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A COMPREHENSIVE PLAN FOR THE TOWN OF SALEM: 2035

Prepared by the

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# **Chapter I**

# **INTRODUCTION AND BACKGROUND**

### **INTRODUCTION**

In 1999, the Wisconsin Legislature enacted a comprehensive planning law, which is set forth in Section 66.1001 of the *Wisconsin Statutes*. The requirements supplement earlier provisions in the *Statutes* for the preparation of county development plans (Section 59.69(3) of the *Statutes*) and local master plans (Section 62.23 of the *Statutes*). The requirements, which are often referred to as the "Smart Growth" law, provide a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The law includes a "consistency" requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by towns, villages, and cities must be consistent with the comprehensive plan adopted by the town board, village board, or common council, respectively. Zoning and subdivision ordinances adopted and enforced by a county must be consistent with the comprehensive plan adopted by the consistency requirement took effect on January 1, 2010.

To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Kenosha County; nine local government partners, including the Town of Salem; UW-Extension; and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). In January 2010, the Village of Bristol, which was incorporated in December 2009, joined the multi-jurisdictional planning effort. The 10 local government partners are shown on Map 1. The comprehensive plan for the Town of Salem is documented in this report.

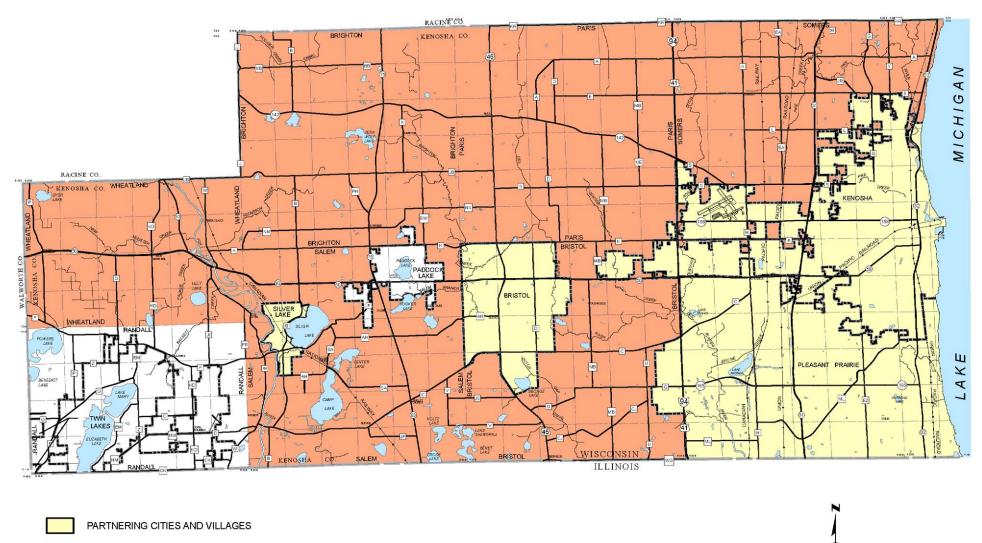
The Town Plan Commission approved this plan on February 22, 2010, and recommended that it be adopted by the Town Board. The Town Board adopted the plan by ordinance on March 8, 2010. The Implementation Element (Chapter XII) provides additional information regarding adoption of the plan.

### MULTI-JURISDICTIONAL PARTNERSHIP

A meeting of local government officials was held on April 28, 2004, to discuss comprehensive planning efforts at the regional, county, and local levels. The concept of preparing a multi-jurisdictional comprehensive plan as a cooperative effort among all interested local governments, Kenosha County, and SEWRPC was discussed at that meeting as an effective way to meet the State comprehensive planning requirements in an efficient and cost-effective manner. Six towns, two villages, and one city have agreed to cooperate in the multi-jurisdictional planning effort with the County, UW-Extension, and SEWRPC. The participating local governments, including the Town of Salem, each adopted a resolution formally agreeing to partner with the County in obtaining a grant and completing a comprehensive plan. A copy of the Town of Salem resolution to participate in the Kenosha County multi-jurisdictional comprehensive planning process is included in Appendix A.

Map 1

PLANNING PARTNERS FOR THE KENOSHA COUNTY MULTI-JURISDICTIONAL COMPREHENSIVE PLAN: 2010



PARTNERING TOWNS

Source: SEWRPC.



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### STATUTORY REQUIREMENTS

Requirements for the development and adoption of a comprehensive plan under the *Wisconsin Statutes* are summarized in this section. All of the requirements were met as part of the Town comprehensive planning process.

### Nine Elements of the Comprehensive Plan

This plan contains the following nine elements, which are required by Section 66.1001(2) of the *Statutes*:

- 1. Issues and opportunities element
- 2. Agricultural, natural, and cultural resources element
- 3. Land use element
- 4. Housing element
- 5. Transportation element
- 6. Utilities and community facilities element
- 7. Economic development element
- 8. Intergovernmental cooperation element
- 9. Implementation element

#### **Comprehensive Plan and Ordinance Consistency**

Zoning in the Town of Salem is regulated under the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. For that reason, it was important that preparation of the Town of Salem comprehensive plan be coordinated with the preparation of the Kenosha County comprehensive plan. The land use plan map included in Chapter VI of this report is included in the Kenosha County multi-jurisdictional comprehensive plan. The Town and County will continue to work together on rezoning and other zoning actions to ensure such actions are consistent with the Town and County comprehensive plans.

Following adoption of this plan by the Town Board, the Town will amend its Land Division Control Ordinance, if necessary, to bring the ordinance into compliance with the comprehensive plan. Under Section 66.1001(3), zoning, subdivision, and official mapping actions by the Town of Salem must be consistent with the comprehensive plan adopted by the Town Board beginning on January 1, 2010. Recommended changes to the County zoning ordinance and Town subdivision ordinance to help implement this plan are summarized in Chapter XII.

### Fourteen State of Wisconsin Comprehensive Planning Goals

The nine plan elements documented in this plan address the 14 planning goals set forth in Section 16.965(4)(b) of the *Wisconsin Statutes*. The 14 planning goals are:

- 1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- 2. Encouragement of neighborhood designs that support a range of transportation choices.
- 3. Protection of natural areas; including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- 4. Protection of 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 government, and utility costs.
- 6. Preservation of cultural, historic, and archaeological 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 level.
- 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.

### **Public Participation Plan**

Section 66.1001(4) of the *Statutes* requires that the governing body of any county or local government preparing a comprehensive plan adopt written procedures, commonly referred to as a "public participation plan," 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." Proposed plan elements must be widely distributed, and opportunities must be provided for written comments to be submitted by the public to the governing body. A procedure for the governing body to respond to those comments must also be identified.

A public participation plan (PPP) was developed by the multi-jurisdictional comprehensive planning advisory committee (MJAC) for adoption by the Kenosha County Board and the governing bodies of participating local governments. The PPP was adopted by resolution of the Salem Town Board on December 11, 2006. A copy of the PPP is included in Appendix B.

#### **Plan Review and Adoption**

Section 62.23 (the local master planning *Statute*) and Section 66.1001 (the comprehensive planning *Statute*) require that the Town Plan Commission recommend to the Town Board a comprehensive plan or plan amendment prior to Town Board adoption of a plan or plan amendment. The Plan Commission recommendation must be in the form of a resolution adopted by a majority vote of the entire membership of the commission. The *Statutes* further require that the Town must adopt Village powers in order to establish a Plan Commission. The Town of Salem adopted Village powers on April 2, 1975, and has established a Town Plan Commission.

Section 66.1001(4) of the *Statutes* requires that a comprehensive plan or plan amendment be adopted by an ordinance enacted by a majority vote of the full membership of the Town Board. The law further requires that all nine elements be adopted simultaneously, and that at least one public hearing be held prior to adopting the plan. The *Statutes* require that an adopted comprehensive plan, or an amendment to a plan, be sent to all governmental units within and adjacent to the Town; Kenosha County; the Wisconsin Department of Administration (DOA); the Southeastern Wisconsin Regional Planning Commission (SEWRPC); and the public library serving the Town (the Salem branch library of the Community Library system).

### **COMMITTEE STRUCTURE**

The Town Plan Commission had the primary responsibility for reviewing this Town comprehensive plan and those aspects of the multi-jurisdictional plan that relate to the Town. Oversight was provided by the Town Board. The members of the Town Plan Commission and Town Board are listed on the inside front cover of this report.

The Town also participated in the development of the multi-jurisdictional comprehensive plan for Kenosha County by providing comments on draft plan chapters and other materials and by serving on the advisory committee established to develop the County plan. Town Supervisor Dennis Faber served as the Town's representative on the County advisory committee.

### BACKGROUND REGARDING RECENT LAND USE PLANNING EFFORTS OF THE TOWN

On May 12, 2003, SEWRPC presented observations about planning, development, and sewerage facilities in the Town of Salem to the Town Board. During that presentation, the Executive Director of SEWRPC indicated that:

- The Town of Salem is not a classic community in the sense that growth occurs outward from an original single urban center; rather the Town of Salem has multiple growth centers making the public oversight of planning and development matters more difficult.
- As urban development pressures increase in the Town of Salem, it becomes increasingly difficult to develop plans for land use and sewerage facilities for a single target design year of, for example, 2020 or 2030; rather, the existence of multiple growth centers in the Town of Salem argues for moving toward a planning technique based upon "ultimate" or "build-out" conditions.
- The best planning tool that we have to deal with "build-out" development patterns in communities like the Town of Salem is "neighborhood plans." Unlike community plans, which are more general in nature and don't necessarily address "build-out" conditions, "neighborhood plans" address the future land use of every parcel within a delineated neighborhood. Neighborhood plans also address future street patterns and, in turn, utility layouts.
- Neighborhood planning must be complemented by updated sewerage (and ideally water supply) system planning, so that the Town of Salem understands how it can most cost-effectively provide sanitary sewer service to all portions of the Town ultimately intended for urban development.
- A strong commitment to neighborhood and complementary sewerage system planning would provide the basis not only for agreement between Kenosha County and the Town of Salem relative to detailed land use decisions, but also provide a basis for seeking State Department of Natural Resources approval of planned sanitary sewer service areas well in excess of that needed for just the next 15 or 20 years.

At that meeting both SEWRPC and Kenosha County encouraged the Town of Salem Town Board to define and implement an integrated approach to land use and sewerage facilities planning through the preparation of a series of neighborhood plans. Also at that meeting, SEWRPC indicated that as each neighborhood plan is prepared, taken to public hearing, and adopted by the Town of Salem and Kenosha County, that SEWRPC would use the neighborhood plans as the basis for amending the sanitary sewer service area plan map for the Town of Salem.

Subsequently, in 2003 and 2004, SEWRPC worked with Town of Salem officials, staff, and its planning and engineering consultants in the development of a work program to begin the preparation of neighborhood delineations and the design of detailed neighborhood plans for the Town of Salem. By letter dated March 4, 2004, from SEWRPC's Executive Director to the Town of Salem it was indicated that:

"... the neighborhood plans that are proposed [by the Town of Salem] to be developed will provide an essential foundation for the "Smart Growth" planning effort [of Kenosha County]. Those neighborhood plans would be directly incorporated into the Town's "Smart Growth" comprehensive plan, supplemented as necessary to meet the additional planning requirements. The Town should view the neighborhood planning effort as a first step toward fulfilling "Smart Growth" requirements."

In April 2004, the Town of Salem commissioned Meehan & Company, Inc. to prepare neighborhood delineations as well as several neighborhood plans and zoning plans for selected portions of the Town of Salem. These neighborhood plans and zoning plans both amended and provided greater detail to the *Town of Salem Land Use Plan: 2020*, prepared by Meehan & Company, Inc. in March 1999. In addition, the more detailed neighborhood

plan and zoning plan preparation effort represented the ultimate growth of each individual neighborhood planning unit. Under this work effort of the Town of Salem, the initial Town of Salem *Neighborhood Delineations* plan (dated August 27, 2004) was prepared and adopted by the Town Plan Commission on September 22, 2004, and adopted by the Town Board on October 11, 2004. Map 2 indicates the initial Town of Salem adopted neighborhood delineations. Subsequently, from 2004 through 2006, 11 detailed neighborhood plans were prepared for each neighborhood area delineated on Map 2 for the Town of Salem and each such detailed neighborhood plan was formally adopted by both the Town Plan Commission and Town Board (see Table 1) following a significant number of public hearings, including a minimum of one public hearing for each neighborhood plan. [*Note: Final Town of Salem adopted neighborhood delineations for 10 neighborhoods were prepared subsequent to the adoption of the Village of Paddock Lake/Town of Salem Cooperative Plan Under Section 66.0307*, Wisconsin Statutes, *as indicated on Map 8.1 in Appendix C and Map 20 in Chapter V.*]

Concurrently, with the above described Town of Salem neighborhood planning process, both the Village of Paddock Lake and the Town of Salem were engaged in cooperative boundary plan negotiations under the provisions of Section 66.0307 of the *Wisconsin Statutes* as well as sanitary sewer service area negotiations. The result of those negotiations are the *Village of Paddock Lake/Town of Salem Cooperative Plan Under Section 66.0307, Wisconsin Statutes* (dated revised October 3, 2006; approved by both the Village of Paddock Lake and the Town of Salem on December 20, 2006) and the *Sanitary Sewer Service Agreement Between the Town of Salem and the Village of Paddock Lake* (dated revised September 28, 2006; also approved by both the Village of Paddock Lake Growth Area" as set forth in the Village- and Town-approved *Village of Paddock Lake/Town of Salem Cooperative Plan under Section 66.0307, Wisconsin Statutes* (dated revised September 3, 2006).

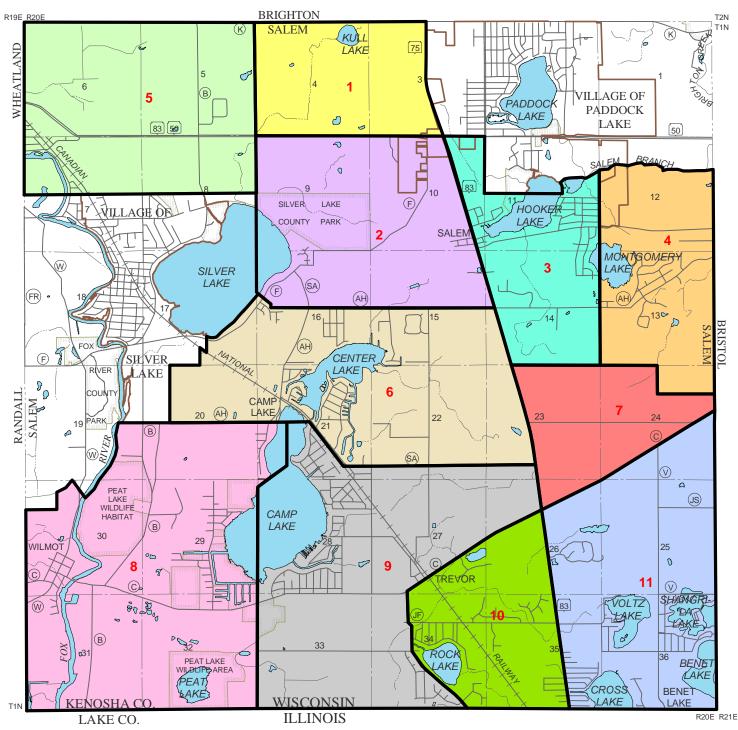
In March 2006, Kenosha County was awarded a \$364,000 grant from the Wisconsin Department of Administration to prepare a multi-jurisdictional "Smart Growth" comprehensive plan for Kenosha County and nine participating local governments-including the Town of Salem. The comprehensive plan is to be in compliance with the requirements of Section 66.1001 titled "Comprehensive Planning" of the *Wisconsin Statutes*. Between 2006 and 2010, Kenosha County staff and officials worked with local units of government, SEWRPC, and Kenosha County UW-Extension to produce such a comprehensive plan. Under the cooperative agreement signed by all participating parties, SEWRPC prepared draft versions of various plan chapters for review by the Multi-Jurisdictional Comprehensive Plan Advisory Committee created for plan preparation and review, each participating local government, Kenosha County, and the UW-Extension. A multi-jurisdictional plan means two or more adjoining local government units participate in the development of a comprehensive plan (that covers the jurisdictions of those local governmental units) which is adopted separately by each unit of government under the provisions of Section 66.1001 of the *Wisconsin Statutes*.

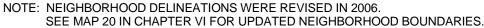
Based, in part, upon the delineated "Village of Paddock Lake Growth Area" set forth in the above described *Village of Paddock Lake/Town of Salem Cooperative Plan Under Section 66.0307, Wisconsin Statutes* as well as Kenosha County's conduct of the "Smart Growth" comprehensive plan preparation (under the requirements of Section 66.1001 of the *Wisconsin Statutes*), the Town of Salem commissioned Meehan & Company, Inc. to:

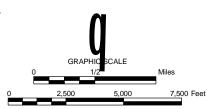
- 1. Prepare neighborhood <u>redelineations</u> (see Map 8.1 of Chapter 8) as well as <u>revised</u> neighborhood plans for four neighborhood areas of the Town of Salem which abut the delineated "Village of Paddock Lake Growth Area" which redelineated the boundaries of former Neighborhood Nos. 1, 2, 3, 4, and 5. [Note: All 10 delineated neighborhoods and the planned land uses of each neighborhood are shown in detail in Appendix C, Maps 8.2 to 8.11.]
- 2. Prepare a *Town of Salem Coordinated Land Use Plan* for the entire Town of Salem including both text and a detailed Coordinated Land Use Plan map of the entire Town of Salem based upon, and consistent with, the Town's various adopted neighborhood plans (including redelineated neighborhood plans for Neighborhood Nos. 2 through 11). The *Town of Salem Coordinated Land Use Plan* addresses planned land uses for those areas of the Town of Salem located outside of delineated neighborhood areas. The recommendations of the Coordinated Land Use Plan are included in this comprehensive plan.

#### Map 2









#### Table 1

		Date Adopted
"Neighborhood Plan" and Date of Plan	Date Adopted by Town Plan Commission	by Town Board
"Neighborhood Delineations" August 27, 2004	September 22, 2004	October 11, 2004
"Neighborhood Redelineations" June 27, 2007	June 27, 2007	July 9, 2007
"Neighborhood Plan and Zoning Plan for Area No. 1" October 27, 2004	October 27, 2004	November 8, 2004
"Neighborhood Plan and Zoning Plan for Area No. 2" April 27, 2005	April 27, 2005	May 9, 2005
"Neighborhood Plan for Redelineated Area No. 2" July 25, 2007	July 25, 2007	August 13, 2007
"Neighborhood Plan and Zoning Plan for Area No. 3" February 23, 2005	February 23, 2005	March 14, 2005
"Neighborhood Plan for Redelineated Area No. 3" September 26, 2007	September 26, 2007	October 8, 2007
"Neighborhood Plan and Zoning Plan for Area No. 4" May 25, 2005	May 25, 2005	June 13, 2005
"Neighborhood Plan for Redelineated Area No. 4" June 27, 2007	June 27, 2007	July 9, 2007
"Neighborhood Plan and Zoning Plan for Area No. 5" October 26, 2005	October 26, 2005	November 14, 2005
"Neighborhood Plan for Redelineated Area No. 5" August 22, 2007	August 22, 2007	September 10, 2007
"Neighborhood Plan and Zoning Plan for Area No. 6" December 28, 2005	December 28, 2005	January 9, 2006
"Neighborhood Plan and Zoning Plan for Area No. 7" February 22, 2006; Amended March 22, 2006	Initial Adoption: February 22, 2006; Amended Plan Adoption: March 22, 2006	June 12, 2006
"Neighborhood Plan for Area No 8" June 28, 2006	June 28, 2006	July 10, 2006
"Neighborhood Plan for Area No. 9" July 26, 2006	July 26, 2006	August 14, 2006
"Neighborhood Plan for Area No. 10" October 25, 2006	October 25, 2006	November 13, 2006
"Neighborhood Plan for Area No. 11" November 29, 2006	November 29, 2006	January 8, 2007

#### NEIGHBORHOOD PLANS ADOPTED BY THE TOWN OF SALEM: 2004 TO 2007

Source: Town of Salem and Meehan & Company, Inc.

