

**JOINT EXTRATERRITORIAL ZONING
COMMITTEE MEETING
TOWN OF SUGAR CREEK & CITY OF ELKHORN**

**City of Elkhorn Council Chambers
311 Seymour Court, Elkhorn, WI 53121**

Thursday, February 1, 2024 - 5:00 p.m.

1. Call to Order
2. Establish a Quorum
3. Motion and Action to Name Chairperson
4. Approval of Minutes: January 4, 2024
5. Discussion RE: Initial presentation of adopted City of Elkhorn and Town of Sugar Creek Future Land Use Plans
6. Adjournment

DATED at Elkhorn, Wisconsin, this 25th day of January 2024

Should you have any questions or comments regarding any items on this agenda, please contact the City Zoning Administrator at 262-741-5124. Upon reasonable notice to the City Clerk (262-723-2219), efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services.

NOTICE IS HEREBY GIVEN THAT A MAJORITY OF THE MEMBERS OF THE CITY COMMON COUNCIL, CITY PLAN COMMISSION, TOWN PLAN COMMISSION, AND TOWN BOARD MAY ATTEND THE ETZ COMMITTEE MEETING TO GATHER INFORMATION ABOUT A SUBJECT OVER WHICH THEY HAVE DECISION-MAKING RESPONSIBILITY. HOWEVER, NO ACTION WILL BE TAKEN BY ANY OF THE POTENTIAL BODIES IN ATTENDANCE AT THIS MEETING.

CITY OF ELKHORN
Joint Extraterritorial Zoning Committee Meeting
City of Elkhorn and Town of Sugar Creek
Council Chambers, 311 Seymour Ct., Elkhorn, Wisconsin
January 4, 2024

Meeting of the Joint Extraterritorial Zoning Committee was called to order at 5:00 p.m. followed by Roll Call.

ROLL CALL AND ESTABLISH A QUORUM

Present: City of Elkhorn: Tom Stotko, Duane Wuttke, James Boardman
Town of Sugar Creek: Mark Steinfest, Dale Wuttke, David Robers
City of Elkhorn Zoning Administrator: Allison Schwart, Planner: Lee Brown, Teska
Also Present: City of Elkhorn: Bruce Lechner, Ken Meinel, Tim Shiroda, Adam Swann, Naomi Rausch,
Matt Lindstrom
Visitors: Sam Brummel, Dan Nettesheim, Kristy Manderfeld, Chris Clapper

NAME CHAIRPERSON

Motion (Stotko/Duane Wuttke) nominated Member Boardman as Chairperson. Motion carried by the majority of those members present.

DISCUSSION/EXTRATERRITORIAL PLANNING PROCESS

Lee Brown, City Planner, Teska Associates, was requested to speak first. He suggested that introductions be made at this time. All members of the Joint ETZ Committee as well as additional City representatives introduced themselves. Mr. Brown provided information regarding the Extraterritorial Zoning (ETZ) planning process and background that has led up to this point in time. The Common Council initiated the City's Extraterritorial Zoning authority within a portion of the Town of Sugar Creek on October 16, 2023, by adopting a resolution declaring its intent to exercise extraterritorial zoning power. This proposed zoning jurisdiction encompasses the portion of the Town that is 1.5 miles outside of the City's jurisdictional border identified as Extraterritorial Zoning (ETZ) area. The Common Council also adopted an interim ordinance to preserve the existing zoning within the Extraterritorial Zoning (ETZ) area while a comprehensive zoning plan for the Extraterritorial Zoning (ETZ) area is being prepared.

On October 20, 2023, a letter was sent to the Town notifying it of the resolution and ordinance adoption and requesting the Town Board appoint three members to the Joint Zoning Committee. The Joint Committee is made up of three citizen members of the City Plan Commission, and three citizens of the Town as appointed by their respective governing bodies. On November 16, 2023, the City Plan Commission recommended the appointment of three members from the City to serve on the Joint Committee, and on November 20, 2023, the Common Council appointed the three members to the Joint Committee. The statute requires the Town to act to appoint its three members to the Joint Committee within thirty days, and the Town Board noticed a meeting to make the appointments on December 28, 2023.

