

## Chapter XV

# INTERGOVERNMENTAL COOPERATION ELEMENT

### INTRODUCTION

This chapter presents the intergovernmental cooperation element of the multi-jurisdictional comprehensive plan for Walworth County. Part One of this chapter provides relevant background information and is strictly informational. Part Two establishes the intergovernmental cooperation goal, objectives, policies, and programs for the multi-jurisdictional comprehensive plan.

### PART ONE: BACKGROUND INFORMATION

This section summarizes key background information considered in developing the intergovernmental cooperation goal, objectives, policies, and programs. It describes intergovernmental relationships within the County; potential conflicts between local units of government; statutory provisions for boundary agreements and intergovernmental cooperation; and public input on intergovernmental issues.

#### **Intergovernmental Relationships**

State comprehensive planning law requires that the intergovernmental cooperation element analyze relationships between units of government: County, local units of government, school districts, regional, and State. This section describes relevant units and agencies of government, their key services, and their interrelationships, focusing on aspects that are pertinent to the comprehensive plan.

#### ***County Government***

Walworth County provides a range of services to local units of government and County residents that individual local units of government may not be in a position to offer. While a complete description is beyond the scope of this report, we highlight these key County government departments and their services:<sup>1</sup>

- County Department of Health and Human Services: This Department provides essential services for County residents including public health services, disease control, and health education; mental health services; assistance for the aging; operation of the 120-bed Lakeland Nursing Home; child/family services; and a transportation program for the elderly and those with special needs.

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<sup>1</sup>Detailed information regarding the services offered by the various County departments is provided on the County website—[www.co.walworth.wi.us](http://www.co.walworth.wi.us).

- County Sheriff's Department: The County Sheriff's Department provides services critical to safety and security in the County. These include patrol; investigation; operation of the County jail; county-wide dispatch (except for the Cities of Delavan, Lake Geneva, and Whitewater); and special services such as the Dive Team, S.W.A.T Team, and K-9 Unit. Eleven towns in the County rely entirely on the County Sheriff's department for police protection (see Map V-8 in Chapter V). The Sheriff's Department assists and supplements police departments in the five towns that operate their own departments and in the County's cities and villages, upon request.
- County Public Works Department: The County Public Works Department carries out important functions and services, including design, bid, construction, and payment responsibilities for all capital projects; maintenance, salting, and plowing of the County trunk highway system and State highways within the County on a contract basis; operation and maintenance of County parks and trails; maintenance of all County-owned buildings, structures, and grounds; purchasing functions for all County departments; and sponsorship of programs for the safe disposal of hazardous waste and other items excluded from landfills.

The Purchasing Division of the Public Works Department assists local units of government in purchasing materials and supplies at the lowest cost. The Purchasing Division invites local units of government to "piggyback" on County purchasing contracts and helps local units of government to find State or other purchasing contracts that take advantage of volume purchasing. Twenty cities, villages, and towns in the County purchase road salt through the County, which, in turn, obtains road salt through the Wisconsin Department of Transportation.

Walworth County is a member of V.A.L.U.E. ("Volume Acquisition and Large Uniform Expenditures"). V.A.L.U.E. is a nonprofit organization made up of local government agencies in southern and eastern Wisconsin created to reduce the cost of goods and services by allowing members to take advantages of volume purchasing.

- County Land Use and Resource Management Department: The County Land Use and Resource Management Department administers County ordinances related to land use and environmental protection and has planning responsibilities as well. Among its regulatory functions, the Department administers the Walworth County Zoning Ordinance throughout the unincorporated areas of the County, excluding areas subject to extraterritorial zoning;<sup>2</sup> administers the Walworth County Shoreland Zoning Ordinance within shorelands in the unincorporated areas; administers the Walworth County Subdivision Control Ordinance throughout the unincorporated areas; administers the County Nonmetallic Mining Reclamation Ordinance throughout the County; administers the Walworth County Telecommunications Facilities Ordinance; and administers the Walworth County Stormwater Management, Construction Site Erosion, and Sediment Control Ordinance. The Department regulates private onsite wastewater treatment systems throughout the County. In addition, the Department administers the Walworth County Farmland Preservation Plan and reviews and makes recommendations regarding proposed sanitary sewer service area amendments.
- County Land Information Division: This Division is responsible for the modernization and maintenance of land records in Walworth County. It acts as the office of the County Surveyor, and maintains the County's online geographic information system (GIS). The GIS system is heavily used by other County departments, cities, villages, and towns in the County, and private interests. In addition, the Division administers the Walworth County Rural Building Numbering System Ordinance.
- Lakeland School of Walworth County: Owned and operated by Walworth County on behalf of 15 school districts in the County, Lakeland School provides programs and facilities for students with special needs.