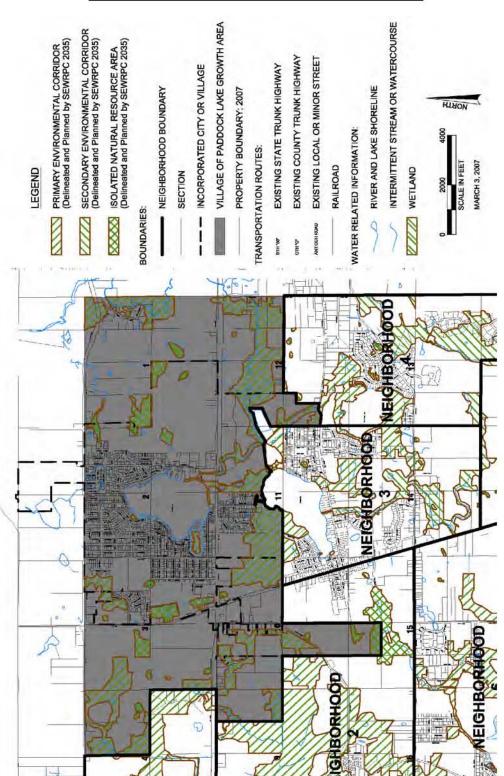
### THE PLANNING AREA

The planning area is composed of the Town of Salem, which in 2008 encompassed a total of 20,529 acres, or about 32 square miles. The Town is located in the southern portion of Kenosha County. It is bordered by the Village of Paddock Lake and the Town of Brighton on the north, by the Village and Town of Bristol on the east, by the Towns of Randall and Wheatland on the west, all located in Kenosha County; and by the Wisconsin-Illinois State line on the south. The Town completely surrounds the Village of Silver Lake.

### **REPORT FORMAT**

This planning report consists of 13 chapters. Following this introductory chapter, Chapters II and III present inventory data about Existing Plans and Ordinances (II) and Population, Household, and Employment Trends (III). Chapters IV through XII constitute the town comprehensive plan. Plan element chapters include: Issues and Opportunities (IV); Agricultural, Natural, and Cultural Resources (V); Land Use (VI); Housing (VII), Transportation (VIII); Utilities and Community Facilities (IX); Economic Development (X); Intergovernmental Cooperation (XI); and Implementation (XII). A summary of the plan is provided in Chapter XIII.

Map 3



### "VILLAGE OF PADDOCK LAKE GROWTH AREA" OF THE <u>VILLAGE OF PADDOCK LAKE/TOWN OF SALEM COOPERATIVE PLAN</u> <u>UNDER SECTION 66.0307, WISCONSIN STATUTES</u>

Source: Kaempfer & Associates, Inc.

### **BENEFITS OF COMPREHENSIVE PLANNING**

In addition to the need to address State planning requirements, there are general positive results of thoughtful comprehensive planning from which the Town of Salem and other participants in the planning process may benefit, including the following:

### • Planning Helps Define the Future Character of a Community

The physical design, setting, and arrangement of land uses can make it possible for people to carry out their daily lives and activities in an attractive and safe community environment. Land use planning and design can foster a distinctive sense of place. Planning allows a community to identify, preserve, and build upon the defining features of the community.

#### • Planning Helps Protect Natural and Cultural Resources

Planning can help protect environmental features like wetlands, woodlands, and stream corridors which provide important public benefits, such as stormwater storage and groundwater recharge areas and recreational opportunities. Such resources would be difficult and expensive to replace if lost or damaged. Planning can also help identify and preserve prime agricultural soils, nonmetallic mining resources, and historic, archaeological, and other important cultural structures and sites.

### • Planning Can Provide a Rational Basis for Local Decisions

Plans provide a factual and objective guide that can be used by public officials and citizens to make informed decisions about land use and development. Planning is a process that can help a community prepare for change rather than react to it.

### • Planning Can Provide Certainty Regarding Future Development

Plans and related maps show landowners and developers the location and type of development desired by the community, which can save them time and money in developing plans for future land uses. Planning can help increase the consistency and fairness of the development review and approval process while protecting the established property interests of existing residents.

### • Planning Can Save Money

Well-planned, orderly, and phased development patterns are less expensive for a community to provide public services and infrastructure than low density and scattered development patterns.

### • Planning Can Promote Economic Development

Planning can provide information about existing businesses and industries, and help determine desirable types of new businesses. Planning can also help determine if the existing work force is sufficient to staff particular employment sectors, and whether local services and housing are adequate to handle the impacts of new economic development.

While planning provides many important public benefits, it is important to recognize that an adopted plan is not an "end result," but rather provides recommendations for future action. Plan recommendations will be fulfilled over time in generally small, incremental steps. A comprehensive plan provides a foundation and guide for many implementing tools, including capital improvements programming, plans for local parks, and local ordinances, programs, and policies affecting land use.

# **Chapter II**

# **EXISTING PLANS AND ORDINANCES**

This comprehensive plan is intended to update existing land use-related plans adopted by the Town of Salem to comply with the comprehensive planning law (Section 66.1001 of the *Wisconsin Statutes*) and to reflect changes that have occurred since earlier Town plans were adopted. This plan is also intended to identify changes to the Town subdivision ordinance needed to implement the comprehensive plan and to refine and detail the regional land use plan and other areawide plans adopted by SEWRPC and Kenosha County. Accordingly, an important step in the planning process was a review of the existing framework of areawide and local plans and related land use regulations. This chapter presents a summary of that review. Plans and ordinances described in this chapter summarize those documents as they existed in 2009. Plans summarized in this chapter are an inventory of plans and regulations adopted during or prior to 2009, and should not be confused with the recommendations developed and adopted as part of this comprehensive plan. Comprehensive plan recommendations are set forth in Chapters IV through XII.

### PART 1: AREA-WIDE PLANS

#### **Regional Plans**

For the past 40 years, SEWRPC has used a cooperative, voluntary approach to preparing regional comprehensive plans. That approach envisions a 10-year planning cycle, beginning with each Federal Census of population and housing. During the first several years of each decade, planning efforts at the regional level are focused on updating the comprehensive planning database (new orthophotography, updated census information, travel surveys, updated land use and environmental corridor inventories, and updated information on local plans and zoning regulations). Population, household, and employment projections for a new design year are also prepared. The next phase of activity involves the preparation, documentation, and adoption of updated regional plans, focusing in particular on the regional land use and transportation plans. The regional plans are prepared cooperatively, with the involvement of State agencies, county and local governments, and private sector interests.

The regional plan contains extensive and detailed inventory information relating to existing land use and natural resources; population and employment information and projections; and regional land use, transportation, and other plan elements that provide an areawide, or metropolitan, planning framework for the preparation of county and local comprehensive plans; although there is no requirement that County and local plans conform to regional plans. Plans prepared by SEWRPC are advisory to County and local governments; however, county and local plans often refine and detail the recommendations set forth in the regional plan. The recommendations and implementation actions related to county and local plans are taken into account when the regional comprehensive plan is updated every 10 years. As a result, there is a continuous feedback loop that seeks to fully integrate local, county, and regional planning in Southeastern Wisconsin.

Regional plans affecting the Town of Salem include:

- The regional land use plan for 2035, adopted in June 2006 (the fifth-generation regional land use plan), is the building block for all regional plans prepared by SEWRPC. The plan recommends that urban development occur in centralized, compact areas that can be served efficiently by public water, sewer, and other public facilities; that primary environmental corridors be preserved; and that prime agricultural lands outside planned urban service areas be protected. The regional plan recommends that each County identify prime agricultural lands through its Farmland Preservation Plan. The regional land use plan, as it pertains to Kenosha County, is shown on Map 4.
- The regional transportation system plan for 2035, adopted in June 2006 (the fifth-generation regional transportation plan) is intended to provide a vision for, and guide to, transportation system development in the Region. The plan consists of five principal elements: public transit, bicycle and pedestrian facilities, transportation systems management, travel demand management, and arterial streets and highways. Future needs for transit, street and highway, and other transportation improvements identified through the regional transportation planning process are designed to serve the future growth proposed in the regional land use plan. Additional information regarding the plan is included in the Transportation Element (Chapter VIII).
- The regional natural areas plan, adopted in September 1997, identifies the most significant remaining natural areas, critical species habitats, geological sites, and archaeological sites in the Region, and recommends means for their protection and management. The plan identifies potential sites to be placed in public or private protective ownership, and other sites to be protected, insofar as it is possible, through zoning or other regulatory means without protective ownership. It also recommends that a detailed management plan be prepared and implemented for each site placed under protective ownership. An inventory of natural areas, critical species habitat sites, and geological sites in the Town is included in Chapter V.
- The regional water quality management plan, adopted in 1979, is a guide to achieving clean and healthy surface waters within the seven-county Region. The plan has five elements: a land use element; a point source pollution abatement element; a non-point source pollution abatement element; a sludge management element; and a water quality monitoring element. The point source pollution abatement element element of the regional water quality management plan is of particular importance to land use planning. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in Southeastern Wisconsin. Under Wisconsin law, major sewerage system improvements and all sewer service extensions must conform to the regional water quality management plan. The Town of Salem Utility District No. 2 sanitary sewer service area plan described later in this chapter is an element of the regional water quality management plan.
- A regional water supply plan is currently being prepared for the seven-county Region. The plan will include the following major components:
  - Water supply service areas and forecast demand for water use.
  - Recommendations for water conservation efforts to reduce water demand.
  - Evaluation of alternative sources of supply, recommended sources of supply, and recommendations for development of the basic infrastructure required to deliver that supply.
  - Identification of groundwater recharge areas to be protected from incompatible development.
  - Specification of new institutional structures necessary to carry out plan recommendations.
  - Identification of constraints to development levels in subareas of the Region due to water supply sustainability concerns.
- The regional telecommunications planning program was initiated at SEWRPC in 2003 to provide a comprehensive broadband telecommunications infrastructure plan for the Region. Such an advanced infrastructure is necessary for Southeastern Wisconsin to compete in a global economy.



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S - PUBLIC SEWAGE TREATMENT PLANT

**E - ELECTRIC POWER GENERATION PLANT** 

2035 REGIONAL LAND USE PLAN AS IT PERTAINS TO KENOSHA COUNTY

Source: SEWRPC.

3

RURAL AREA

SEWRPC Planning Report No. 51, A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin, published in September 2006, sets forth the basic principles and objectives that should be met by an advanced broadband telecommunications system, presents both infrastructure and performance inventories for the existing cellular/PCS mobile wireless networks operating in the Region, describes a recommended wireless telecommunications plan for the Region, and sets forth an approach to implement the plan. Additional information is provided in the Utilities and Community Facilities Element (Chapter IX).

#### Aquatic Plant Management Plans for Lakes in the Town of Salem

A Lake Rehabilitation and Management District has been created by area residents and landowners to undertake an ongoing program of community involvement, education, and lake management for Camp and Center Lakes (one district), Hooker Lake, and Voltz Lake.

SEWRPC, in cooperation with the Voltz Lake Management District, prepared an aquatic plant management and lake protection plan for Voltz Lake; Hey and Associates, Inc., in cooperation with the Camp/Center Lake Rehabilitation District, prepared an aquatic plant management plan for Camp and Center Lakes; and Aron & Associates, in cooperation with the Hooker Lake Management District, prepared an aquatic plant management plan for Hooker Lake. The plans include recommendations to achieve environmentally sound management of the vegetation, fishery, and wildlife population in and around Camp, Center, Hooker, and Voltz Lakes, and the provision of a high-quality, water-oriented urban residential setting with recreational and aesthetic opportunities for residents and visitors. Specific recommendations include control of nuisance plants through limited manual harvesting and chemical control; enforcement of construction site erosion control and stormwater management ordinances, and preparation and implementation of farm conservation plans to reduce sedimentation; protection of shoreland areas and other environmentally sensitive lands through continued enforcement of zoning regulations; slow-no-wake regulations to help protect the shoreline; and development of a fishery enhancement program.

The Benet/Shangri-La Lake Association was in the process of preparing an aquatic plant management plan at the time this comprehensive plan was being completed.

### PART 2: KENOSHA COUNTY AND MULTI-JURISDICTIONAL LAND USE-RELATED PLANS AND ORDINANCES

#### Kenosha County and Multi-Jurisdictional Land Use-Related Plans Kenosha County Multi-Jurisdictional Comprehensive Plan

A multi-jurisdictional comprehensive planning process was initiated in Kenosha County in 2005 to prepare comprehensive plans for the County and nine participating local governments, in order to meet the requirements of Section 66.1001 of the *Wisconsin Statutes*. The Wisconsin Department of Administration (DOA) awarded a comprehensive planning grant to Kenosha County in June 2006 to help fund preparation of the County and local plans. The Village of Bristol joined the partnership in January 2010. Six of the local governments (the Villages of Bristol and Silver Lake and Towns of Brighton, Bristol, Paris, and Somers) chose to adopt the County comprehensive plan as their local comprehensive plan; while the City of Kenosha, Village of Pleasant Prairie, and Towns of Salem and Wheatland chose to prepare and adopt a separate local comprehensive plan, based on the multi-jurisdictional plan. The Town of Salem comprehensive plan is documented in this report.

The comprehensive planning effort was coordinated through a Multi-Jurisdictional Comprehensive Planning Advisory Committee (MJAC). The MJAC guided preparation of the multi-jurisdictional plan, including development of planning goals, objectives, policies, and programs, review of draft plan chapters and other plan materials, and development of a recommended plan for consideration by the County Board, the Village Boards of Bristol and Silver Lake, and the Town Boards of Brighton, Bristol, Paris, and Somers. The Advisory Committee is comprised of one representative and one alternate appointed by each local government partner and one member and one alternate appointed by the Kenosha County Executive and confirmed by the County Board. The Committee also includes a representative from each of the three non-partnering local governments as non-voting members, and 10 citizen and interest group representatives, who are also non-voting members. The Advisory

Committee generally met every other month between August 2006 and December 2009 to complete a draft comprehensive plan for review by the County Board and local governments. The Town was represented on the MJAC by Town Board Supervisor Dennis Faber.

The multi-jurisdictional comprehensive plan provides a long-range guide for Kenosha County officials, staff, and citizens to effectively address future development and natural resource protection in the County through the year 2035, and sets forth planning goals, objectives, policies, and programs for the County and the local governments that have adopted the multi-jurisdictional plan as the Town or Village comprehensive plan. Much of the inventory information and many of the recommended goals, objectives, policies, and programs developed as part of the multi-jurisdictional comprehensive plan were used to help prepare this comprehensive plan for the Town of Salem.

### Kenosha County Park and Open Space Plan

A County park and open space plan¹ was adopted by the Kenosha County Board in October 1988 and amended in October 1999 to include a new major park in the western portion of the County. The plan consists of both an open space preservation element and an outdoor recreation element, intended to, respectively, protect areas containing important natural resources and to provide major parks, areawide trails, and resource-oriented recreational facilities. The outdoor recreation element of the plan is shown on Map 5.

### Kenosha County Farmland Preservation Plan

Prime agricultural lands in Kenosha County were identified by the Kenosha County farmland preservation plan,² which was adopted by the Kenosha County Board in June 1981. Prime agricultural land was defined based on the following criteria: each farm must be at least 35 acres in size; at least 50 percent of the farm must be covered by soils which meet Soil Conservation Service (now the USDA Natural Resources Conservation Service) criteria for "Prime Farmland" or "Farmland of Statewide Importance" (generally Class I, II, or III soils); and the farm should be located in a contiguous farming area at least 100 acres in size.

Areas recommended for farmland protection in the Town of Salem were identified as part of this comprehensive plan and are set forth in the Agricultural, Natural, and Cultural Resources and Land Use elements. Following adoption of the Kenosha County multi-jurisdictional comprehensive plan, the County farmland preservation plan will be updated to reflect changes that have occurred since 1981, and to meet new requirements of the Wisconsin Farmland Preservation Program.

The Wisconsin Farmland Preservation Program, set forth in Chapter 91 of the *Wisconsin Statutes*, was amended as part of the 2009-2010 State budget bill. Major changes to the State program include setting a flat per-acre tax credit for owners of farmland instead of basing the credit on household income; requiring all land in the program to be zoned for exclusive agricultural use or enrolled in an Agricultural Enterprise Area to claim tax credits; and streamlining the process of applying for the program and claiming the tax credits. Counties, including Kenosha County, will be required to update the County Farmland Preservation Plan. The State program also established a Purchase of Agricultural Conservation Easement (PACE) program, and made changes to exclusive agricultural zoning districts, which may be incorporated into County zoning ordinances following the update of the County Farmland Preservation Plan.

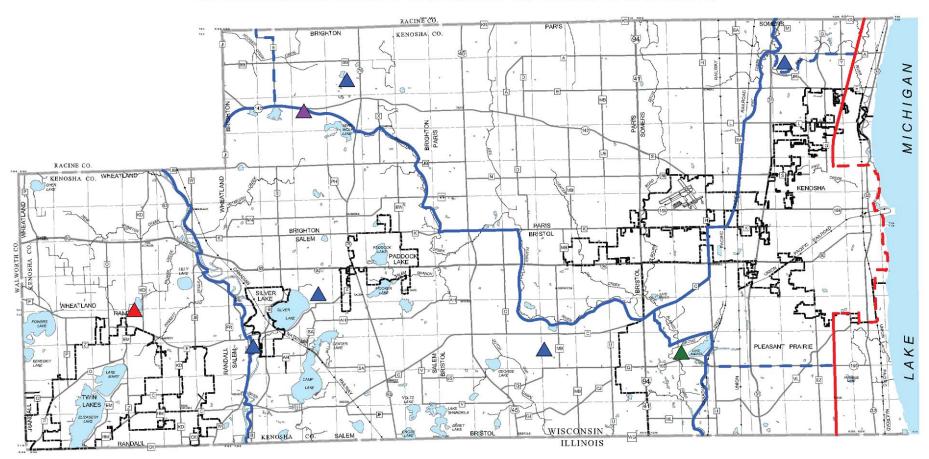
### Jurisdictional Highway System Plan

In 1975, the Kenosha County Board of Supervisors adopted the first County jurisdictional highway system plan, which had a design year of 1990. The 2035 regional transportation plan, described earlier in this chapter, recommends updating the 1990 jurisdictional highway system plan for Kenosha County to cope with growing

¹Documented in SEWRPC Community Assistance Planning Report No. 131, A Park and Open Space Plan for Kenosha County, Wisconsin, November 1987. The County park plan was amended in October 1999.

²Documented in SEWRPC Community Assistance Planning Report No. 45, A Farmland Preservation Plan for Kenosha County, Wisconsin, June 1981.

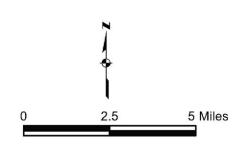
OUTDOOR RECREATION ELEMENT OF THE KENOSHA COUNTY PARK AND OPEN SPACE PLAN



#### MAJOR OUTDOOR RECREATION SITES AND TRAILS

MAJOR COUNTY PARK MAJOR COUNTY PARK SITE (UNDEVELOPED) MAJOR VILLAGE PARK MAJOR STATE OUTDOOR RECREATION SITE EXISTING RECREATION TRAIL PROPOSED RECREATION TRAIL EXISTING CONNECTING TRAIL PROPOSED CONNECTING TRAIL Source: SEWRPC.

Note: Map includes only "major" parks (public parks of 100 acres or more).



traffic demands and to adjust the existing highway system to serve changes in traffic patterns taking place within the County, and achieve an equitable distribution of arterial street and highway development and maintenance costs and revenues among various levels and units of government. SEWRPC staff will be working with the County jurisdictional highway system planning committee during 2010 to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the 2035 regional plan. This will be an extensive effort that will involve the review and redefinition of the functional criteria used to determine which level of government should have jurisdiction over each arterial street, and the application of those criteria to arterial streets and highways in the County. This effort may change the jurisdictional recommendations of the regional plan, which will be amended to reflect the recommendations of the jurisdictional plan. Changes to the functional classification of streets and highways may also result from the comprehensive update of the County jurisdictional highway system plan.