As the first step in the planning process, Special Counsel to the City recommends the members of the Joint Committee meet with the City's Zoning Administrator and Planner to review the extraterritorial zoning process and work out a timeline with next steps. While the City Plan Commission may be present (as well as other members of the public so this is a posted and public meeting process), the intended purpose of the meeting is for the six Joint Committee members to be introduced, to review the planning process, and to begin to discuss a timeline for the Extraterritorial Zoning (ETZ) Area plan. While the statute provides for participation by the City Plan Commission in the planning process, it is important for the Joint Committee to get oriented at the first meeting and then it can add in active participation by the City Plan Commission at its following meetings.

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After the Joint Committee is formed, the statute provides that the Joint Committee and the City Plan Commission (in a non-voting role) must meet to formulate tentative recommendations for the district plan and regulations. The district plan will be similar to a subarea plan for a comprehensive plan. It will also contain zoning regulations. The district plan may address the entire 1.5 mile area or portions of it. The meetings of the Joint Committee shall be noticed and posted in accordance with the Wisconsin open meetings laws at both the City and Town. This formulation stage may take more than a few months, as there will be active discussion regarding the proposed plan and regulations.

The Joint Committee will work with outside planning consultants to assist in preparing the district plan and a public hearing will be required. After the public hearing, the Joint Committee should discuss and then vote on the tentative recommendations for the district plan and regulations. This discussion may take one meeting or several meetings. For the proposed district plan and regulations to be adopted by the Common Council, it must receive a favorable vote of a majority of the six members for the Joint Committee. Such vote shall be deemed action taken by the entire City Plan Commission.

After the Joint Committee/Plan Commission votes favorably on the tentative recommendations for the district plan and regulations, the Common Council will consider it. At this point in the process, there are two courses of action the Common Council can take: 1) the Common Council may adopt the proposed district plan and regulations as recommended by the Joint Committee. Prior to acting on the proposed district plan and regulations the Common Council must hold a public hearing using the same requirements for the Joint Committee/Plan Commission public hearing, above; and 2) the Common Council may propose changes to the district plan and regulations by first submitting proposed changes to the Joint Committee for recommendation and report. The Joint Committee and Common Council may hold a joint hearing on the proposed changes after giving notice as provided above. The Joint Committee recommendation on the proposed changes shall be submitted to the Common Council in accordance with the Joint Committee voting requirements set forth above. This process will result in at least two public hearings, which will extend the timeline for the district plan and regulations to be enacted.

The Common Council which adopts an Extraterritorial Zoning (ETZ) Ordinance may specifically provide in the ordinance for the enforcement and administration of the subsection. A town which has been issuing building permits may continue to do so, but the City Zoning Administrator, or designee, shall review and approve such permits as to zoning prior to their issuance.

It is important to note that the preservation of zoning in the Town within the Extraterritorial Zoning (ETZ) area will remain in effect initially for 18 months, unless extended pursuant to the Statute. If the Joint Committee comes to agreement sooner on tentative recommendations to present to the City Council, the preservation of zoning can be lifted after City Council action which will then allow development in the Extraterritorial Zoning (ETZ) Area to proceed in accordance any finally adopted Extraterritorial Zoning (ETZ) plan and regulations. It is incumbent upon the Joint Committee to work together on forming tentative recommendations to move the process forward effectively and efficiently. Discussion.

DISCUSSION & RECOMMENDATION/FUTURE MEETINGS

Discussion regarding Extraterritorial Zoning (ETZ) procedures for future meetings for applications submitted within the Town of Sugar Creek.

The Zoning Administrator explained that any applications for major projects within the Town of Sugar Creek that are in the Extraterritorial (ETZ) boundary will be currently placed on hold until a Comprehensive Plan is created. Once the Comprehensive Plan is adopted, then the Joint ETZ Committee will meet when necessary or required for major project submittals. Any other items such as fences, sheds, signs, etc. applicants will be addressed with the applicant applying for a Zoning Permit with the City of Elkhorn followed by applicant submitting a building permit application with the Town of Sugar Creek Building Inspector. Walworth County has relinquished zoning authority within the Extraterritorial Zoning (ETZ) area.

