



# 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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