### Kenosha County Public Transit-Human Services Transportation Coordination Plan

A public transit-human services transportation coordination plan for Kenosha County, adopted in December 2008, is intended to provide a framework to assist community leaders, human services agencies, and public transit agencies to improve transportation services in Kenosha County. The coordination plan assesses the existing transportation needs and services in the County, identifies unmet needs or service gaps, and presents a prioritized list of strategies to address those needs. In 2009, SEWRPC initiated work on a new public transit development plan for Kenosha County for the years 2010-2014. The new plan will evaluate in-depth the existing operations of the Kenosha Area Transit and Western Kenosha County Transit systems; identify unmet transit travel needs for Kenosha County residents, and recommend transit service and capital improvements for both the City and County transit systems.

### Land and Water Resources Management Plan

A land and water resources management plan³ was adopted by the County Board in September 2000 and updated in 2007. The plan identifies a set of priority issues related to County land and water resources, including stormwater management, sedimentation, animal waste runoff, yard waste management, illicit dumping of waste, excessive fertilizer and pesticide application, wetland resource protection, groundwater degradation, loss of farmland and open space, and lack of riparian buffers. These concerns and issues were used as a basis for developing the goals, objectives, and recommended actions for the plan. Recommendations specific to each of the County's five watersheds were divided into the following categories: agricultural land use, nonagricultural and urban land use, water quality and wildlife habitat, educational programming, and groundwater. To address these issues, the plan identifies the following goals: reduce agricultural and non-agricultural nonpoint source pollution; reduce sedimentation in agricultural drainageways; encourage urban density land use only within identified urban service areas; improve the overall water quality and wildlife habitat; continue to implement and enhance the County's shoreland management program; reduce the threat to groundwater contamination; and increase education and awareness on groundwater resources, natural resources, and the environment. The plan defines a work plan, which sets forth the objectives and actions that will be carried out in order to achieve the goals associated with each issue, and identifies the agency or organization responsible for carrying out the listed action steps.

### Des Plaines River Watershed Plan

The Des Plaines River Watershed Plan⁴ was adopted by the Kenosha County Board in October 2003. The Des Plaines River Watershed encompasses 133 square miles in the southeastern portion of the County, including a portion of the Town of Salem. The plan delineates new floodplain boundaries and updates existing boundaries along all streams in the watershed. Plan recommendations were developed for future land uses, park and open

³Documented in SEWRPC Community Assistance Planning Report No. 255 (2nd Edition), A Land and Water Resources Management Plan for Kenosha County: 2008-2012, October 2007.

⁴Documented in SEWRPC Planning Report No. 44, A Comprehensive Plan for the Des Plaines River Watershed, June 2003.

space needs, stormwater and floodplain management, water quality management, and fisheries management. The watershed plan also recommends the continued maintenance and preservation in open uses of primary and secondary environmental corridors and isolated natural resource areas, and the preservation and restoration of potential prairie areas.

### Flood Mitigation Plan for Kenosha County

The Kenosha County Board adopted a Flood Mitigation Plan⁵ for Kenosha County in December 2001. The plan was designed to update flood mitigation recommendations and minimize flood damage in the County. The study area for the plan includes the unincorporated areas within the Des Plaines River watershed, the Fox River watershed, and the Pike River watershed, and a portion of the Fox River watershed within the Village of Silver Lake.

The flood mitigation plan identifies the 100-year floodplain adjacent to the Fox River and around inland lakes within the County. Flood damage to structures within the Fox River floodplain, including homes in the Town of Salem, has been identified as particularly severe and the removal of structures within the floodplain is identified as a high priority. To enable the County to accomplish its flood mitigation goal, the following five objectives were identified: 1) continue the voluntary acquisition/relocation program of residential and commercial properties in the Fox River floodplain; 2) ensure that all property acquired in the Fox River floodplain is set aside as permanent open space; 3) maintain stringent zoning regulations that prohibit the expansion of existing and the development of new residential and commercial structures in the 100-year floodplain; 4) maintain an inventory of structures at risk of flooding; and 5) disseminate information related to flood prone areas. As of mid-2007, 119 parcels along the Fox River had been acquired by the County.

The Flood Mitigation Plan for Kenosha County was updated and incorporated into the County Hazard Mitigation Plan in 2005.⁶

### Nonpoint Source Pollution Control Plan for the Camp-Center Lakes Priority Watershed Project

The Wisconsin Department of Natural Resources (DNR), in cooperation with Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP), USDA Natural Resources Service (NRCS), and the Kenosha County Office of Planning and Development, prepared a nonpoint source pollution control plan for the Camp-Center Lakes Priority Watershed Project in December 1996. The DNR selected the Camp-Center Lakes watershed as a priority watershed project through the Wisconsin Nonpoint Source Water Pollution Abatement Program in 1993. The Nonpoint Source Water Pollution Abatement Program was created in 1978 by the Wisconsin State Legislature and provides financial and technical assistance to landowners and local governments to reduce nonpoint source pollution. The Camp-Center Lakes Priority Watershed Plan assesses the sources of pollution in the Camp-Center Lakes watershed and guides the implementation of nonpoint source pollution control measures. The sources of pollution most commonly found in this watershed include sediment and phosphorus from cropland erosion, eroding streambanks, construction erosion, shoreline erosion, and urban sources.

### Economic Summit Reports

In August 2001, the first Kenosha County Economic Summit was hosted by the Blue Ribbon Strategic Plan Task Force, a subcommittee of the Kenosha County Workforce Development Board. In March 2007, over 150 business, government, education, and community service leaders attended a second Kenosha County economic summit, "Solutions for the Future." Attendees separated into focus groups charged with developing specific action plans

⁵Documented in SEWRPC Community Assistance Planning Report No. 269, Flood Mitigation Plan for Kenosha County, Wisconsin, December 2001, with assistance from the Kenosha County Housing Authority.

⁶Documented in SEWRPC Community Assistance Planning Report No. 278, Kenosha County Hazard Mitigation Plan, June 2005.

that the County should consider to ensure that Kenosha County is poised to grow and have high-skill, high-wage jobs while maintaining and improving the quality of life. The following recommendations were put forth by the Infrastructure for the Future focus group:

- Support the expansion of commuter rail
- Fully fund infrastructure support
- Build telecommunications structure for broadband
- Improve lakefront access for quality of life

Additional focus groups developed recommendations on topics including Meeting Employer Training Needs in a Non-Traditional Way, Employing the Hard-to-Employ, Supporting Entrepreneurship, Directions for Economic Development, and Recruitment and Retention. Recommendations were developed to attract creative and non-traditional industries; engage and involve the younger generation (ages 24-45), especially in community leadership; rehabilitate the older infrastructure and add new infrastructure; develop a strategy for involving and attracting retirees; and develop a healthy downtown Kenosha.

### Kenosha County Land Use-Related Ordinances

### Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance

In 1983, the County Board adopted a comprehensive amendment to the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance, which is codified in Chapter 12 of the *County Code of Ordinances*. The ordinance was adopted and is administered in accordance with Sections 59.69 and 59.692 of the *Wisconsin Statutes*. The ordinance regulates land uses, buildings, and other structures in the unincorporated (town) areas of the County, including the Town of Salem. The ordinance has been revised a number of times, with the most recent revision in September 2006. The ordinance includes 29 basic zoning districts and eight overlay districts, and is administered by the Kenosha County Department of Planning and Development in cooperation with the affected towns. Map 6 depicts zoning districts in effect in December 2008 in the Town of Salem. A summary of zoning district regulations in 2010 is presented in Table 2.⁷

Under Section 59.692 of the *Statutes* and Chapter NR 115 of the *Wisconsin Administrative Code*, counties are responsible for regulating shoreland areas within unincorporated (town) areas. Shorelands are defined as lands lying within 1,000 feet of the ordinary high-water mark (OHWM) of navigable lakes, ponds, and flowages; or within 300 feet of the ordinary high-water mark of navigable rivers and streams, or to the landward edge of the floodplain, whichever distance is greater.

The County shoreland zoning ordinance includes restrictions on uses in wetlands located within the shoreland, and requires most structures to be set back a minimum of 75 feet from the OHWM of navigable waters, unless a greater setback is required by zoning district regulations. 'Earth movements' such as dredging, ditching, lagooning, and landscaping are restricted, but may be allowed if a stipulated shoreland permit is approved by the County for such activities. Tillage, grazing, livestock feeding and watering, and fertilizer application are also restricted, although certain forms of these activities may be allowed under a stipulated shoreland permit. Water diversions also require the issuance of a stipulated shoreland permit. Removal of natural vegetation is also restricted in the shoreland area, in accordance with State regulations.

The County zoning ordinance includes restrictions limiting the types of uses that can occur in the 100-year floodplain to prevent damage to structures and property and to protect the floodwater conveyance and storage capacity of floodplains. Minimum requirements for management of areas within the 100-year floodplain are set forth in Chapter NR 116 of the *Administrative Code*. Under State law, counties are responsible for adopting and administering floodplain ordinances in unincorporated areas.

⁷The Kenosha County Board amended the County zoning Ordinance on March 2, 2010, to add five new zoning districts.

Map 6

**EXISTING ZONING IN THE TOWN OF SALEM: DECEMBER 2008** R20 E R21 E T 2 N BRIGHTON SALEM AND TT STAR PADDOCK LAKE HE ILLAGE OF 2-2 PADDOCI LAKE M-3 A-1 R-2 R-2 R-2 c-SILVER LAKE C-B-3 A-2 RANDAL C-OLS ~ P.-2 CAMP C-1 M-1

#### ILLI OIS R 19 E R20 E N

#### Agricultural

- A-1 Agricultural Preservation District
- A-2 General Agricultural District
- A-3 Agricultural-Related Manufacturing, Warehousing and Marketing District
- A-4 Agricultural Land Holding District

#### Residential

- R-1 Rural Residential District
- R-2 Suburban Single-Family Residential District R-3 Urban Single-Family Residential District
- R-4 Urban Single-Family Residential District
- R-5 Urban Single-Family Residential District
- R-6 Urban Single-Family Residential District
- R-7 Suburban Two-Family and Three Family Residential District
- R-8 Urban Two-Family Residential District R-9 Multi-Family Residential District
- R-10 Multi-Family Residential District
- R-11 Multi-Family Residential District
- R-12 Mobile Home Park Subdivision

Source: Town of Salem, Meehan & Company Inc., and SEWRPC.

#### LAKE CO.

#### **Business/Commercial**

- B-1 Neighborhood Business District
- B-2 Community Business District
- B-3 Highway Business District
- B-4 Planned Business District
- B-5 Wholesale Trade and Warehousing District

#### Manufacturing/Industrial

- M-1 Limited Manufacturing District
- M-2 Heavy Manufacturing District
- M-3 Mineral Extraction District
- M-4 Sanitary Landfill and Hazardous Waste Disposal District

#### Conservancy

- C-1 Lowland Resource Conservancy District
- C-2 Upland Resource Conservancy District

#### Institutional

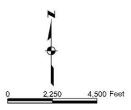
I-1 Institutional District

#### Park/Recreational

PR-1 Park - Recreational District

#### **Overlay Districts**

- Shoreland Overlay District
- FPO Floodplain Overlay District
- FFO Camp Lake/Center Lake Floodway Overlay District
   FFO Camp Lake/Center Lake Floodplain Fringe Overlay District
   HO Historical Overlay District
- AEO Adult Entertainment Overlay District
- EX PUD Planned Unit Development Overlay District
- AO Airport Overlay District
- RC Rural Cluster Development Overlay District



#### Table 2

### KENOSHA COUNTY ZONING ORDINANCE SUMMARY OF DISTRICT REGULATIONS: 2007

District	Typical Principal Uses	Typical Conditional Uses	Minimum Lot Area	Minimum / Maximum Floor Area (square feet)
A-1 Agricultural Preservation	Agriculture, livestock raising, one farm dwelling	Community living arrangement serving 9 to 15 persons, air strips, housing for farm laborers, kennels, bed and breakfast establishments, and communication towers	35 acres	1,000 minimum; 1,000 first floor minimum
A-2 General Agricultural	Agriculture, one farm dwelling, equestrian trails, community living arrangements serving 8 or fewer persons, and foster family homes	Community living arrangement serving 9 to 15 persons, air strips, housing for farm laborers, kennels, bed and breakfast establishments, communication towers, wind energy conversion systems, and riding stables	10 acres	1,000 minimum; 1,000 first floor minimum
A-3 Agricultural Related Manufacturing, Warehousing, and Marketing	Agricultural warehousing, food processing, sales and maintenance of farm implements	Commercial egg production and feed lots, fertilizer production and storage, gasohol plants, meat processing, communication towers, and wind energy conversion systems	5 acres	
A-4 Agricultural Land Holding	Agriculture, forest and game management, livestock raising, one farm dwelling	Community living arrangement serving 9 to 15 persons, air strips, housing for farm laborers, kennels, bed and breakfast establishments, communication towers, wind energy conversion systems, and riding stables	35 acres	1,000 minimum; 1,000 first floor minimum
R-1 Rural Residential	Single-family dwellings, community living arrangements serving 8 or fewer persons, and foster family homes	Community living arrangements serving 9 to 15 persons, model single-family homes, bed and breakfast establishments, and wind energy conversion systems	5 acres	1,400 minimum; 1,000 first floor minimum
R-2 Suburban Single-Family Residential	Single-family dwellings, community living arrangements serving 8 or fewer persons, and foster family homes	Community living arrangements serving 9 to 15 persons, model single-family homes, and bed and breakfast establishments	40,000 square feet	1,200 minimum; 800 first floor minimum
R-3 Urban Single- Family Residential	Single-family dwellings, community living arrangements serving 8 or fewer persons, and foster family homes	Community living arrangements serving 9 to 15 persons, model single-family homes, and bed and breakfast establishments	20,000 square feet	1,200 minimum; 800 first floor minimum
R-4 Urban Single- Family Residential	Single-family dwellings, community living arrangements serving 8 or fewer persons, and foster family homes	Community living arrangements serving 9 to 15 persons, model single-family homes, and bed and breakfast establishments	15,000 square feet	1,200 minimum; 800 first floor minimum
R-5 Urban Single- Family Residential	Single-family dwellings, community living arrangements serving 8 or fewer persons, and foster family homes	Community living arrangements serving 9 to 15 persons and model single-family homes	10,000 square feet	1,000 minimum; 800 first floor minimum
R-6 Urban Single- Family Residential	Single-family dwellings, community living arrangements serving 8 or fewer persons, and foster family homes	Community living arrangements serving 9 to 15 persons	6,000 square feet	800 minimum; 800 first floor minimum
R-7 Suburban Two- and Three- Family Residential	Two- or three-family dwellings, community living arrangements serving 8 or fewer persons, and foster family homes	Community living arrangements serving 9 to 15 persons and model two-family homes or condominiums	80,000 square feet for two-family; 100,000 square feet for three-family	2,000 minimum for two-family; 1,000 minimum per unit; 1,500 first floor minimum
R-8 Urban Two- Family Residential	Two-family dwellings, community living arrangements serving 8 or fewer persons, and foster family homes	Community living arrangements serving 9 to 15 persons and model two-family homes or condominiums	20,000 square feet	2,000 minimum; 1,000 minimum per unit; 1,500 first floor minimum
R-9 Multiple-Family Residential	Community living arrangements serving 15 or fewer persons and foster family homes	Multiple family dwellings not to exceed 8 units per structure, community living arrangements serving 16 or more persons, and model apartments and condominiums	10,000 square feet or 5,000 square feet per unit	1,500 minimum; 1,000 first floor minimum; Efficiency or one- bedroom 500 per unit; Two-bedroom 750 per unit; Three or more 1,000 per unit

### Table 2 (continued)

District	Typical Principal Uses	Typical Conditional Uses	Minimum Lot Area	Minimum / Maximum Floor Area (square feet)
R-10 Multiple-Family Residential	Community living arrangements serving 15 or fewer persons and foster family homes	Multiple family dwellings not to exceed 8 units per structure, community living arrangements serving 16 or more persons, and model apartments and condominiums	12,000 square feet or 4,000 square feet per unit	2,000 minimum; 400 per unit for efficiency or one bedroom; 600 per unit for two-bedroom ; 800 per unit for three or more
R-11 Multiple-Family Residential	Community living arrangements serving 15 or fewer persons and foster family homes	Multiple family dwellings, community living arrangements serving 16 or more persons, model apartments and condominiums, and elderly housing	20,000 square feet or 3,000 square feet per unit	bedroom 3,000 minimum; 300 per unit for efficiency or one bedroom; 500 per unit for two-bedroom ; 600 per unit for three or more bedroom
R-12 Mobile Home Park / Subdivision	Mobile homes and foster family homes	Mobile home parks and model mobile homes	7,500 square feet	600 minimum
B-1 Neighborhood Business	Neighborhood level retail and service	Flea markets, gas stations, and taverns	10,000 square feet (sewered); 40,000 square feet (unsewered)	2,500 maximum for individual retail; 1,500 maximum for customer service or office
B-2 Community Business	Community level retail, office, and service	Animal hospitals, automobile sales and services, bus depots, car washes, commercial recreational facilities, gas stations, and restaurants	10,000 square feet (sewered); 40,000 square feet (unsewered)	
B-3 Highway Business	Principal uses permitted in B-1, B-2, or B-4, drive-in establishments, motels, nightclubs and dance halls, building supply stores, and commercial indoor recreation	Arenas and stadiums, automobile sales and services, gas stations, mini-warehouses, communication towers, and wind energy conversion systems	40,000 square feet	
B-4 Planned Business	Principal uses permitted in B-1, B-2, and B-3	Flea markets, gas stations, and wind energy conversion systems	2 acres	
B-5 Wholesale Trade and Warehousing	Wholesale and bulk sales, warehousing, mail order distribution centers, and printing and publishing houses	Animal hospitals and kennels, automobile sales and services, construction services, gas stations, testing and research laboratories, lumber yards, water storage tanks, and communication towers	10,000 square feet (sewered); 40,000 square feet (unsewered)	
M-1 Limited Manufacturing	Manufacturing and industrial uses the nature of which require restrictive regulations as to hours of operations, method of manufacture, and storage of materials and products	Concrete and asphalt batch plants, freight terminals, millwork and lumber yards, retail or wholesale sales of manufactured products, communication towers, and wind energy conversion systems	10,000 square feet (sewered); 40,000 square feet (unsewered)	
M-2 Heavy Manufacturing	General manufacturing	Abrasives, animal reduction, storage yards, electrical and steam generating plants, foundries, gasohol plants, laboratories, refineries, power and heat generating plants, stockyards, tanneries, communication towers, wind energy conversion systems, and manufacturing, processing, and storage of building materials, explosives, dry ice, flammables, glue, plastic, and soap	40,000 square feet	
M-3 Mineral Extraction	No principal uses permitted by right	Quarrying or other nonmetallic mining, storage of mineral products or machinery, manufacturing of cement or concrete products, communication towers, wind energy conversion systems, and washing or refining processed minerals and materials	Lots shall provide sufficient area for operation	

# Table 2 (continued)

District	Typical Principal Uses	Typical Conditional Uses	Minimum Lot Area	Minimum / Maximum Floor Area (square feet)
M-4 Sanitary Landfill and Hazardous Waste Disposal	No principal uses permitted by right	Sanitary landfills, manufacture of substances in which EPA certified priority pollutants may be a byproduct, hazardous waste warehousing and transfer, garbage and medical waste incineration, and recycling centers	10 acres	
l-1 Institutional	Churches, hospitals, nursing homes, clinics, libraries, schools, and government buildings	Airports, bus terminals, cemeteries, power and heat generating plants, school auditoriums and gymnasiums, water storage tanks, communication towers, and wind energy conversion systems	10,000 square feet (sewered); 40,000 square feet (unsewered)	
PR-1 Park- Recreational	Parks and playgrounds, recreation trails, botanical gardens, and hunting and fishing clubs	Amusement parks, arenas and stadiums, beaches and public swimming pools, campgrounds, golf courses, resorts, amphitheaters, communication towers, and wind energy conversion systems	Lots shall provide sufficient area for principal use	
C-1 Lowland Resource Conservancy	The following provided no filling, draining, or excavation: certain recreational activities, harvesting wild crops, pasture, and cultivating of agricultural crops	Nonresidential buildings for wildlife management, park and recreation areas, and wildlife ponds		
C-2 Upland Resource Conservancy	Agriculture, hunting and fishing, park and recreation areas, single-family dwellings	Bed and breakfast establishments and wind energy conversion systems	5 acres	1,400 minimum; 1,000 first floor minimum
FPO Floodplain Overlay	Any use of land, except structures, permitted in underlying basic use district	Marinas, municipal water supply and sanitary sewage systems, and park and recreational areas		
FWO Camp Lake / Center Lake Floodway Overlay	Drainage and movement of water, stream bank protection, and the following provided they are permitted in the underlying basic use district: grazing, horticulture, pasturing, open recreational uses, and wildlife preserves	Marinas, open space and related uses, municipal water distribution and sanitary sewage collection lines		
FFO Camp Lake / Center Lake Floodplain Fringe Overlay	Any use of land permitted in the underlying basic use district and residential, commercial, and industrial park, and institutional structures permitted in the underlying basic use district ^a	None		
HO Historical Overlay	All principal uses permitted in the underlying basic use district	All conditional uses permitted in the underlying basic use district		b
AEO Adult Entertainment Overlay	All principal uses permitted in the underlying basic use district and certain adult entertainment uses such as adult cabarets, media stores, and novelty shops	All conditional uses permitted in the underlying basic use district		^b
PUD Planned Unit Development Overlay	All principal uses permitted in the underlying basic use district	All conditional uses permitted in the underlying basic use district	Residential ^c - 10 acres; Commercial - 10 acres; Industrial - 40 acres	_ b
AO Airport Overlay	The following principal uses provided they are permitted in the underlying basic use district: agriculture, arboretum, auto storage areas, botanical gardens, golf courses, marinas, nurseries, and water- treatment plants	The following conditional uses provided they are permitted as either principal or conditional uses in the underlying basic use district: banking services, convention center, gas stations, hotels and motels, lumber yards, office building, recreational activities, restaurants, sewage disposal plants, shopping centers, warehouse, and wholesale distribution centers	d	b

# Table 2 (continued)

District	Typical Principal Uses	Typical Conditional Uses	Minimum Lot Area	Minimum / Maximum Floor Area (square feet)
RCO Rural Cluster Development Overlay	Clustered single-family detached dwellings, single-family farmstead dwellings, community living arrangements serving 8 or fewer persons, foster family homes, and common open space	Community living arrangements serving 9 to 15 persons, golf courses, community swimming pools, community centers, and wind energy conversion systems	20,000 square feet for areas with an underlying R-1, R- 2, or C-2 zoning (sewered) 40,000 square feet for areas with an underlying R-1 or C-2 zoning and 80,000 square feet for areas with an underlying A-2 zoning (unsewered)	Maximum 15 percent lot coverage (sewered) Maximum 10 percent lot coverage (unsewered)

Note: This table is a summary and should not be used as a guide to answer zoning-related questions. Refer to the Kenosha County zoning ordinance and map for specific zoning information.