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The process for applications submitted within the Extraterritorial Zoning (ETZ) boundaries is to submit to the Town of Sugar Creek first, then to the ETZ Joint Committee, who will forward a recommendation to the Elkhorn City Council for final action.

Several Town of Sugar Creek ETZ Committee members were wanting to discuss a pending application for a project that lies within the Town of Sugar Creek that is now on hold. The Zoning Administrator repeated that any major projects will be placed on hold until the Joint ETZ Board creates a Comprehensive Plan and it is adopted by the City Council. She also stated that only matters listed on this Joint ETZ Committee meeting agenda can be discussed at this time.

It was noted that the City of Elkhorn Common Council adopted an interim ordinance to preserve the existing zoning within the Extraterritorial Zoning (ETZ) Area while a comprehensive zoning plan for the Extraterritorial Zoning (ETZ) area is being prepared (copies of the map were distributed to members at the beginning of meeting). Since the Joint ETZ Committee is required to create a Comprehensive Plan, future meetings will need to be scheduled to perform this task in order to meet City of Elkhorn ordinance requirements. The preservation of zoning can be lifted after City Council action which will then allow development in the Extraterritorial (ETZ) area to proceed in accordance any finally adopted Extraterritorial (ETZ) plan and regulations. The Joint ETZ Committee needs to work together on forming tentative recommendations to move the process forward effectively and efficiently. Further discussion.

Motion (Robers/Stotko) to recommend that the Joint ETZ Committee meet the first Thursday of each month at 5 p.m. at the City of Elkhorn Administrative Building, 311 Seymour Court, Elkhorn, until the Comprehensive Plan is completed. Roll Call Vote: Boardman-Yes; Stotko-Yes; Duane Wuttke-Yes; Steinfest-Yes; Dale Wuttke-Yes; Robers-Yes. Motion carried unanimously.

FUTURE MEETING DATE

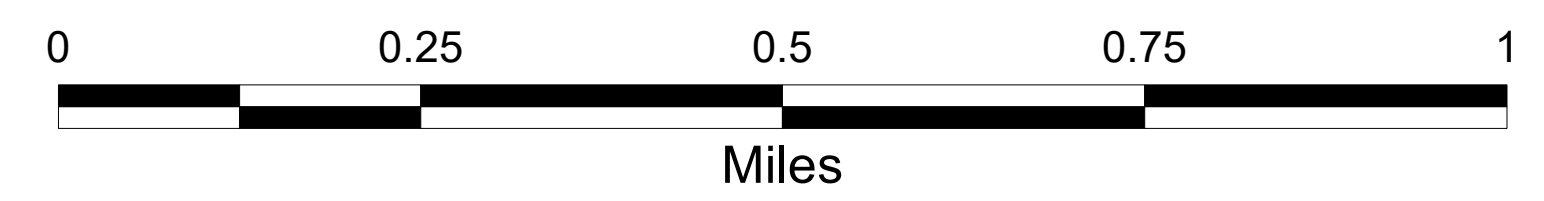
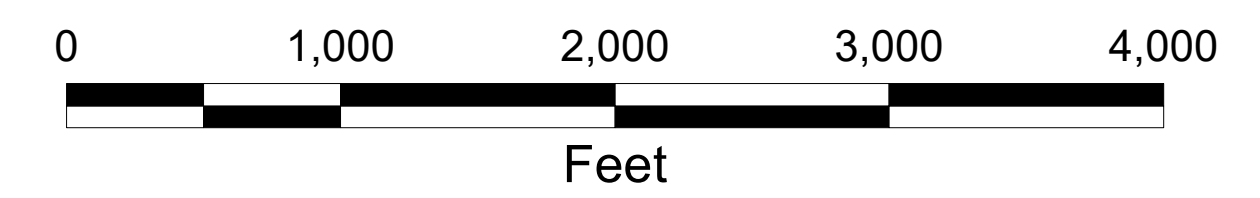
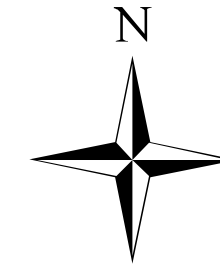
The next Joint ETZ Committee is scheduled for Thursday, February 1, 2024, at 5:00 p.m.

