

VILLAGE OF ELKHART LAKE

Sheboygan County, Wisconsin 20–Year Comprehensive Plan



December 21, 2009
Adopted

Village of Elkhart Lake Sheboygan County, Wisconsin

PRESIDENT: Alan Rudnick
TRUSTEES: Steven Kapellen
Rola Ann Klahn
Yvonne Landgraf
Thomas Nelson
Richard Sadiq
Michael Wolf

CLERK/TREASURER: Jeanette Moioffer

VILLAGE PLANNING COMMISSION: Alan Rudnick, Chair
Michael Wolf
Peter Wagner
Rosemarie Lauer
Robert Johnson
Dan Wilk
Peter Hatas

**VILLAGE MEMBERS OF THE
LAKE COUNTRY PLANNING GROUP:** Rola Ann Klahn
Pam Garton

“We envision the Village of Elkhart Lake as a small village with unique historic character, slow, but steady growth, and a high quality of life enjoyed by both residents and visitors. We value a small community atmosphere that is safe and serene. We consider the lake and surrounding natural environment to be our greatest assets and encourage careful planning to ensure that it is used wisely. Tourism will play a key role in our community’s future.”

VILLAGE OF ELKHART LAKE 20-YEAR COMPREHENSIVE PLAN

Prepared by:

Sheboygan County Planning Department
508 New York Avenue
Sheboygan, WI 53081
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Partially funded through a Sheboygan County Stewardship Grant.



VILLAGE OF ELKHART LAKE

Elkhart Lake, Wisconsin 53020

RESOLUTION ONE – 2009 ELKHART LAKE PLANNING COMMISSION SHEBOYGAN COUNTY, WISCONSIN

VILLAGE OF ELKHART LAKE PLANNING COMMISSION RESOLUTION RECOMMENDING ADOPTING COMPREHENSIVE PLAN

WHEREAS, it is the duty and function of the Village of Elkhart Lake Planning Commission, pursuant to Section 66.1001(4)(b) of the *Wisconsin Statutes*, to prepare or amend a comprehensive plan for the Village of Elkhart Lake; and

WHEREAS, the Village of Elkhart Lake requested the assistance of the Sheboygan County Planning Department and the Sheboygan County UW-Extension to help develop a comprehensive plan for the Village; and

WHEREAS, the Village of Elkhart Lake partnered with Towns of Greenbush, Rhine, and Russell and the Village Glenbeulah in the preparation of this plan; and

WHEREAS, the aforementioned forecasts, inventories, analyses, goals, comprehensive plan, and implementation recommendations are set forth in a document entitled *Village of Elkhart Lake 20-Year Comprehensive Plan, Sheboygan County, Wisconsin*; and

WHEREAS, the Village Planning Commission has carefully considered the plan over an extended period of time, including public statements and requests during the planning process, and has proceeded to incorporate, where deemed appropriate, changes to the recommended comprehensive plan; and

WHEREAS, the Village Planning Commission considers the plan to be a necessary guide to the future of the Village.

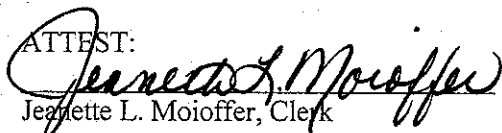
NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the *Wisconsin Statutes*, the Village of Elkhart Lake Planning Commission hereby recommends the adoption or amendment of the *Village of Elkhart Lake 20-Year Comprehensive Plan* as a guide for the future of the Village of Elkhart Lake; and

BE IT FURTHER RESOLVED, that the Secretary of the Village of Elkhart Lake Planning Commission transmit a certified copy of this resolution, after recording the action on the recommended plan, to the Board of Trustees of the Village of Elkhart Lake, Sheboygan County.

PASSED and ADOPTED this 16TH
day of December, 2009, by the
Village of Elkhart Lake Planning Commission.


Alan S. Rudnick, Chairperson


Michael Wolf, Commissioner

ATTEST:

Jeannette L. Moioffer, Clerk



VILLAGE OF ELKHART LAKE

Elkhart Lake, Wisconsin 53020

ORDINANCE 542
VILLAGE OF ELKHART LAKE
SHEBOYGAN COUNTY, WISCONSIN

AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF THE
VILLAGE OF ELKHART LAKE, WISCONSIN

The Village Board of the Village of Elkhart Lake, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) (for cities, villages, and towns exercising village powers under 60.22(3)) of the Wisconsin Statutes, the Village of Elkhart Lake, is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Village Board of the Village of Elkhart Lake, Wisconsin has adopted written procedures designed to foster public participation in every state of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The Village of Elkhart Lake has partnered with the Towns of Greenbush, Rhine, and Russell and the Village of Glenbeulah.

SECTION 4. The Village partnered with the Sheboygan County Planning and Resources Department and Sheboygan County UW-Extension to prepare a comprehensive plan for the Village.

SECTION 5. The Planning Commission of the Village of Elkhart Lake by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of the document entitled *Village of Elkhart Lake 20-Year Comprehensive Plan*, containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

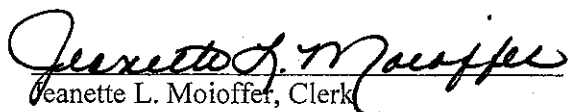
SECTION 6. The Village has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 7. The Village Board of the Village of Elkhart Lake, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, *Village of Elkhart Lake 20-Year Comprehensive Plan*, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

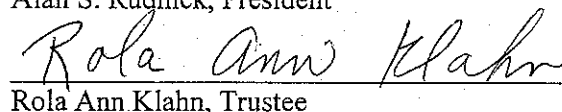
SECTION 8. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and posting as required by law.

Attest:

ADOPTED this 21st day of December, 2009.


Jeanette L. Moioffer, Clerk


Alan S. Rudnick, President


Rola Ann Klahn, Trustee

Posted: 1-11-2010

Published: 1-5-2010

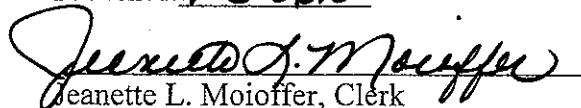

Jeanette L. Moioffer, Clerk

TABLE OF CONTENTS

Chapter 1	-Introduction: Issues and Opportunities	1-1
Purpose and Intent		1-1
Description of Planning Area		1-2
Comprehensive Planning Process		1-2
Plan Contents		1-3
Public Participation		1-3
Introduction		1-3
Public Participation Opportunities		1-4
Public Input at Lake Country Planning Group Meetings		1-4
Reporting on Planning Group Meetings/Progress at Village Board Meetings		1-4
Articles in Community Newsletter		1-4
Newspaper Articles		1-4
Public Hearing for Plan Adoption		1-4
Website		1-4
Community Surveys		1-5
Utilize Public Input Gathered with other Planning Efforts		1-5
Community Visioning		1-5
Community Vision Process		1-5
Final Vision Statements		1-5
Goals and Objectives		1-5
Lake Country Planning Areas Goals		1-6
Background Information/Demographics		1-7
Existing Conditions		1-7
Population and Gender		1-7
Age Distribution		1-8
Education Levels		1-9
Income Levels		1-10
Employment Characteristics		1-10
Forecasts		1-11
Population		1-11
Housing		1-11
Employment		1-12
Chapter 2	-Agricultural, Natural and Cultural Resources	2-1
Introduction		2-1
Summary and Implications (History)		2-1
Inventory		2-2
Climate		2-2
Geology		2-3
Quaternary Geology		2-3
Bedrock Geology		2-4
Soils		2-4
General Soils Description		2-4
Prime Agricultural Lands		2-5
Suitability for Dwellings with Basements		2-5
Suitability for Septic Systems		2-6
Topography		2-6
Water Resources		2-6

Watersheds and Sub-Watersheds-----	2-6
Groundwater -----	2-7
Lakes -----	2-7
Rivers and Streams -----	2-8
Shoreland Corridors-----	2-8
Floodplains -----	2-9
Wetlands -----	2-9
Environmental Corridors -----	2-10
Woodlands-----	2-11
Air Quality Issues-----	2-11
Wildlife Habitat-----	2-11
Threatened and Endangered Resources-----	2-11
Parks and Open Spaces -----	2-11
Scientific and Natural Areas -----	2-12
Metallic and Non-Metallic Mining Resources-----	2-12
Historic and Archeological Resources-----	2-13
Cultural Resources-----	2-14
Community Design-----	2-17
Signage-----	2-17
Public Landscaping-----	2-17
Landmarks-----	2-17
Highway Entryways-----	2-17
Districts -----	2-18
Resources Strategy and Recommendations -----	2-18
Chapter 3 -Housing and Population -----	3-1
Introduction -----	3-1
Summary of Inventory and Recommendations -----	3-1
Population Characteristics -----	3-2
Historical Population Levels -----	3-2
Population Trends -----	3-2
Seasonal Population -----	3-3
Decade Population Pyramids-----	3-3
School Age, Working Age, and Retirement Age Groups -----	3-4
Median Age-----	3-5
Housing Inventory -----	3-5
Total Housing Unit Levels by Decade-----	3-5
Housing Permits -----	3-6
Historic and Projected Household Size-----	3-7
Housing Types – Units in Structure-----	3-8
Housing Occupancy and Tenure-----	3-9
Age of Housing -----	3-10
Condition of Housing Stock-----	3-10
Household Relationship-----	3-11
Housing Values -----	3-11
Housing Costs – Rent and Mortgage-----	3-13
Rent and Income Comparison -----	3-13
Owner Costs and Income Comparison -----	3-13
Subsidized and Special Needs Housing -----	3-13
Housing Development Environment -----	3-13
Analysis and Development Of Community Policies and Programs-----	3-14

Housing Programs -----	3-14
Housing Plans -----	3-14
Housing Strategy and Recommendations -----	3-14
Chapter 4 -Economic Development -----	4-1
Introduction -----	4-1
Summary and Implications of Inventory and Recommendations -----	4-1
Economic Development Programs -----	4-2
Local -----	4-2
County -----	4-2
Regional -----	4-2
State -----	4-3
Federal -----	4-3
USDA Wisconsin Rural Development Programs -----	4-3
US Department of Commerce, Economic Development Administration Programs -----	4-4
Labor Force Characteristics -----	4-4
Place of Work -----	4-4
Occupation -----	4-5
Industry -----	4-6
Class of Worker -----	4-8
Unemployment Rate -----	4-8
Employment Forecast -----	4-9
Local Employment Forecast -----	4-10
Median Household Income -----	4-10
Personal Income -----	4-11
Economic Base Analysis -----	4-11
Employment by Economic Division -----	4-11
Location Quotient Analysis -----	4-12
Threshold Analysis -----	4-13
Export Base (Basic Employment) -----	4-13
Non-Basic Employment Industry -----	4-13
Top Ten Employers within Sheboygan County -----	4-13
Top Employers within the Village of Elkhart Lake -----	4-13
County Agricultural Economy -----	4-14
Strengths and Weaknesses Analysis -----	4-14
Introduction -----	4-14
Strengths -----	4-14
Weaknesses -----	4-14
Sites for Business and Industrial Development -----	4-16
Existing Site Inventory and Analysis -----	4-16
Evaluation of Environmentally Contaminated Sites -----	4-16
Designation of Business and Industrial Development -----	4-17
Commercial Uses -----	4-17
Industrial Uses -----	4-17
Community Finances -----	4-17
Economic Development Strategies -----	4-18
Chapter 5 -Transportation -----	5-1
Introduction -----	5-1
Summary and Implications -----	5-1
Transportation Funding Programs -----	5-2

General Transportation Aid (GTA) -----	5-2
Local Mileage Certification -----	5-2
Local Roads Improvement Program (LRIP) -----	5-2
Local Bridge Program-----	5-2
Flood Damage Aids -----	5-3
Rural and Small Urban Area Public Transportation Assistance Program – Section 5311 -----	5-3
Specialized Transportation Assistance Program for Counties – Section 85.21 -----	5-3
Local Transportation Enhancement Program (TE)-----	5-4
Surface Transportation Program – Discretionary (STP-D) -----	5-4
Transportation Demand Management Programs -----	5-4
TDM Grant Program -----	5-5
Wisconsin Employment Transportation Assistance Program (WETAP) -----	5-5
Transportation Economic Assistance (TEA Grant) Program -----	5-5
Federal Highway Administration Program-----	5-5
Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Program (SAFETEA-LU)-----	5-5
Inventory of Transportation Facilities-----	5-6
Highways -----	5-6
Roads -----	5-7
Historic Roadways-----	5-7
Inter-County Bus Service (WETAP) & Transit -----	5-7
Elderly and Disabled Transportation System -----	5-7
Air Transportation -----	5-8
Regional Air Service -----	5-8
Local Air Service -----	5-9
Private and Recreational Airstrip Facilities -----	5-9
Waterborne Transportation -----	5-10
Rail Transportation -----	5-10
Trucking -----	5-11
Bicycle Facility Systems-----	5-11
Pedestrian Facility Systems -----	5-12
Evaluation of Current Internal Traffic Circulation System-----	5-12
Roads and Highways -----	5-12
Functional Class -----	5-12
Arterial Roads-----	5-12
Collector Roads -----	5-13
Local Roads -----	5-13
Traffic Counts -----	5-13
Traffic Flow Capacity -----	5-14
Traffic Crashes -----	5-14
Crash Types -----	5-15
Access Controls -----	5-16
Driveway Permits-----	5-17
Speed Limit Controls -----	5-17
Internal Traffic Circulation System -----	5-17
Inventory and Analysis of Transportation Plans and Programs -----	5-18
County Functional and Jurisdictional Studies -----	5-18
Transportation Corridor Plans -----	5-18
Rural Transportation Plans -----	5-18
State Highway Plan-----	5-18
Six-Year Highway Improvement Plan-----	5-19

State Airport Plans-----	5-19
State Railroad Plans -----	5-19
State, Regional and Local Bicycle Plans -----	5-19
State Bicycle Plan -----	5-19
Regional Bicycle Plan -----	5-19
Sheboygan Area Transportation Plan-----	5-20
Sheboygan County Comprehensive Bicycle and Pedestrian Plan -----	5-21
Transportation Strategy and Recommendations -----	5-21
 Chapter 6 -Utilities and Community Facilities -----	6-1
Introduction -----	6-1
Summary and Implications -----	6-1
Boards and Commissions Inventory-----	6-1
Village Board-----	6-1
Planning Commission-----	6-1
Community Development Authority-----	6-2
Tourism Commission -----	6-2
Library Board -----	6-2
Tree Commission -----	6-2
Park Commission -----	6-2
Public Facilities Inventory and Analysis-----	6-3
Electric Service -----	6-3
Natural Gas -----	6-3
Public Water System -----	6-4
Sanitary Sewer Service -----	6-4
Sanitary Sewer Collection System -----	6-5
Storm Sewer System -----	6-5
Solid Waste and Recycling Facilities -----	6-5
Telecommunications Facilities-----	6-6
Community Facilities and Services Inventory and Assessment -----	6-6
Municipal Building-----	6-6
Municipal Administration -----	6-6
The Public Works Department-----	6-6
Building Inspection-----	6-7
Police Department -----	6-7
Municipal Court-----	6-7
Fire Department-----	6-8
Elkhart Lake First Responders-----	6-9
Emergency Response Team -----	6-9
Emergency Services-----	6-10
Library -----	6-10
Schools-----	6-10
Postal Services -----	6-12
Child Care Facilities-----	6-12
Elder Care Facilities-----	6-13
Health Care Facilities -----	6-114
Cemeteries -----	6-14
Outdoor Recreation Inventory-----	6-14
Community Facilities -----	6-14
National, State and County Facilities -----	6-16
Other Recreation Facilities -----	6-16

Utilities and Community Facilities Recommendations and Strategy -----	6-16
Chapter 7 -Intergovernmental Cooperation -----	7-1
Introduction -----	7-1
Summary and Recommendations -----	7-1
Existing Activities -----	7-2
Adjacent Governmental Units -----	7-2
Relationship -----	7-2
Siting Public Facilities -----	7-2
Sharing Public Services -----	7-2
School District -----	7-2
Siting School Facilities -----	7-2
Sharing School Facilities -----	7-3
Emergency Services -----	7-3
County -----	7-3
Region -----	7-3
State -----	7-3
Inventory of Plans and Agreements -----	7-4
Annexation -----	7-4
Extraterritorial Subdivision Regulation -----	7-5
Extraterritorial Zoning Jurisdiction -----	7-5
Inventory of Existing or Potential Conflicts -----	7-6
Proposed Intergovernmental Cooperative Process -----	7-6
Proposed Conflict Resolution Process -----	7-6
Intergovernmental Cooperation Strategy -----	7-6
 Chapter 8 -Land Use -----	 8-1
Introduction -----	8-1
Inventory of Existing Land Use Controls -----	8-1
Existing Comprehensive Plans -----	8-1
Farmland Preservation Plan -----	8-1
Zoning Ordinances -----	8-2
Village Subdivision Ordinance -----	8-2
Official Map -----	8-2
Extraterritorial Jurisdiction -----	8-3
Highway Access -----	8-3
Shoreland, Floodplain, and Wetlands Ordinances -----	8-3
Current Land Use Inventory -----	8-4
Planning Area -----	8-4
Residential Land -----	8-5
Land Approved for Development -----	8-5
Commercial Land -----	8-5
Industrial Land -----	8-5
Agriculture -----	8-5
Transportation -----	8-5
Communication/Utilities -----	8-6
Institutional/Governmental -----	8-6
Outdoor Recreation and Parks -----	8-6
Natural Areas -----	8-6
Woodlands -----	8-6
Wetlands -----	8-6
Other -----	8-6

Water Resources -----	8-6
Open Space Proposed for Development -----	8-7
Land Supply -----	8-7
Amount within Village Limits -----	8-7
Amount adjacent to Village Limits -----	8-7
Price -----	8-7
Demand -----	8-7
Redevelopment Opportunities -----	8-7
Land Use Issues and Conflicts -----	8-8
Anticipated Land Use Trends -----	8-8
Development Consideration and Constraints -----	8-8
Environmental, Financial, Transportation, and Public Utility Considerations and Constraints -----	8-8
20-Year Land Use Projections -----	8-9
Five-Year Incremental Land Use Projections -----	8-9
20-Year Map Comments -----	8-10
Land Use Intensity Scale -----	8-11
Coordination Between Potential Land Use Map and Zoning Map -----	8-11
Development/Design Standards -----	8-12
Land Use Strategy and Recommendations -----	8-12
 Chapter 9 -Implementation-----	 9-1
Introduction -----	9-1
Role of the Plan -----	9-1
Role of Local Officials -----	9-1
Role of the Elected Officials -----	9-1
Planning Commission -----	9-1
Board of Appeals -----	9-2
Other Committees/Commissions -----	9-2
Land Use Planning Controls Recommendations -----	9-2
Zoning -----	9-2
Sign Regulation -----	9-3
Lighting Controls/Ordinances -----	9-3
Historic Preservation Ordinance -----	9-3
Other Controls -----	9-3
Role of Intergovernmental Cooperation -----	9-4
Boundary Agreements -----	9-4
Official Maps -----	9-4
Impact of Economic Development -----	9-4
Government Economic Development Initiatives -----	9-4
Non-Government Economic Development Activities -----	9-5
Role of Public Investment -----	9-5
Capital Improvement Programs -----	9-5
Impact Fees and Land Dedication -----	9-5
Special Assessments -----	9-5
Development Review Cost-Recovery -----	9-6
Role of Lake Country Planning Region -----	9-6
Comprehensive Plan Internal Consistency -----	9-8
Implementation Schedule -----	9-8
Plan Review Timeline -----	9-20
Process for Adopting, Amending, or Updating the Plan -----	9-20
Additional Plan Amendment Considerations -----	9-22

LIST OF FIGURES

Figure 1.1:	Location Map -----	End of Chapter 1
Figure 1.2:	Project Area Map -----	End of Chapter 1
Figure 1.3:	2008 Orthophotograph -----	End of Chapter 1
Figure 1.4:	Population Trends in Elkhart Lake-----	1-8
Figure 1.5:	Village of Elkhart Lake-Population and Gender Trends -----	1-8
Figure 1.6:	Age Distribution (1990-2000) -----	1-9
Figure 1.7a:	Educational Attainment (residents 25 years and over), Village of Elkhart Lake -----	1-9
Figure 1.7b:	Educational Attainment (residents 25 years and over), Sheboygan County -----	1-9
Figure 1.8:	Household Income Levels, 1999 -----	1-10
Figure 1.9:	Village of Elkhart Lake Population Projections through 2025 -----	1-11
Figure 1.10:	Year Structure Built, Village of Elkhart Lake -----	1-12
Figure 1.11:	Industry Projections for Bay Area Workforce Development Area, 2002-2012 -----	1-13
Figure 2.1:	Average Monthly Temperature -----	2-3
Figure 2.2:	Average Monthly Precipitation -----	2-3
Figure 2.3:	Average Monthly Snowfall -----	2-3
Figure 2.4:	Pleistocene Geology, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.5a:	General Soils, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.5b:	General Soil Type Symbols & Names, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.6:	Soil Limitations for Dwellings with Basements, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.7:	Prime Agricultural Soils, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.8:	Steep Slope, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.9:	Watersheds, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.10:	Overview of Elkhart Lake -----	2-7
Figure 2.11:	Floodplains & Wetlands, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.12:	Environmental Corridors, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.13:	Woodlands, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.14:	Nonattainment and Maintenance Areas in Wisconsin 8-hour Ozone Standard -----	End of Chapter 2
Figure 2.15:	Publicly Owned Lands, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.16:	Quarries & Potential Gravel Sources, Village of Elkhart Lake -----	End of Chapter 2
Figure 2.17:	Cultural & Archaeological Resources Inventory for Elkhart Lake -----	End of Chapter 2
Figure 2.18:	National Register of Historic Places -----	2-14
Figure 2.19:	State of Wisconsin Historical Society Database for the Village of Elkhart Lake -----	2-14
Figure 3.1:	Historical Population Levels, Village of Elkhart Lake & Selected Areas -----	3-2
Figure 3.2a:	Population Projections of Elkhart Lake through 2025-----	3-2
Figure 3.2b:	Population Projections of Elkhart Lake through 2025-----	3-3
Figure 3.3:	Village of Elkhart Lake Age Pyramids, 1990-----	3-4
Figure 3.4:	Population by Age Groups and Gender, 2000, Village of Elkhart Lake & Sheboygan County	3-5
Figure 3.5:	Median Age, 1980-2000, Village of Elkhart Lake & Selected Areas -----	3-5
Figure 3.6:	Total Housing Units, 1980-2000, Village of Elkhart Lake & Selected Areas-----	3-6
Figure 3.7:	Total Housing Permits Issues 1994-2005, Village of Elkhart Lake -----	3-7
Figure 3.8:	Historic and WisDOA Projected Persons Per Household-----	3-8
Figure 3.9:	Total Units in Structure, 1990 & 2000, Village of Elkhart Lake & Sheboygan County -----	3-8
Figure 3.10:	Housing Occupancy and Tenure, 1990 & 2000, Village of Elkhart Lake & Sheboygan County-----	3-9
Figure 3.11:	Year Structure Built, Village of Elkhart Lake and Sheboygan County Villages-----	3-10
Figure 3.12:	Household Relationship, 2000, Village of Elkhart Lake and Sheboygan County -----	3-11

Figure 3.13: Median Home Values for Village of Elkhart Lake, Sheboygan County Villages, & Lake Country Communities-----	3-12
Figure 3.14: Owner-Occupied Housing Value in 2000, Village of Elkhart Lake, Lake Country Communities, & Sheboygan County-----	3-12
Figure 4.1: Place of Work, 1990 & 2000, Village of Elkhart Lake and Nearby Communities -----	4-5
Figure 4.2: Percentage of Employed Persons by Occupation, 2000, Village of Elkhart Lake and Selected Areas-----	4-6
Figure 4.3: Employed Persons by Industry Group, 1990 & 2000 Village of Elkhart Lake and Selected Areas -----	4-7
Figure 4.4: Percent Employment by Industry Group, 2000, Village of Elkhart Lake-----	4-7
Figure 4.5: Class of Worker, 1990 & 2000, Village of Elkhart Lake and Nearby Villages -----	4-8
Figure 4.6: Average Unemployment Rates, 1990-2005, Sheboygan County and Wisconsin -----	4-9
Figure 4.7: Unemployment Rate, 1995-2007, Sheboygan County -----	4-9
Figure 4.8: Median Household Income, 1989 & 1999, Village of Elkhart Lake and Selected Areas-----	4-11
Figure 4.9: Municipal per Return Income, 2000-2004, Village of Elkhart Lake and Selected Areas-----	4-11
Figure 4.10: Employment by Industry Group, 1990 and 2000, Sheboygan County and U.S., LQ Analysis -----	4-12
Figure 4.11: Top Ten Employers, 2008, Sheboygan County -----	4-13
Figure 4.12: Top Employers, 2008, Village of Elkhart Lake -----	4-14
Figure 4.13: Local Tax Rate for Selected Municipalities, 2008 -----	4-15
Figure 4.14: Comparative Tax Appropriations 2003-2008, Village of Elkhart Lake-----	4-17
Figure 4.15: Public Indebtedness, 2001-2007, Village of Elkhart Lake-----	4-18
Figure 5.1: Village of Elkhart Lake Roadways-----	5-6
Figure 5.2: Railroad Crossing Locations in Elkhart Lake-----	5-10
Figure 5.3: Functional Road Classes -----	End of Chapter 5
Figure 5.4: Location of Highways & Roadways -----	End of Chapter 5
Figure 5.5: Functional Road Classification -----	End of Chapter 5
Figure 5.6: Annual Average Daily Traffic, Village of Elkhart Lake -----	5-14
Figure 5.7: Uninterrupted Traffic Flow Capacities under Ideal Conditions -----	5-14
Figure 5.8: Vehicle Crashes, Village of Elkhart Lake, 2002-2006 -----	5-14
Figure 5.9: Intersection and Non-Intersection Crashes, Village of Elkhart Lake-----	5-15
Figure 5.10: Number of Crashes by Type, Village of Elkhart Lake -----	5-15
Figure 6.1: Growth in Energy Use Per WPS Customer: Kilowatt Hours Per Month -----	6-3
Figure 6.2: Major Pipelines and Transmission Lines in the Lake Country Region-----	End of Chapter 6
Figure 6.3: CMAR Grades and Response Ranges -----	6-5
Figure 6.4: Fire Equipment Owned by the Village of Elkhart Lake, Village of Elkhart Lake and the Fire Department -----	6-8
Figure 6.5: School Districts -----	End of Chapter 6
Figure 6.6: Proficient and Advanced Percentages of Students per School -----	6-11
Figure 6.7: Elkhart Lake Enrollments -----	6-12
Figure 6.8: Recreational Facilities -----	End of Chapter 6
Figure 8.1: Village of Elkhart Lake Proposed Zoning Districts-----	8-2
Figure 8.2: Village of Elkhart Lake Land Use Amount, 2007-----	8-4
Figure 8.3: Current Land Use, Village of Elkhart Lake-----	End of Chapter 8
Figure 8.4: Development Constraints-----	End of Chapter 8
Figure 8.5: Land Use Projections for the Village of Elkhart Lake in Five-Year Increments-----	8-10
Figure 8.6: 20-Year Potential Land Use, Village of Elkhart Lake-----	End of Chapter 8
Figure 9.1: Lake Country Goals -----	9-7
Figure 9.2: Implementation Schedule-----	9-8

LIST OF APPENDICES

APPENDIX A: Village of Elkhart Lake Citizen Input Survey Results 2004

APPENDIX B: Village of Elkhart Lake Vision and Goals Survey Results 2006

APPENDIX C: Sheboygan County Rare Species and Natural Communities

CHAPTER 1 - ISSUES AND OPPORTUNITIES

INTRODUCTION

The Village of Elkhart Lake is located in northwestern Sheboygan County, Wisconsin (See Figure 1.1). The Village is small with unique historical character. It also includes a breathtaking natural environment. Elkhart Lake, in particular, is a significant asset to the region. The Village has had a slow, but steady growth and enjoys a healthy tourist economy. This comprehensive plan is the third for the Village of Elkhart Lake. Their first plan was prepared in 1969 and their most recent plan was prepared in 1990. This plan was prepared to meet the requirements of Wisconsin's "Smart Growth" law and adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes.



PURPOSE AND INTENT

A comprehensive plan is an official public document which is adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Village of Elkhart Lake can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning (Smart Growth) Law. It is intended that the recommendations reflect the 14 local comprehensive planning goals, prescribed in state statute and listed below:

1. Promoting the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protecting natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protecting economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preserving cultural, historical, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.

12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Village of Elkhart Lake's Comprehensive Plan should be used by Village officials when revising and administering its zoning ordinance and other Village ordinances. The plan should be the basis for siting future developments and extending public services. The plan is designed to be a guiding vision so that there is a consistent policy to follow and clear goals for the future for the residents of the Village of Elkhart Lake.

DESCRIPTION OF PLANNING AREA

The Village of Elkhart Lake encompasses approximately 815 acres (approximately 1.3 square miles) and is located in the north-western portion of Sheboygan County (See Figure 1.2*). The Village of Elkhart Lake is completely surrounded by the Town of Rhine. The Towns of Greenbush, Plymouth, and Russell and the Village of Glenbeulah are located in the vicinity of the Village of Elkhart Lake. Figure 1.3* is an orthophotograph of the Elkhart Lake area. (* Figures available at the end of the Chapter.)



COMPREHENSIVE PLANNING PROCESS

The Sheboygan County Planning Department was contracted with to provide professional planning assistance. Staff from the Sheboygan Planning Department prepared the background information and the recommendations of this plan based upon the consensus of the Lake Country Planning Group, the Village-wide surveys, and the Comprehensive Planning Law.

The planning process was completed in five stages. Initially, in the fall of 2004 the Lake Country Planning Group, with the help from the Sheboygan County UW-Extension, mailed a community wide survey to residents in order to identify issues and concerns relative to land use and development within the Village and the Lake Country Planning area.

During the second stage the surveys were collected, interpreted, and analyzed by the UW-Extension. This data helped to show what the citizens of the Village of Elkhart Lake see and want for their community now and in the future. Using these results, vision goals and objectives were developed. These survey results can be found in Appendix A.

The third stage also included sending out surveys with the vision statements, goals, and objectives. The citizens of the Village were asked their opinion on the accuracy of these goals and objectives. These surveys were then analyzed and the goals and objectives were revised according to the response from the citizens. These survey results can be found in Appendix B.

The fourth stage was the development of the Potential Future Land Use Map. The first four stages were combined to create a recommended land use plan to guide future conservation, growth and development within the Village over the next twenty years. The Lake Country

Planning Group reviewed the plan and comments from the Group were considered and included in the final Potential Future Land Use map and document.

The final stage establishes the tools necessary for implementation of the plan. Recommendations for regulatory techniques, including zoning and an action plan, were established to ensure that the intent of the plan would be achieved.

This document is not the end of the planning process. For the Village of Elkhart Lake to succeed in achieving its vision for the future, planning must be a continual and ongoing exercise.

PLAN CONTENTS

This comprehensive plan contains nine chapters that correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: Chapter 1: Issues and Opportunities; Chapter 2: Agricultural, Natural, and Cultural Resources; Chapter 3: Housing and Population; Chapter 4: Economic Development; Chapter 5: Transportation; Chapter 6: Utilities and Community Facilities; Chapter 7: Intergovernmental Cooperation; Chapter 8: Land Use; Chapter 9: Implementation. All of these elements will be discussed in their appropriate chapters. The Village of Elkhart Lake developed goals for each of the elements listed above. This plan will take each element and discuss it in relation to the Village and its surrounding communities. This plan then will set forth a plan on how the Village can meet its objectives in the next 20 years.

PUBLIC PARTICIPATION

Introduction

Public participation is the process through which people who will be affected by or are interested in a decision by a unit of government have an opportunity to influence the content of a final decision or outcome.

Public participation goes beyond public information. The purpose of public participation is to inform the public as well as to provide opportunities for input on public needs, values, and comment on proposed plans.

The current Wisconsin Comprehensive Planning Law requires public participation in State Statutes section 66.1001 (4) (a)...*“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”*

The Lake Country Planning Group is made up of representation from the Villages of Elkhart Lake and Glenbeulah and the Towns of Rhine, Russell, and Greenbush. The group is charged with identifying issues related to their portion of Sheboygan County. The regional perspective provided by working together will provide opportunities for each of the communities to identify

common issues and possibly common solutions leading to more shared services and increased efficiency in government for their respective constituents.

Public Participation Opportunities

The Village of Elkhart Lake will build on the previous public participation efforts in the development of a comprehensive plan. Future efforts outlined below will continue to develop public participation from the citizens of the community. The list below highlights the major efforts for participation; other additional opportunities for participation may be developed as needed throughout the planning process.

- **Public Input at Lake Country Planning Group Meetings**

There will be an opportunity for public input after each agenda item of the Lake Country Planning Group meetings. During these times local citizens can speak about local planning-related issues. The planning group will continue to meet as needed throughout the development of the Village's plan. Notice of the public meetings will be posted by each of the communities in the group.

- **Reporting on Planning Group Meetings/Progress at Village Board Meetings**

Members of the Lake Country Planning Group will be intermediaries between the planning group and their community. Members will report on planning activities from the group to their community and report feedback from their community to the planning group.

- **Articles in Community Newsletter**

The Village of Elkhart Lake community newsletter will be used for public awareness and education about planning and planning activities.

- **Newspaper Articles**

The Plymouth Review will also be used for public awareness and education on local planning activities.

- **Public Hearing for Plan Adoption**

The Village of Elkhart Lake Planning Commission will hold a public hearing on the final draft of their comprehensive plan. The final draft is targeted for completion in winter of 2009. The Village Planning Commission will meet to review public comments on the final draft of the plan and make a recommendation to the Board for adoption. The Village Board will meet to review the Planning Commission recommendation and take action to adopt, adopt with amendments, or remand the plan back to the Planning Commission for further work. Adoption of the Comprehensive Plan shall be enacted by ordinance and comply with Section 66.1001 of Wisconsin State Statutes. The public hearing will be preceded by a class 1 meeting notice under ch. 985 that is published at least 30 days before the meeting is held.

- **Website**

The Village of Elkhart Lake will use the Sheboygan County website to post the comprehensive plan and planning process information to be available to the public. This information may include the project schedule, meeting agendas and minutes, draft plan elements and reports, maps, photographs, and survey results. The website will serve as a link to citizens on the

planning activities of the group. Citizens will be able to provide input on the plan and planning process to planning group members via an email link on the county website.

- **Community Surveys**

The Village of Elkhart Lake and the other member communities of the planning group will use a community survey to gauge the attitudes and concerns of the citizens. The survey will be written to provide regional and local input from the community. Regional questions will pertain to the overall planning group area and local questions will be focused on the Village of Elkhart Lake.

- **Utilize Public Input Gathered with other Planning Efforts**

- Natural Areas and Critical Resources Plan
- Agricultural Planning Group
- Sheboygan County Outdoor Recreation and Open Space Plan

- **Community Visioning**

The Village of Elkhart Lake sent a follow-up survey to all of its residents and taxpayers to get their opinions on the vision and goal statements for the Village of Elkhart Lake and the Lake Country area.

COMMUNITY VISION PROCESS

Final Vision Statements

According to Wisconsin's Smart Growth Law, the Village is required to develop a vision statement that describes what the Village will be like in the next twenty years as well as a description of the policies and procedures that will lead them there. The vision statement for the Village of Elkhart Lake is as follows:

"We envision the Village of Elkhart Lake as a small village with unique historic character, slow, but steady growth, and a high quality of life enjoyed by both residents and visitors. We value a small community atmosphere that is safe and serene. We consider the lake and surrounding natural environment to be our greatest assets and encourage careful planning to ensure that it is used wisely. Tourism will play a key role in our community's future."

The Lake Country Planning Group also developed an overall vision statement for the 5 communities involved in this planning process. This vision statement is as follows:

"We envision the Lake Country region of Sheboygan County, which includes the Villages of Elkhart Lake and Glenbeulah, and the Towns of Rhine, Russell, and Greenbush, as a region that embraces the rural characteristics of the area including the historic charm and agricultural and natural resources. Residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. The region will resemble a balanced mix of farmland, open space, tourism opportunities, and will remain a safe, quiet, and unique place to live."

Goals, Objectives, Policies

The goal for the Village of Elkhart Lake will be to develop a 20-year comprehensive plan to serve as a guide for assisting local officials in making land use decisions that reflect Elkhart

Lake's vision of the preservation of its small-town atmosphere. Goals are broad statements that reflect the vision of a community (where do we want to be 10-20 years from now?). They represent an end to be sought, although they may never be fully attained. Objectives define goals with practical, concrete and specific terms (what will it look like when we get there?). They are measurable ends towards reaching the goals. Policies focus the intent of the governing body on moving forward (we're committing to getting there). These are used to ensure plan implementation. The goals, objectives, and policies for the Village of Elkhart Lake will be listed in the corresponding chapter, but the goals for the whole Lake Country Planning Area are listed as follows:

Lake Country Planning Area Goals

Agricultural, Natural, and Cultural Resource Goals

Goal 1: Protect natural resources, woodlands, wetlands, and open/green spaces, maintaining a safe water supply, rural country atmosphere and environmental quality of the area.

Goal 2: Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the region.

Housing Goals

Goal 1: Maintain the rural country atmosphere while protecting home values, agricultural, environmental and open space resources, and the aesthetic qualities of the region.

Goal 2: Support a variety of quality housing opportunities for all segments of the region's population in such a way that minimizes adverse impacts on natural and agricultural resources and will preserve the region's rural character.

Economic Development Goals

Goal 1: Support development in the region by seeking balanced economic growth in business and industry, while providing jobs for residents, increasing personal income, and protecting and enhancing the region's rural assets.

Goal 2: Retain the natural and rural character of the region, while providing sufficient land area for development needs to meet projections for the future.

Transportation Goals

Goal 1: Establish a safe and efficient transportation network in the region for motor vehicles, pedestrians, and bicycles that is compatible with local plans.

Utilities and Community Facilities Goals

Goal 1: Preserve clean water, and plan for cost-effective treatment of waste as growth occurs in the region.

Goal 2: Encourage a parks system that takes into account the assets of the region including local, county, and state-owned facilities that is safe and provides a variety of opportunities for residents and visitors.

Goal 3: Support adequate police, fire, and emergency medical protection for all citizens and visitors in the region, and encourage cooperation and sharing across jurisdictions.

Goal 4: Balance growth in the region with the cost of providing public and private services, utilities, and/or community facilities.

Intergovernmental Cooperation Goals

Goal 1: Promote cooperation between communities in the Lake Country region and other units of government and governmental agencies that make decisions impacting the Lake Country communities.

Land Use Goals

Goal 1: The land use strategy and principals of the region should manage future development to protect the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and infrastructure.

Goal 2: Promote policies within the region that ensures growth and development in a planned and coordinated manner that will maintain or improve the quality of life in the region.

Implementation Goals

Goal 1: Encourage regional cooperation of plan implementation and establish a process for boundary conflicts in the region, while maintaining control over local community decisions.

BACKGROUND INFORMATION/DEMOGRAPHICS

The next few pages include data and a brief analysis of the basic demographic data for the Village of Elkhart Lake and surrounding communities. This type of data is helpful in understanding the makeup of the local population, which is important in the planning process. The following summary includes information regarding population and employment forecasts, as well as demographic trends, age distribution, education levels, income levels, employment characteristics, and housing stock that exist within the Village.

Existing conditions

Population & Gender

The Village of Elkhart Lake is a growing community. The time period of greatest growth was between 1970 and 1980. Elkhart Lake has seen a surge in growth from 2000 to the estimated 2008 population. The population trends for the last 68 years can be seen in Figure 1.4. Figure 1.4 also shows that from 1990-2000 Elkhart Lake saw less than a half percent of growth in its overall population. Also shown in Figure 1.5 is the breakdown of the population by gender from 1990-2000. It is shown that the male population has decreased slightly since 1990, so if the trend of larger growth in the female population continues there may be numerous areas where the Village could be impacted. Females are known to have a longer life expectancy, so there may be different needs for housing and other services.

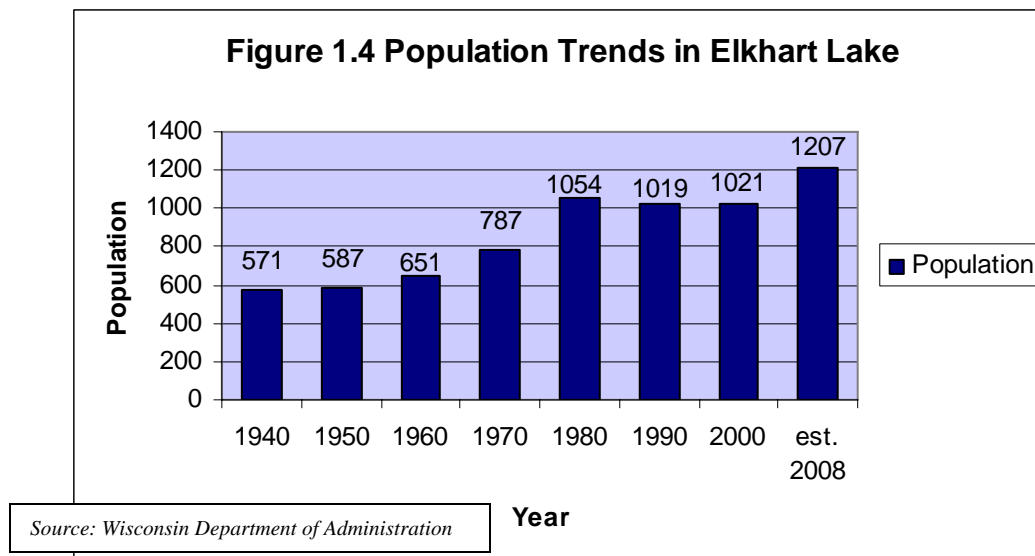


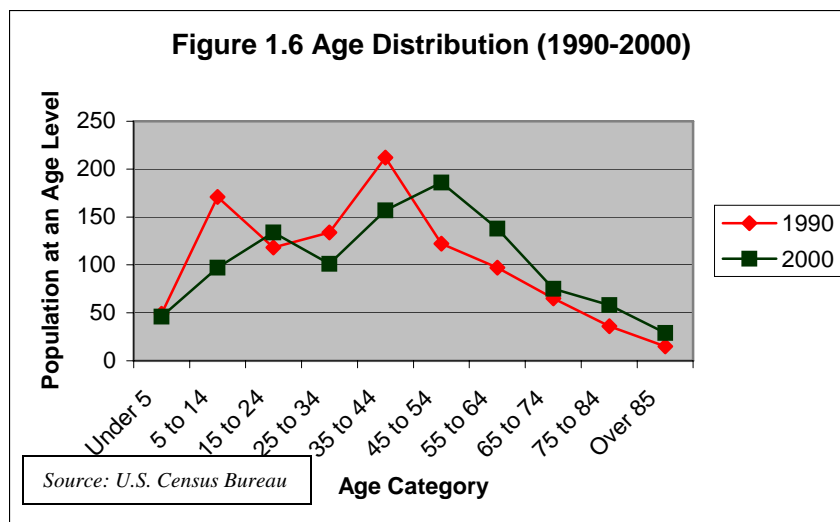
Figure 1.5 Village of Elkhart Lake-Population and Gender Trends (1990-2000)

	1990	2000
Male (number, percentage)	504, 49.5%	500, 49%
Female (number, percentage)	515, 50.5%	521, 51%

Source: U.S. Census Bureau

Age Distribution

The age distribution graph in Figure 1.6 show similar population distributions at under 5, ages 15 to 24, and 65 and older when comparing 1990 to 2000. There were greater populations in 1990 for ages 5 to 14 and also 35 to 44. The population in 2000 is larger from the age of 45 to 64. This means the Village of Elkhart Lake has an aging population. These changes in age distribution present a set of variables for the Village to consider when drafting new policies or amending older policies. The needs and desires of residents change as they age and as income increases or decreases. While the population trends show an aging population, in fact, those numbers reflect an increased number of retirees moving to the Village. Many of the aging residents have comfortable incomes and are active in local organizations. Some needs of the aging population are being addressed with Cedar Landing and its assisted living facility. Since the age of school age children has decreased, there will be a change on the demand for the educational system.



Education Levels

In the Village of Elkhart Lake there has been an increase in the percentages of residents with no high school diploma or less than a ninth grade education (See Figures 1.7a and 1.7b). The percentage of residents who are high school graduate has decreased slightly (from 88.4% in 1990 to 85.8% in 2000), while the percentage that hold a bachelor's degree or higher has increased slightly (from 24.3% in 1990 to 25.2% in 2000).

Figure 1.7a: Elkhart Lake-Educational Attainment (residents 25 years and over)		
Grade Level	1990	2000
Less than 9 th grade	6.3%	7.2%
9 th to 12 th grade, no diploma	5.3%	7.0%
High school graduate (includes equivalency)	40.4%	29.9%
Some college, no degree	16.1%	21.3%
Associate degree	7.7%	9.4%
Bachelor's degree	17.7%	14.2%
Graduate or professional degree	6.6%	11.0%

Figure 1.7b: Sheboygan County-Educational Attainment (residents 25 years and over)		
Grade Level	1990	2000
Less than 9 th grade	10.8%	5.8%
9 th to 12 th grade, no diploma	11.8%	9.8%
High school graduate (includes equivalency)	41.6%	39.9%
Some college, no degree	15%	19.7%
Associate degree	7.1%	6.9%
Bachelor's degree	9.9%	12.8%
Graduate or professional degree	3.8%	5.1%

U.S. Census Bureau

Educational attainment is generally tied to income earnings potential and therefore trends which show an increase in educational attainment, such as that in Elkhart Lake, often indicate an increase in earnings income potential for Village residents.

Income Levels

Annual income levels for Elkhart Lake households were somewhat higher than those of other villages within the County. In 1999, 75.3% of Elkhart Lake households had an annual income that was over \$35,000 compared to 71.7% of households in all villages and 64.6% in all of Sheboygan County. The middle-income brackets totaled 61.3% in Elkhart Lake, compared to 60.3% of all villages, and the high-income brackets in Elkhart Lake totaled 14%, compared to 11.4% in all villages. Elkhart Lake has a higher income level than other villages and the county. Elkhart Lake has seen a steady increase in its median income over the last 20 years, which also means there has been a steady drop of the total people below the poverty line. Figure 1.8 shows the household income levels for Elkhart Lake, village averages of all villages in Sheboygan County, and Sheboygan County for 1999.

Figure 1.8 Household Income Levels, 1999			
Annual Income	Elkhart Lake	Village Average (Sheb. County Villages)	Sheboygan County
Less than \$10,000	2.1%	2.8%	4.9%
\$10,000 to \$14,999	2.8%	4.3%	5.2%
\$15,000 to \$24,999	7.0%	9.5%	12.1%
\$25,000 to \$34,999	12.9%	11.7%	13.2%
\$35,000 to \$49,999	18.5%	18.6%	19.5%
\$50,000 to \$74,999	29.0%	27.9%	26.2%
\$75,000 to \$99,999	13.8%	13.8%	11.2%
\$100,000 to \$149,999	9.3%	7.9%	5.2%
\$150,000 to \$199,999	2.6%	1.7%	1.2%
\$200,000 or more	2.1%	1.8%	1.3%

Source: U.S. Census Bureau

Employment Characteristics

For the period 1990 to 2004, the civilian labor force in Sheboygan County increased 17.8%, from 55,935 to 65,906; the number of unemployed increased 18%, from 2,298 to 2,711; and the number of employed increased by 17.8% from, 53,687 to 63,195. The unemployment rate experienced a high of 5.5% in 1991 and a low of 2.0% in 1999. In May of 2006, the unemployment rate in Sheboygan County was 4.1% and was the 65th lowest; this means that Sheboygan County has one of the lowest unemployment rates in the state.

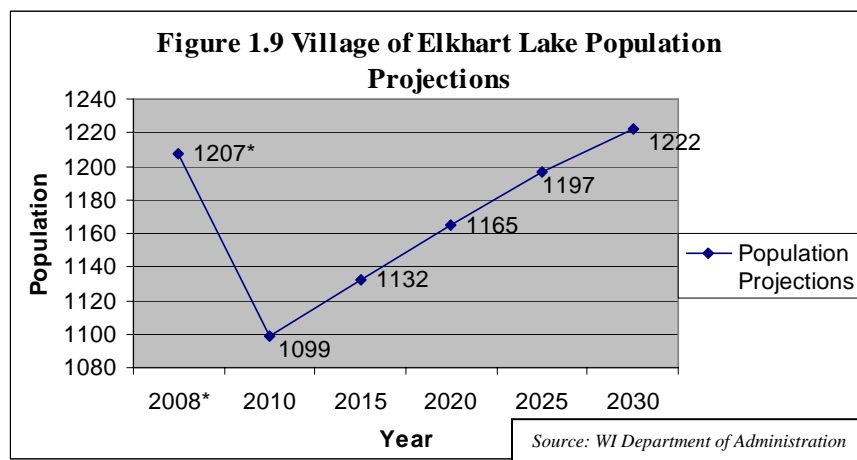
In 2000, the majority of people in the workforce in Elkhart Lake were employed in the manufacturing industry, 33.1%. This was down significantly from 1990 (43.7%). Education, health and social services are the second largest employment sector with 19.2%. In third place, the arts, entertainment, and recreational services grew significantly since 1990 when it was 3.6% and in 2000 when it was 11.7%. The retail trade, finance, insurance and real estate industries have all shrunk since 1990.

Source: U.S. Census Bureau and the Department of Workforce Development.

Forecasts

Population

Using a linear projection method, which uses historical population trends to indicate population changes in future time periods, future population levels have been projected for the Village of Elkhart Lake and Sheboygan County. As shown in Figure 1.9, the Wisconsin Department of Administration projects the population for Elkhart Lake to steadily increase. This may not be completely accurate, as the 2008 estimated population for the Village is nearing the levels of the projected population in 2030. The Village appears to be growing at a faster pace than the projections.



**The 2010 projected population is lower than the estimated population for 2008. These numbers were projected in 2007, so there are many variables that may have caused the population to grow faster than what was projected.*

Population forecasts, as stated above, are based on historical trends and are subject to revision. Many factors, such as changes in municipal boundaries, policies, housing availability, and economic development can have a substantial affect on population trends. Currently, the population forecast would not appear to be in harmony with the current growth rate. The development that is beginning north of Rhine Street may be helping to spur population growth larger than what the Wisconsin Department of Administration had first projected. Currently, Wisconsin's Department of Administration has estimated Elkhart Lake's population to be 1,207 in 2008. This means that Elkhart Lake's population is currently close to the 1,222 people that were predicted for the year 2030. This could mean that Elkhart Lake may be growing at a faster rate than what the original projection had set forth.

Housing

A community's housing stock changes with fluctuations in community characteristics such as population, economic development, and income level. The type of housing needed is indicated by the ages, incomes, and family sizes of current residents and those wishing to move to the community. The quality of housing stock also changes over time, creating needs for rehabilitation, refurbishing, and/or demolition of older homes. As indicated by Figure 1.10, the Village of Elkhart Lake has had a strong influx of new homes since 1970. Of the 596 housing units in the Village of Elkhart Lake in 2000, approximately 62% are older than 1970 and will need more maintenance than newer homes. Programs that offer assistance in rehabilitation and/or

refurbishing older homes, help maintain a quality housing stock, and help meet demand for affordable housing among lower and limited income households may become more important.

The new housing in Elkhart Lake coupled with well maintained older homes should help provide adequate housing stock necessary to meet the needs and desires of existing residents. Demands for new housing must meet the needs of a cross-section of residents and newcomers, which encompass a range of ages and incomes. Elkhart Lake should make decisions about the types of housing needs allowing for flexibility in the available housing supply.

Figure 1.10 Elkhart Lake-Year Housing Structure Built	
Year	# of Units
1990-March 2000	58
1980-1989	44
1970-1979	124
1960-1969	67
1940-1959	72
1939 or earlier	231

Source: U.S. Census Bureau

Employment

The Wisconsin Department of Workforce Development created the Bay Area Workforce Development Area Profile, 2002-2012, a projection for industries, occupations, and the labor force. These projections are for the total number of nonfarm jobs in the Ten-County Bay area, which includes Sheboygan County (See Figure 1.11). According to the profile, overall employment is projected to grow almost 12% between 2002 and 2012. The education and health services sector is projected to grow the largest numeric employment growth adding 12,620 jobs, over one-third of the total growth. Manufacturing is currently the largest employing industry in the region and will remain the largest sector in 2012; however, other industry sectors will continue to close the gap over the period. Occupations remaining in manufacturing are expected to continue to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and availability of new technologies. With the change in industry one may expect education or training may be needed in other growing fields. In 2000, residents' mean travel time to work was 21.8 minutes; this may increase if more of the manufacturing disappears. The ability for residents to remain employed with a reasonable travel time to work will be a key concept in planning for the Village of Elkhart Lake's future.

Figure 1.11 Industry Projects for Bay Area Workforce Development Area, 2002-2012

Industry Title	2002 Estimated Employment	2012 Projected Employment	2002-2012 Employment Change	2002-2012 Percentage Change
Total Non-Farm Employment	302,080	338,060	35,980	11.9%
Construction/Mining/Natural Resources	15,820	19,170	3,350	21.2%
Manufacturing	77,690	78,180	490	0.6%
Paper Mfg	9,900	8,520	- 1,380	-13.9%
Plastics and Rubber Products Mfg	5,450	6,640	1,190	21.8%
Transportation Equipment Mfg	5,470	5,860	390	7.1%
Trade	42,270	46,840	4,570	10.8%
Building Material and Garden Equipment and Supplies Dealers	3,000	3,550	550	18.3%
Transportation and Utilities (Including US Postal)	15,760	17,900	2,140	13.6%
Financial Activities	15,120	16,990	1,870	12.4%
Education and Health Services (Including State and Local Gov Educ and Hosp)	50,170	62,790	12,620	25.2%
Ambulatory Health Care Services	9,890	13,860	3,970	40.1%
Hospitals (Including State and Local Government)	11,150	13,590	2,440	21.9%
Leisure and Hospitality	27,360	30,950	3,590	13.1%
Information/Prof Services/Other Services	38,510	45,150	6,640	17.2%
Government (Excluding US Postal, State and Local Educ and Hosp)	19,390	20,100	710	3.7%

Source: WI DWD, Office of Economic Advisors, September 2004

Income, education, employment, housing, and transportation are all related. To adequately plan for the future each of these areas, plus other areas, need to be addressed thoroughly. Creating this comprehensive plan is the beginning of the planning process for the Village, but plans are always being updated and changed. This comprehensive plan will help the Village plan for its future, so it is able to remain a great asset for many generations. It is important to remember that planning for the future of the Village is a continual process which starts with this comprehensive plan.

Figure 1.1
Location Map
Village of Elkhart Lake
 Sheboygan County, WI

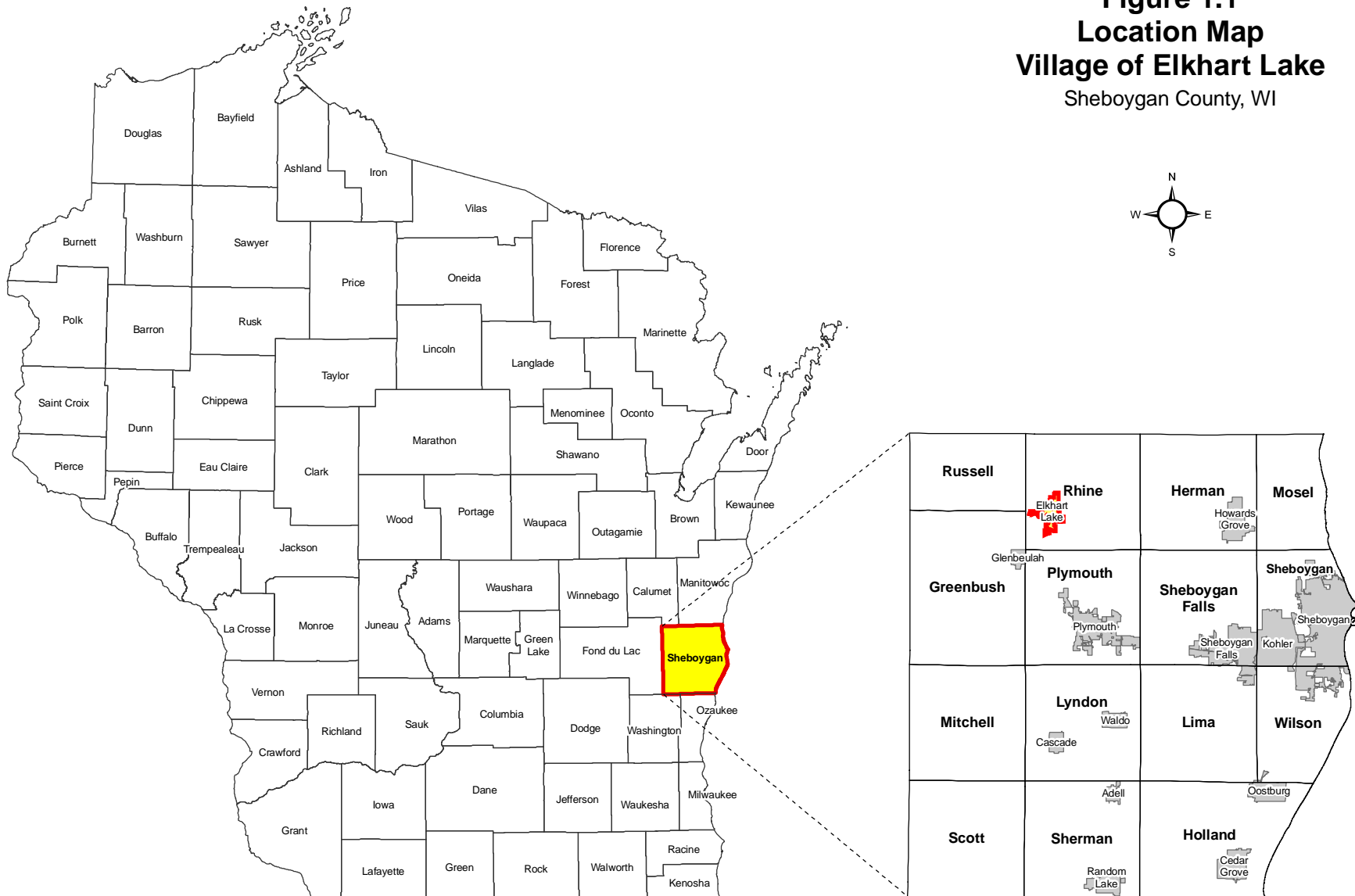
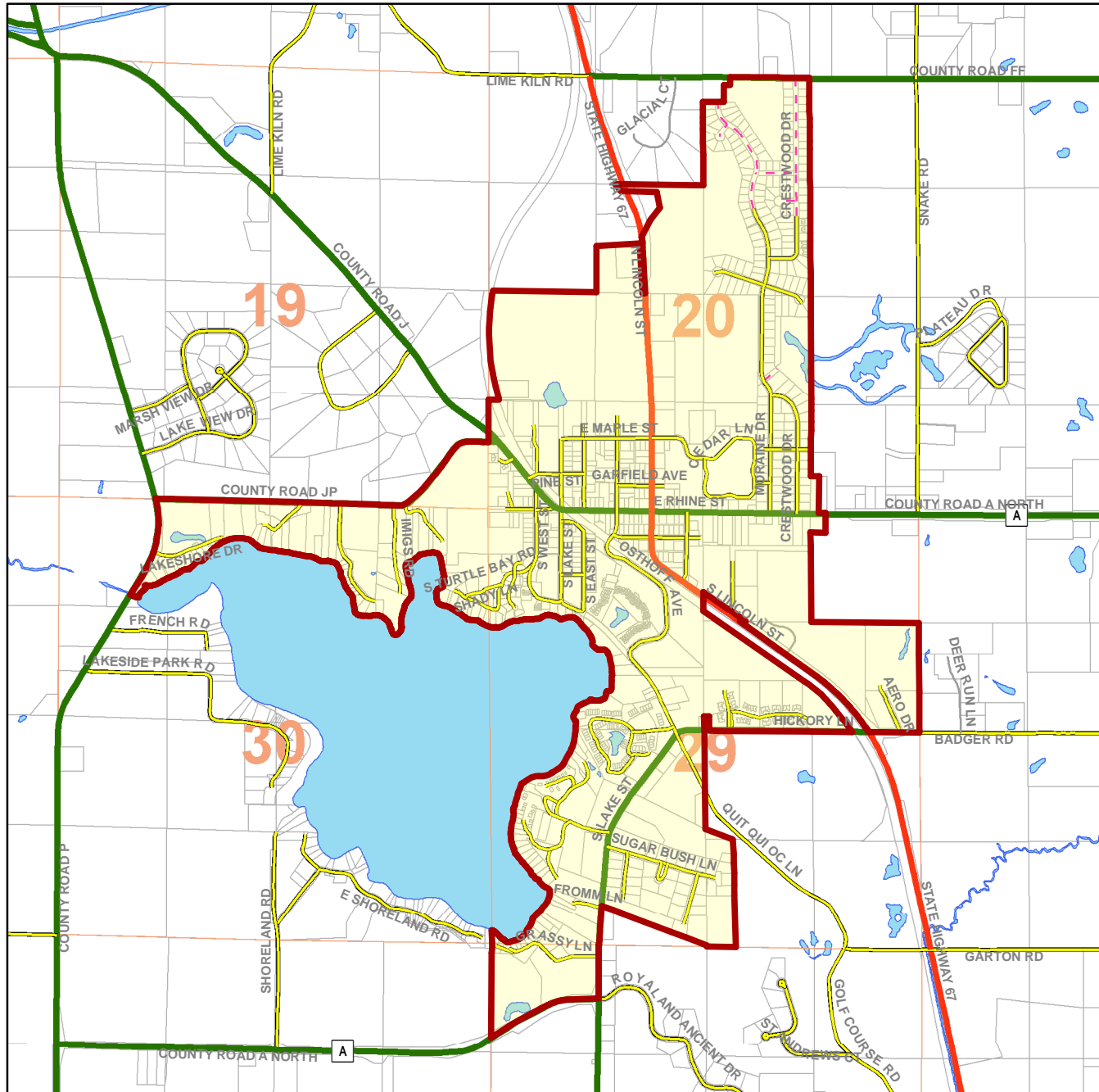


Figure 1.2
Project Area
Village of Elkhart Lake
 Sheboygan County, WI



Legend

Parcels

Roads

State Highway

County Road

Town / Local Road

Private Road

Road Platted, Not Built

Village of Elkhart Lake

Planimetric

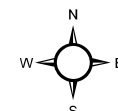
Bridges

Dams

Railroads

Rivers, Streams

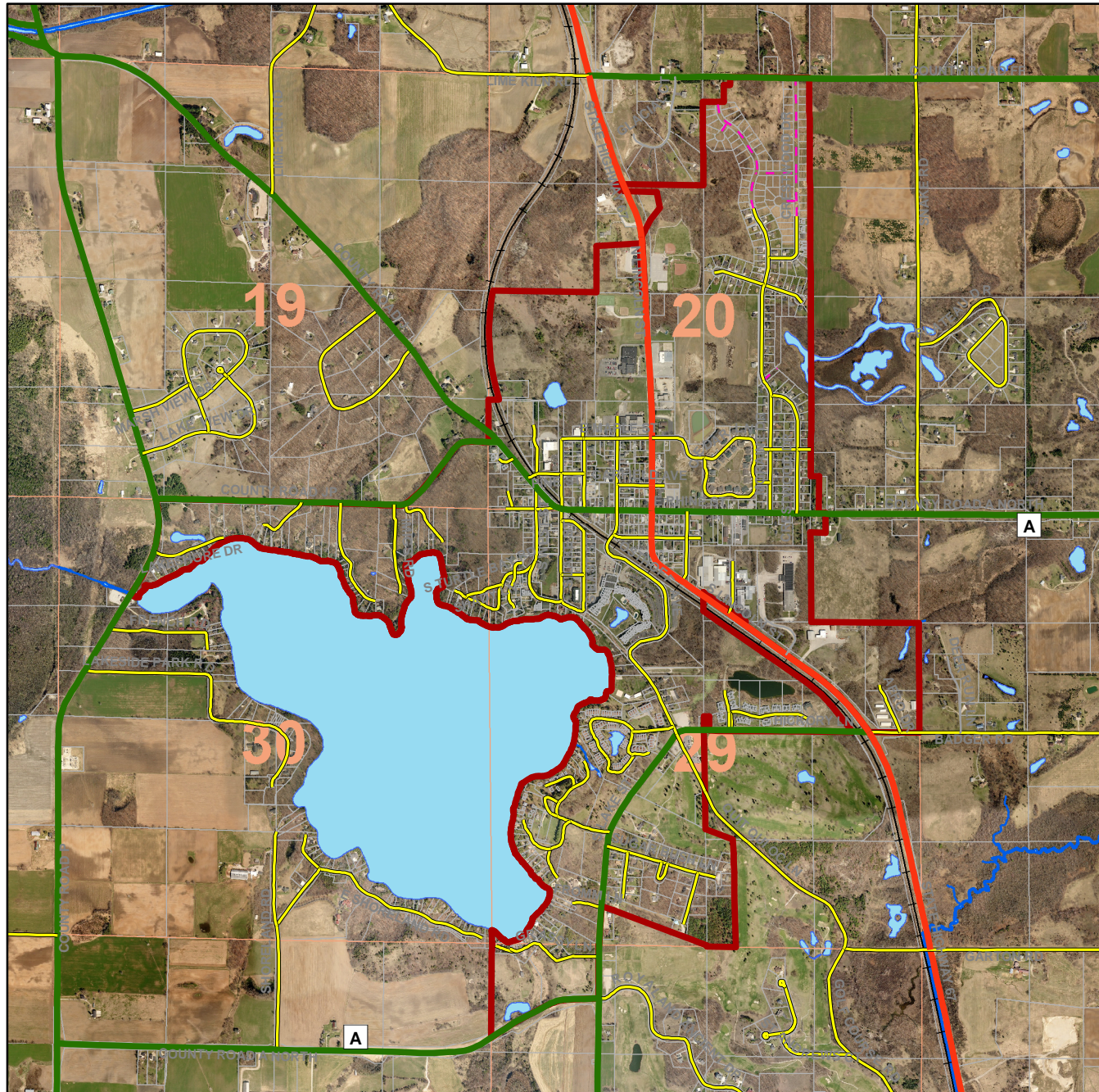
Road / Bridge




1" equals 1,900'

1,800 900 0 1,800 Feet






Figure 1.3
2008 Orthophotograph
Village of Elkhart Lake
 Sheboygan County, WI








Legend

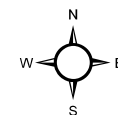
 Village of Elkhart Lake

Roads

-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Road Platted, Not Built

Planimetric

-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge



1" equals 1,900'



CHAPTER 2 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

INTRODUCTION

The purpose of this element is to provide background information on a wide variety of agricultural, natural, and cultural resources in the Village. This information will help the Village recognize and identify important resources that need to be protected and/or effectively managed. It will also identify if there is anything that may limit the development potential within the Village.

