

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:

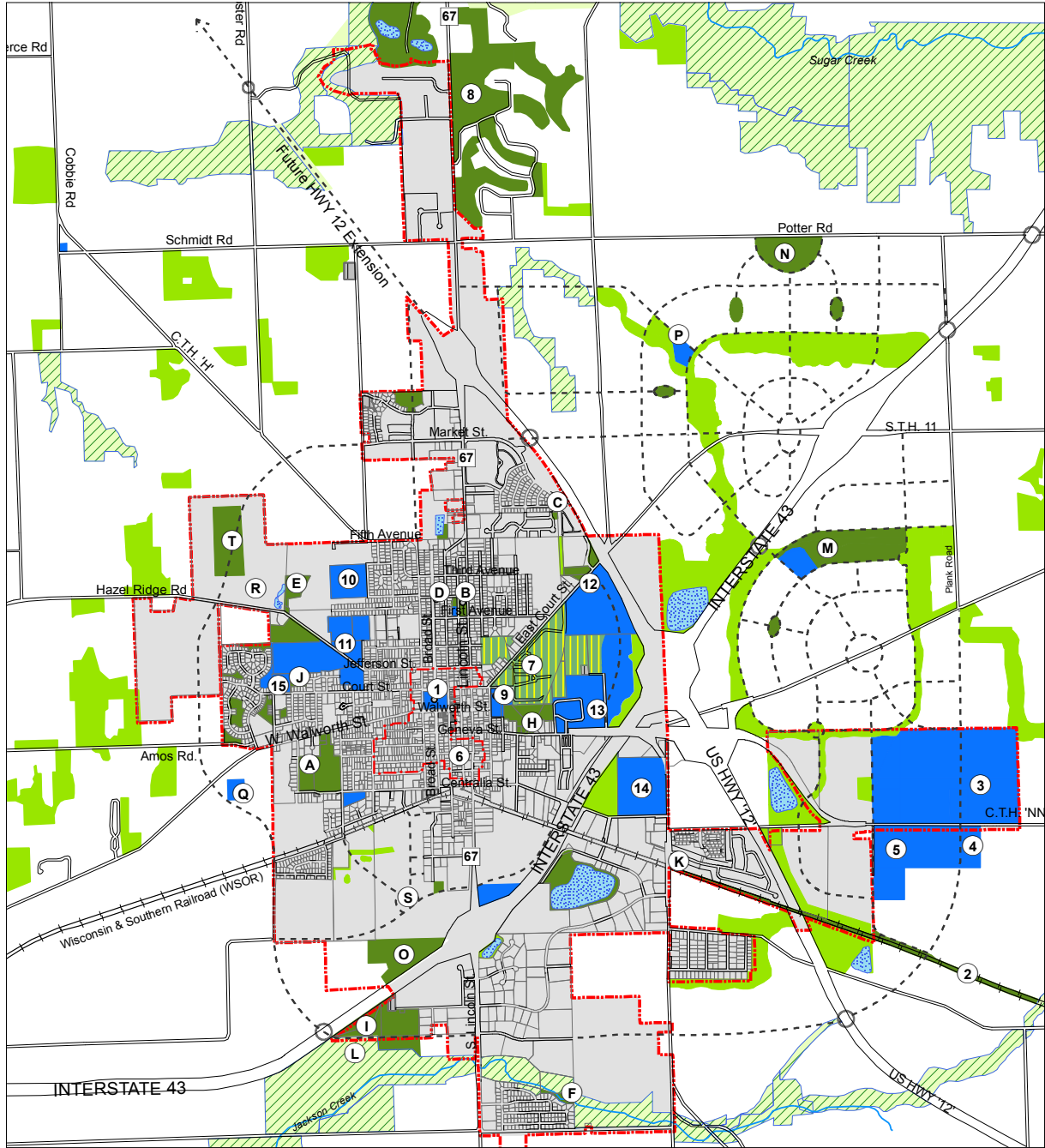
“... there should be 2 acres of usable parkland per 1000 people and the park should have a service area with a one-half mile radius (a 15 minute walk) without crossing major barriers such as high traffic roadways and rail roads without signalized crosswalks. Given the expected density of future residential 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

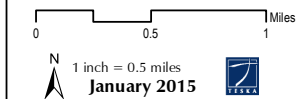
Community Facilities and Recreation Sites

- 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
- 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**



- 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.