ADJOURNMENT

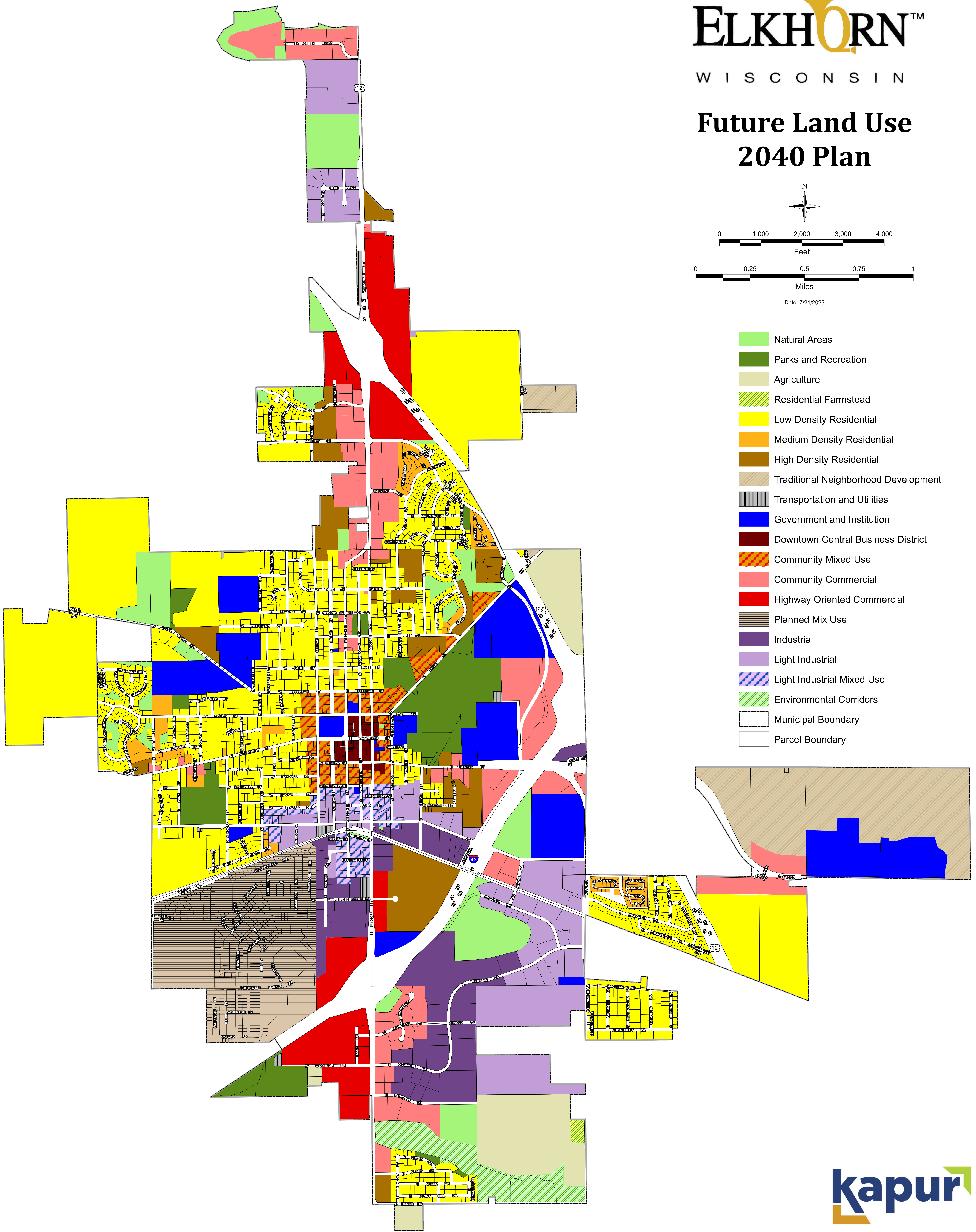
Motion (Wuttke/Stotko) to adjourn at 5:40 p.m. Motion carried by the majority present.