This element will include a compilation of objectives, policies, goals, and maps for conservation and

promotion of the effective management of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations.



Agriculture in the state has long been a significant, but an increasingly smaller segment of the statewide economy. In recent years, agriculture has accounted for just over 2 percent of the gross state product. Although agriculture is not a major land use in Elkhart Lake Village limits, it plays an important role in some businesses in the community and surrounding communities.

Natural resources play a very important role in the Village of Elkhart Lake. The natural resource base makes the Village an attractive location for residential, commercial, and tourism development. The natural resources in the Village and surrounding communities provide a great economic base as well as recreational and aesthetic value.

Cultural resources include historic buildings and structures as well as ancient and historic archeological sites. Preserving these areas or structures helps to establish the Village's unique history and provides a "sense of place." Having a long-term perspective that promotes preservation, history, and stability, helps to create more careful decision-making.

SUMMARY AND IMPLICATIONS (HISTORY)

Summary: Agriculture is not a major land use within the Village of Elkhart Lake; however, it is one of the main land uses in the other communities in the Lake Country region. Residents of Elkhart Lake would like to see a balance of residential development, tourism/commercial development, and green/open space. The Village residents feel that traditional agriculture should occur in the Towns of Greenbush, Rhine, and Russell. The Village of Elkhart Lake can help encourage continued health of agriculture in Rhine, Russell, and Greenbush by making it possible for growth to occur within or adjacent to Elkhart Lake and by supporting agricultural related business in Elkhart Lake as appropriate.

Implications: The small amount of agricultural use within the Village of Elkhart Lake is normal for a village. Whether this land use continues in Elkhart Lake or is converted to another use is not a significant concern. Agricultural uses surrounding much of the Village of Elkhart Lake are

viewed positively and would continue to be encouraged. Farmland directly adjacent to the Village may one day be converted to subdivisions to accommodate growth in the area.

Summary: Natural resources play a major role in the Village primarily due to the presence of the 286-acre lake, which also is in the Town of Rhine. The lake's aesthetic and recreational appeal adds to the Village's identity, providing a focal point for activities and draws visitors from outside of the area. There are dozens of year-round homes and seasonal homes that have lake frontage, along with resorts and public beaches.

Implications: Because of the importance of these resources, the lake's health and appearance need to be monitored and maintained. Public access and privacy of property owners needs to be balanced. Wise management of boating, fishing, tourism, and other uses is important and must continue. Protection of open spaces (such as underdeveloped land, woodlands, and wetlands) is important to the people of Elkhart Lake. Eighty-six percent of the respondents agreed that protecting these areas was important in the 2004 Village of Elkhart Lake Citizen Input Survey.

Summary: Cultural resources are linked to the history of Elkhart Lake. For its size, the Village has quite a few of these resources. There are two sites listed on the National Register for Historic Places and the Village is also home to many historic homes and archaeological resources. The Village's identity and sense of place is demonstrated throughout the year at its events from Downtown Night, featuring local cuisine and entertainment, to the Elkhart Lake Fire Department's Picnic, to Schnee Days, and to the Farmer's Market.

Implications: Cultural resources are not being ignored. Recently the community succeeded in obtaining a listing for the Old Race Track Circuit. Various community organizations are very active in supporting community events and activities.

CLIMATE

Western Sheboygan County typically experiences continental weather with some slight microclimate variations on the hilltops and in the valleys of the Kettle Moraine area. Continental weather means that Elkhart Lake is farther inland, and generally does not experience the lake-effect weather, like eastern Sheboygan County experiences.

About two-thirds of the annual precipitation falls during the growing season. It is normally adequate for vegetation, although drought is occasionally reported. The climate is most favorable for dairy farming; the primary crops are corn, small grains, hay, and vegetables.

The growing season averages 126 to 165 days. The average date of the last spring freeze varies from the first week to the last week of May, with a median date of last frost of May 11. The first autumn freezes occur in early to mid-October, with a median date of first frost of October 6. The mean date of first snowfall of consequence, an inch or more, occurs in early November. The snow cover acts as protective insulation for grasses, autumn seeded grains, and other vegetation.

While a detailed site assessment for Village of Elkhart Lake has never been done, Wisconsin Division of Energy computerized models indicate wind speeds average 10-12 miles per hour at a height of 30 meters, which is a typical height for small private wind generators (in general, winds exceeding 11 mph are required for cost-effective installations). Computerized models indicate

wind speeds average 13-15 miles per hour at a height of 60 meters, which is a typical height for large commercial wind turbines (in general, winds exceeding 13 mph are required for financially feasible projects).

Figure 2.1: Average Monthly Temperature

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Annual
Max °F	25.4	30.0	40.4	53.6	66.9	76.5	81.0	78.5	70.4	58.3	43.1	30.4	54.5
Min °F	9.0	13.0	23.0	34.2	45.0	54.6	60.1	58.5	49.8	39.5	28.0	16.1	35.9
Mean °F	17.2	21.5	31.7	43.9	56.0	65.6	70.6	68.5	60.1	48.9	35.6	23.3	45.2

0

Figure 2.2: Average Monthly Precipitation

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Annual
Inches	1.40	1.25	2.42	3.47	3.67	3.93	3.94	4.55	4.02	2.93	2.85	1.87	36.30

Figure 2.3: Average Monthly Snowfall

	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Annual
Inches	16.1	11.6	10.4	3.6	0.2	0.0	0.0	0.0	0.0	0.2	5.5	13.8	61.4

Source: Wisconsin State Climatology Office. Based on historical data from the weather station at Plymouth, Wis., latitude 43°44' N, longitude 87°58' W, elevation 834 ft.

GEOLOGY

Two different types of geologic settings, Quaternary (Glacial) geology and bedrock geology, characterize Sheboygan County. Quaternary geology refers primarily to the effects that continental glaciations have had on the region within the last 20,000 years and to a lesser extent, the surface effects of more recent erosion and deposition. Bedrock geology refers to the much older, solid rock layers that lie beneath Quaternary sediments.

Quaternary Glacial Geology

The last glacial ice of Quaternary glaciations, which left the planning area approximately 10,000 years ago, modified the bedrock surface by scouring highlands and depositing material in lowlands created by pre-glacial erosion. Four types of Quaternary deposits are recognized within the region, including till, glaciofluvial sediments, shoreline deposits and organic deposits.

Till or unstratified drift is a mixture of unsorted, angular-to round-shaped sediments ranging in size from clay to boulders. Tills are ice-contact deposits originating directly from glacial ice.

Unlike till, glaciofluvial sediments are sorted by particle size that delineates the stratification. Glaciofluvial sediments were deposited in a fluvioglacial environment involving glacial melt water flow. Each individual layer of glaciofluvial sediments are characterized by a given grain size, ranging from pebbles and cobbles to sand or finer.

Ground and end moraines are two types of topographic landforms found in the region that consist primarily of till. A ground moraine is an irregular surface of till deposited by a receding glacier. The steeper slope points in the direction from which the glacier advanced. An end moraine is an accumulation of earth, stones, and other debris deposited at a glacier's end stage.

At least one type of topographic landform consisting of glaciofluvial sediments occurs in some areas of the planning area. This type of topographic feature is an outwash plain, which is an apron of well sorted, stratified sand and gravel deposited by glacial melt water. Glaciofluvial deposits, which contained large ice blocks that eventually melted, were pitted with depressions known as kettles. Glaciofluvial deposits of sand and gravel surround many drumlins; but these are often covered with a thin silt cap. Figure 2.4 shows the Pleistocene geology in Elkhart Lake and its surrounding vicinity.

Bedrock Geology

The bedrock units underlying Sheboygan County range in age from Precambrian at depth, to Silurian at the surface. The oldest are impermeable crystalline rock of the Precambrian age at depths that average more than 1,500 feet below the land surface.

Silurian dolomite, often referred to as Niagara, is the uppermost bedrock in Sheboygan County and reaches thicknesses up to 580 feet. Rocks underlying the Niagara dolomite are not visible in the County. Below the Niagara dolomite is a shale formation known as Maquoketa. It reaches a maximum thickness of 450 feet. The Maquoketa Shale overlies a dolomite formation, termed Platteville-Galena, which is approximately 500 feet in thickness. This rock formation, in turn, overlies Cambrian sandstones, which are 450 feet thick. All of these sedimentary rock formations overlie Precambrian igneous rocks.

SOILS

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The composition of soil affects the specific properties of that soil. The properties must be evaluated prior to any development.

General Soils Description

The general characteristics of soils are largely the result of various glacial depositional processes. Outwash soils were formed from glacial deposits that were derived from local bedrock formations. Organic soils developed under a forest cover consisting mainly of conifers and hardwoods in the north, in a cool and relatively moist climate. Sandy soils were formed from parent materials derived from sandstone bedrock pulverized by glacial ice.

Soils, in part, determine how much rainfall or snowmelt directly flows into the rivers, lakes, and wetlands, and how much infiltrates the ground. Water that infiltrates the ground replenishes soil moisture and recharges the groundwater system. Soils are grouped into general soil associations

that have similar patterns or relief and drainage. These associations typically consist of one or more major soils and some minor soils. The general soil types can be divided into three broad categories: areas dominated by soils formed in glacial till; areas dominated by soils formed in glacial outwash and till; and areas dominated by organic soils.

The soils in Sheboygan County are diverse ranging from sandy loam to loam or shallow silt loam, and from poorly drained to well drained. In some areas, lacustrine sand is found overlying clays or bedrock within only a few feet of the surface. Poorly drained sands are common in the lake plain or in depressions between dunes and beach ridges. Important soils in the County include clays, loams, sands, and gravels. *The dominant soil associations found in Elkhart Lake include Hochheim, Casco, Sisson, Granby, and Sebewa varieties.* The Hochheim soils are nearly level to steep, well drained soils that are underlain by gravelly sandy loam or gravelly loam glacial till. Permeability and available water capacity are moderate in Hochheim soils. The Sewba soil associations tend to be poorly drained, nearly level soils that are underlain by sand and gravel. The permeability is moderate in the subsoil and rapid in the substratum, with a moderate water capacity. *The Sisson soil associations tend to be well-drained, nearly level to steep soils that are underlain by stratified silt and very fine sand. These soils are found in old glacial lake basins and on outwash plains, which is the case in the Village.* These soils have a moderate permeability and available water capacities. Granby soil associations are nearly level, poorly drained and very poorly drained sand soils. These soils have rapid permeability and the available water capacity is low. The Casco series consists of nearly level to very steep, well-drained soils that are underlain by stratified sand and gravel outwash. The permeability in these soils is moderate to a depth of 17 inches and then it is very rapid below. The available water capacity is low. There are other soil associations in the Elkhart Lake area, but those described above are the most common soils associations. A more detailed map of the soils can be found in the *Sheboygan County Soil Survey* and Figure 2.5a shows the general soil classification in the Village and Figure 2.5b provides a listing of the soil symbols and their names.

Prime Agricultural Lands

The United States Department of Agriculture (USDA), Natural Resources Conservation Service (NRCS) defines prime farmland as land that has the best combination of physical and chemical characteristics for production food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. *The Village of Elkhart Lake does not have any remaining open farmland, but the Village feels the surrounding farmland is an asset that helps to enhance the rural character of the Village.* Figure 2.6 provides a representation of areas designated as prime farmland in and around the Village, but no farming is occurring in the Village.

Suitability for Dwellings with Basements

Within the *Soil Survey of Sheboygan County*, the Natural Resources Conservation Service (NRCS) provides information on the suitability and limitations of soils for a variety of natural resources and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development, including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a single-family dwelling no higher than three

stories. The ratings are based on soil properties, site features, and observed performance of the soils.

According to the NRCS, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome or minimize limitation. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use the limitations are minor and easily able to be overcome. Refer to the Soil Survey for additional information regarding soil limitations for building site development. *Figure 2.7 shows soil suitability for dwellings with basements in the Village of Elkhart Lake.* This map is based on generalized data and is not a substitute for on-site soil testing.

Suitability for Septic Systems

The Village of Elkhart Lake uses both private sewage systems and a public sanitary sewer system. Most of the Village is on the public sewer system, but the north side of the lake is on private sewer systems. When building it is important to consider the properties of soils because without this the private system may fail and may require expensive and frequent maintenance. It is also important because the area of the Village without public sewer is near the lake, and to keep the lake clean and clear it is important that private sewer systems are maintained. Factors that are considered when evaluating soils for on-site waste systems are high or fluctuating water table, bedrock, soil permeability, and flooding frequency. Another factor when building within Village limits in the areas without the public sewer system is that the shoreland zoning and county sanitary regulations must be followed.

TOPOGRAPHY

Elkhart Lake is located within the Kettle Moraine area. The Kettle Moraine area provides for rolling elevation changes and differences in slope. The lake and the terrain around it provide variety in the elevation. The elevation of the lake is 909 feet above sea level. Nearer to the lake, the slope becomes steeper. As one travels from Highway 67 to the lakefront, the change in height or slope could be more than 40 feet. Another area in Elkhart Lake with higher elevation is north of the Elementary-Middle School. The high school sits on this higher elevation with an even greater elevation directly west of the high school. The Village also has a few depressions in land elevation. Two of these can be found just west of Moraine Drive. The Lake and the terrain around it provide variety in the elevation. As the Village considers expanding in the future, the terrain may play a role in which direction development occurs. *Figure 2.8 illustrates the areas of steep slope (which is a slope of 12 percent or greater) based on the soil characteristics within the Village of Elkhart Lake.*

WATER RESOURCES

Watersheds and Sub-Watersheds

A watershed is defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways contribute drainage to one watershed or another. Each watershed is comprised of one main-stem of a river. A river basin is made up of a number of watersheds that drain into one

larger river. The majority of Sheboygan County lies within the Sheboygan or Milwaukee River Basins. All of the watersheds in Sheboygan County drain into the Lake Michigan Watershed either through major rivers or through direct drainage into the lake. The Village of Elkhart Lake lies within two watersheds, the Northwest portion of the Mullet River Watershed and the Sheboygan River Watershed. *Figure 2.9 is a map that shows the watersheds in relation to the Village of Elkhart Lake.*

Groundwater

Sheboygan County's groundwater reserves are held in two principal aquifers: the Eastern Dolomite Aquifer, and the Sandstone and Dolomite Aquifer. The Eastern Dolomite Aquifer occurs from Door County to the Wisconsin-Illinois border. It consists of Niagara dolomite underlain by Maquoketa shale. In areas where fractured dolomite bedrock occurs at or near the land surface, the groundwater in shallow portions of the Western Dolomite Aquifer can easily become contaminated.

The Sandstone and Dolomite Aquifer consists of layers of sandstone and dolomite bedrock that vary greatly in their water-yielding properties. In eastern Wisconsin, this aquifer lies below the Eastern Dolomite Aquifer and the Maquoketa Shale Layer. In eastern Wisconsin, most users of substantial quantities of groundwater tap this deep aquifer to obtain a sufficient amount of water. An individual well, however, is recharged by the local rain and snow that does not run off but instead is able to seep into the ground and migrate through the soil to groundwater, which then flows toward the well. This recharge area typically extends no farther than 1,000 to 1,500 feet from the well itself. In Wisconsin, the primary sources of groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and toxic spills. The most common groundwater contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems. Since contaminants can also seep into the groundwater in this recharge area, many communities have voluntarily established wellhead protection programs to manage what occurs in the recharge area. *Elkhart Lake has a wellhead protection plan for deep well #3 and they are beginning to work on a plan for protection of the wellhead on deep well #1.* This plan should be in place within 4 or 5 years.

Lakes

Elkhart Lake is partially located within the Village of Elkhart Lake. Elkhart Lake is approximately 286 acres and has a mean depth of 46 feet and a maximum depth of 119 feet (see Figure 2.10). Elkhart Lake is spring fed, which keeps the water pristine, and is the deepest lake in Sheboygan County and one of the ten deepest lakes in Wisconsin. The other two largest lakes in the area are Crystal and Little Elkhart Lake. Crystal Lake has a total acreage of 152 acres and Little Elkhart Lake is one-fifth of the size of Big Elkhart Lake at 54 acres.

Figure 2.10: Overview of Elkhart Lake



Use of Elkhart Lake by diverse interests, such as anglers, boaters, jet skiers, swimmers, and resorts presents significant management challenges. There are approximately 100 residential property owners with frontage on Elkhart Lake. There are also 43 properties owned by Victorian Village, a resort and 82 properties in the Point Elkhart Condominiums. The public boat ramp is located just outside the Village limits in the Town of Rhine. Elkhart Lake has an unofficial ratio of about one residential property for every one acre of lake; this means the lake is densely populated. In comparison, Crystal Lake's ratio is just under one residential property for every one acre of lake. Lake Ellen and Random Lake are both less densely populated with a 1 to 1.6 and a 1 to 1.5, respectively. There is no limit to the number of boats launched from the public boat launch, but overcrowding by motorized watercraft is a concern to residents.



To provide safe and quality lake usage, coordinated efforts by the Village and the Town of Rhine governments need to be continued. Present regulations include speed limit, no-wakes area and hours, and Sunday boating limited to electric and non-motorized watercraft from the second Sunday in June through the second Sunday of September. Elkhart Lake's original boating regulations were adopted in 1963. A current concern is watercraft density on the lake.

Due to the many issues and interests involving the lake, the Elkhart Lake Improvement Association was formed for the purpose of uniting those persons interested in accepting responsibilities for stewardship of the waters of Elkhart Lake, its shoreline, and adjoining properties.

Rivers and Streams (Surface Waters other than lakes, Streams, And Rivers)

The Village of Elkhart Lake does not have any rivers or streams in its direct boundaries, but an outlet from Elkhart Lake flows into Sheboygan Lake (the Sheboygan Marsh). Elkhart Lake has six man-made ponds inside the Village limits. There are also portions of Elkhart Lake and the surrounding area that are home to wetlands. A swampy area in the Village is located within the land owned by the boy scouts and an adjoining property owner. In this area, one of the man-made ponds exists. Ownership to the pond and land adjoining the pond is shared.

Shoreland Corridors

Shorelands are often viewed as valuable recreational and environmental resources both in urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreline/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in these areas is strictly regulated and in some instances, is not permitted.



The authority to enact and enforce shoreland/floodplain and other zoning provisions is vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes. In 1975, the Village enacted a shoreland zoning ordinance which was recreated in 2003. This ordinance's purpose is to promote the lake while maintaining safety, health, beauty, and rights of the property

owners. The lake and its shoreland need to be protected and conserved for future generations. The Village of Elkhart Lake also has information about its shoreland-wetland code in Chapter 18 of its ordinances.

Financial incentives are currently available through the Conservation Reserve Enhancement Program (CREP) CREP and may be available in the future through the Sheboygan County Land & Water Conservation Department's Vegetated Buffer Strip Program.

Programs to encourage landowners to reduce erosion are using zero phosphorous fertilizer, properly disposing of household hazardous waste, minimizing erosion, planting trees and shrubs, directing downspouts away from hard surfaces, installing a rain barrel, and planting rain gardens.

Floodplains

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for stormwater retention, groundwater recharge, and habitat for various kinds of wildlife unique to the water.

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water-related damage to roads, sewers, and water mains. Some communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction. As a result, the State of Wisconsin requires that counties, cities, and villages adopt floodplain-zoning ordinances to address the problems associated with development in floodplain areas. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Figure 2.11 shows the floodplain areas near the Village as mapped by the Federal Emergency Management Agency (FEMA). *The Village's floodplain has not been mapped by FEMA because FEMA maps areas that are of greater risk, which the Village is not. The Village has little chance for flooding because there are no rivers and the lake within in the Village is a glacial lake. Even if the Village's floodplain was mapped, it is likely there would not be any flood-prone areas.* An on-site review of the floodplain elevation is necessary to determine the most accurate location of the floodplain boundary.

Wetlands

According to the Wisconsin Department of Natural Resources, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes. Figure 2.11 also shows wetlands in the Elkhart Lake area as mapped on the Wisconsin Wetland Inventory. *Elkhart Lake has approximately 40 acres of wetlands in its boundary. Elkhart Lake has adopted a wetland code in Chapter 18 of its zoning ordinances in 1989, and it is in need of a review and an update.*

Wetlands serve as a valuable natural resource. They provide scenic open spaces in both urban and rural areas. Wetlands also act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands is costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. Finally, they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources, and mandate that shoreland wetlands be protected in both the rural and urban area of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within in the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. It should be noted that all wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition.

ENVIRONMENTAL CORRIDORS

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive areas. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities and serve as buffers between land uses while improving the aesthetics of the community. The environmental corridor process is also used as a part of the planning process for making planning and zoning decisions at the local level. Environmental corridors receive some measure of protection in the Conservancy Districts of the Village's zoning ordinances.

The concept of a corridor is based on the delineation of environmental features adjacent to waterways and water-related resources. The Bay-Lake Regional Planning Commission has defined environmental corridors to include the following set of uniformly available information: Wisconsin Department of Natural Resources wetlands; Federal Emergency Management Agency's 100-year floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 50-foot buffer of wetlands. Many of the Commission's planning activities require delineation of environmental corridors (comprehensive plans, watershed plans, sewer service area plans, etc.).

Other features that are considered as part of the environmental corridor definition on an area-by-area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreation areas; and other locally identified features. The commission has defined environmental corridors for Sheboygan County to help identify areas that have the greatest need for protection. These corridors were delineated using Geographic Information System (GIS) to overlay a variety of features. Figure 2.12 shows these corridors.

WOODLANDS

Woodlands throughout Sheboygan County are comprised primarily of sugar maple, yellow birch, beech, basswood, red oak, white oak, black oak, red pine, hemlock, paper birch, aspen and white cedar, and small stands of the northern hardwood species. *Approximately 230 acres of woodlands are found in the Village as mapped by Bay-Lake Regional Planning Commission.* Woodlands are displayed in Figure 2.13.

AIR QUALITY ISSUES

Facilities wishing to move into the Village of Elkhart Lake may be subject to additional requirements because Sheboygan County is a designated maintenance area. Sheboygan County is in attainment for the one-hour ozone air quality standard, but is subject to a Wisconsin Department of Natural Resources maintenance plan. Sheboygan County is designated as a non-attainment area for the 8-hour ozone air quality standard. It is designated as a non-attainment area because it does not meet the minimum standards for air quality (NAAQS) set by the Environmental Protection Agency (EPA). Figure 2.14 shows the non-attainment counties in the state for 8-hour ozone air quality. In the case of Sheboygan County, industries located in other cities may be contributing to the problem of the ground-level ozone. According to the EPA, it was recently found that ozone formed in one area can drift on air currents to add to air quality problems elsewhere. Research shows that this “transported ozone” contributes significantly to high ozone levels in Wisconsin.

There are no areas within Sheboygan County that exceed the limits of the NAAQS for nitrogen dioxide, sulfur dioxide, lead, particulates, or carbon monoxide.

WILDLIFE HABITAT

Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. The fauna that live within the planning area are quite diverse. Habitat for many species of wildlife is provided by the woodlands, floodplains, wetlands, and surface waters. Some of the well-known species that are known to have habitats in Elkhart Lake and its surrounding communities are the white-tailed deer, squirrels, wild turkey, gray fox, coyote, red fox, pheasant, muskrat, mink, raccoon, opossum, geese, many other varieties of birds, many species of fish, and a variety of other aquatic species.

THREATENED AND ENDANGERED RESOURCES

Many rare, threatened, and endangered species are found within Sheboygan County. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna. Page 40 of the Sheboygan County Natural Areas and Critical Resources Plan (2004) lists the known rare species and natural communities within the County as recorded in the Wisconsin Natural Heritage Inventory. A copy of this will be included in Appendix C.

PARKS AND OPEN SPACES

The Village of Elkhart Lake currently has six parks that are open to the public. These parks include playground equipment, marshes, hiking trails, baseball diamonds, beaches, and horse parks, along with school facilities. The residents and visitors are able to use these parks and



recreational facilities for their enjoyment. These parks are discussed in greater depth in Chapter 6- Utilities & Community Facilities. Approximately 65% of the area (about 719 acres, including the Lake which is also in Town of Rhine) within the current Village limits could be described as undeveloped or “open space.” Figure 2.15 shows the publicly owned land within the Village and surrounding area.

SCIENTIFIC AND NATURAL AREAS

As of the date of this planning process, areas within or abutting Elkhart Lake have not been designated as State Scientific or Natural Areas. The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology, and most of all preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Area Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin.

METALLIC AND NON-METALLIC MINING RESOURCES

Currently there is no metallic mining occurring in Sheboygan County. However, sand, gravel, and crushed stone (non-metallic resources) are nonrenewable resources that are mined in this region. *Currently, there is not any non-metallic mining occurring within Elkhart Lake.* Mining has economic value to multi-regional areas, but also has the ability to degrade natural resources. Any new mines need to have a permit granted by the WDNR, which includes a reclamation plan. Wisconsin State Administrative Code 135 gave authority of mining to the counties. Sheboygan County has enacted a non-metallic mining reclamation program within the guidelines of Chapter NR 135. Nevertheless, this program will not improve sites that have discontinued mining operations prior to December 1, 2000.

The reclamation plan is a detailed technical document designed to meet the goals that will lead to successful reclamation and will help reduce the negative effects to the environment once the mine is abandoned. The plan has minimum standards that must be met before acceptance. The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors.” Restoration is defined as “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use.” Figure 2.16 shows that potential gravel source areas in the Town of Rhine, the currently active mining sites, and older, inactive sites. *There are a significant number of potential gravel sources inside and surrounding the Village, but there are no sites within the Village..*

Sand, gravel, and crushed stone are needed for sub-base materials for road construction as well as a major component in concrete for foundations, basement walls, sidewalks, etc. As the region undergoes further growth and development, there will be greater demands for sand, gravel, and crushed stone. Even though sand, gravel, and crushed stone are ubiquitous, some deposits are of far better quality than other deposits. Gravel and crushed stone deposits with low chert content are best suited for concrete. Gravel deposits with low percentages of foliated metamorphic rock, gabbro, and basalt fragments are best suited for sub-base material and concrete. Outwash plains, kames, eskers, dunes, point bars, and stream channels are the best sources for better quality sand and gravel.

HISTORIC AND ARCHAEOLOGICAL RESOURCES

When the first European settlers came to the area, there were approximately 1,000 Native Americans living in the county, composed mainly of the Pottawatomi, Chippewa, Ottawa, Winnebago and Menominee tribes. Their villages and camps were clustered on the bank or shore of practically every lake or stream, with the largest villages situated along the shore of Lake Michigan. They left behind archaeological resources, some of which we have uncovered. The state historical society, and other organizations interested in preservation have created inventories for these places and sites. Due to the sensitive nature of archaeological resources, an exact location or a map of these sites is not shown. The reason the state does not identify the sites in greater detail is to protect the resource; this is why there is only a listing of the sites with the section number the site is located in.

Figure 2.17: Cultural & Archaeological Resources Inventory for Elkhart Lake

Site # / Burial Code	Site Name/ Type	Cultural Study Unit	Section #
SB-0018	McGovern Mounds 1.Mound(s)-Conical 2.Mound(s) -Other/Unk 3. Cemetery/burial	1. Unknown	19
SB-0021	Kraemer 1. Workshop 2. Campsite/village	1. Unknown	19
SB-0133	Kraemer Cache 1. Cache/pit/hearth	1. Unknown Prehistoric	19
SB-0134	Kraemer Mound 1.Mound(s)- Conical 2. Cemetery/burial	1. Unknown Prehistoric	19
SB-0135	Unnamed Site 1.Cemetery/burial	1. Unknown	19
SB-0136	Unnamed Site 1.Cemetery/village	1. Unknown	19
SB-0022	Elkhart Lake Campsite (1914) 1. Campsite/village	1. Unknown	30
SB-0140	Menomini Campsite 1. Campsite/village	1. Historic Indian	30
SB-0141	Unnamed Site 1. Other	1. Historic Indian	30
BSB-0051	Elkhart Lake Cemetery		21
SB-0222	Strawberry Farms I 1. Campsite/village	1. Late Archaic 2. Late Paleo-Indian	30
SB-0220	Camp Brosius 1. Campsite/village	1. Unknown Prehistoric	30
SB 0221	Camp Brosius II 1. Campsite/village	1. Late Archaic	30

Figure 2.18: National Register of Historic Places

Reference #	Location	Historic Name	Historic Function	Period of Significance	Resource Type	National Register Date
06000053	County Highways J, JP, P, A, and Lake Street	Elkhart Lake Road Race Circuits	Transportation	1950-1952	Structure	02-17-2006
82001851	754 Elkhart Lake Drive	Villa bon Baumbach (Joe Garton House)	Residence	1875-1899	House	11-30-1982

**Figure 2.19: State of Wisconsin Historical Society Database Results for the Village of Elkhart Lake**

Record #	Location	Current Name	Historic Name	Wall Material	Survey Date	Style or Form	Resource Type	Construction Date	Designer Name	National Register Date
61137	251 Maple St	Elkhart Lake Elementary		Brick	1996	Collegiate Gothic	elementary, middle, jr. high, or high	1926-1939		
82462	754 Elkhart Lake Dr	Joe Garton House	Villa von Baumbach	Clapboard	1997	Other Vernacular	house	1894-1908	Otto Strack	11/30/1982
82463	754 Elkhart Lake Dr			Wood	1982	Astylistic Utilitarian Building	pavillion			
82876	29-4 Elkhart Lake			Clapboard	1977	Gabled Ell	house			
82877	444 N Shore Dr			Clapboard	1977	Queen Anne	house			
82878	181 East St			Clapboard	1977	Queen Anne	house			
82879	171 East St			Cream City Brick	1977	Queen Anne	house			
82880	61 Lake St			Brick	1977	Neoclassical	retail building			
82881	124 Lake St			Clapboard	1977	Queen Anne	house			
82882	194 Lake St			Clapboard	1977	Queen Anne	house			
82883	114 East St			Clapboard	1977	Queen Anne	house			
82884	Garfield St at Corner of Washington St			Clapboard	1977	Queen Anne	house			
82885	91 Rhine St			Asbestos	1977	Boomtown	retail building			
82886	Rhine St			Asbestos	1977	Boomtown	retail building			

CULTURAL RESOURCES

Other cultural features include the following:

Arts

- Depot Museum, Elkhart Lake
- Two Fish Gallery, 244 East Rhine Street, Elkhart Lake



Cemeteries

- Sharpe Family Cemetery in Quit Qui Oc Golf Course

Churches

- Community United Church of Christ- North East Street, Elkhart Lake. Built in 1863, joined with St. John's Evangelical Church (formed in 1886) in 1937.
- St. Thomas Aquinas Catholic Church, formerly St. George Catholic Church, was built in 1896 and completely rebuilt in the 1960s.
- Grace Lutheran Church was built on its current site in 1965.

Cultural Events

- Firemen's Picnic, Elkhart Lake, held weekend of July 4th.
- Old World Christmas Market, Elkhart lake –Held after Thanksgiving over 12 days at the Osthoff Hotel
- Schnee Days, Elkhart Lake-German celebration of winter. Held first weekend in February.
- Victorian Village Shows- Historic tradition.

Historical Commercial Buildings

- Feed Mill & Shops on Gottfried Street, owned by Steve and Julia Sutcliffe. Remodeled and preserved original feed mill and railroad depot. Includes market, retail gift shop, deli, and coffee shop.
- Gesserts, Lake Street
- Nordic Accents, Lake Street
- Ollie's Antiques & Tavern at Siebkens
- Paddock Club
- Lake Street Café
- National Exchange Bank & Trust



Forests

- Village of Elkhart Lake-Kettle owned by the Village of Elkhart Lake located at the end of West Rhine Street and adjacent to County Road JP.
- Elkhart Lake School Forest and Natural Areas- To the south of Sugar Bush Lane and to the West of Snake Road.

Government Buildings

- Village of Elkhart Lake
 - Civic Center-North Lake Street
 - Fire Department-South Lincoln Street (Hwy 67)
 - Original Library Building-North East Street, Now First Responder's Building
 - Chamber of Commerce Building-Rhine Street
- Other Government
 - Post Office-Rhine Street
 - County Highway Shed-South of Village on State Highway 67

Historical Events/People

- Sharpe Family-Peter Sharpe, original landowner that purchased land from the U.S. Government in the Town of Rhine/Elkhart Lake area
- Joseph Louis Moore- Became the first settler in Elkhart Lake and the Town of Rhine.
- Carl Schwartz- Elkhart Lake's own inventor.
- Matheus Gottfried built Villa Gottfried on the north side of the lake.

- Cliff Tufte-Road America Founder

Industry/Industrial Sites/Buildings

- Sohn Manufacturing located at 544 Sohn Drive, Elkhart Lake
- Plyco Corporation located at 500 Industrial Drive, Elkhart Lake
- Kees Incorporated located at 400 Industrial Drive, Elkhart Lake
- Sargento located at 305 Pine Street, Elkhart Lake

Libraries

- Elkhart Lake Public Library

Museums

- Elkhart Lake Depot Museum, 104 South East Street, Elkhart Lake. Listed on the Wisconsin Register of Historic Places. Open in summer months

Native Sites

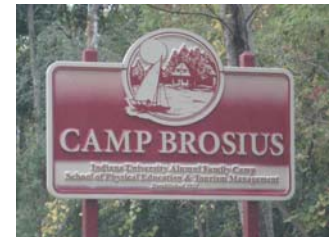
- Camp Brosius, Town of Rhine, south side of Elkhart Lake, Last Indian village in the region for the Menomonee. Includes village and mounds
- Mounds-southeast end of Village of Elkhart Lake

Hotels/Resorts/Condominiums- at one point in time there were six resorts or hotels on the shores of Elkhart Lake.

- The first hotel was built in 1867 by Peter Sharpe. It is now known as Sharpe's Resort and they are individually owned condominiums.
- Siebkens Resort, originally called the Belleview Hotel was built in 1882 by William Schwartz. It was then called the Elm Park Hotel until it was renamed Siebkens Resort in 1945. Siebkens is also in the process of rebuilding their hotel rooms which will be individually owned hotel condominiums.
- The Osthoff, previously known as the Osthoff Resort Hotel and Camp Harand and was originally built in 1885. Camp Harand served as a camp for youths interested in pursuing careers in the entertainment world. Purchased in 1990, the old buildings were removed and in 1994 construction began on the current Osthoff Resort which is individually owned hotel condominiums.
- Victorian Village, previously known as Schwartz Resort Hotel and Barefoot Bay Resort was originally built in 1872, it was rebuilt in 1891 after it was destroyed by fire. It has also been extensively rebuilt in the last ten years and functions as individually owned hotel condominiums..
- Point Elkhart, previously known as Pine Point Resort, was founded in 1879 as a group of cottages. Individually owned condominium units have replaced the cottages.

Parks

- June Vollrath Athletic Park and Hiking Trails-Highway 67 on the northern edge of the Village, Elkhart Lake
- Fireman's Park and Swimming Beach -411 S. Lake Street, Elkhart Lake
- Village Park- Corner of East Rhine Street and North Lake Street, Elkhart Lake
- Lion's Park- Corner of Moraine Drive and Kettleview Court, Elkhart Lake
- Veteran Memorial Park – corner of Chicago and Lincoln Streets (Hwy 67)
- Elkhart Lake-Glenbeulah Public Schools, Lincoln Street (Hwy 67) and Maple Street, Elkhart Lake
- Village Beach, South Lake Street, open to Village residents and those in the Elkhart Lake- Glenbeulah School District.



Railroad Depots

- Old Depot serves as museum and shop.

Road America

- One of North America's longest natural road racing facility. Includes four miles of track on 600 acres of land near Elkhart Lake, WI

Schools

- Elkhart Lake-Glenbeulah Elementary, Middle, and High Schools, Maple Street and State Highway 67.

Refer to two volumes about Sheboygan County History by Carl Zillier 1912 Mead Public Library or one could look at *Looking Back...Recollections and Remembrances: An Anecdotal History of The Village of Elkhart Lake 1984-1994* or Peter Laun's *A Photographic History of Elkhart Lake*.

COMMUNITY DESIGN

Community design addresses the “look” and “feel” of a community. A variety of features contribute to community design, and these are identified below.

Signage

This includes signs that identify businesses; billboards and similar advertising signs; municipal signs; and yard signs. The Village of Elkhart Lake regulates the use of signs in Section 16.90 of its zoning ordinances.

Public Landscaping

The Village of Elkhart Lake has landscaped around its public buildings and has used potted flowers throughout the commercial district of the Village.

Landmarks

Landmarks are well-known reference points, prominent features, or meaningful locations within an area. Care should be taken to preserve landmarks, or enhance them, as necessary, if public opinion is supportive and funds are available. A landmark recently recognized in the Village is the Elkhart Lake Road Race Circuits. This landmark has been given historic significance and there are also signs posted throughout the Village and surrounding area denoting the course. The Village Park and the Village Square are also defining features of the Village.

Highway Entryways

Highway entryways are also known as “front doors” to a community, these are often the first view visitors and residents have of a community upon arrival. Many communities dress up these entryways with special signage, lighting, and landscaping in order to create a favorable impression. The primary entryways are:

1. Highway 67 from the North and South
2. County Road A from the East and South
3. County Road J and P from the West

Currently, there are signs that the Lions Club have put up when you are entering the Village on Highway 67 and when you are entering on A from the East and on A & J from the South. The Village has one sign that is located as you enter the Village from the South on Highway 67. This sign also provides the opportunity for the Village to advertise current events and activities occurring within the Village. The Village may want to investigate its options for enhancing its other entryways.

Districts

Elkhart Lake has a downtown district with restaurants, shops, and other commercial properties. Many of these properties hold historical significance in the Village.

RESOURCES STRATEGY AND RECOMMENDATIONS

The following goals, objectives, and policies will help guide the town in protecting and utilizing the natural resources within the town. The following statements are a compilation of broad and specific statements reflecting many popular attitudes and beliefs of town residents, communities adjacent to the town, and government agencies.

Agricultural, Natural, and Cultural Resources Goals, Objectives, Policies, and Programs

Agricultural Resources:

1) In the interest of ensuring that the area around the Village remains rural in character, the Village will support agriculture and open space preservation in the surrounding towns.

- a. Policy/Program:* Develop guidelines for the consideration of proposed annexations and extra-territorial plats, and implementation of extra-territorial zoning.
- b. Policy/Program:* The Village will strive to accommodate growth in the region by considering proposals from developers to build subdivisions within or adjacent to the Village, to help enable the Towns to remain agricultural, thereby maintaining the rural character of the area surrounding the Village.

Natural Resources

1) To provide a safe, clean and orderly natural environment for the residents of the Village of Elkhart Lake.

- a. Policy/Program:* Identify Village owned open spaces and wetlands.
- b. Policy/Program:* Determine appropriate zoning and environmentally sound uses for these areas.
- c. Policy/Program:* Ensure shoreland and wetland ordinances address all current issues.
- d. Policy/Program:* Enforce the current shoreland and wetland ordinances.
- e. Policy/Program:* Ensure that ordinances are in place and enforced to preserve the natural beauty created by the views of the lake, trees and Kettle Moraine landscape.
- f. Policy/Program:* Ensure development adjacent to the lake, streams and wetlands is done in an environmentally sound way.

2) The Village of Elkhart Lake will encourage cooperation with other government entities and associations in protecting area lakes, rivers, streams and ground water.

- a. *Policy/Program:* Establish a process and standards to ensure that ground water quantity and quality are efficiently monitored, managed and conserved in cooperation with surrounding communities
- b. *Policy/Program:* Monitor, test, revise and enact ordinances as necessary to protect and maintain the continued quality of lake water and beaches in cooperation with the Town of Rhine.
- c. *Policy/Program:* Encourage and support the use of vegetative buffers along the lakeshore, streams and tributaries by developing a public information packet.
- d. *Policy/Program:* Encourage erosion control and stormwater management in cooperation with surrounding communities in order to maintain a healthy environment and natural areas.
- e. *Policy/Program:* Maintain the Village sewer system and continue to work with Sheboygan County to ensure that all septic systems are in good working order.

3) The Village of Elkhart Lake will strive to provide safe and quality usage of Elkhart Lake.

- a. *Policy/Program:* Review, update and enforce common lake usage and safety regulations with the Town of Rhine to ensure safety on the lake.
- b. *Policy/Program:* Cooperate with the Town of Rhine to monitor recreational watercraft density.
- c. *Policy/Program:* Protect the health and safety of the lake by continuing the Sunday motor boat ban and the no-wake rules and hours.

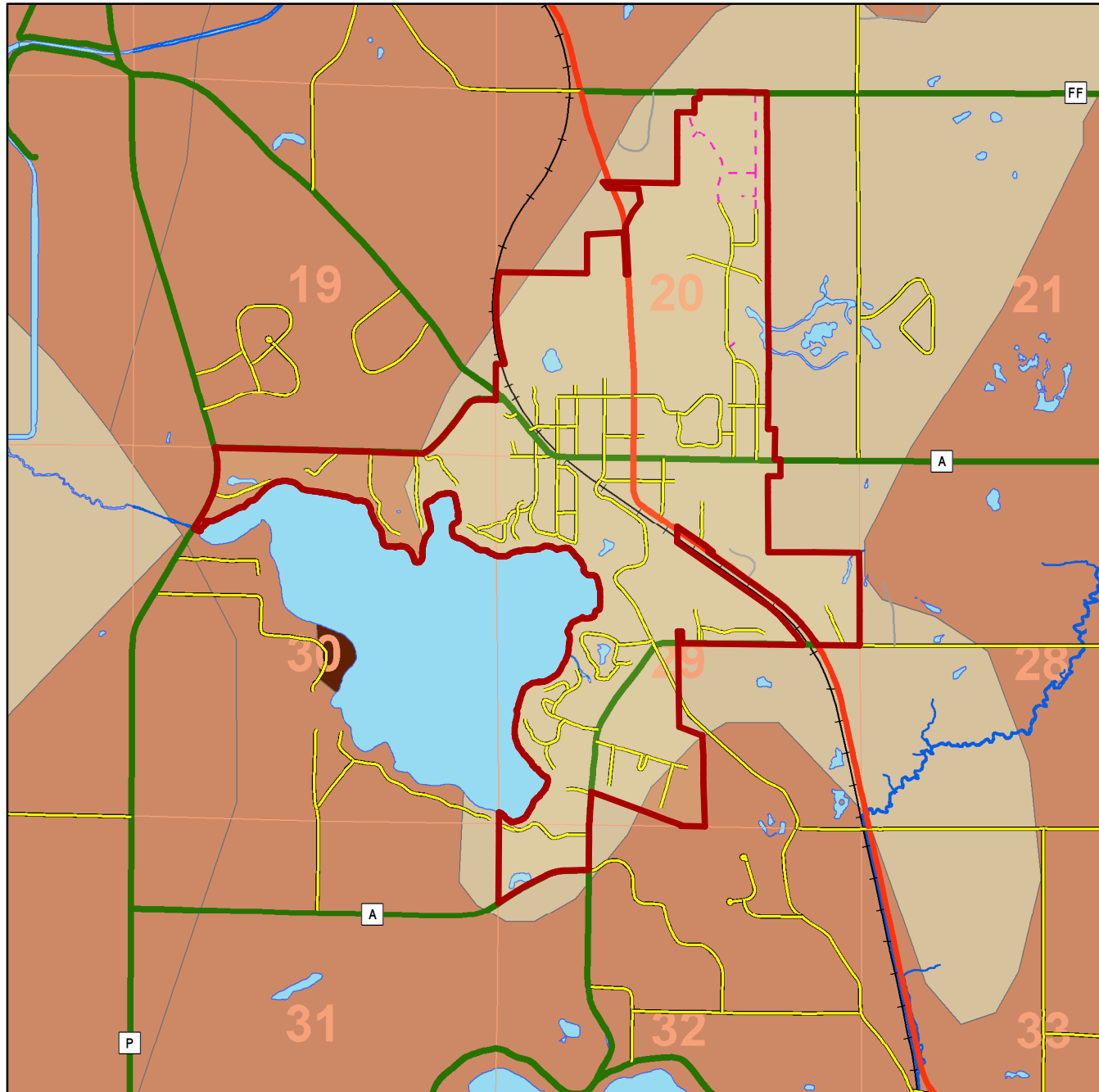
4) Current Village parks will be protected and future park opportunities will be explored.

- a. *Policy/Program:* Participate in Sheboygan County's *Outdoor and Recreation and Open Space Plan* to be eligible for possible funding opportunities.
- b. *Policy/Program:* Continue to work with private benefactors and developers to provide park land and necessary maintenance.

Cultural Resources**1) The Village of Elkhart Lake will promote its heritage and protect historical areas within the Village.**

- a. *Policy/Program:* Gather and maintain information on the historic, cultural, and archaeological sites within the Village.
- b. *Policy/Program:* The Village will encourage development of informational/educational programs to increase awareness of the Village's historical and cultural heritage.

Figure 2.4
Pleistocene Geology
Village of Elkhart Lake
 Sheboygan County, WI



Legend

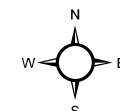
- Village of Elkhart Lake
- Outwash Sand & Gravel
- Ice Contact Sand & Gravel
- Lake
- Lake Silt & Clay
- Clayey Till
- Sandy Loamy Till

Roads

- State Highway
- County Road
- Town / Local Road
- Private Road
- Road Platted, Not Built

Planimetric

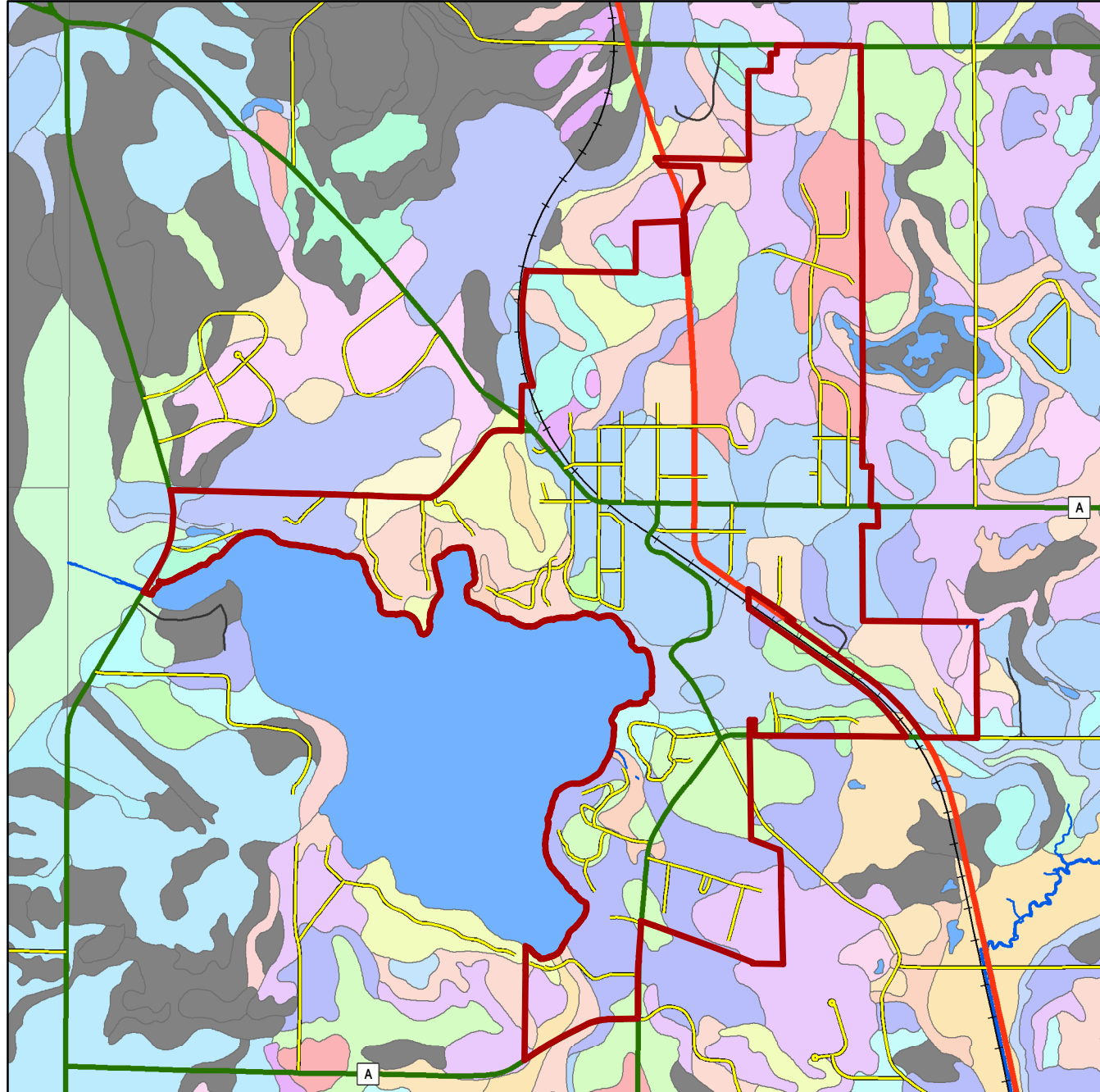
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge



1" equals 2,250'

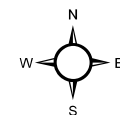


Figure 2.5a
General Soils
Village of Elkhart Lake
 Sheboygan County, WI

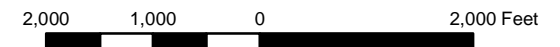


Legend

Village of Elk. Lake	BmC2	Hu
Roads	CeA	KIA
State Hwy	CeB	KuA
County Road	CeC2	MkA
Local Road	CrC	Mo
Private Road	CrD2	Pa
Planimetric	CrE	Sm
Bridges	CrF	SrA
Dams	Cw	SrB
Railroads	Cx	SrC2
Rivers, Streams	FsA	Sw
Road / Bridge	FsB	ThB
Soils	Gg	Water
Ag	HmB2	WbB
Am	HmE	ZuA
All Other Soils	HsC2	ZuB
Ba	HsD2	
BmB	HsE	



1" equals 1,800'

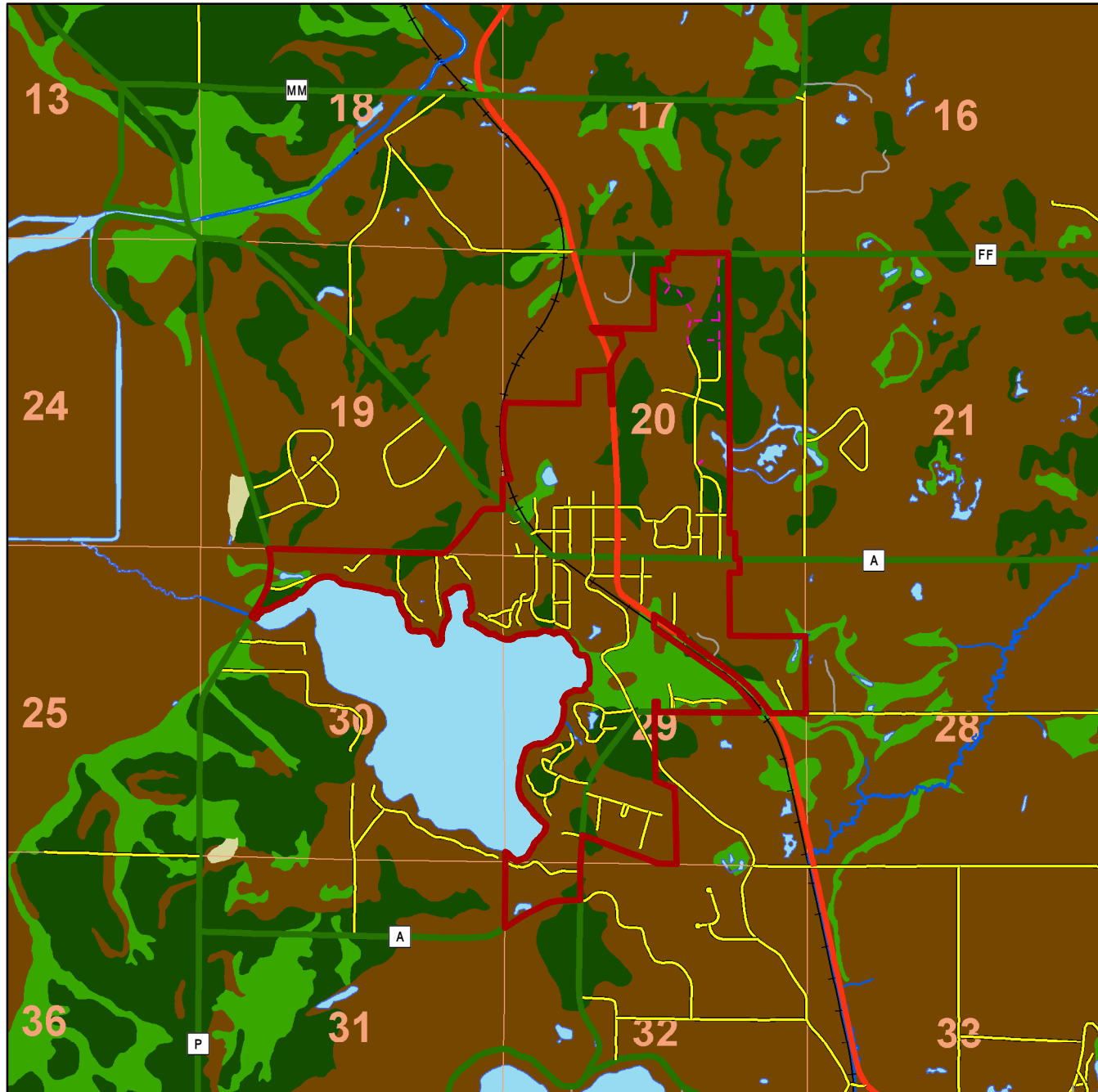


Prepared for the Village of Elkhart Lake by the
 Sheboygan County Planning Department

Figure 2.5b: General Soil Type Symbols & Names

Symbol	Name
Ba	Barry silt loam
BmB	Boyer loamy sand, 2 to 6 percent slopes
BmC2	Boyer loamy sand, 6 to 12 percent slopes
CeA	Casco loam, 0 to 2 percent slopes
CeB	Casco loam, 2 to 6 percent slopes
CeC2	Casco loam, 6 to 12 percent slopes
CrC	Casco-Rodman complex, 6 to 12 percent slopes
CrD2	Casco-Rodman complex, 12 to 20 percent slopes
CrE	Casco-Rodman complex, 20 to 30 percent slopes
CrF	Casco-Rodman complex, 30 to 45 percent slopes
Cw	Colwood silt loam
Cx	Cut and fill land, sandy and gravelly
FaA	Fabius loam, 0 to 3 percent slopes
FsA	Fox silt loam, 0 to 2 percent slopes
FsB	Fox silt loam, 2 to 6 percent slopes
Gg	Granby silt loam, gravelly variant
HmB2	Hochheim silt loam, 12 to 20 percent slopes, eroded
HmE	Hochheim silt loam, 20 to 30 percent slopes
HsC2	Hochheim-Casco-Sission complex, 6 to 12 percent slopes, eroded
HsD2	Hochheim-Casco-Sission complex, 12 to 20 percent slopes, eroded
HsE	Hochheim-Casco-Sission complex, 20 to 30 percent slopes
Hu	Houghton muck
KIA	Kendall silt loam, 0 to 3 percent slopes
KuA	Kibbie silt loam, 0 to 3percent slopes
MkA	Matherton silt loam, 0 to 3 percent slopes
Mo	Montgomery silty clay loam
Pa	Palms muck
Sm	Sebewa silt loam
SrA	Sission very fine sandy loam, 0 to 2 percent slopes
SrB	Sission very fine sandy loam, 2 to 6 percent slopes
SrC2	Sission very fine sandy loam, 6 to 12 percent slopes
ThB	Theresa silt loam, 2 to 6 percent slopes
W	Water
ZuA	Zurich silt loam, 0 to 2 percent slopes
ZuB	Zurich silt loam, 2 to 6 percent slopes

Figure 2.6
Prime Agricultural Soils
Village of Elkhart Lake
 Sheboygan County, WI



Legend

Village of Elkhart Lake

Agricultural Soils

Not Prime Agricultural Soils

All Areas are Prime

Prime Where Drained

Prime Where Protected from Flooding

Prime Where Drained & Protected from Flooding

Roads

State Highway

County Road

Town / Local Road

Private Road

Road Platted, Not Built

Planimetric

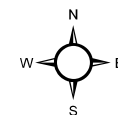
Bridges

Dams

Railroads

Rivers, Streams

Road / Bridge

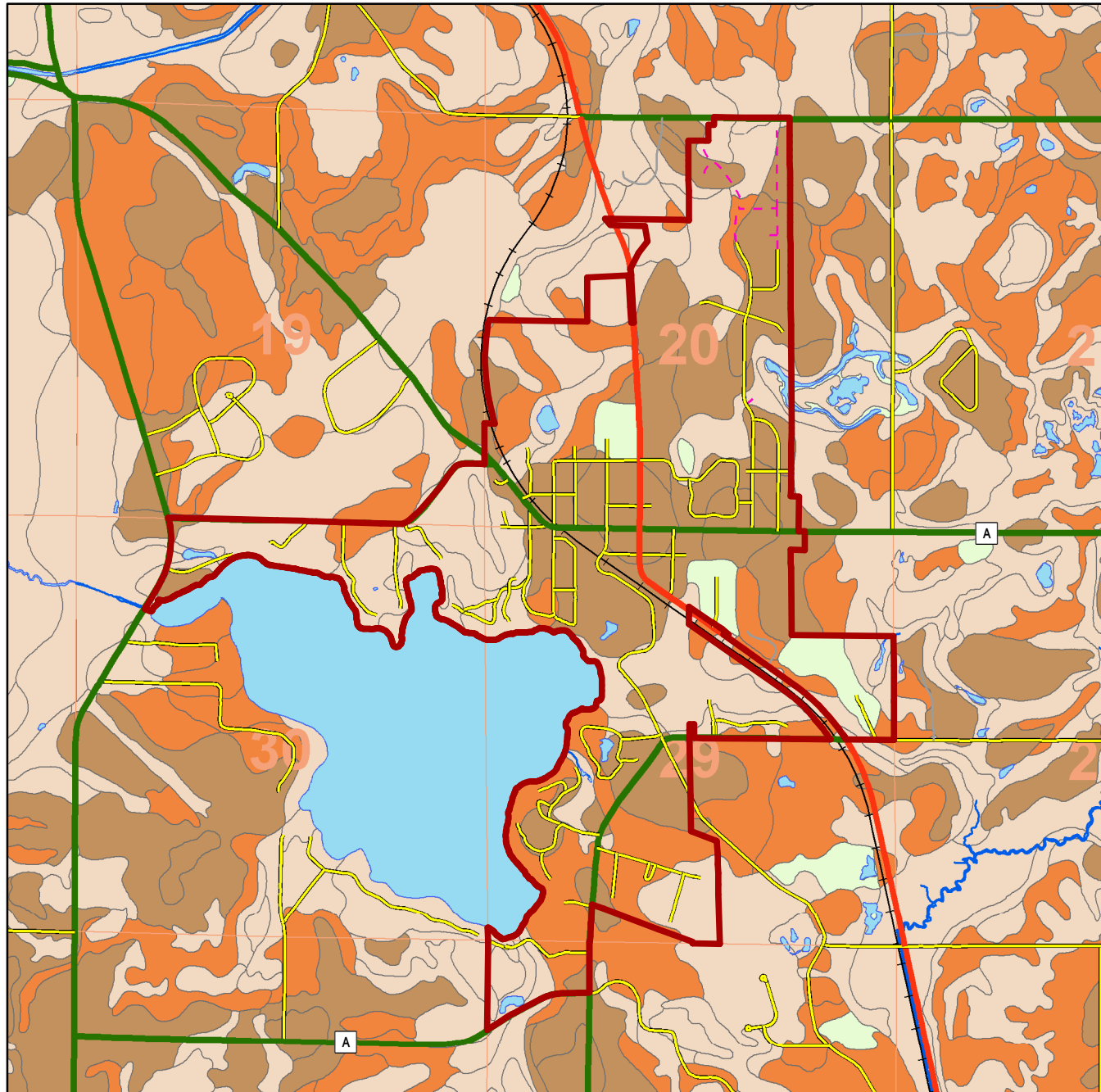


1" equals 2,700'