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<sup>2</sup>When extraterritorial zoning is enacted, the County government retains zoning authority within the statutory shoreland area.

The school moved into a new facility at the Lakeland complex in July 2008. School districts that are not part of this system, and that do not support the school through the property tax, may send students to Lakeland School on a tuition basis.

- County Clerk: The County Clerk's office is the official record keeper for many basic County functions, including acting as the clerk of the County Board of Supervisors.
- Treasurer: The County Treasurer performs the statutory functions of County tax collector and financial depository.
- Coroner: The County Coroner's office investigates all deaths which occur or originate in Walworth County. The office provides cause and manner of death determinations and issues death certificates.
- Clerk of Courts: The mission of the Clerk of Circuit Court is to serve the citizens of Walworth County by providing support and assistance to all court system participants in a timely, efficient, and ethical manner, and to enhance public confidence in the justice system. The Clerk maintains records of all documents filed with the court; keeps a record of court proceedings; and collects, disburses, and reconciles monies related to court cases.
- District Attorney: The District Attorney represents the interests of the citizens of Walworth County in adult criminal and juvenile litigation, and in many other areas mandated by the legislature. Through the Victim/Witness Program, information, referral, and support is provided to citizens and law enforcement officers of Walworth County who have been victims or witnesses of crimes.
- Register of Deeds: The Register of Deeds office maintains the official county repository for documents of significance to both the community as a whole and to its individual citizens. Timely recording and accurate document indexing is essential for ease in identification and retrieval of information. This office archives and safely maintains records, allowing for convenient public access. It also maintains accurate ownership and description information for all Walworth County real estate parcels.
- Veterans Service Office: This office provides claims assistance, advocacy, and outreach for Walworth County veterans and their family members in their utilization of Federal and State veterans' benefits programs.
- Walworth County-UW Extension: The Walworth County-University of Wisconsin (UW) Extension extends the knowledge, research, and resources of the UW system to area residents and serves the public interest by addressing local needs through high quality, cost-effective, and efficient educational programs and services. UW Extension collaborates with community partners and engages residents to provide programming in the areas of agriculture, horticulture, family living, nutrition, and youth development.

### ***Other Countywide Organizations***

- Walworth County Intergovernmental Cooperation Council: This Council was created on an interim basis by the Walworth County Board in December 2007 to promote cooperation among local units of government in the County. The chief elected officials from each city, village, and town in the County were invited to participate. Topics addressed at quarterly meetings to date include shared facilities, boundary agreements, and water supply issues. In April 2008, Council members unanimously endorsed the continuation of the group. In June 2009, the County Board passed an ordinance establishing the Council on a permanent basis.
- Walworth County Housing Authority: The Walworth County Housing Authority operates on a countywide basis, administering programs that assist lower-income households, the elderly, and the

disabled in obtaining affordable housing. The programs and activities of the Housing Authority are described in Chapter XI. A countywide housing authority is particularly important in a county like Walworth where many of the smaller communities may not be in a position to address housing-related issues on their own.

- Walworth County Economic Development Corporation: A private corporation funded by Walworth County, five communities in the County, and County businesses, the Walworth County Economic Development Alliance (WCEDA) promotes economic development within the County. WCEDA is involved in a range of business retention, expansion, and attraction activities (see Chapter XIV of this report).