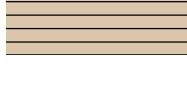







Shari McKinney
City of Elkhorn
Plan Commission Secretary

Future Land Use 2040 Plan



Date: 7/21/2023



-  Natural Areas
-  Parks and Recreation
-  Agriculture
-  Residential Farmstead
-  Low Density Residential
-  Medium Density Residential
-  High Density Residential
-  Traditional Neighborhood Development
-  Transportation and Utilities
-  Government and Institution
-  Downtown Central Business District
-  Community Mixed Use
-  Community Commercial
-  Highway Oriented Commercial
-  Planned Mix Use
-  Industrial
-  Light Industrial
-  Light Industrial Mixed Use
-  Environmental Corridors
-  Municipal Boundary
-  Parcel Boundary

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.

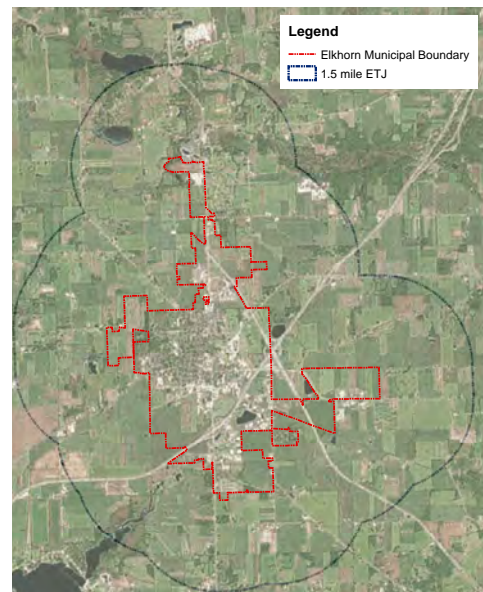


Exhibit 8.1: Map showing Elkhorn’s Extra Territorial Jurisdiction (ETJ) area

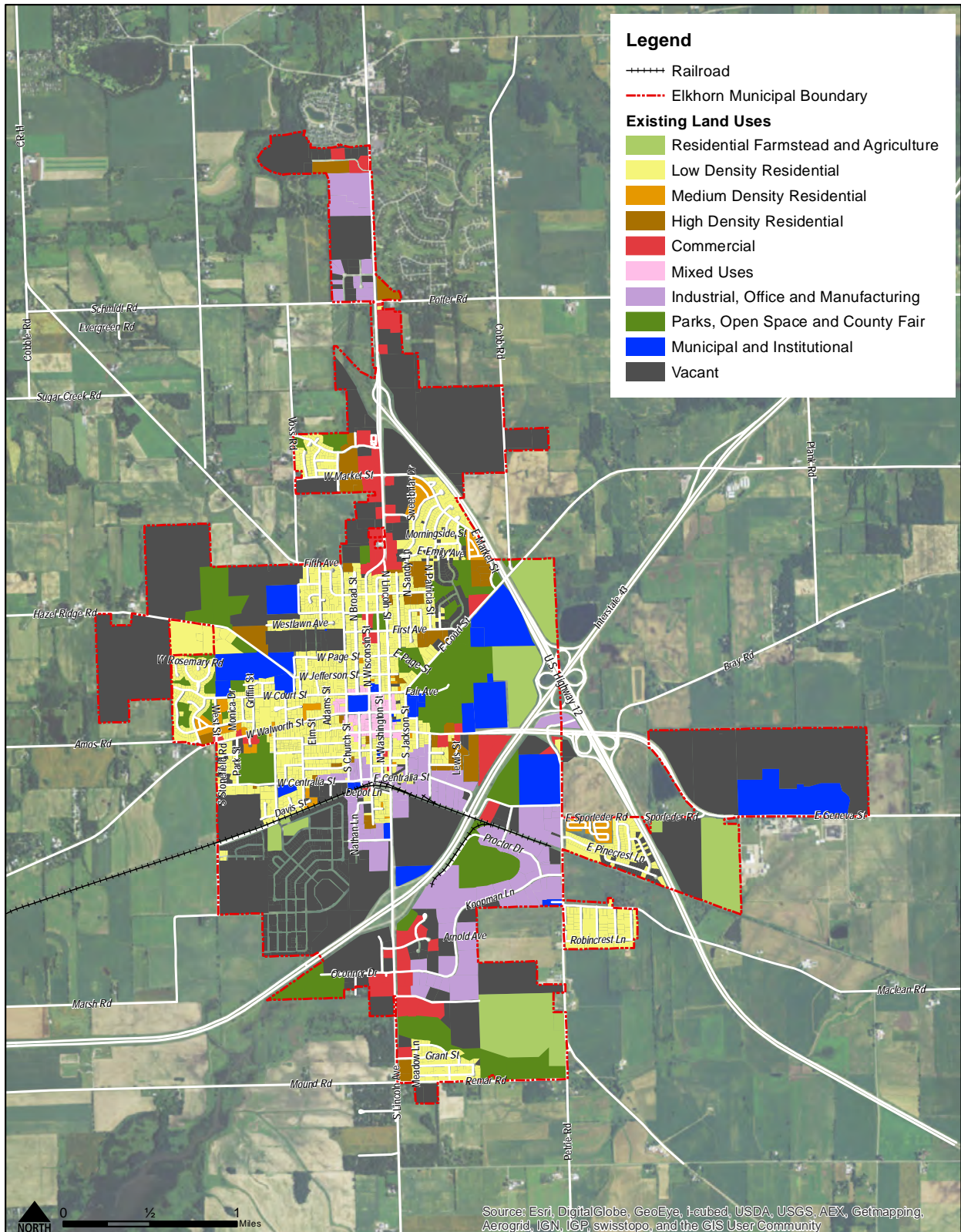


Exhibit 8.2: Map of existing land use mix

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.

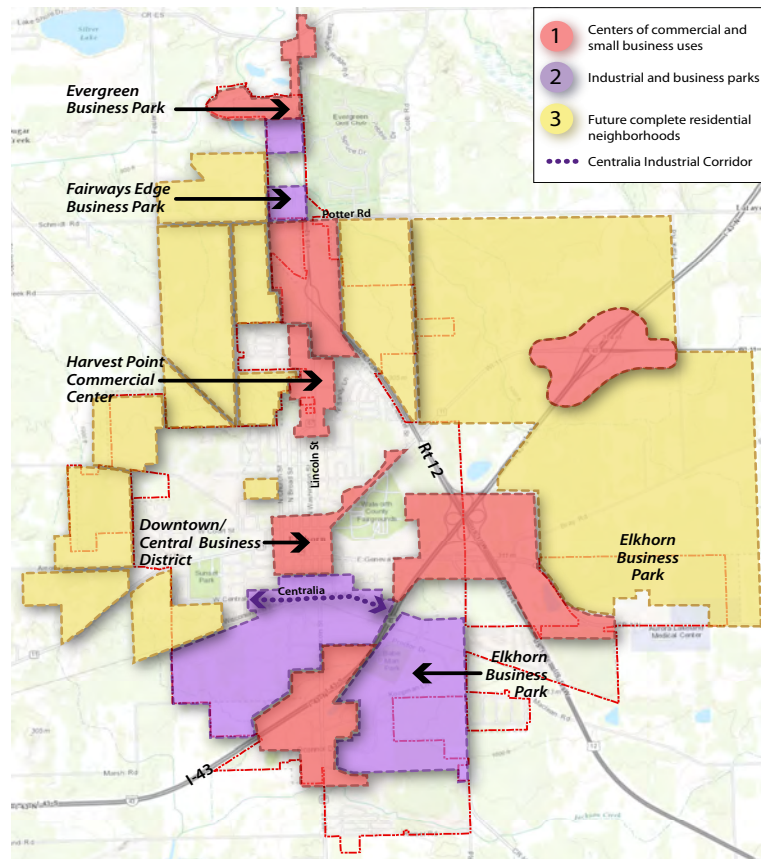


Exhibit 8.3: Concept plan of future 'character' areas

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.