^aProvided that the structures comply with the fill requirements set forth in Section 12.26-1.7(d)1 of the ordinance.

^bIndividual structures must comply with the specific building area and height requirements of the underlying basic use district.

^cSpecific density requirements for residential Planned Unit Development Overlay Districts are set forth in Section 12.26-4 (k)1d of the Kenosha County ordinance. ^dLot area, width, yards and sanitation requirements applicable in the underlying district apply in the Airport Overlay District.

Source: Kenosha County General Zoning and Shoreland/Floodplain Ordinance and SEWRPC.

# Floodplain Map Modernization Project

The Federal Emergency Management Agency (FEMA), in partnership with the Wisconsin Department of Natural Resources (DNR), initiated a "Map Modernization Program" in Kenosha County in 2005 to update floodplain mapping throughout the County. FEMA has contracted with a private engineering firm to prepare a new county-wide digital flood insurance rate map (DFIRM) that will cover incorporated and unincorporated areas of the County. A preliminary DFIRM was released in summer 2007. A letter of final determination is anticipated to be issued in 2010. Within six months of the issuance of that letter, Kenosha County and each city and village in the County will be required to update their zoning maps and ordinances to reflect the new floodplain delineations. At the end of the six-month period, FEMA will issue the final DFIRM.

# Nonmetallic Mining Reclamation Ordinance

The Kenosha County nonmetallic mining reclamation ordinance (Chapter 13 of the County Code of Ordinances) was established to ensure the effective reclamation of nonmetallic mining sites in accordance with Chapter NR 135 of the *Wisconsin Administrative Code* and Chapter 295 of the *Wisconsin Statutes*. The requirements of the ordinance apply to all operators of nonmetallic mining sites within Kenosha County operating or commencing operation after August 1, 2001, except for nonmetallic mining sites located in a city, village, or town that has adopted a local mining reclamation ordinance that meets State requirements, in which case the local ordinance requirements apply. The Village of Pleasant Prairie is the only local government in the County that has adopted its own nonmetallic mining reclamation ordinance.

The County and Village ordinances include minimum standards for surface water and wetland protection, groundwater protection, topsoil management, final grading and slopes, topsoil redistribution for reclamation, and re-vegetation and site stabilization, and also set forth criteria for assessing completion of successful site reclamation and maintenance.

# PART 3: TOWN LAND USE-RELATED PLANS AND ORDINANCES

# **Town of Salem Land Use Plan**

The *Town of Salem Land Use Plan: 2020* was adopted by the Town Plan Commission in April 1999 and by the Town Board in May 1999. New growth and development is directed to areas of the Town where such growth can occur successfully without the degradation of the Town character or environment. New growth and development

is planned to provide for a mix of land use types in order to assure a diverse tax base for the Town. Through the year 2020, new urban and suburban growth is generally intended to occur within the planned year 2020 sanitary sewer service area, while rural land use districts will accommodate rural growth. The plan also indicates a limited amount of urban and suburban growth to occur beyond the year 2020.

# Town of Salem Neighborhood Plans and Coordinated Land Use Plan

Due to rapidly changing conditions between 1999 and 2003, the Town of Salem had requested numerous amendments to the regional water quality management plan to change the boundary of the Town sanitary sewer service area. In 2004, the Town began work on 11 detailed neighborhood plans in order to ease land use decision-making problems stemming from multiple growth centers within the Town. The neighborhood plans provide greater detail than the land use plan by addressing the future land use of each parcel within the delineated neighborhoods and planned street layouts, and were all formally adopted by both the Town Plan Commission and Town Board during the period 2004 through 2006.

Concurrently with the neighborhood planning process, the Town developed a boundary agreement with the Village of Paddock Lake. About 1,900 acres now in the Town will become part of the Village under the agreement, which was approved by both the Town and the Village in 2006. The area that was originally Neighborhood No. 1 is entirely within the Village of Paddock Lake growth area, which reduced the number of detailed Town neighborhood plans to 10. Four other neighborhood plans were revised to reflect the future Town boundary called for by the boundary agreement. In 2009, the Town of Salem adopted a Coordinated Land Use Plan that incorporated the 10 neighborhood plans, plus the rural areas of the Town outside a delineated neighborhood area.

This comprehensive plan updates and replaces the Coordinated Land Use Plan, but carries forward many of the plan's recommendations. This comprehensive plan incorporates by reference the 10 neighborhood plans adopted by the Town Board. Additional information is provided in Chapters VI, XII, and Appendix C.

# Town of Salem Park and Open Space Plan

The current park and open space plan, *A Park and Open Space Plan for the Town of Salem: 2020*, was adopted on March 14, 2005. The plan identifies park and open space acquisition and development activities within the Town, and recommends additional recreational sites or facilities that may be needed in the Town. Specific recommendations regarding the Town park and open space system include: the acquisition and development of one new community park, 11 new neighborhood parks distributed throughout the Town, and the development of recreational facilities at each park; the development of neighborhood park facilities at Wilson Runyard Public Mini-Park; improvement to existing recreational facilities at Salem Oaks Public Mini-Park and Westosha Marines Public Mini-Park; continued maintenance at all existing Town-owned parks, open space sites, and public access sites; and development and maintenance of a Town trail system. The plan recommends that the Town of Salem work with Kenosha County to apply conservancy zoning regulations to protect privately owned land within primary and secondary environmental corridors and isolated natural resource areas. In addition, the Town Parks and open space plan is shown on Map 7.

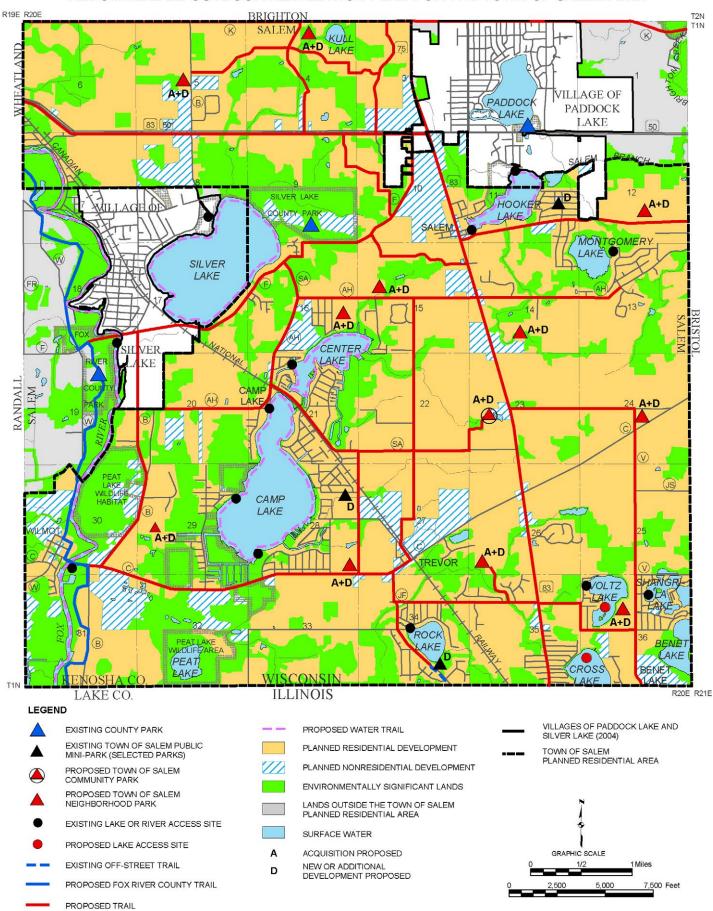
# Town of Salem Utility District No. 2 Sewer Service Area Plan

The *Town of Salem Utility District No. 2 Sewer Service Area Plan* was adopted by the Town Board on February 28, 1986, and was most recently amended on March 7, 2007. The purpose of the amendment was to accommodate anticipated new urban development. The plan recommends that urban development be prohibited or limited within primary environmental corridors and wetlands and floodplains outside primary corridors.

# **Stormwater Management and Erosion Control Ordinance**

Stormwater management and construction site erosion control ordinances act to protect water quality and protect and promote health, safety, and general welfare by minimizing the amount of sediment and other pollutants carried to lakes, streams, and wetlands by stormwater and runoff discharged from construction sites or land





**RECOMMENDED OUTDOOR RECREATION PLAN FOR THE TOWN OF SALEM: 2020** 

26 Source: Town of Salem and SEWRPC.

disturbing activities. Accepted erosion control practices are set forth in the Wisconsin Storm Water Management and Post-Construction Technical Standards.⁸

Sections 62.234 and 61.354 of the *Statutes* grant authority to cities and villages, respectively, to adopt ordinances for the prevention of erosion from construction sites and the management of stormwater runoff from lands within their jurisdiction. Under Section 60.627 of the *Statutes*, towns may adopt village powers and subsequently utilize the authority conferred on villages to adopt their own erosion control and stormwater management ordinances, subject to county board approval.

Chapter NR 151 requires that all construction sites that have one acre or more of land disturbance must achieve an 80 percent reduction in the amount of sediment that runs off the site. With certain limited exceptions, those sites required to have construction erosion control permits must also have post-development stormwater management practices to reduce the total suspended solids (sediment) that would otherwise run off the site by 80 percent for new development, 40 percent for redevelopment, and 40 percent for infill development occurring prior to October 1, 2012. After October 1, 2012, infill development will be required to achieve an 80 percent reduction. If it can be demonstrated that the solids reduction standard cannot be met for a specific site, total suspended solids must be controlled to the maximum extent practicable.

The Town of Salem has adopted and administers a Town Construction Site Maintenance and Erosion Control Ordinance (Chapter 15 of the Town of Salem Code of Ordinances). Under this ordinance, operators of all construction sites that meet the listed applicability provisions are required to submit a permit application and erosion control plan to the Town for approval prior to commencing a land development or land disturbing activity.

The Town ordinance sets forth requirements for land development and land disturbing activities aimed to preserve natural resources; protect the quality of waters; limit mudtracking onto road right-of-ways; and protect and promote the health and welfare of Town residents to the extent practicable by minimizing the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, shorelands, wetlands, or floodplains.

The Town is currently preparing a stormwater management plan, which will identify needed stormwater management facilities and recommended practices.

# **Boundary Agreements**

The *Wisconsin Statutes* provide several options for neighboring cities, villages, and towns to cooperatively determine common boundaries and to develop agreements for shared services. Section 66.0307 of the *Wisconsin Statutes* allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan. The cooperative plan must identify agreed-upon boundary changes and existing boundaries that will not change during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change shall or may occur; and specify arrangements for the provision of urban services to the territory covered by the plan. A boundary agreement can also be achieved under Section 66.0225, which allows two abutting communities who are parties to a court action to enter into a written stipulation determining a common boundary. In addition, communities can agree upon common boundaries under Section 66.0301, the "Intergovernmental Cooperation" *Statute*.

In December 2006, the Village of Paddock Lake and the Town of Salem entered into a cooperative boundary agreement under Sections 66.0301 and 66.0307. The agreement establishes a boundary between the Town and

⁸Developed by DNR to replace the Wisconsin Construction Site Best Management Practice Handbook (April 1994), the Storm Water Construction and Post-Construction Technical Standards comprise a series of documents that specify the minimum requirements needed to plan, design, install, and maintain a wide array of conservation practices aimed at preserving the land and water resources of Wisconsin.

Village, which is intended to eliminate annexation disputes and allow both local governments the opportunity to engage in effective land use planning. This agreement defined the ultimate, permanent boundary between the Town and Village and established a "Village Growth Area" within the Town and adjacent to the Village which would be transferred over 30 years to the Village. This agreement defers to a sanitary sewer agreement between the Town and Village, addressing provisions for sanitary sewer service throughout the areas delineated by the cooperative boundary agreement. The cooperative agreement was approved by the DOA in October 2007. The sanitary sewer agreement took effect upon approval of the cooperative boundary agreement by the DOA. The term of the boundary agreement is set at 20 years from the date of DOA approval. Cooperative boundary agreement areas in Kenosha County are shown on Map 45 in Chapter XI.

The Town is also working with the Village of Bristol⁹ on a cooperative boundary agreement. The on-going agreement would establish a boundary between the Town and Village, which is intended to prohibit any annexations and allow the Village and Town the opportunity to engage in effective land use planning. The agreement would establish the current eastern boundary of the Town of Salem as the permanent boundary between the Town and Village.

# Lake Use Ordinance

The Town of Salem has adopted an ordinance to help manage uses on lakes and waterways within Town jurisdiction. The ordinance, which is set forth in Chapter 20 of the Town Code, "*Lakes and Beaches*," regulates recreational boating activities and swimming on applicable Town lakes and rivers.

# **Zoning and Subdivision Regulations**

# Zoning Regulations

Zoning in the Town of Salem is regulated by the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance, which is described earlier in this chapter.

# Extraterritorial Zoning Regulations

The *Statutes* authorize cities and villages to adopt extraterritorial zoning regulations for adjacent unincorporated areas, in cooperation with the adjacent town, within three miles of a city of the first, second, or third class, and within 1.5 miles of a city of the fourth class or a village. A city or village can initiate preparation of an extraterritorial zoning ordinance and map at any time. Initiation of the extraterritorial zoning ordinance freezes existing zoning in the extraterritorial (town) area for two years, while the city or village and affected town or towns jointly develop an extraterritorial zoning ordinance and map. A joint committee made up of three representatives from the city or village and three representatives from each affected town is formed to develop the ordinance. The time period can be extended for one additional year at the end of the two-year period. No extraterritorial zoning regulations were in effect in Kenosha County in 2009.

# Land Division Regulations

A land division ordinance is a public law that regulates the division of land into smaller parcels. Land division ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new development is appropriately located; lot size minimums specified in zoning ordinances are observed; street rights-of-way are appropriately dedicated or reserved; access to arterial streets and highways is limited in order to preserve the traffic-carrying capacity and safety of such facilities; adequate land for stormwater management, parks, drainageways, and other open spaces is appropriately located and preserved; street, block, and lot layouts are appropriate; and adequate public improvements are provided. Land division ordinances can be enacted by cities, villages, towns, and counties, with the latter's approval authority applying only in unincorporated (town) areas and limited objecting authority applying within cities and villages.

Chapter 236 of the *Wisconsin Statutes* sets forth general requirements governing the subdivision of land, including, among others, surveying and monumenting requirements, necessary approvals, recording procedures, and requirements for amending or changing subdivision plats. The *Statutes* also grant authority to county and local

⁹The northwest portion of the Town of Bristol was incorporated as the Village of Bristol in December 2009.

governments to review subdivision plats with respect to local plans and ordinances. Section 236.45 authorizes county and local governments to adopt their own land division ordinances, which may be more restrictive than State requirements.

The Town of Salem Land Division Control Ordinance (Chapter 18 of the Town of Salem Code of Ordinances) was adopted in October 1993 and was last amended in February 2005. Under Chapter 236, local governments are required to review and take action on plats for subdivisions. Subdivisions are defined in the *Statutes* as "a division of a lot, parcel, or tract of land by the owner thereof or the owner's agent for purpose of sale or of building development, where the act of division creates five or more parcels or building sites of 1.5 acres each or less in area; or five or more parcels or building sites of 1.5 acres each or less in area are created by successive divisions within a period of five years." Local subdivision ordinances may be broader in scope and require review and approval of land divisions in addition to those meeting the statutory definition of a "subdivision," which is the case in the Town.

The Town of Salem land division ordinance applies to all lands within the Town, with the exception of the "Village Growth Area" as delineated in the cooperative boundary agreement between the Village of Paddock Lake and the Town. A subdivision is defined as a land division that creates five or more lots, parcels or tracts of 1.5 acres each or less in area; or where five or more parcels or building sites of 1.5 acres each or less are created within a five-year period. A minor land division is defined as the division of land resulting in at least two, but not more than four, parcels or building sites, any one of which is less than 35 acres in size; or the division of a block, lot, or outlot within a recorded subdivision into not more than four parcel or building sites. Condominiums are considered subdivisions. All minor land divisions within the Town require Town Board approval of a Certified Survey Map (CSM).

# Extraterritorial Plat Authority

Under Section 236.10 of the Statutes, a city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if it has adopted a subdivision ordinance or an official map. Section 236.02 of the Statutes defines the extraterritorial plat review jurisdiction as the unincorporated area within three miles of the corporate limits of a city of the first, second, or third class, or within 1.5 miles of the corporate limits of a city of the fourth class or a village. In accordance with Section 66.0105 of the *Statutes*, in situations where the extraterritorial plat approval jurisdiction of two or more cities or villages would otherwise overlap, the extraterritorial jurisdiction between the municipalities is divided on a line, all points of which are equidistant from the boundaries of each municipality concerned, so that no more than one city or village exercises extraterritorial jurisdiction over any unincorporated area. The extraterritorial area changes whenever a city or village annexes land, unless the city or village has established a permanent extraterritorial area through a resolution of the common council or village board or through an agreement with a neighboring city, village, or town. A city or village may also waive its right to approve plats within any portion of its extraterritorial area by adopting a resolution that describes or maps the area in which it will review plats, as provided in Section 236.10(5) of the Statutes. The resolution must be recorded with the County register of deeds. The Villages of Bristol, Paddock Lake, Silver Lake, and Twin Lakes have extraterritorial plat authority over portions of the Town. The Village of Paddock Lake has limited its extraterritorial plat approval authority in the Town under the terms of the approved boundary agreement.