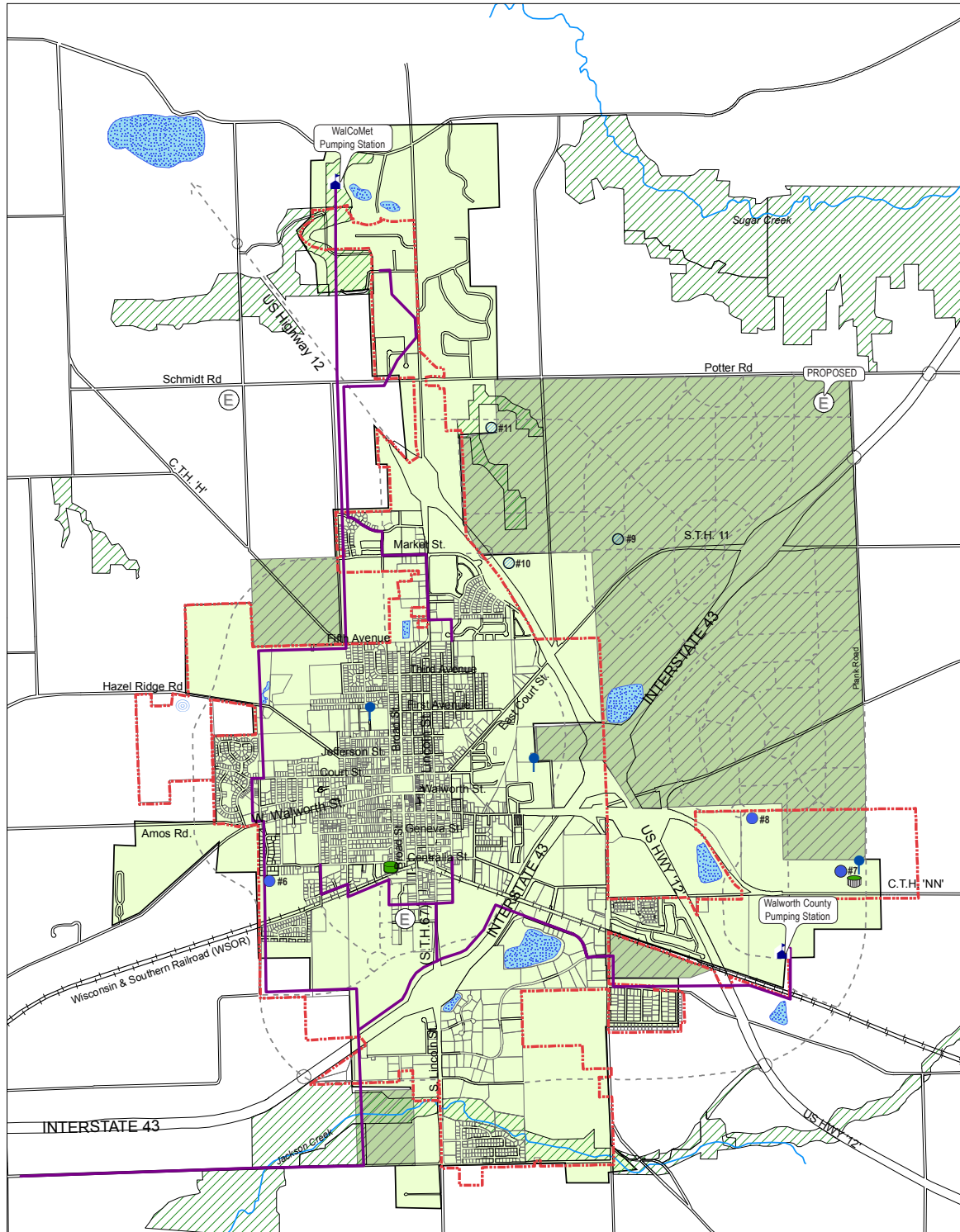
Key impacts of the plan to be developed over the coming years by the City related to the MS4 permit will include finding ways to control, collect, and naturally filter stormwater. The program can be expected to impact how stormwater is managed in new developments, stormwater retention and detention facilities, 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**

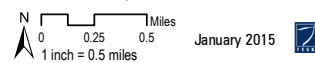


Exhibit 4.2: Utility Services Plan

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.