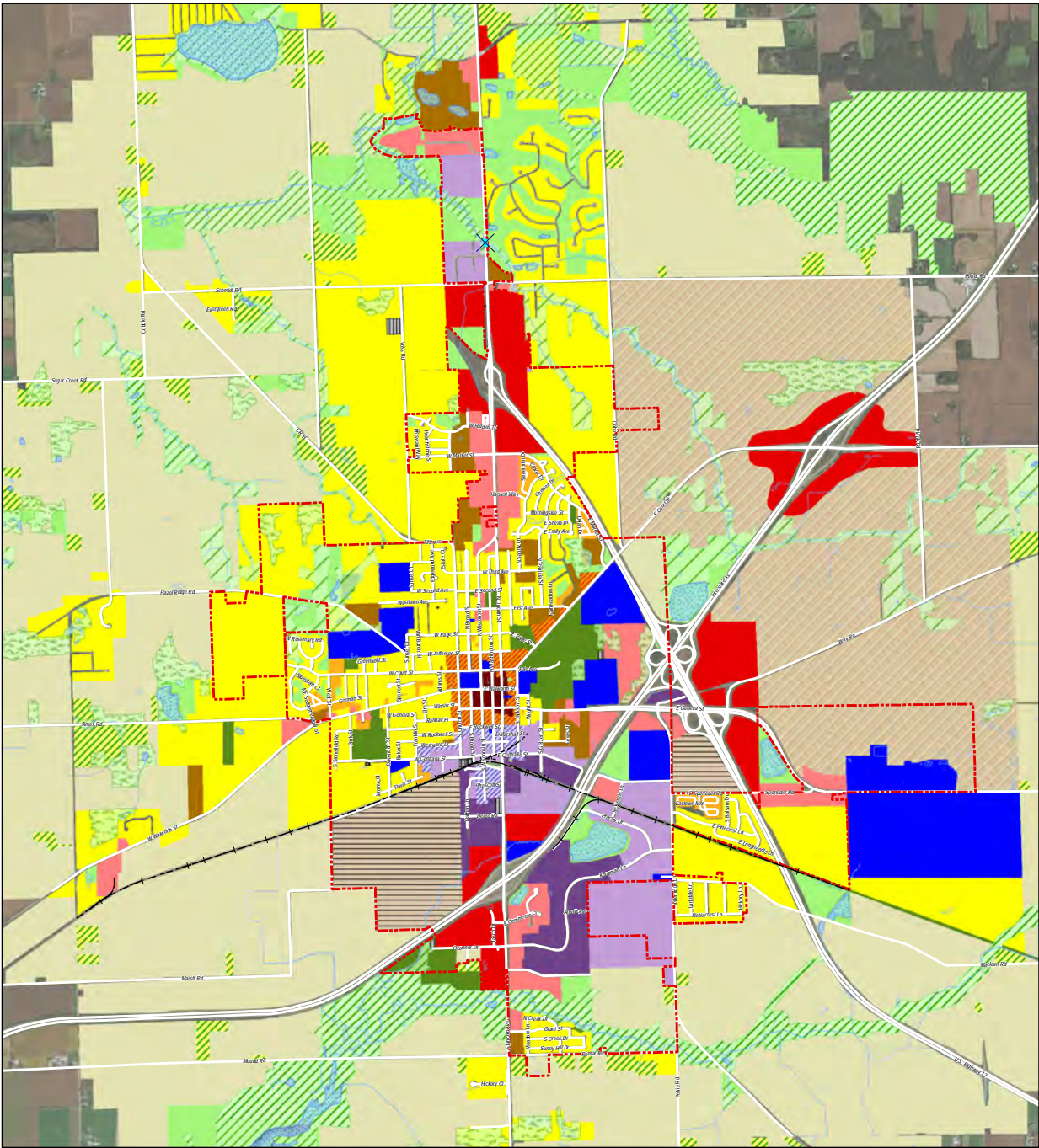
B. North East Quadrant TND

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

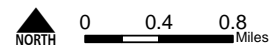
The land use categories listed on the Future Land Use Plan of the City of Elkhorn are described as follows:

- » ***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.