Prepared for the Village of Elkhart Lake by
 the Sheboygan County Planning Department

Figure 2.7
Soil Limitations for
Dwellings with Basements
Village of Elkhart Lake
 Sheboygan County, WI



Legend

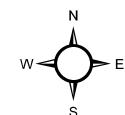
- No Values
- Moderate
- Slight
- Slight-Severe
- Severe
- Village of Elkhart Lake

Roads

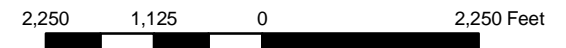
- State Highway
- County Road
- Town / Local Road
- Private Road
- Road Platted, Not Built

Planimetric

- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge

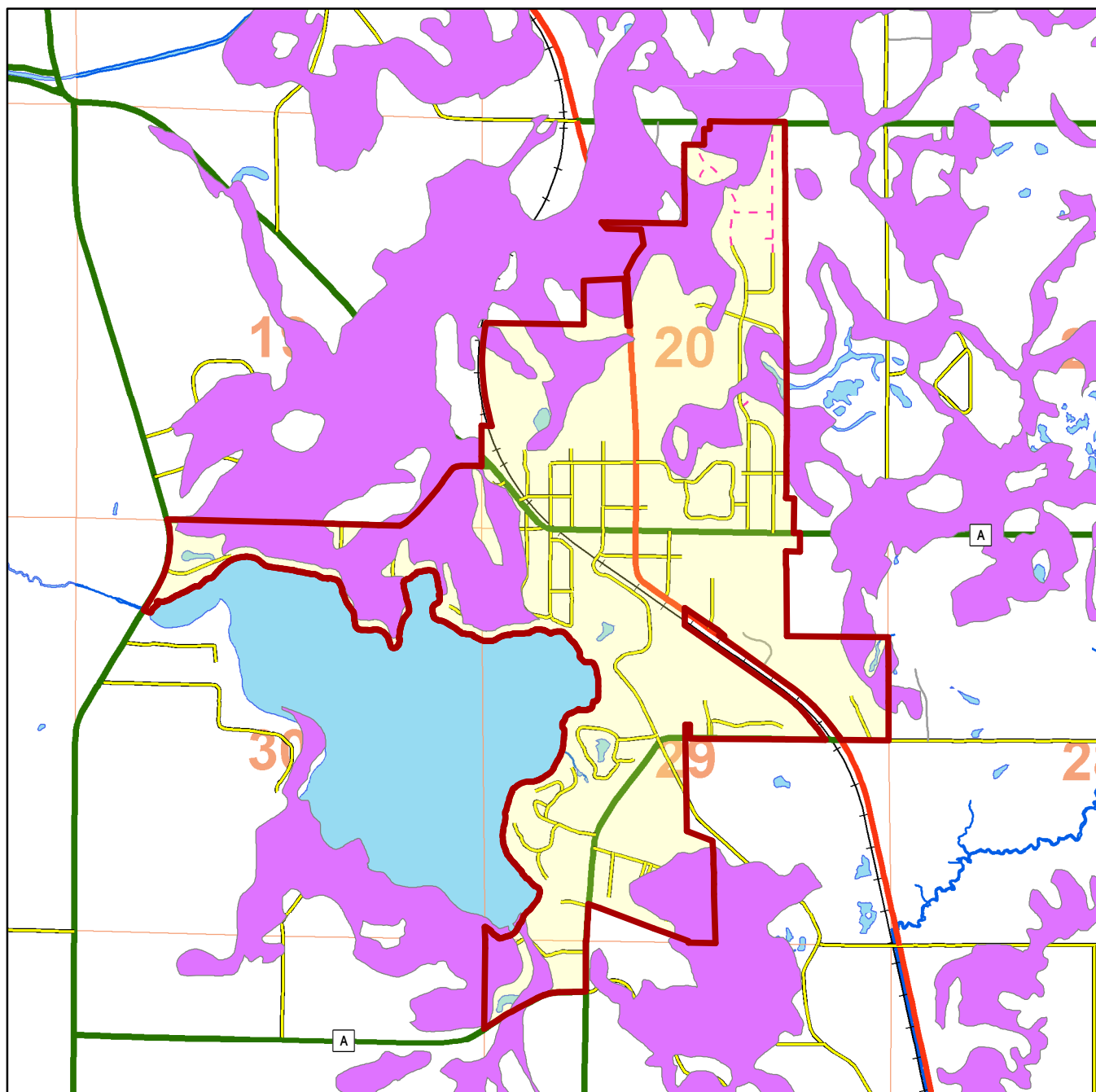


1 " equals 2,000 '



Prepared for the Village of Elkhart Lake by the
 Sheboygan County Planning Department

Figure 2.8
Steep Slope
Village of Elkhart Lake
 Sheboygan County, WI



Legend

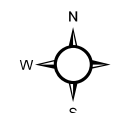
- Areas of 12% or Greater Slope
- Village of Elkhart Lake

Roads

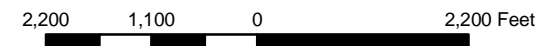
- State Highway
- County Road
- Town / Local Road
- Private Road
- Road Platted, Not Built

Planimetric

- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Lakes

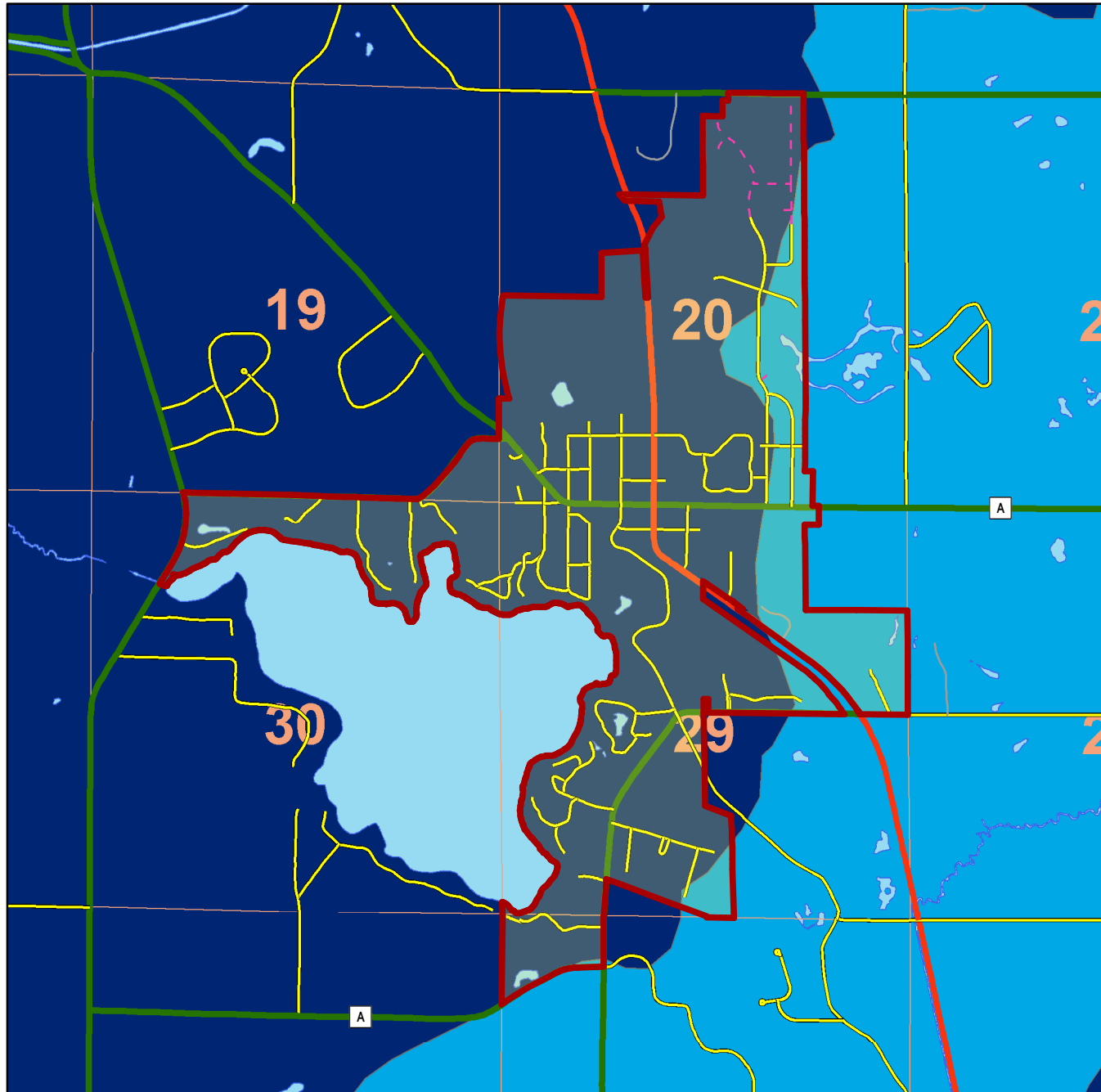


1" equals 2,000'



Prepared for the Village of Elkhart Lake by the
 Sheboygan County Planning Department

Figure 2.9
Watersheds
Village of Elkhart Lake
 Sheboygan County, WI



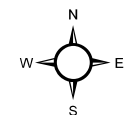
Legend

Watershed Name

- Mullett River
- Sheboygan River
- Village of Elkhart Lake

Roads

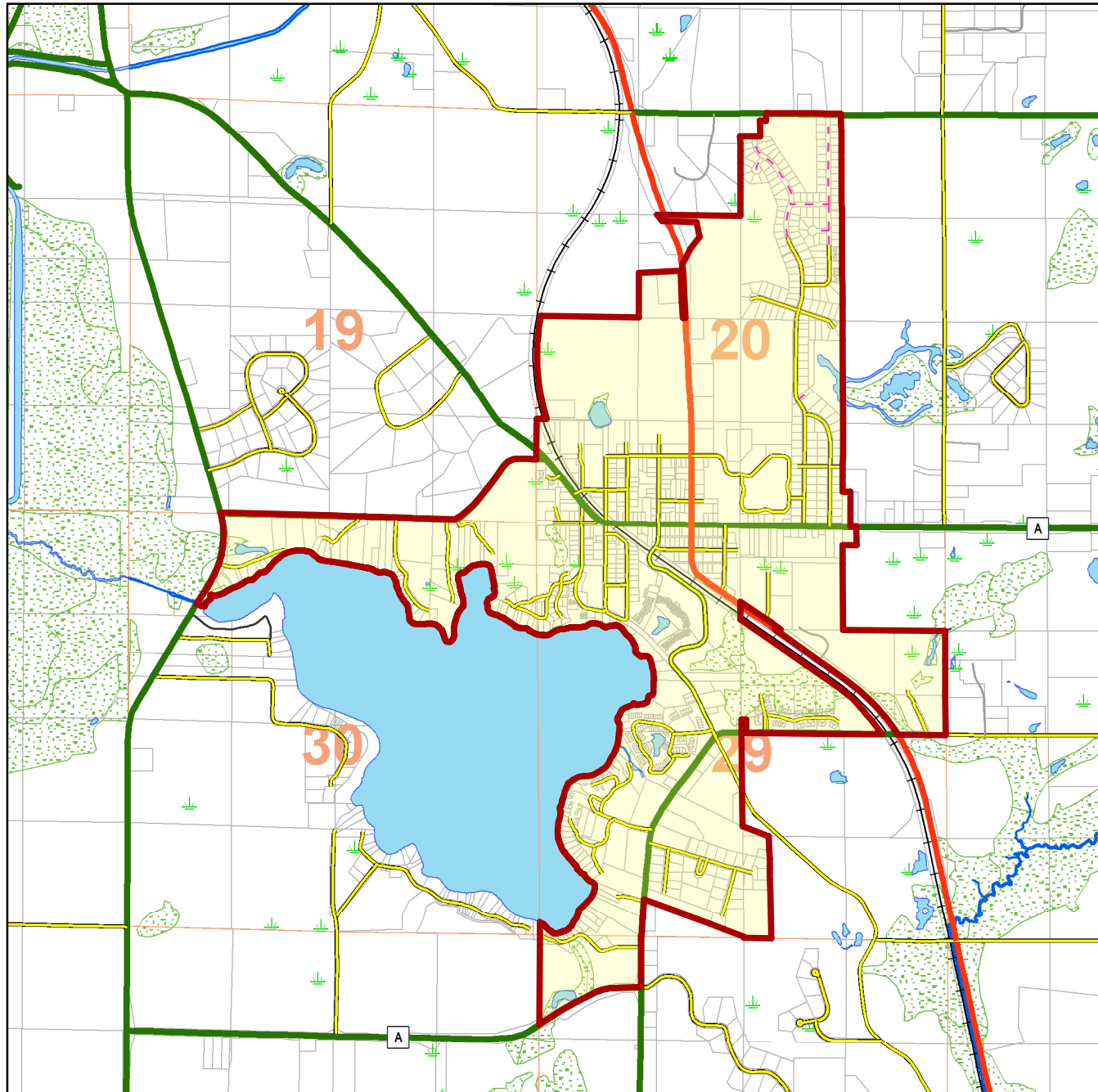
- State Highway
- County Road
- Town / Local Road
- Private Road
- Road Platted, Not Built



1" equals 2,000'

2,200 1,100 0 2,200 Feet

Figure 2.11
Wetlands & Floodplains
Village of Elkhart Lake
 Sheboygan County, WI



Legend

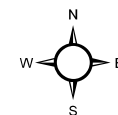
- DNR Wetlands < 2 Ac
- DNR Wetlands
- Approximate 100 Year Floodplain
- Village of Elkhart Lake

Roads

- State Highway
- County Road
- Town / Local Road
- Private Road
- Road Platted, Not Built

Planimetric

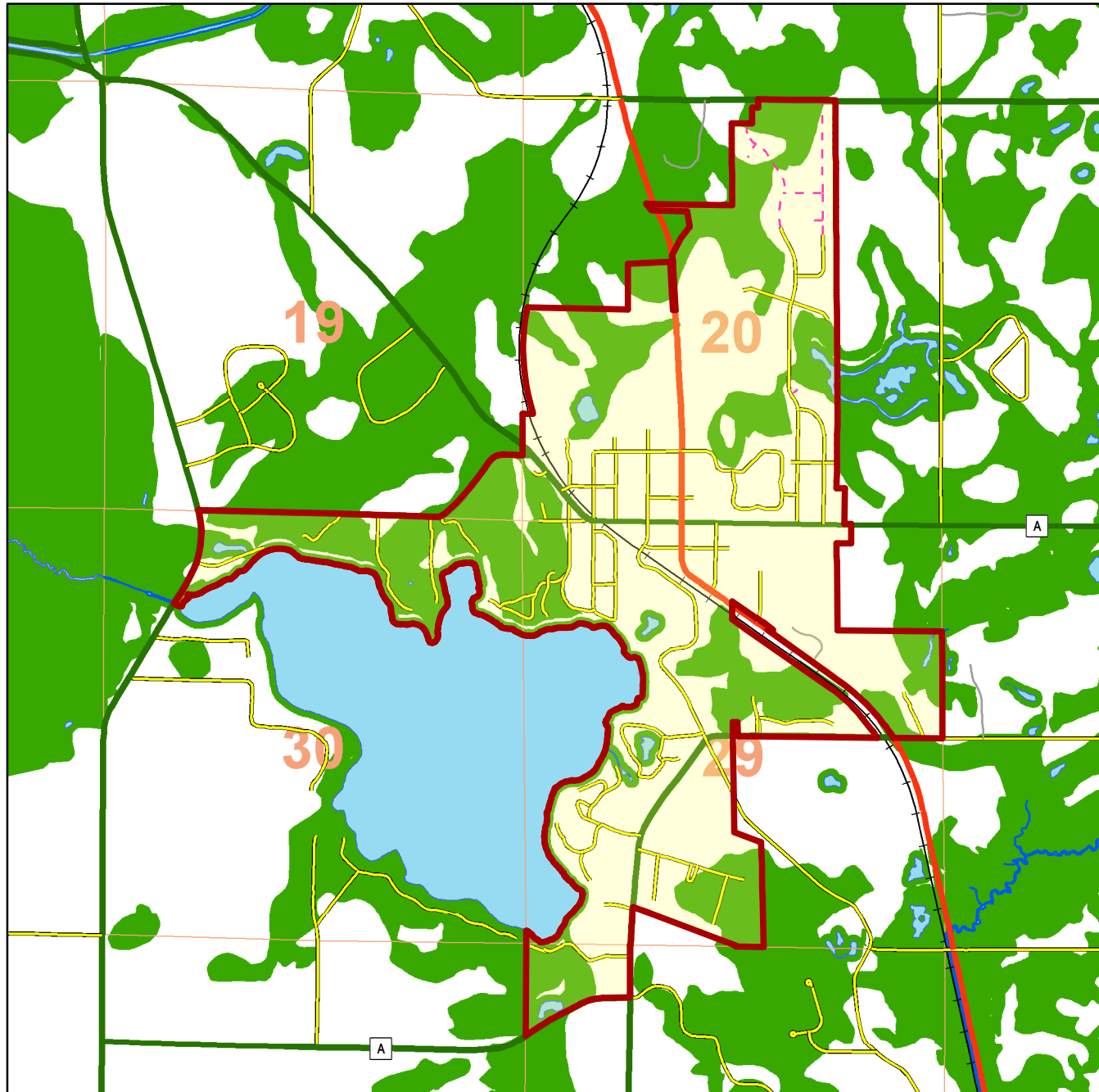
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines



1" equals 2,000'


2,100 1,050 0 2,100 Feet

Figure 2.12
Environmental Corridors
Village of Elkhart Lake
 Sheboygan County, WI




Legend


 Environmental Corridors

 Village of Elkhart Lake

Roads

 State Highway


 County Road


 Town / Local Road

 Private Road

 Road Platted, Not Built

Planimetric

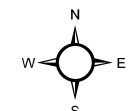
 Bridges

 Dams

 Railroads

 Rivers, Streams

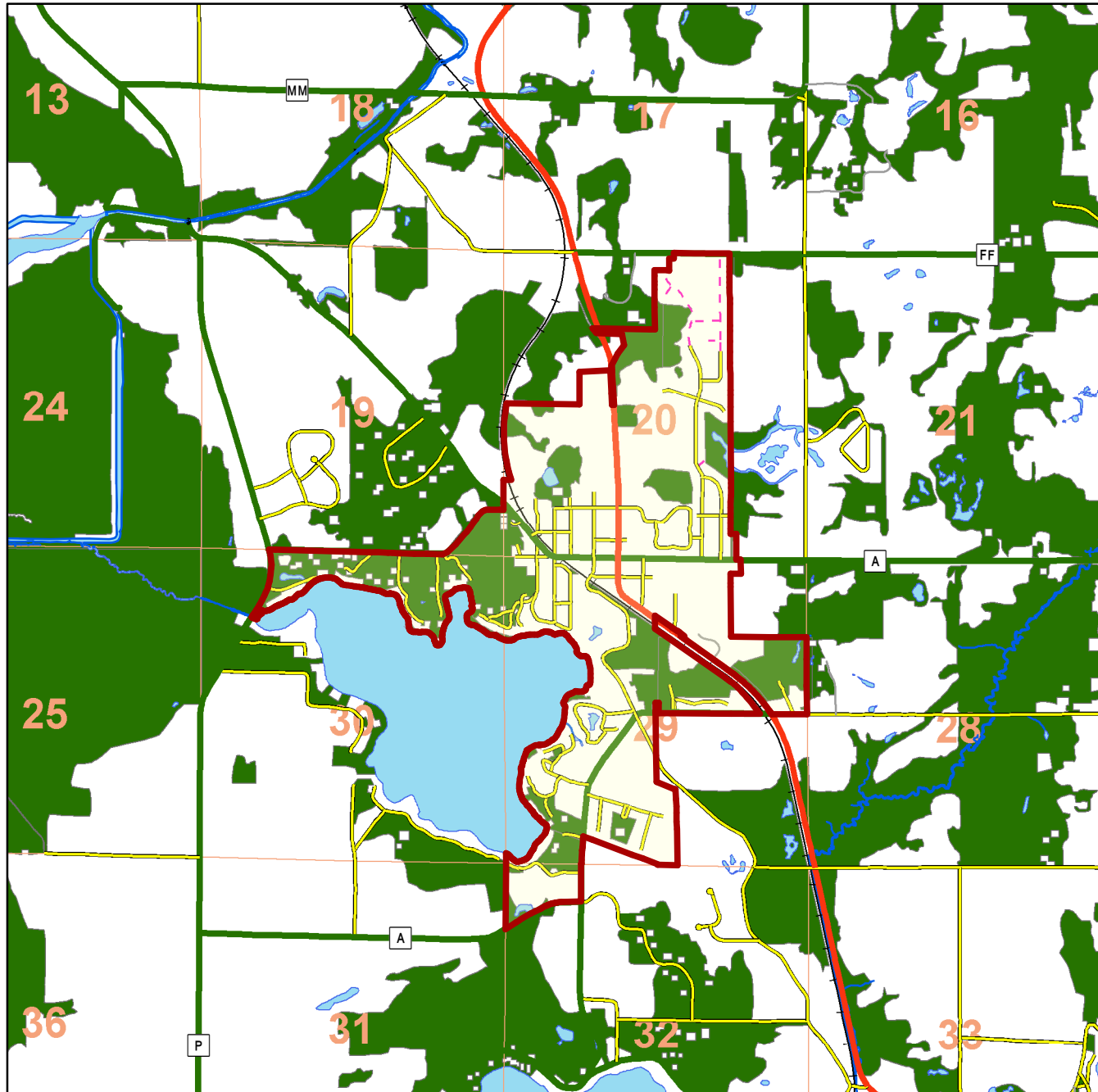
 Road / Bridge



1" equals 1,950'

2,000 1,000 0 2,000 Feet

Figure 2.13
Woodlands
Village of Elkhart Lake
 Sheboygan County, WI



Legend

- Woodlands
- Village of Elkhart Lake

Roads

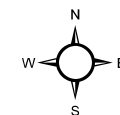
- State Highway
- County Road
- Town / Local Road
- Private Road
- Road Platted, Not Built

Planimetric

- Bridges
- Dams
- +

+

 Railroads
- Rivers, Streams
- Road / Bridge

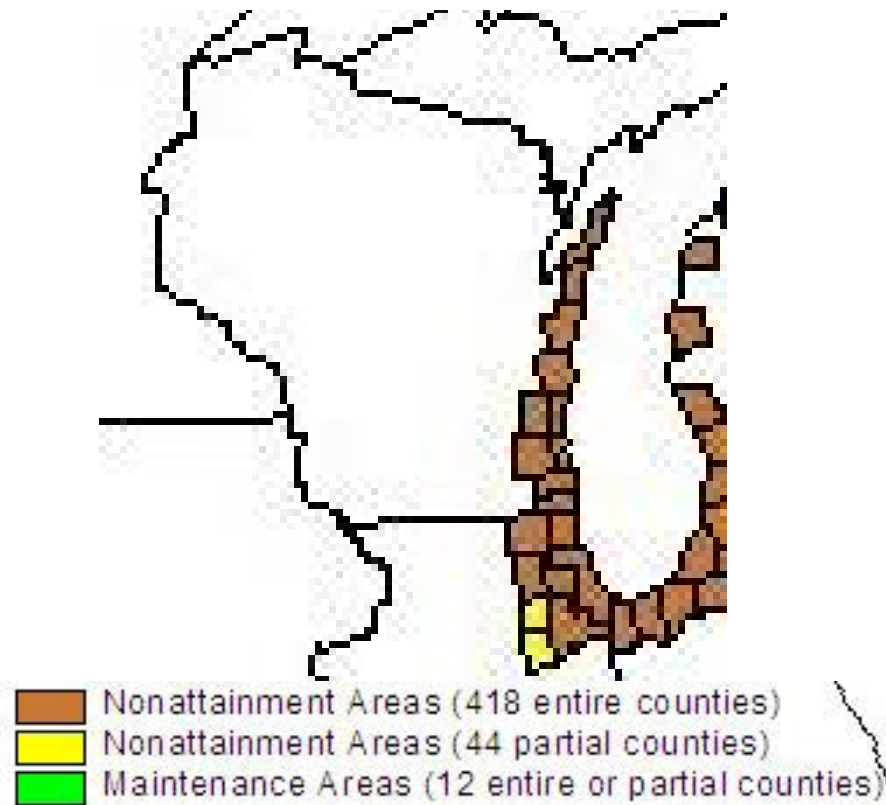


1" equals 2,700'

3,000 1,500 0 3,000 Feet

Prepared for the Village of Elkhart Lake by
 the Sheboygan County Planning Department

**Figure 2.14: Nonattainment and Maintenance Areas
in Wisconsin
8-hour Ozone Standard**




Source: U.S. Environmental Protection Agency, 2007

Figure 2.15
Publicly Owned Lands
Village of Elkhart Lake

Sheboygan County, WI


Legend

 Publicly Owned Lands

 Village of Elkhart Lake

Roads

 State Highway


 County Road

 Town / Local Road

 Private Road

 Road Platted, Not Built

Planimetric

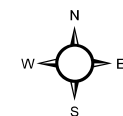
 Bridges

 Dams

 Railroads

 Rivers, Streams

 Road / Bridge



1 " equals 2,000 '

2,200 1,100 0 2,200 Feet

Prepared for the Village of Elkhart Lake by
the Sheboygan County Planning Department

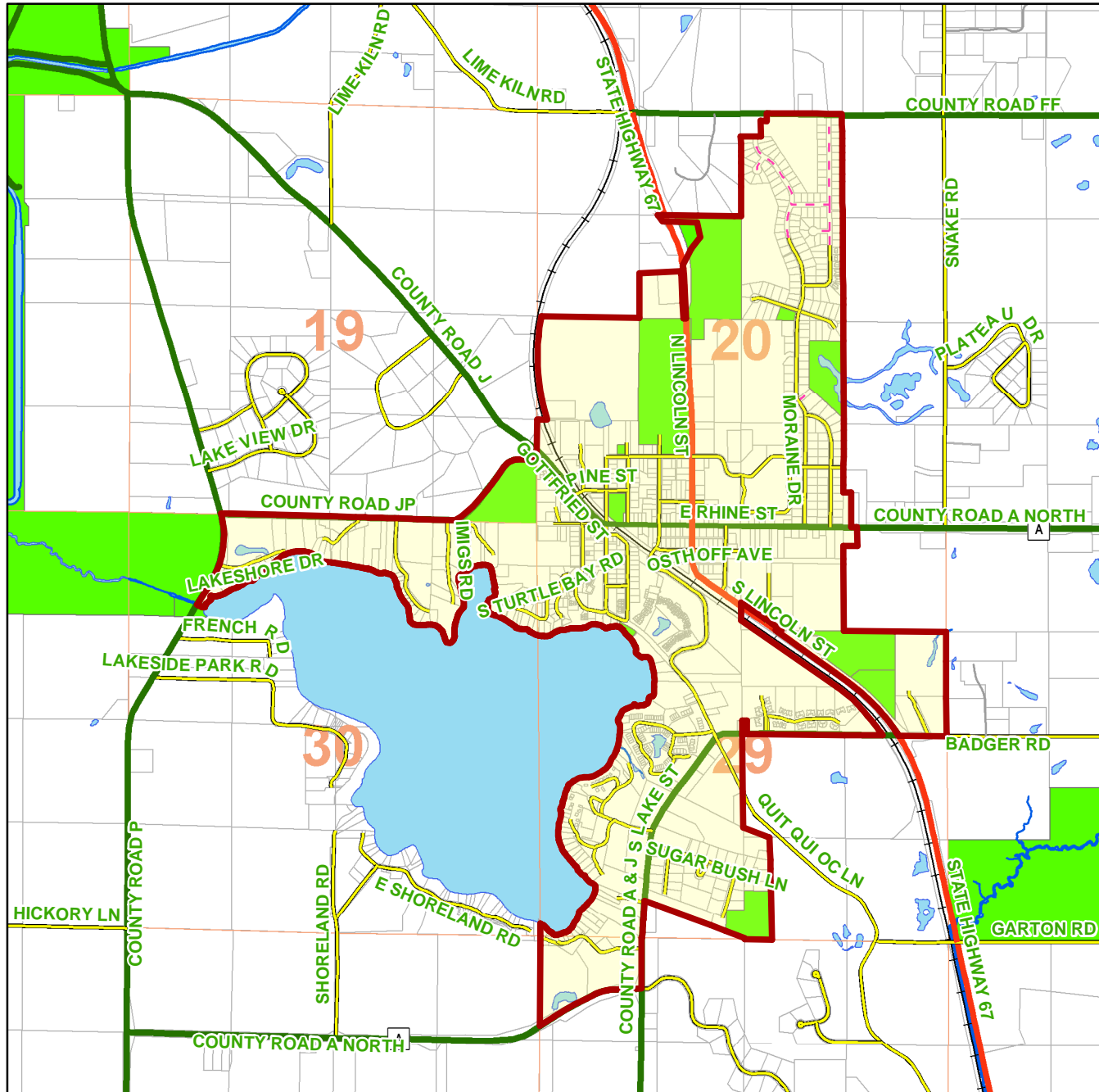
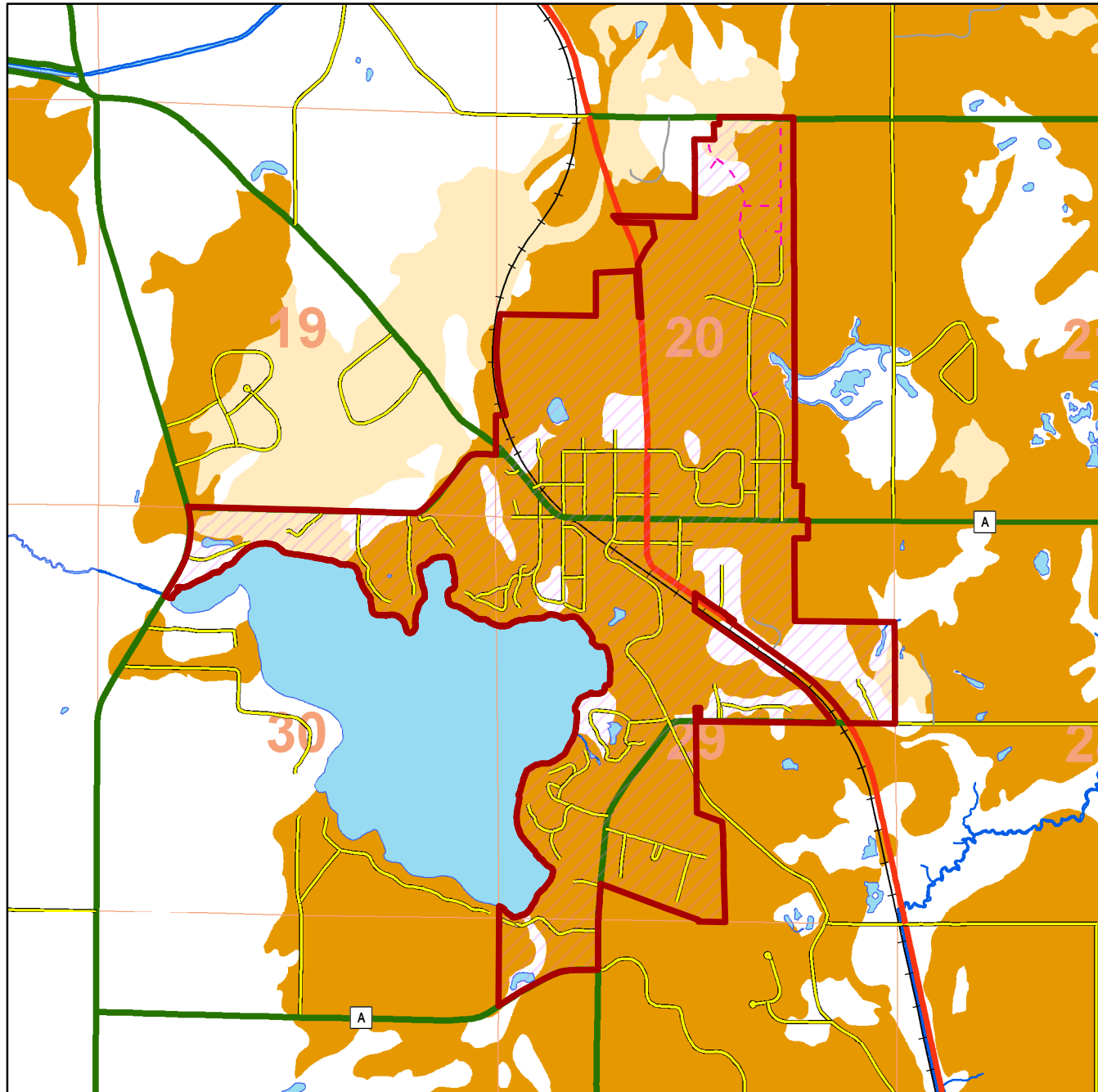


Figure 2.16
Quarries & Potential
Gravel Sources
Village of Elkhart Lake
 Sheboygan County, WI



Legend

- Probable
- Improbable - Probable
- Improbable

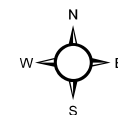
Village of Elkhart Lake

Roads

- State Highway
- County Road
- Town / Local Road
- Private Road
- Road Platted, Not Built

Planimetric

- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge



1 " equals 2,050 '



Prepared for the Village of Elkhart Lake by
 the Sheboygan County Planning Department

CHAPTER 3 – HOUSING AND POPULATION

INTRODUCTION

The purpose for the housing element may not be entirely clear because local governments are not seen as housing developers and builders, even though local governments have a great influence on the housing in their community. Local governments decide what the land use will be, when services will be provided to an area, and sometimes help to finance housing development. The housing chapter includes information about the current housing stock, structural and occupancy characteristics, as well as details on projected housing demand. This section also includes a housing strategy that provides goals, objectives, and policies for future housing development within the Village.



In order to see what housing is needed in the future, the population trends and/or population changes of an area are important. Population characteristics relate directly to the Village's housing, education, community and recreational facility needs, and to its future economic development. It should be noted that over time there are fluctuations in the local and regional population that generally cannot be predicted. These changes may influence the Village's growth and characteristics. This chapter will discuss the status of housing in the Village of Elkhart Lake, identify priority issues, and recommend possible ways to address those issues.

SUMMARY AND IMPLICATIONS

Summary: Population growth in the Village of Elkhart Lake has outpaced the growth of Sheboygan County, Glenbeulah and Kohler. While the Village has seen an increase of about 8 new housing units a year, since 1980 Elkhart Lake's growth has declined.

The Village of Elkhart Lake is growing faster than the Wisconsin Department of Administration has projected. Elkhart Lake's estimated population in 2005 was higher than the projected population for the Village in 2010. If the population increases at a faster rate than projected, a need for more housing units may occur.

Overall, the age of housing in Elkhart Lake is older than other villages in Sheboygan County. A few properties are in need of some rehabilitation, but the overall housing stock appears to be in good shape. The Village seems to be one of a few small communities that has a growing population of older residents.

Implications: Though the Village's housing stock is in good condition, over 60 percent of the homes are older than 35 years. Care must be taken not to let these aging homes deteriorate. In Elkhart Lake, the cost of a home and its median value are higher than the other villages in the county; its also higher than the Lake Country communities' average. Because of the price and value of the homes, it may be more difficult for residents to absorb property tax increases. With an aging population, housing that takes into consideration the needs of older residents will be important.

POPULATION CHARACTERISTICS

Historical Population Levels

Figure 3.1 displays the growth in population the Village of Elkhart Lake has experienced since 1940. Elkhart Lake easily outpaced growth rates of the Villages of Glenbeulah and Kohler, but experienced slower growth than the Village of Howards Grove. The Village of Elkhart Lake experienced greater growth than Sheboygan County as a whole. From 1980 to 1990, Elkhart Lake saw its population decrease, but it rebounded from 1990 to 2000. In the last decade, Elkhart Lake's growth has been slower than the Village of Howards Grove and Kohler, and also slower than Sheboygan County as a whole.

Figure 3.1: Historic Population Levels, Elkhart Lake & Selected

Year	Village of Elkhart Lake	Village of Glenbeulah	Village of Howards Grove	Village of Kohler	Sheboygan County
1940	571	357	~	1789	71,235
1950	587	384	~	1716	76,221
1960	651	428	~	1524	80,631
1970	787	496	998	1738	96,660
1980	1054	423	1838	1651	100,935
1990	1019	386	2329	1817	103,877
2000	1021	378	2792	1926	112,656
Growth 1940-2000	79%	6%	180%*	8%	58%

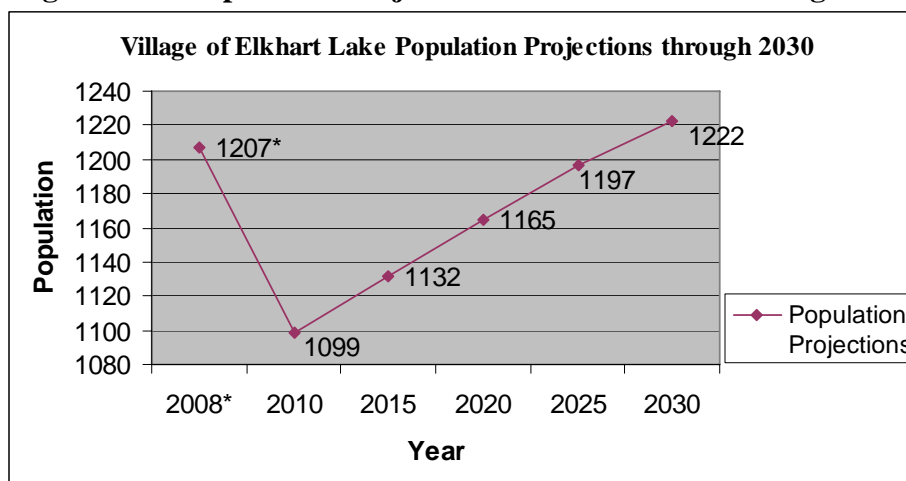
*Howards Groves growth rate was only from 1970-2000.

Source: U.S. Census Bureau

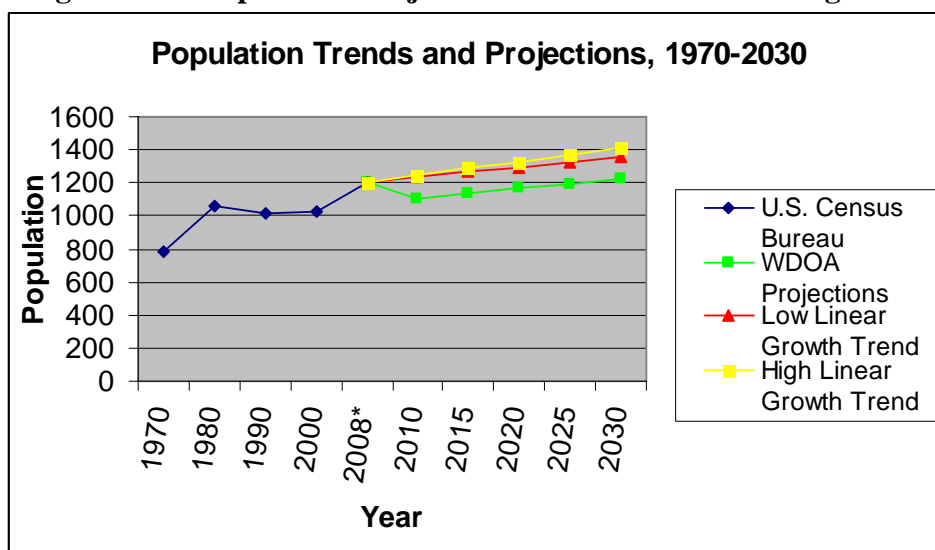
Population Trends

Based on historical trends, the Wisconsin Department of Administration (WDOA) projects the Village of Elkhart Lake's population to increase moderately over the next twenty years. Elkhart Lake may have faster population growth than the WDOA projects because the Village's estimated population for 2005 already surpasses the projected population for 2010 and is near the projected population for 2015. The population trends will become clearer when the 2010 Census is completed.

Figure 3.2a: Population Projections of Elkhart Lake through 2030



Source: Wisconsin Department of Administration * 2008 is the WDOA estimated population

Figure 3.2b: Population Projections of Elkhart Lake through 2030

Source: Wisconsin Department of Administration and Sheboygan County Planning

The 2008 WDOA Demographic Services Center prepared baseline population projections to the year 2030 for the Village of Elkhart Lake. The projections utilize a formula that calculates the annual population change over the three varying time spans. From this formula, the WDOA projects a gradual increase.

Seasonal Population

The estimated seasonal population was found by multiplying the number of seasonal housing units in Elkhart Lake according to the U.S. Census Bureau by the average number of persons per household in Elkhart Lake (2.28). In 2000, Elkhart Lake had 149 seasonal housing units, creating an estimated seasonal population of 340 persons, which is approximately 33 percent of the Village's year-round population. The number is low because seasonal housing units should include the condominiums at The Osthoff and Point Elkhart which are time-shared or have shared ownership. The Osthoff has over 200 condominiums by itself, which means 149 seasonal housing units is a low estimate for the Village's seasonal housing units. For comparison's sake, the seasonal population for the Town of Greenbush was 17; Town of Russell was 9; Village of Glenbeulah was 7; Village of Random Lake was 51; and the Town of Rhine was 290. The Town of Rhine has a large seasonal population as well because of Crystal and Elkhart Lakes being in its boundaries. Seasonal population is important in Elkhart Lake because of the many seasonal/vacation properties that are on the lake.

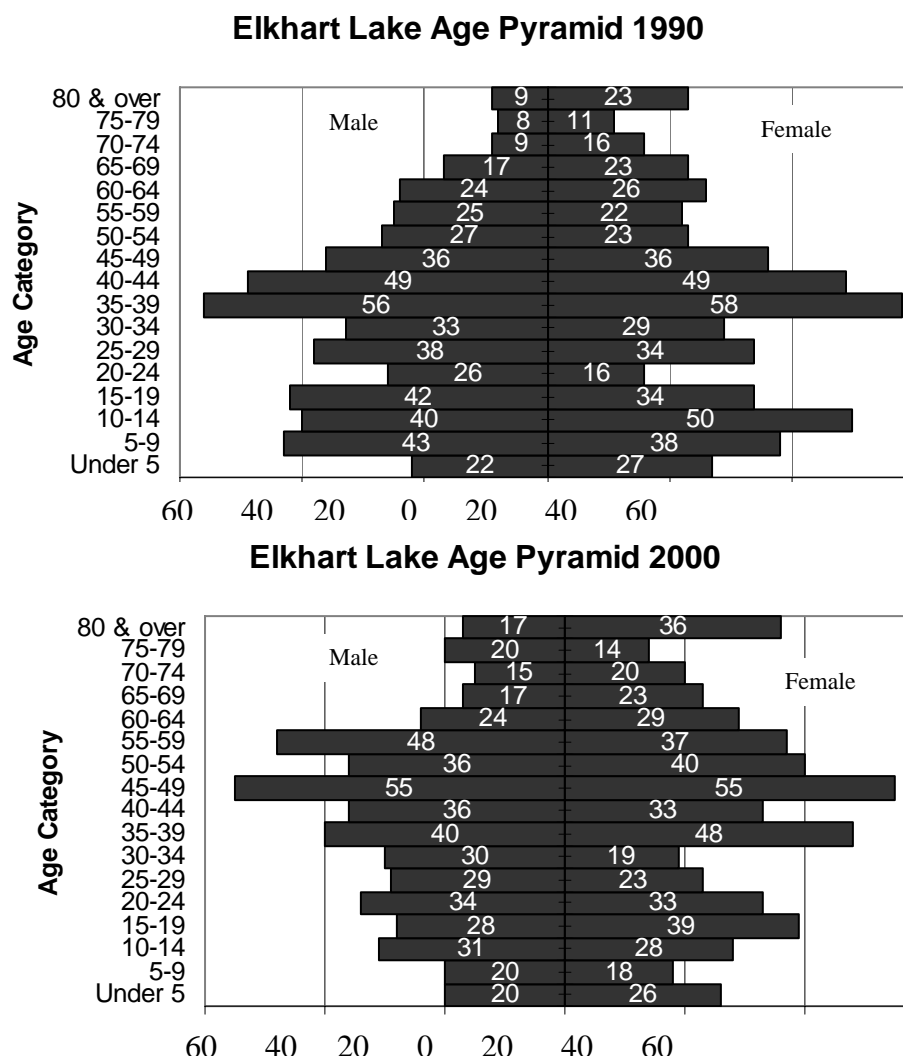


Decade Population Pyramids

Figure 3.3 represents the distribution of age and gender from 1990 to 2000 for the Village of Elkhart Lake. Because Elkhart Lake's total population only increased .2% during the decade, the numbers in the two charts can be compared against each other. When comparing the 1990 chart to the 2000 chart, it is helpful to remember that a particular age group in the 1990 chart shows up 10 years later in the 2000 chart. It appears that Elkhart Lake is losing households with children. In 1990, there were 82 children ages 5-9, but 10 year later these are only 67 children between the

ages of 15-19. It appears Elkhart Lake has a stable population of people between the age of 35 and 59.

Figure 3.3: Elkhart Lake Age Pyramids



Source: U.S. Census Bureau

School Age, Working Age, and Retirement Age Groups

The majority of Elkhart Lake's population is in the working age range (See Figure 3.4). Approximately 68.5% of the Village's population is between 16 and 64 compared to 63.6% of all of Sheboygan County. Sheboygan County, as a whole, has a much larger percentage of the population in the school age range. Elkhart Lake has only 13.5% of its residents falling in the school ages; whereas, Sheboygan County has 19.2% of its population in that range. Elkhart Lake also has a higher population of residents that are 65 and over than the county. With people already retiring to Elkhart Lake and a large working population, Elkhart Lake needs to prepare for the future and have housing available as more people retire to the Village.

Figure 3.4: Population by Age Groups and Gender 2000, Village of Elkhart Lake & Sheboygan County

Age Groups	Elkhart Lake Total	Elkhart Lake Male	Elkhart Lake Female	Elkhart Lake Percent	Sheboygan County Percent
School Age					
5-11	63	30	33	6.2	10.0
12-14	34	21	13	3.3	4.5
15-17	41	19	22	4.0	4.7
Working & Voting Age					
16+	861	419	442	84.3	77.6
16-64	699	350	349	68.5	63.6
18+	837	410	427	82.0	74.5
18-64	675	341	334	66.1	60.5
Retirement Age					
65+	162	69	93	15.9	14.0
Total Population	1,021	500	521		112,646

Source: U.S. Census Bureau

Median Age

As seen in Figure 3.5, the median age of Elkhart Lake residents has risen from 29.8 to 43.3 in two decades. This trend appears to be following the overall county as having an aging population, but Elkhart Lake's median age has risen the most in the last two decades out of all the communities. Elkhart Lake has the highest median age of all the communities shown. This trend indicates that the Village has an increasing percentage of elderly residents. This aging trend is countywide and is perhaps influenced by the aging of the "baby boomer" generation.

Figure 3.5 Median Age 1980-2000, Elkhart Lake & Selected Areas

Geographic Area	1980	1990	2000
Elkhart Lake	29.8	36.6	43.3
Glenbeulah	27.8	30.7	36.9
Howards Grove	27.5	31.9	36.2
Kohler	34.6	35.8	39.8
Sheboygan County	30.3	33.8	36.8

Source: U.S. Census Bureau

HOUSING INVENTORY

Total Housing Unit Levels by Decade

Figure 3.6 displays the increase in the total number of housing units the Village of Elkhart Lake has experienced in 1980-2000. Elkhart Lake is experiencing a faster growth rate of housing units than most of the nearby communities. The Village of Howards Grove is the only nearby village that is experiencing more growth in housing units than Elkhart Lake over the last two decades. Elkhart Lake's increase in housing units is also outpacing that of Sheboygan County's. This may indicate that either Elkhart Lake is a more appealing community than others for



people looking to build new homes, or it has policies in place that encourage the building of housing units.

The number of new housing units per year averaged 8.6 per year in the 1990's; whereas, the Village of Howards Grove averaged 21 units per year in the same decade. The Village needs to see if the units being built are meeting the goals the Village has for housing units in the future. The Village also needs to see if the units are affordable for all age groups. To gain the growth desired in the Village, the Village needs to look at the policies it has, along with policies of other communities.

Figure 3.6 Total Housing Units 1980-2000, Village of Elkhart Lake & Selected Areas

Area	Year			Percent Change
	1980	1990	2000	1980-2000
Village of Elkhart Lake	402	513	599	49.0%
Village of Glenbeulah	147	144	160	8.8%
Village of Howards Grove	601	813	1022	70.0%
Village of Kohler	569	688	792	39.2%
Sheboygan County	36,716	40,695	45,947	25.1%

Source: U.S. Census Bureau

Housing Permits

A larger number of single-family new home permits have been issued in the last few years, over the previous years (See Figure 3.7). In almost all of the years listed below, there were under 5 permits issued for new multi-family structures, and in most years, there were less than 10 units in these structures. This means that in 1994 there were four new structures built that were going to be multi-family, but these four structures had 127 units. The years which are exceptions to this are 1994, 1995, 2000, 2003, 2004, 2006 and 2007. Three of these years can be accounted for by The Osthoff, which was built in three phases, and Cedar Landing Retirement Community. The multi-family permits issued in 1994, 1995 and 2004 were a result of building each phase of The Osthoff. Some of the building permits in 2006 and 2007 were due to Cedar Landing.



Figure 3.7: Total Housing Permits Issued 1994-2008, Village of Elkhart Lake

Year	Single-Family	Multi-family Structures/Units
1994	1	4/127
1995	1	2/61
1996	1	0
1997	3	2/6
1998	1	0
1999	0	3/6
2000	1	4/14
2001	1	3/6
2002	1	4/8
2003	3	6/12
2004	2	2/50
2005	4	2/5
2006	9	7/14
2007	0	16/32
2008	0	0
Total	28	55/341
Average	1.9	3.7/22.7

Source: Village of Elkhart Lake Records

Historic and Projected Household Size

As shown in Figure 3.8, the average household size in Elkhart Lake, like the other Lake Country communities, has been decreasing and is projected by the WDOA to continue to decline. Elkhart Lake has the smallest projected household size of all the selected communities. The diminishment of Elkhart Lake's household size would be expected because Elkhart Lake has an aging population and many people are retiring to the community, so there would be less children in households, creating a decrease in household size.

The projected population by the WDOA for the Village of Elkhart Lake by the year 2030 is 1,222. The average household size for the Village is projected to be 2.21 in 2030. The number of housing units needed to support the population of 1,222 in 2030, if the household size projections and WDOA population projections are accurate, would be 553. This number is lower than the current number of housing units in the Village because in 2000 the Village had 149 units that were seasonal or recreational units; this number has been increasing. If one would take the current total units and subtract the seasonal units there would be 450 units that are year-round units. This means that to reach the total of 553 units needed in 2030, 103 units would need to be built. This would mean about 5 new units would need to be built each year to meet demand. This is important because it gives a projection on the building rate for the future of Elkhart Lake.

These projections can change with fluctuations in the economy, municipal policies, road construction, and migration. The Village should use these projections to help make decisions on desired outcomes. With proper planning, policies can be implemented that guide development and spur or limit growth to reach a desired outcome. Directing growth along desired courses will result in a strong healthy community with adequate services and facilities.

Figure 3.8: Historic & WDOA Projected Persons per Household*, Elkhart Lake & Selected Areas

Municipality	1990	2000	2010	2015	2020	2025	2030
Elkhart Lake	2.58	2.28	2.28	2.25	2.24	2.22	2.21
Glenbeulah	2.94	2.71	2.41	2.39	2.36	2.34	2.33
Greenbush	3.02	2.91	2.89	2.88	2.86	2.85	2.83
Rhine	2.94	2.71	2.64	2.61	2.59	2.57	2.55
Russell	3.04	2.85	2.78	2.76	2.74	2.70	2.68
Sheboygan County	2.63	2.59	2.44	2.42	2.41	2.39	2.37

Source: U.S. Census Bureau & Wisconsin Department of Administration

*By calculating by Households, it means that group quarters population was excluded from the calculation.

Housing Types-Units in Structure

In 2000, the majority of the housing types in the Village of Elkhart Lake (62.6%) were 1-unit detached. The percent of 1-unit detached structures in Elkhart Lake is similar to the percent of 1-unit detached structures in all of Sheboygan County. A large difference between Elkhart Lake and Sheboygan County is that Elkhart Lake has 14.3% of its units as 1-unit attached; whereas, the county only has 2.8% of its structures this way. Elkhart Lake also has no structures that are mobile homes or structures that have 20 or more units, so does not think the U.S. Census Bureau data from 1990 is accurate. Elkhart Lake has seen a jump in the 2-unit structures from 1990 to 2000, whereas county-wide there was a drop in 2-unit structures. The type of housing that is currently being built in Elkhart Lake in the last decade appears to be 2-unit, and 1-unit attached structures. Elkhart Lake has a large variety in its housing options. This variety includes multi-family structures and condominiums, and includes an assisted living facility. These options all provide affordable housing and attract young residents with entry-level incomes, and also serve the elderly residents with their changing needs and some with limited income levels.

Figure 3.9: Total Units in Structure 1990 & 2000, Elkhart Lake & Sheboygan County***

	Village of Elkhart Lake 1990		Village of Elkhart Lake 2000		Sheboygan County 1990	Sheboygan County 2000
Structure	Units	Percent	Units	Percent	Percent	Percent
1 unit, detached*	343	66.9%	373	62.6%	65.9%	66.5%
1 unit, attached**	56	10.9%	85	14.3%	1.6%	2.8%
2 unit	56	10.9%	88	14.8%	17.1%	14.1%
3 or 4 units	39	7.6%	40	6.7%	4.2%	3.8%
5 to 9 units	7	1.4%	8	1.3%	1.8%	3.2%
10 to 19 units	0	0%	2	.3%	2.8%	2.5%
20 or more units	0	0%	0	0%	3.1%	4.1%
Mobile home, trailer, & other*	12	2.3%	0	0%	3.6%	2.9%

Source: U.S. Census Bureau * Elkhart Lake had one mobile home in 1990, but the other in this category are living structures include things that do not fit into the previous categories such as houseboats, railroad cars, campers, and vans.

*1-Unit, Detached--This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.

**1-Unit, Attached--This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

***Elkhart Lake sees the U.S. Census Bureau data as flawed. This data was from the full survey that is sent to a limited number of households and then extrapolated to the whole village. The Village did not have any mobile homes or trailers in 1990 and the number of structures with 3 or 4 and 5 to 9 is misrepresented. These numbers should be higher, with a minimum of at least 14 structures with 5 to 9 unit structures.

Housing Occupancy and Tenure

According to the 1990 and 2000 U.S. Census, the Village of Elkhart Lake has a much higher vacancy rate than that of Sheboygan County see Figure 3.10. Elkhart Lake's vacancy rate was 27.2% in 2000, which was up from 23.0% in 1990. Vacancy rates are normally the result of homes in the process of transferring ownership. In Elkhart Lake, the vacancy rate also includes seasonal homes.

Elkhart Lake's higher percentage of housing considered seasonal or recreational is undoubtedly due to the presence of the lake. Many people use their home in Elkhart as a vacation home or a get-away. Many people are buying lake property, condominiums and even single-family units for seasonal use, which is why Elkhart has such a high vacancy rate. This percentage may be increasing since some of the homes that were once occupied full time are being sold to owners who are using them seasonally or recreationally. This seasonal use factor also shows in the difference between Elkhart Lake and Sheboygan County in the owner occupied and renter occupied categories.

Once the seasonal homes are factored out, Elkhart Lake's vacancy rate for 2000 is at 2.3% which is lower than that of Sheboygan County. If homes are sitting vacant, this often means there are too many homes available compared to market demand. This can affect the price of homes as well as the ability to sell a home. If demand is low, prices tend to fall, which can have an adverse affect on housing values in a community.

Figure 3.10: Housing Occupancy & Tenure 1990 & 2000, Elkhart Lake & Sheboygan County

	Village of Elkhart Lake 1990		Village of Elkhart Lake 2000		Sheboygan County 1990	Sheboygan County 2000
Units	Number	Percent	Number	Percent	Percent	Percent
Occupied	395	77.0%	436	72.8%	94.8%	94.8%
Owner	305	59.5%	332	55.4%	70.3%	71.4%
Renter	90	17.5%	104	17.4%	29.7%	28.6%
Vacant	118	23.0%	163	27.2%	5.2%	5.2%
Seas., Recr.*, Occas. Use Other	104	20.3%	149	24.9%	1.9%	1.7%
Vacancy (subtracting seasonal housing)	14	2.7%	14	2.3%	3.3%	3.5%
TOTALS	513	100%	599	100%		

Source: U.S. Census Bureau

* **For seasonal, recreational, or occasional use.** These are vacant units used or intended for use only in certain seasons, for weekends, or other occasional use throughout the year. Seasonal units include those used for summer or winter sports or recreation, such as beach cottages and hunting cabins. Seasonal units also may include quarters for such workers as herders and loggers. Interval ownership units, sometimes called shared-ownership or time-sharing condominiums, also are included in this category. This means The Osthoff and part of Point Elkhart would be included in this category, which means this number is low because there are over 200 condominiums in The Osthoff alone.

Age of Housing

Looking at Figure 3.11, Elkhart Lake has 370 housing units that were built before 1970, which is about 62% of its total housing stock. When compared to the average for all villages in Sheboygan County (53%) the figure seems a little high. Almost two-thirds of Elkhart Lake's housing units are over 35 years old. Older homes generally require more maintenance and repair than newer homes. Maintaining older homes provides a good source of affordable housing and improves the overall character of a community.

Figure 3.11 Year Structure Built, Elkhart Lake and All Village in Sheboygan County

Year Structure Built	Number of Units in Elkhart Lake	Percentage of Elkhart Lake Housing Stock	Percentage of Housing Stock in all Villages
1990 to 2000	58	9.7%	19.7%
1980 to 1989	44	7.4%	12.1%
1970 to 1979	124	20.8%	15.2%
1960 to 1969	67	11.2%	8.5%
1940 to 1959	72	12.1%	14.8%
1939 or earlier	231	38.8%	29.7%

Source: U.S. Census Bureau

Condition of Housing Stock

Age is often an indicator of the overall condition of the housing stock. Though there are exceptions, it is generally true that older homes are not in as high-quality condition as newer ones. The portion of household income set aside for repairs and maintenance may become a burden for some local homeowners. At the same time, an older housing stock could signal a business opportunity for remodeling and repair contractors. Homeowners may need help in the form of special financing or programs to rehabilitate or refurbish older homes. Businesses and communities can work together to create new programs or take advantage of existing ones which provide free or subsidized financing to support homeowners in maintaining older homes.

Another indicator of the condition of the overall housing stock is the number of substandard housing units in the Village. The units determined to be substandard should not be considered part of the overall housing supply. The definition of substandard can vary from community to community and change over time. Often determining a structure as substandard can be based solely on the age of the structure; however, many older housing units have been remodeled or renovated and should not be considered substandard. The Village of Elkhart Lake will look at substandard units not only by age, but also by condition of unit, and if the unit has plumbing and a kitchen. As of 2000, there were 231 structures (38.8 percent of the total housing units) built prior to 1940, many of which may not be substandard. According to the 2000 Census, every housing unit in the Village contained complete plumbing and kitchen facilities. Units without a complete kitchen or plumbing facility are typically considered substandard and removed from being considered as part of the overall housing stock. The Village of Elkhart Lake therefore, does not have any substandard structures based on these criteria.

In the future, the Village may want to look at adopting a Condition, Desirability, and Use rating system for rating its housing stock.

Household Relationship

Figure 3.12 displays the varying household types and relationships that were found in the Village of Elkhart Lake and Sheboygan County in 2000. The numbers between the Village and the County are very similar. Elkhart Lake had 97.2% of its residents residing in households. Elkhart Lake has a lower percentage of children in households (23.0%) than the entire Sheboygan County (29.9%). The household relationships in Elkhart Lake are typical for this county and the surrounding communities.

Figure 3.12 Household Relationship 2000, Village of Elkhart Lake and Sheboygan County

Units	Village of Elkhart Lake 2000		Sheboygan County 2000	
	Number	Percent	Number	Percent
Total Persons	1,021		112,646	
In Households	992	97.2%	109,080	96.8%
Householder	436	42.7%	43,545	38.7%
Spouse	260	25.5%	25,273	22.4%
Child	235	23.0%	33,625	29.9%
Other Relative	15	1.5%	2,428	2.2%
Non Relative	46	4.5%	2,171	3.7%
In Group Quarters (Census Statistics)*	29	2.8%	3,566	3.2%
Institutionalized	28	2.7%	2,714	2.4%
Non-institutionalized	1	.1%	852	0.8%

Source: U.S. Census Bureau

*The Village of Elkhart Lake would like to point out there is error in all data, so the best available data is used. The Village of Elkhart Lake does not have any of the types of facilities that would enable it to have a population in group quarters. The Village believes that it did not have any population in Group Quarters in 2000. The Village does not have a correctional facility, group detention home, or nursing home within its limits, so it would be impossible to have 28 people in institutionalized group quarters. The U.S. Census Bureau Questionnaire is only sent to 17% of the households in the area, and then the data is extrapolated outwards. This means that if one or two people listed themselves as in group quarters the data then could have been extrapolated to show Elkhart Lake having a group quarters population of 29.