### ***Cities, Villages, and Towns***

Towns, villages, and cities in the County also provide a range of facilities and services for community residents, as described in Chapter V of this report. In many cases, local units of government operate independently in providing such services and facilities. In some cases, there is a measure of cooperation. Examples of such cooperation follow:

- There is much cooperation with respect to fire protection and rescue services within the County. Many fire and rescue departments in the County serve more than one community (see Maps V-9 and V-10 in Chapter V). Local fire departments cooperate with each other through mutual aid agreements.
- Sanitary sewer service is provided on a multi-community basis through the Walworth County Metropolitan Sewerage District (WalCoMet) and through the Fontana-Walworth Water Pollution Control Commission.
- Some towns in Walworth County—Darien, Lyons, Troy, and Whitewater—allow their town halls to be used as sheriff’s substations, where sheriff deputies can access computer facilities and conduct interviews.
- Certain communities have agreed to extraterritorial zoning arrangements, including agreements between the City of Elkhorn and the Towns of Delavan, Geneva, and LaFayette; between the Village of Fontana and the Towns of Linn and Walworth; and between the Village of Williams Bay and the Towns of Geneva and Linn.

While the State comprehensive planning law was intended to increase cooperation among local units of government, it did not change the powers of cities and villages relative to towns on land use matters. Under Wisconsin law, cities and villages have extraterritorial plat approval authority and may exercise extraterritorial zoning authority, at least on a temporary basis, in adjacent town areas.<sup>3</sup> They may annex land from towns and may include town areas in their comprehensive plans. State law does, however, provide for boundary agreements and other forms of cooperative agreement between towns and cities/villages. Options for such agreements are described later in this chapter.

Under State law, cities and villages may exercise extraterritorial plat review and extraterritorial zoning powers in areas within 1.5 miles of the limits of a village or fourth class city. The *Statutes* allow an extraterritorial jurisdiction of three miles of the limits for first, second, and third class cities. There are no such cities in Walworth County. Where city/village extraterritorial areas overlap, the jurisdictional area is divided by a line equidistant from the limits of each municipality concerned. Extraterritorial jurisdiction areas for cities and villages in Walworth County are shown on Map XV-1.

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<sup>3</sup>*Cities and villages may impose interim zoning in extraterritorial areas for a period of two years. Such zoning does not become permanent without the agreement of the town concerned. More information regarding extraterritorial zoning is presented in Chapter VI of this report.*

### ***School Districts***

Six K-12 school districts and two union high school districts serve most of Walworth County. Each of the union high school districts encompasses four elementary school districts (see Map V-11 in Chapter V). Most of these school districts lie in more than one city, village, or town—a situation which compounds the difficulty school districts face in planning future school facilities. However, the fact that all cities, villages, and towns will soon have comprehensive plans, including long-range population projections, should benefit school districts in their facility planning efforts.

### ***Multi-County and Regional Agencies***

Lakeshores Library System: All of Walworth County, except the City of Whitewater, is part of the Lakeshores Library System, which also serves Racine County. The City of Whitewater is part of the Mid-Wisconsin Library System, which serves Dodge, Jefferson, and Washington Counties. The Lakeshores System and the Mid-Wisconsin System are part of the Shared Holdings and Resource Exchange (SHARE) consortium, which provides residents with easy access to materials throughout both systems.

Gateway Technical College: Gateway Technical College serves Kenosha, Racine, and Walworth Counties, with branches in each county. Students from the three counties may attend any facility for the same tuition.

Tri-County Workforce Development Agency: This Board coordinates and sets overall policies for workforce investment system programs in Kenosha, Racine, and Walworth Counties. Actual program administration is done primarily through an employment center in each county. In Walworth County, the Walworth County Job Center connects people seeking employment with employers seeking workers, operating under the guidance of the Walworth County Workforce Development Board.

Southeastern Wisconsin Regional Planning Commission: The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the advisory regional planning agency for the Southeastern Wisconsin Region, which, in addition to Walworth County, includes Kenosha, Milwaukee, Ozaukee, Racine, Washington, and Waukesha Counties. The Commission maintains a planning and engineering database for the Region; prepares long range plans for southeastern Wisconsin intended to serve as a framework for the physical development of the Region (regional plans are described in Chapter VI); and serves as a center for the coordination of planning and plan implementation for the units and agencies of government in the Region. The Commission serves as the metropolitan planning organization for transportation in Southeastern Wisconsin and also functions as the regional water quality management planning agency. Walworth County and 13 towns in the County contracted with the Regional Planning Commission for assistance in the preparation of this multi-jurisdictional comprehensive plan.

Milwaukee 7: The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin Counties created with the idea that a regional approach is important to fostering economic growth. The council seeks to facilitate business needs with workforce development and technical/university education; to help businesses plan for expansions or new locations; to identify clusters of industries well suited to the area; and to create jobs to retain more Wisconsin university and college graduates.