# **Official Mapping Ordinances**

Section 62.23(6) of the *Wisconsin Statutes* allows the Common Council of any City to establish an official map for the precise identification of right-of-way lines and boundaries of streets, highways, waterways,¹⁰ and parkways and the location and extent of railroad rights-of-way, public transit facilities, parks, and playgrounds. Section 61.35 of the *Statutes* applies the authority provided cities under Section 62.23 to develop an official map to villages. Similarly, Section 60.10(2)(c) authorizes towns to engage in the same planning activities, including preparation of an official map, as a village provided the town board has adopted village powers and created a town plan commission. Counties do not have Statutory authority to adopt official maps.

¹⁰Waterways may be placed on the map only if included within a comprehensive surface water drainage plan.

One of the basic purposes of the official map is to discourage the construction of structures and their associated improvements on land that has been designated for future public use. Local government subdivision ordinances can also require land shown on the official map to be dedicated for street, park, or other public use at the time land is subdivided. The official map is a plan implementation device that operates on a communitywide basis in advance of land development and can thereby effectively assure the integrated development of the street and highway system. Unlike subdivision control, which operates on a plat-by-plat basis, the official map can operate over the entire community in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government's intention well in advance of any actual improvements.

The Town of Salem has not adopted an official map; however, the neighborhood plans adopted by the Town provide much of the detail, such as the location of nonarterial streets, commonly shown on an official map.

# SUMMARY

Southeastern Wisconsin, Kenosha County, and Kenosha County's communities have a rich history of planning. Numerous plans have been developed at the regional level including a regional land use plan, transportation system plan, natural areas plan, water quality management plan, and telecommunications plan. Preparation of a regional water supply plan is underway. Plans developed at the County level include a farmland preservation plan, park and open space plan, land and water resources management plan, jurisdictional highway system plan, and hazard mitigation plan.

The Town of Salem adopted a master plan (Town of Salem Land Use Plan: 2020) in May 1999, and a number of neighborhood plans in 2004 through 2006. The neighborhood plans were updated in 2007 to reflect the future boundary of the Town identified through a boundary agreement with the Village of Paddock Lake, which was approved by the Village and the Town in 2006. A coordinated land use plan was adopted in 2009, which incorporated the neighborhood plans for areas within the Town sanitary sewer service area, and a land use plan for rural areas of the Town outside a delineated neighborhood area.

Zoning in the Town of Salem is regulated by the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. The Town of Salem Land Division Control Ordinance regulates land divisions in the Town. The Town has also adopted and administers a Town Construction Site Maintenance and Erosion Control Ordinance.

# **Chapter III**

# POPULATION, HOUSEHOLD, AND EMPLOYMENT TRENDS

# **INTRODUCTION**

Information on the size, characteristics, and distribution of population, household, and employment levels in Kenosha County and in the Town of Salem assists in preparing projections that will anticipate changes in these factors over time, which is essential to the comprehensive planning process. Many of the planning recommendations set forth in the following chapters of this report are directly related to the existing and probable future population, household, and employment levels in the Town. This chapter provides information on existing and historical population, household, and employment levels. Population, household, and employment projections for the year 2035, which were used to design the plan presented later in this report, are presented in the Issues and Opportunities Element (Chapter IV).

Much of the historical demographic data in this chapter are from the U.S. Bureau of the Census. Census data are collected every 10 years and are derived from both short and long form questionnaires. The short form, also referred to as Summary File 1, is sent to every household and provides a complete count of all persons living in the United States. The long form, also referred to as Summary File 3, is sent to one of every six households. Data from Summary File 1 are more accurate than data from Summary File 3, due to sampling-related errors; however, Summary File 3 includes a wider range of topics and in some cases is the only source of information. If available, Summary File 1 data were used to prepare this chapter. Data relating to education, housing, and income is derived from Summary File 3.

# EXISTING POPULATION, HOUSEHOLD, AND EMPLOYMENT LEVELS

# **Population**

# **Population Trends**

Kenosha County has experienced an increase in population in each decade since 1870. The County experienced rapid growth rates in the decades between 1890 and 1930, including population gains of almost 40 percent between 1890 and 1900 and over 50 percent in each of the two decades between 1900 and 1920. Growth stagnated during the 1930s Depression Era, but picked up again during the decades from 1940 to 1970, including a population gain of almost 34 percent from 1950 to 1960. The County continued to grow between 1970 and 2000 at more modest rates of around 4 percent in each of the decades between 1970 and 1990 and almost 17 percent between 1990 and 2000. The County had 149,577 residents in 2000. The County population is expected to increase to 210,078 persons, an increase of about 40 percent, between 2000 and 2035.

		Ye		Change 1990-2000		
Community	1980	1990	2000	2005 ^a	Number	Percent
City						
Kenosha	77,685	80,426	90,352	93,785	9,926	12.3
Villages						
Paddock Lake	2,207	2,662	3,012	3,100	350	13.1
Pleasant Prairie ^b	12,703	12,037	16,136	18,606	4,099	34.1
Silver Lake	1,598	1,801	2,341	2,455	540	30.0
Twin Lakes	3,474	3,989	5,124	5,487	1,135	28.5
Towns						
Brighton	1,180	1,264	1,450	1,527	186	14.7
Bristol	3,599	3,968	4,538	4,747	570	14.4
Paris	1,612	1,482	1,473	1,523	-9	-0.6
Randall	2,155	2,395	2,929	3,153	534	22.3
Salem	6,292	7,146	9,871	11,074	2,725	38.1
Somers	7,724	7,748	9,059	9,352	1,311	16.9
Wheatland	2,908	3,263	3,292	3,410	29	0.9
Kenosha County	123,137	128,181	149,577	158,219	21,396	16.7

# POPULATION TRENDS IN KENOSHA COUNTY COMMUNITIES: 1980-2005

^aThe 2005 population levels are estimates by the Wisconsin Department of Administration. All other years are from the U.S. Census.

^bIn 1989, the Town of Pleasant Prairie was incorporated as the Village of Pleasant Prairie and the Town of Pleasant Prairie ceased to exist. The figure used for 1980 represents the population of the former Town of Pleasant Prairie. At the time of incorporation in 1989, a large populated land area was boundary-adjusted from the Village into the City of Kenosha and the Town of Somers. This adjustment accounts for the population reduction in the Village from 1980 to 1990. The City of Kenosha gained an estimated 66 residents and the Town of Somers gained an estimated 588 residents.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

Population changes in Kenosha County communities between 1980 and 2000, and 2005 population estimates from the Wisconsin Department of Administration (DOA), are set forth in Table 3. Between 1990 and 2000, about 46 percent of the County's population growth occurred in the City of Kenosha, about 25 percent occurred in towns, and about 29 percent occurred in villages. In 2000, about 60 percent of the County's population lived in the City of Kenosha, about 22 percent lived in towns, and about 18 percent lived in villages.

The Town of Salem experienced the largest gain in the number of new residents and percentage increase in population, increasing by 2,725 persons, or about 38 percent, of the seven towns in the County between 1990 and 2000. The Town of Randall experienced an increase in population of about 22 percent between 1990 and 2000.

Historical population in the Town of Salem from 1850 to 2009 is shown on Table 4. Following an increase in the decade between 1850 and 1860, the Town's population declined over the next two decades to 1,286 residents in 1880. From 1880 to 1900 the Town's population increased, resulting in a population of 1,846 in 1900. From 1900 to 1930 the Town's population decreased, resulting in a population of 1,555 in 1930. Incorporation of the Village of Silver Lake in 1926 accounted for a portion of the Town's declining population during the 1920s. The Town's population increased in each of the decades from 1930 to 2000, with a 2000 population of 9,871. The most significant period of growth in the Town occurred from 1940 to 1960, increasing by 3,769 residents, or almost 213 percent, over the two decades. Growth during the 1960s was less significant due in large part to the incorporation of the Village of Paddock Lake in 1960. The Town's population continued to increase through 2000, including an increase from 7,146 residents in 1990 to 9,871 residents in 2000, a growth rate of over 38 percent. The 2009 DOA population estimate for the Town is 11,400, an increase of 1,529 residents, or about 16 percent, from the 2000 population.

# HISTORICAL POPULATION LEVELS IN THE TOWN OF SALEM: 1850-2008

		Change From Pr	eceding Census
Year	Population	Number	Percent
1850	1,123		
1860	1,472	349	31.1
1870	1,386	-86	-5.8
1880	1,286	-100	-7.2
1890	1,493	207	16.1
1900	1,846	353	23.6
1910	1,820	-26	-1.4
1920	1,796	-24	-1.3
1930	1,555	-241	-13.4
1940	1,772	217	14.0
1950	2,867	1,095	61.8
1960	5,541	2,674	93.3
1970	5,555	14	0.3
1980	6,292	737	13.3
1990	7,146	854	13.6
2000	9,871	2,725	38.1
2009 ^a	11,400	1,529	15.5

^aThe 2009 population estimate was prepared by the Wisconsin Department of Administration. Other years are from the U.S. Census.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

#### Table 5

# POPULATION BY AGE GROUP AND MEDIAN AGE IN THE TOWN OF SALEM AND KENOSHA COUNTY: 2000

	Town of	Salem	Kenosha County			
Age Group	Number	Percent	Number	Percent		
Under 5	690	7.0	10,367	6.9		
5 through 19	2,478	25.1	34,572	23.1		
20 through 64	5,891	59.7	87,469	58.5		
65 and Older	812	8.2	17,169	11.5		
Total	9,871	100.0	149,577	100.0		
Median Age	34.9		34.8			

Source: U.S. Bureau of the Census and SEWRPC.

# **Educational Attainment**

# The level of educational attainment is one indicator of earning potential, which, in turn, influences such important choices as location, type, and size of housing. Educational attainment is also an indicator of the type of occupations the County workforce is most suited to fill. This information is useful for formulating strategies to retain and expand existing businesses in the County and to attract new businesses to the County over the planning period.

# Age Distribution

The age distribution of the population has important implications for planning and for the formation of public policies in the areas of education, health, housing, transportation, and economic development. In 2000, about 30 percent of the County population was under the age of 20; about 59 percent was between the ages of 20 and 64; and about 11 percent was age 65 and older. Over the planning period, the number and percentage of County residents in the age 65 and older category is expected to increase dramatically in both numbers (an increase of 16,978 persons) and percentage of the population (an increase to about 16 percent of the County's population).

Age distribution in the Town of Salem and in Kenosha County in 2000 is set forth in Table 5. In the Town of Salem in 2000, children less than five years old numbered 690, or about 7 percent of the Town population, while children between the ages five and 19 numbered 2,478, or about 25 percent of the population. Adults ages 20 through 64 numbered 5,891, or about 60 percent of the Town population, and persons age 65 and older numbered 812, or about 8 percent of the population. The population distribution by age group in the Town was very similar to that in the County for the under five age group, a higher percentage than that in the County for the five to 19 and 20 to 64 age groups, and a lower percentage of the population for the 65 and older age group. The median age in the Town of Salem in 2000 was 35 years, which was the same as that in the County.

# **Racial Composition**

Racial composition in the Town of Salem and in Kenosha County is set forth in Table 6. The Town has a relatively homogeneous population. More than 97 percent of the population, or 9,607 of the total 9,871 residents in 2000, were white. The percentage of whites in the Town was higher than that in the County in 2000, and was also higher than in the Region, where about 79 percent of the residents were white, and in the State of Wisconsin, where about 89 percent of the residents were white.

# RACIAL COMPOSITION OF RESIDENTS IN THE TOWN OF SALEM AND KENOSHA COUNTY: 2000

	Town o	f Salem	Kenosha	a County
Race ^ª	Number	Percent	Number	Percent
White Alone	9,607	97.4	132,193	88.4
Black or African American Alone	52	0.5	7,600	5.1
American Indian and Alaska Native Alone	32	0.3	564	0.4
Asian Alone	30	0.3	1,381	0.9
Native Hawaiian and Other Pacific Islander Alone	2	^b	57	^b
Some Other Race Alone	79	0.8	4,924	3.3
Two Or More Races	69	0.7	2,858	1.9
Total	9,871	100.0	149,577	100.0

^aThe Federal government does not consider Hispanic origin to be a race, but rather an ethnic group.

^bLess than 0.05 percent.

Source: U.S. Bureau of the Census and SEWRPC.

The educational attainment of residents at least 25 years of age for the County and each local government in 2000 is set forth in Table 7. In 2000, nearly 86 percent of Town of Salem residents, at least 25 years of age, had attained a high school or higher level of education. This level is higher than the educational attainment of County residents and the overall population of the seven–county Southeastern Wisconsin Region, where 84 percent of the population 25 years of age and older had attained this level of education as of 2000.

Just over 50 percent of the population 25 years of age and older in Kenosha County, and nearly 48 percent of Town of Salem residents age 25 and older, had attended some college or earned either an associate, bachelor, or graduate degree, compared to about 54 percent in the region. This level of education suggests that residents of the Town, and the County as a whole, are well suited for skilled employment such as management, professional, business, and financial occupations and skilled and high tech production positions. This factor is examined in greater detail in the Economic Development Element of this report (Chapter X).

# Households

# Household Trends

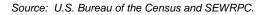
The number of households, or occupied housing units, is important to land use and public facility planning. Households directly influence the demand for urban land as well as the demand for transportation and other public facilities and services, such as public sanitary sewer, water, and parks. A household includes all persons who occupy a housing unit, which is defined by the Census Bureau as a house, apartment, mobile home, a group of rooms, or a single room that is occupied, or intended to be occupied, as separate living quarters.

The number of households and the average household size in Kenosha County and in each local government for 1980, 1990, and 2000 are set forth in Table 8. There were 56,057 households in Kenosha County in 2000, with an average household size of 2.60 persons, compared to an average household size of 2.52 persons in the Region. There were 3,529 households in the Town of Salem, with an average household size of 2.79 persons. The average household size (the number of people living in each housing unit) is generally higher in areas where the predominant type of housing is single-family homes, as is the case in the Town of Salem, rather than in areas with a mix of single-family and multi-family housing.

# EDUCATIONAL ATTAINMENT OF PERSONS AGE 25 AND OLDER IN KENOSHA COUNTY COMMUNITIES: 2000

	Less Than	9 th Grade	9 th to 12 th Grad	de No Diploma	High Schoo	ol Graduate
Community	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total
City						
Kenosha	3,092	5.4	7,226	12.7	18,603	32.7
Villages						
Paddock Lake	50	2.6	316	16.6	661	34.7
Pleasant Prairie	350	3.4	985	9.5	2,883	27.8
Silver Lake	61	4.0	160	10.6	582	38.6
Twin Lakes	99	2.9	315	9.2	1,375	40.1
Towns						
Brighton	17	1.7	75	7.7	399	41.0
Bristol	132	4.4	326	10.8	1,086	35.8
Paris	44	4.3	97	9.4	424	41.3
Randall	40	2.1	108	5.8	707	37.7
Salem	156	2.5	747	12.0	2,370	37.9
Somers	229	4.0	642	11.3	1,763	31.0
Wheatland	100	4.7	278	13.0	858	40.2
Kenosha County	4,370	4.6	11,275	11.9	31,711	33.4

	Some College or Associates Degree			elor or e Degree	Total Persons Age 25 and Older	
Community	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total
City						
Kenosha	17,558	30.9	10,361	18.2	56,840	100.0
Villages						
Paddock Lake	608	31.9	268	14.1	1,903	100.0
Pleasant Prairie	3,343	32.2	2,828	27.2	10,389	100.0
Silver Lake	483	32.1	221	14.7	1,507	100.0
Twin Lakes	967	28.2	672	19.6	3,428	100.0
Towns						
Brighton	282	29.0	199	20.5	972	100.0
Bristol	935	30.8	553	18.2	3,032	100.0
Paris	308	30.0	154	15.0	1,027	100.0
Randall	663	35.3	358	19.1	1,876	100.0
Salem	2,024	32.4	952	15.2	6,249	100.0
Somers	1,612	28.4	1,433	25.2	5,679	100.0
Wheatland	653	30.6	247	11.6	2,136	100.0
Kenosha County	29,436	31.0	18,246	19.2	95,038	100.0



As further shown in Table 8, the number of households has increased in each local government and in the County in each decade. While the number of households has increased steadily, the average number of persons per household has decreased in each local government and in the County between 1980 and 1990 and between 1990 and 2000. This trend has occurred throughout Wisconsin, and reflects the fact that family sizes (average number of children per family) have decreased and that unmarried persons have increasingly tended to establish their own households rather than to live with family.

# NUMBER OF HOUSEHOLDS AND AVERAGE HOUSEHOLD SIZE FOR KENOSHA COUNTY COMMUNITIES: 1980-2005

		1980			1990	
Community	Number of Households	Percent of County Households	Average Household Size	Number of Households	Percent of County Households	Average Household Size
City						
Kenosha	27,964	64.9	2.69	29,919	63.6	2.61
Villages						
Paddock Lake	718	1.7	3.07	890	1.9	2.99
Pleasant Prairie	4,041	9.4	3.11	4,207	9.0	2.83
Silver Lake	569	1.3	2.81	663	1.4	2.72
Twin Lakes	1,228	2.8	2.77	1,462	3.1	2.68
Towns						
Brighton	359	0.8	3.29	423	0.9	2.99
Bristol	1,189	2.8	3.03	1,394	3.0	2.85
Paris	467	1.1	3.45	492	1.0	3.01
Randall	700	1.6	3.08	815	1.7	2.94
Salem	2,148	5.0	2.91	2,629	5.6	2.71
Somers	2,741	6.4	2.81	3,023	6.4	2.60
Wheatland	940	2.2	3.09	1,112	2.4	2.93
Kenosha County	43,064	100.0	2.80	47,029	100.0	2.67

		2000		200	)5 ^ª
Community	Number of Households	Percent of County Households	Average Household Size	Number of Households	Percent of County Households
City					
Kenosha	34,411	61.4	2.54	36,537	60.9
Villages					
Paddock Lake	1,056	1.9	2.84	1,137	1.9
Pleasant Prairie	5,819	10.4	2.73	6,284	10.5
Silver Lake	876	1.6	2.67	953	1.6
Twin Lakes	1,973	3.5	2.58	2,162	3.6
Towns					
Brighton	504	0.9	2.88	539	0.9
Bristol	1,715	3.1	2.65	1,832	3.1
Paris	535	1.0	2.75	548	0.9
Randall	1,031	1.8	2.84	1,157	1.9
Salem	3,529	6.3	2.79	3,987	6.6
Somers	3,399	6.1	2.45	3,568	6.0
Wheatland	1,209	2.2	2.72	1,252	2.1
Kenosha County	56,057	100.0	2.60	59,956	100.0

^aThe number of households in 2005 is an estimate prepared by the Wisconsin Department of Administration. Other years are from the U.S. Census.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

# Household Income¹

The 1999 annual household incomes in Kenosha County and in each local government are set forth in Table 9. The 1999 annual median income of all households in the County was \$46,970. The annual median household income in the Town of Salem in 1999 was \$54,392, which was \$7,422, or about 16 percent, higher than the 1999 annual median household income in the County. Median incomes tended to be higher in the towns than in the cities and villages. This reflects the likelihood that persons with more modest or limited incomes would live in cities and villages, which tend to have a greater range of housing choices.

Although there is great economic prosperity in the County, a number of households have experienced annual incomes below the poverty level. In 1999, there were 4,091 households in the County with an annual income below the poverty level.² There were 228 households in the Town of Salem living below the poverty level in 1999, or about 6.5 percent of all Town households.

# Household Size

In addition to determining the number of additional housing units needed over the planning period, household size can be used to determine the type and size of housing which will best meet the needs of Kenosha County and local government residents. Table 10 sets forth the number of households in each size category ranging from one person households to households containing seven or more members in the County and in each local government. Two-person households were the most common type of households in the Town of Salem and in the County overall in 2000. About 32.9 percent of all households in the Town were in the two-person household category, followed respectively by one-person households at about 18.8 percent and by four-person households at about 18.0 percent. Household size information coupled with household income and housing affordability information provided the basis for the housing recommendations set forth in the Housing Element (Chapter VII).