Housing Values

Besides the age and condition of the housing stock, supply and cost determine the overall availability of local housing. According to the 2000 Census, the median value of an owner-occupied home in Elkhart Lake was \$118,400, which exceeded the average values of \$116,820 for county villages (See Figure 3.13). The median value, according to the U.S. Census, is calculated by answers on the long-form of the census questionnaire, which means only about 17% of the population was surveyed. This value is also known as the “price asked for” in vacant units. It was calculated by asking owners what they thought the property (house and lot or condominium unit) would sell for if it were for sale. The median was then taken by choosing the middle amount. There are 50% of the homes below these values in Figure 3.13 and 50% of the Village’s homes are values above \$118,400. The Village also had a median home value that exceeded that of the Lake Country communities. Elkhart Lake had one of the smallest percent changes between 1990 median home value and 2000 median home value (66%). This means that Elkhart’s home values did not increase at the same rate as the other communities in the County. The Town of Russell, which is primarily rural almost had the same percent change in its median home values. In 1990 Elkhart Lake had the third highest median home value of all ten villages in the county, but in 2000 Elkhart Lake had dropped to fourth, with a narrowing gap between many of the other villages. Elkhart needs to look at its policies and see if there is a reason why the values of its homes did not increase at the same rate as the surrounding communities.

Figure 3.13: Median Home Values for Elkhart Lake, Sheboygan County Villages, & Lake Country Communities

Village	1990 Median Home Value	2000 Median Home Value	Percent Change
Adell	\$55,900	\$113,400	103%
Cascade	\$54,500	\$99,100	82%
Cedar Grove	\$58,800	\$117,400	100%
Elkhart Lake*	\$71,200	\$118,400	66%
Glenbeulah*	\$42,300	\$84,500	100%
Howards Grove	\$71,400	\$127,000	78%
Kohler	\$73,700	\$144,400	96%
Oostburg	\$57,300	\$113,200	98%
Random Lake	\$68,200	\$133,200	95%
Waldo	\$51,600	\$100,900	96%
Village Average	\$60,490	\$115,150	90%
Greenbush*	\$62,300	\$133,500	114%
Rhine *	\$76,500	\$149,400	95%
Russell*	\$60,800	\$98,300	62%
Lake Country Average*	\$62,620	\$116,820	87%
County Average	\$59,400	\$106,800	80%

Source: U.S. Census Bureau

Figure 3.14 breaks down the value of owner-occupied housing into cost ranges for Elkhart Lake, and then compares the Village with other villages, the Lake Country communities, and Sheboygan County, as a whole. Figure 3.14 breaks down the home value into ranges, unlike Figure 3.13, which just provides a median home value. This figure also gives the Village an indication of whether it has the right “mix” of housing for different income levels. When compared to Sheboygan County as a whole, and even other villages, Elkhart Lake has a higher percentage of homes above \$300,000. Elkhart Lake also has a higher percentage of homes at \$100,000 to \$149,999 than Sheboygan County. The Lake Country communities and Elkhart Lake have a similar distribution of their cost range, except that Elkhart Lake has few homes in the \$150,000 to \$199,999 range. For the most part, Elkhart’s housing costs are similar to the other villages and that of the Lake Country communities, but the costs are higher than Sheboygan County. These high costs may make it hard for the Village to attract working class families with entry-level incomes. The community needs to decide what its desired outcomes are for the value of homes and create policies to achieve those goals.

Figure 3.14: Owner-Occupied Housing Values* in 2000, Elkhart Lake, Lake Country Communities, and Sheboygan County

Cost Range	Elkhart Lake Percent of All Housing	County Villages Percent of All Housing	Lake Country Percent of All Housing	Sheboygan County Percent of All Housing
Less than \$50,000	0.8%	0.8%	1.1%	2.2%
\$50,000 to \$99,999	28.2%	27.1%	30.5%	42.2%
\$100,000 to \$149,999	44.4%	45.8%	33.7%	34.7%
\$150,000 to \$199,999	10.9%	16.5%	17.4%	12.9%
\$200,000 to \$299,999	6.8%	7.3%	9.4%	5.7%
\$300,000 or more	9.1%	2.5%	7.9%	2.3%

Source: U.S. Census Bureau

* Specified owner-occupied units include only 1-family houses on less than 10 acres without a business or medical office on the property. The data for “specified units” exclude mobile homes, houses with a business or medical office, houses on 10 or more acres, and housing units in multi-unit buildings.

Housing Costs – Rent and Mortgage

Nearly every community suffers from a shortage of affordable housing. Affordable housing, however, is *not* the same as low-income housing. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan.

According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30% of household income for housing (including utilities). The 2000 Census shows the median household income in Elkhart Lake was \$56,538. Assuming a household earned the median income in 2000, the maximum monthly mortgage or rent, plus utilities, an average household could afford for housing was approximately \$1,413.

Rent and Income Comparison

According to the 2000 Census, there were 104 renter-occupied units in Elkhart Lake, and the median gross rent for renter-occupied housing units was \$610 within the Village, which is the highest in the County among the 10 villages and significantly higher than Sheboygan County's median rent of \$496. The steep rent prices also make it more likely that residents are paying more than 30% of their income on housing-related expenses.

Owner Costs and Income Comparison

According to the 2000 Census, the median gross mortgage for owner-occupied housing units was \$987 within Elkhart Lake. The 2000 Census indicates that 43 out of the 170, or 25%, of selected owner-occupied housing units paid 30% or more for monthly owner costs and are considered to be living in non-affordable housing. For owner-occupied units without a mortgage, the median monthly cost was \$394. With many residents paying more than 30% for housing this would seem to indicate that many homeowners in Elkhart Lake have stretched themselves financially in order to obtain the relatively high-end housing found in many areas of the Village.

Subsidized and Special Needs Housing

Within Sheboygan County exists a variety of agencies that help find and develop housing for persons with various physical and mental disabilities or other special needs. The Human Services Departments of the county has information regarding the following agencies: Wisconsin Housing and Economic Development Authority (WHEDA), Lakeshore Community Action Program (Lakeshore CAP), and Housing Management Services. Within the Village, it is expected that assistance with home improvement, rent, and home loans are the greatest needs for residents.

Housing Development Environment

Elkhart Lake's location near Highway 67 and Highway 23, within a half-hour's commute to Sheboygan to the East, Plymouth to the South, or Fond du Lac to the West, is attractive to working-age people. This community is also popular as people age and near retirement age. The Village has a limited number of acres of developable land to accommodate future populations. As the population grows, there may be a need for the Village to develop on land that is in a nearby town.

In addition to housing for new residents, there will also occasionally be a need for some housing development in order to replace the older housing stock.

There is a new development occurring in the heart of Elkhart Lake, which will increase the housing for the elderly and attract new residents to the Village.

ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

Housing Programs

There are a variety of programs available to communities to help provide housing for residents of limited income or special needs. Some communities may want to explore developing their own programs. Resources for such programs include Department of Housing and Urban Development (HUD), USDA Rural Development, the State of Wisconsin Department of Administration, Division of Housing & Intergovernmental Relations, Wisconsin Housing and Economic Development Authority (WHEDA), the Lakeshore Community Action Program (Lakeshore CAP), housing trust fund, and nonprofit housing development corporations. Programs run through these organizations can help with the housing in a community.

Housing Plans

There are currently no stand-alone housing plans for the Village of Elkhart Lake, Sheboygan County, or the Bay-Lake Regional Planning Commission. The housing chapter of the Bay-Lake RPC's comprehensive plan, however, does identify issues and make broad recommendations for housing in the region. Issues identified include 1) The need for more housing for all segments of the population, 2) Affordable housing for young families, 3) Ensuring that municipal ordinances do not deter or prevent the development of affordable housing, and 4) Affordable living for the elderly.

HOUSING STRATEGY

The overall housing strategy was formulated in part from the population characteristics as well as the inventory of natural features within the planning area, and the Citizen Input Survey. The stated goals will be based on the information provided from the Citizen Input Survey and information within this element of the Comprehensive pPlan.

Housing Goals, Objectives, Policies, and Program

1) Elkhart Lake's housing stock should be predominantly single-family/moderate-density with options that are affordable for a diverse population.

- a. Policy/Program:* The Village's land use and zoning ordinances will encourage single-family and/or moderate density housing.
- b. Policy/Program:* The Village will communicate with developers the desire that new housing be affordable to a diverse population.

2) The Village will strive to maintain property values, within the limits of its ordinances, regulations and programs.

- a. Policy/Program:* The Village will regularly review all housing codes and ordinances.

3) The Village shall develop alternative conservation zoning and subdivision ordinances.

Conservancy ordinances preserve unique and sensitive environmental areas such as steep slopes, open spaces, wetlands, forested areas, scenic views and critical species habitat, while still permitting development..

- a. Policy/Program:* The Village shall become informed about and develop a conservation subdivision ordinance.
- b. Policy/Program:* The Village will encourage sustainable development practices such as natural landscaping, permeable surfaces, “green” roofs, and “green” building materials.

CHAPTER 4 – ECONOMIC DEVELOPMENT

INTRODUCTION

Comprehensive planning recognizes that many factors contribute to economic development opportunities and needs within a community. New growth or redevelopment can improve a community. For these reasons, labor force characteristics and economic base indicators were analyzed at the local, county, regional, and state level to determine trends, opportunities and needs for the Village of Elkhart Lake. It is important to maintain a strong economy by creating and retaining desirable jobs in the area. The tax base expands when economic growth occurs, which in turn, helps to provide the level of services the residents expect. Economic development expenditures are an investment in the community.



The Village of Elkhart Lake is a very diverse area, with commercial, residential, and tourism interests. For these reasons, it is important that the labor force characteristics, economic base indicators, and economic strengths and weaknesses of the Village are analyzed. Identifying these strengths and weaknesses helps the Village work towards promoting its identified goals. The data of economic development spans from 1990 to 2005. The U.S. Census bureau provides information over 10 year period, whereas the Department of Administration (DOA) provides information over shorter periods of time. Once the Village has information on its economic activity, they may decide to devote some resources toward recruiting or promoting certain types of development in the Village of Elkhart Lake.

SUMMARY AND IMPLICATIONS OF INVENTORY AND RECOMMENDATIONS

The economic development inventory conducted for the Village of Elkhart Lake has established that more residents than ever before work outside the Village and in many cases outside Sheboygan County. The unemployment rate has been relatively low, with over 45% of workers being employed in manufacturing related jobs. Manufacturing has tended to remain strong and even grow in Elkhart Lake, despite competition from overseas. Much of its continued success is attributable to niche products and high-tech processes requiring advanced skill sets from workers. In fact, manufacturing is the primary sector exporting goods/services out of the County and thereby bringing wealth and investment into the area. While transportation and retail trade occupations are playing a smaller role, health, education, and social service, are playing a larger role in the economy of Village residents.

The Village would like to continue to foster an economic base with small retail and commercial development that is sensitive to the environment and the Village's small-town atmosphere. Elkhart Lake does not have much of its own land to accommodate any larger developments. Elkhart Lake has strengths and weaknesses for economic development and trying to create economic development on a small amount of land is its greatest challenge. There are a variety of programs available at all levels of government that might suit the Village of Elkhart Lake if the right opportunity arises.

ECONOMIC DEVELOPMENT PROGRAMS

This section contains a brief explanation of the agencies that could potentially help the Village and the Village's businesses with loans and grants.

Local

The Village of Elkhart Lake has a Community Development Authority (CDA) that was created by the Village Board. The CDA offers grants and loans for new business development, helps businesses create facade improvements, helps in the costs of updating electricity, and helps to ensure American Disability Act accessibility.

The Village can also assist local businesses by officially supporting the business within the Bay-Lake Regional Planning Commission's *Comprehensive Economic Development Strategy* document, published annually and reported to the Department of Commerce, thus making the business eligible for state grant consideration.

County

Sheboygan County, through its participation in the Wisconsin Community Development Grant Program has retained funds for the establishment of a Business Revolving Loan Fund (RLF). This fund is designed to create employment opportunities, encourage private investment, and provide a financing alternative for small start-up or expanding businesses in the County. The RLF program includes interest rates and loan maturities that are designed to encourage business development, while providing for the recapitalization and growth of the RLF. Eligible activities include 1) acquisition of land, buildings, equipment, and fixed assets, 2) construction or reconstruction of buildings, 3) installation of fixed equipment, 4) working capital, and 5) buy-outs by purchase of assets. Eligible projects must also leverage private dollars, create jobs, and provide collateral. Loans are generally for amounts greater than \$25,000.

In addition, Sheboygan County is assisted by the Sheboygan County Chamber of Commerce and UW-Extension on economic development. The County has also been designated a Technology Zone by the Department of Commerce. This program is further described in the Regional portion below.

Regional

Sheboygan County is part of the Northeast Wisconsin Regional Economic Partnership (NEWREP) *Technology Zone* program. This program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. Eligible businesses will be certified for tax credits based on their ability to create high-wage jobs (any jobs created must pay a minimum of \$10.30 per hour), and investment and support the development of high-tech industries in the region. Contact the Department of Commerce for more information on the Technology Zone program.

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report that evaluates local and regional population and economic activity. Economic development trends, opportunities and needs are identified within the CEDS

report. All communities that are served by the Commissions, including the Village of Elkhart Lake, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

Lakeshore Technical College in Cleveland formed the LTC Center for Entrepreneurship in 2005. The center helps prospective business owners launch new businesses, sustains existing companies, and collaborates with local agencies and governmental bodies to make sure business owners are provided with up-to-date information and resources. The Center's advisory committee is made up of area bankers, attorneys, accountants, businesspeople, and other officials from throughout Sheboygan and Manitowoc Counties. The advice offered is free of charge.

State

The Wisconsin Department of Commerce has several grant programs that would be available to the Village of Elkhart Lake. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, housing rehabilitation, and many other improvements needed by a community. Specifically, the CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The CDBG-Economic Development (ED) program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The community may retain the repaid loan to capitalize a local revolving loan fund.

The Village currently utilizes the state's Tax Incremental Financing District (TIF). This program provides the means for a developer to work together with a community to finance the clean up of a blighted area or to spur job-creating development. This program provides a tax subsidy that makes it easier for developers to take on large or expensive projects that would otherwise not have been attempted.

Federal

Some examples of federal programs that could assist the Village of Elkhart Lake in economic development include:

USDA Wisconsin Rural Development Programs

Rural Business Opportunity Grants Program

Rural Business Opportunity Grant Funds provide for technical assistance, training, and planning activities that improve economic conditions in rural areas of 10,000 people or less. A maximum of \$1.5 million per grant is authorized.

Rural Economic Development Loans and Grants

Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to, project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunction with rural economic development loans.

Rural Business Enterprise Grants Program (RBEG)

The Rural Business-Cooperative Service makes grants available under the RBEG Program to public bodies, private nonprofit corporations, and federally-recognized Native American Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a city or unincorporated areas of 50,000 people or more and its immediately adjacent urbanized or urbanizing area. The small or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technology innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

*US Department of Commerce, Economic Development Administration Programs**Public Works and Economic Development Program*

The Public Works Program empowers distressed communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

LABOR FORCE CHARACTERISTICS

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces or under age 16. Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and gender characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal elements. An understanding of the characteristics of the local and regional labor force is an important consideration when planning an economic development strategy, since businesses and industries require an adequate supply of qualified workers.

Place of Work

The ability to retain valuable human resources within a county or a village is a good indicator of the overall health of the economy in the county and its respective municipalities; therefore, it is a concern that in 2000 only 23% of the workers living in the Village of Elkhart Lake worked within the Village (see Figure 4.1). This was a decrease of 6% in 1990 when 29% of residents worked within the Village. It is surprising that only 82% of residents in 2000 worked within Sheboygan County, but this may be due to the proximity to adjoining counties. Those residents from Elkhart Lake who worked within the County has dropped by 8% from 1990 to 2000.

While the overall trends of working in the county seem to be dropping, the Village of Howards Grove saw an increase in the percent of residents living there and working within Sheboygan County of the village. The other villages mirror the trends Elkhart Lake is experiencing, but have not seen decreases as steep as the Village. As the number of people working outside the County increases, local officials need to keep in mind that a higher percentage of residents commuting to work often means they are probably doing their shopping at stores near where they work, and will not be as likely to need or support local stores. Long commutes also leave less time for family, community, and entrepreneurial activities.

Figure 4.1: Place of Work, 1990 & 2000, Village of Elkhart Lake and Nearby Communities

Village	Place of Work	1990	2000	Percent Decrease/ Increase
Elkhart Lake residents	Within the Village	29%	23%	-6%
	Within Sheboygan County	90%	82%	-8%
Glenbeulah residents	Within the Village	11%	5%	-6%
	Within Sheboygan County	94%	90%	-4%
Greenbush residents	Within the Town	--	13%	--
	Within Sheboygan County	88%	81%	-7%
Howards Grove residents	Within the Village	13%	18%	5%
	Within Sheboygan County	94%	96%	2%
Kohler residents	Within the Village	40%	39%	-1%
	Within Sheboygan County	95%	93%	-2%
Rhine residents	Within the Town	--	11%	--
	Within Sheboygan County	83%	80%	-3%
Russell residents	Within the Town	--	16%	--
	Within Sheboygan County	66%	53%	-13%

Source: U.S. Census Bureau Sampling Data

Occupation

Figure 4.2 shows that in 2000, the majority of employed persons in the Village of Elkhart Lake were either in “management, professional, other related occupations” (36.1%) or were in “production, transportation, and material moving jobs” (22.9%). The Village has the fewest number of people employed in farming, fishing and forestry occupations. The Village residents make-up a diverse employment by occupations, with five other occupations containing at least 7% of the total employment. This diversity is also shown because four of those occupations each contain at least 14% of the population. When comparing the Village of Elkhart Lake to other villages, Elkhart Lake has the most diverse workforce per occupation because the other villages have few to none employed in farming, fishing, and forestry occupations. It would be expected that the farming, fishing, and forestry related occupations would be small in a Village because there is not space for such activities to occur. Elkhart Lake is similar to other villages because the largest percent of people fall into management and professional related occupations. The overall population of Sheboygan County has a larger percent in the production and transportation occupations than Elkhart Lake. Besides the Village of Kohler, Elkhart Lake has the largest percent of its residents in management or professional occupations.

Figure 4.2: Percentage of Employed by Occupation, 2000, Village of Elkhart Lake & Selected Areas

Occupation	Elkhart Lake		Glenbeulah		Howards Grove		Kohler		Sheboygan County	
	#	%	#	%	#	%	#	%	#	%
Management, professional, and related occupations	216	36.1%	48	20.7%	438	28.0%	492	52.8%	15,422	25.90%
Service occupations	84	14.0%	31	13.4%	176	11.2%	76	8.2%	8,084	13.60%
Sales and office jobs	105	17.5%	44	19.0%	433	27.7%	206	22.1%	12,831	21.60%
Farming, fishing, and forestry occupations	12	2.0%	0	0.0%	4	0.3%	0	0.0%	527	0.90%
Construction, extractions, and maintenance	45	7.5%	35	15.1%	107	6.8%	52	5.6%	4,898	8.20%
Production, transportation, and material moving jobs	137	22.9%	74	31.9%	408	26.1%	106	11.4%	17,692	29.80%

Source: U.S. Sampling Data

Industry

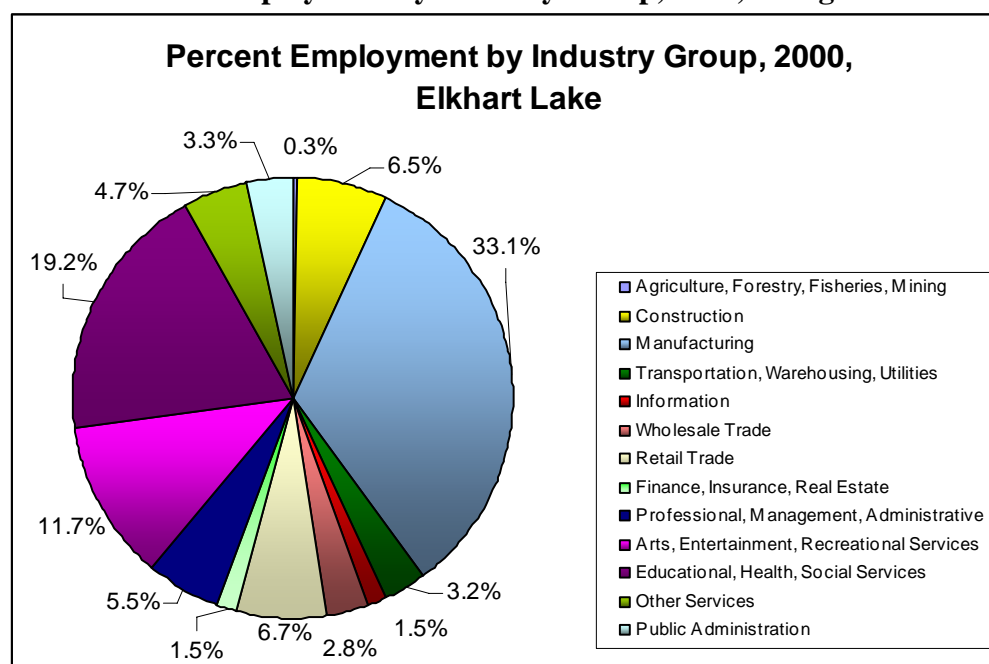
Figure 4.3 groups Village residents by the industry category in which they work. Manufacturing continued to grow from 1990 to 2000, while agriculture, finance, and retail trade all slipped significantly throughout that time period. The health and arts industries also both increased over time. With the aging population, the health industry will continue to see increases.

There has been concern about the future of manufacturing as an industry, the data in Figure 4.3 shows the manufacturing sector is decreasing in the Village and Sheboygan County. An October 2005 report by the Manufacturing Performance Institute said, Wisconsin could become one of the nation's top manufacturing states in the 21st century, if companies take the necessary steps to compete globally. Even though the sector has been battered by foreign competition and has lost 90,000 jobs statewide since 2001, manufacturing and the industries it supports still comprise almost half of Wisconsin's economy. A key to success will be incorporating technology into the manufacturing process, meaning workers will need to continue upgrading their knowledge and skills as necessary. On the other hand, manufacturers producing products that are very labor-intensive and easily shipped around the world will have a hard time competing. Figure 4.4 illustrates industries residents of Elkhart Lake are employed in.

Figure 4.3: Employed Persons by Industry Group, 2000, Village of Elkhart Lake & Selected Areas

	Elkhart Lake		Glenbeulah		Sheboygan County	
Industry	1990	2000	1990	2000	1990	2000
Agriculture, Forestry, Fisheries, Mining	2.36%	0.33%	1.43%	1.72%	3.09%	1.9%
Construction	4.54%	6.51%	2.86%	6.90%	4.36%	5.5%
Manufacturing	43.74%	33.06%	36.67%	40.95%	38.38%	38.3%
Transportation, Warehousing, Utilities	2.72%	3.17%	6.19%	5.60%	2.72%	2.8%
Communication and Other Public Utilities	0.91%	--	0.95%	--	1.38%	--
Information	--	1.50%	--	0.00%	--	9.6%
Wholesale Trade	1.63%	2.84%	6.19%	0.00%	3.36%	2.5%
Retail Trade	9.62%	6.68%	13.81%	8.62%	15.80%	9.6%
Finance, Insurance, Real Estate	4.72%	1.50%	6.67%	5.60%	4.39%	4.2%
Professional, Management, Administrative	--	5.51%	--	6.47%	--	4.8%
Business & Repair Services	1.45%	--	4.29%	--	2.80%	--
Personal Services	4.90%	--	2.38%	--	2.66%	--
Arts, Entertainment, Recreational Services	3.63%	11.69%	1.90%	5.17%	0.81%	17.2%
Educational, Health, Social Services	13.25%	19.20%	11.90%	14.22%	13.95%	6.5%
Other Services	4.00%	4.67%	3.81%	1.72%	4.42%	3.2%
Public Administration	2.54%	3.34%	0.95%	3.02%	1.88%	2.0%

Source: U.S. Census Bureau Sampling Data Note: Blank cell indicates category not included in that census year.

Figure 4.4: Percent Employment by Industry Group, 2000, Village of Elkhart Lake

Source: U.S. Census Bureau Sampling Data

Class of Worker

Figure 4.5 classifies the workers living in Elkhart Lake by the type of company or organizations by which they are employed. The majority of residents work in private for-profit companies. Glenbeulah is the only Village below that has seen an increase in the percent of workers in private for-profit companies; Elkhart Lake was the only village to see a decrease in the number of residents employed in private not-for-profit organizations from 1990 to 2000. There seems to be a couple of trends throughout these villages. The percent of people employed in local government seems to be decreasing, while the percent employed by state and federal governments seems to be increasing. The percent of self-employed residents has increased during the same period. All of the villages have little to no percent being employed as an unpaid family (or stay-at-home), which may indicate that for most residents having a job that pays is a necessity.

Figure 4.5: Class of Worker, 1990-2000, Village of Elkhart lake and Nearby Villages

	Elkhart Lake		Glenbeulah		Howards Grove		Kohler	
Class of Worker	1990	2000	1990	2000	1990	2000	1990	2000
Private For-Profit Company	73.87%	73.15%	80.48%	82.46%	83.13%	82.18%	78.82%	74.68%
Private Not-for-Profit Organization, Entity, etc.	6.53%	5.77%	0.00%	4.39%	5.05%	7.50%	7.02%	10.93%
Local Government	9.98%	6.59%	9.05%	8.77%	7.39%	4.23%	7.47%	7.03%
State Government	1.45%	5.44%	1.43%	3.07%	0.70%	3.14%	1.47%	2.81%
Federal Government	2.00%	2.14%	1.43%	0.00%	0.16%	0.00%	0.34%	0.00%
Self-Employed	5.63%	6.92%	7.62%	1.32%	3.58%	2.76%	4.08%	4.22%
Unpaid Family	0.54%	0.00%	0.00%	0.00%	0.00%	0.19%	0.79%	0.32%

Source: U.S. Census Bureau Sampling Data

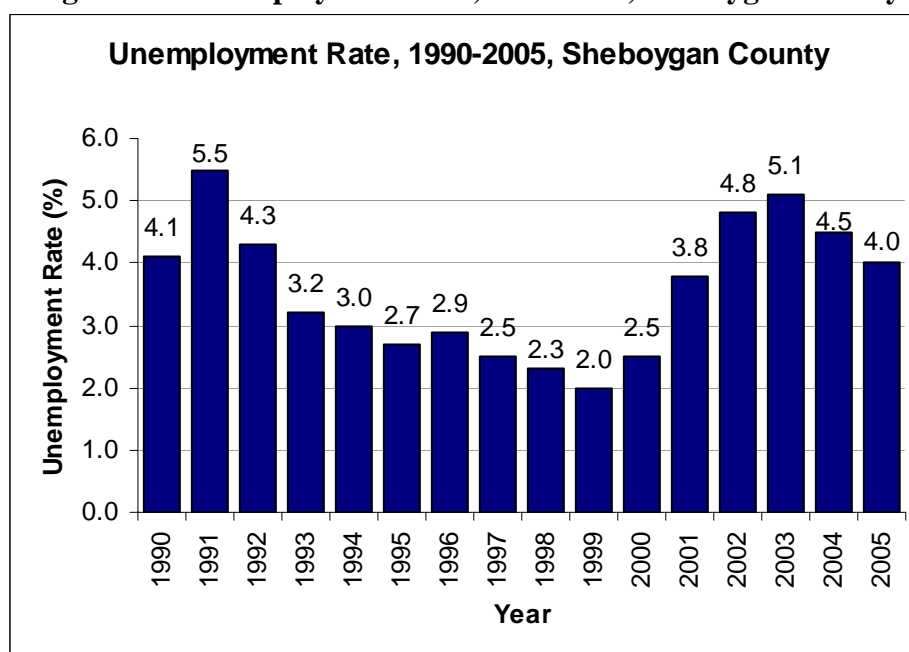
Unemployment Rate

The civilian labor force for Sheboygan County has experienced both slight increases and decreases since 1990 (see Figure 4.6). From 1999 to 2004 the unemployment rate continued to increase in both Sheboygan County and Wisconsin. There has been a slight decrease in unemployment in 2005. For the period 1990-2005, the civilian labor force in the County increased 16%, the number of unemployed increased by 12%, and the number of employed increased by 16%. Generally, Sheboygan County has a lower unemployment rate than the rest of the state. In the last 16 years, the unemployment rate in Sheboygan County has been fluctuating with the highest unemployment rate being reached in 1991 (5.5%); the unemployment rate reached its lowest point in 1999 with 2% of the civilian labor force being unemployed (see Figure 4.7).

Figure 4.6: Average Unemployment Rates, 1990-2005, Sheboygan County and Wisconsin

Year	Sheboygan County Civilian Labor Force	Sheboygan County Employed	Sheboygan County Unemployed	Sheboygan County Unemployment Rate	Wisconsin Unemployment Rate
1990	55,935	53,637	2,298	4.1%	4.3%
1991	56,026	52,927	3,099	5.5%	5.3%
1992	56,487	54,046	2,441	4.3%	5.2%
1993	57,713	55,884	1,829	3.2%	4.5%
1994	60,252	58,437	1,815	3.0%	4.3%
1995	61,666	59,978	1,688	2.7%	3.7%
1996	61,388	59,603	1,785	2.9%	3.6%
1997	60,985	59,474	1,511	2.5%	3.5%
1998	61,781	60,356	1,425	2.3%	3.3%
1999	62,528	61,273	1,255	2.0%	3.1%
2000	64,605	63,010	1,595	2.5%	3.4%
2001	64,796	62,348	2,448	3.8%	4.4%
2002	64,529	61,445	3,084	4.8%	5.3%
2003	64,515	61,246	3,269	5.1%	5.6%
2004	64,227	61,354	2,873	4.5%	5.0%
2005	64,961	62,375	2,586	4.0%	4.7%

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited.

Figure 4.7: Unemployment Rate, 1990-2005, Sheboygan County

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, 1990-2005

Employment Forecast

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, (2000-2010)*, a projection for industries, occupations, and the labor force. These projections are for all of Wisconsin. According to the Department of Workforce

Development, in 2010 the services industry is projected to continue to be the industry with the largest share of employment followed by wholesale and retail trade, and manufacturing. The service jobs along with wholesale and retail trade will continue to increase, while the manufacturing employment is projected to decrease by 2010. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers are projected to increase the number of jobs in the state's labor market by 19% by 2010. The largest divisions within this industry group are projected to be business services, educational services, and health services. With the aging of the population, the demand for such services will continue to increase. The wholesale and retail trade industry is projected to increase the number of jobs by 10%. The manufacturing industry is projected to lose approximately 2% of its jobs by 2010.

Local Employment Forecast

From 1990-2000, the manufacturing industry continued to be the industry with the largest share of employment in Sheboygan County. The service industry and retail trade industry are the county's second and third highest employers, respectively. This trend is expected to continue; however, increases in manufacturing are expected to be at a lower rate than those of the service industry. This is due to advancing technologies in manufacturing and an aging population that may require additional services.

In 1990 the employment data was available for each business within the Village of Elkhart Lake including the number of employees each employer had, but this data is now suppressed to ensure confidentiality of individual employers. Referring back to Figure 4.1: Place of Work, 23% of workers living in the Village of Elkhart Lake worked within the Village, and 82% of workers living in the Village worked within Sheboygan County. Since Elkhart Lake is a small community with slow growth, this commuting trend will likely continue for local employment throughout the Village's 20-year planning period.

Median Household Income

In 1989 the median household income in Elkhart Lake was \$38,077. This was fourth of the eight municipalities compared below (see Figure 4.8). Though by 1999 the median household income for the Village had increased by \$18,461 to \$56,538, this number was still fourth among the municipalities compared and was larger than Sheboygan County's median household income as well as the Villages of Adell, Cascade, Random Lake, and Waldo. The median income in Elkhart Lake is over \$10,000 greater than the median income in all of Sheboygan County.

**Figure 4.8: Median Household Income, 1989 and 1999,
Village of Elkhart Lake & Selected Areas**

Municipality	1989	1999	Percentage Increase
Elkhart Lake	\$38,077	\$56,538	48.48%
Glenbeulah	\$29,861	\$42,656	42.85%
Greenbush	\$38,523	\$54,118	40.48%
Howards Grove	\$39,250	\$59,032	50.40%
Kohler	\$43,029	\$75,000	74.30%
Rhine	\$37,168	\$62,500	68.16%
Russell	\$32,500	\$51,250	57.59%
Sheboygan County	\$31,603	\$46,237	46.31%

Source: U.S. Census Bureau Sampling Data

Personal Income

The average median income for residents in the Village of Elkhart Lake increased 2.3% for the time period between 2003 and 2007 (Figure 4.9). The 2007 personal income of \$75,163 for Elkhart Lake residents was the second highest among the surrounding areas compared. The percent change of the personal income was lower than all the nearby villages and towns and was less than the change in the County and in the State of Wisconsin.



**Figure 4.9: Municipal per Return Income, 2003-2007, Village of
Elkhart Lake & Selected Areas**

Area	2003	2004	2005	2006	2007	Percent Change 2003-2007
Village of Elkhart Lake	\$73,487	\$55,775	\$69,337	\$55,348	\$75,163	2.3
Village of Glenbeulah	\$39,379	\$36,420	\$38,130	\$44,486	\$42,199	7.2
Town of Greenbush	\$48,071	\$49,096	\$54,752	\$68,565	\$60,923	26.7
Village of Howards Grove	\$46,024	\$48,087	\$49,579	\$50,398	\$55,719	21.1
Village of Kohler	\$99,060	\$102,296	\$110,807	\$108,816	\$119,373	20.5
Town of Rhine	\$57,935	\$60,312	\$58,188	\$61,911	\$60,050	3.7
Town of Russell	\$42,464	\$43,436	\$41,974	\$53,222	\$45,138	6.3
Sheboygan County	\$41,786	\$42,972	\$44,381	\$46,824	\$47,428	13.5
Wisconsin	\$42,474	\$43,512	\$45,357	\$48,107	\$48,985	15.3

Source: Wisconsin Municipal Pre Return Report, for years cited (average income based on the income tax)

ECONOMIC BASE

Employment by Economic Division

To understand the future employment trend in the Village of Elkhart Lake, an understanding of the local and county economy is required as detailed in the following *Location Quotient Analysis and Threshold Analysis* findings. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resources-oriented firms (like logging or mining) are usually considered to be basic sector firms because their fortunes depend largely upon non-local actors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base

Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector, because it brings in wealth from outside the community.

There are nine basic economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: (1) agriculture, forestry, and fishing; (2) mining; (3) construction; and (4) manufacturing. There are five services-producing sectors: (1) transportation and public utilities; (2) wholesale trade; (3) retail trade; (4) finance, insurance, and real estate; and (5) services.

Location Quotient Analysis

The Location Quotient Analysis technique compares the local economy of Sheboygan County to the economy of the United States. This allows for identifying specializations in the Sheboygan County economy (Figure 4.10). If the Location Quotient (LQ) is less than 1.0, all employment is considered non-basic and that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service; employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods or services than the local economy can use; therefore, these goods and services are exported to non-local areas, which makes them basic sector employment. Figure 4.10 shows Sheboygan County's Location Quotient, which shows the area's demand for certain goods and services.

**Figure 4.10: Employment by Industry Group, 1990-2000,
Sheboygan County & U.S., LQ Analysis**

Item	Sheboygan County		United States		Percent Change 1990-2000		Sheb. Co. Location Quotient	
	1990	2000	1990	2000	Sheb.	U.S.	1990	2000
Total full-time and part-time employment	62,505	76,317	139,426,900	167,465,300	22.10	20.10	--	--
Farm Employment	1,849	1,574	3,153,000	3,103,000	-14.90	-1.60	1.31	1.11
Nonfarm Employment	60,656	74,743	136,273,900	164,362,300	23.20	20.60	0.99	1.00
Private employment	54,850	68,247	11,507,790	141,621,300	24.40	23.10	1.06	1.06
Ag. Services, forestry, fishing and other	436	762	1,453,000	2,166,800	74.80	49.10	0.67	0.77
Mining	38	49	1,044,100	795,400	28.90	-23.80	0.08	0.14
Construction	2,483	3,707	7,260,800	9,604,300	49.30	32.30	0.76	0.85
Manufacturing	22,224	27,394	19,697,200	19,106,900	23.30	-3.00	2.52	3.15
Transportation & public utilities	1,974	2,310	6,568,600	8,247,100	17.00	25.60	0.67	0.61
Wholesale trade	1,846	2,255	6,711,500	7,584,900	22.2	13	0.61	0.65
Retail trade	9,843	10,896	22,920,500	27,344,100	10.7	19.3	0.96	0.87
Finance, insurance, and real estate	3,382	4,288	10,712,600	13,495,100	26.8	26	0.7	0.7
Services	12,624	16,586	38,709,600	53,276,700	31.4	37.6	0.73	0.68

Source: U.S. Department of Commerce, Bureau of Economic Analysis

Threshold Analysis

Export Base (Basic Employment)

There are two areas within the 2000 Sheboygan County economy that can be considered basic employment areas: farm employment and manufacturing (Figure 4.10). These two areas produce more goods and services than the local economy can use. When Location Quotients increase over time, this suggests that the economy is getting closer to reaching and exceeding the local demand. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are more dependent on the non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

Non-Basic Employment Industry

Under private employment, there are eight areas that can be considered non-basic: agriculture services, forestry, fishing and other; mining; construction; transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services. These industries are not meeting local demand for a given good or service. For example, the transportation and public utilities industry, retail trade industry and the services industry's LQ actually decreased since 1990. However, it is reasonable to believe the Sheboygan County economy could support more of these industry types.

Top Ten Employers within Sheboygan County

The ten largest employers in Sheboygan County (Figure 4.11) had at least 500 or more workers. With a high percentage of employment in the manufacturing and services sector, it is not surprising that many of the ten largest employers in the County are in the manufacturing and food processing industries.

Figure 4.11: Top Ten Employers, 2008, Sheboygan County

COMPANY	PRODUCT OR SERVICE	SIZE
Kohler Company	Plumbing Products Manufacturing	1,000+
Sheboygan Public School	Public Education	1,000+
Bemis Manufacturing Company	Plastics Manufacturing	1,000+
Aurora Medical Group Inc.	Health Care Services	1,000+
County of Sheboygan	Government Services	1,000+
Wal-mart Associates Inc.	Discount Department Stores	1,000
Sargento Foods Inc.	Food Processing	500-999
Johnsonville Sausage LLC	Meat Processed from Carcasses	500-999
Aurora Health Care Central Inc.	Offices of Physicians	500-999
Acuity Insurance	Direct Property and Casualty Insurance Carriers	500-999

Source: Wisconsin Department of Workforce Development

Top Employers within the Village of Elkhart Lake

The largest employers in the Village are shown in Figure 4.12. The two largest employers each have at least 100 employees. Four of the ten employers listed below are in the manufacturing sector. Even with these large employers, many residents of Elkhart Lake work outside the Village. The resorts hire some seasonal help because Elkhart Lake is a larger tourist attraction in the summer, than other months.

Figure 4.12: Top Employers in Elkhart Lake, 2008

Company	Product or Service	Size Range
Osthoff Management Corp.	Accommodation/Hospitality	100-249
Elkhart Lake-Glenbeulah Public Schools	Elementary and Secondary Schools	100-249
Kees Inc.	Sheet Metal Work Manufacturing	50-99
Sargento Foods Inc.	Food Processing	50-49
Sohn Manufacturing Inc.	Packaging Machinery Manufacturing	50-99
Plyco	Other Construction Material Merchant Wholesalers	20-49
Lake Street Café Inc	Full Service Restaurant	20-49
Quit Qui Oc Golf Club	Golf Courses and Country Clubs	20-49
Victorian Village Hospitality and Resort	Hotel and Motels	20-49

Source: Wisconsin Department of Workforce Development

The Village sees an increase in seasonal employment, due to the tourism in the Village. Victorian Village, the Osthoff, Siebkens Resort, and many little shops increase the number of employees they have in the summer months or open just for the summer. The employers in the list above are all year-round employers.



County Agricultural Economy

In Sheboygan County, agriculture is a large contributor to the local economy. Agriculture accounts for \$1.67 billion in economic activity, almost 20% of the County's total economic activity. The agricultural portion of Sheboygan County's economy contributes \$478.2 million in take-home income annually, 12.2% of the total income for Sheboygan County. There are almost 9,179 jobs tied to agriculture, nearly 12% of the total County workforce.

STRENGTHS AND WEAKNESSES ANALYSIS

Introduction

This section of the plan looks at conditions within the Village as either a strength, a weakness, or as a general statement of fact for retaining or attracting businesses. These factors may greatly influence the future economic climate over the next two decades, and thus are important for the community to identify as part of this plan. This will allow the residents to understand their community's continued economic viability and future draw for new businesses. This portion of the chapter gives a perspective from a business point of view. It reflects concerns, issues, and questions that current and future business owners might ask about a community when formulating a plan or expanding their business.

Strengths

While this is not an exhaustive list, it contains the major strengths of the Village of Elkhart Lake from an economic development perspective.

- Body of water known as Elkhart Lake.
- The lake as a natural resource and scenic attraction attracts tourist business.
- Small town atmosphere.
- The Village is fiscally healthy.
- Public water and sewer utilities are available through most of the Village.
- Local police, volunteer fire and volunteer first responder services.
- The Elkhart Lake-Glenbeulah public school system (4K-12).
- The Elkhart Lake Public Library.
- Elkhart Lake Chamber of Commerce and Tourism Commission.
- Village residents comprise a relatively skilled and highly educated workforce
- Independent senior housing and assisted living.

Weaknesses

While this is not an exhaustive list, it contains the major weaknesses of the Village of Elkhart Lake from an economic development perspective.

- Land for further industrial development is not readily available.
- Perception of high taxes (See Table 4.13).

Table 4.13 Local Tax Rate for Selected Municipalities, 2008

Municipality	School District	Net Tax Rate per \$1000 Assessed Value
Elkhart Lake	Elkhart-Glenbeulah	\$17.83
Glenbeulah	Elkhart-Glenbeulah	\$20.21
Greenbush	New Holstein	\$17.58
	Campbellsport	\$19.17
	Elkhart-Glenbeulah	\$16.29
	Plymouth	\$16.80
Rhine	Elkhart-Glenbeulah	\$15.10
	Howards Grove	\$19.34
	Kiel	\$17.67
	Plymouth	\$13.93

Municipality	School District	Net Tax Rate per \$1000 Assessed Value
Russell	Elkhart-Glenbeulah	\$18.89
	Kiel	\$21.03
	New Holstein	\$20.20
Adell	Random Lake	\$21.22
Cascade	Plymouth	\$14.96
Howards Grove	Howards Grove	\$17.29
Kohler	Sheboygan Falls	\$16.61
	Kohler	\$18.52
	Sheboygan	\$18.67
Oostburg	Oostburg	\$21.03
Random Lake	Random Lake	\$19.81
Waldo	Plymouth	\$23.38
City of Plymouth	Plymouth	\$18.89

Source: Sheboygan County Planning Department, Real Property Listing Office

- Small permanent population.
- Tourist oriented.
- Businesses depend on seasonal residents and visitors.
- Sheboygan County is a non-attainment area from an air quality standard.

These strengths and weaknesses need to be addressed. The Village should try to play-up its strengths while working to improve upon its weaknesses.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

The Village of Elkhart Lake has a moderate amount of land zoned industrial-about 62 acres, along its southeastern edge with approximately 3 acres along Lake Street and Pine Street. Almost all of this land is currently in use. There has been no specific area within or adjacent to the Village identified as or suitable for a possible future industrial area.

There are areas of commercial use along Lincoln Street (Highway 67), Rhine Street, Lake Street, and Osthoff Avenue. These commercial areas include The Osthoff, Siebkens, and Victorian Village which are currently zoned Resort Commercial (C-2). The Village of Elkhart Lake is in the process of updating its zoning ordinance, in which there will be four different commercial designations: resort commercial, general commercial, highway commercial, and downtown commercial. The new zoning ordinance is discussed in Chapter 8:Land Use.

Evaluation of Environmentally Contaminated Sites

Recently, WisDNR and the EPA have been urging the clean up of contaminated commercial or industrial sites, so they can be used more productively. According to the WisDNR list of Leaking Underground Storage Tanks (LUST) sites, the Village of Elkhart Lake has twenty LUST sites, and two of which are classified as “open” (Row at 90 W. Rhine Street and 294 E. Rhine Street) and eighteen are classified as “closed.” A detailed list of these can be found at the DNR website.

The Village has one site that is designated as part of the WisDNR Environmental Repair Program (ERP). The ERP sites are areas other than LUST sites that have had contaminated soil and/or groundwater. The ERP site in Elkhart Lake is classified as “open” (43-49 Point Elkhart Road).

Though there are environmentally contaminated sites within the Village, there are no vacant or under-utilized development sites within the Village due to environmental contamination.

Designation of Business and Industrial Development

Commercial Uses

Village officials and residents would like to see economic development which provides services to the local residents and tourist, but they also recognize the local market may not be sufficient to support all types of businesses desired. It is also possible that new businesses may compete with existing businesses.

Industrial Uses

There is currently little or no room for industrial expansion or new industrial development. While the community survey indicated satisfaction with its current level of industrial uses, the Village continues to explore opportunities for added industrial development. However, it is constrained by the lack of large suitable sites within the Village. Land that is immediately adjacent to the Village, in the Town of Rhine, would require annexation.

COMMUNITY FINANCES

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Figure 4.14 provides a history of the taxes levied in the Village of Elkhart Lake as officially reported to the Wisconsin Department of Revenue. The Village's total property tax has increased by over 42% from 2003 to 2008. Overall, the Village's share of the property tax has grown by nearly 37%, while the state tax credit dropped from 2003 to 2005, it increased from 2006 to 2008.

Figure 4.14: Comparative Tax Appropriations, 2003-2008, Village of Elkhart Lake

Year Levied	Total Property Tax	Village Share of Property Tax	State Tax Credit
2008	\$5,199,042	\$1,014,461	\$244,892
2007	\$4,849,029	\$883,142	\$206,832
2006	\$4,498,187	\$850,349	\$173,886
2005	\$4,077,402	\$799,918	\$137,710
2004	\$3,886,687	\$759,602	\$146,810
2003	\$3,657,738	\$741,116	\$157,826

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes, for years cited

The ability to finance community projects is measured by the general obligation debt capacity. According to the Wisconsin Constitution there are limits on how much a municipality may borrow. The municipalities are limited to an amount equal to 5% of the equalized value, or full value, of the unit of government. As indicated by the following Figure 4.15, the Village of Elkhart Lake's total general obligation debt as of December 31, 2008 was \$2,971,984, which was only 1% of its full value, and about 20% of the \$14,749,580 the Village could legally borrow.

Wisconsin Department of Revenue statistics for 2004 show that on average villages in the state borrow about 32% of their legally authorized maximum. This shows the Village has been conservative in its borrowing, but there was a significant increase in the Village's debt in 2008. The Village obtained a loan of \$2.67 million in 2008. Although the Village has the loan, the Town of Rhine is responsible for half of it, as the loan is for the construction of the new joint fire station. The current TIF district established in 1993 has also allowed the Village to be conservative in its borrowing while continuing to upgrade local infrastructure, provide additional services, or to create improvement programs. Future capital expenditures will need to be financed through general obligation debt.

Figure 4.15: Public Indebtedness, 2001-2007, Village of Elkhart Lake

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
2008	\$294,991,600	\$14,749,580	\$2,971,984	\$11,777,596
2007	\$275,298,800	\$13,764,940	\$329,619	\$13,435,321
2006	\$242,622,600	\$12,131,130	\$352,064	\$11,779,066
2005	\$207,874,800	\$10,393,740	\$373,593	\$10,020,147
2004	\$181,130,200	\$9,056,510	\$394,216	\$8,662,294
2003	\$163,205,000	\$8,160,250	\$413,926	\$7,746,324
2002	\$139,426,200	\$6,971,310	\$454,616	\$6,516,694
2001	\$130,517,400	\$6,525,870	\$493,432	\$6,032,438

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes and Municipal Revenues and Expenditures, for years cited

COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES

The Village of Elkhart Lake will seek direction for this element from the vision and goals identified through the public participation process:

Economic Development Goals, Objectives, Policies, and Programs

1) Maintain a healthy economy primarily derived from small businesses and the tourism industry.

- a. *Policy/Program:* Continue promotion of the Village as a tourist destination
- b. *Policy/Program:* Recruit companies and organizations to expand/relocate to Elkhart Lake.
- c. *Policy/Program:* Ensure new businesses or expansions do not adversely threaten the natural areas or historic resources of the Village.
- d. *Policy/Program:* Work with current and new business owners to approve established hours of operations, signage, lighting, parking, and landscaping requirements to meet the Village's desire for well-planned growth and small-town character preservation.
- e. *Policy/Program:* Encourage and support local businesses and service amenities in the Village.

2) Explore strategies for keeping and attracting small business.

- a. *Policy/Program:* Identify the needs and desires of village residents and explore avenues and ideas for retail development.
- b. *Policy/Program:* Continue to support and maintain the Community Development Authority of the Village of Elkhart Lake and continue to use Tax Incremental Financing as a development tool when appropriate.

3) Provide for responsible economic growth by attracting new industries that may be a “good fit” for the area.

- a. Policy/Program:* The Village of Elkhart Lake will work cooperatively with the Lake Country communities, especially Rhine whose borders surround the Village, to pursue a development strategy including extra-territorial zoning.

CHAPTER 5 - TRANSPORTATION

INTRODUCTION

This section of the Village of Elkhart Lake's Comprehensive Plan focuses on various transportation elements that comprise the Village's transportation system. We use transportation to travel to where we work, shop, and recreate. This mobility requires the need for good infrastructure that includes: roadways, transit, trails, and other modes. We demand a transportation network that is safe, efficient, and dependable. This chapter includes an inventory of the modes of transportation available to residents of the Village and County. The transportation plans

that are currently applicable will be taken into consideration, along with some ideas that should be included in future transportation plans. This element of the plan also contains descriptions of roadway classification. Considerations of clean air, economic development, transportation control measures, and changes occurring in surrounding areas have greatly increased the importance of well-planned transportation facilities and policies. At the end of the chapter, a transportation strategy is outlined with possible policies and programs the Village of Elkhart Lake should consider.



SUMMARY AND IMPLICATIONS

Through its comprehensive planning process the Village of Elkhart Lake seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the *Village's Adopted 20-Year Comprehensive Plan*.

The transportation facility inventory conducted for the Village of Elkhart Lake has established that the Village currently has approximately 5.8 miles of local roads (not including County Highways within the Village limits). The Village's jurisdictional responsibility relative to its local roads includes maintenance, repair, and reconstruction of the roads as needed. The primary source of funding for maintaining, rehabilitating, and reconstructing the local road system in the Village of Elkhart Lake is the state's general transportation aid. The Village's internal transportation system of local roads is complemented by one state highway and four county trunk highways, which provide access to the roads within the Village as well as other roads within Sheboygan County, the region, and the state.

Currently, the Village does not have any specific bicycle facilities, such as paved shoulders or stand-alone bike trails, but the Village does have some sidewalks for pedestrians. However, on the condition that traffic levels remain moderate or low, the Village's existing local roads and county trunk highways should be able to safely and efficiently serve the needs of bicyclists and pedestrians.

The recommendations in this plan call for a safe and efficient transportation system for motor vehicles, bicycles, and pedestrians. A pavement management system tied to a capital improvement program should continue to be a priority. No single intersection within the Village has more accidents than another, but safety has to be a priority with the many uses of the highways and streets in the Village of Elkhart Lake.

TRANSPORTATION FUNDING PROGRAMS

The following section identifies the agencies as well as the programs established and administered by those agencies to provide financial and technical support for the operation, maintenance and planning of the Village's transportation system.

Wisconsin Department of Transportation (WDOT)

General Transportation Aid (GTA)

Village street improvements, construction and maintenance is funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality, which pays a portion of the local governments' costs for such activities as road and street reconstruction, filling pot holes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" was \$1,862 for calendar year 2006. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which monies may be used only for purposes related to local highways and must deposit into that account all state and federal money for local highway purposes.

Local Mileage Certification

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. Local road certification also includes the requirement to report major road rehabilitation and improvements, new construction, and reconstruction of existing roads. Asphalt overlays of 1-inch or more are considered major improvements to the road. The Village does not have to report crack filling or seal-coating projects.

Local Roads Improvement Program (LRIP)

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first of the year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP), 2) Town Road Improvement Component (TRIP), and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; 1) CHIP-D County Highway Discretionary Improvement Program; 2) TRIP-D Town road Discretionary Improvement

Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects and locally let, with up to 50% of the costs reimbursed by WDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include, but are not limited to, design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (high cost bridges are those that cost more than \$5million and exceed 475 feet in length). This program funds 80% of the project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings of less than 50 are eligible for replacement, and those with sufficiency ratings of less than 30 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WDOT Office (District 3) staff in the winter of odd numbered years, with program approval in summer of odd numbered years. The program has a three-year cycle.

Flood Damage Aids

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

Rural and Small Urban Area Public Transportation Assistance Program- Section 5311

Allocations to the State of Wisconsin are set at a federal level. Funds may be used for operating assistance and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

Specialized Transportation Assistance Program for Counties – Section 85.21

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- Directly provided transportation service for the elderly and disabled
- Purchase of transportation service from any public or private organization
- A user-subsidy for the elderly or disabled passenger for their use of their transportation service
- Volunteer driver escort reimbursement

- Performing or purchasing planning or management studies on transportation
- Coordinating transportation services
- Performing or purchasing in-service training relating to transportation services
- Purchasing capital equipment (buses, vans etc.) for transportation services

The following provides a brief description of competitive transportation related grant programs that are federally and state funded:

Local Transportation Enhancement Program (TE)

Administered by the WDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories listed below:

- Providing facilities for bicycles and pedestrians
- Providing safety and educational activities for pedestrians and bicyclist
- Acquiring scenic easements and scenic or historic sites
- Sponsoring scenic or historic highway programs, including the provision of tourist and welcome centers
- Landscaping and other scenic beautification
- Preserving historic sites
- Rehabilitating and operating historic transportation buildings and structures
- Preserving abandoned railway corridors
- Controlling and removing outdoor advertising
- Conducting archaeological planning and research
- Mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality
- Establishing transportation museums

Federal funds will cover up to 80% of the project, while the project sponsor is responsible for providing at least a 20 percent match.

Surface Transportation Program – Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips, such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

Transportation Demands Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: **TDM Grant Program and Wisconsin Employment Transportation Assistance Program (WETAP).**

TDM Grant Program

The TDM Grant Program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing Single Occupancy Vehicle (SOV) trips. WDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties.

Transportation Economic Assistance (TEA Grant) Program

This program provides a 50% state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Federal Highway Administration Programs*Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users Program (SAFETEA-LU)*

The SAFETEA-LU program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. SAFETEA-LU represents the largest surface transportation investment in the Nation's history. Built as an off-spring to the pilot program, the Transportation Equity Act for the 21st Century (TEA-21), the bill was signed into law by President Bush on August 10, 2005.

The SAFETEA-LU program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2009.

Funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfields sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement SAFETEA-LU-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program; projects are fully funded, although priority is given to those applications that demonstrate a commitment of non-federal resources.

Under the SAFETEA-LU, Sheboygan County received a federal grant for the Non-Motorized Transportation Pilot Program, which was only one of four awarded throughout the country. This money will be used to develop a network of non-motorized transportation facilities that connects neighborhoods, retail centers, schools, recreation amenities, and employment centers, and will allow people to change the way they choose to move around through their daily lives. This funding will expire in 2010. This may be a possible source of funding for pedestrian and bicycle facilities in and adjacent to the Village working cooperatively with surrounding communities.

INVENTORY OF TRANSPORTION FACILITIES

Highways

There is one State Highway in Elkhart Lake, Highway 67. Some County Highways that run through or border the Village are County Highways A, P, J, JP, and AJ. (See Figure 5.1 for the locations of these highways.)



Figure 5.1: Village of Elkhart Lake Roadways	
STATE HIGHWAYS	
State Highway 67	
COUNTY HIGHWAYS	
County Road A	County Road P
County Road JP	County Road AJ
County Road J	
LOCAL AND PRIVATE ROADS	
Aero Drive	North Spring Street
Arbor Drive	Osthoff Avenue
Autumn Drive	Otto Way
Birchwood Drive	Paulina Place
Birchwood Heights Road	Pine Street
Carriage House Lane	Poet's Cove
Chicago Street	Point Elkhart Drive
Crestwood Drive	Quit Qui Oc Lane
East Street	Rhine Street

LOCAL AND PRIVATE ROADS	
Elkhart Lake Drive	Shady Lane
Elm Street	Sharpe's Drive
Fromm Lane	Sheboygan Bay Drive
Garfield Street	Sohn Drive
Gottfried Street	Spring Street
Grassy Lane	Square Street
Hickory Lane	Sugar Bush Court
Imig's Road	Sugar Bush Lane
Industrial Drive	Turtle Bay Road
Kettleview Court	Turtle Hollow
Lake Street	Victorian Village Drive
Lakeshore Drive	Washington Street
Lincoln Street	West Street
Maple Street	Woodview Court
Moraine Drive	

Source: Sheboygan County Planning Department, 2005

Roads

There are approximately 47 named streets (including County Highways within the Village borders) and approximately 8.15 miles of pavement. See Figure 5.1 for the listing of these streets.

Historic Roadway

Elkhart Lake and the Town of Rhine have a rich history in racing. In the 1950s, some of the streets in the Village of Elkhart Lake and roads in the Town of Rhine served as the site for open road racing. These roads traverse the landscape around Elkhart Lake. Historic Race Circuits (HRC) of Elkhart Lake, a nonprofit organization which is dedicated to preserving the history and supporting the care and enjoyment of the 1950-1952 public road race circuits in Elkhart Lake was founded in 2005, when the preservation of the race circuit was in jeopardy. HRC applied to have the Elkhart Lake Open Road Race Circuits included in the Wisconsin Register of Historic Places. On September 23, 2005, the historic circuits were listed on the Wisconsin State Register and declared eligible for listing on the National Register. On February 17, 2006, they were listed on the National Register of Historic Places, joining Watkins Glen as the only other historic open road race circuit so preserved. More information on the race circuit and events can be found at <http://www.historicracecircuits.com/index.html>.



Inter-County Bus Service (WETAP) & Transit

There are no transit services provided to or by the Village of Elkhart Lake.

Elderly and Disabled Transportation System

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services with paid or volunteer drivers and volunteer programs with private

vehicles and unpaid drivers. Current transportation services for elderly and disabled persons living within the Village of Elkhart Lake are available through programs coordinated and administered by the Sheboygan County Health and Human Services Department, Division of Aging. Long-distance transport options include Superior Medical Transport, headquartered in Oostburg.

The door-to-door specialized transportation of elderly and disabled persons within Sheboygan County, including the Village of Elkhart Lake, is provided by the Sheboygan County Health and Human Services Department. The Sheboygan County Health and Human Services Department contracted the provision of this service with G & G Enterprises of Wisconsin, Inc. (doing business as Handicare Transportation) in May of 1993. For the most part, service comments since privatization of the transportation service have been quite favorable, until recently. In August 2006, it was discovered that many of the vehicles used for transportation were breaking down and in need of repairs. This transportation system's use may need to be evaluated to make sure the purpose for the system is being met. Priority trips include medical, nutritional, and work-related activities, as well as adult day care/day programming, personal appointments and grocery shopping. If the schedule cannot accommodate a medical appointment, a volunteer driver is located to transport the person; this service is not available for medical appointments by residents of nursing homes.

The Health and Human Services Board of the Sheboygan County Board has been designated by the County Board Chairman as the Transportation Coordination Board. This board is composed of six County Board Supervisors and three citizens, and is a standing board of the County Board. Sheboygan County has a high degree of coordination of transportation services for elderly and disabled persons. All other groups who operate transportation programs are aware of the Health and Human Services Transportation Program, and contact the Sheboygan County Health and Human Services Department office to supplement their service. A specific example of a coordinated service includes daily service to the Rehabilitation Center of Sheboygan (RCS) which handles requests for transportation services and daily service to nursing homes for visitors.

Air Transportation

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest. The WisDOT Bureau of Aeronautics classifies airport facilities according to the function that they serve and the size and type of aircraft that they are capable of handling.

Regional Air Service

At the regional level, the primary commercial-passenger and air freight service for residents of the Village of Elkhart Lake (and Sheboygan County) is provided either by General Mitchell International Airport located south of the City of Milwaukee, or Austin Straubel International Airport, located near the City of Green Bay. General Mitchell International Airport, located in Milwaukee, is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 12 airlines offer roughly 220 daily departures (plus 220 daily arrivals). Approximately 90 cities are served nonstop or direct from Mitchell International. It is the largest airport in Wisconsin, and has been ranked the 5th best airport overall in the nation. Austin Straubel is owned and operated

by Brown County and is a full service regional connector that provides direct service flights to seven major cities. Flights are provided on six airlines with approximately 32 arrivals and 32 departures daily

Local Air Service

Sheboygan County Memorial Airport is located about 10-15 miles southeast of the Village of Elkhart Lake. The Sheboygan County Memorial Airport is classified as a Transport/Corporate (T/C) Airport. Transport class facilities can serve air craft weighing as much as 60,000 pounds provided that approach speeds are less than 121 knots, with wing spans less than 80 feet in length. The primary runway is 5,400 feet in length and 75 feet in width. Corporate charter and limited commuter service are available at this airport. This airport facility is capable of handling precision instrument approach operations. In 1997, there were approximately 64,000 operations at the airport, which was an increase of approximately 3,000 flight operations from the 1992 total. Aircraft based at the facility increased from 79 in 1992 to 110 in 1995. Flight operations at the airport include more than 30,000 general aviation itinerant flights and nearly 29,000 local aviation general purpose flights. Available services include fuel, major airframe and power plant repair, charter, rental, sales and instructional services.

An expansion plan is in place for the airport with a prospective year of 2020. This expansion plan recommends extending the primary runway 1,400 feet (600 feet to the south and 800 feet to the north) and extending the crosswind runway 1,000 feet (300 feet to the east and 700 feet to the west). These runways would be extended to allow for larger aircraft to utilize the airport. The existing terminal site would be expanded under this plan. A significant portion of County Highway O was relocated slightly to the south where it meets with County Highway TT when the airport plan was implemented; this relocation has been recommended in the *Year 2020 Sheboygan Area Transportation Plan (SATP)*. In addition, a small portion of Meadowlark Road would be realigned if recommended improvements are implemented. The phases of the runway extension were completed in 2009. This airport ranks 10th busiest airport in the state for total take-offs and landings.

Private and Recreational Airstrip Facilities

Private airport facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed airstrip is located to allow approaching and departing aircraft to clear all public roads, highways, railroads, waterways or other traverse ways by a height that complies with applicable federal standards. The permit is issued upon an application review by WisDOT, the county, and the municipality in which the facility is located, and by the appropriate regional planning commission.