### ***State of Wisconsin***

Wisconsin Department of Natural Resources: The Wisconsin Department of Natural Resources (WDNR) is responsible for implementing the laws of the State, and in some cases, the laws of the Federal government, that protect and enhance the natural resources of the State. The WDNR is responsible for coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities. The WDNR administers grant programs for park acquisition and development, grants to improve water quality, and other grant programs.

Wisconsin Department of Commerce: The Wisconsin Department of Commerce is the State agency responsible for the administration of regulations for private onsite wastewater treatment systems (POWTS) in Wisconsin. The Walworth County Land Use and Resource Management Department works with the Department of Commerce to implement those regulations in Walworth County.

Wisconsin Department of Transportation: In partnership with the County, local units of government in the County, and the Regional Planning Commission, the Wisconsin Department of Transportation (WisDOT) administers a variety of State and Federal programs that enhance the transportation network within Walworth County. WisDOT administers the General Transportation Aids program which returns a portion of the money collected through fuel taxes and vehicle registration fees to county and local governments to help offset county and local road construction and maintenance costs. WisDOT maintains the Wisconsin Information System for Local Roads, a map-based database of road characteristics and conditions, accessible to local and county officials and staff.

### ***Other Governmental Units***

There are several types of “special purpose” units of government within the County. Special purpose units of government that may be involved in land management or the operation of utility systems include lake districts, sanitary districts, and utility districts. Lake, sanitary, and utility districts can provide sanitary sewer services. Town sanitary and utility districts can also provide public water supply and have broad authority under the *Statutes* to provide other public facilities and services. Lake districts help manage uses on, within, and adjacent to lakes, and have broad authority under the *Statutes* to acquire property and conduct other activities necessary to carry out a program of lake protection and rehabilitation. Where these districts operate utility systems, it is important that utility system planning be coordinated with the comprehensive plan of the concerned local unit of government.

### **Potential Conflicts**

Conflicts may occur between neighboring cities, villages, and towns as they prepare and implement their comprehensive plans. Cities and villages are authorized under State law to plan for areas beyond their corporate limits and they typically do.<sup>4</sup> City/village land use recommendations often differ from town land use recommendations in areas where town and city/village plans overlap. For example, city/village plans may propose urban development and the extension of public facilities in areas which town plans recommend be retained in agricultural use or other rural use. Cities and villages typically annex their planned growth areas, leaving towns with a loss of area, reduced tax base, and a sense of frustration of not being able to see their town plan recommendations implemented.

As of June 2009, when this element of the multi-jurisdictional comprehensive plan was prepared, four incorporated communities in the County—the City of Elkhorn and the Villages of East Troy, Genoa City, and Sharon—had adopted a comprehensive plan under Section 66.1001 of the *Wisconsin Statutes*. Copies of the land use plan maps from the comprehensive plans for these four communities are included in Appendix C of this report. Each map includes land use recommendations for extraterritorial areas in adjacent towns. There are some differences between the land use patterns recommended on those maps and the corresponding town land use plan maps. These are the major differences:

#### City of Elkhorn Plan

The City of Elkhorn land use plan area extends into portions of the Towns of Delavan, Geneva, LaFayette, and Sugar Creek. There are differences in land use recommendations where the City and the respective Town planning areas overlap. Most of these involve Town areas where the City plan designates future urban residential or other urban development, while the Town plans call for agricultural or other rural use. It should be noted that in some cases the urban areas designated by the City would not be developed for 30 to 50 years—or until after the year 2035—according to the City plan.

#### Village of East Troy Plan

The Village of East Troy abuts the Towns of East Troy and Troy. The Village land use plan map recommends urban residential development or planned neighborhood development in certain Town of Troy areas which the

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<sup>4</sup>*Cities and villages are authorized to include in their comprehensive plans areas outside their boundaries judged to bear a relation to the development of the city or village.*

Town plan recommends remain in agricultural or other rural use. The Village land use plan map recommends future urban residential development and other urban development in certain Town of East Troy areas which the Town plan has designated for future rural residential use.