# Employment

# **Employment and Occupational Characteristics**

There were 5,263 Town of Salem residents age 16 and older in the labor force in 2000. Of that number, 5,047, or about 96 percent, were employed and 210, about 4 percent, were unemployed at the time the Census was taken. About 73 percent of Town residents age 16 years and over were in the labor force, compared to about 69 percent in the County, 68 percent in the Region, and about 69 percent in the State.

The occupations of Town of Salem employed residents are set forth in Table 11. The occupational breakdown by percentage of employed Town residents is similar to that of the County. The largest percentage, about 30 percent, were employed in sales and office occupations, which ranked second in the County. Employment in management, professional, and related occupations ranked as the second highest category in the Town, employing about 26 percent of Town residents, and the highest category in the County. About 17 percent of Town residents were employed in production, transportation, and material moving occupations, which ranked third among both Town and County residents. Construction, extraction, and maintenance occupations employed about 15 percent of Town residents.

¹Households include persons who live alone; unrelated persons who live together, such as college roommates; and families. Persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, and college dormitories.

²Multiple thresholds exist to determine if a household is under the poverty level. An example of the types of variables used to determine poverty thresholds include: age of householder, age of family members, number of family members, and number of children present in a household related to the householder. In 1999, poverty threshold levels varied from an annual household income of \$8,501 for a household with one householder under the age of 65 to an annual income of \$37,076 for a household with nine or more people, one of which is a child under the age of 18 related to the householder.

# ANNUAL HOUSEHOLD INCOME IN KENOSHA COUNTY COMMUNITIES: 1999

		d Income 1 \$15,000	Household Income \$15,000 to \$24,999			d Income o \$34,999	Househol \$35,000 te	d Income o \$49,999	Household Income \$50,000 to \$74,999	
Community	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total
,	Tiodocitoldo	Total	Tiouscholus	rotar	Tiousenoida	Total	Tiousenoida	rotar	Tiousenoida	Total
City Kenosha	4,756	13.8	4,960	14.4	4,494	13.0	5,976	17.3	7,723	22.4
Villages										
Paddock Lake	42	4.0	96	9.1	146	13.8	184	17.4	278	26.3
Pleasant Prairie	344	6.0	428	7.5	589	10.3	738	12.9	1,408	24.7
Silver Lake	108	12.0	95	10.6	87	9.7	155	17.2	217	24.1
Twin Lakes	191	9.5	241	11.9	285	14.1	361	17.9	464	23.0
Towns										
Brighton	18	3.6	29	5.9	38	7.7	70	14.2	119	24.1
Bristol	140	9.1	121	7.0	192	11.2	324	18.9	398	23.2
Paris	42	7.8	47	8.7	52	9.7	88	16.4	145	27.0
Randall	56	5.7	58	5.9	92	9.3	121	12.3	316	32.1
Salem	301	8.5	358	10.1	444	12.5	480	13.5	909	25.7
Somers	339	9.9	380	11.1	412	12.0	593	17.3	670	19.6
Wheatland	143	11.8	83	6.9	126	10.4	210	17.4	312	25.8
Kenosha County	6,480	11.5	6,896	12.3	6,957	12.4	9,300	16.6	12,959	23.1

	Househol \$75,000 te		Household Income \$100,000 to \$149,999		Househol \$150,000 te	d Income o \$199,999	Household Income \$200,000 Or More		Median
		Percent of		Percent of		Percent of		Percent of	Household
Community	Households	Total	Households	Total	Households	Total	Households	Total	Income
City									
Kenosha	3,837	11.1	2,142	6.2	331	1.0	284	0.8	\$41,902
Villages									
Paddock Lake	195	18.4	94	8.9	14	1.3	9	0.9	53,382
Pleasant Prairie	1,067	18.7	791	13.9	152	2.7	190	3.3	62,856
Silver Lake	169	18.8	63	7.0	3	0.3	3	0.3	50,431
Twin Lakes	289	14.3	141	7.0	20	1.0	29	1.4	46,601
Towns									
Brighton	113	22.9	72	14.6	28	5.7	6	1.2	70,078
Bristol	256	14.9	223	13.0	24	1.4	39	2.3	54,661
Paris	87	16.0	54	10.0	11	2.0	12	2.2	54,375
Randall	189	19.2	127	12.9	21	2.1	4	0.4	63,062
Salem	555	15.7	391	11.0	57	1.6	48	1.4	54,392
Somers	505	14.8	401	11.7	75	2.2	46	1.3	49,608
Wheatland	183	15.1	133	11.0	10	0.8	8	0.7	52,386
Kenosha County	7,445	13.3	4,632	8.3	746	1.3	678	1.2	\$46,970

Source: U.S. Bureau of the Census and SEWRPC.

	1-person H	louseholds	2-person H	louseholds	3-person H	3-person Households		louseholds
Community	Number	Percent	Number	Percent	Number	Percent	Number	Percent
City								
Kenosha	9,772	28.4	10,518	30.6	5,630	16.4	4,968	14.4
Villages								
Paddock Lake	189	17.9	317	30.0	230	21.8	189	17.9
Pleasant Prairie	1,105	19.0	2,004	34.4	1,000	17.2	1,061	18.2
Silver Lake	209	23.8	263	30.0	154	17.6	154	17.6
Twin Lakes	450	22.8	696	35.3	340	17.2	295	15.0
Towns								
Brighton	78	15.5	183	36.3	79	15.7	98	19.4
Bristol	383	22.4	587	34.3	266	15.5	306	17.8
Paris	81	15.1	201	37.6	111	20.8	81	15.1
Randall	156	15.1	366	35.5	179	17.4	198	19.2
Salem	663	18.8	1,163	32.9	614	17.4	635	18.0
Somers	933	27.4	1,205	35.5	510	15.0	445	13.1
Wheatland	250	20.7	375	31.0	238	19.7	215	17.8
Kenosha County	14,269	25.5	17,878	31.9	9,351	16.7	8,645	15.4

# HOUSEHOLD SIZE BY CATEGORY IN KENOSHA COUNTY COMMUNITIES: 2000

	5-person Households		6-person H	6-person Households		7-or-more-person Households		otal
Community	Number	Percent	Number	Percent	Number	Percent	Number	Percent
City								
Kenosha	2,254	6.6	771	2.2	498	1.4	34,411	100.0
Villages								
Paddock Lake	85	8.0	26	2.5	20	1.9	1,056	100.0
Pleasant Prairie	464	8.0	123	2.1	62	1.1	5,819	100.0
Silver Lake	62	7.1	29	3.3	5	0.6	876	100.0
Twin Lakes	131	6.6	38	1.9	23	1.2	1,973	100.0
Towns								
Brighton	34	6.7	22	4.4	10	2.0	504	100.0
Bristol	117	6.8	40	2.3	16	0.9	1,715	100.0
Paris	45	8.4	9	1.7	7	1.3	535	100.0
Randall	103	10.0	19	1.8	10	1.0	1,031	100.0
Salem	302	8.6	119	3.4	33	0.9	3,529	100.0
Somers	211	6.2	66	1.9	29	0.9	3,399	100.0
Wheatland	82	6.8	40	3.3	9	0.7	1,209	100.0
Kenosha County	3,890	6.9	1,302	2.3	722	1.3	56,057	100.0

Source: U.S. Bureau of the Census and SEWRPC.

# Place of Work

As shown by Table 12, approximately 37 percent of Town of Salem workers were employed in Kenosha County in 2000. Town of Salem workers were less likely to commute to Racine County than workers in Kenosha County as a whole (about 4 percent compared to 9 percent), which can be explained in part by the Town's location in the southern portion of Kenosha County. A higher percentage of Town of Salem workers commuted to Lake County, Illinois than workers in the County as a whole (about 37 percent compared to 21 percent), which can also be explained in part by the Town's location directly adjacent to Illinois.

# EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER BY OCCUPATION IN THE TOWN OF SALEM AND KENOSHA COUNTY: 2000

	Town	of Salem	Kenosh	a County
Occupation	Number	Percent of Total	Number	Percent of Total
Management, Professional, and Related Occupations				
Farmers and Farm Managers	13	0.3	258	0.4
Other Management, Business, and Financial Operations	647	12.8	8,155	11.1
Professional and Related	637	12.6	12,647	17.3
Subtotal	1,297	25.7	21,060	28.8
Service Occupations				
Healthcare Support	66	1.3	1,397	1.9
Protective Service	59	1.2	1,500	2.1
Food Preparation and Serving Related	242	4.8	3,776	5.2
Building and Grounds Cleaning and Maintenance	114	2.3	2,008	2.7
Personal Care and Service	135	2.7	1,860	2.5
Subtotal	616	12.2	10,541	14.4
Sales and Office Occupations				
Sales and Related	623	12.3	8,204	11.2
Office and Administrative Support	873	17.3	11,593	15.8
Subtotal	1,496	29.6	19,797	27.0
Farming, ^a Fishing, and Forestry Occupations	30	0.6	142	0.2
Construction, Extraction, and Maintenance Occupations				
Construction and Extraction	492	9.7	4,149	5.7
Installation, Maintenance, and Repair	283	5.6	2,960	4.0
Subtotal	775	15.4	7,109	9.7
Production, Transportation, and Material Moving Occupations				
Production	636	12.6	9,936	13.6
Transportation and Material Moving	197	3.9	4,651	6.3
Subtotal	883	16.5	14,587	19.9
Total	5,047	100.0	73,236	100.0

^aIncludes farm labor contractors, agricultural inspectors, animal breeders, graders and sorters, agricultural equipment operators, and farmworkers and laborers (including crop, nursery, greenhouse, and farm/ranch workers). Farmers, who farm their own land, and farm managers are included under the "management, professional, and related" occupations.

Source: U.S. Bureau of the Census and SEWRPC.

# Total Employment Levels³

The previous two sections provided information on the employment characteristics of Town of Salem residents. Total employment in the County, that is, the number of jobs located in Kenosha County, stood at 68,654 jobs in 2000, compared to 52,230 jobs in 1990. About 2,195 jobs were located within the Town of Salem in 2000.⁴

³Information on jobs located in Kenosha County is derived from the U.S. Bureau of Economic Analysis, which compiles its data largely on information collected under State Unemployment Insurance programs. It should be noted that the U.S. Bureau of Economic Analysis periodically makes revisions to historic employment level data. The data presented in this report reflect revisions made through spring 2003.

⁴Includes jobs in areas that have or may be annexed by the Village of Paddock Lake (146 jobs) per boundary agreement.

	Town	of Salem	Kenosha County		
Place of Work	Number	Percent of Total	Number	Percent of Total	
Kenosha County					
City of Kenosha	528	10.6	27,436	38.1	
Village of Paddock Lake	114	2.3	592	0.8	
Village of Pleasant Prairie	222	4.5	5,462	7.6	
Village of Silver Lake	89	1.8	381	0.5	
Village of Twin Lakes	47	0.9	766	1.1	
Town of Bristol	173	3.5	1,748	2.4	
Town of Salem	545	11.0	1,319	1.8	
Town of Somers	57	1.1	1,634	2.3	
Remainder of Kenosha County	79	1.6	1,151	1.6	
Subtotal	1,854	37.3	40,489	56.2	
Milwaukee County	112	2.3	2,268	3.1	
Racine County	211	4.3	6,542	9.1	
Waukesha County	90	1.8	734	1.0	
Walworth County	55	1.1	614	0.9	
Cook County, IL	516	10.4	2,942	4.1	
Lake County, IL	1,831	36.9	15,342	21.3	
McHenry County, IL	176	3.5	1,660	2.3	
Worked Elsewhere	119	2.4	1,462	2.0	
Total	4,964	100.0	72,053	100.0	

# PLACE OF WORK^a OF TOWN OF SALEM AND KENOSHA COUNTY RESIDENTS: 2000

^aThe place of work Census Data estimates the number of people 16 years of age and older who were both employed and at work during the reference week (generally the week prior to April 1, 2000). People who did not work during this week due to temporary absences and other reasons are not included in the place of work data. Therefore, the place of work data may understate the total employment in a geographic area.

Source: U.S. Bureau of the Census and SEWRPC.

# **Employment by Industry**

Information regarding employment levels by industry group provides valuable insight into the structure of the economy of an area and into changes in that structure over time. This section presents current (2000) and historical employment levels for general industry groups in Kenosha County (this information is not available at the Town level). With the exception of government employment, the industry-related employment data presented in this section are based on the Standard Industrial Classification (SIC) system (see Figure 1 for major SIC categories). Government employment includes all employees who work for government agencies and enterprises, regardless of the SIC code of such entities.

Current and historical job levels by general industry group for Kenosha County and the Region are set forth in Table 13. The 1990s saw a continuation of a shift in the regional economy from manufacturing to service jobs. Manufacturing employment in the Region was virtually unchanged during the 1990s, following a 15 percent decrease during the 1980s, and a modest 4 percent increase during the 1970s. Conversely, service-related employment has increased substantially during each of the past three decades—by 33 percent during the 1990s, by 41 percent during the 1980s, and by 53 percent during 1970s. Due to these differential growth rates, the proportion of manufacturing jobs relative to total jobs in the Region has decreased from 32 percent in 1970 to 18 percent in 2000, while service-related employment increased from 18 percent in 1970 to 33 percent in 2000. In comparison to the manufacturing and service industry groups, other major industry groups—such as wholesale trade; retail trade; government; and finance, insurance, and real estate—have been relatively stable in terms of their share of total employment in the Region over the last three decades. Regional agricultural jobs have decreased by over 50 percent between 1970 and 2000, the only regional industry group other than manufacturing to lose jobs.

# Figure 1

# STANDARD INDUSTRIAL CLASSIFICATION (SIC) CODE STRUCTURE

# Division A – Agriculture, Forestry and Fishing

- Group 01 Agricultural Production Crops Group 02 Agricultural Production – Livestock
- Group 07 Agricultural Services
- Group 08 Forestry
- Group 09 Fishing, Hunting, and Trapping

# **Division B – Mining**

- Group 10 Metal Mining
- Group 12 Coal Mining
- Group 13 Oil and Gas Extraction
- Group 14 Nonmetallic Minerals, Except Fuels

# **Division C – Construction**

- Group 15 General Building Contractors Group 16 Heavy Construction, Except Building
- Group 17 Special Trade Contractors

# **Division D – Manufacturing**

- Food and Kindred Products Group 20 Group 21 **Tobacco Products** Group 22 **Textile Mill Products** Group 23 Apparel and Other Textile Products Lumber and Wood Products Group 24 Group 25 Furniture and Fixtures Group 26 Paper and Allied Products Group 27 Printing and Publishing Group 28 **Chemicals and Allied Products** Group 29 Petroleum and Coal Products Group 30 Rubber and Miscellaneous Plastic Products Group 31 Leather and Leather Products Group 32 Stone, Clay, and Glass Products Group 33 **Primary Metal Industries** Group 34 Fabricated Metal Products
- Group 35 Industrial, Commercial, and Computer Equipment Group 36 Electronic and Other Electric Equipment
- Group 36 Electronic and Other Electric Equipmen
- Group 37 Transportation Equipment Group 38 Instruments and Related Pro
- Group 38 Instruments and Related Products Group 39 Miscellaneous Manufacturing Industries

# Division E – Transportation, Communication, Electric, Gas and Sanitary Services

- Group 40 Railroad Transportation
- Group 41 Local and Inter-Urban Passenger Transit Group 42 Trucking and Warehousing
- Group 43 U.S. Postal Service
- Group 44 Water Transportation
- Group 45 Transportation by Air
- Group 46 Pipelines, Except Natural Gas
- Group 47 Transportation Services
- Group 48 Communications
- Group 49 Electric, Gas, and Sanitary Services

Source: U.S. Bureau of Economic Analysis and SEWRPC.

Division F -	- Wholesale Trade
Group 50	Wholesale Trade-Durable Goods
Group 51	Wholesale Trade-Nondurable Goods
Group 51	Wholesale Hade-Nondurable Goods
Division G -	- Retail Trade
Group 52	Building Materials and Garden Supplies
Group 53	General Merchandise Stores
Group 54	Food Stores
Group 55	Automotive Dealers and Service Stations
Group 56	Apparel and Accessory Stores
Group 57	Furniture and Home Furnishings Stores
Group 58	Eating and Drinking Places
Group 59	Miscellaneous Retail
•	
Division H -	<ul> <li>Finance, Insurance and Real Estate</li> </ul>
Group 60	Depository Institutions
Group 61	Non-depository Institutions
Group 62	Insurance Carriers
Group 64	Insurance Agents, Brokers, and Service
Group 65	Real Estate
Group 67	Holding and Other Investment Offices
Division I –	Comisso
Group 70	Hotels and Other Lodging Places Personal Services
Group 72	
Group 73	Business Services
Group 75	Auto Repair, Service, and Parking
Group 76	Miscellaneous Repair Services
Group 78	Motion Pictures
Group 79	Amusement and Recreation Services
Group 80	Health Services
Group 81	Legal Services
Group 83	Social Services
Group 84	Museum, Botanical, Zoological Gardens
Group 86	Membership Organizations
Group 87	Engineering and Management Services
Group 89	Services Not Elsewhere Classified (NEC)
	Dublic Administration
	Public Administration
Group 91	Executive, Legislative, and General

Group 91	Executive, Legislative, and General
Group 92	Justice, Public Order, and Safety
Group 93	Finance, Taxation, and Monetary Policy
Group 94	Administration of Human Resources
Group 95	Environmental Quality and Housing
Group 96	Administration of Economic Programs
Group 97	National Security and International Affairs

# Non-classifiable Establishments

Group 99 Non-classifiable Establishments

# EMPLOYMENT BY GENERAL INDUSTRY GROUP IN KENOSHA COUNTY AND SOUTHEASTERN WISCONSIN: 1970-2000

			Kenosha County										
					Emplo	oyment					Percent Change in Number of Jobs		
		19	70	19	80	19	90	20	00				
General Industry Group	SIC Group Code ^a	Jobs	Percent of Total	1970- 1980	1980- 1990	1990- 2000	1970- 2000						
Agriculture	01-02	1,369	3.3	1,253	2.3	742	1.4	583	0.8	-8.5	-40.8	-21.4	-57.4
Construction	15-17	1,568	3.7	3,103	5.7	2,841	5.4	4,048	5.9	97.9	-8.4	42.5	158.2
Manufacturing	20-39	16,521	39.2	18,241	33.7	10,382	19.9	12,801	18.6	10.4	-43.1	23.3	-22.5
Transportation, Communication, and Utilities	40-42; 44-49	1,352	3.2	1,720	3.2	1,809	3.5	2,651	3.9	27.2	5.2	46.5	96.1
Wholesale Trade	50-51	715	1.7	981	1.8	1,496	2.9	3,267	4.8	37.2	52.5	118.4	356.9
Retail Trade	52-59	7,408	17.6	9,085	16.8	11,776	22.5	13,349	19.4	22.6	29.6	13.4	80.2
Finance, Insurance, and Real Estate	60-67	1,344	3.2	2,299	4.2	2,846	5.4	3,726	5.4	71.1	23.8	30.9	177.2
Service	70-89	6,896	16.4	10,120	18.7	13,269	25.4	18,706	27.2	46.8	31.1	41.0	171.3
Government ^b	91-97	4,828	11.5	6,909	12.8	6,589	12.6	8,534	12.4	43.1	-4.6	29.5	76.8
Other ^c	07-09; 10-14; 99	109	0.3	413	0.8	480	0.9	989	1.4	278.9	16.2	106.0	807.3
Total		42,110	100.0	54,124	100.0	52,230	100.0	68,654	100.0	28.5	-3.5	31.4	63.0

			Southeastern Wisconsin Region											
			Employment								Percent Change in Number of Jobs			
	SIC	197	70	19	80	199	90	200	00					
General Industry Group	Group Code ^a	Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total	1970- 1980	1980- 1990	1990- 2000	1970- 2000	
Agriculture	01-02	12,000	1.5	10,000	1.0	7,200	0.7	5,900	0.5	-16.7	-28.0	-18.1	-50.8	
Construction	15-17	32,400	4.1	33,900	3.6	45,100	4.2	53,800	4.4	4.6	33.0	19.3	66.0	
Manufacturing	20-39	254,400	32.4	264,200	27.9	223,500	21.0	224,400	18.3	3.9	-15.4	0.4	-11.8	
Transportation, Communication, and Utilities	40-42; 44-49	38,500	4.9	42,200	4.4	46,300	4.4	54,800	4.5	9.6	9.7	18.4	42.3	
Wholesale Trade	50-51	37,200	4.7	46,200	4.9	55,300	5.2	64,400	5.3	24.2	19.7	16.5	73.1	
Retail Trade	52-59	133,900	17.1	153,900	16.2	185,400	17.4	193,700	15.8	14.9	20.5	4.5	44.7	
Finance, Insurance, and Real Estate	60-67	47,600	6.1	75,600	8.0	81,800	7.7	93,700	7.7	58.8	8.2	14.5	96.8	
Service	70-89	141,800	18.1	216,700	22.8	304,700	28.7	406,000	33.2	52.8	40.6	33.2	186.3	
Government ^b	91-97	84,400	10.8	101,100	10.7	106,200	10.0	114,400	9.3	19.8	5.0	7.7	35.5	
Other ^c	07-09; 10-14; 99	2,700	0.3	4,400	0.5	7,100	0.7	11,700	1.0	63.0	61.4	64.8	333.3	
Total		784,900	100.0	948,200	100.0	1,062,600	100.0	1,222,800	100.0	20.8	12.1	15.1	55.8	

^aSee Figure 1 for a list of SIC Codes and the occupations associated with each code.