There are no privately owned airstrips in the Village. There are seven privately owned airstrips in the County providing general small craft services and/or recreational flights to the public. The first is a 2,100 foot runway along STH 144 west of Random Lake in the Town of Sherman; a 2,000 foot runway near CTH OK in the Town of Wilson; a 1,200 foot runway north of CTH J in the Town of Sheboygan Falls; a 2,500 foot runway east of Dairyland Drive in the Town of Mosel; a 2,300 foot runway near the Village of Oostburg; a 2,700 foot runway near the Lake

Michigan shoreline in the Town of Holland; and a 2,500 foot runway north and west of CTH V in the Town of Wilson. These small, private airport facilities offer minimal services and are generally utilized by recreational fliers.

There are two helipads within Sheboygan County, both associated with medical facilities. The first of these is owned by St. Nicholas Hospital in Sheboygan, while the second helipad is owned by Aurora Memorial Medical Center in Sheboygan.

Waterborne Transportation

There are no commercial port, harbor, or marina facilities within the Village of Elkhart Lake (Elkhart Lake is not used for a commercial harbor nor does it have marina facilities). However, due to its location within Sheboygan County, relative to Lake Michigan and Lake Winnebago, numerous marina and harbor facilities are located within driving distance from the Village.

Rail Transportation

There is a set of railroad tracks that traverse north and south through the Village of Elkhart Lake. The Canadian National Railroad filed for abandonment of the line in June 2004. A public meeting followed, and strong support was expressed for continued rail service. The State of Wisconsin purchased the rail line for \$1.9 million and negotiated a deal with Wisconsin & Southern Railroad to assume ownership of the 37-mile track segment and right-of-way that extends from Saukville to Kiel, Wisconsin. Wisconsin & Southern have had some success in generating new traffic, and this trend must continue in order for the track to be sustainable.



Currently due to poor track condition, trains can travel at a maximum speed of 10 mph. The trains are currently not running as far north on the track as Elkhart Lake. Wisconsin & Southern has expressed a desire to invest \$2-3 million to improve this line, but funds for such an investment will depend on obtaining more clients in communities along the route who are willing to ship goods by rail. Currently, there are seven businesses in other communities south of the Village who use the rail and which provide 145 jobs.

There are five road and rail crossings within the Village limits. The crossings are located at Hickory and 67, Osthoff Avenue (where it curves back to the east), Rhine Street, Lake Street, and Pine Street. These rail crossings are spread throughout the Village with a majority of them being located near the downtown area. A list is shown in Figure 5.2. The crossings are rough and uneven and should eventually be replaced by a rubberized or concrete installation. Such installation may cost significantly more than the less expensive timber or asphalt crossing; however, it generally saves money in long-term maintenance.

Figure 5.2 Railroad Crossing Locations in Elkhart Lake

Hickory Lane (County AJ) West of Hwy 67	N Lake Street (North of East Rhine St.- Cty J)
Osthoff Avenue (West of Highway 67)	Pine Street (East of Gottfried St. – Cty J)
East Rhine Street (County J) East of Lake St.	

Source: Sheboygan County Planning Department & Village of Elkhart Lake Records

Trucking

There are currently no trucking companies within the Village of Elkhart Lake.

Bike Facility Systems

The Wisconsin Bicycle Map identifies general bicycling conditions on the state and county highways located within Sheboygan County, but not specific to the roads within the Village. The volume of traffic and the paved width of roadway were the two primary variables by which roads were classified for bicycling. The bicycling conditions are not known specific to the Village, but the conditions and the definitions of the conditions on the state and county highways that travel along or into the Village are known and are listed below:

Best Conditions for Bicycling – These county highways and state highways will have light volumes of traffic and may have many other favorable factors such as good sight distance and minimal truck traffic. This classification may include a small number of highways approaching a moderate level of traffic but with paved shoulders.

- Highway 67 - north of County Highway FF (paved shoulder)
- County Highway A & J (S. Lake Street)- south of the Village
- County Highway A - south of the Village
- County Highway J - south of the Village
- County Highway FF - north and east of the Village

Moderate Conditions for Bicycling – These roadways have moderate traffic volumes for the amount of pavement width present. This classification may also include county highways and state highways with paved shoulders, but slightly more traffic. Due to moderate traffic volumes, less experienced cyclists should use care on these segments.

- Highway 67 - north of the Village to County Highway FF (paved shoulder)
- Highway 67 - south of the Village to Garton Road (paved shoulder)
- County Highway P - west of the Village from County Highway A north to County Highway J.
- County Highway J – north from the Village limits

High Volume, Undesirable Conditions – These roadways have moderately-high traffic volumes with no paved shoulders or high traffic volumes with narrow paved shoulders, and many have moderate to high truck traffic. This classification could also include some moderate volume roadways, but with an assortment of negative factors for bicycling. Bicyclists should try to plan around these roads and/or use considerable caution when using them. Bicyclists should have significant amounts of expertise with these types of conditions if choosing these highways.

- Highway 67 – south of Garton Road to County Highway J
- County Highway A - east from the Village limits to County Highway E

The Wisconsin State Bicycle Plan does not identify if county or local roads have paved shoulders of a width of at least four to five feet. Studies have shown that paving road shoulders, (from four

to five feet in width) not only improves safety for bicyclist and pedestrians, but will also decrease long-term maintenance costs for the facility and will improve motor vehicle safety.

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* has identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Sheboygan County and the Village of Elkhart Lake. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Sheboygan County.

Currently, within the Village of Elkhart Lake there are no paved bicycle lanes or stand-alone bike trails. The Village may have an opportunity to improve bicycling conditions through the Non-motorized Transportation grant dollar, as long as the program remains federally funded.

Source: 2005 Wisconsin Bicycle Map. The information is compiled by the Bicycle Federation of Wisconsin and the WisDot. Note: The map does not include information specific to the Village, just the surrounding roads.

Pedestrian Facility Systems

Currently, the Village of Elkhart Lake has approximately 3.33 miles of sidewalks scattered throughout the Village. The Village also has a walking trail located within June Vollrath Park.



EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

Roads and Highways

There are several basic considerations useful in assessing the road system within a community. These considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the town, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

Functional Class

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector, and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs, and traffic volumes. The road system for the Village of Elkhart Lake has been functionally classified based on the criteria identified by the WisDOT in Figure 5.3. Figure 5.4 is a map of the road system for the Village of Elkhart Lake. Figure 5.5 is a map of the functional classifications of the roads within the Village.

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely, and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be limited to the greatest extent possible. Arterial roads are further categorized into either principal or minor arterial roads based on traffic volumes. Within the Village of Elkhart Lake, there is one minor arterial road, Lincoln Street (aka State Highway 67).

Collector Roads

The primary function of those roads classified as collectors is to provide general area to area routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers, and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes. Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school, and between home and those places where business and commerce are conducted. Collector roads are further delineated by classification as major or minor collectors.

In the Village of Elkhart Lake, Gottfried Street (aka County Highway J), East Rhine Street (aka County Highway A), Hickory Lane and South Lake Street, between Hickory Lane and County Highway A, (County Highway A&J) are functionally classified as major collectors. County Highway A along the southern village limits is also a major collector. There are not any minor collectors within or near the Village.

Local Roads

The primary and most important function of local roads is to provide direct access to the lands adjacent to the road. Local roads are constructed to serve individual parcels of land and properties. All roads that are not classified as arterial or collector facilities within the Village are classified as local roads. Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or business) to collector roads. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are approximately 6 miles of local roads under the jurisdiction of the Village (which does not include County Highways within the Village).

Traffic Counts

An analysis of past and present volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. The traffic counts have decreased from 1999 to 2002 on all the roads except Gottfried Street (see Figure 5.6). Since 1996 only 2 streets have seen an increase in the average daily traffic. These two streets are County Highway A west of 67 and Gottfried Street.

Figure 5.6: Annual Average Daily Traffic, Village of Elkhart Lake

Highway- Counter Location	1996 ADT	1999 ADT	Number Change 1996 to 1999	Percent Change 1996 to 1999	2002 ADT	2005 ADT	Number Change 1999 to 2002	Percent Change 1999 to 2002
STH 67- south of CTH A	3900	4100	200	5.13	3900	4600	-200	-4.88
STH 67- north of CTH A	4400	3500	-900	-20.45	3300	N/A	-200	-5.71
CTH A- east of STH 67	2900	3300	400	13.79	2600	N/A	-700	-21.21
CTH A- west of STH 67	2700	3600	900	33.33	3500	N/A	-100	-2.78
CTH A- west of CTH J	N/A	530	N/A	N/A	500	N/A	-30	-5.66
N. Lake St.- south of Golf Course Rd.	1200	1000	-200	-16.67	900	N/A	-100	-10.00
Hickory Ln.- west of STH 67	1300	1200	-100	-7.69	920	N/A	-280	-23.33
Gottfried Rd.- northwest of CTH A	1300	1700	400	30.77	1800	N/A	100	5.88

Source: WisDOT "Annual Average Daily Traffic" for Sheboygan County, 1996, 1999, 2002.

Traffic Flow Capacity

The roads that serve the state, region, and local community are designed and engineered to accommodate a maximum level of traffic (Figure 5.7). The maximum total capacity of a two-lane, two-way road under ideal conditions is 2,000 vehicles per hour, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Figure 5.7 should be considered as the average maximum volume on various types of roads under ideal conditions. As the comparison of the recorded annual average daily traffic, peak hourly traffic and traffic flow capacities indicate, at present, there are no roads or road segments located within the Village that have approached or appear to be approaching the roads design capacity.

Figure 5.7: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: "Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.

Traffic Crashes

Figure 5.8: Vehicle Crashes, Village of Elkhart Lake, 2002-2006

Year	Total Crashes	Fatalities	Injuries
2002	2	0	0
2003	6	0	1
2004	2	0	1
2005	8	0	0
2006	2	0	0
TOTALS	20	0	2

Source: Sheboygan County Sheriff's Department's Accident Reports

Figure 5.8 shows that for the period from January 1, 2002 through December 31, 2006 there was a total of 20 crashes in the Village of Elkhart Lake. Of that, zero of the crashes resulted in

fatalities and 2 resulted in injuries to the vehicles occupants. The year with the greatest number of crashes was 2005. The number of crashes for 2006 was low compared to 2005.

During the period from January 1, 2002 through December 31, 2006, there were 11 intersection crashes in the Village of Elkhart Lake (see Figure 5.9). This means over 50% of the crashes in the Village occur at intersections. The number of crashes each year has fluctuated and there is no clear pattern for crashes at intersections and non-intersections.

Figure 5.9: Intersection/Non-intersection Crashes, Village of Elkhart Lake

Year	Crashes	Intersection	Non-Intersection
2002	2	0	2
2003	6	4	2
2004	2	2	0
2005	8	3	5
2006	2	2	0
TOTALS	20	11	9

Source: Sheboygan County Sheriff's Department's Accident Reports

There is no single intersection in Elkhart Lake that has more crashes than any other, but Lincoln Street (Highway 67) has been the site for at least 6 of the intersection crashes. This means that in the last five years over half of the intersection crashes have occurred on this street. Two of these six crashes occurred at Highway 67 and Osthoff Avenue and three of the five accidents were because of failure to turn on headlights or light support.

Crash Type

The manner of the crash is indicated by the crash type as shown in Figure 5.10. Of the 20 crashes reported in this time frame 5 crashes resulted from a lack of illumination or light support (over 25%). There were 4 crashes dealing with vehicles striking other vehicles, either at intersections or vehicles striking other vehicles that were turning, exiting or entering driveways or stopped or slowing on the road. There were also 4 crashes when a parked motor vehicle was involved. Deer also accounted for 4 of the crashes in the last five years. The other crashes by their type are listed below in Figure 5.10.

Figure 5.10: Number of Crashes by Type, Village of Elkhart Lake

Crash Type	2002	2003	2004	2005	2006	Totals
Motor Vehicle-In-Transport	1	2	0	1	0	4
Parked Motor Vehicle	1	1	0	2	0	4
Tree	0	1	0	0	0	1
Deer	0	1	0	2	1	4
Lumination Light Support	0	1	0	3	1	5
Guardrail End	0	0	1	0	0	1
Other Fixed Object	0	0	1	0	0	1
Total Crashes	2	6	2	8	2	20

Source: Sheboygan County Sheriff's Department's Accident Reports

Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities, and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, neither Sheboygan County nor the Village has a Controlled Access Ordinance, but the Village has a Street Design Ordinance (32.24) which regulates the width, curvature, grade, and intersections of streets within the Village.

The State has an access ordinance along State Highway 67 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. The WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage.

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period.

The major components of Trans 233 include review, access, drainage, setback, and vision corners.

- **Review.** WisDOT reviews all subdivision plats along state highways for conformance with the rule. Along with state highway system segments in rural areas, the rule also applies to segments that extend through a village or city. Once a final map is provided, WisDOT has 20 days to complete its review.
- **Access.** Direct access to the state highway system from newly created lots is generally not permitted. The owner should determine alternative ways to provide access to the property. The preferred option is for the property to take access off an alternative street. New public streets created by a subdivision are the next preferred alternative. Joint driveways may be allowed if a special exception from the rule is requested and approved. Some developments may require a special traffic study.
- **Drainage.** Drainage is evaluated to help ensure that stormwater flowing from a new development does not damage a highway or its shoulders. It is advisable for developers to discuss drainage issues with the WisDOT district office staff before submitting a subdivision for review.
- **Setback.** Setbacks are areas abutting a state highway in which buildings cannot be constructed. In general, setbacks are 110 feet from the centerline of the highway or 50 feet from the right-of-way line, whichever is more restrictive.
- **Vision corners.** Vision corners are triangular areas at intersections in which structures, improvements and landscaping are restricted because they can block the ability of motorists to see oncoming vehicles. Vision corners may be required at the time a permit is obtained and possibly sooner.

Driveway Permits

Driveways to local roads may also impair vehicle safety, if improperly sited and/or designed. The Village has the authority to issue permits for all new driveways on local and county roads. These permits allow the Village to prohibit driveways that due to location (at the base or top of hills, within a specified distance from an intersection, etc.) are deemed unsafe. The permit process can also regulate the size and design of a driveway including driveways with culverts. Improperly designed and sized culverts can pose traffic safety problems and impede drainage from the road surface.

Along all state highways, WisDOT has jurisdiction of any new driveway to be constructed. This is covered under Trans 231 and a permit is necessary for construction. This permit is obtained through the County.

The Village of Elkhart Lake in section 10.10 of their ordinances states that no person, firm, or corporation shall construct any driveway accessing any Village street (including all local, county and state roads) without first obtaining a driveway permit from the Superintendent of Public Works.

Speed Limit Controls

Local units of government can change speed limits for their roads under the authority and guidelines of the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and opinions of a diverse range of interests, including drivers (who tend to choose speeds that seem reasonable for conditions), landowners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed- the one most drivers choose- is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, which is the speed 85% of the free flowing traffic travels at or below. An engineering study measuring average speeds is required to determine the 85th percentile. Another consideration is the road's design limit. This is the highest and safest speed for which the road was designed and takes into account the road type, geometry, and adjoining land uses.



Speeds should be consistent, safe, reasonable, and enforceable. When 85% of the drivers voluntarily comply with posted speed limits, it is reasonable to enforce the limits with the 15% who drive too fast. Unreasonably low speed limits, however, tend to promote disregard for posted limits and make enforcement much more difficult. Such limits may also promote a false sense of security among residents and pedestrians expecting the speeds of drivers will decrease due to the posting.

Internal Traffic Circulation System

The internal traffic circulation system for the Village of Elkhart Lake consists of a grid network of local roads serving residences and local businesses. The local road system is complemented

by a network of well-spaced state highways and county trunk highways, which although serving limited land access, primarily serves the purpose of providing countywide travel.

INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the Village.

County Functional and Jurisdictional Studies

There are no existing county functional or jurisdictional transportation plans for the road system within the Village of Elkhart Lake; however, such a study for the surrounding area is overdue. During a key stakeholder forum held November 30, 2004, the Sheboygan County Highway Commissioner stated that functional/jurisdictional classifications are reviewed periodically. Roads can change classification from town to county and vice versa. The County Highway Department intends to look at the roads' classification as part of Sheboygan County's comprehensive planning. These changes in classification are generally based on traffic numbers and types of vehicles.

Transportation Corridor Plans

There are no existing transportation corridor plans for the road system located within the Village of Elkhart Lake.

Rural Transportation Plans

There are no transportation plans for the road system located within the Village of Elkhart Lake.

State Highway Plan

The Wisconsin state Highway Plan 2020 states that, "Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing." In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System:

- Preserving the system by improving or replacing aging pavements and bridges;
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through combined strategies of engineering, education, and enforcement.

Six-Year Highway Improvement Plan

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories, *resurfacing*, *reconditioning* and *reconstruction*, giving it the often used abbreviation 3-R Program.

- *Resurfacing* entails provision of a new surface for a better ride and extended pavement life.
- *Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades.
- *Reconstruction* entails complete replacement of worn roads including the road base and rebuilding roads to modern standards.

Relative to the state's *Six-Year Highway Improvement Plan* in the Village of Elkhart Lake area there have not been any significant projects undertaken or scheduled to be undertaken.

State Airport Plans

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location, and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

Wisconsin State Railroad Plans

An update of the State Rail Plan is in progress. Due to the increased utilization of inter-modal shipment of goods, manufacturers can locate virtually anywhere within a short driving distance of a rail facility and still benefit from the reduced costs afforded by rail transportation.

State, Regional and Local Bicycle Plans

State Bicycle Plan

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020).

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects.

Regional Bicycle Plan

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* adopted in 2002 identified a system of connecting routes and needed improvements connecting all municipalities and major

destination points throughout the eight-county region including Sheboygan County and the Village of Elkhart Lake. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Sheboygan County.

Sheboygan Area Transportation Plan

The Sheboygan Metropolitan Planning Organization Technical and Policy Advisory Committees and Bay-Lake Regional Planning Commission staff have completed the *Year 2035 Sheboygan Area Transportation Plan (SATP)*. The Sheboygan Metropolitan Planning Organization includes representatives from the cities, villages, and towns affected in Sheboygan County, the Sheboygan Public Works Department, the Sheboygan Transit System, and Sheboygan County Government.

The mission of the *Year 2035 Sheboygan Area Transportation Plan (SATP)* is to plan for a means of providing safe, efficient, economical, convenient, aesthetic, and multimodal transportation facilities for people, goods, and services within the Sheboygan Metropolitan Planning area, for all trip purposes.

The following nine major goals are included in the Sheboygan Bicycle Plan:

- 1) Support the economic vitality of the metropolitan planning area (through promotion of global competitiveness, productivity, and efficiency) by recommending transportation investments that recognize the mobility needs of business and industry and that enhance access for economic development and tourism.
- 2) Increase the safety and security of the transportation system for motorized and non-motorized users through programs and improvements that reduce or eliminate system deficiencies.
- 3) Increase the accessibility and mobility options available to people and for freight by ensuring a safe, affordable, and intermodal system that minimizes the needs for automobile travel and provides mobility options for the transportation disadvantaged.
- 4) Protect and enhance the environment, promote energy conservation, and improve quality of life in the metropolitan planning area.
- 5) Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight, by connecting truck, rail, airport, and water transport facilities, yielding a competitive, economical, safe, efficient, and environmentally sound way to transport people and goods.
- 6) Promote efficient management and operation of the inter-modal infrastructure system for the movement of people and goods.
- 7) Preserve the existing transportation system and current transportation infrastructure by responding to replacement and/or rehabilitation needs in accordance with recommended cycles.
- 8) Maintain a transportation planning process that is responsive to the needs and interests of the area residents, groups, and public agencies, and ensure that minority and low-income residents do not bear the majority of adverse impacts from the transportation system.
- 9) Use corridor-level planning and design to develop street and highway corridors that are aesthetically pleasing.

Recommendations of the *SATP* include the identification of corridors providing important linkages to potential bicycle traffic generation sites, the development of bicycle paths or multipurpose recreational facilities, increased usage of bicycle lanes and wide curb lanes, the development of common roadway usage corridors, and the development of recommended bicycle facilities within identified principal bikeway corridors. The recommended width of bicycle paths and multi-purpose recreational facilities is approximately 10 feet. Bicycle lanes and wide curb lanes have a recommended width of 5 feet. Common roadway usage corridors are areas identified by low traffic volumes and low average travel speeds. This plan also addresses freight transportation, safety and security of transportation, street and highway improvement projects, and transportation funding. This plan does not have specific recommendations for the Village, but this Plan provided a starting point for the Sheboygan County Comprehensive Bicycle and Pedestrian Plan.

Sheboygan County Comprehensive Bicycle and Pedestrian Plan

Sheboygan County is currently in the process of adopting a Comprehensive Bicycle and Pedestrian Plan. This draft makes some recommendations that will impact the Village of Elkhart Lake. These recommendations deal with the proposed pedestrian and bicycle network within the Village. The Plan makes recommendations for short-term facilities. These short-term facilities are all bicycle lanes. In the Village of Elkhart Lake, the following streets have proposed bicycle lanes:

- Highway 67 – Starting at the southern Village limits and continuing until the entrance of the High School.
- East Rhine Street – From the eastern Village limits to Lake Street.
- Osthoff Avenue/South Lake Street/Washington Street – From East Rhine Street to Hickory Lane.
- County Highway J (Gottfried Street) – From Lake Street to the Village limits.
- County Highway J – From Hickory Lane to County Highway A.

The Plan also addresses the gaps in sidewalks in the Village. The gaps that have been identified for Elkhart Lake in the Bicycle and Pedestrian Plan are not priority gaps, but, with the population of the Village growing, reducing these gaps will continue to create a friendly, welcoming-atmosphere. Gaps in the sidewalks create safety concerns and prevent people from walking to local services. According to the Comprehensive Bicycle and Pedestrian Plan, there are approximately 10.7 miles of gaps in the sidewalks. The Plan proposes that all areas missing sidewalk connections in the Village are a long-term priority.

TRANSPORTATION STRATEGY AND RECOMMENDATIONS

The Village of Elkhart Lake will seek direction for this element from the vision and goals identified through the public participation process.

Transportation Goals, Objectives, Policy, and Programs**1) Provide well-maintained, safe roads and streets for residents and visitors.**

- a. Policy/Program:* Provide regular maintenance and inventory of road conditions to ensure quality and safety.
- b. Policy/Program:* Local road systems should be designed, sized, and signed to minimize through traffic use.
- c. Policy/Program:* New roads should be built to acceptable state standards and should comply with Village ordinances.
- d. Policy/Program:* Monitor WisDOT statistics for existing road traffic volumes as well as crash rate data compiled by the Village Police Department and the Sheboygan County Sheriff's Department. Using this data, develop long-term maintenance schedules and capital improvement programs.
- e. Policy/Program:* Provide adequately lit streets for pedestrians and bicyclists.

2) Review non-motorized transportation safety concerns.

- a. Policy/program:* Law Enforcement will work with the schools to hold safety seminars for bicyclists, pedestrians, skateboarders, and inline skaters.
- b. Policy/program:* Educate and inform people of the proper safety needed when biking or walking.

3) Develop and maintain public recreational areas, trails and sidewalks for residents and visitors.

- a. Policy/Program:* Consider sidewalks in existing areas of high traffic (vehicular and/or pedestrian).
- b. Policy/program:* Require sidewalks on all public streets in new subdivisions.
- c. Policy/program:* Develop connections, where feasible, for local bike/pedestrian trails to link to other local trails and county/state trails.

4) Recognize the need for appropriate and cost-effective transportation for senior citizens and disabled residents and communicate availability of services to Village citizens.

- a. Policy/Program:* Gather information and communicate what alternatives might be available to help in the transport of senior and disabled residents.

5) Participate in state and county transportation activities that impact the village.

- a. Policy/Program:* Encourage public input and collaboration when addressing transportation-related projects dealing with organizations such as Wisconsin Department of Transportation (WDOT), Rails and Harbors, County Highway Department, Town of Rhine and Department of Public Works.

6) Encourage the use of railroad right-of-way through the Village either by trains or for a recreational trail.

- a. Policy/Program:* Maintain communication with the Rails and Harbors officials to assess the use of the railroad in the Village
- b. Policy/Program:* Should the railroad corridor be abandoned or not utilized in the Village, create a plan to develop a recreational trail which could hopefully be connected to existing local, county and state trails.

7) Plan for a transportation system that is harmonious with its surrounding environment.

Roads and related features should adapt to and complement existing land uses and natural resources.

- a. Policy/Program:* Coordinate transportation planning with local land use.
- b. Policy/program:* The total amount of land for Village streets should be minimized as much as possible while still meeting state standards and complying with Village ordinances.
- c. Policy/program:* Minimize the destruction of, or negative impacts to, historic buildings and historic, scenic, scientific, archaeological, and cultural sites as may be caused by the construction or reconstruction of local streets and roads.
- d. Policy/Program:* Avoid the location of local streets and roads through environmental corridors, if possible.


Figure 5.3: Functional Classification Criteria for Rural Roads and Highways

Rural Principal Arterials						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
	Must meet any 2 of these				OR Must meet both of these plus 90% of Traffic Volume	
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 50,000 with other places of 50,000.	Provide access to major recreation areas of the state	Maximum 30 miles	>6,000		2.0-4.0% statewide
>43	Connect places 5,000 with places of 50,000.			>2,000		
Rural Minor Arterials						
>43	Connect places 5,000 with places of 5,000.	Serve all traffic generating activities with an annual visitation of 300,000 if not served by a principal arterial.	Maximum 30 miles	>2,000	1. Alternate population connection 2. Major river crossing/restrictive topography	4.0-8.0% statewide
>43	Connect places with 1,150 with places of 5,000 or other principal arterials.			>1,000		
Rural Minor Collector						
	Basic Criteria			OR Must meet 2 of these plus 90% of Traffic Volume		Mileage Percent of System Range
	Must meet any 2 of these OR the Parenthetical Traffic Volume					
>43	Connect places 1,150 with other places of 1,150. Connect places 575 with places 1,150 or higher function route.	Land Use Service Index > or =16.	Maximum 10 miles	>1,000 (>4,000)	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial	5.0-18.0% countywide
>43	Connect places 575 with other places of 1,150 or higher function route. Connect places 115 with places 575 or higher function route.	Land Use Service Index > or =12.		>400 (>1,600)		Most counties should be at 7.0- 14.0%
Rural Minor Collectors						
>43	Connect places 115 with other places 115.	Land Use Service Index > or =8.	Maximum 10 miles	>400 (>1,600)	1. Alternative population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial	5.0-10.0% countywide
>43	Connect places 60 with places 115 or higher function route.	Land Use Service Index > or =5.		>200 (>800)		
Local Roads						
All public roads not classified as arterials or collectors.					65.0-75.0% countywide	
					Most counties should be at 68.0-72.0%	

Figure 5.4
Location of Highways &
Roads in the Village of
Elkhart Lake


Sheboygan County, WI


Legend

 Village of Elkhart Lake

Roads

 State Highway

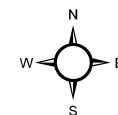
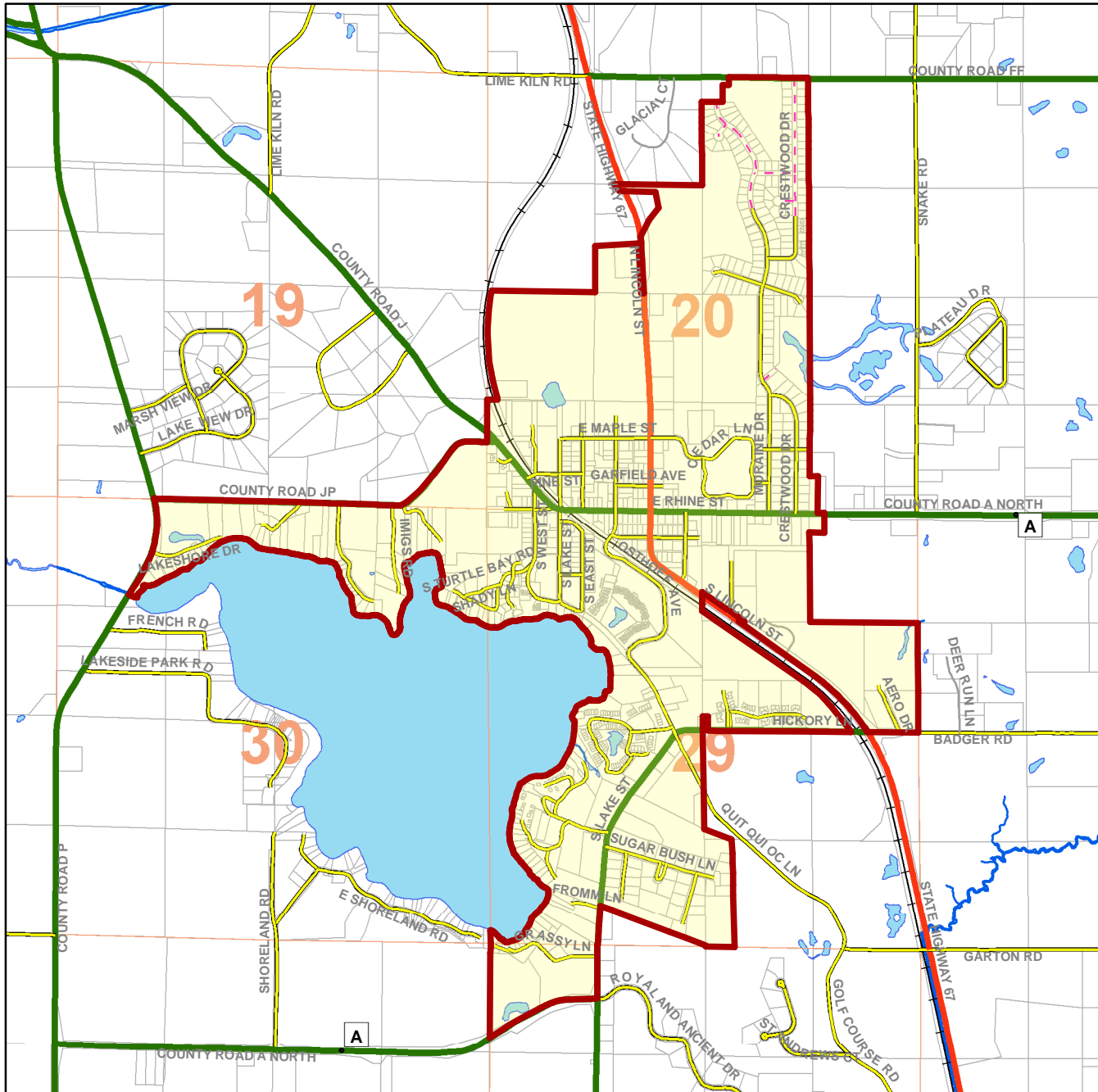
 County Road

 Town / Local Road

 Private Road

 Road Platted, Not Built

 Parcels



1" equals 1,900'



Prepared for the Village of Elkhart Lake by
the Sheboygan County Planning Department

Figure 5.5
Functional Road Classification
Village of Elkhart Lake

Sheboygan County, WI

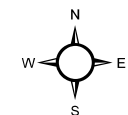
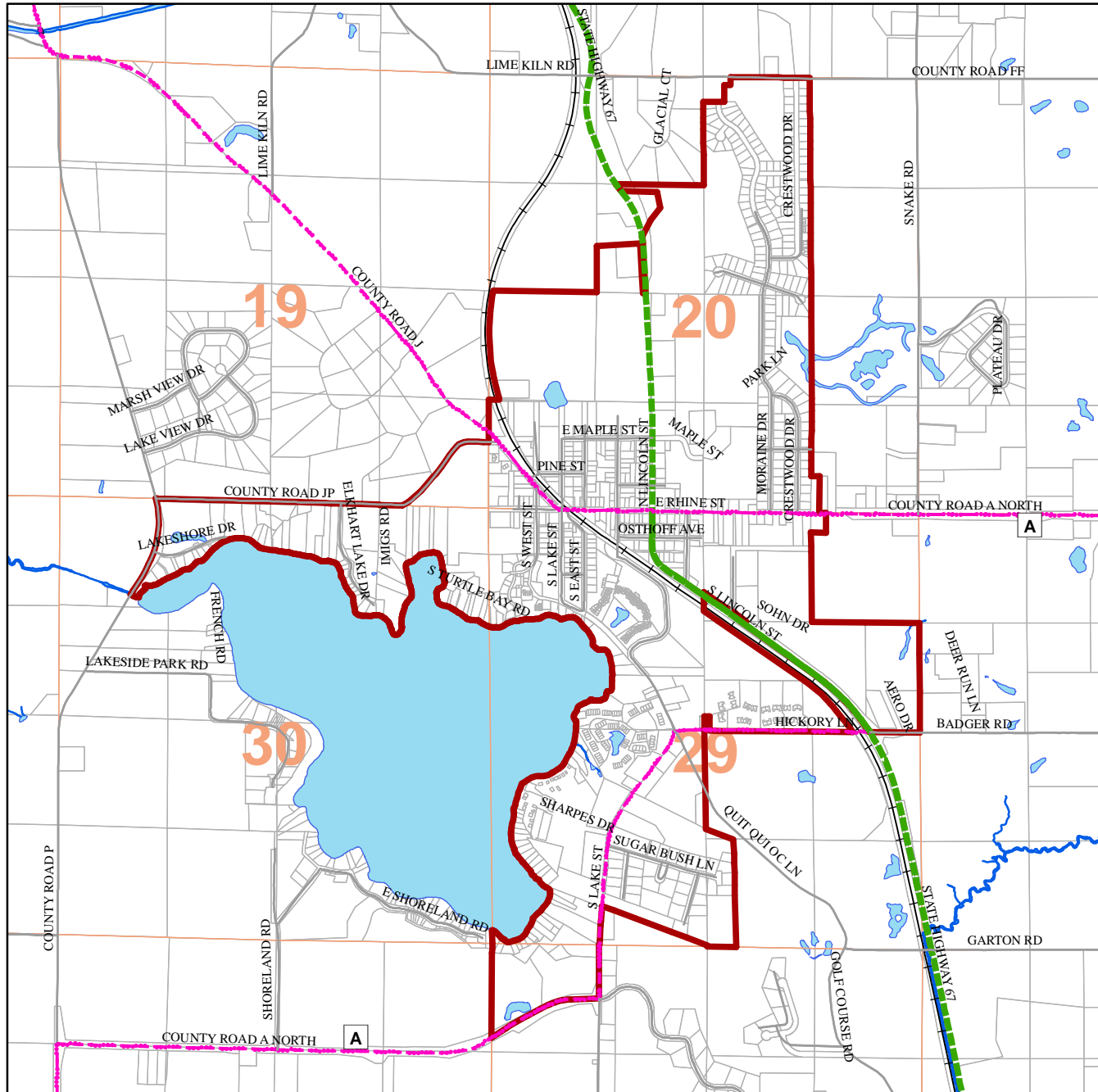
Legend

Functional Classification

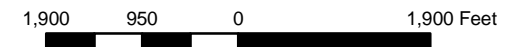
- ▬▬▬ Principal Arterial - Interstate
- ▬▬▬ Principal Arterial - Other
- ▬▬▬ Minor Arterial
- ▬▬▬ Major Collector
- ▬▬▬ Minor Collector
- ▬▬▬ Local Road or Street

Planimetric

- ▬ Bridges
- ▬ Dams
- + + Railroads
- ▬ Rivers, Streams
- ▬ Road / Bridge



1" equals 1,900'



Prepared for the Village of Elkhart Lake by
the Sheboygan County Planning Department

CHAPTER 6 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

As part of the comprehensive planning program, the Village of Elkhart Lake's utilities and community facilities were reviewed and evaluated as to their current condition and adequacy to meet the present and future needs of the community. Data and information were obtained through discussions with Village Board members, Planning Commissioners, and other representatives throughout the community.



SUMMARY AND IMPLICATIONS

Providing state-of-the-art utilities and community facilities in a relatively small village with a limited tax base is a continual challenge. Nevertheless, respondents to the 2004 Citizen Input Survey generally expressed a high level of satisfaction with a variety of public services. Major services/facilities, such as the village hall, the library, recreational lands, local streets, public sewer and water, law enforcement, and the volunteer fire department- which are direct, internal responsibilities of the Village – are deemed adequate or above adequate. Other important services/facilities, such as schools, child care, elder care, and health care, which are provided by entities outside of Village government, are also deemed adequate or above adequate.

Due to changes in society and overall affluence, increases in utility usage have become a trend throughout the United States. The Elkhart Lake area is no different. There have been recent upgrades by We Energies for the capacity of electric service.

There were no major services/facilities deemed inadequate in the Village, although there is a concern about being able to attract enough volunteers to adequately staff the volunteer fire department and first responders.

BOARDS AND COMMISSIONS INVENTORY

Village Board

The Elkhart Lake Village Board consists of the Village President and six Trustees, all of whom are elected for two year terms. The Village Board meets at the Grashorn Civic Center located at 84 N. Lake Street on the 1st and 3rd Mondays of the month. Responsibilities of the Village President and Trustees are divided into the following six standing committees: Administration and Finance, Public Works, Protection of Person and Property, Public Health and Welfare, Municipal Planning and Development, and Industrial Development. The Board appoints a full-time Clerk-Treasurer and Deputy Clerk.

Planning Commission

Elkhart Lake has a seven member Planning Commission which meets monthly or as needed. The Planning Commissioners are appointed by the Village Board to 3-year terms and include two Village Board members and five residents. The Planning Commission reviews, amends and

recommends adoption and implementation of the comprehensive plan. The Village Board refers all matters pertaining to zoning and land divisions to the Planning Commission for their review and recommendation prior to Board decisions. The Planning Commission's final recommendation should ensure consistency with the Village Comprehensive Plan.

Community Development Authority

Elkhart Lake has a seven member Community Development Authority (CDA). CDA members are appointed by the Village Board to 3-year terms and include two Village Board members and five residents. The CDA meets on an as-needed basis. The CDA reviews economic development projects for the Village and provides grants and loans to that purpose. The CDA has completed a market analysis for the Village of Elkhart Lake in conjunction with the UWEX Center for Community and Economic Development. The CDA is independent from the Village in that it has the authority by State Statutes to borrow and expend funds but is also financially linked to the Village.

Tourism Commission

Elkhart Lake has a Tourism Commission which consists of six voting members, one of whom is a Board member and one of whom must be from the lodging industry and three non-voting members. All members are appointed by the Board and serve a one year term. The Tourism Commission receives a percentage of room tax that is collected by the Village and expends those funds to market the Village in hopes of providing overnight stays that will benefit our lodging facilities, restaurants, shops and service facilities. The Tourism Commission is served by a Director, a part-time Assistant Director and a part-time secretary.

Library Board

Elkhart Lake is served by a seven member Library Board. The Library Board Directors are appointed by the Village Board for three-year terms and must include one Board Member and one representative of the Elkhart Lake-Glenbeulah Public School District. The five resident members may include representation from outside the Village limits. The Library Board's powers are independent from the Village Board and are authorized by Village Ordinance and State Statutes. Other than for the appointment of their members, the Library Board is dependent on the Village Board for financial assistance. The Library is part of the Eastern Shores Library System and receives some financial support through that system. The Library Board is served by a part-time Library Director who is hired by the Library Board and library clerks who are hired by the Director.

Tree Commission

Elkhart Lake is served by a five member Tree Commission. The Tree Commissioners consist of one Board member and four resident members each appointed for a three year term by the Village Board. The Tree Commission meets monthly and has the responsibility of the planting, care and maintenance of all street and park trees.

Park Commission

Elkhart Lake is served by a six member Park Commission. The Park Commission consists of three member of the Elkhart Lake-Glenbeulah Athletic Association, one Board member and two residents of the Village of Elkhart Lake each appointed for three year terms by the Village

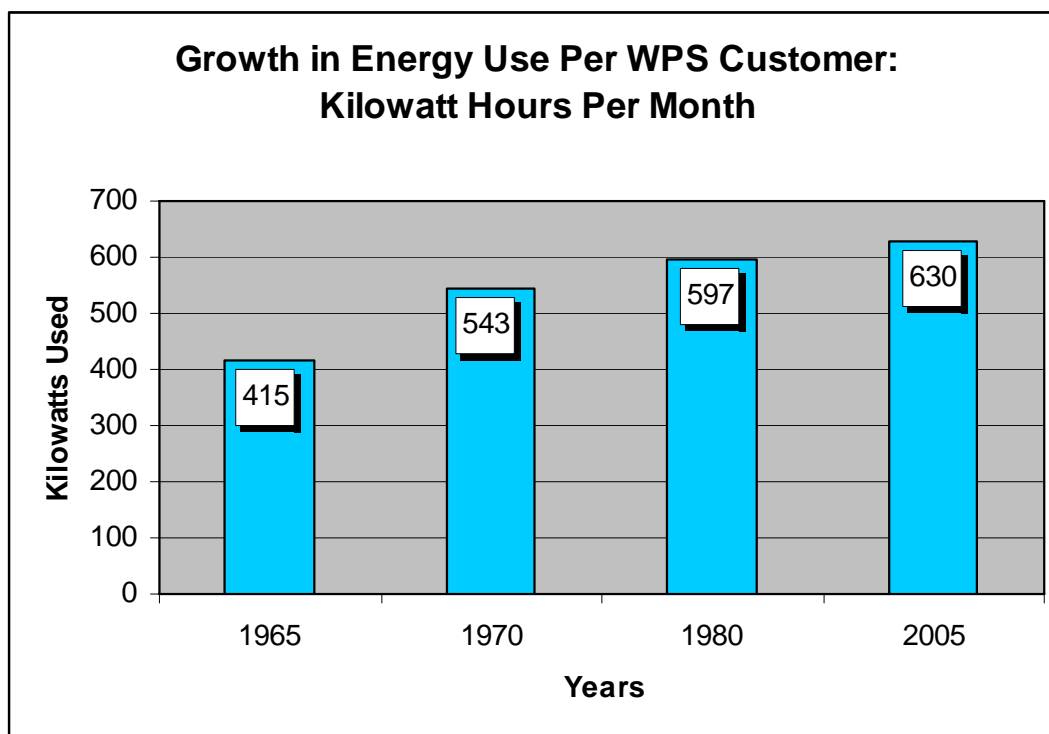
Board.. The Park Commission has the responsibility of setting the rules and regulations for June Vollrath Athletic Park.

PUBLIC FACILITIES INVENTORY AND ANALYSIS

Electric Service

The Village of Elkhart Lake is within the electrical utility service territory of We Energies (a/k/a Wisconsin Electric Power Company). There are double circuit transmission lines (138kV) provided by the American Transmission Company that run just west of County Highway P and then head into the Town of Russell. A substation is located west of Elkhart Lake along County Highway P in the Town of Rhine. The electrical service to the Village is thought to be adequate at this time for planning purposes, with the current upgrades along 11.5 miles of transmission line. This upgrade occurred from New Holstein south to the Elkhart Lake substation. This upgrade was completed in December 2006 and will strengthen electric reliability. We Energies, which is increasing its capacity by about 2-3% per year to keep up with demand throughout its service area, uses several different fuel sources to produce electricity: coal 61.3%; nuclear 25.2%; purchased power 4.6%; renewables 1.6%; and natural gas 7.2%. This data is from the 2007 estimated production data We Energies releases.

Figure 6.1: Growth in Energy Use Per WPS Customer: Kilowatt Hours Per Month



Source: Wisconsin Public Service. Although electrical service from WPS is not available in the Village, all utilities approximately share the same energy growth.

Natural Gas

Residents of the Village of Elkhart Lake are provided with natural gas by Wisconsin Public Service (WPS). A major natural gas line is located west of the Village of Elkhart Lake along County Highway P and then travels north near County Highway J. The pipeline is owned by the

American Transmission company and is the West Shore Pipe Line. A map of the pipelines located in the Lake Country Area is shown in Figure 6.2.

Public Water System

A majority of the Village of Elkhart Lake is served by the Elkhart Lake Water Department which has been in operation since 1900 and operates two deep wells. Well One is 530 feet deep and has been in operation since 1936 and Well Three is 295 feet deep and has been in operation since 2002 (Well Two has been abandoned). Prior to the addition of Well Three in 2002, Kapur & Associates did a Comprehensive Water Study for the Village in 1996 which was revised in 2000. At the same time, Layne-Northwest did a Geologic Reconnaissance Study and an Electro-magnetic Induction & Gravity Survey to identify potential municipal well sites. The Village has a Well Protection Plan and ordinance for Well Three and will be formulating a Well Protection Plan for Well One in the next two years. Operation of the Elkhart Lake Water Department is handled by State Certified Operators of the Public Works Department and falls under the regulations of the Public Service Commission of the State of Wisconsin as well as the Wisconsin Department of Natural Resources. Wells are monitored daily and tested as required by the DNR either monthly, annually or at specific intervals depending on the type of testing. The Water Utility also informs the public about its activities and testing annually in a Consumer Confidence Report. The water utility was aided over the last thirteen years by TIF District #1 which enabled the utility to replace and upgrade a majority of the water mains west of Highway 67 as well as provided the utility with a new water sphere and Well Three.

Elkhart Lake is also served by a number of private wells, mainly along the north shore of the lake.

Sanitary Sewer Service

The Village of Elkhart Lake operated its own sewage treatment plant from 1916 until 1976. At that time, the Village of Elkhart Lake joined together with the Village of Glenbeulah, Greenbush and Crystal Lake to form the Northern Moraine Utility Commission of which The Village of Elkhart Lake is a 68% owner. The Commission meets monthly and consists of one member appointed from each community. The Northern Moraine Wastewater Treatment Plant serves the four communities by collecting and treating the domestic wastes transported to the plant by each community. Northern Moraine Utility currently has one lift station which they own and operate in the Village near the Sheboygan Bay area. The current average daily flow of the plant is .330 million gallons per day with a capacity of .600 million gallons per day. The plant is at 57% of its capacity with a projection of twenty years before it reaches capacity.



The Wisconsin Department of Natural Resources designed a rating system called the Compliance Maintenance Report (CMAR) which provides an evaluation of the current condition of each wastewater treatment facility in the state. The CMAR is a yearly assessment that rates various components of wastewater treatment and then gives an overall letter grading/grade through a point system to a facility. The report has five range categories for determining applicable grade

and response actions as shown in Figure 6.3 below. According to the 2006 CMAR, the Northern Moraine Utility Commission Wastewater Treatment Facility has a grade AB rating (3.06 GPA), which places it in the voluntary action range.

Figure 6.3: CMAR Grades and Response Ranges			
Grade	Grade Points	Grade Meaning	Response Range
A	4	Good	Voluntary
B	3	Satisfactory	Voluntary
C	2	Marginal	Recommendation
D	1	Poor	Action
F	0	Fail	Action

Although there is adequate capacity available, the plant needs to upgrade regularly to meet new DNR regulations. Currently, they are upgrading the way sludge is handled to meet these regulations as economically as possible.

Sanitary Sewer Collection System

The Village of Elkhart Lake has a sanitary sewer system in place that serves all of the homes within the community, except those along the North Shore which are still served by private systems. The logistics of adding the North Shore to the sanitary sewer system include terrain, location and costs. The lines that transport wastewater from the Village to the treatment facility are from 12 to 15 inches in diameter in the Village. The treatment facility is located in Glenbeulah. There is also one lift station owned and operated by the Village and located on Grassy Lane.

Northern Moraine requires all the participating communities to obtain approval from them prior to accepting any subdivision expansion. Northern Moraine keeps its communities abreast of their capacity levels, any chemical levels it may be exceeding, the need to eliminate infiltration, and the status of proposed regulations for the future. As with the water lines, TIF District #1 has allowed the Village to replace a majority of the sewer lines to the west of Highway 67 and encouraged property owners to replace their laterals during any street reconstruction. This has helped the Village with the problem of infiltration. The Public Works Department does monitor sewer lines annually through a televising program to identify and ultimately repair any infiltration or potential infiltration sites.

Storm Sewer System

The storm sewer system removes surface water runoff and discharges the water into natural drainways, creeks, and other surface water bodies. In the Village, there are grates and ditches and culverts that are used to take the water underground and then the water is transported or flows to wetland areas. Flooding has not been a problem in the Village.

Solid Waste and Recycling Facilities

The Village of Elkhart Lake currently contracts out all of its waste disposal services. The Village of Elkhart Lake pays per month per unit for refuse collection and recyclable collection. Presently, paper recyclables go to the Wisconsin Paper Board in Milwaukee and the co-mingled recyclables go to Mid-West Recycling in Racine. The refuse goes to the Ridgeview Landfill in

Whitelaw. The Village will periodically open negotiations for other disposal companies to quote on a price for solid waste collection in the Village. Yard waste and oil are collected at the Village garage at a drop-off site. The Village also provides senior citizen pickup of brush and leaves and will bring a truck to the site of anyone removing bushes or trees. Presently, the Village hauls all brush to the Town of Rhine's landfill site and all yard waste collections are hauled away for composting.

Sheboygan County annually runs a hazardous household waste collection program with Saturday drop-off sites in Plymouth and Sheboygan. Elkhart Lake residents are eligible for this program.

Telecommunications Facilities

Land-line telephone service to the Village is provided by Verizon North. There are U.S. Cellular, Verizon Wireless, and Nsighttel antennas located within the Village on the water towers. Assuming the standard two-mile range for digital antennas, the entire Village of Elkhart Lake is within the service radius.

Cable television service is provided to most of Elkhart Lake by Time Warner Cable of Southeastern Wisconsin. Area residents are also able to get satellite television from a few companies.

Dial-up internet service is available to residents with landline telephones from a variety of companies, while high-speed internet is available with a more limited number of providers. Time Warner Cable, Verizon and some satellite providers offer high-speed internet, while other providers have limited areas that can be served with high speed internet.

COMMUNITY FACILITIES AND SERVICES INVENTORY AND ASSESSMENT

Municipal Building

The Elkhart Lake municipal offices are located at 40 Pine Street, near downtown at the north end of the Village Park. The building houses the Police Department, Municipal Clerk's Office (Village Administration), Grashorn Civic Center (Village Hall) and the Elkhart Lake Public Library. The initial building was built in 1980 by a donation from Charlotte and Gertrude Grashorn. The building was expanded in 1997 and connected to the fire station. When the new fire station is completed in 2008, it is expected that both the Police and Clerk will expand their offices into the site of the present fire station.

Municipal Administration

The Village Administration consists of a full time Clerk-Treasurer-Administrator and a Deputy Clerk-Treasurer both appointed by the Village Board for two year terms. The Assessor is an employee of the Village and is also appointed for a two year term by the Village Board. The Village contracts out for the services of an attorney for the Village and for the Police Department.

The Public Works Department

The Department of Public Works, based at the Elkhart Lake municipal garage, is located at 51 East Maple Street. Presently, the Public Works Department consists of two full



time positions, one part-time year round position and four other positions which are part-time and seasonal. The Public Works Department provides the maintenance to Village streets, sidewalks, parks, sanitary sewer lines, storm sewer lines and the water utility. Presently, the Village owns a variety of equipment for maintaining and repairing streets and sidewalks, grading, patching, lawn and beach maintenance and removing snow. When a road or utility line needs to be rebuilt or replaced, the Village contracts these projects to the County or private contractors. The Village has an equipment replacement schedule that goes out twenty years to keep equipment maintained, upgraded or replaced.

Building Inspection Department

The Superintendent of Public Works is also the Village Building Inspector for remodeling and new construction for one and two family residential units. Building Inspection services for plumbing and heating and ventilating on one and two family units is contracted out until such a time that the Public Works Superintendent becomes certified in these areas. The State of Wisconsin provides inspection for all residential buildings of three or more units, commercial buildings and industrial buildings.

Police Department

The Village of Elkhart Lake has a part-time police department which is in operation between 8 and 20 hours a day and is located in the Municipal Office Building located at 40 Pine Street. Presently, the Village's Police Department is staffed by three full-time officers, a part time clerk and nine seasonal or part-time officers. The department utilizes two-marked squad cars, a bicycle, three boats, one jet-ski and occasionally a Harley Davidson motorcycle.

When the Village Police Department is not staffed, the protective services are provided by the Sheboygan County Sheriff's Department located in the City of Sheboygan. The Department anticipates having adequate manpower for the next five years or so, although cuts in shared revenues might create challenges. Under standard enforcement procedures, the Department can make arrests under County ordinances, Village ordinances, and State laws. Members of the Department also belong to the SWAT (Special Weapons and Tactics) Team, the Dive Team and the Multi-jurisdictional Enforcement Group (MEG Unit) specializing in drug enforcement.

Since the Village does not have its own detention facility they utilize the Sheboygan County Sheriff's Department correctional facilities

The Village is served by the 911 system, which rings directly through to the Sheboygan County Sheriff's Department, routed through the telecommunicators and relayed to emergency services.

Municipal Court

The Village of Elkhart Lake and the Town of Rhine jointly operate a municipal court which convenes monthly. The judge is elected for a two-year term by the Village and Town of Rhine. The Clerk of Court is a part-time position hired by the Village and the Police Department attorney acts as the prosecutor for the Village.

Fire Department

The Village of Elkhart Lake and the Town of Rhine utilize the Elkhart Lake Fire Department for fire protection. The Elkhart Lake Fire Department, established in 1897 by the Elkhart Lake Village Board, was organized under Wisconsin State Statute Chapter 181 which makes it a private entity but operates for a public purpose under Wisconsin State Statute Chapter 213 as is referenced by their by-laws. The Elkhart Lake Fire Department elects its own officers, which consist of a Chief, 1st Assistant Chief, 2nd Assistant Chief, Secretary-Treasurer, and a Captain and Lieutenant for each truck. This is a volunteer fire department made up of about 40 firefighters from the Village of Elkhart Lake and the Town of Rhine. The Elkhart Lake Fire Department covers the Village of Elkhart Lake along with the Town of Rhine and has mutual aid agreements with neighboring fire departments. The Fire Station is located at 610 S. Lincoln Street.

The Fire Department's budget is prepared each year by the officers of the Elkhart Lake Fire Department and submitted to the Joint Fire Committee. After their approval it is taken to the two boards for approval. The budget is a fifty/fifty split.

The Elkhart Lake Fire Department operates vehicles owned by either the Village of Elkhart Lake or the Town of Rhine. Presently, the aerial truck is owned jointly by both the Village and Town. This sharing of services allows for larger amounts of equipment to be purchased.



Figure 6.4: Fire Equipment

<u>Village of Elkhart Lake</u>	<u>Town of Rhine</u>	<u>Elkhart Lake Volunteer Fire Dept.</u>
1985 Ford Aerial joint	1985 Ford Aerial	Jaws of Life
1999 Pierce Pumper #3	2005 Mini Pumper	Boat & Trailer
1992 Equipment Van	1988 Water Truck	4-wheeler
2005 Pick Up Truck	1995 Water Truck	Radios & Pagers
2000 Pace Trailer		Turn Out Gear
1984 Ladder Truck		

The Fire Department is part of the county-wide 911 system. The Department does not have its own Hazardous Materials (HAZMAT) team, but is part of the Sheboygan County HAZMAT. The Elkhart Lake Fire Department will also be participating in a County wide mutual aid agreement called the Mutual Aid Box Alarm System (MABAS) Agreement which coordinates fire protection services and emergency medical services as authorized by Wisconsin State Statute 66.0301(2), 66.0301(2)(a)3, and 66.0303(3)(a) and (b).

The adequacy of fire protection within the Village is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Grading obtained under the schedule is used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire fighting services.

The grading is obtained by ISO by its municipal Survey Office based upon their analysis of several components of fire protection including:

- Fire department equipment
- Alarm systems
- Water supply system
- Fire prevention programs
- Building construction
- Distance of potential hazard areas from a fire station.

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In February of 2006, the Village of Elkhart Lake was rated a 4 by the ISO. Communities of the Village's size have an average ISO rating between 4 and 7.

Elkhart Lake First Responders

Emergency medical services are provided by the Elkhart Lake First Responders. The First Responders were established in 1997 as an expansion of the Glenbeulah First Responders approved by the Sheboygan County Emergency Medical Service Council. With the approval of the Sheboygan County Emergency Medical Service Council, they became independent of Glenbeulah in 1999 covering the Village of Elkhart Lake and all of the Town of Rhine.

The Elkhart Lake First Responders operate as a Village department under the Protection of Person and Property Committee. They consist of approximately twenty to twenty-four volunteer members and have adopted their own by-laws and elect their own officers who consist of a Captain, Lieutenant, Training Officer and Secretary-Treasurer. They are headquartered in their own building at 51 N. East Street. They respond with their own vehicles from whatever location they happen to be when a call is issued. All volunteers are supplied with a trauma-equipment bag, pagers and radios and First Responders on call will have defibrillators in their vehicles. There is no official agreement with the Town of Rhine to provide financial support but Rhine does provide the First Responders with an annual donation.

Emergency Response Team

The Village also has a joint Emergency Response Team with the Town of Rhine. The Village and Town jointly appoint a Director to coordinate training in preparation for emergency issues that may arise in the Village. The team consists of members of the Police Department, Fire Department, First Responders, the Public Works Department, the Board and the Clerk. The

Village prepared and adopted an Emergency Response Plan in 2001. In 2009, the Village and Town of Rhine were working on a joint emergency response plan.

Emergency Services

Water, ice and land rescue services are provided by the Elkhart Lake Fire Department.

Ambulance service is provided by Plymouth Ambulance Service (PAS). The PAS has 40 on call EMTs. PAS has 4 advanced life support ambulances (ALS) which provides service to 220 square miles and has a call volume of 1,200 a year. PAS is a non-profit organization that operates on donations and money received from transported patients.

The Village is served by the 9-1-1 system that is routed through Sheboygan County telecommunicators and relayed to emergency services. Tele-communicators set off tones to activate the paging system for all of the First Responder units in the County.

Library

Elkhart Lake is well-served through the Elkhart Lake Public Library located at the lower level of the Grashorn Civic Center at 84 North Lake Street. The library serves the residents of the Village as well as outlying areas through a cooperative agreement with Eastern Shores Library System, which allows materials to be ordered from any participating library over the internet. The Elkhart Lake Library was established in 1896 through personal support and through continued community support has expanded to its present size. According to the 2006 annual report of the Elkhart Lake Library, the library has a collection of 18,761 books, 10,323 electronic books, 47 magazine titles, 2,443 video materials, 674 audio books, and 1,467 of downloadable electronic materials and other materials. Public internet access is available, along with meeting space in the 1st floor of the Grashorn Civic Center.

Schools

The local school has been an integral part of the Village's community life providing economic support to the local economy, as well as outdoor recreation facilities, along with athletic, musical and other events in which the community participates.



The Village of Elkhart Lake is entirely within the Elkhart Lake-Glenbeulah School District, which serves between 500-600 students from all or part of four municipalities. A map of the Village School District can be seen in Figure 6.5. The School District serves its students from one site located on the north side of Elkhart Lake with the High School and district offices in one building located at 201 N. Lincoln Street (Highway 67), and the middle and elementary school in another complex at 251 Maple Street. The

school also has the Kohl Fitness Center that is open to the public with a membership.

Students in grades 4, 6, and 8 in Wisconsin are required to take the Wisconsin Student Achievement System (WSAS) examinations. These examinations test five academic areas. In the 2003, the 4th graders in the Elkhart Lake-Glenbeulah School District scored significantly higher

than the statewide average and comparable if not a little higher than other school districts of comparable size. The 8th graders also scored significantly higher than the statewide average, and also higher than other schools districts in the area. The 10th graders scores were mixed. In the areas of reading and language arts Elkhart Lake-Glenbeulah students scored lower than the state average, but scored higher than the state average in math, science, and social studies. (See Figure 6.6).

Figure 6.6 Percentages of Students in the 4th, 8th, 10th Grade that Scored Proficient or Advanced in the WSAS Examinations

Proficient and Advanced Percentages of Students per School						
School District	Grade Level	Reading	Language Arts	Math	Science	Social Studies
Elkhart Lake	4	89	97	89	97	100
Kiel	4	87	88	81	87	97
Plymouth	4	85	89	85	95	97
Elkhart Lake	8	91	82	94	92	97
Kiel	8	92	75	78	79	92
Plymouth	8	81	71	73	75	89
Elkhart Lake	10	64	65	76	77	87
Kiel	10	70	72	76	77	79
Plymouth	10	85	83	83	77	86

Source: Wisconsin Department of Public Instruction

The school enrollment has declined steadily over the years (See Figure 6.7). In the 1992-1993 school year, there were approximately 800 students in the district and in the 2005-2006 school year that number has dropped down to approximately 560. This is a 30% decrease in 13 years, with the enrollment expected to continue to decrease. Between 1992 and 1997 there was a 12% decrease in the enrollment. This enrollment decrease could be due to smaller families, fewer families with children, school choice and home schooling. The school district has done a good job of operating within current budget constraints and a dropping enrollment while providing a quality education.

Figure 6.7: School Enrollment

School Year	Enrollment
1992-1993	803
1993-1994	790
1994-1995	772
1995-1996	768
1996-1997	759
1997-1998	706
1998-1999	677
1999-2000	615
2000-2001	593
2001-2002	580
2002-2003	565
2003-2004	580
2004-2005	560
2005-2006	561
2006-2007*	518
2007-2008	514
2008-2009	527

Source: Wisconsin Department of Public Instruction & Elkhart Lake-Glenbeulah School District

Postal Services

Postal services for Elkhart Lake are provided by the U.S. Post Office located downtown at 146 East Rhine Street. The building is a small structure that has a front door at sidewalk/street level that would appear to satisfy ADA requirements. The building is leased by the U.S. Post Office. Parking is available on the street and on the west side of the building. No improvements are planned for the near future.

Child Care Facilities

Daycare services are available through a program in the Elkhart Lake-Glenbeulah Elementary School. There may be child care services that are provided in-home, for a very limited number of children, but there are no known childcare businesses. There are some childcare businesses within 10 miles of Elkhart Lake, located in Kiel (Chatterbox Child Learning Center), Plymouth (St. John Lutheran School, Here We Grow Child Care Center, Mulberry Bush Daycare Center, & Learning Tree Academy). Furthermore, there are several facilities located in Sheboygan, Waldo, and the surrounding areas.

According to the 2000 U.S. Census, there were 46 children under 5 years of age living in the Village and 97 children between the ages of 5-14. In the 2004 citizen input survey, only 27.7% of the respondents responded to the question about child care and about ¼ of those responding said the child care facilities in the Village were average or poor. If Elkhart Lake would see an increase in the population of families with children, childcare facilities would become important. With the high percentage of families consisting of dual income parents who commute to work, quality, easily accessible child care is a critical concern for these families.

Elder Care Facilities

The Sheboygan County Division of Aging has as its purpose to plan, coordinate, and promote services and programs needed by older adults within the County. This includes a variety of services, such as counseling, transportation, nutrition, legal and benefit advocacy, and events/activities. The Division of Aging coordinates 9 dining sites throughout the County. None are located within Elkhart Lake or other Lake Country Planning communities, but there are meals provided at Howards Grove's Senior Center on Tuesday and Thursday and at the Plymouth Senior Center Monday thru Friday.