#### Village of Sharon Plan

In developing its land use plan, the Town of Sharon identified an urban reserve area around much of the Village of Sharon, recognizing that the urban reserve areas may be developed over the course of the planning period, should the Village expand. The Village's land use plan recommends future urban residential development and other urban development beyond the Town-identified urban reserves, in areas which the Town plan recommends be retained in agricultural and other rural uses.

#### Village of Genoa City

The Village of Genoa City land use plan recommends urban residential development and other urban development in certain areas which the Town of Bloomfield land use plan has identified as urban reserve. The Town has included those urban reserves in its proposed sanitary sewer service area, potentially conflicting with Village plans for those areas.

Each of the other cities and villages in the County is expected to adopt a comprehensive plan prior to January 1, 2010. There may be additional conflicting land use recommendations in extraterritorial areas included in city and village plans.

During the process of preparing their land use plan maps, the participating towns reviewed the land use plans of their neighboring cities and villages. Where possible, the towns reviewed the land use plan included in the adopted city/village comprehensive plan or in a preliminary version of the city/village comprehensive plan. Where these were not available, the towns reviewed other existing city/village land use plans that have not been adopted under the comprehensive planning law. In some instances, the towns adjusted their land use plans in an effort to better reflect city and village plans. In some cases, this was accomplished by designating urban reserve areas on the town plan maps—indicating the likelihood of future development—where city and village plans may have designated specific future urban uses.

As previously noted, the State comprehensive planning law of 1999 did not change the powers of cities and villages relative to towns. City/village advantages include the power to annex land from towns, extraterritorial plat approval authority, and the ability to exercise extraterritorial zoning, at least on a temporary basis. State law does, however, provide for boundary agreements and other cooperative agreements between towns and cities/villages (see related statutory provisions in the next section). Such agreements provide the best means for the resolution of intergovernmental conflicts. If they are willing, towns and cities/villages may be able to find common ground, reaching long-term agreement on future boundaries, land use, the provision of utilities and services, and other areas of mutual concern. During the course of the comprehensive planning process, each participating town that borders a city or village indicated a willingness to participate in boundary agreement discussions with their neighbors. Successful boundary agreements depend upon the cooperation of cities and villages, as well as towns.

In addition to formal agreements, much can be achieved through good communication among cities, villages, and towns as well as other local governmental units including school districts and sanitary districts. This includes sharing information regarding contemplated developments, annexations, or changes in utility service areas and allowing affected governmental units to “weigh in” on such matters.

#### **Statutory Provisions for Boundary Agreements and Intergovernmental Cooperation**

State law includes many provisions providing for intergovernmental cooperation among units of government on boundary agreements and other matters. These are some of the key statutory provisions:

- Section 66.0301—Intergovernmental Cooperation  
This section provides broad authority for intergovernmental cooperation among local units of government with respect to the provision and receipt of services and the joint exercise of their power and duties. This section may also be used as the basis for boundary agreements between communities. However, boundary agreements made under this section cannot exceed a 10 year duration.

The Villages of Fontana and Walworth executed a boundary agreement under the authority of Section 66.0301 in August 2004. The agreement establishes a common “future annexation boundary,” with each village agreeing not to annex land beyond its side of that boundary.

In March 2005, the Village of Mukwonago and the Town of East Troy executed a boundary agreement under the authority of Section 66.0301 and Section 66.0225 (described below). The agreement ended annexation litigation between the Town and Village and established “detachment” areas consisting of lands currently in the Town that could be attached to the Village under certain circumstances.

The Town of Bloomfield and the Village of Genoa City, executed a boundary agreement under the authority of Section 66.30 (now Section 66.0301) in January 1999; it had a term of 10 years.

- Section 66.0307—Boundary Change Pursuant to Approved Cooperative Plan  
This section of the *Statutes* allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan, subject to oversight by the Wisconsin Department of Administration. The cooperative plan must identify any boundary change and any existing boundary that may not be changed; identify any conditions that must be met before a boundary change may occur; include a schedule indicating when a boundary change shall or may occur; and specify arrangements for the provision of services to the area covered by the plan. This section specifies that a plan shall be for a period of 10 years, except that the duration may be longer if approved by the Department of Administration. In practice, most agreements entered into under this section are for more than 10 years, and some are in perpetuity.

There were no Section 66.0307 boundary agreements among communities in Walworth County in 2009.