^bIncludes all nonmilitary government agencies and enterprises.

^cIncludes agricultural services, forestry, commercial fishing, mining, and unclassified jobs.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

Similar to trends throughout the Region and the rest of Wisconsin, Kenosha County experienced a decrease in manufacturing jobs. Between 1970 and 2000, the number of manufacturing jobs in Kenosha County decreased from 16,521 to 12,801 jobs, or almost 23 percent. Accordingly, the proportion of manufacturing jobs relative to total jobs in the County decreased from over 39 percent in 1970 to fewer than 19 percent in 2000. All other job categories experienced employment growth between 1970 and 2000, with the exception of agricultural jobs, which decreased by over 57 percent between 1970 and 2000.

# SUMMARY

This chapter has presented information on historical and existing demographic conditions in the Town of Salem. The following findings are of particular significance to the preparation of the Kenosha County multi-jurisdictional comprehensive plan and to the Town of Salem comprehensive plan:

- The Town of Salem's population increased between 1850 and 1860 and decreased in both of the decades between 1860 and 1880. The Town's population increased between 1880 and 1900 and declined in each succeeding decade between 1900 and 1930 when the resident population of the Town stood at 1,555. Incorporation of the Village of Silver Lake in 1926 accounted for a portion of the Town's declining population during the 1920s. The Town's population increased in each of the decades from 1930 to 2000, with the most significant period of growth in the Town occurring from 1940 to 1960, increasing by 3,769 residents, or almost 213 percent, over the two decades. Growth during the 1960s was less significant due in large part to the incorporation of the Village of Paddock Lake in 1960. The Town had 9,871 residents in 2000, according to the U.S. Census. The Wisconsin Department of Administration (DOA) estimated the Town's population to be 11,400 residents in 2009, an increase of about 16 percent from the year 2000.
- In the Town of Salem in 2000, children less than five years old numbered 690, or about 7 percent of the Town population, while children between the ages of five and 19 numbered 2,478, or about 25 percent of the population. Adults in the age group 20 through 64 numbered 5,891, or about 60 percent of the Town population, and persons age 65 and older numbered 812, or about 8 percent of the population.
- About 50 percent of County residents, and nearly 48 percent of Town of Salem residents, have attended some college or attained an associate, bachelor, or graduate degree.
- There were 3,529 households in the Town of Salem, with an average household size of 2.79 persons, in 2000.
- The 1999 median annual household income for Town of Salem households was \$54,392, about 16 percent higher than that of Kenosha County households as a whole.
- In 2000, about 73 percent of Town of Salem residents 16 years of age and older were in the labor force. Of Town residents age 16 and older in the labor force, about 96 percent were employed. The largest percentage, about 30 percent, was employed in sales and office occupations.
- In 2000, just over 37 percent of Town of Salem workers were employed in Kenosha County. Lake County, Illinois ranked second as the place of work destination of Town of Salem workers at nearly 37 percent. Cook County, Illinois and Racine County ranked third and fourth as the place of work destinations for Town workers at about 10 percent and about 4 percent, respectively.

# **Chapter IV**

# **ISSUES AND OPPORTUNITIES ELEMENT**

# **INTRODUCTION**

The purpose of the issues and opportunities element is to define a desired future for the Town and provide an overall framework for development of the comprehensive plan. Section 66.1001(2)(a) of the *Wisconsin Statutes* requires that the Issues and Opportunities Element include a "statement of the overall objectives, policies, goals, and programs of the governmental unit to guide the future development and redevelopment of the governmental unit over the planning period." Although not defined in the *Statutes*, the Wisconsin Department of Administration (DOA) has provided the following definitions of those terms:

*Goals*: Broad and general expressions of a community's aspirations, towards which the planning effort is directed. Goals tend to be ends rather than means.

*Objectives*: More specific targets, derived from goals and necessary to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals.

*Policies*: Rules or courses of action necessary to achieve the goals and objectives from which they are derived. They are precise and measurable.

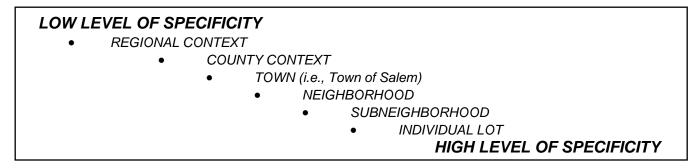
Programs: A system of projects or services necessary to achieve plan goals, objectives, and policies.

The Town of Salem Coordinated Land Use Plan adopted in 2009 set forth objectives, principles, and standards. Principles are generally accepted tenets used to support plan objectives and prepare standards and plans. Standards are measurable criterion used to compare alternatives and to determine the adequacy of plan proposals to attain objectives. Where appropriate, this comprehensive plan includes principles and standards in addition to the goals, objectives, policies, and programs required by the comprehensive planning law in the element chapters.

The comprehensive planning law also requires that the Issues and Opportunities Element include demographic information and population, household, and employment projections. Background demographic information for the Town is presented in Chapter III. Population, household, and employment projections for 2035 are included in Part 3 of this chapter.

# Figure 2

# TOWN OF SALEM PLANNING STRUCTURE HIERARCHY



Source: Meehan & Company, Inc.

# PART 1: PLANNING FRAMEWORK

The Town of Salem Coordinated Land Use Plan was developed and structured based on the planning hierarchy illustrated in Figure 2. The first step was an update of the Town land use plan completed in 1999, based on and refining regional land use, transportation, and utility plans. The plan update was based on identification of land use patterns for the Town under ultimate development, or build-out, conditions, which defined the areal extent to which the Town anticipates a future urban or suburban development pattern, complete with public utilities, with the remainder of the Town committed to an agricultural and rural-residential development pattern not to be served by public utilities. The Coordinated Land Use Plan integrated existing and planned urban, suburban, and rural development with the existing natural environment and desirable cultural features.

The land use plan also identified subareas of the Town, referred to as "neighborhoods." Neighborhood boundaries were based on arterial streets, existing development patterns, and other natural and man-made conditions. The Town proceeded to prepare detailed neighborhood development plans for each of the urban neighborhoods identified in the Town-wide plan. Each neighborhood plan identified precise locations for schools, parks, and shopping areas, where appropriate; areas for residential development; and facilities for pedestrian, bicycle, and motor vehicle travel. The neighborhood plans were incorporated into the Coordinated Land Use Plan adopted by the Town Board in February 2009, and are incorporated into this comprehensive plan by reference. The neighborhood plans are summarized in Appendix C.

# **PART 2: PLAN OBJECTIVES**

The overall comprehensive plan objectives listed in this section are based on the objectives developed as part of the Town of Salem Coordinated Land Use Plan. The following element chapters include goals, objectives, policies, and programs that build on the following overall plan objectives.

# **Planning Objective**

Develop a comprehensive plan for the Town which is responsive to both local natural and cultural man-made conditions.

# **Natural Resource Base Features Protection Objective**

A spatial distribution of land use types in the Town of Salem which results in the protection, preservation, and wise use of the Town's natural resource base.

# **Open Space Preservation/Protection and Agricultural Lands Preservation/Protection Objective**

The preservation of sufficient high-quality open space lands—including environmental corridors, isolated natural resource areas, and agricultural areas—for the protection of the underlying and sustaining natural resource base and enhancement of the social and economic well-being and environmental quality of the area.

# **Outdoor Recreation Objective**

The provision of an integrated system of public general use outdoor recreation sites and related open space areas, areas for intensive nonresource-oriented outdoor recreational activities, areas for intensive resource-oriented outdoor recreational activities, and water-based outdoor recreational activities, which will allow the resident population of the Town of Salem adequate opportunity to participate in a wide range of outdoor recreation activities.

# Land Use Allocation Objective

A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the Town of Salem.

# Land Use Spatial Distribution Objective

A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services and which will result in a compatible arrangement of land uses.

# **Housing Objective**

Provide suitable locations for the development of a variety of housing types with a range of prices, to help provide affordable housing choices for persons of all income levels, age groups, and physical abilities.

# **Transportation System Objective**

An integrated transportation system which, through its location, capacity, and design, will effectively serve the existing and proposed Town land use pattern and promote the implementation of this comprehensive plan, meeting the anticipated travel demand generated by existing and proposed land uses.

# Sanitary Sewer Service Area Objective

To retain refined sanitary sewer service areas which are in conformance with both the adopted areawide water quality management plan and this comprehensive plan.

# **Plan Implementation Objective**

The Town of Salem shall endeavor to use all of the Town plan implementation tools legally available to the Town in order for this comprehensive plan to be implemented; and will continue to work with Kenosha County to implement County zoning regulations in accordance with this plan.

# PART 3: POPULATION, HOUSEHOLD, AND EMPLOYMENT PROJECTIONS

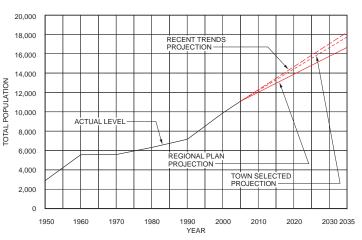
# **Population Projection**

To ensure that adequate and suitable land is available to accommodate anticipated future population growth in the Town, a probable 2035 design year plan population level was selected by the Town Board. In an effort to lessen the uncertainty associated with forecasting a future population level, two alternative population projections were developed for consideration by Town officials. The first of the two projections was prepared by SEWRPC under the 2035 regional land use plan. The second projection, also prepared by SEWRPC, was based on population trends experienced in the Town from 1980 to 2005. The "recent trends" analysis used a technique similar to that used by the DOA to prepare its population forecasts, wherein population changes between 1990 and 2005 were weighted more heavily than changes between 1980 and 1990.

The 2035 regional land use plan envisions a future population of 16,651 Town residents in 2035, while a continuation of recent trends would result in about 18,218 Town residents in 2035. Under the regional land use plan projection, the Town's population would increase by about 6,780 residents, or by approximately 69 percent, from the 9,871 residents in the Town in 2000. Under the "recent trends" projection, the Town's population would increase by about 8,347 residents, or by approximately 85 percent, from the 2000 population level. A comparison of the two projections, in relation to changes in the Town's population from 1950 to 2005, is shown in Figure 3.

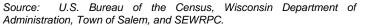
The two alternative projections provide a reasonable range for the 2035 population level in the Town. The Plan Commission and Town Board considered the projections, along with local knowledge and expectations regarding anticipated future growth and development and past growth trends, and determined that the Town would base its future land use plan and other comprehensive planning elements on a 2035 population projection of 17,732 persons, which falls between the regional land use plan and "recent trends" projections. Under this projecttion, the Town's population would increase by about 7,861 residents, or by approximately 80 percent, from the 2000 population level.

# Figure 3 HISTORICAL AND ALTERNATIVE FUTURE POPULATION LEVELS IN THE TOWN OF SALEM: 1950-2035



# **Household Projection**

The selected population projection would result in approximately 6,680 households in the Town in 2035, or almost double (an 89 percent increase) from the 3,529 households in the Town in



the year 2000. The estimated number of households is based on an anticipated average household size of 2.65 persons per household, compared to 2.79 persons per household in 2000, and an anticipated 2035 group-quartered population of 30 persons. The group-quartered population is the number of people anticipated to live in assisted living, group homes, or other residential facilities for elderly or disabled residents in 2035. There were 26 people living in group quarters in the Town in 2000.

# **Employment Projection**

As part of the multi-jurisdictional comprehensive planning effort, existing 2000 and projected 2035 employment levels were developed to assist local governments in determining a local employment projection for the year 2035. Similar to the process for developing population projections, one of the projections was based on the intermediate growth projections from the 2035 Regional Land Use Plan, and one was an extrapolation of historic job trends in each community. The trend-based projection assumes a continuation of past employment change in each community between 1980 and 2000, with the change for more recent years weighted more heavily than the change for earlier years. Thus, in developing the trend-based projection, the employment change between 1990 and 2000 was weighted more heavily than the employment change during the 1980s.

The 2035 regional land use plan envisions 3,172 jobs in the Town in 2035, which would be an increase of 977 jobs, or a 45 percent increase, over the number of jobs in the year 2000. A continuation of recent trends would result in 4,519 jobs in the Town in 2035, which would be more than double (a 106 percent increase) the number of jobs in 2000. The Town considered these alternative projections and selected a projection of 3,566 jobs, which falls between the regional land use plan and recent trends projections. The selected projection would result in an increase of 1,371 jobs, or 63 percent, over the number of jobs in the Town in the year 2000. Additional information regarding jobs in the Town is included in the Economic Development Element (Chapter X).

# **Chapter V**

# AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

# **INTRODUCTION**

The agricultural, natural, and cultural resources element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(e) of the *Statutes* requires this element to compile goals, objectives, policies, and programs for the conservation and effective management of the following natural resources:

- Groundwater
- Forests
- Productive agricultural areas
- Environmentally sensitive areas
- Threatened and endangered species
- Stream corridors
- Surface water

- Floodplains
- Wetlands
- Metallic and nonmetallic mineral resources
- Parks, open spaces, and recreational resources
- Historical and cultural resources
- Community design

In addition, the Wisconsin comprehensive planning goals set forth in Section 16.965 of the *Statutes* must be addressed as part of the planning process.¹

This chapter consists of five parts: Part 1, Character of the Town and Natural Resource Protection; Part 2, Inventory of Soils and Agricultural Resources; Part 3, Inventory of Other Natural Resources; Part 4, Inventory of Cultural Resources; and Part 5, Agricultural, Natural, and Cultural Resources Goals, Objectives, Policies, and Programs. The natural resources emphasized in this chapter include soils resources; steep slopes; woodlands and forests; water resources including lakes and ponds, stream corridors, floodplains, shore buffers, drainageways, wetlands, and shoreland wetlands; environmental corridors; park and open space sites; and historic resources.

¹Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the Statutes.

# PART 1: THE CHARACTER OF THE TOWN AND NATURAL RESOURCE PROTECTION

The character of the Town of Salem is integrally tied to the Town's natural resource base. The lakes, ponds, streams, wetlands, drainageways, woodlands, steep slopes, and the resulting open spaces created by these features have all contributed to the character of the Town. The goals, objectives, policies, and programs set forth in Part 5 of this chapter recognize that maintaining and enhancing the character of the Town—including both rural and developed areas—is dependent on preserving the natural resource features of the Town.

The health, safety, and welfare of the Town are dependent upon the preservation of its natural resources. Sound planning practice dictates that the various natural resources of the Town should be held in high regard. Special emphasis must be given to both the preservation of the Town's cultural and natural resources, since these resources play an important role in defining the Town of Salem as a unique community.

Natural resource base management should be based on the results of substantive environmental analysis and should distinguish between different resource categories and components of the resource base (i.e., floodplains, woodlands, etc.). Most crucial of all is an understanding of the various interrelated aspects of the environment. Since each resource element, or environmental unit, is a component of one or more environmental systems, the protection of each resource feature's function within that system is important. A carefully considered and cautious approach to urban, suburban, and rural planning and site design evaluates the resource elements of a community (i.e., the Town of Salem), in order to properly determine their function and role in the environment, and respects the preservation standards associated with each resource element.

The public role to be played in environmental and cultural resource protection logically follows from the essentially public character of these resources. This public role, coupled with the fact that the private market often does not adequately consider or allocate the costs of protecting these resources, compels the government—in this case, the Town of Salem and Kenosha County—to use its police powers to protect the environment insofar as public health, safety, and welfare are concerned.

An appropriate and legally defensible basis is required for zoning and land division regulation in order to incorporate resource protection standards into those regulatory tools. It is essential that such natural resource protection standards be soundly grounded in scientific fact. It is also essential that natural resource protection standards recognize that development is not necessarily injurious or detrimental to various resources, but rather, that the form and/or intensity or density of development, given careful attention, can ensure that resource protection objectives are achieved.

Obviously, natural resources, or environmental limitations such as floodplains or wetlands, are constraints on development in the Town as a whole as well as on specific sites within the Town. Since all sites are unique, the presence of these features may dramatically alter the development potential of certain sites within the Town. It must be understood that the emphasis relating to land development should be placed on working with the environment and avoiding construction in unsuitable areas. Because the presence of natural resources on sites tends to make some sites harder to develop efficiently while still profiting from development, there are typically intense economic pressures working against environmental protection. Natural resource protection standards, such as those set forth in this chapter, when implemented, will enable the Town to make environmentally sensitive decisions when reviewing development proposals.

# Protection of Environmental Corridors and Isolated Natural Resource Areas

In addition to the protection of the individual natural resource base elements, the concept of environmental corridors and isolated natural resource areas, as advanced by SEWRPC, formed yet another component of the natural resource base framework for this comprehensive plan. The environmental corridor concept works both on a Town-wide basis as well as on an individual site basis. In both respects, such corridors represent a sound framework for plan preparation. The concept of environmental corridors and isolated natural resource areas will be set forth in more detail later in this chapter.

# Agricultural, Natural, and Cultural Resources Element of the Multi-Jurisdictional Comprehensive Plan for Kenosha County

As described in Chapter I, this Town plan was prepared as part of a cooperative effort involving the Town, Kenosha County, and eight other local governments. Chapters III and VIII of the multi-jurisdictional comprehensive plan for Kenosha County² set forth various detailed natural resource base inventories and associated inventory maps as an integral part of its "Agricultural, Natural, and Cultural Resources Element." Those detailed natural resource base inventories and associated inventory maps are hereby by reference made a part of this Town of Salem comprehensive plan.

# Town of Salem Land Use Plan Natural Resource Protection Standards

The *natural resource protection standard* concept is used as the basis for the minimum standards presented in this chapter for the protection of the following resources: water bodies including lakes and ponds; streams; floodplains (including 100-year recurrence interval floodplains and floodways which are already protected under Chapter 12 of the Kenosha County Code of Ordinances, titled "General Zoning and Shoreland/Floodplain Zoning"); shore buffer areas (also protected under Chapter 12 of the Kenosha County Code of Ordinances); wetlands (including State of Wisconsin defined shoreland-wetlands, also protected under Chapter 12 of the Kenosha County Code of Ordinances); both mature and young woodland and forest areas; and steep slopes (i.e., slopes ranging from 10 to over 30 percent). These are the natural resource features which are closely associated with the maintenance of the public health, safety, and welfare of the community and that provide the community important benefits which are oftentimes ignored by the private market.

The natural resource protection standard measures the proportion of the natural features of a site (excluding land occupied by public street rights-of-way), which will remain undeveloped and protected and is specifically designated for natural resource protection. The natural resource protection standards establish specific numerical levels at which the natural resource feature should function in the Town and any development of the land must be done in such a way so that the natural resource continues to function at this minimum level. Natural resource features preserved through this method are intended to benefit the Town as a whole by protecting the natural resource base features, providing (in some instances) passive, privately-owned recreational and open space areas, and by maintaining the intrinsic natural character of an area. The use of natural resource protection standards in a developing area does not require the designation of specific construction techniques or even specific site planning, but rather allows the developer to choose his own system of providing for the continuation of the natural resource feature within the parameters of the minimum protection level specified by the natural resource protection standard.