In the 2004 Elkhart Lake citizen input survey, 10.2% of residents said there was a need for assisted living facilities, and 10.9% said there was a need for housing for seniors. A new development north of East Rhine Street and east of Lincoln Street will include an assisted living facility. This facility is called Cedar Landing at Elkhart Lake, a new innovative senior campus with a proposed development of 20 duplex homes providing 40 senior housing units and thirty assisted living apartments. Based on the aging population new and/or expanded facilities will be needed in the future. In the meantime, there are a variety of care and living options in the area:

Retirement Community. There are self-contained housing communities designed for older adults. These communities offer meal programs and typically have a focus on social and recreational activities. Many other amenities may be available depending on the site.

Continuing Care Retirement Communities (CCRCs). Refers to a facility that is able to respond to an individual's need for different levels of care as needs change. Levels of care may range from independent living to skilled nursing care. These services may also be augmented by assisted or supportive living, home health care, and/or adult day services, allowing one to select the level of care most appropriate for an individual's changing circumstances.

Community Based Residential Facilities (CBRFs). State licensed elderly group homes for five or more unrelated adults. CBRFs provide assisted living and health care services above normal room and board. A limited amount of skilled nursing care is available. The philosophy of a CBRF is to provide a home-like environment and to keep each resident as dignified and independent as possible, while maintaining a feeling of safety and security.

Residential Care Apartment Complexes (RCACs). Offers each resident care and services unique to his or her needs. This type of assisted living is based on providing individual apartments and as each person's need for care increases, services can increase accordingly. This gives residents an opportunity to remain in the apartment setting for a greater length of time.

Adult Day Services. An option to a nursing home, these services were designated for adults who are experiencing a serious decrease in physical, mental, and/or social functioning and need a protective environment. Professional staff may include nurses, social workers, therapists, and other staff specially trained.

Skilled Nursing Facilities. Offer long-term care for residents who require daily assistance. Some type of rehabilitation program also usually available.

As can be seen from the above list, elder care facilities mean much more than “nursing home care.” According to Gunderson and Graham Healthcare Consulting (April 2, 2004 report to Sheboygan County Health Care Citizens’ Task Force), the elderly are becoming healthier, better educated, more consumer savvy, and expect a variety of health care alternatives to be available to them. The least desirable option is nursing home care. In the last ten years, there has been a proliferation of assisted living and senior housing development. For local communities, especially small ones, this means it is possible to meet many of the housing needs of senior citizens without a large nursing home or similar type of facility.

Health Care Facilities and Services

There is currently no primary health-care facility located in Elkhart Lake. However, medical services are available nearby in the City of Kiel as well as the City of Plymouth where there is also an Urgent Care Center and emergency services.

The closest hospitals for in-patient care are twenty to thirty minutes away in Sheboygan, Aurora Sheboygan Medical Center and St Nicholas Hospital. Further specialized medical care is available within a ninety minute radius in Fond du Lac, Neenah, Appleton, Green Bay and Milwaukee.

Cemeteries

The Sharpe Family Cemetery is a private cemetery located within the Village of Elkhart Lake. Other church related cemeteries are located in the Town of Rhine in close proximity to the Village.

OUTDOOR RECREATION INVENTORY

Community Facilities

According to the *Sheboygan County Comprehensive Outdoor Recreation and Open Space Plan (2007)* the community’s existing recreational facilities include:

Fireman’s Park, owned by the Elkhart Lake Fire Department and located on the Eastern Shore of Elkhart Lake on South Lake Street. This 3-acre park has picnic tables, barbecues, 270 feet of beach frontage, concession stand, beach house, restroom facilities, volleyball courts, and several pieces of playground equipment. There is a minimal admission fee.

Lions Park, a Village neighborhood park located on Moraine Drive and Kettleview Court. The park is 1.12 acres and includes a shelter, restroom facilities, a ball diamond and playground equipment.

June Vollrath Athletic Park, owned by the Village of Elkhart Lake and operated by the Elkhart Lake-Glenbeulah Athletic Association and located on Highway 67 on the northern edge of the Village. The Park is approximately 18 acres and includes 1 lighted baseball diamond, 1 lighted softball diamond and soccer fields. There is also a basketball court, concession stand, picnic shelter, playground equipment, and hiking trails.

Village Beach, located at the corner of South Lake and South East Street. The park is .5 acres and has 150 feet of beach frontage. There are restroom facilities available. This beach is for the residents of the Village of Elkhart Lake and Elkhart Lake-Glenbeulah School District. Beach use requires a tag, which can be purchased at the Village Hall,



Village Park, located at North Lake Street. The 1 acre park includes playground equipment, and picnic tables, and is adjacent to the library and Grashorn Civic Center.

Elkhart Lake-Glenbeulah Public School, located on the northern boundary of the Village on State Highway 67. It is 32 acres with 4 tennis courts, 2 basketball courts, a lighted baseball diamond/football field, 4 softball diamonds, soccer fields, and several pieces of playground equipment.



Elkhart Lake School Forest, located at Arbor Drive. It is 6.5 acres of forest, which was donated for nature study and upon permission from the school is open to the public.

School Wetlands and Eco-Study Center, located at Moraine Drive and Park Lane. This land is 8.9 acres and was donated for nature study and upon permission from the school is open to the public

Elkhart Lake. This 300-acre body of water is used for fishing, swimming, boating, and other water-recreational activities. More information about lake usage, water quality, and management is presented in Chapter 2.

The standard ratio of 12 acres of recreation space per 1,000 persons suggests that the Village is meeting this requirement, even without the school's facilities. Elkhart Lake has 23.25 acres of recreational facilities without the school's facilities, but has a whopping 70.65 acres of recreation facilities with the school's facilities. Baseball and softball programs attract hundreds of participants, so it is essential that the School District's facilities also remain accessible to Village residents for recreational space. With addition of the *June Vollrath Park*, Elkhart Lake's new development will still be in that parks service radius. The only parts of the Village that are not within a ½ miles radius of a park are the western part of the Village along with the north shore of the lake and the very southern area of the Village. Figure 6.8 shows



the recreational facilities in and around Elkhart Lake.

National, State, and County Facilities

There are no national, state, or county facilities within the Village limits. The Elkhart Lake boat launch, the Broughton Sheboygan Marsh Park, access to the Ice Age Trail, and the Kettle Moraine State Forest are all facilities in close proximity to the Village.

Other Recreation Facilities

Sheboygan, Manitowoc, and Fond du Lac Counties have a variety of recreational facilities that include the Old Plank Road and Interurban Trails, Lake Michigan, Kohler-Andrae and Point Beach State Parks, several highly rated golf courses, and many areas for hunting and fishing.

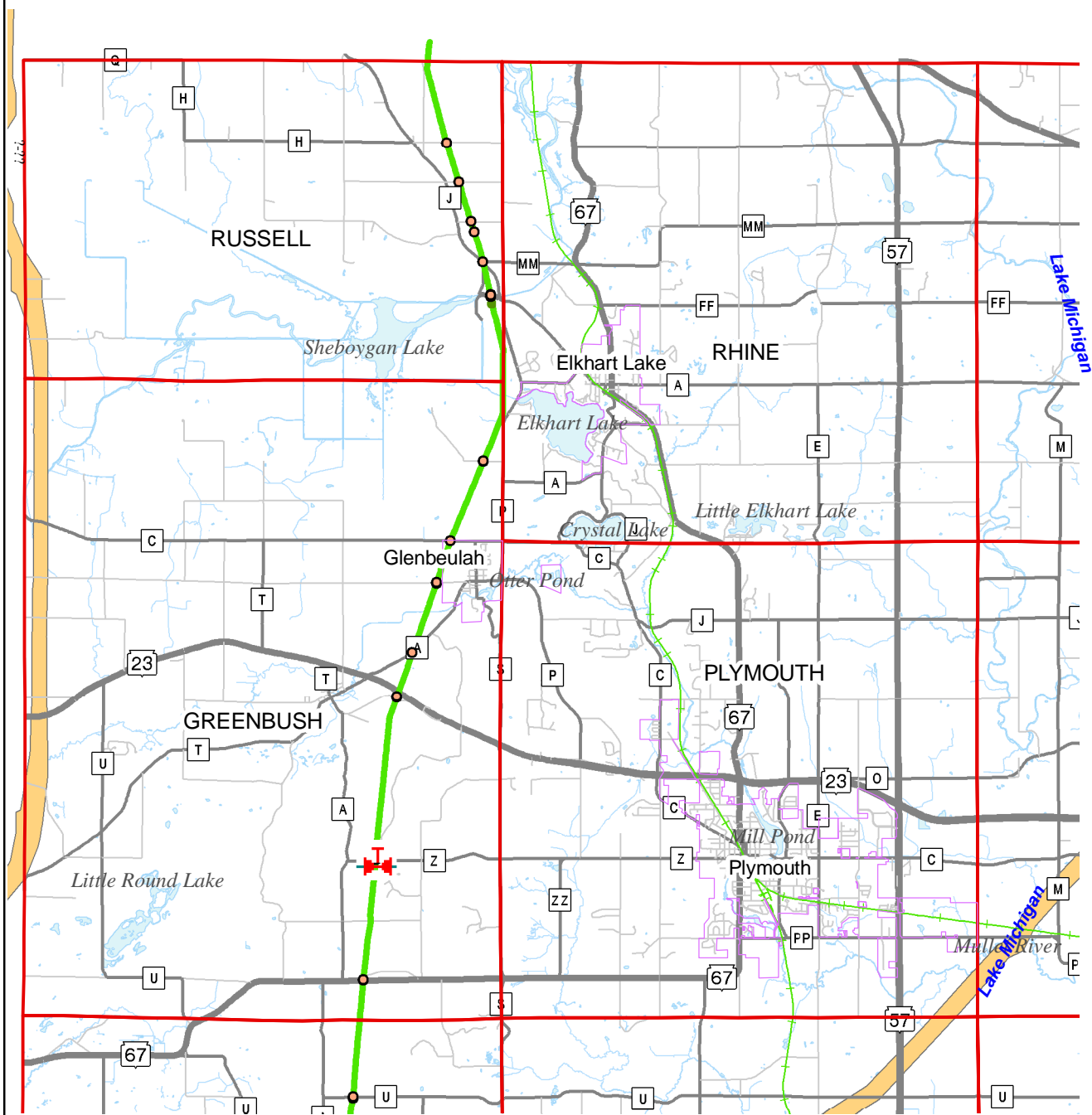
UTILITY AND COMMUNITY FACILITY RECOMMENDATIONS AND STRATEGY

The Village of Elkhart Lake will seek direction for this element from the vision and goals identified through the public participation process.

Utilities and Community Facilities Goals, Objectives, Policies, and Programs

- 1) **Provide cost-effective services and facilities that are well-maintained and sufficient for the needs of our citizens.** Services and facilities shall include but are not limited to electrical, natural gas, water, sanitary sewer, storm sewer, solid waste, recycling, telecommunications (land lines, cellular, cable tv, internet), roads (including street lights, sidewalks, snow removal), first responder and ambulance service, police, fire and emergency services, library, and parks and recreational.
 - a. *Policy/Program:* Identify areas for updates and improvements to services/facilities regularly to ensure adequacy, efficiency and cost effectiveness.
 - b. *Policy/Program:* Protect both the quantity and quality of the Village's municipal water supply and ground water.
 - c. *Policy/Program:* Develop and adopt a Capital Improvement Program (CIP) for future growth and reduce redundancy of utilities, especially telecommunications.
 - d. *Policy/Program:* Monitor services and facilities including childcare, school, health care, senior housing and service to encourage sufficient service to meet resident needs.
- 2) **Coordinate and consolidate with surrounding governmental units to share facilities and services when possible to conserve resources.**
 - a. *Policy/Program.* Review and identify possible areas of coordination and consolidation of services such as emergency services, garbage disposal, street maintenance, utilities, water safety patrol, etc.
- 3) **Develop a community information strategy to inform citizens of services and activities provided by the Village and school district and what services/facilities local taxes are supporting.**
 - a. *Policy/Program:* Collect and provide pertinent information on services and activities provided by the Village and school district in a pamphlet, on the Village web site, the local TV Channel and local newspapers.

Figure 6.2
Pipelines in the Lake Country Region
 Sheboygan County, WI



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Sheboygan County is not responsible for any inaccuracies herein contained.



0 0.5 1 2 3 Miles
 1 inch equals 2 miles

Source: Sheboygan County, 2005; Diggers Hotline, 2006; Bay-Lake Regional Planning Commission, 2006. Map prepared by the Sheboygan County Planning Department for the Village of Elkhart Lake

Legend

- Village & City Limits
- Municipal Boundary
- Major Surface Water
- streamsmajor



Mile Marker

Aerial Marker

West Shore Pipeline

ANR Pipeline

Interstate

State Highway

County Road





Local Road

Railroad






Figure 6.5
School Districts
 Sheboygan County, WI

Legend






School Districts

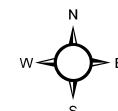
-  All Other Schools
-  Kiel Schools
-  Elkhart Lake-Glenbeulah Schools
-  Village of Elkhart Lake

Roads

-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Road Platted, Not Built

Planimetric

-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge



1" equals 1,900'



Prepared for the Village of Elkhart Lake by
 the Sheboygan County Planning Department

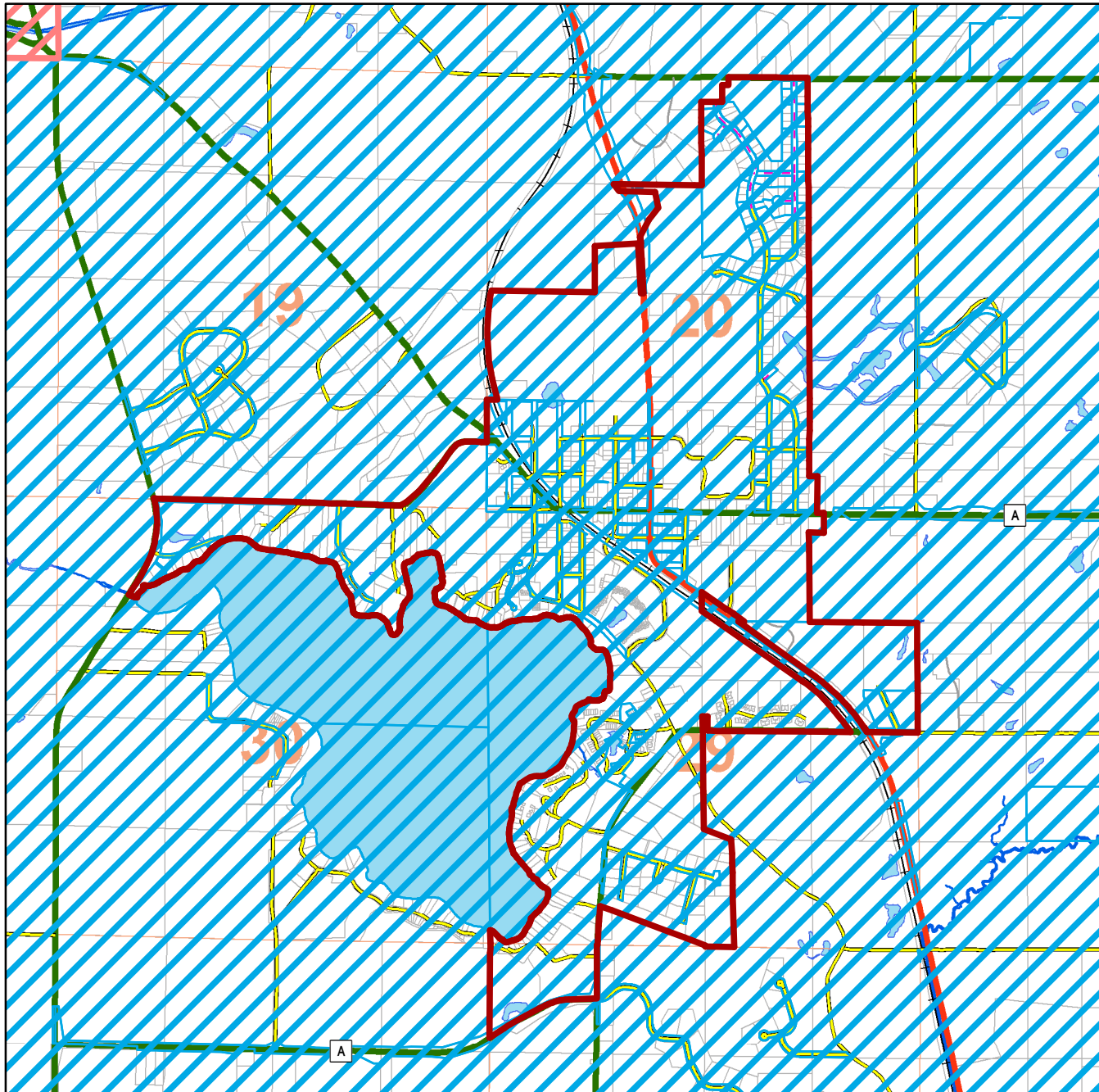
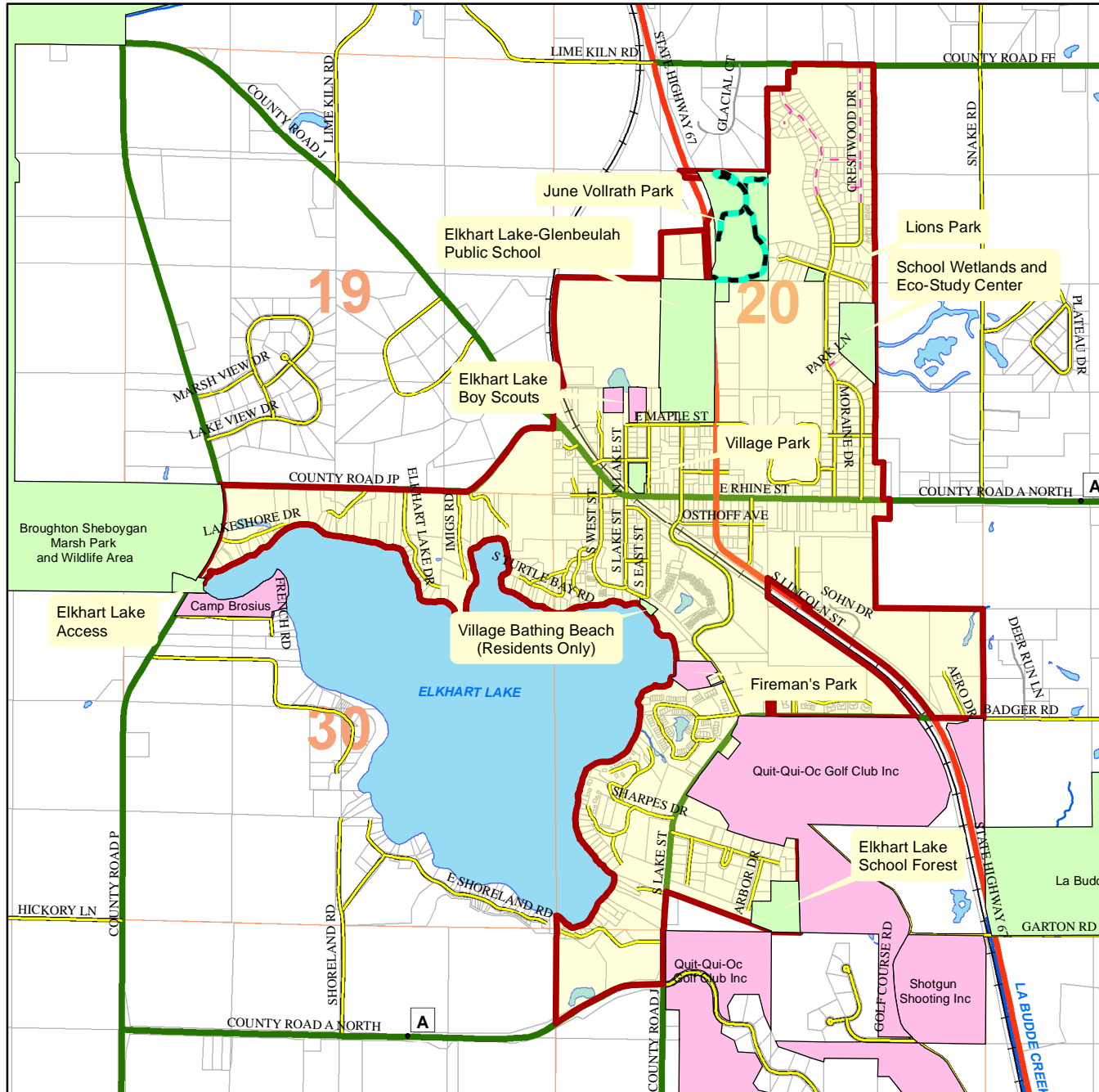


Figure 6.8
Recreational Facilities
Village of Elkhart Lake
 Sheboygan County, WI



Legend

Recreation Trail

Recreation Facilities

Public

Private

Village of Elkhart Lake

Roads

State Highway

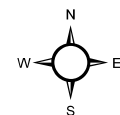
County Road

Town / Local Road

Private Road

Road Platted, Not Built

Parcels



1" equals 1,900'

2,000 1,000 0 2,000 Feet

CHAPTER 7 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

In general terms, intergovernmental cooperation is any arrangement by which the boards of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can involve consolidating services and jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air and water pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air and water impacts other jurisdictions downwind or downstream. Today, increased communication technologies and personal mobility mean that people, money and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it. Frequently, the actions of one governmental unit impact others. This is why intergovernmental cooperation is a critical component of every community's comprehensive plan, for without it even the best intentions of a plan can be undermined, even unintentionally, by an adjacent community with contradictory policies.

Wisconsin ranks thirteenth nationwide in total number of governmental units and third nationwide in governmental units per capita. Having so many governmental units allows for very local representation and means that Wisconsin residents have numerous opportunities to participate in local decision-making. However, the sheer number of governmental units with overlapping decision-making authority presents challenges. More governmental units can make communication, coordination, and effective action more difficult, creating a greater potential for conflict. More governmental units may also mean unwanted and wasteful duplication in delivery of community services. Cooperation can help to avoid this.

The Village of Elkhart Lake's relationship with neighboring communities, Sheboygan County, the Bay-Lake Regional Planning Commission, the Elkhart Lake-Glenbeulah School District, and the state and federal government can impact Village residents in terms of taxation, planning, provision of services, and siting of public facilities. An examination of these relationships and the identification of opportunities to work together, as well as the identification of existing or potential conflicts, can help the Village address these situations in a productive manner.

SUMMARY AND RECOMMENDATIONS

The Village of Elkhart Lake interacts with a number of other governmental entities, most notably the surrounding Town of Rhine. The Village has made it a goal to maintain existing partnerships while continuing to look for additional opportunities.

Currently, the Village exercises neither extraterritorial platting review nor extraterritorial zoning. Due to sparse development in the Town of Rhine within 1.5 miles of the Village, there has not been a need for either of these measures. In lieu of potentially complex and expensive formal boundary agreements, the Town and Village could rely on the future land use maps in Chapter 8

of their plans to provide guidance in transition areas and/or establish a regular and ongoing intergovernmental communication forum to mutually discuss boundary issues and shared services.

Existing or potential conflicts are limited; however, there may be some dealing with the location of future development, emergency services and control ordinances for the lake.

Finally, the importance of coordinating comprehensive plan amendments among neighboring communities is recognized and addressed.

EXISTING ACTIVITIES

Adjacent Governmental Units

The Village of Elkhart Lake is only bordered by the Town of Rhine; however, the western border of Elkhart Lake is less than a mile away from the Towns of Greenbush and Russell.

Relationship

The Village of Elkhart Lake has a very good working relationship with the Lake Country Communities. These communities have been working together since March of 2003 on public participation and comprehensive planning, meeting monthly, as needed, at the Elkhart Lake Village Hall.

Siting Public Facilities

Currently, the only non-village public facilities within Elkhart Lake are the Elkhart Lake-Glenbeulah School District facilities, the U.S. Post Office, and the Sheboygan County Highway Department Shed. There have not been any significant issues related to the siting of these facilities.

Sharing Public Services

Elkhart Lake is involved in sharing public services in a number of ways, including: 1) being part of the Eastern Shores Library System, 2) working with the Sheboygan County Sheriff's Department to provide protective services when the Village law enforcement cannot, 3) working with the WDNR and Town of Rhine to enforce regulations on the lake, 4) providing fire protection to all of Town of Rhine and participating in the Sheboygan countywide mutual aid agreement, 5) the Village provides first responder service to parts of Town of Rhine, 6) the ambulance service is provided by Plymouth Ambulance Services, and 7) the Elkhart Lake Police Department provides a liaison officer to the Elkhart Lake-Glenbeulah Public School District.

School District

The Village of Elkhart Lake is located entirely within the Elkhart Lake-Glenbeulah School District. Approximately 145 children in the Village potentially attend this public school (2000 U.S. Census).

Siting School Facilities

The siting of new school facilities is conducted by the School District. The overall trend has been to consolidate the location of the facilities in Elkhart Lake, as has been indicated by the closing of the school in Glenbeulah in June of 1995 and the selling of the building in 1999.

Sharing School Facilities

The Village has no formal agreement with the School District for shared use of the District's facilities. School District facilities are usually available to the community upon request.

Emergency Services

In accordance with Wisconsin Statute 66.031(2) the Village of Elkhart Lake has entered into a Mutual Aid Box Alarm System (MABAS) agreement to provide for the coordination of the fire protection and emergency medical services in the event of a large scale emergency. The fire department with jurisdiction of the area is requested and then is able to ask for assistance from the other fire departments, if it deems it necessary. The Village has First Responders which provide emergency medical services in the Village of Elkhart Lake and Town of Rhine. Presently response personnel cooperate with other units/departments for training purposes. The Village of Elkhart Lake and the Town of Rhine are creating a joint emergency response plan.

County

The Village of Elkhart Lake has cooperated and/or partnered with Sheboygan County in a number of ways in the past and will continue to do so in the future. Examples include 1) working with the Sheboygan County Planning Department to write the Village's Comprehensive Plan, 2) working with the Sheboygan County UW-Extension to have surveys sent to Village residents as part of the comprehensive planning process, 3) applied for and received Sheboygan County's Stewardship Grant in 2002 to create recreational trails at June Vollrath Park, and 4) applied for and received the Sheboygan County Non-motorized Transportation Grant for safety education.

Region

The Village of Elkhart Lake is located in Sheboygan County, which is located in the northeast region of the State of Wisconsin. Sheboygan County is a member of the Bay-Lake Regional Planning Commission (BLRPC), which is the regional entity the Village is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, traffic counts, transportation plans, bike plans, etc., several of which have been used in the preparation of this comprehensive plan. The BLRPC is currently working on a plan with the Ice Age Trail Foundation to extend the trail through the Lake Country Communities. The newest segments of the Ice Age Trail were created about 2 miles west of the Village through LaBudde Creek and also on Garton Road, east of Highway 67.

State

The Village deals with the State of Wisconsin through state departments such as 1) the Wisconsin Department of Transportation (WisDOT) which deals with highways, 2) the Wisconsin Department of Revenue (WisDOR) which deals with the collection of taxes, financial reports and state aids, 3) the Wisconsin Department of Natural Resources (WisDNR) which deals with natural resources and municipal well water regulations, 4) Wisconsin Department of Commerce (WisDOC) which deals with building inspections, 5) the Public Service Commission which regulates water rates, 6) the Wisconsin Department of Employee Trust Funds (ETF) by which the Village provides retirement, employee health insurance, and income continuation insurance, and 7) the State Investment Pool in which the Village has invested designated and contingency funds.

INVENTORY OF PLANS AND AGREEMENTS

The Village of Elkhart Lake has completed two previous comprehensive plans, the most recent in 1990. Currently, the Village of Elkhart Lake has not entered into a formal boundary agreement with any municipality. State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, village, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the DOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, cooperative boundary agreements are a tool that could be used for service sharing between local units of government.

Municipal boundary plans and agreements are generally conducted between a town and a village. In order to promote harmonious development in the area, the Village may want to discuss boundary agreements with the Town of Rhine and other municipalities in the vicinity of the Village.

Annexation

Wisconsin Statute 66.021 provides a means to annex land. Annexation is the process for transferring lands from unincorporated areas (towns) to contiguous incorporated areas (cities and villages). In Wisconsin, municipal annexations are typically initiated by landowners, and not by villages or cities. A town is not authorized with these powers and therefore cannot annex land. There are two primary methods by which annexation may occur.

1. Direct annexation by unanimous approval

This is the most common form of annexation. It involves a single property owner or group of contiguous property owners who decide to have property they own in a town annexed to an adjacent city or village. This process begins with a petition signed by all of the qualified electors residing in the territory to be annexed and the owners of all the property included within that territory.

2. Direct petition for annexation by one-half approval

A one-half approval annexation begins when a landowner or group of landowners publish in a newspaper a class 1 notice of “intention to circulate an annexation petition.” This petition must be signed by a majority of qualified electors in the territory to be annexed and either the owners of one-half of the real property in value or in land area. This type of annexation process makes it possible for a majority of landowners who are not directly adjacent to a city or village to “force” other landowners in between them and the city or village to be a part of the annexation.

There are also less frequently used methods, including annexation by court-ordered referendum which allows a city or village to initiate an annexation proceeding for contiguous, unincorporated territory by asking the circuit court to order a referendum. This method is rarely successful, since

a majority of the electors and landowners within the territory proposed to be annexed must vote in favor of the annexation.

The Village currently does not have an aggressive annexation policy; however, under the right conditions, the Village will consider annexation. Annexation is most likely to occur in areas near the Village that are experiencing more growth that may better be served with services provided by the Village.

Extra-Territorial Subdivision Regulation

State Statutes allow an incorporated village or city to extend land division (plat) review over surrounding unincorporated areas. This helps cities or villages to ensure that development near its boundaries is compatible with existing development and that such development is designed in a way that promotes efficient delivery of public services in the future if the development ever becomes part of the city or village. The extraterritorial area can extend for 1.5 miles for villages and cities under 10,000 people, and three miles for cities over 10,000 people. This power is most useful in areas where there is a substantial number of land divisions occurring on the outskirts of a village. The Village does have the ability to look at parts of the Towns of Rhine, Russell, and Greenbush.

Extra-Territorial Zoning

State Statutes allow an incorporated village or city to extend extraterritorial zoning over surrounding unincorporated areas. Cities and villages are given a three mile radius if they have a population greater than 10,000 and they are given 1.5 miles of zoning control if they are under 10,000. Extraterritorial zoning requires a joint effort between the town and the city or village to develop a plan for the area to be zoned. This allows a city/village to exercise land use control over new development that otherwise might be incompatible with a city/village's future growth. This power is most useful in areas where there is a substantial amount of development or redevelopment occurring on the outskirts of a city/village.

This has not been the case around the Village of Elkhart Lake through 2009. With the present zoning ordinances the Village has extraterritorial zoning authority which would stretch into the surrounding townships. The Village of Elkhart Lake would like to consider developing agreements with the surrounding towns to ensure land use compatibility. While the Village does not have much room to grow within its own borders, the Village would still like to make certain that land uses on its borders are compatible with land use currently in the Village. While the towns may not be automatically opposed to this, there still needs to be a justification for the extraterritorial zoning. If a larger rate of growth occurs within the 1.5-mile radius, the towns and Village should work together to develop a process in which zoning on the borders is compatible. If a plan is developed before problems arise, there will be fewer opportunities for conflict in the future.

INVENTORY OF EXISTING OR POTENTIAL CONFLICTS

Through the Village's participation in the Lake Country meetings with Glenbeulah and the Towns of Greenbush, Rhine, and Russell, the following areas of existing and potential intergovernmental concerns have been identified:

- A. Inconsistencies between Village and Town regulations and controls over the lake or other issues.
- B. Shared emergency services (police, fire, first responders)
- C. Future development in boundary areas.

Proposed Inter-governmental Cooperation Process

For A, B, and C above: Establish a regular and ongoing (at least annual) intergovernmental public forum to discuss boundary issues, shared service opportunities, and any other item of mutual concern between the five Lake Country Communities. This meeting may also provide the opportunity for more areas of joint cooperation. Two representatives from the Village of Elkhart Lake, Village of Glenbeulah, Town of Greenbush, Town of Rhine, and Town of Russell should be at these meetings. The lines of communication need to always be open, and not just between the communities, but also with the police department, fire department, highway department, and other governmental agencies. Recommendations resulting from these joint meetings would be brought back to the appropriate governmental bodies for final review and consideration.

For conflicts that deal with future development near another municipality or with inconsistencies with regulations and controls, a formal policy could be developed to use the Future Land Use maps in the comprehensive plans of these five communities to provide official guidance for growth patterns in the boundary areas between the villages and towns. This can also include discussion of differences in zoning, especially in the areas around the lake, and in boundary areas. Continued sharing of plans and similar documents should occur in a timely manner.

To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be mutually established by the five communities within one year of adoption of the five comprehensive plans. This process will be facilitated by UW-Extension or similar organization.

Proposed Conflict Resolution Process

If a conflict seems inevitable, a conflict resolution process should be developed. A possible conflict may deal with boundary and annexation issues. At this forum both government bodies involved should be represented with at least three people as well as the parties directly involved in the annexation and their immediate neighbors. This panel can be designed to work on the conflict and work to reach a settlement or a consensus on the issue at hand. By involving all parties, a discussion of the conflict can occur where all viewpoints will be heard. This process can be mediated by a representative from the UW-Extension or some other similar agreed upon organization.

INTERGOVERNMENTAL COOPERATION STRATEGY

The Village of Elkhart Lake sought direction for this element from the vision and goals identified through the public participation process:

Approximately 87.5% of Village respondents to the 2004 Citizen Input Survey agreed that intergovernmental cooperation between the Village of Elkhart Lake, Village of Glenbeulah, Town of Greenbush, Town of Rhine, and Town of Russell is important to our mutual future. When asked to be specific, respondents most often selected “Land use and zoning,” “Ambulance/emergency medical services,” and “Fire Protection” from a list of eight possibilities.

Intergovernmental Cooperation Goals, Objectives, Policies, and Programs

1) Promote cooperation between the village and other units of government and governmental agencies that make decisions impacting the community.

- a. *Policy/Program:* Cooperate with adjacent communities in regard to land use/zoning and future planning projects to maintain the rural character of the surrounding area.
- b. *Policy/Program:* Share any land use decisions, zoning changes, or significant development proposals with the surrounding communities, and allow for discussion if the project is on the borders with another community.
- c. *Policy/Program:* Cooperate in providing emergency/protective services.
 - i. Evaluate the most cost-effective ways to provide quality emergency and protective services.
 - ii. Continue to coordinate with the Sheboygan County Sheriff’s Department to ensure coverage of emergency services.
- d. *Policy/Program:* Cooperate in the protection and conservation of surface and groundwater resources.
 - i. Develop regulations for protecting and conserving surface and groundwater in cooperation with the surrounding communities.
 - ii. Explore returning of discharge waters from Northern Moraine Utility to the origin of water usage.
 - iii. Regulate any contaminants to the surface or groundwater.
- e. *Policy/Program:* Cooperate in the protection of woodlands, wetlands, and open spaces.
- f. *Policy/Program:* Encourage cooperation and sharing of community facilities, equipment and other services whenever possible.
- g. *Policy/Program:* Cooperate with Sheboygan County on its comprehensive planning efforts.
- h. *Policy/Program:* Continue to work with the Sheboygan County Highway Department for the maintenance of area roadways.
- i. *Policy/Program:* Continue to be aware of and act on opportunities for future shared initiatives, services, and/or facilities, and also notify other nearby communities of upcoming purchases or initiatives that might be suitable for cost sharing.

2) The Village will pursue a mechanism for discussing boundary issues and options.

- a. Policy/Program:* Establish a regular and ongoing (at least annual) intergovernmental public forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern. Such a meeting may be facilitated by UW-Extension or a similar organization.
- b. Policy/Program:* In lieu of formal boundary agreements, the Village should establish a formal policy to use the Future Land Use Maps in the comprehensive plans for the Towns of Rhine, Russell and Greenbush to provide official guidance for growth patterns in the boundary areas between the Village and towns.

3) The Village of Elkhart Lake will pursue a procedure for Comprehensive Plan amendments.

- a. Policy/Program:* Continue regular communications with surrounding units of government as significant steps are taken during the implementation stage of this Comprehensive Plan.
- b. Policy/Program:* To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be adopted. The procedure for the adoption of amendments should be discussed among the Lake Country Communities. These procedures need to be adopted within one-year of the adoption of the comprehensive plan. This process can be facilitated by UW-Extension or similar organizations.

CHAPTER 8 - LAND USE

INTRODUCTION

The land use portion of this plan is intended to present information on the current (2007) land use within the Village of Elkhart Lake. A combination of overview photographs and a drive-through land use survey was completed by Bay-Lake Regional Commission in the summer of 2002, and subsequent field checks and discussions with local officials have attempted to keep this inventory up-to-date.

The input of the Village officials and residents, along with the data, principles, goals, and policies found throughout this plan document, are used to develop projections of future land use demands and assist in guiding the selection of future locations for specific types of land uses. Existing land use controls are also inventoried to assist in the development of the 20-Year Potential Future Land Use Map.

The plan and maps provide direction to residents, the business community, and government officials along with their staffs. Specifically, the 20-Year Potential Future Land Use Map will serve as a practical guide to the Village Planning Commission members and to the Village Board in their decision making process.

Due to the statutory requirement that zoning and subdivision decisions must be consistent with the adopted comprehensive plan, and if not the plan must be amended, and due to the often unpredictable nature of land development, the 20-Year Future Land Use Map in this chapter identify potential areas of development rather than only probable areas of development. This strategy is intended to provide as much information for decision making as possible to developers and future residents of the Village, and give Village officials flexibility and limit plan amendments.

INVENTORY OF EXISTING LAND USE CONTROLS

This section lists and briefly describes the state, county, and local land use plans, ordinances, and controls that currently impact the Village of Elkhart Lake, and which may affect or restrict the way land can be developed.

Existing Comprehensive Plans

Prior to this effort, the Village has had two previous comprehensive plans. The first comprehensive plan was completed in 1969 and the most recent plan was completed in 1990. Also, in 1994 and again in 1998 the Sheboygan County UW-Extension, in cooperation with the Village, prepared reports containing demographic information, community issues and values, community survey and “consensus mapping” results, and recommendations. These reports have provided some guidance in land use decision making.

Farmland Preservation Plan

The farmland preservation plan is not applicable to the Village because there is no remaining farmland.

Zoning Ordinances

The Village has had zoning ordinances since 1970, and is continuously amending its zoning ordinances. Section 16.04 of the zoning code states, “It is the general intent of this ordinance to stabilize and protect property values and the tax base; recognize the needs of agriculture, forestry, industry, residents, recreation, and business in future growth; encourage the appropriate use of land and conservation of natural resources; encourage the wise use, conservation, development, and protection of the Village of Elkhart Lake water, soil, wetland, woodland, and wildlife resources and attain a balance between land uses and the ability of the natural resource base to support and sustain such uses; preserve natural growth and cover and promote the natural beauty of the Village of Elkhart Lake; facilitate the adequate provision of public facilities and utilities; promote the safety and efficiency of streets, highways, and other transportation systems; promote adequate light, air, sanitation, drainage, and open space; regulate the use of structures, lands, and waters outside of the shoreland areas; regulate lot coverage, population density and distribution, and the location and size of structures outside of shoreland areas; prohibit uses or structures incompatible with natural characteristics, existing development or intended development within or adjacent to a zoning district; implement those town, county, watershed or regional comprehensive plans or their components adopted by the Village of Elkhart Lake.”

Refer to the Zoning Ordinances for detailed information on the permitted uses and restrictions within each of the zoning districts listed below. The Village of Elkhart Lake has recently updated its zoning ordinance and redefining their zoning districts.

Figure 8.1: Village of Elkhart Lakes Proposed Zoning Districts

R-1 Single Family Residence District	FR-H Planned Unit Development-Historic District
R-2 Single/Two Family Residence District	M-1 Limited Manufacturing District
R-3 Multiple Family Residence District	M-2 General Manufacturing District
PRC-4 Residential Conservancy District	M-3 Industrial Park District
C-1 General Commercial District	PS-1 Public Service & Institution Dist.
C-2 Resort Commercial District	PR-1 Park and Recreation District
C-3 Downtown Commercial District	W-Conservancy District
C-4 Highway Commercial District	A-1 Agriculture
PUD – Planned Unit Development Overlay	

Village Subdivision Ordinance

The Village’s subdivision ordinance lists the requirements for developers building within the Village. The Village ordinance also states what the road widths and curbs need to be in the subdivisions. Due to the age of this ordinance it needs to be reviewed and revised.

Official Map

An Official Map under Ch 62.23(6), 61.35, 60.10(2)c of state statutes is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. At this time, the Village of Elkhart Lake does not maintain an Official Map, but is considering creating one.

Extraterritorial Jurisdiction

Wisconsin statutes allow a village like Elkhart Lake to adopt extraterritorial zoning and extraterritorial platting jurisdiction within 1.5 miles of its boundaries.

Extraterritorial Zoning according to Wis. Stats. Sec 62.23(7a) allows participation by the Village in zoning beyond its corporate limits. Requisites are the creation of a planning commission and the adoption of a zoning ordinance within its corporate limits. Zoning outside the Village limits would be determined by a joint committee from the Village and Township and adoption by the governing boards of the Village and Township in accordance with Wis. State Statutes.

Extraterritorial Platting according to Wis. Stats. Sec 236.10(1)(b)2 allows the Village to review proposed plats outside its boundaries within the 1.5 mile jurisdiction to determine a plat's compatibility with its zoning and subdivision requirements. Requisites are the adoption of a subdivision ordinance and an official Village map. Benefits provided to the Village are the coordination of development patterns into lands that may some day be annexed to the Village and the ability to protect land use near its boundaries from conflicting uses outside the Village. Although this review is automatically given to the Village by Wisconsin Statutes, the Village must notify the appropriate approving agencies outside of the Village of its intent to exercise this review.

Highway Access

The State has an access ordinance along State Highway 67 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. The WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage. The rule applies to landowners who intend to divide land abutting a state highway into five or more lots that are less than 1.5 acres in size within a 5-year period. While the Village does not have much acreage to develop along the highway, access to the highway for potential development is a concern. The major components of Trans 223 can be found in Chapter 5 of this plan.

Shoreland, Floodplain, and Wetland Ordinances

The lake and its shoreland need to be protected and conserved for future generations. In 1975, the Village enacted a shoreland zoning ordinance which was revised in 2003 and 2009 (Village Ordinance Chapter 17). This ordinance's purpose is to ensure the safety, health and beauty of the lake as well as the rights of the property owners.

Elkhart Lake has approximately 40 acres of wetlands within its boundary. Elkhart Lake has adopted a wetland code, Chapter 18, in 1989, which is in need of a review and an update. The Village has not been mapped by FEMA for the floodplains because FEMA states Elkhart Lake is not in the floodplain. There are no significant rivers, streams, or slopes in the Village, so it is not deemed to have a floodplain.

Development that is permitted to take place in shorelands, floodplains, and wetlands can have an adverse effect on water quality and wildlife habitat. In addition, it can result in increased

development and maintenance costs, such as increased insurance premiums, and extensive site preparation. Chapters 17 and 18 of the Village ordinances discuss these issues.

CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the Village of Elkhart Lake was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission. This was then updated by the Sheboygan County Planning Department using aerial photos and field research. Figure 8.2 & 8.3 (map) show the current land use for the Village of Elkhart Lake.

Figure 8.2 Village Limits of Elkhart Lake Current Land Use, 2007

Land Use Type	Total Acres	Percent of Land Developed	Percentage of Total Land
Residential	179.93	48.6%	22.15%
Land Approved for Development	23.22	6.3%	2.85%
Commercial	42.39	11.7%	5.20%
Industrial	44.28	12.0%	5.43%
Agricultural	0.00	0%	0.00%
Transportation	51.12	13.8%	6.27%
Communication/Utilities	4.37	1.2%	0.54%
Institutional/Governmental	24.68	6.7%	3.03%
SUBTOTAL of Land Developed or Approved for Development	369.99		45.38%
Land Use Type	Total Acres	Percentage of Total Land	
Outdoor Recreation/Parks	49.08		6.02%
Natural Areas and Open Space	353.53		43.36%
Woodlands	223.29		27.38%
Wetlands	31.38		3.85%
Other	98.86		12.12%
Water Resources			
Elkhart Lake (total acreage)	298.30		
Elkhart Lake (total shoreline)	4.02 miles (21,373 Ft.)		100.0%
Elkhart Lake (village shoreline)	2.54 miles (13,413 Ft.)		58.3%
(excluding the lake)	13.45		1.65%
Open Space Proposed for Development	29.35		3.60%
TOTAL LANDS (excluding any lake acreage)	815.4		100%

Planning Area

The planning area includes the Village and the surrounding areas of land, but the current land use acreage is just for the Village Limits. The Village of Elkhart Lake encompasses approximately 815 total acres of land. Of the 815 acres, 369.99 acres, or 45.4% of the Village, is considered developed or land approved for development, leaving 445.41 acres or 54.6% of the Village as undeveloped lands. The undeveloped lands consist mainly of woodlands, wetlands, and recreational lands (i.e. parks, athletic fields, and the golf course). In Figure 8.2, it is shown that over 250 acres of the undeveloped land is woodlands and wetlands. This leaves about 100 acres of land that is classified as other natural areas and open spaces. Many of these acres of “other” open space include the yards of residential lots, especially the larger residential lots. By looking

at Figure 8.2 one can see that even though it may appear the Village has open space, there is very little land left for development.

Because this plan is intended to look 20 years into the future, the planning area lands also include the lands adjacent to the Village boundary. All of the adjacent land is in the Town of Rhine. This is more likely to be where additional development occurs. Intergovernmental cooperation will continue to be important as future uses for these lands are potentially considered.

Residential Land

Residential land in the Village accounts for 179.93 acres or 48% of the developed land within the Village. The vast majority of this land is single-family residential, most of which is concentrated in neighborhoods located in the northeast and southeast portions of the Village. The central core of the Village is a combination of single and multiple family residential. These lot sizes range from under .2 acres to over .5 acres; most lots are about .3 acres. Single family residential lots along the lake range in area from .2 acres to approximately 6 acres. However, the actual lake frontage of these properties run from about 35 feet to just over 150 feet per parcel.

Additional residential property development exists as multiple family condominiums mainly located in the southern portion of the Village.

Land Approved for Development

There are 23.22 acres of land that have been approved for development. This is the First Addition to Crestwood and includes the northern extensions of Crestwood and Moraine Drives. Another small area that is approved for development is along Otto Way. This is The Osthoff Greens, a condo development that has been platted and has not all been built.

Commercial Land

Commercial lands occupy approximately 42.39 acres within the Village, which is just under 11.5% of all developed land in the Village. Most of this development is either resorts, or small lots scattered in the downtown area, although there is commercial development along Highway 67 and County Road A.

Industrial Land

Industrial lands total just 44.28 acres, or near 12% of the developed land in the Village, which is the third largest developed land use in the Village. Most of the industrial lands is categorized as manufacturing and is concentrated along Highway 67 on the southeastern edge of the Village.

Agriculture

Agricultural lands no longer exist within the Village, as Cedar Landing and the Hillcrest addition are developing the last remaining agricultural lands.

Transportation

Transportation uses include state and county highways, the local street network, parking facilities, the rail line, etc. Within the Village there are about 50.65 acres of land used for these purposes. Although there are only two public parking lots for 46 of vehicles, in combination with street parking, these lots are adequate, with the exception of special events.

Communication/Utilities

Uses under this category include land use for water treatment and storage, sewer lift station, natural gas substation, transmission towers, etc. Such uses currently take up about 0.5% of the lands in the Village, or less than 5 acres. These uses take up a very small amount of land in the Village.

Institutional/Governmental

Institutional/governmental uses are defined as lands used for public or private facilities for education, health, or assembly, for cemeteries, place of worship, and all local, county, state or federal government facilities except public utilities or areas of outdoor recreation. Within Elkhart Lake this accounts for 24.68 acres or about 3% of all the Village's lands. The largest areas are the schools, municipal buildings, the county shed, churches, and the Cedar Landing Assisted Living Facility. The Village recently built a new fire station.

Outdoor Recreation and Parks

About 49 acres of the land in the Village is used for parks and recreation. This includes the school recreational lands, June Vollrath Park, the village beach, Firemen's Park and the other smaller Village parks. A small portion of the golf course, including the clubhouse, is included as recreational lands, located within Village limits. Even though parks and recreation facilities are mostly open space, they have a designated use and are not available for development.

Natural Areas

These types of lands include lands primarily in a natural state, such as woodlands, wetlands, grasslands, and open space. Close to half of all the Village land falls into this category (43.36%). There are 353.53 acres of natural areas in the Village, which means over 85% of all undeveloped land falls into this category, but very little of these natural areas are open for development.

Woodlands

Woodlands make up about 223 acres or 27.38% of the Village's total land. These areas are scattered throughout the Village and includes areas in parks and people's residential lots.

Wetlands

Wetlands make up only 31.38 acres or 3.85% of the Village's total land. The wetlands are scattered throughout the Village, with the largest area of wetlands just north of the Osthoff Greens and west of Highway 67.

Other

Other natural areas and open spaces make up 98.86 acres or 12.12% of the Village's total land. These include a few areas left for small development, as well as open space on some residential lots.

Water Resources

Water resources include lakes, streams, ponds, and other impoundments within the Village. The lake itself is not included in this total land because it is not within the Village limits. Only the ponds and other water resources within the Village are included. This land accounts for less than

1% of the Village's land (excludes the lake). The Village of Elkhart Lake resides on the north and east sides of the lake. The lake has a total area of 298 acres, with a total shoreline of 4.02 miles. The Village's portion of the shoreline is 2.54 miles or approximately 13,413 feet.

Open Space Proposed for Development

These lands have been proposed for development, but not yet approved for development.

LAND SUPPLY

Amount within Village Limits

At first glance, with 54.4% of the land in the Village of Elkhart Lake categorized as "undeveloped," there would appear to be an over-abundance of developable vacant land within the Village. However, much of this land is woodlands and wetlands and therefore would be impossible or very difficult to develop, even if such activity would be permitted by Village codes and the WDNR. Another reason for limits to development may be that owners of vacant lands may not want to develop or sell their lands for development; other factors such as access and location also come into play. The land that is available for development is limited, with the largest area being the piece of land directly west of the Second Addition to Crestwood and the northern portion of the First Addition to Crestwood. Currently, Elkhart Lake has very little vacant land left for development.

Adjacent to Village Limits

Due to a limited supply of vacant developable land within the Village limits, development with annexation is most likely to occur in lands adjacent to the Village. Currently, the most likely lands adjacent to the Village that may be developed are an area just east of the Village along County Road A and parcels on both the northern and southern boundaries of the Village.

Price

The price of developable land will vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the Village will continue to fluctuate as the market continues to change. The Village has a wide range of housing options, which is reflected in a wide range of home and land prices and values.

Demand

The overall vacancy rate (properties for sale, rent or are seasonal) for Elkhart Lake was 27.2% for owner-occupied housing units according to the 2000 U.S. Census Bureau. Ideally, a municipality would strive for a vacancy rate between 4% and 6%. The Village's rate appears to be significantly higher than an ideal rate of 5% because seasonal, recreational, and occasional use properties make up for 24.9% of the vacancy and properties in the Village. This means the actual vacancy for possible sale for year-round homes is only 2.3%, which is below the 5% ideal vacancy rate and reflects the strong demand for property in the Village.

Redevelopment Opportunities

There are no major brownfields or sizable tracts of land within the Village that need redevelopment. There are, however, scattered parcels and structures that could be improved, converted to other uses, or redeveloped entirely – especially in the downtown area. It is critical

that any improvement, conversion, or redevelopment that takes place should be done in a way that maintains the small town atmosphere of the Village including, scale, architectural styles, etc.

LAND USE ISSUES AND CONFLICTS

For the most part, opposing land uses have not been an issue in the Village. The commercial areas intertwined with the residential areas have probably caused the greater amount of conflict. Some of the occasional issues that occur are because of noise, traffic, and litter.

Currently, the new development that is occurring is primarily residential and in predominately residential areas, so land use conflicts should be limited.

ANTICIPATED LAND USE TRENDS

It is anticipated that over the next 10-20 years Elkhart Lake will grow at a moderate, managed rate and that most new development will be primarily residential, mainly single-family, condominium or small-scale commercial. Further major development in the resort/commercial area is not expected in this time frame.

Possible external impacts on local land use are expected to include 1) the country-wide aging and retiring population, that has already been driving more diverse housing options (condominiums, assisted living, etc.), 2) the increasing ability due to technological innovations to telecommute or start a home-based business, 3) the desire for recreation options such as biking, walking trails, and 4) increasing emphasis on light and niche manufacturing.

DEVELOPMENT CONSIDERATIONS AND CONSTRAINTS

Environmental, Financial, Transportation and Public Utility Considerations and Constraints

A moderate amount of land that is classified as environmental land features (i.e., wetlands, floodplains, steep slopes) weave through and around the Village (see Figure 8.4), and these features have constrained development in the past and will probably continue to do so. In most cases, this is an appropriate constraint.

The Village of Elkhart Lake's total general obligation debt as of December 31, 2008 was \$2,971,984, which was only 1% of its full value, and about 20% of the \$14,749,580 it could legally borrow. The Village obtained a loan of \$2.67 million in 2008. Although the Village has the loan, the Town of Rhine is responsible for half of it, as the loan is for the construction of the new joint fire station. The Village is still well below its debt limit; therefore, the Village has the capacity to borrow for infrastructure for future development projects, if it so desires. The Village anticipates borrowing \$1.8 million for the update to the Northern Moraine Utility for sludge management.

It has been determined that an adequate transportation network of collector and arterial roads is already in place within or near the Village to serve future traffic flows generated from new growth. The Village subdivision ordinance makes adequate provisions for construction of local roads to serve development. However, new development along State Highway 67 is subject to state regulations.

No overall hydrological study has been performed to determine the inventory, consumption, and ongoing supply of acceptable groundwater in the Elkhart Lake area. The Village has experienced no significant problems with public water quantity and quality to date. The Village is highly aware of the importance of the protection of the greater watershed on which the Village and surrounding communities depend and will pursue conservation strategies to protect this resource.

The municipal wastewater treatment plant is projected to reach capacity in approximately 2030. However, if there is substantial new development and/or new state or federal regulations in this time period, the plant may need to be expanded or upgraded sooner. Gas and electric supplies continue to be upgraded by WE Energies and Wisconsin Public Service as necessary and are not considered to be a constraint to further development.

20-YEAR LAND USE PROJECTIONS

This section of the chapter was based on 1) a consensus map compiled by Sheboygan County UW-Extension following a survey mailed to households in Elkhart Lake, 2) citizen opinion survey resources, 3) discussions with the Lake Country Communities and members of the Village, 4) emerging trends, and 5) constraints discussed earlier in the chapter.

Figure 8.5 contains projections for the Village if all the lands identified on the 20-year future land use maps are actually “built out,” that is, developed in the planning period. While this is unlikely, it is helpful to identify the upper limit of potential development in the Village.

Five Year Incremental Land Use Projections

Wisconsin Statute 66.1001(2)h requires Comprehensive Plans to include projections in five-year increments for future residential, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based over the 20-year planning period. No statistical methodology was used to project the five-year land use/build-out projections in Figure 8.5. This is due to the relatively small size of the Village, the little amount of developable land in the Village, and the high variable in development numbers in the past. Any linear or other methods of projection would be suspect in this context and of dubious value. Instead, projections were based on recent development proposals and a local understanding of the Village’s development potential supplied by Village officials. This strategy seemed more accurate and useful than relying on the Wisconsin Department of Administration’s (WDOA’s) largely linear population and household projections which are proving to be underestimated.

Figure 8.5 illustrates the potential amount of acreage needed for future development within the Village of Elkhart Lake through 2027. Using the WDOA projected population numbers in Chapter 3, a projection of the possible build-out is completed. The projections are based not only on the population projections, but also on recent development proposals and a local understanding of the Village’s development potential supplied by Village officials.

Figure 8.5: Land Use Projections for Elkhart Lake in Five-Year Increments*

Land Use	Current (total acres & % of total land)	2015 (total acres & % of total land)	2020 (total acres & % of total land)	2025 (total acres & % of total land)	2030 (total acres & % of total land)
Residential	179.93/ 22.20%	223.64/ 24.61%	254.83/ 29.35%	279.06/ 30.78%	322.56/ 33.01%
Agricultural	0/ 0%	0/ 0%	0/ 0%	0/ 0%	0/ 0%
Commercial	42.39/ 5.25%	45.67/ 5.6%	47.36/ 5.41%	49.07/ 5.51%	50.12/ 5.43%
Industrial	44.28/ 5.43%	46.84/ 5.74%	48.64/ 5.56%	48.97/ 5.5%	49.51/ 5.37%
Natural Areas [^]	353.53/46.68%	359.77/45.8%	361.17/43.11%	362.75/41.30%	371.65/39.63%
Other***	195.27/20.4%	182.48/18.2%	162.31/16.49%	150.55/16.91%	145.78/16.56.% ^{^^}
Total	815.4/ 100%	858.4/ 100%	874.31/100%**	890.4/100%**	939.62/100%**

* *Calculations are for planning purposes only*

** This acreage will only come to fruition if all the land on the potential land use map is annexed. It is unlikely this much land will be annexed, but it is possible. This is maximum build out acreage.

*** Other includes things like open space approved for development, open space proposed for development, roads for new residential, commercial, and industrial areas, utilities, communication, government facilities, water features, etc.

[^] Natural areas will increase slightly over time because as the Village annexes land, natural areas will be added to the Village.

^{^^} Other has decreased because it included the open space approved for development (23.22 acres in 2009) and open space proposed for development (29.35 acres in 2009). This land is shown to be developed by 2030, this means the acreage for the roads, communication, government facilities, utilities, etc. actually increased, if you exclude the open space approved and proposed for development.

20-Year Map Comments

Figure 8.6 shows the possible lands that will be developed in the next 20 years.

Residential development that has occurred by Crestwood Circle and the northern end of Moraine Drive will continue, moving gradually toward the north. It is expected that Hillcrest will begin their primarily residential development of approximately forty acres east of Lincoln Street (Highway 67) and north of East Rhine Street (County A) in the next five years.

There are two other areas that may experience residential growth within the next 20 years. The first piece of property is located along the railroad tracks on the northwest side of the Village. About half or 40 acres of this parcel is in the Town of Rhine and would need to be annexed.

The second area where annexation is likely to occur is south of County Road A just east of the Village limits. This piece of property is 35 acres and is suitable for residential or industrial development.

There is not much room for commercial or industrial development, but if commercial development does occur it would most likely occur in the southwest corner of the plot of land next to Cedar Landing and the Hillcrest Subdivision. Another small piece of land that may be developed into commercial or a small industrial property is a small piece of land north of Badger Road and East of Highway 67 near the Sheboygan County Highway Department Shed and the new fire station. There are no other specific places where commercial or industrial development is expected to occur.

Another area that may be annexed in the next 20 years is west of County Road AJ and south of County Road A just outside the southern Village limits toward Crystal Lake. This piece of land is approximately 44 acres and would most likely be residential development. There is also possibility that lake front property owners in the Town of Rhine would want access to public water and sewer or that their private sewer systems may fail, which may lead to a desire to be annexed into the Village in the next 20 years. Land along State Highway 67 north of the Village might possibly be annexed for commercial or industrial uses.

Land Use Intensity Scale

In order to limit the number of comprehensive plan/map amendments, the Village reserves the right to review and approve any development proposal for a use that is less intensive than that which is specified on the 20-year land use map without going through the statutory plan/amendment process. However, this can only happen if the development proposal is found to be appropriate under the policies set forth in this plan and provisions of Village ordinances. For example, if the future land use maps indicate a future commercial designation for a particular parcel, a less intensive use, such as residential, may ultimately be approved for the parcel without amending the plan/map. The intensity range of land uses shall be as follows with 1 being the most intense and 8 the least intense.

1- Industrial, 2- Commercial, 3- Transportation/Utility, 4- Institutional/Government, 5- Residential, 6- Agricultural, 7- Recreation, 8- Open Space/Natural Area

COORDINATION BETWEEN FUTURE LAND USE MAPS AND ZONING MAP

The future land use maps in this chapter are meant to be used as guides for making decisions about rezonings and future development. Because it would be impractical to analyze in detail every individual parcel within and adjacent to the Village, the land use maps are somewhat general in nature. When a request for rezoning or development comes before the Planning Commission and Board, these bodies should refer to the land use maps for initial guidance in responding to the request. If the request is in accord with the land use maps, the rezoning and/or development can likely proceed. If, on the other hand, the request is *not* in accord with the land use maps, the rezoning and/or development should probably be rejected. However, since the land use maps and the entire plan are primarily a guide and not parcel specific, it is possible the applicant could present data and compelling reasons why his/her proposal is appropriate. In such a case, it might make sense for the comprehensive plan and land use maps to be amended to allow the proposal. A subsequent rezoning could then be approved that would be consistent with the amended plan and land use maps.

Any amendments to the land use chapter and maps must be considered in the context of all nine required plan elements, especially the vision, goals, objectives, and policies/programs described in this document. The amendment process includes a formal public hearing and distribution according to the requirements of Wisconsin's Comprehensive Planning Law. Any amendment must be recommended by the Village Planning Commission and approved by the Village Board before permits may be issued and development can begin.

DEVELOPMENT/DESIGN STANDARDS

Development will adhere to the standards laid out in the Village of Elkhart Lake's zoning and County and State regulations.

LAND USE STRATEGY AND RECOMMENDATIONS

The Village of Elkhart Lake sought direction for this element from the vision and goals identified through the public participation process.

Land Use Goals, Objectives, Policies, and Programs**1) Protect the natural environment of natural and open space areas, water resources, parks and recreational lands. (See descriptions on pages 5 & 6.)**

- a. Policy/Program:* Inventory and review the status of open space and natural areas.
- b. Policy/Program:* Determine criteria and rationale for addressing land use of natural areas and open spaces.
- c. Policy/Program:* Ensure that appropriate land use zoning tools are adopted and utilized.
- d. Policy/Program:* Make available information to land owners regarding conservation easements and land trusts for the permanent protection and conservation of natural areas.

2) Promote future development that will protect and enhance the visual character of the village, while meeting the economic and social demands of growth, to ensure compatibility of future land uses and to maintain good balance between property owner's/developer's rights and village regulations.

- a. Policy/Program:* The Elkhart Lake Planning Commission should establish a procedure to review land use types and activities, and then to ensure compatibility with community values and goals as identified in the Comprehensive Plan.
- b. Policy/Program:* Encourage harmonious and well-planned commercial developments that will serve the needs of the village and area residents.
- c. Policy/Program:* Ensure planned locations for light industrial parks or business parks have access to major traffic routes and are appropriate for the rural character surrounding the village.
- d. Policy/Program:* Create and adopt an official map for the Village of Elkhart Lake.
- e. Policy/Program:* Implement the extraterritorial platting jurisdiction as allowed by Wisconsin State Statutes.

3) Maintain good balance between property owner's/developer's rights for use of their land and the Village's Comprehensive Plan and land use regulations.