- Section 66.0305—Political Subdivision Revenue Sharing  
This section authorizes the sharing of certain revenues among contiguous local units of government. An agreement entered into under this section may address other matters including services and municipal boundaries.

There were no Section 66.0305 revenue sharing agreements among communities in Walworth County in 2009.

- Section 66.0225—Stipulated Boundary Agreements in Contested Boundary Actions  
This section provides that boundaries may be established by a judicial order as part of the settlement of annexation litigation between abutting units of government. Boundaries are determined by mutual agreement of the municipalities concerned.

The boundary agreement between the Village of Mukwonago and the Town of East Troy is based upon this section and Section 66.0301.

- Section 66.0309—Creation of Regional Planning Commissions  
This section authorizes the Governor to create regional planning commissions in response to petitions from county and local governments. Regional planning commissions provide a means by which counties and communities can cooperatively address matters that transcend their boundaries. As previously noted, the Southeastern Wisconsin Regional Planning Commission is the regional planning commission for seven counties in the southeastern portion of the state, having been created by the Governor in 1960 at the petition by the seven county boards.

### **Public Input on Intergovernmental Cooperation**

The public informational meetings held in December 2007 included a group effort to identify strengths, weaknesses, opportunities, and threats (a “SWOT” exercise) facing Walworth County. A number of participants in the SWOT exercises cited a lack of cooperation among local units of government as a weakness in the County,

while the potential for increased cooperation was consistently cited among the County's opportunities. Among those citing opportunities for increased cooperation, some mentioned increased cooperation through boundary agreements and some mentioned opportunities for cost savings and efficiency.

Participants in the SWOT exercises consistently cited as a weakness the lesser powers of towns relative to cities and villages in land use matters, with many participants citing city-village annexation powers as a weakness/threat from the towns' perspective and some citing city-village extraterritorial powers as a weakness from the towns' perspective.

## **PART TWO: INTERGOVERNMENTAL COOPERATION GOAL, OBJECTIVES, POLICIES, AND PROGRAMS**

### **Intergovernmental Cooperation Goal**

- Increased cooperation among the various County and local units and agencies of government.

### **Intergovernmental Cooperation Objectives**

- Increased cooperation between towns and cities/villages in land use planning and decision-making.
- Increased cooperation between towns and the County in land use planning and decision-making.
- Increased sharing of, or joint provision of, local public facilities, staff, and services by neighboring communities.
- Increased consideration of the impacts of proposed developments on public school system facilities.

### **Intergovernmental Cooperation Policies and Programs**

1. During the course of this comprehensive planning process, each of the participating towns that abuts a city or village expressed a desire to enter into a boundary agreement with its neighboring municipalities. Towns and their neighboring cities and villages are encouraged to initiate or continue efforts to establish boundary agreements that are beneficial to all parties concerned, as provided for under State *Statutes*. In addition to future boundaries, such agreements may address land use issues, sharing of utilities and services, and other matters of mutual concern. Such cooperative agreements are the best means available for identifying common ground among, and reconciling differing goals and objectives of, neighboring local units of government.
2. Cities and villages in Walworth County are encouraged to involve towns when considering actions that impact extraterritorial areas—sharing information with neighboring towns and consulting with towns on contemplated annexations and extraterritorial plat review matters.
3. Walworth County and the County's cities, villages, and towns are encouraged to explore additional cooperative efforts for the provision of public services and facilities where such efforts would lead to increased efficiency and cost-savings while maintaining the quality of the services provided. Cities and villages are encouraged to consider arrangements that would provide for the extension of utility services (sewer and/or water supply) into nearby town areas without annexation, where this is consistent with town plans.
4. The Walworth County Intergovernmental Cooperation Council provides an excellent forum for local units of government in the County to meet and explore cooperative efforts to provide better and more cost-effective services. The Council enables cities, villages, and towns to inform each other of any planned

new public facilities or changes in the arrangements for the provision of public services in their respective communities. Cities, villages, and towns in the County are strongly encouraged to continue their participation in the Council.

