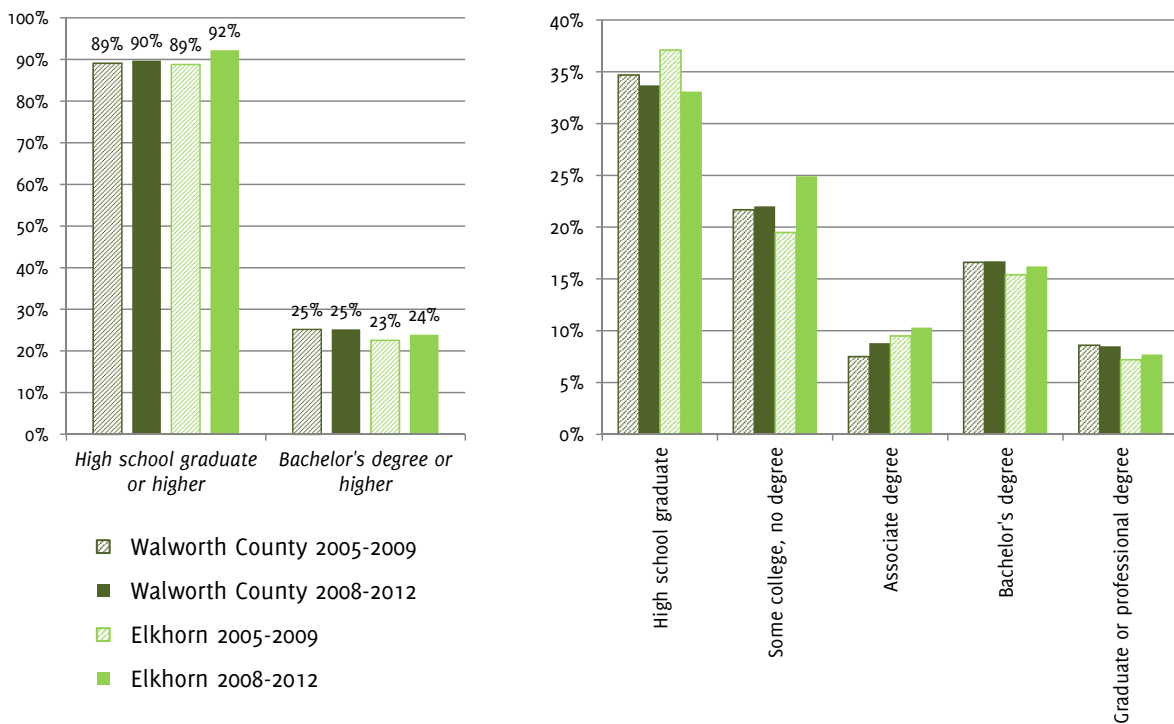
The percentage of Elkhorn residents with high school and higher level degrees has increased slightly in Elkhorn since 2005 (Figure 1.6). During this time, the median household income in Elkhorn also increased and was slightly higher than the County in 2012 (Figure 1.5). The educational attainment levels 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+

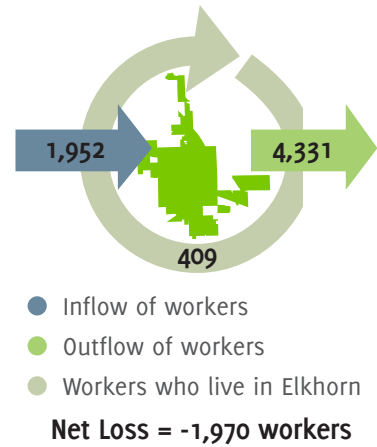


**Figure 1.6 Education Levels in Walworth County and Elkhorn**

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.