- a. Policy/Program:* Public representatives should familiarize themselves with current land use regulations (Comprehensive Plan, zoning, shoreland, wetland, subdivision, storm water and streets.)
- b. Policy/Program:* Encourage developers and property owners to familiarize themselves with current land use regulations (Comprehensive Plan, zoning, shoreland, wetland, subdivision, storm water and streets.)
- c. Policy/Procedure:* Make available information packets containing pertinent information on land use regulations.
- d. Policy/Procedure:* Follow the guidelines set forth by the Comprehensive Plan and Village zoning ordinances to ensure that the developer's/property owner's land use is compatible with the Comprehensive Plan and Village zoning ordinances.

4) Land use decisions involving the Village will incorporate the data, principles, goals, and policies found throughout this Comprehensive Plan in addition to Village ordinances and regulations.

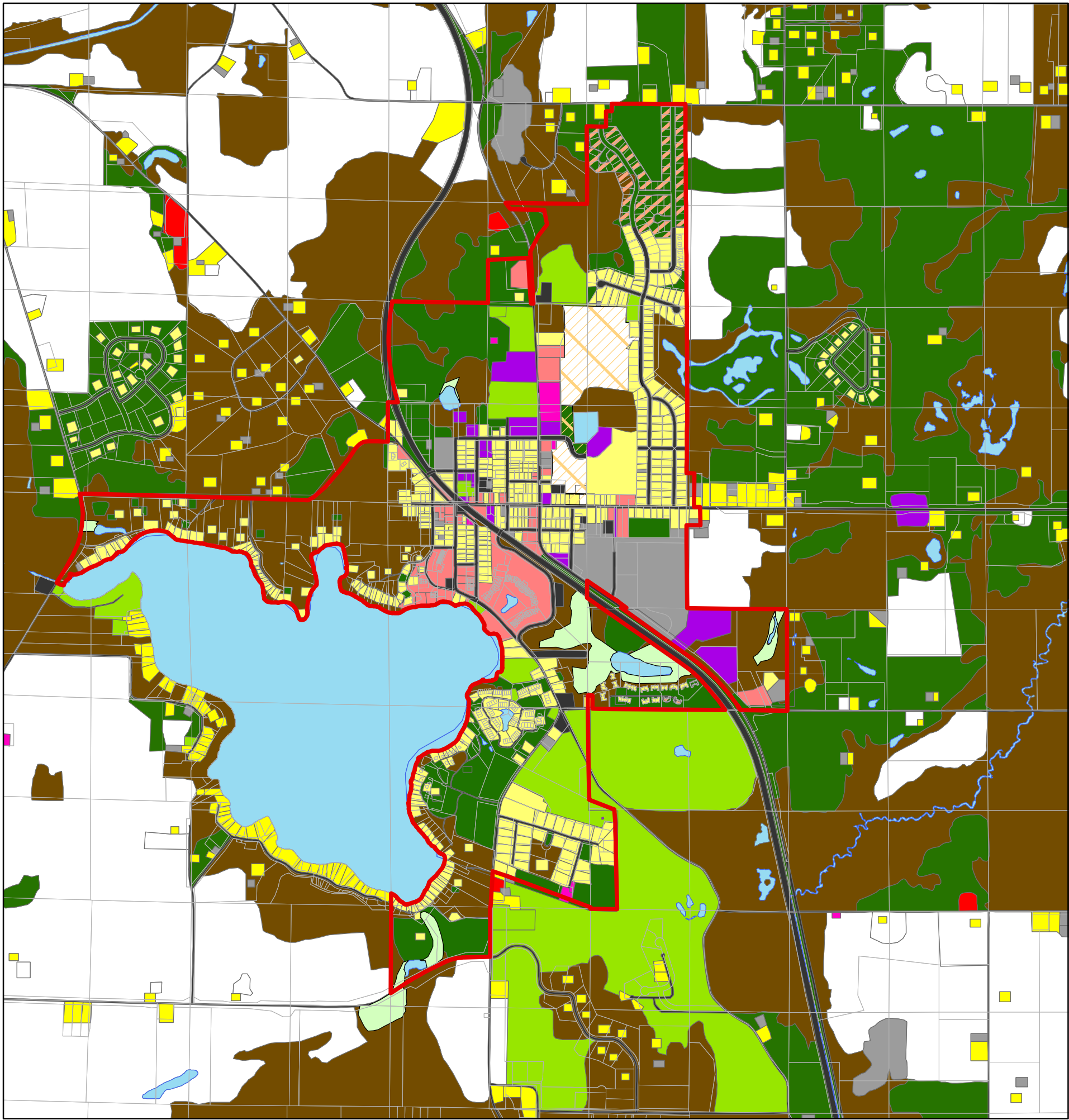
- a. Policy/Program:* Ensure all of the elements are integrated into a consistent decision-making approach.

Figure 8.3
















Current Land Use

Elkhart Lake

Sheboygan County, WI



Legend

- | | | |
|--|---|---|
|  Current Village Limits |  Communication/Utilities |  Woodlands |
|  Residential |  Governmental/Institutional |  Wetlands |
|  Commerical |  Agricultural |  Water Features |
|  Industrial |  Parks & Recreation |  Open Space Proposed for Development |
|  Roads & Transportation |  Open Space other natural Areas; 805 |  Open Space Approved for Development |

Prepared for the Village of Elkhart Lake by
the Sheboygan County Planning Department

Source: Bay Lake Regional Planning Commission
2002, Sheboygan County Planning Department
2007, & Village of Elkhart Lake, 2007

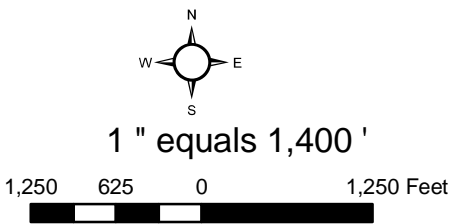
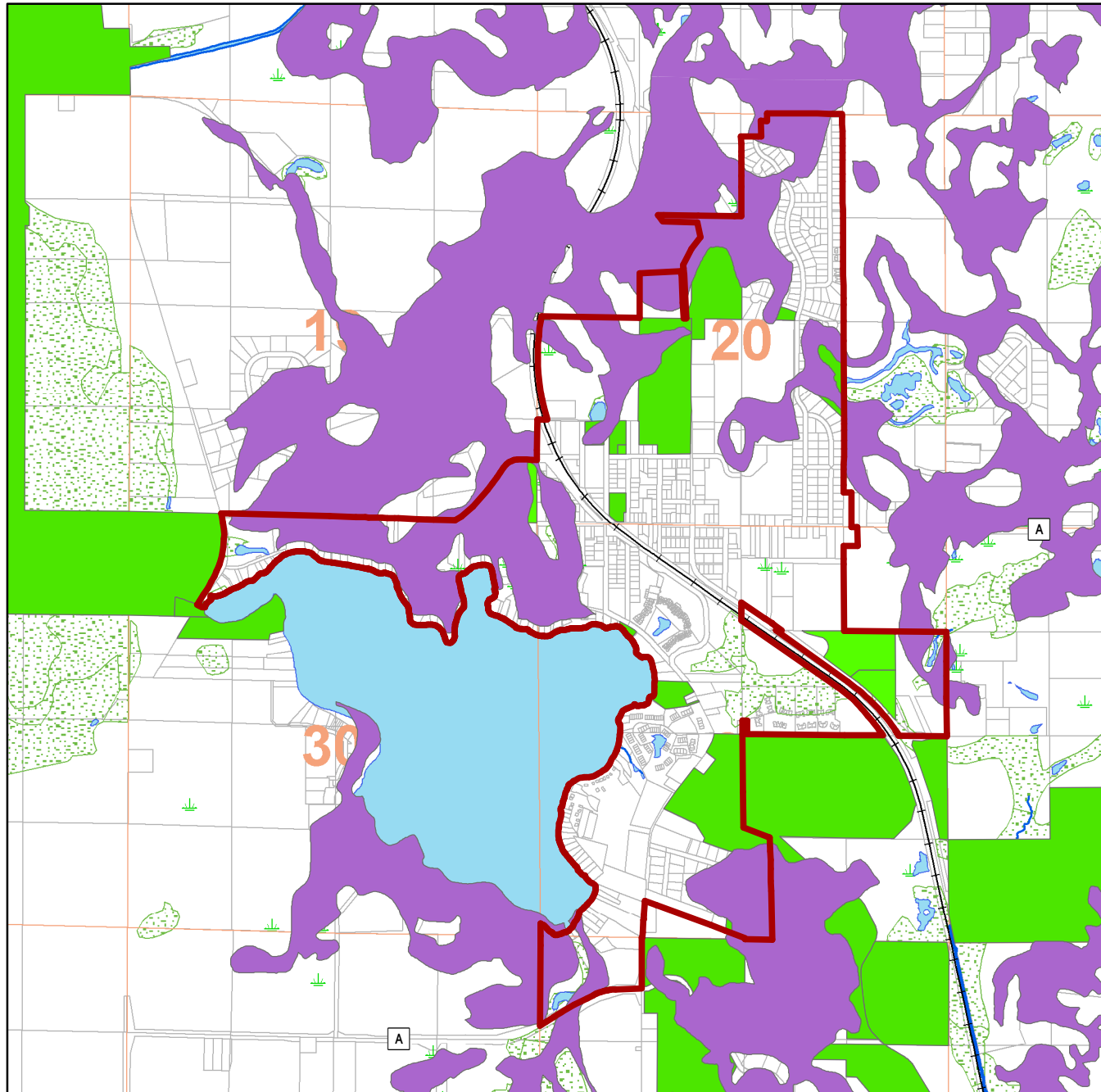


Figure 8.4
Development Constraints
Village of Elkhart Lake
 Sheboygan County, WI

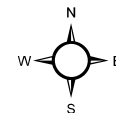


Legend

- Publicly Owned Land
- Areas of 12% or greater slope
- DNR Wetlands
- DNR Wetlands < 2 Ac
- Approximate 100 Year Floodplain
- Village of Elkhart Lake

Planimetric

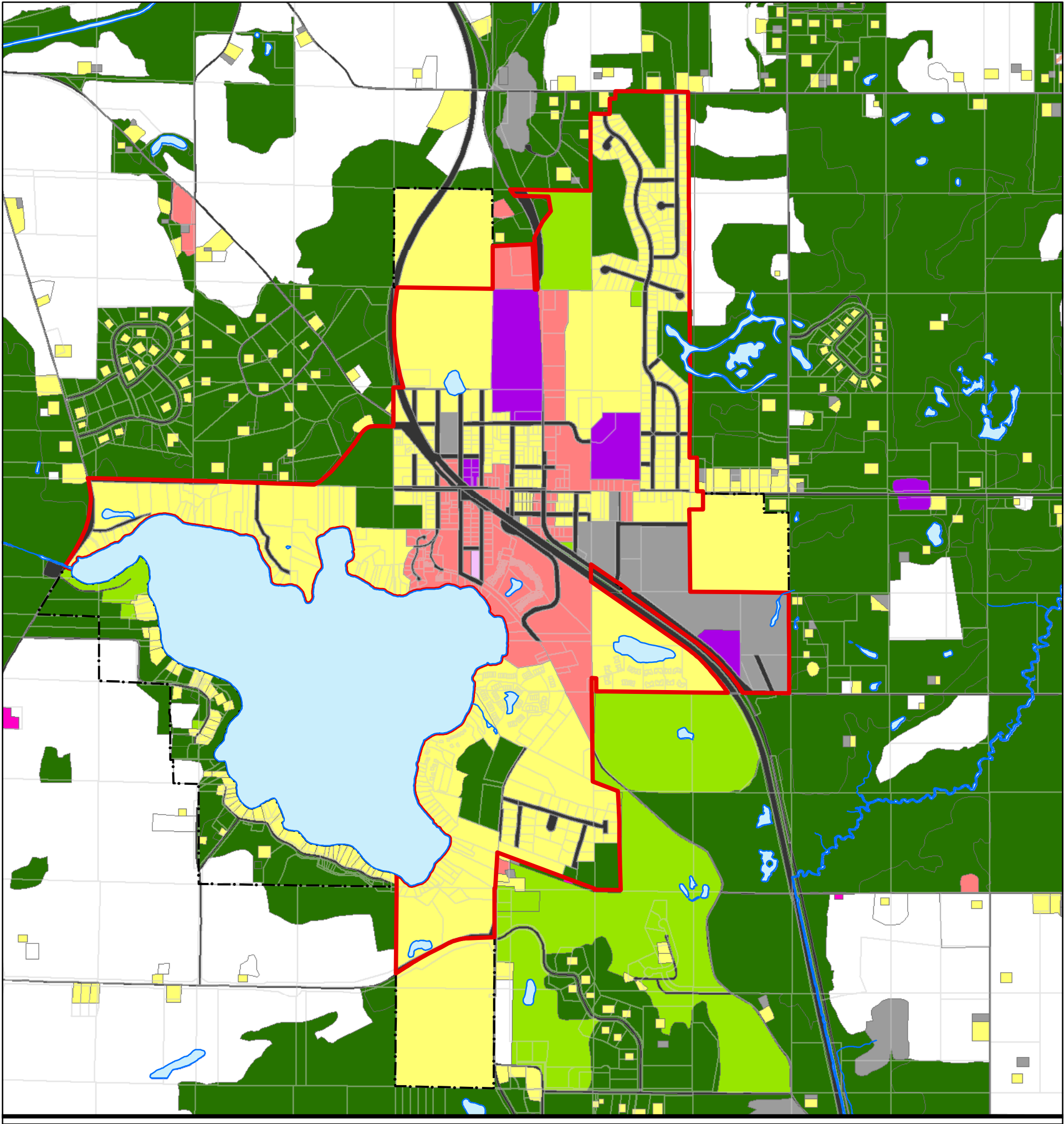
- Bridges
- Dams
- ++ Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Parcels






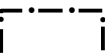






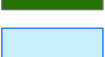


1" equals 2,000'

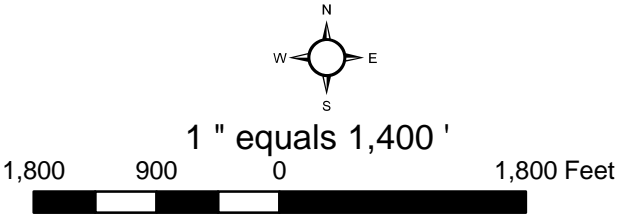
2,000 1,000 0 2,000 Feet

Figure 8.6
20-Year Potential Land Use
Elkhart Lake
Sheboygan County, WI



Legend

- | | | |
|---|--|---|
|  Current Village Limits |  Commercial |  Parks & Recreation |
|  Potential 20-Year Expanded Village Limits |  Industrial |  Agricultural |
| Potential Land Use |  Roads & Transportation |  Nat. Areas, Wood/Wetlands, Open Space ; 930 |
|  Residential |  Communication/Utilities |  Water Features |
|  Historic PUD |  Governmental/Institutional | |



CHAPTER 9 - IMPLEMENTATION

INTRODUCTION

The Village has previously developed two comprehensive plans; however it is important that the Village understand the connection between planning and land use controls (e.g., zoning and subdivision ordinances). Planning by itself accomplishes little; only when the recommendations made in the plan are implemented through action - such as amending a map, adopting a new policy, or revising an ordinance - does real change come about.

This chapter also provides information on the Comprehensive Plan amendment/update process and its overall use by the Village of Elkhart Lake. More detailed information on various statutory powers that the Village may utilize to implement this 20-year Comprehensive Plan is included in this chapter.

Role of The Plan

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing the Village should be consistent with the community's adopted comprehensive plan. The Village of Elkhart Lake's Planning Commission's primary responsibility is to implement this Comprehensive Plan and to ensure that all supporting Village ordinances are consistent with the Plan. When reviewing any petition or when amending any land controls within the Village, the Plan shall be reviewed, and a recommendation will be derived from its vision statement, goals, objectives, policies, programs, and potential future land use maps. If a decision is one that needs to be made which is inconsistent with the Comprehensive Plan, then before the decision can take effect, the Comprehensive Plan must be amended to include this change in policy.

ROLE OF LOCAL OFFICIALS

Role of The Elected Officials

The Village's elected officials should strive to become familiar with the contents of this Comprehensive Plan. It should be their primary guide, although not their only guide. Village Board members must make their decisions from the standpoint of overall community impact, tempered by site-specific factors. In this task, Board members must balance the recommendations made in this plan with the objectives of developers and residents, the technical advice of the Village staff, and the recommendations of advisory boards, along with their own judgment on the matter at hand.

This Comprehensive Plan will provide much of the background and factual information the Board needs in making its decisions. Information from landowners and the Planning Commission will provide much of the site specific information for the Board. Thus, while the initial responsibility of implementing and updating a comprehensive plan falls on the Planning Commission, the Village Board must see that community support and resources are maintained to ensure the Elkhart Lake Comprehensive Plan stays current and viable.

Planning Commission

The Elkhart Lake Planning Commission should promote good planning practices within the Village in addition to keeping the public and the Village Board well-informed on planning issues. Planning Commissioners need to become very familiar with this Plan's maps and text, as

well as its stated vision, goals, objectives, policies, and programs. A biennial review of these components is recommended to keep them current, along with a review after every census. The Planning Commission will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commission should also ensure that existing and future ordinances (or other Village land controls) are consistent with the Comprehensive Plan. Finally, the Commission will need to be sure that the Comprehensive Plan is updated at least once every 10 years (Section 66.1001 (2)(i), *Wis. Stats.*).

Board of Appeals

Unlike a planning commission, a board of appeals is a quasi-judicial body. It has the power to 1) interpret the wording of a land use control ordinance; 2) review an administrative decision where it is contended the administrative official made an error in applying a land use control to a particular property; and 3) issue area-related variances from the standards of an ordinance when it finds that strict enforcement would cause a hardship or be unnecessarily burdensome. Like the recommendations of the Village Planning Commission and the decisions of the Village Board, the decisions of the Elkhart Lake Zoning Board of Appeals need to be consistent with the Village's Adopted Comprehensive Plan.

Other Committees/Commissions

Along with the Planning Commission and Zoning Board of Appeals, the Village of Elkhart Lake has a Community Development Authority, a Tourism Commission, a Park Commission, a Tree Commission, a Library Board, and ad hoc committees as needed. The actions and decisions of these commissions and committees need to be consistent with the Village's Adopted Comprehensive Plan.

LAND USE PLANNING CONTROLS RECOMMENDATIONS

Zoning

Zoning and its authority is immediate and current upon adoption and posting. This Comprehensive Plan recognizes that the future land use maps reflect preferred usage over the next ten to twenty years. Therefore, several of the future land use recommendations may require re-zoning in order to take place. While instances of current use and planned use may conflict, it would not be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on market forces, the current political climate, and the accuracy of this plan's assumptions.

The Comprehensive Plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Village Planning Commission and Village Board will need to judge when re-zoning should occur, for it is not the intent that the zoning ordinance necessarily become a direct reflection of the plan in all instances. The Comprehensive Plan looks out to the future while the ordinance deals with present day.

In regards to commercial and industrial uses, the Village Planning Commission should consider adopting/updating specific lighting, signage, and landscaping design standards in order to protect the character of the Village.

Additional ordinances may be developed by the Village in order to meet the “vision” listed in Chapter 1 of this plan.

Sign Regulations

Many communities are finding themselves having to regulate signage, especially along transportation corridors, in order to preserve a sense of place and “community character.” As signs become more bold, have greater illumination directed at them, and have greater square footage (some 600 square feet), the sides of roadways and commercial or business districts become places of growing confusion as each sign attempts to get your attention.

The Planning Commission should regularly review sign regulations in order to preserve the rural look and character that currently exists in the Village. Inter-governmental cooperation is necessary to regulate the areas just beyond the village limits.

Lighting Controls

There are two opposing view points regarding night lighting, 1) one is in favor of adequate lighting for increased visibility and safety and 2) the other is against glare and light pollution of the evening sky.

As development occurs, if additional street lighting is desired, it will be installed according to the standards and regulations of the electric company. Excessive exterior lighting of commercial and industrial properties (i.e. parking lots, equipment yards, etc.) as well as residential properties should also be an area of concern as both of these can change the character of the Village. Direct lighting or glare can be regulated.

Historic Preservation

At the minimum, the Village should maintain an inventory of historic buildings and properties. Historic preservation ordinances can assist communities in protecting their culture and history. The ordinances can provide identification, protection, enhancement, maintenance and use of buildings, structures, objects, sites and districts within a community that reflect special elements of a community’s historical, architectural, archaeological, cultural, and aesthetic heritage. The ordinances can also set standards for alterations, design, restoration, demolition, or new construction, ensuring that the features/neighborhoods maintain their historical significance. In addition, historic preservation can increase the economic benefits to a community and its residents, protect/increase property values, and enhance the overall visual character of a community.

Other Controls

There are a number of ordinances that impact land use planning in the Village of Elkhart Lake. They include the Subdivision; Erosion Control, Stormwater Management; Shoreland and Wetland Ordinances; Sheboygan County Sanitary Regulations for private septic systems; and state building/housing codes.

While this plan includes a number of specific implementation activities directly related to some of these regulations, it is also understood that informal reviews of these standards - as they

compare to the plan's vision, goals, and policies - should be ongoing as the Village conducts its business.

ROLE OF INTERGOVERNMENTAL COOPERATION

Boundary Agreements

Boundary agreements are formal efforts to identify precisely which extraterritorial areas may be attached to a village. Among other things, they may also spell out terms for revenue sharing of current and future property taxes in specified areas. As an implementation tool, their ultimate purpose is to promote harmonious relations between adjacent communities. Although the Village of Elkhart Lake has a working relationship with the Town of Rhine, a boundary agreement may one day be considered depending on development issues that may arise on mutual boundaries.

Official Maps

Under §62.23(6), the Village Board (under own powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks, and playgrounds laid out, adopted and established by law."

The official map serves several important functions:

1. It helps assure that when the village acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that sub-dividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.

"The board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds."

Once an area is identified on an official map, no building permit may be issued for that site unless the map is amended.

IMPACT OF ECONOMIC DEVELOPMENT

Government Economic Development Initiatives

Economic development programs and initiatives are often a primary means of implementing goals in a comprehensive plan. In addition to activities undertaken by the Elkhart Lake Community Development Authority, there are a number of programs listed at the end of "Chapter 4 – Economic Development" designed to implement the goals of the Village.

The implementation of most economic development initiatives will be planned in advance by local officials; therefore, there should be ample opportunity to make sure the impacts of these initiatives are consistent with the Comprehensive Plan. Much of the time the impacts are positive and welcomed, but there may also be downsides. In some communities, economic development initiatives are quite successful at attracting businesses and spurring growth; however, residents may find that their community has become something far different than what they had always envisioned.

If it is anticipated that an economic development program or initiative being considered for the Village may significantly change the character of the Village – and therefore run counter to the

vision and goals of the Plan, the economic development program should either be adjusted, or the Comprehensive Plan should be revisited and amended to allow for the change in character.

Non-Government Economic Development Activities

Sometimes, economic development takes place unexpectedly. A small business might greatly expand seemingly overnight, a highway interchange might be constructed, or a similar economic catalyst may occur. It is once again possible that this type of economic development can change community character. Since it is unplanned by the local government, this kind of economic development frequently outstrips the community's existing infrastructure and begins a sometimes never-ending cycle of "catching up," as the community tries to provide adequate services.

If it becomes increasingly apparent that a privately initiated economic development "boom" is underway, the Village must analyze whether the character of the community will be significantly altered and then decide how to respond in a proactive rather than reactive way. It is likely that at least some of the elements in the Comprehensive Plan would have to be revisited and amended.

ROLE OF PUBLIC INVESTMENT

Capital Improvement Programs (CIP)

A CIP is a tool used to ensure a community regularly budgets for and schedules the construction and maintenance of infrastructure. This is typically a major tool in implementing the recommendations made throughout a comprehensive plan – especially the "Transportation" and "Utilities and Community Facilities" chapters. The Village has the basic elements of a CIP and using these elements, should formalize and officially adopt a CIP.

Impact Fees and Land Dedication

Impact fees and land dedications are an appropriate mechanism for financing improvements directly related to new development. Impact fees are defined as cash contributions, contributions of land or interests in land, or any other items of value imposed on a developer by a municipality. The Village of Elkhart Lake does not impose development impact fees at this time, but does require park land dedications for new subdivisions and expects to continue to do so.

Impact fees and land dedications may be used to finance the capital costs made necessary by new development such as constructing roads and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency facilities, and libraries. The law (Wisconsin State Statute 66.0617) expressly prohibits the use of impact fees to finance facilities owned by a school district.

Special Assessments

Special assessments are a tool that local governments have commonly used in Wisconsin for financing public facilities since the late nineteenth century. Special assessments are important because unlike impact fees, special assessments can be applied to existing development and can be used to fund existing deficiencies. Although this Comprehensive Plan does not specifically recommend their use, the Village of Elkhart Lake may decide to use special assessments in the future, if appropriate.

Special assessments are not considered exactions, because they are not imposed on developers as a condition of development. Under Wisconsin law, “any city, town, or village may, by resolution of its governing body, levy and collect special assessments upon property in a limited and determinable area for special benefits conferred upon such property by any municipal work or improvement; and may provide for the payment of all or any part of the cost of the work or improvement out of the proceeds of such special assessments.”

Because of the need to show special benefit to property caused by the improvement, special assessments are traditionally used to fund improvements abutting the land that is ultimately assessed for such capital expenditures as sewer and water mains, sidewalks, street paving, curbs and gutters. The construction of “off site” improvements is seen as generally benefiting the entire community rather than a specific area and therefore must be financed by other means.

Development Review Cost-Recovery

Communities can require developers to reimburse the community for expenses related to their developments. For example, while a community may strongly support the preservation of critical habitat areas, it may not have the means to follow through. However, by requiring a developer to pay for an independent study identifying these areas prior to breaking ground, the community is able to take the first steps toward realizing a goal and implementing a policy without having to allocate funding or personnel. The Village has provisions in its subdivision and zoning ordinances (i.e. developer’s agreement) to accomplish this.

ROLE OF LAKE COUNTRY PLANNING REGION

The Village of Elkhart Lake, in planning cooperatively with the Village of Glenbeulah, Town of Greenbush, Town of Rhine, Town of Russell, and Sheboygan County, realizes that in order for the Lake Country Planning area to meet their goals, all the communities will need to work together. The communities jointly developed the following vision statement for the Lake Country Region:

“We envision the Lake Country region of Sheboygan County, which includes the Villages of Elkhart Lake and Glenbeulah, and the Towns of Rhine, Russell, and Greenbush, as a region that embraces the rural characteristics of the area including the historic charm and agricultural and natural resources. Residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. The region will resemble a balanced mix of farmland, open space, tourism opportunities, and will remain a safe, quiet, and unique place to live.”

The communities also developed joint goals for each element of the plan. Elkhart Lake will not only strive to meet its own goals, but will strive to meet the goals developed for the Lake Country region through the public participation process of this Comprehensive Plan. Below Figure 9.1 lists the goals developed by the communities as a whole. The Lake Country Planning Group will strive to plan and operate cooperatively. The Village will help the Lake Country area work towards these goals, by meeting their own goals and objectives.

Figure 9.1: LAKE COUNTRY GOALS
AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS
GOAL 1: Protect natural resources, woodlands, wetlands and open/green spaces, and maintaining a safe water supply, rural country atmosphere and environmental quality of the area.
GOAL 2: Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the region.
HOUSING GOALS
GOAL 1: Maintain the rural country atmosphere while protecting home values, agricultural, environmental and open space resources, and the aesthetic qualities of the region.
GOAL 2: Support a variety of quality housing opportunities for all segments of the region's population in such a way that it minimizes adverse impacts on natural and agricultural resources and will preserve the region's rural character.
ECONOMIC DEVELOPMENT GOALS
GOAL 1: Support development in the region by seeking balanced economic growth in business and industry while providing jobs for residents, increasing personal income, and protecting and enhancing the region's rural assets.
GOAL 2: Retain the natural and rural character of the region while providing sufficient land area for development needs to meet projections for the future.
TRANSPORTATION GOALS
GOAL 1: Establish a safe and efficient transportation network in the region for motor vehicles, pedestrians, and bicycles that is compatible with local plans.
UTILITIES AND COMMUNITY FACILITIES GOALS
GOAL 1: Preserve clean water and plan for cost-effective treatment of waste as growth occurs in the region.
GOAL 2: Encourage a parks system that takes into account the assets of the region including local, county, and state-owned opportunities that is safe and provides a variety of opportunities for residents and visitors.
INTERGOVERNMENTAL COOPERATION GOALS
GOAL 1: Promote cooperation between communities in the Lake Country region and other units of government and governmental agencies that make decisions impacting the Lake Country communities.
LAND USE GOALS
GOAL 1: The land use strategy and principals of the region should manage future development to protect the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and infrastructure.
GOAL 2: Promote policies within the region that ensure that growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life in the region.
IMPLEMENTATION GOALS
GOAL 1: Encourage regional cooperation of plan implementation and establish a process for boundary conflicts in the region, while maintaining control over local community decisions.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The comprehensive plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. Sheboygan County Planning Department and the Lake Country community representatives, including representatives from the Village of Elkhart Lake, participated in group sessions to identify key issues within each of the nine elements of the plan and created community survey questions regarding these issues. Using the survey results, along with factual information regarding natural features, past population and housing data, and infrastructure information, the Lake Country group and the Sheboygan County Planning Department used the identified visions, goals, and strategies expressed within this plan to determine the potential future land use maps as well as the implementation actions the Village will undertake throughout the 20-year planning period.

In several instances, a single goal applies to more than one element of the plan and is restated in multiple chapters. Therefore, when preparing any amendments to this Comprehensive Plan or its individual elements, the Village Planning Commission should undertake an overall review of all nine elements, along with their identified goals, objectives, policies, and programs, in order to ensure consistency within and between elements before any amendment that might affect more than one element is approved.

IMPLEMENTATION SCHEDULE

The goals established in this schedule will be implemented over a twenty year planning period beginning in 2009 and running through the year 2029. They represent priorities for land use management for the Village of Elkhart Lake.

The following implementation schedule has been developed to implement the comprehensive plan goals, objectives, and policies. The plan outlines the responsible entity(ies) for each activity, cooperating agencies, and a timeline for implementation. The implementation schedule should be evaluated and revised as needed.

Figure 9.2 Implementation Schedule			
<u>Goals and Objectives:</u> Agricultural Resources	Chapter 2	Page 2-18	
1) In the interest of ensuring that the area around the Village remains rural in character, the Village will support agricultural and open space preservation in the surrounding towns.			
<u>Activity:</u>	Lead Entity	Cooperators	Time Period
1a- Develop guidelines for the consideration of proposed annexations and extra-territorial plats and implementation of extra-territorial zoning.	Planning Commission	Village Board; Town of Rhine	2011 and Ongoing

1b-The Village will strive to accommodate growth in the region by considering proposals for developers to build subdivisions within or adjacent to the Village, to enable the towns to remain agricultural thereby maintaining the rural character of the area surrounding the Village.	Plan Commission	Village Board Town of Rhine Town of Russell Town of Greenbush	2012 and Ongoing
<u>Goals and Objectives:</u> Natural Resources	Chapter 2	Pages 2-18 & 2-19	
1) To provide a safe, clean, and orderly natural environment for the residents of the Village of Elkhart Lake.			
2) The Village of Elkhart Lake will encourage cooperation with other government entities and associations in protecting area lakes, rivers, streams and groundwater.			
3) The Village of Elkhart Lake will strive to provide safe and quality usage of Elkhart lake.			
4) Current Village parks will be protected and future park opportunities will be explored.			
<u>Activity:</u>	Lead Entity	Cooperators	Time Period
1a-Identify Village-owned open spaces and wetlands.	Village Board	WDNR; Parks Committee	Ongoing Update Regularly
1b-Determine appropriate zoning and environmentally sound uses for these areas.	Planning Commission	Village Board; WDNR	Ongoing As Needed
1c-Ensure shoreland and wetland ordinances address all current issues.	Village Board	Planning Commission Sheboygan County Planning Dept. WDNR E.L. Imp. Assoc.	Ongoing Update Regularly
1d-Enforce the current shoreland and wetland ordinances.	Village Board	WDNR, Police Building Inspector	Ongoing
1e-Ensure that ordinances are in place and enforced to preserve the natural beauty created by the views of the lake, trees, and Kettle Moraine landscape.	Village Board	Planning Commission Sheboygan County Planning WDNR E.L. Imp. Assoc.	Ongoing
1f- Ensure development adjacent to the lake, streams, and wetlands is done in an environmentally sound way.	Planning Commission	Village Board; WDNR; Sheboygan County Planning Dept.	Ongoing

2a- Establish a process and standards to ensure that groundwater quantity and quality are efficiently monitored, managed and conserved in cooperation with surrounding communities	Village Board	Lake Country Comm.Public Works; WDNR Sheboygan County Planning	Ongoing 2011-2012
2b-Monitor, test, revise and enact ordinances as necessary to protect and maintain the quality of lake water and beaches in cooperation with the Town of Rhine.	Village Board	WDNR Town of Rhine Sheboygan County Planning Public Works Dept.	Ongoing
2c-Encourage and support the use of vegetative buffers along the lakeshore, streams and tributaries by developing a public information packet.	Village Board	Lake Country Communities; WDNR E.L. Imp. Assoc., Sheb. Cty Land & Water, Sheb. Cty. Planning	2010 and Ongoing
2d-Encourage erosion control and stormwater management in cooperation with surrounding communities in order to maintain a healthy environment and natural areas.	Village Board	Lake Country Communities; WDNR E.L. Imp. Assoc., Sheb. Cty Land & Water, Sheb. Cty. Planning	2010 and Ongoing
2e-Maintain the Village sewer system and continue to work with Sheboygan County to ensure that all septic systems are in good working order.	Village Board	Sheboygan County Planning Department; Public Works E.L. Imp. Assoc.	Ongoing
3a-Review, update and enforce common lake usage and safety regulations with the Town of Rhine to ensure safety on the lake.	Village Board	Town of Rhine WDNR; Elkhart Lake Police Department;	Ongoing
3b-Cooperate with the Town of Rhine to monitor recreational watercraft density.	Village Board	Town of Rhine Elkhart Lake Improvement Association; WDNR; Village Clerk;	Ongoing
3c-Protect the health and safety of the lake by continuing the Sunday motor boat ban and the no-wake rules and hours.	Village Board	Elkhart Lake Police Department; WDNR	Ongoing

4a-Participate in Sheboygan County's <i>Outdoor Recreation and Open Space Plan</i> to be eligible for possible funding opportunities	Village Board	Sheboygan County Planning Department Village Clerk	Every Five Years
4b-Continue to work with private benefactors and developers to provide park land and/or upkeep.	Park Commission	Village Board; Private Benefactors	Ongoing
<u>Goals and Objectives:</u> <u>Cultural Resources</u>	Chapter 2	Page 2-19	
1)The Village of Elkhart Lake will promote its heritage and protect historical areas within the Village.			
<u>Activity:</u>	Lead Entity	Cooperators	Time Period
1a-Gather and maintain information on the historic, cultural, and archaeological sites within the Village.	Village Board	Local Historians E.L. Historical Soc. E.L. Public Library Sheboygan County Research Center	2010 and Ongoing
1b- The Village will encourage development of informational/ educational programs to increase awareness of the Village's historical and cultural heritage.	Village Board	E.L. Historical Soc. E.L. Public Library Sheboygan County Research Center Local Historians E.L. Improvement Assoc.	Ongoing
<u>Goals and Objectives: Housing</u>	Chapter 3	Pages 3-14 & 3-15	
1) Elkhart Lake's housing stock should be predominantly single-family/moderate-density with options that are affordable for all a diverse population.			
2) The Village will strive to maintain property values within the limits of its ordinances, regulations and programs.			
3) The Village shall develop a alternative (conservation) zoning and subdivision ordinances.			
<u>Activity:</u>	Lead Entity	Cooperators	Time Period
1a-The Village's land use map and zoning ordinances will encourage single-family and/or moderate density housing.	Planning Commission	Zoning Board of Appeals; Village Board	Ongoing
1b-The Village will communicate with developers the desire that new housing will be affordable to a diverse population	Planning Commission	Village Board; Zoning Board of Appeals	Ongoing
2a-The Village will regularly review all relevant housing codes and ordinances.	Planning Commission	Village Board; Village Clerk	Ongoing

3a-The Village shall become informed and develop a conservation subdivision ordinance.	Planning Commission	Village Board	2010
3b- The Village will encourage sustainable development practices such as natural landscaping, permeable surfaces, “green” roofs, and "green" building materials.	Planning Commission	Village Board;	Ongoing
<u>Goals and Objectives: Economic Development</u>	Chapter 4	Pages 4-18 & 4-19	
1) Maintain a healthy economy primarily derived from small businesses and the tourism industry.			
2) Explore strategies for keeping and attracting small business.			
3) Provide for responsible economic growth by attracting other industries that may be a "good fit" for the area.			
<u>Activity:</u>	Lead Entity	Cooperators	Time Period
1a-Continue promotion of the Village as a tourist destination.	Tourism Commission	Village Board; Chamber of Commerce	Ongoing
1b- Recruit companies and organizations to expand/relocate to Elkhart Lake.	Village Board	CDA	Ongoing
1c- Ensure new businesses or expansions do not adversely threaten the natural areas or historic resources.	Planning Commission	Village Board;	Ongoing
1d- Work with current and new business owners to approve established hours of operations, signage, lighting, parking, and landscaping requirements to meet the Village's desire for well-planned growth and small-town character preservation.	Planning Commission	Village Board	Ongoing
1e-Encourage and support local businesses and service amenities in the Village..	Village Board	CDA Chamber of Commerce	Ongoing
2a- Identify the needs and desires of village residents and explore avenues and ideas for retail development.	Village Board	Sheboygan County Tourism Commission Chamber of Commerce	Ongoing

2b-Continue to support and maintain the Community Development Authority of Elkhart Lake and continue to use Tax Incremental Financing as a development tool when appropriate.	Village Board	CDA; Chamber of Commerce	Ongoing
3a-The Village of Elkhart Lake will work cooperatively with the Lake Country communities, especially Rhine whose borders surround the Village, to pursue a development strategy including extraterritorial zoning.	Planning Commission	Village Board; Town of Rhine Planning Commission; Town of Rhine Board	2010
<u>Goals and Objectives:</u> Transportation	Chapter 5	Pages 5-22 & 5-23	
1) Provide well-maintained, safe streets and roads for residents, and visitors.			
2) Review non-motorized transportation safety concerns.			
3) Develop and maintain public recreational areas, trails, and sidewalks for residents and visitors.			
4) Recognize the need for appropriate and cost-effective transportation for senior citizens and disabled residents and communicate availability of services to Village citizens.			
5) Participate in state and county transportation activities that impact the Village.			
6) Encourage the use of the railroad right-of-way through the Village either by trains or for a recreational trail.			
7) Plan for a transportation system that is harmonious with its surrounding environment.			
<u>Activity</u>	Lead Entity	Cooperators	Time Period
1a-Provide regular maintenance and inventory of road conditions to ensure quality and safety.	Public Works	Village Board	Ongoing
1b-Local road systems should be designed, sized, and signed to minimize through-traffic use.	Village Board	WDOT; Sheboygan County Highway Department	Ongoing
1c-New roads should be built to acceptable state standards and should comply with Village ordinances.	Planning Commission	Village Board; Sheboygan County Highway Department	Ongoing
1d-Monitor WDOT statistics for existing road traffic volumes as well as crash rate data compiled by the Elkhart Lake Police Department and Sheboygan County Sheriff's Department. Using this data, develop long-term maintenance schedules and capital improvement programs.	Village Board	WDOT; Sheboygan County Sheriff's Department E.L. Police Dept. Public Works Committee/Dept.	Ongoing

1e-Provide adequately lit streets for pedestrians and bicyclists.	Village Board	Planning Commission We Energies	Ongoing
2a-Law enforcement will work with the schools and to hold safety seminars for bicyclists, pedestrians, skateboarders and rollerbladers.	E.L. Police Dept.	Elkhart Lake School District	Annually
2b. Educate and inform people of the proper safety needed when biking or walking.	E.L. Police Dept	Village Board	Ongoing
3a-Consider sidewalks in existing areas of high traffic (vehicular and/or pedestrian).	Planning Commission	Village Board E.L. Police Department	Ongoing
3b-Require sidewalks on all public streets in new subdivisions	Planning Commission	Village Board	Ongoing
3c-Develop connections, where feasible, for local bike/pedestrian trails to link to other local trails and county/state trails.	Planning Commission	Village Board; Sheboygan County Planning Department	Ongoing
4a- Gather information and communicate what alternatives might be available to help in the transport of senior and disabled residents.	Village Board	Sheboygan County Resource Center for Aging and Disability Local Churches	Semi-Annually
5- Encourage public input and collaboration when addressing transportation related projects dealing with organizations such as, Wisconsin Department of Transportation (WDOT), Rails and Harbors, County Highway Department, Town of Rhine and Department of Public Works.	Village Board	WDOT; Rails and Harbors; County Highway Department; Town of Rhine Public Works Dept.	Ongoing
6a- Maintain Communication with the Rails and Harbors officials to assess the use of the railroad in the Village.	Village Board	County Planning Rails & Harbors	Annual
6b- Should the railroad corridor be abandoned or not utilized in the Village, create a plan to develop a recreational trail which could hopefully be connected to existing local , county and state trails	Village Board	Village Board; Sheboygan County Planning Department Planning Comm Adjacent Communities State Departments	Ongoing

7a-Coordinate transportation planning with local land use.	Planning Commission	Village Board	Ongoing
7b-The total amount of land for Village streets should be minimized as much as possible while still meeting state standards and complying with Village Ordinances.	Planning Commission	Village Board; Public Works	Ongoing
7c-Minimize the destruction of, or negative impacts to, historic buildings and historic, scenic, scientific, archaeological, and cultural sites as may be caused by the construction or reconstruction of local streets and roads	Village Board	Village Board; Local historians Planning Comm.	Ongoing
7d-Avoid the location of local streets and roads through environmental corridors, if possible.	Planning Commission	Village Board; Highway Department; Public Works	Ongoing
Goals and Objectives: Utilities and Community Facilities	Chapter 6	Page 6-16	
1) Provide cost-effective services and facilities that are well-maintained and sufficient for the needs of the citizens.			
2) Coordinate and consolidate with surrounding governmental units to share facilities and services when possible to conserve resources.			
3) Develop a community information strategy to inform citizens of services and activities provided by the Village and school district and what services/facilities local taxes are supporting.			
Activity:	Lead Entity	Cooperators	Time Period
1a-Identify areas for updates and improvements to services/facilities regularly to ensure adequacy, efficiency, and cost-effectiveness.	Village Board	Public Works; Village Clerk	Annually
1b-Protect both the quantity and quality of the Village's municipal water supply and ground water.	Village Board	Lake Country Communities Elkhart Lake Water Department	Ongoing
1c-Develop and adopt a Capital Improvement Program (CIP) for future growth and reduce redundancy of utilities especially telecommunications.	Village Board	Planning Comm., Public Works Dept. Telecommunication Utility Companies	2010
1d-Monitor services and facilities including childcare, school health care, senior housing to encourage sufficient services to meet resident needs.	Village Board	Planning Comm. PW Dept. Telecommunication and Utility Companies	Ongoing

2a-Review and identify possible areas of coordination and consolidation of services such as emergency services, garbage disposal, street maintenance, utilities, water safety patrol, etc.	Village Board	Lake Country Communities Police Department Fire Department First Responders Emergency Response Director Public Works Department	Ongoing
3a- Collect and provide pertinent information on services and activities provided by the Village and school district in a pamphlet, on the Village web site, and on the local TV Channel	Village Clerk	Elkhart-Lake School District; Village Board	Ongoing
<u>Goals and Objectives:</u> Intergovernmental Cooperation	Chapter 7	Pages 7-7 & 7-8	
1) Promote cooperation between the Village and other units of government and governmental agencies that make decisions impacting the community.			
2) The Village will pursue a mechanism for discussing boundary issues and options.			
3) The Village of Elkhart Lake will pursue a procedure for Comprehensive Plan amendments.			
<u>Activity:</u>	Lead Entity	Cooperators	Time Period
1a-Co-operate with adjacent communities in regard to land use/zoning and future planning projects to maintain the rural character of the surrounding area.	Planning Commission	Lake Country Communities; Village Board Sheboygan Cty Planning	Ongoing
1b Share any land use decisions, zoning changes or significant development proposals with the surrounding communities, and allow for discussions if the project borders another community.	Planning Commission	Lake Country Communities; Village Board Sheb. Cty. Plan.	Ongoing
1c-Cooperate in providing of emergency/protective services.	Village Board	Fire Department, Police Department, First Responders Town of Rhine	Ongoing
1ci-Evaluate the most cost-effective ways to provide quality emergency and protective services.	Village Board	Fire Department, Police Department, First Responders, Town of Rhine	Ongoing
1cii-Continue to coordinate with the Sheboygan County Sheriff's Department to ensure coverage of emergency services.	Village Board	Sheboygan County Sheriff's Department	Ongoing

1d-Cooperate in the protection and conservation of surface and groundwater resources.	Village Board	WDNR: Sheboygan County Planning Dept Planning Comm. Lake Country Comm.	Ongoing
1di-Develop regulations for protecting and conserving surface and groundwater in cooperation with the surrounding communities	Village Board	WDNR Sheb. County Plan Dept. Plan. Comm. Lake Country Comm	Ongoing
1dii-Explore returning of discharge waters from Northern Moraine Utility to the origin of water usage	Village Board	Lake Country Comm. Sheb. Cty. Plan. Northern Moraine WDNR Plymouth/Rhine Sanitary District	2009-2014
1diii-Regulate any contaminates to the surface or ground water	Village Board	WDNR Sheboygan County Planning Dept. Planning Comm. Lake Country Comm	Ongoing
1e-Cooperate in the protection of woodlands, wetlands & open spaces	Village Board	Lake Country Comm. Sheboygan Cty Planning Planning Comm.	Ongoing
1f-Encourage cooperation and sharing of community facilities, equipment, and other services whenever possible.	Village Board	Lake Country Communities Public Works Emergency Services	Ongoing
1g-Cooperate with Sheboygan County on its comprehensive planning efforts.	Village Board	Planning Commission Sheboygan County Planning Dept.	Ongoing
1h-Continue to work with the Sheboygan County Highway Department for maintenance of area roadways.	Public Works Dept	Village Board; Sheboygan County Highway Dept; WDOT	Ongoing

1i-Continue to be aware of and act on opportunities for future shared initiatives, services, and/or facilities, and also notify other nearby communities of upcoming purchases or initiatives that might be suitable for cost sharing.	Village Board	Village Clerk Adjacent Communities Village Departments	Ongoing
2a-Establish a regular and ongoing intergovernmental public forum to discuss boundary issues, shared service opportunities and any other items of mutual concern.	Village Board	Lake Country Comm. UW Extension	Annual
2b -.In lieu of formal boundary agreements, establish a formal policy to use the Future Land Use Maps in the comprehensive plans for the Towns of Rhine, Russell and Greenbush to provide official guidance for growth patterns in the boundary areas between the Village and towns.	Village Board	Lake County Communities	Ongoing
3a- Continue regular communications with surrounding units of government as significant steps are taken during the implementation stage of this Comprehensive Plan.	Planning Commission	Village Board; Lake Country Communities	Ongoing
3b- To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be adopted.	Planning Commission	Village Board; Lake Country Communities	2010-2011
<u>Goals and Objectives:</u> Land Use Goals	Chapter 8	Pages 8-12 & 8-13	
1) Protect the natural environment of natural and open space areas, water resources, parks and recreational lands. (see descriptions on Page 5 and 6).			
2) Promote future development that will protect and enhance the visual character of the Village, while meeting the economic and social demands of growth, to ensure compatibility of future land uses and to maintain good balance between property owner's/developer's rights and Village regulations.			
3) Maintain good balance between property owner's/developer's rights for use of their land and Village's Comprehensive Plan and land use regulations.			
4) Land use decisions involving the Village will incorporate the data, principles, goals, and policies found throughout this Comprehensive Plan, in addition to Village ordinances and regulations.			

Activity:	Lead Entity	Cooperators	Time Period
1a-Inventory and review the status of open space and natural areas.	Planning Commission	WDNR; Village Board	Ongoing
1b-Determine criteria and rationale for addressing land use of natural areas and open spaces.	Planning Commission	Village Board; WDNR; Sheb. Co. Planning Dept.	Ongoing
1c-Ensure that appropriate land use zoning tools are adopted and utilized.	Village Board	Planning Commission	Ongoing
1d-Make available information to land owners regarding conservation easements and land trusts for the permanent protection and conservation of natural areas	Planning Commission	Village Board; WDNR; Sheboygan County Planning Department	Ongoing
2a-The Elkhart Lake Planning Commission should establish a procedure to review land use types and activities, and then to ensure compatibility with community values and goals as identified in the Comprehensive Plan..	Planning Commission	Village Board; residents Land Owners	Ongoing
2b-Encourage harmonious and well-planned commercial developments that will serve the needs of the Village and area residents.	Planning Commission	Village Board; Businesses, CDA Chamber of Commerce	Ongoing
2c-Ensure planned locations for light industrial parks or business parks have access to major traffic routes and are appropriate for the rural character surrounding the Village.	Planning Commission	Village Board; Business and Industry	Ongoing
2d-Develop and adopt an official map.	Planning Commission	Village Board	2010-2012
2e-Implement the extra-territorial platting jurisdiction as allowed by Wisconsin State Statutes.	Planning Commission	Village Board Sheboygan County Planning	Ongoing
3a-Public representatives should familiarize themselves with current land use regulations (Comprehensive Plan, zoning, shoreland, wetland, subdivision, storm water and streets.)	Planning Commission	Village Board Village Clerk Building Inspector	Ongoing

3b–Encourage developers and property owners to familiarize themselves with current land use regulations (Comprehensive Plan, zoning, shoreland, wetland, subdivision, storm water and streets.)	Planning Commission	Village Board Village Clerk Building Inspector	Ongoing
3c–Make available information packets containing pertinent information on land use regulations.	Village Clerk	Village Board Planning Commission Building Inspector	Ongoing
3d–Follow the guidelines set forth by the Comprehensive Plan and Village zoning ordinances to ensure that the developer’s/property owner’s land use is compatible with the Comprehensive Plan and Village zoning ordinances.	Planning Commission	Village Board Village Clerk Building Inspector	Ongoing
4a–Ensure all of the elements are integrated into a consistent decision-making approach.	Planning Commission	Village Board Village Clerk Building Inspector	Ongoing

PLAN REVIEW TIMELINE

Approximately five years after the initial adoption of the Comprehensive Plan the Village Planning Commission will review the vision, goals, objectives, policies, and programs to determine whether they are still applicable and if so whether progress has been made in accomplishing them. The Commission and Village Board will consider adjustments as necessary. No more than ten years after the initial adoption of the Plan by the Village, the Village Planning Commission will update and amend the Plan as required by ch. 66.1001 (2)(i).

PROCESS FOR ADOPTING, AMENDING, OR UPDATING THE PLAN

As directed by 66.1001, Wisconsin Statutes, a planning commission may recommend by resolution the adoption or amendment of a comprehensive plan only by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the planning commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted or amended comprehensive plan shall be sent to all of the following:

1. The clerk of every local government unit that is adjacent to the Village of Elkhart Lake.
2. Sheboygan County Planning Department
3. Wisconsin Department of Administration
4. The Bay-Lake Regional Planning Commission
5. The local public library

No comprehensive plan that is recommended for adoption or amendment may take effect until the political subdivision, i.e. the Village, enacts an ordinance that adopts the plan or amendment. The political subdivision may not enact an ordinance unless the comprehensive plan contains all of the elements specified in ch. 66.1001. An ordinance may be enacted only by a majority vote of the members-elect, as defined in 59.001 (2m), Wisconsin Statutes, of the governing body. An ordinance that is enacted, and the plan to which it relates, shall be filed with at least all of the entities specified in the list numbered 1-5 on page 9-20.

No political subdivision may enact an ordinance unless the political subdivision holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

At least 30 days before the hearing is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s.295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s.295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing.

A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed comprehensive plan ordinance that affects the allowable use of the property owned by the person. At least 30 days before the public hearing is held, a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in a reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

In addition to the requirement in Ch. 66.1001 for amending a comprehensive plan at least once every ten years, it is possible that more limited amendments for specific issues may arise for consideration at any time.

Additional Plan Amendment Considerations

In addition to the requirement in ch. 66.1001 for amending a comprehensive plan at least once every ten years, it is possible that more limited amendments for specific issues may arise for consideration at any time. The Village of Elkhart Lake, in planning cooperatively with the Village of Glenbeulah and the Towns of Greenbush, Rhine, and Russell, realizes that certain specific amendments to its Comprehensive Plan might have significant ramifications for these other governmental units; the reverse may also be true. Therefore, Elkhart Lake has reached an understanding with these governmental units to 1) communicate in advance all proposed Elkhart Lake Comprehensive Plan amendments and 2) invite the participation of these governmental units in the decision-making process for amendments that are significantly relevant to other units of government.

APPENDIX A
Village of Elkhart Lake Citizen Input Survey Results 2004

**VILLAGE OF ELKHART LAKE
SMART GROWTH/LONG RANGE PLANNING
CITIZEN INPUT SURVEY**

Mailed = 864
Returned = 296
Response Rate = 34.3%

Dear Village of Elkhart Lake Residents and Property Owners,

The Village of Elkhart Lake, in association with the Village of Glenbeulah and towns of Greenbush, Rhine, and Russell are working cooperatively in planning for the future. The five communities in cooperation with the Sheboygan County University of Wisconsin-Extension Office and the Sheboygan County Planning and Resources Department, developed the enclosed survey to obtain your opinions and input about the Elkhart Lake – Glenbeulah – Greenbush – Rhine – Russell area (from here on referred to as the “Lake Country” area). **Your input is important!** Results from this survey will help guide the five units of government in future decisions. Additional surveys are available for other members of your household from the Village Clerk/Treasurer, Jeanette Moioffer by calling (920) 876-2122. Please return survey to location on back by **November 8, 2004**. Thank you!