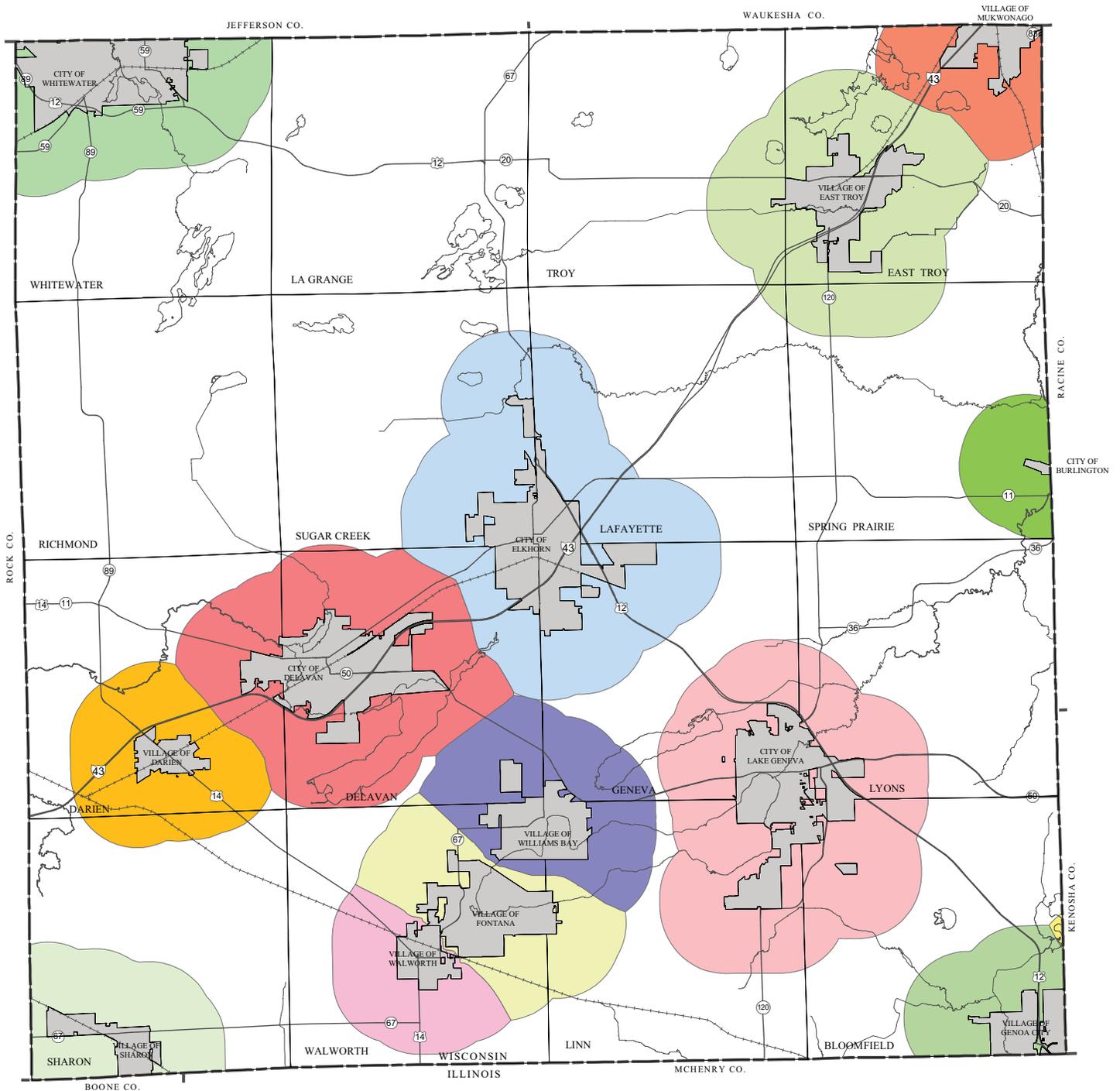
5. Cities, villages, and towns in Walworth County are encouraged to take advantage of opportunities offered through the Walworth County Division of Purchasing that may enable them to purchase materials and supplies at lower costs through volume purchasing.
6. Walworth County should continue to follow current procedures that provide for early town input on proposed rezones, conditional uses, land divisions,<sup>5</sup> and zoning variances. These procedures include:
  - The County requires an applicant for a rezone or conditional use to approach the concerned town plan commission/town board to ascertain the town's position on the proposal. The County must have the town's decision on the proposal prior to a County hearing on the matter. According to State law, under town-county zoning, town governments have a direct voice in decision-making on proposed zoning amendments. Walworth County should also give serious consideration and due weight to town recommendations on proposed conditional uses within the respective towns.
  - The County requires that an applicant for a land division obtain a decision from the concerned town and from any extraterritorial plat review authority before the proposed land division is submitted to the County for review.
  - The County highly recommends that, while it is not mandated, an applicant for a zoning variance seek a recommendation from the concerned town board prior to the County Board of Adjustment hearing on the matter.
7. Walworth County should involve cities, villages, and towns in future countywide planning efforts. This would include, for example, the future update of the County park and open space plan and, potentially, the update of the County farmland preservation plan. All cities, villages, and towns in the County are represented on a committee created in 2009 to guide the update of the County jurisdictional highway plan.
8. The Walworth County Metropolitan Sewerage District and local sanitary districts in Walworth County are encouraged to consider the multi-jurisdictional comprehensive plan—particularly the population projections and land use recommendations—as they formulate plans for their utility systems.
9. School districts in the County are encouraged to consider this multi-jurisdictional comprehensive plan—particularly the population projections and land use recommendations—as they plan future school facilities and services.
10. Cities, villages, and towns are encouraged to keep school districts informed of proposed major residential developments that may significantly impact school enrollments; and, conversely, school districts are encouraged to consult with the cities, villages, and towns within their district boundaries when identifying sites for new schools or planning major school expansions.