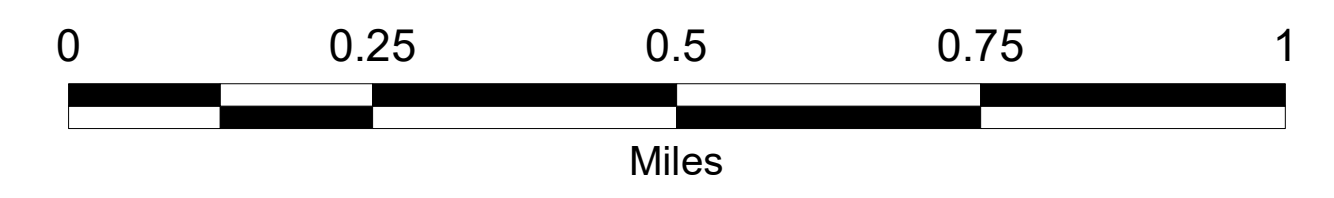
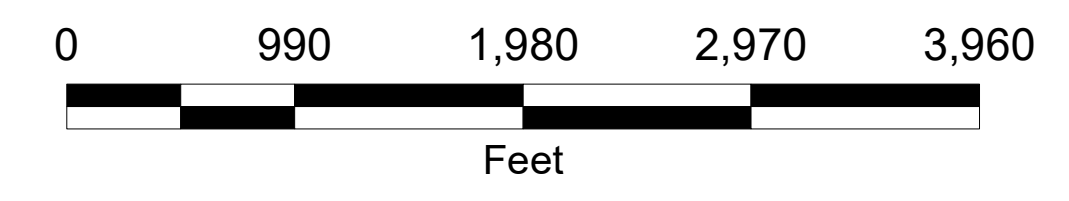
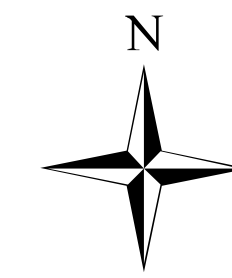
RELATIONSHIP TO ZONING

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

Zoning



Date: 10/20/2023

Zoning Within City Limits

- | | | | |
|--|------------------------------------|--|--|
| | A-1 Agriculture Holding District | | P-1 Park District |
| | B-1 Central Business District | | PM-1 |
| | B-2 Community Business District | | R-4 Predominantly Residential Mixed Use District |
| | B-3 Neighborhood Business District | | RD-1 Two-Family Residence District |
| | B-4 Office District | | RM-1 Multiple-Family Residence District |
| | B-5 Highway Business District | | RM-2 Multiple-Family Residence District |
| | B-6 Commercial Business District | | RM-3 Mobile Home Residence District |
| | C-1 Conservancy District | | RS-1 Single-Family Residence District |
| | CPO Central Place Overlay District | | RS-2 Rural Single-Family Residence District |
| | I-1 Institutional District | | T-1 Downtown Transition District |
| | M-1 Light Manufacturing District | | |
| | M-2 General Manufacturing District | | |

Zoning Within ETZ

- | | | | |
|--|---|--|--|
| | A-1 Prime Agricultural Land District | | C-4 Shoreland Wetland District |
| | A-2 Agricultural Land District | | M-1 Industrial District |
| | A-3 Agricultural Land Holding District | | M-3 Mineral Extraction District |
| | A-5 Agricultural-Rural Residential District | | P-1 Recreational Park District |
| | B-2 General Business District | | P-2 Institutional Park District |
| | B-4 Highway Business District | | R-1 Single-Family Residence District (Unsewered) |
| | C-1 Lowland Resource Conservation District | | R-3 Two Family Residence District (Sewered or Unsewered) |
| | C-2 Upland Resource Conservation District | | R-6 Planned Mobile Home Park Residence District |

- ETZ
- Municipal Boundary
- Parcel Boundary