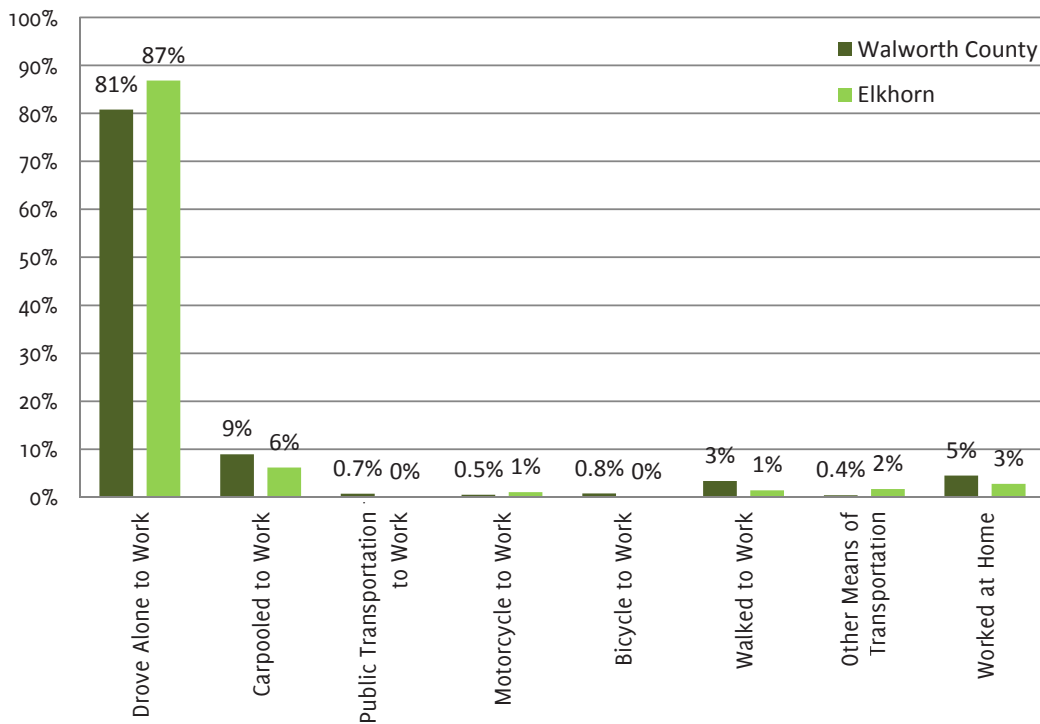


**Figure 1.7 Inflow and outflow of workers in Elkhorn**

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.

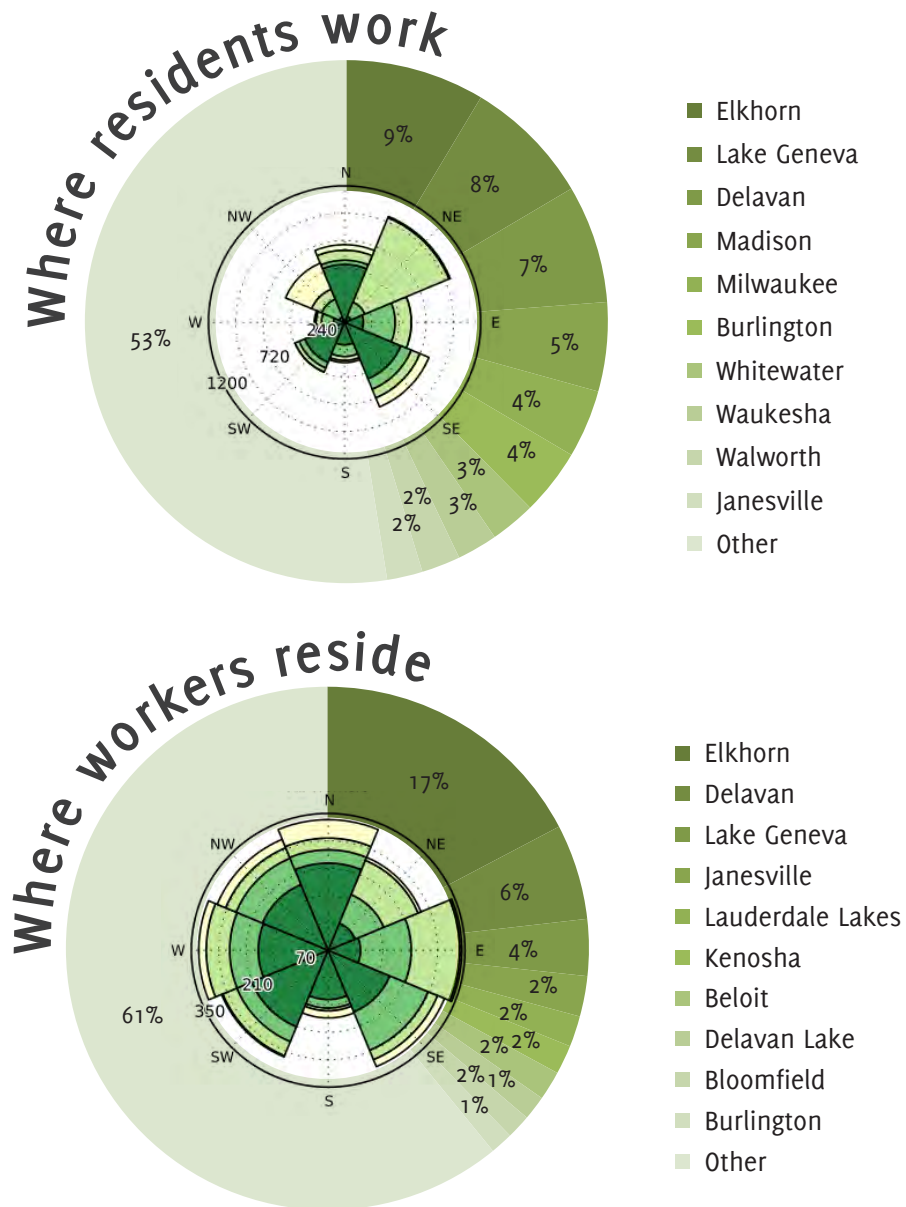


**Figure 1.8 Commuting Times to Work for Walworth County and Elkhorn**

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



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.