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<sup>5</sup>*Land divisions include reviewable certified survey maps, subdivision plats, and condominium plats.*

Map XV-1

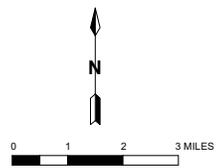
**CITY AND VILLAGE EXTRATERRITORIAL JURISDICTION AREAS  
IN WALWORTH COUNTY: 2009**



**EXTRATERRITORIAL JURISDICTIONAL AREAS FOR CITIES AND VILLAGES**

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|---|---|
| <span style="display:inline-block; width:15px; height:15px; background-color: #90EE90; border: 1px solid black;"></span> City of Burlington   | <span style="display:inline-block; width:15px; height:15px; background-color: #FFFFE0; border: 1px solid black;"></span> Village of Fontana on Geneva Lake      |
| <span style="display:inline-block; width:15px; height:15px; background-color: #FF6347; border: 1px solid black;"></span> City of Delavan      | <span style="display:inline-block; width:15px; height:15px; background-color: #90EE90; border: 1px solid black;"></span> Village of Genoa City                  |
| <span style="display:inline-block; width:15px; height:15px; background-color: #ADD8E6; border: 1px solid black;"></span> City of Elkhorn      | <span style="display:inline-block; width:15px; height:15px; background-color: #FF4500; border: 1px solid black;"></span> Village of Mukwonago                   |
| <span style="display:inline-block; width:15px; height:15px; background-color: #FFB6C1; border: 1px solid black;"></span> City of Lake Geneva  | <span style="display:inline-block; width:15px; height:15px; background-color: #E0E0E0; border: 1px solid black;"></span> Village of Sharon                      |
| <span style="display:inline-block; width:15px; height:15px; background-color: #90EE90; border: 1px solid black;"></span> City of Whitewater   | <span style="display:inline-block; width:15px; height:15px; background-color: #FFFF00; border: 1px solid black;"></span> Village of Twin Lakes (Kenosha County) |
| <span style="display:inline-block; width:15px; height:15px; background-color: #FFA500; border: 1px solid black;"></span> Village of Darien    | <span style="display:inline-block; width:15px; height:15px; background-color: #FFB6C1; border: 1px solid black;"></span> Village of Walworth                    |
| <span style="display:inline-block; width:15px; height:15px; background-color: #90EE90; border: 1px solid black;"></span> Village of East Troy | <span style="display:inline-block; width:15px; height:15px; background-color: #483D8B; border: 1px solid black;"></span> Village of Williams Bay                |

NOTE: City-village extraterritorial plat review and extraterritorial zoning powers may be exercised in areas that are within 1.5 miles of the limits of villages and fourth-class cities. Where there is overlap, the jurisdictional areas are divided by a line equidistant from each of the municipalities concerned. This map shows existing extraterritorial jurisdiction areas based upon 1.5 miles - adjusted for overlapping areas.



Source: SEWRPC.