COMMON GROWTH AND PLANNING ISSUES

1. *The Villages of Elkhart Lake and Glenbeulah and the towns of Greenbush, Rhine, and Russell are within an area known as the “Kettle Moraine.” This area is characterized by prominent glacial landforms, lakes, woodlands, and wetlands. This natural resource base has been and continues to be an attraction for residents and tourists. If you could control the future, which one term would you select to describe the Lake Country area in 10 years?*

<u>31.1%</u> Predominantly open/green space, agricultural area with small villages (92) <u>0.3%</u> Predominantly residential area (1) <u>2.4%</u> Mixed agricultural/residential area (7) <u>50.3%</u> A balance of residential development, tourism/commercial development, and green space/open space (149) <u>3.7%</u> Other (please describe) (11)	<u>1.4%</u> Predominantly tourist business area (4) <u>4.7%</u> Mixed residential/tourist business area (14) <u>0.0%</u> Predominately industrial area (0) <u>6.1%</u> No response (18)
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2. *If the Lake Country area should continue to grow, where are your preferences for the various types of land uses to be located? (check all the boxes where you feel development would be appropriate)*

Percent of Row Totals

Land Use Type	Village of Elkhart Lake	Village of Glenbeulah	Town of Greenbush	Town of Rhine	Town of Russell
I don't feel the area should continue to grow	35.6% (56)	14.0% (22)	16.6% (26)	17.2% (27)	16.6% (26)
Single-family residential	33.0% (187)	21.8% (124)	16.2% (92)	14.4% (82)	14.6% (83)
Multi-family residential, duplexes	36.2% (85)	26.4% (62)	14.5% (34)	11.9% (28)	11.0% (26)
Multi-family residential, apartments	36.2% (46)	26.8% (34)	15.0% (19)	11.8% (15)	10.2% (13)
Condominiums	47.7% (81)	25.3% (43)	10.0% (17)	8.2% (14)	8.8% (15)
Large-scale condominiums/resort	70.9% (34)	8.3% (4)	4.2% (2)	8.3% (4)	8.3% (4)
Assisted living/community based residential facilities	38.6% (110)	23.2% (66)	13.3% (38)	13.3% (38)	11.6% (33)
Housing for senior citizens	40.4% (116)	23.7% (68)	12.9% (37)	12.2% (35)	10.8% (31)
Manufactured/mobile homes	4.4% (2)	8.7% (4)	26.1% (12)	30.4% (14)	30.4% (14)
Mobile home park	7.0% (2)	10.3% (3)	24.1% (7)	27.6% (8)	31.0% (9)
Affordable housing	33.9% (79)	24.4% (57)	14.6% (34)	12.9% (30)	14.2% (33)
Low income housing	26.9% (21)	28.2% (22)	16.7% (13)	14.1% (11)	14.1% (11)
Hobby farms	11.3% (34)	8.6% (26)	25.5% (77)	28.8% (87)	25.8% (78)
Traditional agriculture	11.2% (41)	8.2% (30)	23.8% (87)	28.1% (103)	28.7% (105)
Large scale/mega farms	5.9% (5)	7.1% (6)	24.7% (21)	28.2% (24)	34.1% (29)
Open space	26.2% (125)	15.9% (76)	18.8% (90)	20.1% (96)	19.0% (91)
Publicly owned parks	32.1% (134)	19.9% (83)	17.2% (72)	16.0% (67)	14.8% (62)
Publicly owned forests (woodlands and wetlands)	23.3% (112)	14.4% (69)	21.0% (101)	21.5% (103)	19.8% (95)
Businesses that serve primarily local residents	40.1% (158)	24.4% (96)	13.2% (52)	11.7% (46)	10.6% (42)
Businesses that attract out of area visitors/tourists	48.6% (158)	18.7% (61)	11.7% (38)	10.5% (34)	10.5% (34)
Home-based businesses	29.5% (106)	20.9% (75)	18.1% (65)	16.2% (58)	15.3% (55)
Office parks	36.0% (41)	23.7% (27)	12.3% (14)	14.9% (17)	13.1% (15)

Land Use Type	Village of Elkhart Lake	Village of Glenbeulah	Town of Greenbush	Town of Rhine	Town of Russell
Light industry/manufacturing	37.8% (139)	22.0% (81)	15.2% (56)	13.9% (51)	11.1% (41)
Heavy industry/manufacturing	27.3% (27)	20.2% (20)	18.2% (18)	18.2% (18)	16.1% (16)
Other (specify)	47.0% (8)	11.8% (2)	11.8% (2)	11.8% (2)	17.6% (3)

Percent of Column Totals

Land Use Type	Village of Elkhart Lake	Village of Glenbeulah	Town of Greenbush	Town of Rhine	Town of Russell
I don't feel the area should continue to grow	2.9% (56)	1.9% (22)	2.5% (26)	2.7% (27)	2.7% (26)
Single-family residential	9.8% (187)	10.7% (124)	9.0% (92)	8.1% (82)	8.6% (83)
Multi-family residential, duplexes	4.5% (85)	5.3% (62)	3.3% (34)	2.8% (28)	2.7% (26)
Multi-family residential, apartments	2.4% (46)	2.9% (34)	1.8% (19)	1.5% (15)	1.3% (13)
Condominiums	4.2% (81)	3.7% (43)	1.7% (17)	1.4% (14)	1.6% (15)
Large-scale condominiums/resort	1.8% (34)	0.3% (4)	0.2% (2)	0.4% (4)	0.4% (4)
Assisted living/community based residential facilities	5.8% (110)	5.7% (66)	3.7% (38)	3.7% (38)	3.4% (33)
Housing for senior citizens	6.1% (116)	5.9% (68)	3.6% (37)	3.4% (35)	3.2% (31)
Manufactured/mobile homes	0.1% (2)	0.3% (4)	1.2% (12)	1.4% (14)	1.4% (14)
Mobile home park	0.1% (2)	0.3% (3)	0.7% (7)	0.8% (8)	0.9% (9)
Affordable housing	4.1% (79)	4.9% (57)	3.3% (34)	3.0% (30)	3.4% (33)
Low income housing	1.1% (21)	1.9% (22)	1.3% (13)	1.1% (11)	1.1% (11)
Hobby farms	1.8% (34)	2.2% (26)	7.5% (77)	8.6% (87)	8.1% (78)
Traditional agriculture	2.1% (41)	2.6% (30)	8.5% (87)	10.2% (103)	10.9% (105)
Large scale/mega farms	0.3% (5)	0.5% (6)	2.0% (21)	2.4% (24)	3.0% (29)
Open space	6.6% (125)	6.5% (76)	8.8% (90)	9.5% (96)	9.4% (91)
Publicly owned parks	7.0% (134)	7.1% (83)	7.0% (72)	6.6% (67)	6.4% (62)
Publicly owned forests (woodlands and wetlands)	5.9% (112)	5.9% (69)	9.9% (101)	10.2% (103)	10.0% (95)
Businesses that serve primarily local residents	8.3% (158)	8.3% (96)	5.1% (52)	4.5% (46)	4.4% (42)
Businesses that attract out of area visitors/tourists	8.3% (158)	5.3% (61)	3.7% (38)	3.3% (34)	3.5% (34)
Home-based businesses	5.6% (106)	6.6% (75)	6.3% (65)	5.7% (58)	5.7% (55)
Office parks	2.1% (41)	2.3% (27)	1.4% (14)	1.7% (17)	1.6% (15)
Light industry/manufacturing	7.3% (139)	7.0% (81)	5.5% (56)	5.0% (51)	4.3% (41)
Heavy industry/manufacturing	1.4% (27)	1.7% (20)	1.8% (18)	1.8% (18)	1.7% (16)
Other (specify)	0.4% (8)	0.2% (2)	0.2% (2)	0.2% (2)	0.3% (3)

3. Which of the following sources of jobs/employment opportunities would you prefer to have in the Lake Country area? (check all that apply) (1027)

13.4% Agriculture/agri-business (137)
18.1% Tourist related retail/commercial (186)
16.1% Recreational services (165)
10.2% Any type of retail/commercial (105)
10.3% Home-based businesses (106)
13.8% Light industrial manufacturing (142)
2.6% Heavy industrial manufacturing (27)
8.6% Office/white collar (88)
3.5% All of the above, a job is a job (36)
2.7% The creation of jobs/employment opportunities is not important to me (28)
0.7% Other (specify) (7)

4. *The natural resource base of the area, defined as woodlands (including the Kettle Moraine State Forest), wetlands, (including the Sheboygan Marsh), lakes (including Elkhart, Crystal, and Little Elkhart) and rivers and streams, provides outdoor recreational opportunities for all four seasons. Which one of the following best describes your opinion on future use of the area's natural resources.*

42.6% There is enough use of the natural resources already from existing residents/tourists; don't encourage new residents/tourists (126)
47.0% Promote the area's natural resources to encourage use (139)
4.7% No opinion (14)
3.0% Other (specify) (9) _____
2.7% No response (8)

5. *Preservation of open space (defined as undeveloped land, woodlands, and wetlands) in this area is important. (check one)*

63.5% Strongly agree (188) 22.6% Agree (67) 6.8% Neutral (20) 2.4% Disagree (7)
1.3% Strongly disagree (4) 3.4% No response (10)

6. *Preservation of farmland (for example, land used to produce crops and/or livestock) in this area is important. (check one)*

46.0% Strongly agree (136) 30.7% Agree (91) 17.6% Neutral (52) 3.7% Disagree (11)
1.7% Strongly disagree (5) 0.3% No response (1)

7. *Which one of the following is most important to you? (check one)*

67.6% Preservation of open space in this area (200)
17.9% Preservation of farmland in this area (53)
10.8% No opinion (32)
3.7% No response (11)

8. *Surface water and groundwater for public and private well water systems sometimes comes from outside the boundaries of a community and therefore can be affected by land uses in a neighboring community. To ensure water quality and quantity in the future, which option would you prefer?*

68.6% Shared decision-making between Elkhart Lake, Glenbeulah, Greenbush, Rhine, Russell (203)
22.3% Continued individual community control (66)
5.7% No opinion (17)
3.4% No response (10)

9. *Intergovernmental cooperation between the villages of Elkhart Lake and Glenbeulah and towns of Greenbush, Rhine, and Russell is important to our mutual future.*

84.4% Agree (250) 4.1% Disagree (12) 6.1% No opinion (18) 5.4% No response (16)

If you agree, which of the following areas are most important for cooperation? (check all that apply) (1623)

12.9% Land use/zoning (210)
10.7% Police protection (173)
12.4% Fire protection (201)
12.5% Ambulance/emergency medical services (203)
10.0% Solid waste disposal (garbage) (162)
10.9% Sanitary waste disposal (sewerage) (177)
8.6% Recycling (139)
5.5% Community facilities (89)
7.3% Recreational/park facilities (118)
4.5% Building inspection (74)
3.8% Voting equipment (62)
0.9% Other (specify) (15) _____

VILLAGE OF ELKHART LAKE SPECIFIC QUESTIONS

ISSUES AND OPPORTUNITIES

10. Why do you choose to live in the Village of Elkhart Lake? (check all that apply)

<u>16.7%</u> Small community atmosphere (237)	<u>5.6%</u> Location with respect to occupation/commuting distance (80)
<u>16.2%</u> The lake/natural environment (231)	<u>0.7%</u> Low taxes (10)
<u>7.8%</u> Family/local ties (111)	<u>10.1%</u> Safety/feeling of security (144)
<u>14.0%</u> Quietness/serenity (199)	<u>1.9%</u> Relative lack of government regulations (27)
<u>3.2%</u> School district (45)	<u>0.8%</u> Availability of affordable housing (12)
<u>1.1%</u> Availability of affordable land (16)	<u>2.7%</u> Municipal services provided (38)
<u>5.6%</u> Proximity to/presence of Kettle Moraine State Forest (79)	<u>1.2%</u> Retail establishments (17)
<u>4.0%</u> Road America/historical association with racing (57)	<u>3.7%</u> Churches (52)
<u>1.0%</u> Employment opportunities (14)	<u>0.1%</u> Child care facilities (1)
<u>0.1%</u> Personal support services (2)	<u>1.4%</u> Cultural activities (20)
<u>0.3%</u> Medical facilities (4)	<u>0.2%</u> Senior activities (3)
<u>0.4%</u> Youth activities (5)	<u>0.1%</u> Adult education (2)
<u>1.1%</u> Other: (16)	

11. Please rate the following as they relate to your quality of life in Elkhart Lake:

Percent of Row Totals

	Excellent	Good	Average	Poor	Not Applicable	No Response
Small community atmosphere	61.8% (183)	29.2% (86)	4.7% (14)	0.3% (1)	0.3% (1)	3.7% (11)
Location with respect to occupation/commuting distance	26.4% (78)	23.6% (70)	13.5% (40)	3.0% (9)	22.0% (65)	11.5% (34)
The lake/natural environment	61.8% (183)	23.6% (70)	7.1% (21)	1.4% (4)	0.7% (2)	5.4% (16)
Low taxes	2.0% (6)	4.7% (14)	31.4% (93)	44.6% (132)	5.8% (17)	11.5% (34)
Family/local ties	25.3% (75)	23.3% (69)	12.5% (37)	1.0% (3)	23.7% (70)	14.2% (42)
Safety/feeling of security	41.5% (123)	40.9% (121)	6.1% (18)	1.0% (3)	1.4% (4)	9.1% (27)
Quietness/serenity	48.0% (142)	33.4% (99)	10.1% (30)	1.4% (4)	0.7% (2)	6.4% (19)
Relative lack of government regulations	3.4% (10)	19.9% (59)	39.9% (118)	11.5% (34)	9.4% (28)	15.9% (47)
School district	9.8% (29)	18.9% (56)	19.6% (58)	4.1% (12)	32.4% (96)	15.2% (45)
Availability of affordable housing	3.4% (10)	10.1% (30)	29.4% (87)	18.9% (56)	21.6% (64)	16.6% (49)
Availability of affordable land	1.0% (3)	8.1% (24)	24.3% (72)	24.0% (71)	24.3% (72)	18.3% (54)
Municipal services provided	11.1% (33)	32.4% (96)	31.8% (94)	6.8% (20)	4.7% (14)	13.2% (39)
Proximity to/presence of Kettle Moraine State Forest	25.0% (74)	37.1% (110)	16.2% (48)	1.4% (4)	8.8% (26)	11.5% (34)
Retail establishments	2.7% (8)	17.6% (52)	32.8% (97)	30.4% (90)	4.0% (12)	12.5% (37)
Road America/historical association with racing	18.6% (55)	21.3% (63)	25.0% (74)	6.8% (20)	19.9% (59)	8.4% (25)
Churches	25.0% (74)	33.4% (99)	15.6% (46)	1.7% (5)	15.9% (47)	8.4% (25)
Employment opportunities	2.4% (7)	6.4% (19)	20.9% (62)	20.3% (60)	36.8% (109)	13.2% (39)
Child care facilities	0.3% (1)	2.7% (8)	12.2% (36)	12.5% (37)	55.1% (163)	17.2% (51)
Personal support services	0.7% (2)	6.8% (20)	21.9% (65)	12.5% (37)	37.8% (112)	20.3% (60)
Cultural activities	2.7% (8)	21.6% (64)	30.4% (90)	17.2% (51)	12.2% (36)	15.9% (47)
Medical facilities	1.0% (3)	4.4% (13)	24.4% (72)	38.5% (114)	16.2% (48)	15.5% (46)

	Excellent	Good	Average	Poor	Not Applicable	No Response
Senior activities	0.7% (2)	4.7% (14)	21.6% (64)	15.9% (47)	40.2% (119)	16.9% (50)
Youth activities	1.0% (3)	11.8% (35)	15.5% (46)	12.2% (36)	41.9% (124)	17.6% (52)
Adult education	1.0% (3)	4.1% (12)	18.2% (54)	16.2% (48)	56.8% (168)	3.7% (11)
Other: _____	1.4% (4)	1.0% (3)	1.4% (4)	0.3% (1)	10.1% (30)	85.8% (254)

Percent of Column Totals

	Excellent	Good	Average	Poor	Not Applicable	No Response
Small community atmosphere	16.3% (183)	6.6% (86)	1.0% (14)	0.1% (1)	0.1% (1)	1.0% (11)
Location with respect to occupation/commuting distance	7.0% (78)	5.3% (70)	2.8% (40)	1.0% (9)	4.4% (65)	2.9% (34)
The lake/natural environment	16.3% (183)	5.3% (70)	1.4% (21)	0.5% (4)	0.1% (2)	1.4% (16)
Low taxes	0.5% (6)	1.1% (14)	6.5% (93)	14.7% (132)	1.1% (17)	2.9% (34)
Family/local ties	6.7% (75)	5.3% (69)	2.6% (37)	0.3% (3)	4.7% (70)	3.7% (42)
Safety/feeling of security	11.0% (123)	9.3% (121)	1.3% (18)	0.3% (3)	0.3% (4)	2.4% (27)
Quietness/serenity	12.7% (142)	7.6% (99)	2.1% (30)	0.5% (4)	0.1% (2)	1.7% (19)
Relative lack of government regulations	0.9% (10)	4.5% (59)	8.2% (118)	3.8% (34)	1.9% (28)	4.1% (47)
School district	2.6% (29)	4.3% (56)	4.0% (58)	1.3% (12)	6.5% (96)	3.9% (45)
Availability of affordable housing	0.9% (10)	2.3% (30)	6.0% (87)	6.2% (56)	4.3% (64)	4.3% (49)
Availability of affordable land	0.3% (3)	1.8% (24)	5.0% (72)	7.9% (71)	4.8% (72)	4.7% (54)
Municipal services provided	2.9% (33)	7.3% (96)	6.5% (94)	2.2% (20)	1.0% (14)	3.4% (39)
Proximity to/presence of Kettle Moraine State Forest	6.6% (74)	8.4% (110)	3.3% (48)	0.5% (4)	1.7% (26)	2.9% (34)
Retail establishments	0.7% (8)	4.0% (52)	6.7% (97)	10.0% (90)	0.8% (12)	3.2% (37)
Road America/historical association with racing	4.9% (55)	4.8% (63)	5.1% (74)	2.2% (20)	4.0% (59)	2.2% (25)
Churches	6.6% (74)	7.6% (99)	3.2% (46)	0.6% (5)	3.2% (47)	2.2% (25)
Employment opportunities	0.6% (7)	1.5% (19)	4.3% (62)	6.7% (60)	7.3% (109)	3.4% (39)
Child care facilities	0.1% (1)	0.6% (8)	2.5% (36)	4.1% (37)	11.0% (163)	4.4% (51)
Personal support services	0.2% (2)	1.5% (20)	4.5% (65)	4.1% (37)	7.5% (112)	5.2% (60)
Cultural activities	0.7% (8)	4.9% (64)	6.3% (90)	5.7% (51)	2.4% (36)	4.1% (47)
Medical facilities	0.3% (3)	1.0% (13)	5.0% (72)	12.7% (114)	3.2% (48)	4.0% (46)
Senior activities	0.2% (2)	1.1% (14)	4.4% (64)	5.2% (47)	8.0% (119)	4.4% (50)
Youth activities	0.3% (3)	2.7% (35)	3.2% (46)	4.0% (36)	8.3% (124)	4.5% (52)
Adult education	0.3% (3)	1.0% (12)	3.8% (54)	5.3% (48)	11.3% (168)	1.0% (11)
Other: _____	0.4% (4)	0.2% (3)	0.3% (4)	0.1% (1)	2.0% (30)	22.1% (254)

12. What one thing or value in the Village of Elkhart Lake should be preserved for future generations? _____

13. From 1990 to 2000, Elkhart Lake's population grew from 1,019 to 1,021, or 0.2%. Which one of the following would you favor for Elkhart Lake from 2000 to 2010?

30.0% Faster growth rate (89) 53.4% Present growth rate (158) 4.1% Slower growth rate (12) 8.4% No growth (25)
4.1% No response (12)

14. In the 1989 Elkhart Lake Comprehensive Plan Community Survey, 79.4% of participants indicated they supported growth in the industrial (manufacturing) base of Elkhart Lake, while 64.0% stated they wanted the tourism industry in the village to grow. Which one of the following do you prefer for Elkhart Lake?

9.5% Industrial (manufacturing) growth (28)
37.5% Both industrial and tourism growth (111)
1.7% Other (specify) (5)

29.4% Tourism business growth (87)
18.9% Neither industrial nor tourism growth (56)
3.0% No response (9)

HOUSING

15. How important is tourism to the Village of Elkhart Lake?

68.9% Very important (204) 22.6% Somewhat important (67) 5.1% Not important (15) 1.4% Don't know (4)
2.0% No response (6)

16. Overall, how do you think tourism impacts the Village of Elkhart Lake?

84.4% Positively impacts (250) 6.4% Negatively impacts (19) 1.4% No impact (4)
4.4% Don't know (13) 3.4% No response (10)

Please comments: _____

17. If the Village of Elkhart Lake should continue to grow, what kind(s) of residential growth would you like to see? (check all that apply) (727)

<u>33.3%</u> Single-family residential (242)	<u>3.7%</u> Large-scale condominiums/resort (27)
<u>12.4%</u> Two-family residential, duplexes (90)	<u>0.4%</u> Manufactured/mobile homes (3)
<u>3.6%</u> Multi-family residential apartment (26) (3 family or more)	<u>10.2%</u> Assisted living/community based residential facilities (74)
<u>13.3%</u> Affordable housing (97)	<u>0.1%</u> Mobile home park (1)
<u>3.0%</u> Low income housing (22)	<u>13.9%</u> Housing for senior citizens (101)
<u>2.1%</u> No residential growth (15)	<u>4.0%</u> There is already sufficient housing (29)

18. What is the one best thing Elkhart Lake village government can do to protect housing values/home worth? _____

19. Which one of the following do you favor? (298)

20.5% Annexation of land by the Village of Elkhart Lake to extend services (water, sewer, etc.) to existing residential development in the surrounding Town of Rhine (61)
35.2% Annexation of land to accommodate future residential growth within the Village of Elkhart Lake (105)
26.5% No annexation of land/keep the present village boundaries (79)
17.8% No opinion (53)

TRANSPORTATION

20. As you travel on streets, roads, and highways within the Village of Elkhart Lake, which of the following are of concern to you? (check all that apply) (350)

53.4% No concerns, the streets, roads, and highways are adequate (187)
12.3% Safety (specify) (43) _____
5.4% Congestion (specify) (19) _____
1.7% Conflicts with farm machinery (specify) (6) _____
0.6% Conflicts with truck traffic (specify) (2) _____
3.4% Condition of streets, roads, and highways (specify) (12) _____
4.0% Signs (specify) (14) _____
0.3% Private road and driveway access (specify) (1) _____
8.3% Conflicts with bicyclists and pedestrians (specify) (29) _____
5.2% Aesthetic appeal (specify) (18) _____
5.4% Other concerns (specify) (19) _____

21. Do you feel off-street parking is needed in Elkhart Lake?

25.3% Yes (75) 56.8% No (168) 14.5% No opinion (43) 3.4% No response (10)

If yes, please indicate location: _____

22. If the railroad track through Elkhart Lake is abandoned, how would you like to see the corridor used? (303)

88.1% Recreational uses such as a trail (267) 5.3% Let land revert to property owners adjacent to corridor (16)
3.3% No opinion (10) 3.3% Other (specify) (10) _____

23. How should local bicycle/pedestrian trails be developed?

86.5% They should tie into the county trail systems (256)
5.7% They should be isolated and used exclusively for local residents (17)
4.1% There are enough trails already (12)
3.7% No response (11)

24. Should a shoulder or bike lane be added to roads encircling Elkhart Lake (highways JP, P and A)?

60.1% Yes (178) 25.4% No (75) 12.5% Don't know (37) 2.0% No response (6)

25. Should the Village of Elkhart Lake encourage lake property owners to maintain and keep open the path around the lake?

27.7% Yes, but for residents only (82) 57.4% Yes, for residents and visitors/tourists (170)
6.8% No (20) 6.4% No opinion (19)
1.7% No response (5)

26. Is transportation for disabled and senior citizens adequate in Elkhart Lake?

10.5% Yes (31) 19.6% No (58) 68.2% Don't know (202) 1.7% No response (5)

If no, how can it be improved? _____

27. Do you or other members of your household have any unmet transportation needs when wanting to travel in and around Elkhart Lake?

3.0% Yes (9) 86.5% No (256) 4.1% Don't know (12) 6.4% No response (19)

If yes, please specify: _____

28. Should Moraine Drive on the village's northeast side be connected with State Highway 67?

24.7% Yes (73) 25.3% No (75) 42.9% No opinion (127) 7.1% No response (21)

29. Are the sidewalks in your neighborhood generally in good condition?

53.4% Yes (158) 0.7% No (2) 40.5% No existing sidewalks (120) 5.4% No response (16)

30. Should sidewalks be provided in all traditional residential neighborhoods (with curb and gutter) in Elkhart Lake?

28.4% Yes (84) 38.8% No (115) 26.4% No opinion (78) 6.4% No response (19)

31. Who should be responsible for financing sidewalks?

49.0% Developers (145) 9.8% Village/taxpayers (29)
27.0% Developers and the village (80) 7.4% Other (specify) (22) _____
6.8% No response (20)

UTILITIES AND COMMUNITY FACILITIES

32. *In the future, what new recreational facilities/activities would you like to see developed in Elkhart Lake? (check all that apply) (396)*

12.4% Multi-purpose courts (tennis, basketball) (49)
10.1% Small neighborhood park (40)
5.3% Motorized recreational trail (21)
35.1% Non-motorized recreational trail (139)
2.3% Organized activities (specify) (9)_____

2.8% Ball diamonds (11)
5.5% Additional parks (22)
19.7% No new recreational facilities/activities are needed (78)
2.3% Organized leagues (specify) (9)_____

4.5% Other (specify) (18)_____

33. *Do the present village-owned parks serve your needs?*

85.5% Yes (253) 5.0% No (15) 9.5% No response (28)

If no, why not? _____

34. *Which village-owned parks do you use? (check all that apply) (496)*

24.0% Village Beach (119)
13.3% Lions Park (66)
10.9% Don't use village-owned parks (54)

19.2% June Vollrath Athletic Park (95)
32.6% Village Square Park (162)

35. *Do you feel that the Village of Elkhart Lake adequately supports these facilities financially?*

51.3% Yes (152)

4.1% No (12)

37.8% Don't know (112)

6.8% No response (20)

36. *Please indicate your level of satisfaction with the following services provided by the Village of Elkhart Lake?*

Percent of Row Totals

Type of Service	Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied	Service Not Available	No Response
Garbage disposal	40.9% (121)	38.2% (113)	6.8% (20)	2.3% (7)	2.3% (7)	3.4% (10)	6.1% (18)
Recycling program	35.8% (106)	37.9% (112)	11.1% (33)	3.7% (11)	0.7% (2)	3.0% (9)	7.8% (23)
Street maintenance	33.1% (98)	47.4% (140)	7.4% (22)	2.7% (8)	0.3% (1)	2.7% (8)	6.4% (19)
Snow removal	33.1% (98)	40.9% (121)	7.4% (22)	4.7% (14)	0.7% (2)	4.4% (13)	8.8% (26)
Street lighting	30.1% (89)	46.6% (138)	6.4% (19)	5.4% (16)	2.3% (7)	3.4% (10)	5.8% (17)
Park maintenance	31.4% (93)	49.7% (147)	9.1% (27)	1.0% (3)	0.0% (0)	1.0% (3)	7.8% (23)
Public sewer	31.1% (92)	44.3% (131)	8.8% (26)	1.0% (3)	1.0% (3)	5.7% (17)	8.1% (24)
Public water supply	32.1% (95)	42.6% (126)	7.8% (23)	3.0% (9)	1.3% (4)	5.4% (16)	7.8% (23)
Storm water drainage	25.1% (74)	43.6% (129)	12.8% (38)	3.4% (10)	0.3% (1)	4.7% (14)	10.1% (30)
Fire protection	37.9% (112)	49.0% (145)	4.7% (14)	1.0% (3)	0.0% (0)	0.0% (0)	7.4% (22)
Police protection	34.1% (101)	43.3% (128)	8.1% (24)	3.4% (10)	2.4% (7)	0.3% (1)	8.4% (25)
First responders	36.2% (107)	40.5% (120)	11.5% (34)	0.3% (1)	0.0% (0)	0.0% (0)	11.5% (34)
Library	41.3% (122)	40.2% (119)	9.1% (27)	0.7% (2)	0.3% (1)	0.3% (1)	8.1% (24)

Percent of Column Totals

Type of Service	Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied	Service Not Available	No Response
Garbage disposal	9.2% (121)	6.8% (113)	6.1% (20)	7.2% (7)	20.0% (7)	9.8% (10)	5.9% (18)
Recycling program	8.1% (106)	6.7% (112)	10.0% (33)	11.4% (11)	5.7% (2)	8.8% (9)	7.5% (23)
Street maintenance	7.5% (98)	8.4% (140)	6.7% (22)	8.2% (8)	2.9% (1)	7.8% (8)	6.2% (19)
Snow removal	7.5% (98)	7.2% (121)	6.7% (22)	14.4% (14)	5.7% (2)	12.8% (13)	8.4% (26)
Street lighting	6.8% (89)	8.3% (138)	5.8% (19)	16.5% (16)	20.0% (7)	9.8% (10)	5.5% (17)
Park maintenance	7.1% (93)	8.9% (147)	8.2% (27)	3.1% (3)	0.0% (0)	2.9% (3)	7.5% (23)
Public sewer	7.0% (92)	7.8% (131)	7.9% (26)	3.1% (3)	8.6% (3)	16.7% (17)	7.8% (24)
Public water supply	7.3% (95)	7.5% (126)	7.0% (23)	9.3% (9)	11.3% (4)	15.7% (16)	7.5% (23)
Storm water drainage	5.7% (74)	7.7% (129)	11.5% (38)	10.3% (10)	2.9% (1)	13.7% (14)	9.7% (30)
Fire protection	8.6% (112)	8.7% (145)	4.3% (14)	3.1% (3)	0.0% (0)	0.0% (0)	7.1% (22)
Police protection	7.7% (101)	7.7% (128)	7.3% (24)	10.3% (10)	20.0% (7)	1.0% (1)	8.1% (25)
First responders	8.2% (107)	7.2% (120)	10.3% (34)	1.0% (1)	0.0% (0)	0.0% (0)	11.0% (34)
Library	9.3% (122)	7.1% (119)	8.2% (27)	2.1% (2)	2.9% (1)	1.0% (1)	7.8% (24)

37. *Regarding the village portion of your property taxes (approximately \$6.24 per \$1,000 of assessed value on your 2003 property tax bill) are the property taxes you pay fair, considering the village services you receive?*

49.0% Yes (145) 29.4% No (87) 15.9% No opinion (47) 5.7% No response (17)

If no, what unnecessary services are village taxes paying for? _____

38. *Are there any programs or services the Village of Elkhart Lake should improve or establish?* _____

39. *In order to keep the village portion of your property taxes under control what strategies do you feel are best? (check all that apply)*

14.7% Expand the tax base by encouraging industrial/manufacturing development (103)
21.5% Expand the tax base by encouraging retail business development (150)
17.8% Expand the tax base by encouraging residential development (124)
9.0% Reduce village spending/services (63)
15.8% Better manage existing revenues from property taxes (110)
17.8% Obtain funds for needed services from sources other than property taxes (grants, fundraisers, user fees, etc.) (124)
3.4% Other (specify) (24) _____

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

40. *What involvement should Elkhart Lake village government have in the protection of groundwater quality and quantity and the protection of lakes, rivers, and streams? (363)*

44.1% Regulate land uses that would adversely impact these natural resources (160)
50.4% Consider water quality and quantity impacts as a condition for land use decisions (183)
3.3% Provide information only (12)
2.2% No involvement (8)

41. *Groundwater for well water systems often comes from outside the boundaries of a community and therefore can be affected by land uses in a neighboring community. To ensure water quality and quantity in the future, which option would you prefer?*

65.2% Shared land use decision making between Elkhart Lake and surrounding communities (193)
17.9% Continued individual community control (53)
9.1% No opinion (27)
1.4% Other (specify) (4) _____
6.4% No response (19)

42. *Protection of woodlands, wetlands, and open spaces in Elkhart Lake is important?*

86.2% Yes (255) 5.7% No (17) 2.0% No opinion (6) 6.1% No response (18)

If yes, where are the priority areas that should be protected from development? _____

43. *Identify any cultural and historical resources in the Village of Elkhart Lake that are worthy of preservation:* _____

44. *How often do you use Elkhart Lake (the lake)?*

16.9% Daily (50) 26.7% Weekly (79) 8.4% Monthly (25) 39.9% Occasionally (118) 4.7% Never (14)
3.4% No response (10)

45. How do you use Elkhart Lake (the lake)? (check all that apply) (769)

26.9% Swimming (207)
9.7% Water sports (75)

21.1% Boating (162)
28.9% Viewing (222)

11.6% Fishing (89)
1.8% Other (14)

46. Do you use the resident's beach?

34.8% Yes (103)

50.7% No (150)

14.5% No response (43)

If yes, how frequently?

2.4% Daily (3)

18.7% Weekly (23)

17.1% Monthly (21)

61.8% Occasionally (76)

47. How can the resident's beach be improved? _____

48. Do you feel the boating ordinance for Elkhart Lake should be more restrictive?

31.4% Yes (93)

40.2% No (119)

14.9% Don't know (44)

7.8% No opinion (23)

5.7% No response (17)

If yes, which of the following need additional regulation/attention? (check all that apply)

16.7% Lake speed limits (56)

18.2% Boat size (61)

18.8% Motor size (horsepower) (63)

26.3% Personal watercraft (jet skis, wave runners, etc.) (88)

10.7% More patrol hours (36)

9.3% Other (specify) (31) _____

ECONOMIC DEVELOPMENT

49. Is there a need for industrial development in the Village of Elkhart Lake?

41.6% Yes (123)

37.8% No (112)

11.8% No opinion (35)

8.8% No response (26)

50. If industrial development is needed in Elkhart Lake, where should it be located? (check all that apply)

39.5% Along the Highway 67 corridor (117)

7.8% Along the railroad corridor (23)

32.4% Annex land currently not in village for industrial development (96)

2.7% Other location (specify) (8) _____

17.6% No response (52)

51. The Village of Elkhart Lake should: (check one)

6.4% Develop an industrial park (heavy manufacturing) (19)

37.5% Develop a business park (for corporate headquarters, regional offices, light manufacturing, etc.) (111)

18.2% Develop an industrial and business park (54)

30.1% Not develop a business or industrial park (89)

1.4% Other (specify) (4) _____

6.4% No response (19)

52. Does the Village of Elkhart Lake need more small business/retail development?

60.8% Needs more (180)

26.4% OK as is (78)

5.7% No opinion (17)

7.1% No response (21)

53. What types of businesses/services would you like to have available in Elkhart Lake? _____

54. Where do you do the majority of your shopping for goods and services? (check one)

4.3% Elkhart Lake (17)

7.0% Kiel (28)

17.4% Sheboygan (69)

5.6% Milwaukee (22)

61.9% Plymouth (245)

3.8% Other (specify) (15) _____

55. How often do you come to Elkhart Lake for the following? (check one box for each)

	5 or more times per week	2-4 times a week	Once a week	Once a month	One every few months	Never	No response
Shopping	5	32	47	55	37	52	68
Running errands (post office, library, ...)	71	51	53	29	27	21	44
Eating Out/Entertainment	7	71	73	57	45	7	36
Personal services (Barber/Beauty Salon, ...)	3	5	16	50	40	123	59
Financial services/banking	6	27	56	33	17	96	61
Professional services (Insurance, Real Estate, Medical, ...)	1	2	1	7	24	196	65
Work	34	6	1	3	4	175	73
Passing through on your way to someplace else	56	27	13	8	15	58	119

56. Do you use these retail businesses and services in Elkhart Lake? If you don't use, please check appropriate boxes.

Retail Businesses	Use	Don't use because: (check all that apply)							
		Not aware of local business	Convenience	Hours	Service	Quality	Selection	Price	Other (describe)
Convenience foods	210	6	16	6	4	6	20	29	3
Specialty foods	136	35	6	4	2	3	20	25	7
Flowers	126	29	14	2	4	5	11	23	12
Gifts/specialty retail	150	10	11	6	2	4	15	22	10
Art	91	21	4	5	1	2	15	20	19
Antiques	64	36	5	1	0	1	16	16	27
Bars/restaurants	247	0	11	4	5	6	5	6	4
Bowling	93	9	11	5	3	4	3	5	45
Race Track	114	2	3	2	0	1	2	15	28
Golf course	164	2	9	4	3	3	3	11	30
Bait shop	61	18	8	0	0	0	1	4	49
Farmer market	208	5	10	5	2	3	5	5	7
Service Businesses									
Performing arts	85	48	3	3	0	3	7	3	13
Barber/beauty salons	103	15	15	2	5	6	9	9	23
Massages	65	30	6	2	1	2	2	8	29
Automotive/boat repairs	82	19	12	0	2	2	4	9	30
Laundry	71	11	12	1	3	1	3	4	46
Chiropractic	33	17	6	1	1	3	5	6	53
Insurance	8	36	10	1	0	1	6	10	46
Financial/investment	27	25	12	0	0	1	7	7	42
Bank	135	6	15	1	5	2	5	4	29
Photography	35	24	7	0	4	4	4	6	37
Real Estate	29	19	6	1	2	2	4	6	49
Hotel rooms	68	6	4	0	3	2	2	15	43
Banquet/wedding facilities	60	7	3	0	3	0	2	11	50
Catering	68	9	5	0	2	0	2	7	41
Wedding invitations	20	23	5	0	2	0	2	5	58

57. Name two businesses you would most like to see come to Elkhart Lake (including chain or franchise if applicable)

- a. _____
b. _____

INTERGOVERNMENTAL COOPERATION

58. Intergovernmental cooperation between the Village of Elkhart Lake and surrounding units of government is important to our mutual future.

87.5% Agree (259) 4.1% Disagree (12) 6.4% No opinion (19) 2.0% No response (6)

If you agree, which of the following areas are most important for cooperation? (check all that apply)

19.1% Land use/zoning (218) 14.3% Police protection (163)
16.8% Fire protection (192) 17.0% Ambulance/emergency medical services (194)
14.0% Waste disposal (160) 10.9% Recycling (124)
6.9% Building inspection (79) 1.0% Other (specify) (11)_____

LAND USE

59. A purchase of development rights program is a voluntary market-based tool whereby a willing landowner in a designated preservation area sells the development rights to a governmental unit or land trust. The land remains in private ownership and on the tax role, but the development rights are gone indefinitely. Would you be in favor of using local taxes to purchase development rights for the protection of woodlands, wetlands, and open spaces in the village?

33.8% Yes (100) 12.5% No (37)
39.9% Not enough information to make an informed decision (118) 5.4% No opinion (16) 8.4% No response (25)

60. Currently the Village of Elkhart Lake requires developers to provide an environmental impact statement to demonstrate that proposed developments will not adversely affect the natural environment of Elkhart Lake. Should Elkhart Lake tighten land use control standards (i.e. zoning and subdivision regulations) to protect the lake and wetlands.

54.4% Yes (161) 20.3% No (60) 12.5% No opinion (37) 12.8% No response (38)

Please comment:_____

61. Cluster development, also referred to as a “conservation subdivision,” involves the grouping of all residential lots in a new subdivision on only a small portion of the tract. This grouping of lots is made possible by reducing the minimum lot size. Although lot size is reduced, the number of permitted lots (density) is not increased. By “clustering” the development, a significant portion of the land is protected as undeveloped open space. For future residential development in the village, which one of the following do you favor?

13.5% Traditional subdivisions (40)
19.9% Cluster development/conservation subdivisions (59)
18.9% Both traditional subdivisions and cluster development (56)
12.5% No subdivisions, just scattered residential development throughout the village (37)
24.7% Not enough information to make an informed decision (73)
1.4% Other (specify) (4)_____
9.1% No response (27)

62. Should the following types of land uses be allowed in the Village of Elkhart Lake?

Percent of Row Totals

	Yes	Yes with restrictions	No	No opinion	No response
Used car lots	<u>2.4%</u> (7)	<u>12.8%</u> (38)	<u>74.0%</u> (219)	<u>2.7%</u> (8)	<u>8.1%</u> (24)
Communication towers	<u>12.2%</u> (36)	<u>36.4%</u> (108)	<u>38.5%</u> (114)	<u>5.1%</u> (15)	<u>7.8%</u> (23)
Commercial windmills/turbines for generating electricity	<u>12.5%</u> (37)	<u>37.2%</u> (110)	<u>36.8%</u> (109)	<u>5.1%</u> (15)	<u>8.4%</u> (25)
Power generating facilities	<u>5.1%</u> (15)	<u>22.0%</u> (65)	<u>53.7%</u> (159)	<u>8.1%</u> (24)	<u>11.1%</u> (33)
Campgrounds	<u>13.9%</u> (41)	<u>22.3%</u> (66)	<u>52.7%</u> (156)	<u>3.7%</u> (11)	<u>7.4%</u> (22)
Junk/salvage yards	<u>0.3%</u> (1)	<u>1.7%</u> (5)	<u>87.8%</u> (260)	<u>1.4%</u> (4)	<u>8.8%</u> (26)
Mini storage facilities	<u>6.1%</u> (18)	<u>28.0%</u> (83)	<u>54.1%</u> (160)	<u>3.4%</u> (10)	<u>8.4%</u> (25)
Commercial waste storage/disposal facilities	<u>1.0%</u> (3)	<u>7.8%</u> (23)	<u>77.0%</u> (228)	<u>5.1%</u> (15)	<u>9.1%</u> (27)
Gun clubs/target ranges	<u>5.5%</u> (16)	<u>19.9%</u> (59)	<u>62.8%</u> (186)	<u>3.4%</u> (10)	<u>8.4%</u> (25)
Outdoor concerts/festivals	<u>36.5%</u> (108)	<u>41.2%</u> (122)	<u>12.5%</u> (37)	<u>2.4%</u> (7)	<u>7.4%</u> (22)
Other (specify)_____	<u>2.7%</u> (8)	<u>0.0%</u> (0)	<u>2.0%</u> (6)	<u>3.0%</u> (9)	<u>92.3%</u> (273)

Percent of Column Totals

	Yes	Yes with restrictions	No	No opinion
Used car lots	<u>2.4%</u> (7)	<u>5.6%</u> (38)	<u>13.4%</u> (219)	<u>6.3%</u> (8)
Communication towers	<u>12.4%</u> (36)	<u>15.9%</u> (108)	<u>7.0%</u> (114)	<u>11.7%</u> (15)
Commercial windmills/turbines for generating electricity	<u>12.8%</u> (37)	<u>16.2%</u> (110)	<u>6.7%</u> (109)	<u>11.7%</u> (15)
Power generating facilities	<u>5.2%</u> (15)	<u>9.6%</u> (65)	<u>9.7%</u> (159)	<u>18.8%</u> (24)
Campgrounds	<u>14.1%</u> (41)	<u>9.7%</u> (66)	<u>9.5%</u> (156)	<u>8.6%</u> (11)
Junk/salvage yards	<u>0.3%</u> (1)	<u>0.7%</u> (5)	<u>15.9%</u> (260)	<u>3.1%</u> (4)
Mini storage facilities	<u>6.2%</u> (18)	<u>12.2%</u> (83)	<u>9.8%</u> (160)	<u>7.8%</u> (10)
Commercial waste storage/disposal facilities	<u>1.0%</u> (3)	<u>3.4%</u> (23)	<u>13.9%</u> (228)	<u>11.7%</u> (15)
Gun clubs/target ranges	<u>5.5%</u> (16)	<u>8.7%</u> (59)	<u>11.4%</u> (186)	<u>7.8%</u> (10)
Outdoor concerts/festivals	<u>37.3%</u> (108)	<u>18.0%</u> (122)	<u>2.3%</u> (37)	<u>5.5%</u> (7)
Other (specify) _____	<u>2.8%</u> (8)	<u>0.0%</u> (0)	<u>0.4%</u> (6)	<u>7.0%</u> (9)

IMPLEMENTATION

63. *What improvements would be beneficial to the future of the Village of Elkhart Lake?* _____

STATISTICAL INFORMATION

64. *What is your gender?* 39.9% Female (118) 57.7% Male (171) 2.4% No response (7)

65. *What is your age?*

<u>0.0%</u> Under 18 (0)	<u>0.0%</u> 18 – 24 (0)	<u>5.7%</u> 25 – 34 (17)	<u>11.5%</u> 35 – 44 (34)
<u>25.0%</u> 45 – 54 (74)	<u>28.8%</u> 55 – 65 (85)	<u>15.5%</u> 65 – 74 (46)	<u>8.4%</u> 75 or older (25)
<u>5.1%</u> No response (15)			

66. *Do you consider yourself a seasonal or full-time village resident?*

39.2% Seasonal (116) 54.4% Full-time (161) 6.4% No response (19)

If seasonal, is this your primary residence (e.g. voting, vehicle registration, etc.)?

18.9% Yes (56) 35.8% No (106) 45.3% No response (134)

67. *If you own property in the village, which of the following apply?*

<u>53.4%</u> Single family residential (158)	<u>4.7%</u> Multi-family residential (14)	<u>2.7%</u> Commercial (8)
<u>30.4%</u> Condominium/town house (90)	<u>8.8%</u> No response (26)	

68. *Is your property considered lake front?*

38.2% Yes (113) 52.4% No (155) 1.3% Don't know (4) 8.1% No response (24)

69. *How long have you lived in the Village of Elkhart Lake?*

<u>21.9%</u> Less than 5 years (65)	<u>14.9%</u> 11 – 19 years (44)	<u>13.2%</u> Lifetime resident (39)
<u>16.9%</u> 5 – 10 years (50)	<u>27.7%</u> 20 years or longer (82)	<u>5.4%</u> No response (16)

70. *Is your place of employment located in the Village of Elkhart Lake?*

14.9% Yes (44) 59.1% No (175) 21.9% Retired (65) 0.7% Unemployed (2) 3.4% No response (10)

71. *If currently employed, in what category is your occupation?*

<u>0.3%</u> Agriculture/farming (1)	<u>0.3%</u> Wholesale trade (1)	<u>2.7%</u> Government (8)
<u>1.0%</u> Construction (3)	<u>4.4%</u> Retail trade (13)	<u>7.1%</u> Education (21)
<u>14.6%</u> Manufacturing (43)	<u>5.7%</u> Finance, insurance, or real estate (17)	<u>5.1%</u> Homemaker (15)
<u>0.0%</u> Utilities (0)	<u>3.7%</u> Other service occupation (11)	<u>14.6%</u> Other professional (43)
<u>7.4%</u> Other (specify) (22) _____	<u>33.1%</u> No response (98)	

72. Approximately how many miles do you travel to your place of employment?

10.5% Less than one (31)

16.2% 1 – 10 (48)

37.8% No response (112)

12.2% 11 – 19 (36)

10.8% 20 – 44 (32)

7.8% 45 or more (23)

4.7% Work at home (14)

73. How many members are in your household?

10.1% 1 (30) 50.7% 2 (150) 12.2% 3 (36) 11.1% 4 (33) 2.7% 5 (8) 3.7% More than 5 (11) 9.5% No response (28)

74. Do you feel the responses you provided in this survey are representative of your household?

89.9% Yes (266)

0.7% No (2)

3.0% Not sure (9)

6.4% No response (19)

75. Do you have access to e-mail and/or the Internet?

36.5% Yes, only at home (108)

37.8% Yes, at home and work (112)

6.8% No response (20)

5.7% Yes, only at work (17)

13.2% No personal access (39)

APPENDIX B
Village of Elkhart Lake Vision and Goal Survey Results 2006

**VILLAGE OF ELKHART LAKE
SMART GROWTH PLANNING
DRAFT VISION AND GOAL STATEMENTS**

**Mailed 828
Returned 260
Response Rate 31.4%**

Dear Village of Elkhart Lake Citizens,

YOUR ASSISTANCE IS NEEDED...AGAIN!!! The Village of Elkhart Lake, in association with the Village of Glenbeulah and Towns of Greenbush, Rhine, and Russell, is working cooperatively in planning for the future. Because public participation is the foundation upon which our comprehensive "Smart Growth" plans will be built, we are again in need of your assistance.

The input provided by Elkhart Lake citizens from the recent long range planning survey was much appreciated....Thank you! The results of your and other community members' input were essential in developing the consensus **draft** vision statements for our community and goals for the various elements to be included in our plan.

YOUR INPUT IS IMPORTANT!!! Establishing Elkhart Lake's vision and goals is extremely important in the planning process, since our planning cannot continue or be completed without them. By reviewing the enclosed vision and goals and indicating your opinions, you will be providing valuable input that will be used!

We would appreciate receiving your opinions by **Monday, April 17, 2006**. Please return the survey to UW-Extension, as listed on the back of the survey.

Thank you for your help. Your input in the development of Elkhart Lake's comprehensive plan is greatly appreciated. Looking forward to your response!

✓ **Please check one box for each statement.**

OVERALL VISION STATEMENT

We envision the Village of Elkhart Lake as a small village with unique historic character, slow, but steady growth, and a high quality of life enjoyed by both residents and visitors. We value a small community atmosphere that is safe and serene. We consider the lake and surrounding natural environment to be our greatest assets and encourage careful planning to insure that it is used wisely. Tourism will play a key role in our community's future.

88.5% Agree (230) 3.5% Disagree (9) 1.9% No opinion (5) 6.2% No response (16)

HOUSING GOALS

GOAL 1: Elkhart Lake's housing stock should be predominantly single-family/moderate density with options that are affordable for all age groups.

88.5% Agree (230) 6.5% Disagree (17) 1.5% No opinion (4) 3.5% No response (9)

GOAL 2: The need for affordable senior housing should be recognized.

68.8% Agree (179) 13.8% Disagree (36) 14.2% No opinion (37) 3.1% No response (8)

GOAL 3: In order to maintain housing values and to promote/encourage attractive housing, relevant codes/ordinances should be reviewed regularly.

90.4% Agree (235) 4.2% Disagree (11) 2.7% No opinion (7) 2.7% No response (7)

TRANSPORTATION GOALS

GOAL 1: To continue to provide well-maintained, safe roads and streets for travelers, residents, cyclists and pedestrians.

92.3% Agree (240) 1.1% Disagree (3) 0.8% No opinion (2) 5.8% No response (15)

Objective 1.1: Review safety concerns including pedestrian, bikes, and skateboards.

85.8% Agree (223) 5.8% Disagree (15) 4.6% No opinion (12) 3.8% No response (10)

Objective 1.2: Enforce regular maintenance and inventory of road conditions to ensure quality and safety.

89.2% Agree (232) 2.7% Disagree (7) 3.8% No opinion (10) 4.2% No response (11)

GOAL 2: Develop and maintain recreational areas, trails and sidewalks for residents and visitors.

83.1% Agree (216) 6.5% Disagree (17) 3.8% No opinion (10) 6.5% No response (17)

Objective 2.1: Consider sidewalks in areas of high traffic (vehicular and/or pedestrian).

71.9% Agree (187) 15.0% Disagree (39) 8.8% No opinion (23) 4.2% No response (11)

Objective 2.2: Develop connections, where feasible, for local bike/pedestrian trails to link to county/state trails.

75.8% Agree (197) 10.0% Disagree (26) 10.8% No opinion (28) 3.5% No response (9)

Objective 2.3: Encourage keeping of the path around the lake open and maintained.

82.3% Agree (214) 6.5% Disagree (17) 5.4% No opinion (14) 5.8% No response (15)

Objective 2.4: Should the railroad corridor be abandoned during the planning period, a plan should be developed to connect it to a recreational trail.

70.8% Agree (184) 8.5% Disagree (22) 16.2% No opinion (42) 4.6% No response (12)

GOAL 3: The need for appropriate and cost-effective transportation for senior citizens and disabled should be recognized by the village and availability communicated to village citizens.

57.7% Agree (150) 18.1% Disagree (47) 19.2% No opinion (50) 5.0% No response (13)

Objective 3.1: Improve communication and availability of these services to village citizens.

58.8% Agree (153) 12.7% Disagree (33) 22.3% No opinion (58) 6.2% No response (16)

GOAL 4: To participate in state, county and rail-related transportation activities that impact the village.

73.1% Agree (190) 5.8% Disagree (15) 13.8% No opinion (36) 7.3% No response (19)

Objective 4.1: Encourage public input and collaboration when addressing transportation related projects dealing with organizations such as, Wisconsin Department of Transportation (WDOT), Rails and Harbors, the Villages, County Highway and Department of Public Works.

84.2% Agree (219) 3.1% Disagree (8) 8.5% No opinion (22) 4.2% No response (11)

UTILITIES AND COMMUNITY FACILITIES GOALS

GOAL 1: To provide cost-effective services and facilities that are well maintained and sufficient for the needs of our citizens.

90.8% Agree (236) 1.2% Disagree (3) 3.1% No opinion (8) 5.0% No response (13)

Objective 1.1: Review services/facilities regularly to ensure adequacy, efficiency and cost effectiveness.

93.1% Agree (242) 1.5% Disagree (4) 1.5% No opinion (4) 3.8% No response (10)

Policy 1.1a: Identify areas for updates and service improvements for cell phone and internet accessibility.

70.8% Agree (184) 12.7% Disagree (33) 13.1% No opinion (34) 3.5% No response (9)

Objective 1.2: Develop a community educational strategy to inform citizens on services and activities provided by the village and school district and what services/facilities local taxes are supporting.

82.7% Agree (215) 6.5% Disagree (17) 7.7% No opinion (20) 3.1% No response (8)

Objective 1.3: Coordinate and consolidate with surrounding governmental units to share facilities and services when possible to conserve resources.

93.1% Agree (242) 1.9% Disagree (5) 3.1% No opinion (8) 1.9% No response (5)

Policy 1.3a: Continue to coordinate with County Sheriff services to ensure coverage of emergency services.

93.8% Agree (244) 1.2% Disagree (3) 1.9% No opinion (5) 3.1% No response (8)

Policy 1.3b: Identify new stations for ambulance and first responder emergency service.

67.3% Agree (175) 13.5% Disagree (35) 15.8% No opinion (41) 3.5% No response (9)

Objective 1.4: Provide for future growth and reduce redundancy of utilities, especially telecommunications.

81.2% Agree (211) 5.8% Disagree (15) 10.0% No opinion (26) 3.1% No response (8)

GOAL 2: To protect the village water supply and water systems.

90.8% Agree (236) 1.2% Disagree (3) 1.2% No opinion (3) 6.9% No response (18)

Objective 2.1: Consider expansion possibilities for wastewater systems to accommodate present and planned development.

77.7% Agree (202) 9.2% Disagree (24) 9.6% No opinion (25) 3.5% No response (9)

Objective 2.2: Monitor development impacts on stormwater drainage patterns.

83.8% Agree (218) 3.8% Disagree (10) 8.8% No opinion (23) 3.5% No response (9)

Objective 2.3: Ensure an adequate supply of quality water will be available to meet the needs of the village residential and commercial needs.

93.1% Agree (242) 1.5% Disagree (4) 1.5% No opinion (4) 3.8% No response (10)

GOAL 3: To provide a viable school system for the community.

61.9% Agree (161) 8.8% Disagree (23) 6.9% No opinion (18) 22.3% No response (58)

Objective 3.1: Establish a procedure for communications between the Village Board and School Board.

56.9% Agree (148) 3.8% Disagree (10) 16.2% No opinion (42) 23.1% No response (60)

GOAL 4: To continue to supply and maintain a park system that provides recreational and open spaces with safe, passive and active opportunities for residents and visitors.

83.3% Agree (216.5) 3.3% Disagree (8.5) 5.0% No opinion (13) 8.5% No response (22)

Objective 4.1: Promote public awareness of all public recreational lands, especially those underused areas.

71.2% Agree (185) 7.7% Disagree (20) 13.1% No opinion (34) 8.1% No response (21)

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS

GOAL 1: To provide a safe, clean and orderly natural environment for the residents of the village of Elkhart Lake.

89.2% Agree (232) 1.2% Disagree (3) 1.2% No opinion (3) 8.5% No response (22)

Objective 1.1: Conduct inventory of village owned open spaces and wetlands.

70.0% Agree (182) 5.8% Disagree (15) 16.2% No opinion (42) 8.1% No response (21)

Objective 1.2: Identify appropriate and environmentally sound uses for these areas.

71.9% Agree (187) 7.3% Disagree (19) 11.9% No opinion (31) 8.8% No response (23)

Objective 1.3: Plan development adjacent to the lake, streams and wetlands carefully.

83.8% Agree (218) 3.8% Disagree (10) 4.6% No opinion (12) 7.7% No response (20)

Objective 1.4: Preserve the natural beauty created by views of the lake, trees and the Kettle Moraine landscape.

85.8% Agree (223) 4.6% Disagree (12) 1.9% No opinion (5) 7.7% No response (20)

Objective 1.5: Efficiently manage and monitor groundwater quality and quantity.

89.2% Agree (232) 2.3% Disagree (6) 1.2% No opinion (3) 7.3% No response (19)

Objective 1.6: Protect and maintain the continued quality of the lake water and beaches.

90.8% Agree (236) 1.2% Disagree (3) 0.8% No opinion (2) 7.3% No response (19)

Objective 1.7: Encourage cooperation with other government entities and associations in protecting area lakes, rivers and streams

84.2% Agree (219) 3.1% Disagree (8) 4.6% No opinion (12) 8.1% No response (21)

Policy 1.7a: Areas of involvement may include the regular testing of septic systems.

80.0% Agree (208) 3.5% Disagree (9) 8.5% No opinion (22) 8.1% No response (21)

GOAL 2: To promote heritage and protect historical areas within the village.

79.2% Agree (206) 6.2% Disagree (16) 8.8% No opinion (23) 5.8% No response (15)

Objective 2.1: Conduct inventory of historic buildings and properties for their information and possible use.

70.0% Agree (182) 9.2% Disagree (24) 15.4% No opinion (40) 5.4% No response (14)

Objective 2.2: Encourage the continued usage of areas of historical and cultural heritage.

73.1% Agree (190) 5.8% Disagree (15) 15.8% No opinion (41) 5.4% No response (14)

Objective 2.3: Maintain and update the village's information on all such locations.

71.5% Agree (186) 8.8% Disagree (23) 14.8% No opinion (38.5) 4.8% No response (12.5)

Objective 2.4: Tie these locations to recreational sites to further enhance them and their access when appropriate.

64.6% Agree (168) 11.5% Disagree (30) 18.8% No opinion (49) 5.0% No response (13)

GOAL 3: To provide safe and quality usage of Elkhart Lake.

90.4% Agree (235) 1.2% Disagree (3) 1.2% No opinion (3) 7.3% No response (19)

Objective 3.1: Coordinate efforts within the village and the Town of Rhine government to protect activities and ensure safety on the lake.

88.8% Agree (231) 4.2% Disagree (11) 2.3% No opinion (6) 4.6% No response (12)

Policy 3.1a: Areas of involvement may include recreational water craft density.

81.5% Agree (212) 6.5% Disagree (17) 5.4% No opinion (14) 6.5% No response (17)

ECONOMIC DEVELOPMENT GOALS

GOAL 1: To maintain a healthy economy primarily derived from small businesses in the area.

86.2% Agree (224) 5.0% Disagree (13) 2.7% No opinion (7) 6.2% No response (16)

Objective 1.1: Explore retention and expansion strategies for keeping and attracting small business.

82.7% Agree (215) 6.2% Disagree (16) 5.0% No opinion (13) 6.2% No response (16)

Policy 1.1a: Encourage and support service amenities like a grocery store, gas station, etc.

85.6% Agree (222.5) 6.2% Disagree (16) 3.8% No opinion (10) 4.4% No response (11.5)

Policy 1.1b: Work with the UW-Extension to develop retail survey to brainstorm ideas for retail development, identify the needs and desires of village residents.

71.2% Agree (185) 14.6% Disagree (38) 9.2% No opinion (24) 5.0% No response (13)

Policy 1.1c: Continue to support and maintain the Community Development Authority of the Village of Elkhart Lake and continue to use Tax Incremental Financing as a development tool whenever possible.

61.9% Agree (161) 20.0% Disagree (52) 12.3% No opinion (32) 5.8% No response (15)

GOAL 2: To maintain and grow the tourism industry in the village.

76.9% Agree (200) 11.2% Disagree (29) 6.2% No opinion (16) 5.8% No response (15)

GOAL 3: To provide opportunities for responsible economic growth by other industries that may be a "good fit" for the area.

76.9% Agree (200) 12.3% Disagree (32) 4.2% No opinion (11) 6.5% No response (17)

Objective 3.1: Identify potential sites within and/or adjacent to the village for activities such as office parks or light manufacturing.

69.6% Agree (181) 21.9% Disagree (57) 3.5% No opinion (9) 5.0% No response (13)

Policy 3.1a: Explore the development of a TIF district where this development can occur.

51.5% Agree (134) 28.1% Disagree (73) 12.7% No opinion (33) 7.7% No response (20)

LAND USE GOALS

GOAL 1: To protect the natural environment and open space in and around the village.

87.7% Agree (228) 3.5% Disagree (9) 3.1% No opinion (8) 5.8% No response (15)

Objective 1.1: Explore and develop strategies for protecting open space

83.8% Agree (218) 4.6% Disagree (12) 5.8% No opinion (15) 5.8% No response (15)

Objective 1.2: Explore and develop strategies for protecting and conserving the natural areas.

86.5% Agree (225) 3.1% Disagree (8) 4.2% No opinion (11) 6.2% No response (16)

GOAL 2: To promote future development that will protect and enhance the visual character of the village, while meeting the economic and social demands of growth, ensuring compatibility of future land uses and maintaining good balance between property owners/developers and village regulations.

82.5% Agree (214.5) 6.7% Disagree (17.5) 3.5% No opinion (9) 7.3% No response (19)

Objective 2.1: Coordinate a procedure with the Elkhart Lake Planning Commission to review land use types and activities to ensure compatibility with community values and goals.

82.7% Agree (215) 6.9% Disagree (18) 4.2% No opinion (11) 6.2% No response (16)

Objective 2.2: Encourage harmonious and well-planned commercial developments that will serve the needs of the village and area residents.

80.6% Agree (209.5) 10.6% Disagree (27.5) 2.3% No opinion (6) 6.5% No response (17)

Objective 2.3: Provide planned locations for light industrial parks or business parks that have access to major traffic routes but are appropriate for the rural character of the village. By focusing development in these specific areas, the charm of the village will be preserved.

72.3% Agree (188) 16.5% Disagree (43) 4.6% No opinion (12) 6.5% No response (17)

GOAL 3: To maintain good balance between property owners/developers preferences for use of their land and village government land use regulations.

85.4% Agree (222) 3.5% Disagree (9) 2.7% No opinion (7) 8.5% No response (22)

INTERGOVERNMENTAL COOPERATION GOALS

GOAL 1: To promote cooperation between the village and other units of government and governmental agencies that makes decisions impacting the community.

88.5% Agree (230) 1.9% Disagree (5) 1.9% No opinion (5) 7.7% No response (20)

Objective 1.1: Cooperation in the area of land use/zoning and future planning projects to maintain the rural character of the surrounding area.

85.8% Agree (223) 4.2% Disagree (11) 4.6% No opinion (12) 5.4% No response (14)

Objective 1.2: Cooperation in the area of provision of emergency/protective services.

91.5% Agree (238) 1.5% Disagree (4) 1.9% No opinion (5) 5.0% No response (13)

Objective 1.3: Cooperation in the area of protection of surface and groundwater resources.

89.6% Agree (233) 1.9% Disagree (5) 3.1% No opinion (8) 5.4% No response (14)

Objective 1.4: Cooperation in the area or protection of woodlands, wetlands, and open spaces.

88.5% Agree (230) 2.7% Disagree (7) 3.5% No opinion (9) 5.4% No response (14)

Objective 1.5: Coordination and sharing community facilities and services whenever possible.

88.5% Agree (230) 4.2% Disagree (11) 2.3% No opinion (6) 5.0% No response (13)

IMPLEMENTATION GOALS

GOAL 1: To ensure that current and future land uses and activities balance private property rights and government regulation to protect residents' values and quality of life.

91.2% Agree (237) 2.7% Disagree (7) 1.5% No opinion (7) 4.6% No response (12)

Objective 1.1: Set-up a system to review regulations, ordinances and policies regularly to address changing needs.

83.5% Agree (217) 4.2% Disagree (11) 5.4% No opinion (14) 6.9% No response (18)

GOAL 2: Maintain the current level of government involvement regarding lake use regulations.

67.7% Agree (176) 9.6% Disagree (25) 15.4% No opinion (40) 7.3% No response (19)

LAKE COUNTRY SMART GROWTH PLANNING DRAFT VISION AND GOAL STATEMENTS

OVERALL VISION STATEMENT

We envision the Lake Country region of Sheboygan County, which includes the Villages of Elkhart Lake and Glenbeulah, and the Towns of Rhine, Russell, and Greenbush, as a region that embraces the rural characteristics of the area including the historic charm and agricultural and natural resources. Residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. The region will resemble a balanced mix of farmland, open space, tourism opportunities, and will remain a safe, quiet, and unique place to live.

90.0% Agree (234) 2.7% Disagree (7) 1.5% No opinion (4) 5.8% No response (15)

HOUSING GOALS

GOAL 1: Maintain the rural country atmosphere while protecting home values, agricultural, environmental and open space resources, and the aesthetic qualities of the region.

89.2% Agree (232) 3.1% Disagree (8) 3.1% No opinion (8) 4.6% No response (12)

GOAL 2: Support a variety of quality housing opportunities for all segments of the region's population in such a way that minimizes adverse impacts on natural and agricultural resources and will preserve the region's rural character.

80.0% Agree (208) 8.5% Disagree (22) 5.8% No opinion (15) 5.8% No response (15)

TRANSPORTATION GOALS

GOAL 1: Establish a safe and efficient transportation network in the region for motor vehicles, pedestrians, and bicycles that is compatible with local plans.

82.3% Agree (214) 5.8% Disagree (15) 5.8% No opinion (15) 6.2% No response (16)

UTILITIES AND COMMUNITY FACILITIES GOALS

GOAL 1: Preserve clean water, and plan for cost-effective treatment of waste as growth occurs in the region.

91.5% Agree (238) 0.8% Disagree (2) 1.9% No opinion (5) 5.8% No response (15)

GOAL 2: Encourage a parks system that takes into account the assets of the region including local, county, and state-owned facilities that is safe and provides a variety of opportunities for residents and visitors.

84.6% Agree (220) 5.0% Disagree (13) 4.6% No opinion (12) 5.8% No response (15)

GOAL 3: Support adequate police, fire, and emergency medical protection for all citizens and visitors in the region, and encourage cooperation and sharing across jurisdictions.

90.0% Agree (234) 3.5% Disagree (9) 1.2% No opinion (3) 5.4% No response (14)

GOAL 4: Balance growth in the region with the cost of providing public and private services, utilities, and/or community facilities.

88.1% Agree (229) 1.5% Disagree (4) 4.2% No opinion (11) 6.2% No response (16)

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS

GOAL 1: Protect natural resources, woodlands, wetlands and open/green spaces, maintaining a safe water supply, rural country atmosphere and environmental quality of the area.

90.8% Agree (236) 1.9% Disagree (5) 3.1% No opinion (8) 4.2% No response (11)

GOAL 2: Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the region.

83.8% Agree (218) 3.1% Disagree (8) 7.7% No opinion (20) 5.4% No response (14)

ECONOMIC DEVELOPMENT GOALS

GOAL 1: Support development in the region by seeking balanced economic growth in business and industry, while providing jobs for residents, increasing personal income, and protecting and enhancing the region's rural assets.

75.0% Agree (195) 12.3% Disagree (32) 4.6% No opinion (12) 8.1% No response (21)

GOAL 2: Retain the natural and rural character of the region, while providing sufficient land area for development needs to meet projections for the future.

74.4% Agree (193.5) 12.1% Disagree (31.5) 7.3% No opinion (19) 6.2% No response (16)

INTERGOVERNMENTAL COOPERATION GOALS

GOAL 1: Promote cooperation between communities in the Lake Country region and other units of government and governmental agencies that make decisions impacting the Lake Country communities.

86.7% Agree (225.5)

3.7% Disagree (9.5)

5.0% No opinion (13)

4.6% No response (12)

LAND USE GOALS

GOAL 1: The land use strategy and principals of the region should manage future development to protect the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and infrastructure.

85.4% Agree (222)

4.2% Disagree (11)

5.0% No opinion (13)

5.4% No response (14)

GOAL 2: Promote policies within the region that ensures growth and development in a planned and coordinated manner that will maintain or improve the quality of life in the region.

82.3% Agree (214)

5.8% Disagree (15)

4.6% No opinion (12)

7.3% No response (19)

IMPLEMENTATION GOALS

GOAL 1: Encourage regional cooperation of plan implementation and establish a process for boundary conflicts in the region, while maintaining control over local community decisions.

81.9% Agree (213)

3.8% Disagree (10)

8.5% No opinion (22)

5.8% No response (15)

APPENDIX C
Sheboygan County Rare Species and Natural Communities

Rare species and natural communities are identified in the table below.

Sheboygan County Rare Species and Natural Communities

Scientific Name	Common Name
<i>Alasmidonta viridis</i>	Sippershell Mussel
<i>Anemone multifida</i> var <i>hudsoniana</i>	Early Anemone
<i>Arethusa bulbosa</i>	Swamp-pink
<i>Artemisia dracunculus</i>	Dragon Wormwood
<i>Aster furcatus</i>	Forked Aster
<i>Bog Relict</i>	Bog Relict
<i>Buteo lineatus</i>	Red-shouldered Hawk
<i>Calylophus serrulatus</i>	Yellow Evening Primrose
<i>Cardamine pratensis</i>	Cuckooflower
<i>Carex richardsonii</i>	Richardson Sedge
<i>Carex sychnocephala</i>	Many-headed Sedge
<i>Coregonus artedi</i>	Lake Herring
<i>Crangonyx gracilis</i>	A Side-swimmer
<i>Crangonyx richmondensis</i>	A Side-swimmer
<i>Cypripedium arietinum</i>	Ram's-head Lady's-slipper
<i>Cypripedium parviflorum</i>	Small Yellow Lady's-slipper
<i>Cypripedium reginae</i>	Showy Lady's-slipper
<i>Elymus lanceolatus</i> ssp <i>psammophilus</i>	Thickspike
<i>Emydoidea blandingii</i>	Blanding's Turtle
<i>Etheostoma microperca</i>	Least Darter
<i>Gentiana alba</i>	Yellow Gentian
<i>Lithospermum latifolium</i>	American Gromwell
<i>Luxilus chrysocephalus</i>	Striped Shiner
<i>Malaxis brachypoda</i>	White Adder's-mouth
<i>Orconectes propinquus</i>	Northern Clearwater Crayfish
<i>Platanthera Dilatata</i>	Leafy White Orchis
<i>Platanthera hookeri</i>	Hooker Orchis
<i>Platanthera orbiculata</i>	Large Roundleaf Orchid
<i>Regina septemvittata</i>	Queen Snake
<i>Shrub-Carr</i>	Shrub-Carr
<i>Thalictrum revolutum</i>	Waxleaf Meadowtrue
<i>Thamnophis sauritus</i>	Northern Ribbon Snake
<i>Triglochin maritima</i>	Common Bog Arrow-grass
<i>Triglochin palustris</i>	Slender Bog Arrow-grass
<i>Trillium nivale</i>	Snow Trillium
<i>Trisetum melicoides</i>	Purple False Oats
<i>Valeriana sitchensis</i> ssp <i>uliginosa</i>	Marsh Valerian
<i>Venustaconcha ellipsiformis</i>	Ellipse
<i>Viola rostrata</i>	Long-spur Violet

Source: WDNR, BER, 2003.