The use of natural resource protection standards as a planning tool represents a sound land use planning approach towards the protection of an area's dwindling natural resource base. Such natural resource loss is typically caused by resource destruction due to growth and development. In recent years, natural resource protection standards in community plans have been implemented by various types of development regulations, which often offer a wide-range of options for both the developer and the municipality which these regulations serve. The use of natural resource protection standards oftentimes tends to encourage innovation to improve the compatibility of development with the natural functions of the land and its various natural resource features. The use of such standards offers a great deal of flexibility to the developer, which is particularly important in the area of resource protection, since there are a host of construction and site design techniques which can be combined to make development more sensitive to various natural functions. The allowance of the landowner, or developer, to find the best techniques to use for the resource protection of his particular parcel affords the community protection of its important natural resource base features while at the same time also affording the landowner, or developer, a greater chance to maximize development benefits.

²Documented in SEWRPC Community Assistance Planning Report No. 299, A Multi-Jurisdictional Comprehensive Plan for Kenosha County: 2035, April 2010.

Natural resource protection standards must be carefully constructed in order to ensure that the standards and resulting regulations are fair relative to both the community's and landowner's interests in order to avoid the "taking" of property or property rights. Balancing mechanisms within the regulatory process can be used, such as the on-site or off-site mitigation of some natural resource features, in order to reduce negative impacts to both the community and the landowner. In addition, the use of natural resource protection standards sets forth uniform standards for all land users and each type of development (agricultural, residential, and nonresidential) must share in protecting the natural resource features of the Town in proportion to the general type of development.

The natural resource protection standards are established to protect the existing natural resource features previously listed and located in various areas of the Town. The intent of these standards is to allow for the reasonable development of property (located in areas where development is planned to occur) while still preserving those natural resource features which are important to the Town. In this respect, the *natural resource protection standard* can be defined by the following simple equation as it relates to a single natural resource element:

# **Natural Resource Protection Standard**

# Acres of Land In Resource

_

# Amount of Resource to be Protected

An example of how this equation would work, for instance, for the protection of mature woodlands on a site that is 40 acres in size with 15 acres of such mature woodland areas is shown below. Under this scenario, it is assumed that the mature woodlands would be protected under a natural resource protection standard of 0.70 (or 70 percent of the resource protected).

Where,

# Natural Resource Protection Standard = 0.70 Acres of Land in Resource = 15.0

Then,

 $0.70 \ x \ 15.0 = 10.5$ 

Therefore, based upon the above equation, 10.5 acres of the mature woodlands would have to be protected.

In situations where more than one natural resource element is present on the same area of land (i.e., areas where various natural resource features actually overlap), only the most restrictive natural resource protection standard is used for the purposes of protecting all of the affected resource features in the overlapping area. This occurs in the Town often, particularly in the case of wooded sloped areas, shore buffers, and shoreland-wetlands which may be located within a 100-year floodplain.

# Reducing the Negative Effects of Development on the

# **Remaining Natural Resource Base Features of the Town**

Some of the past agricultural and development practices that have occurred in the Town have severely impacted wetlands, woodlands and forests, steep slopes, and other natural resource features. With increased development pressures, development and the environment are competing with each other for land area. The impacts of urban and suburban development on the Town's environment has often resulted in the natural resources giving way in those areas where urban and suburban development has totally encompassed them, as the remaining resources are no longer in an environment suitable for their existence or have been completely destroyed during the urbanization process.

As the designated areas of the Town grow in a planned fashion, good design practice and criteria can be implemented to lessen the potential harmful effects on the precious natural environment of the Town of Salem. The use and implementation of the natural resource protection standards set forth in this chapter are strong tools to achieve this end.

By placing new development and community facilities in locations suitable for further growth and enhancement, a more balanced community is created, which recognizes the underlying natural resources. It is in this way that natural resources and new development can co-exist without threatening each other.

# **Mitigation of Natural Resource Base Features**

Mitigation is a concept that permits development to occur if a degraded natural resource is improved or replaced at another naturally viable location. Natural resource protection standards are developed to sometimes allow for the mitigation of potential problems which may be created by development in environmentally sensitive areas. The objective is to improve the overall quality of the land and its natural resource function for both wildlife and people.

Mitigation can also be used in areas where the use permitted on the land would otherwise require the destruction of the resource or sharply devalue the property. This is sometimes the case where natural resources are located in high-valued commercial areas.

Most mitigation efforts have been used by the U.S. Army Corps of Engineers when dealing with certain wetland issues. Mitigation efforts by local units of government typically place a price on natural resource destruction rather than allowing land developers to impose a burden on society through the destruction of valuable natural resources. Mitigation places a cost on resource destruction, eliminates the consideration of the resource as a "free good," and requires the developer to account for damage to important resources in economic terms.

The Town of Salem recognizes the importance of the protection of the Town's important natural resources. In addition, the Town also recognizes the importance of using mitigation as a tool to attain the necessary levels of resource protection as set forth in this comprehensive plan. Thus, where legal under Federal, State, and County laws, this plan recognizes the importance of the use of mitigation techniques in plan implementation. Table 25 in Part 5 provides a summary of the Town of Salem's natural resource protection and mitigation standards for specified natural resource base features.

# PART 2: INVENTORY OF SOILS AND AGRICULTURAL RESOURCES

# **Soil Resources**

Soil is defined as a dynamic natural body on the surface of the earth in which plants grow, composed of mineral and organic materials and living forms. Soil properties exert a strong influence on the manner in which people use land. Soils are an irreplaceable resource, and mounting pressures upon land are constantly making this resource more and more valuable.

The USDA Soil Conservation Service, now the Natural Resources Conservation Service (NRCS), issued a soil survey for Kenosha County in 1970.³ Soils were identified, organized, and mapped by soil association, soil series, and soil type. The soil survey results, including the attributes of each soil type, are now available on the NRCS website as part of the Soil Survey Geographic (SSURGO) database. Unless otherwise noted, the soil information presented in this chapter was obtained from the SSURGO database.

The soil survey can play an important role in land use decisions. The information contained in the soil survey can help identify which areas of the Town are suitable for agricultural use; which areas may have limitations for development due to wet soils or bedrock near the surface; and which areas may have marketable nonmetallic mineral resources present.

³Documented in the USDA Soil Conservation Service, Soil Survey of Kenosha and Racine Counties, Wisconsin, 1971.

# **Soil Associations**

A soil association is a landscape that has a distinctive pattern of soils. It normally consists of one or more major soils and at least one minor soil, and is named for the major soil or soils present. Almost 90 percent of the Town is covered by soils in the Hebron-Montgomery-Aztalan or the Morley-Beecher-Ashkum associations. The following soil associations are found in the Town of Salem:

The *Fox-Casco association* consists of well-drained soils that have a clay loam and silty clay loam subsoil. The soils are nearly level to rolling and occur mainly on terraces and on hills. This association, encompasses about 6 percent of the Town, is located in limited areas in the western portion of the Town.

The *Hebron-Montgomery-Aztalan association* consists of well-drained to poorly-drained soils that have a loamy to silty clay subsoil. The soils are nearly level to rolling and are located primarily along the Fox River and the Salem Branch of Brighton Creek. This association encompasses about 44 percent of the Town.

The *Miami association* consists of well-drained soils that have silty clay-loam and clay-loam subsoil, formed in thin loess and the underlying loamy glacial till on ridges and knobs. This association encompasses about 5 percent of the Town and is located in limited areas in the northwestern portion of the Town.

The *Morley-Beecher-Ashkum association* consists of well-drained to poorly-drained soils that have a silty clay or silty clay-loam subsoil. These soils are nearly level or gently sloping and occupy low, broad ridges and knobs that are dissected by drainageways and depressions. This association encompasses about 44 percent of the Town.

The *Varna-Elliott-Ashkum association* consists of well-drained to poorly-drained soils that have a silty clayloam-to-clay subsoil. These soils are nearly level or gently sloping and occur on low, broad ridges and knobs. This association encompasses less than 1 percent of the Town located in limited areas in the eastern portion of the Town.

# Soil Limitations for Development

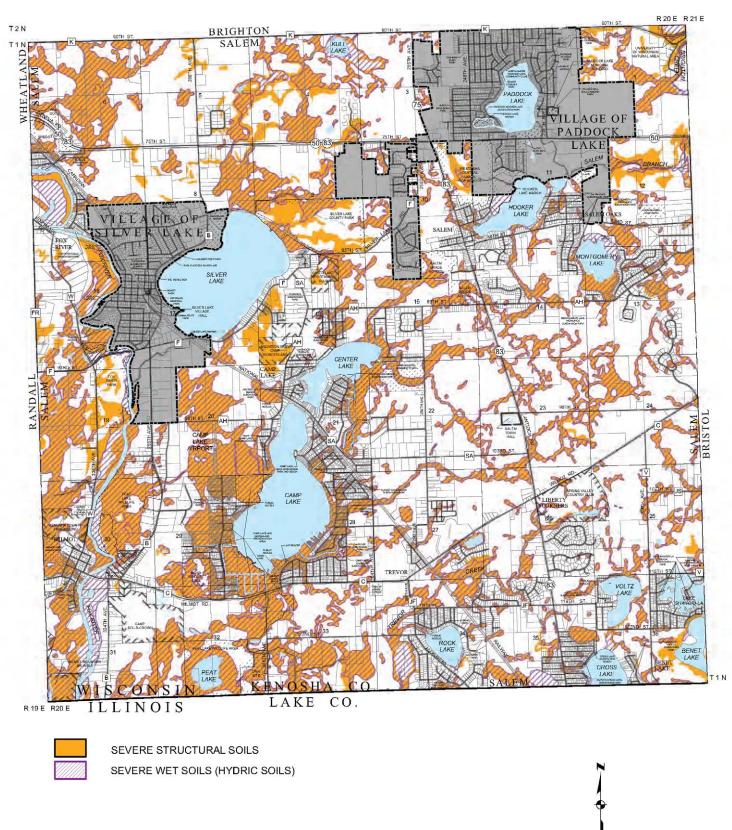
A variety of soil characteristics can impact the suitability of land for development. Severe structural soils, as identified by the Kenosha County Planning and Development Department using data from the NRCS, impose significant limitations on development of dwellings with or without basements and structures requiring private onsite wastewater treatment system (POWTS) absorption fields. Severe structural soils possess properties or site features that are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. A high water table, flooding, shrinking and swelling, and organic layers can cause the movement of footings and affect dwellings with or without basements. Likewise, a high water table, depth to bedrock, large stones, slope, and flooding affect the ease of excavation and construction and also influence the performance of POWTS absorption fields. These factors were all considered during the identification of severe structural soils.

Soils that are saturated with water or that have a water table at or near the surface, known as hydric soils or severe wet soils, also pose significant limitations for most types of development. High water tables often cause wet basements and poorly-functioning absorption fields for POWTS. The excess wetness may also restrict the growth of landscaping plants and trees. Wet soils also restrict or prevent the use of land for crops, unless the land is artificially drained. Map 8 depicts severe structural soils and severe wet soils in the Town of Salem, as identified by the NRCS and Kenosha County. About 5,855 acres, or approximately 28 percent of the Town, is covered by severe wet soils (hydric soils), generally associated with stream beds and wetland areas. Although such areas are generally unsuitable for development, they may serve as important locations for restoration of wetlands, as wildlife habitat, and for stormwater detention.

# Soil Suitability for Agricultural Production

The NRCS has classified the agricultural capability of soils based on their general suitability for most kinds of farming. These groupings are based on the limitations of the soils, the risk of damage when used, and the way in

Map 8



# SOIL LIMITATIONS FOR DEVELOPMENT IN THE TOWN OF SALEM

Source: USDA - Natural Resources Conservation Service, Kenosha County, and SEWRPC.

4,500 Feet

2.250

which the soils respond to treatment. Generally, lands with Class I and II soils are considered "National Prime Farmlands." About 62 percent of the Town is covered by prime farmland soils. Lands with Class III soils are considered "Farmlands of Statewide Significance," which cover about 19 percent of the Town. Class I soils have few limitations, the widest range of uses, and the least risk of damage when used. The soils in the other classes have progressively greater natural limitations. Class II soils have some limitations that reduce the choice of plants that can be grown, or require moderate conservation practices to reduce the risk of damage when used. Class III soils have severe limitations that reduce the choice of plants, require special conservation practices, or both, and Class IV soils have very severe limitations. Class V, VI, and VII soils are considered suitable for pasture but not for crops, and Class VIII soils are so rough. shallow, or otherwise limited that they do not produce economically worthwhile yields of crops, forage, or wood products.

The location and amount of Class I, II, and III soils were an important consideration when farmland preservation areas were identified in the existing County farmland preservation plan (adopted in 1981). The County Farmland Preservation Plan⁴ used the following criteria to designate Prime Farmlands: farms with at least 50 percent of soils classified as Class I, II, or III, located within a farming block of at least 100 acres, and having a minimum farm size of 35 acres. Farms less than 35 acres were included if used for the production of specialty crops or livestock, provided the soil criteria and minimum farming block criteria were met. The number of acres contained in, and the relative proportion of, these various soil classes in the Town of Salem are set forth in Table 14.

# Agricultural Land Evaluation for Cropland

# Soils in Wisconsin have been rated by the NRCS based on soil type, slope, agricultural capability class, and soil productivity for producing corn and soybeans. A relative value was then determined for each soil type. The best soils for crop production were assigned a value of 100. The NRCS provided these land evaluation (LE) values for soils in Kenosha County based on LE values for all soil types in Wisconsin. Soil LE values were "normalized" for Kenosha County as part of the LE analysis, meaning that each soil is rated in relative value to other soils in Kenosha County, rather than to soils in the State. The agricultural land evaluation ratings for soils in the Town, grouped into categories, are shown on Map 9. Acres within each range in the Town are listed in Table 15.

# ⁴Documented in SEWRPC Community Assistance Planning Report No. 45, A Farmland Preservation Plan for Kenosha County, Wisconsin, June 1981.

#### Table 14

# AGRICULTURAL SOIL CAPABILITY IN THE TOWN OF SALEM AND KENOSHA COUNTY

	Town o	f Salem	Kenosha	a County
Agricultural Soil Capability Class	Acres ^a	Percent of Total Area	Acres	Percent of Total Area
Class I Soils	3	^b	1,130	0.6
Class II Soils	12,698	61.5	126,556	71.1
Class III Soils	3,998	19.4	29,281	16.4
Class IV, V, VI, VII, and VIII Soils and Unclassified Areas	2,074	10.0	16,154	9.1
Surface Water	1,876	9.1	5,028	2.8
Total Area	20,649	100.0	178,149	100.0

^aTotal acreage is based on 2005 civil divisions.

^bLess than 0.05 percent.

Source: USDA-Natural Resources Conservation Service and SEWRPC.

#### Table 15

#### SOIL PRODUCTIVITY FOR CROPLAND (LAND EVALUATION RATINGS) IN THE TOWN OF SALEM AND KENOSHA COUNTY

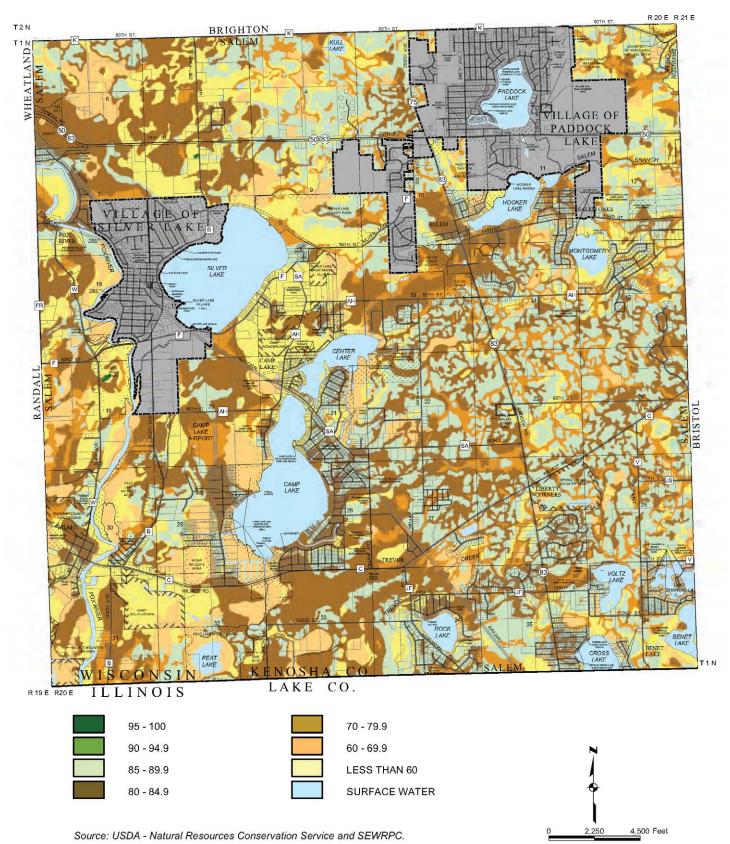
	Town o	f Salem	Kenosha	a County
LE Rating	Acres ^a	Percent of Total Area	Acres	Percent of Total Area
95 to 100	3	^b	939	0.5
90 to 94.9	0	0.0	540	0.3
85 to 89.9	5,313	25.7	54,517	30.6
80 to 84.9	5,500	26.6	46,913	26.3
70 to 79.9	2,073	10.1	28,852	16.2
60 to 69.9	2,121	10.3	13,972	7.9
Less than 60 or Not Rated	5,639	27.3	32,416	18.2
Total Area	20,649	100.0	178,149	100.0

^aTotal acreage is based on 2006 civil divisions.

^bLess than 0.05 percent.

Source: USDA-Natural Resources Conservation Service and SEWRPC.

Map 9



# AGRICUTURAL LAND EVALUATION RATING FOR SOILS IN THE TOWN OF SALEM

# AGRICULTURAL LANDS IN THE TOWN OF SALEM AND KENOSHA COUNTY: 2000

- 1 1								
	Town o	f Salem	Kenosha County					
Agricultural Lands Category	Acres ^a	Percent of Total Area	Acres	Percent of Total Area				
Cultivated Lands	7,493	82.2	82,202	86.8				
Pasture Land and Unused Agricultural Land	1,359	14.9	9,981	10.5				
Orchards, Nurseries, and Specialty Crops	130	1.4	956	1.0				
Farm Buildings	139	1.5	1,576	1.7				
Total	9,121	100.0	94,715	100.0				

# Source: SEWRPC.

# **Existing Farmland**

Agricultural lands were identified by SEWRPC as part of the 2000 regional land use inventory conducted as part of the regional planning program. The land use inventory identified croplands, pasture lands, orchards, nurseries, specialized farming, and non-residential farm buildings. Farm residences, together with a 20,000 square foot dwelling site, are classified as single-family residential land uses in the 2000 inventory.⁵ Based upon the 2000 land use inventory, about 94,715 acres, or about 148 square miles, representing almost 53 percent of Kenosha County, and approximately 9,121 acres, or about 44 percent of the Town, were in agricultural use in 2000. This figure includes lands actually used for agriculture-primarily cultivated lands and lands used for pasture-and excludes the wetland and woodland portions of farm fields.

The number of acres occupied by farmland in the Town in 2000 is set forth in Table 16 and is categorized as follows:

- Cultivated Lands, which includes lands used for the cultivation of crops including row crops, grain crops, vegetable crops, and hay.
- Pasture Land and Unused Agricultural Lands, which includes lands used as pasture, or lands which were formerly cultivated or used for pasture and which have not yet succeeded to a wetland or woodland plant community.
- Orchards, Nurseries, and Specialty Crops, which includes lands used for orchards, nurseries, sod farms, and specialty crops such as mint, ginseng, and berries.
- Farm Buildings, which includes barns, silos, and other buildings used to store farm equipment or supplies or house farm animals.

As shown on Table 16, cultivated lands were the predominant type of agricultural use in the Town, accounting for about 82 percent of agricultural land in the Town in 2000.

# Farm Production and Revenue

Farm production and revenue inventory data^{6,7} are useful in determining the major types of agricultural products produced and the economic impact of agriculture in Kenosha County. Agricultural sectors identified in the County and State in 2002, and the amount and percentage of sales associated with each sector, are set forth in Table 17. Grain crops were the predominant source of agricultural revenue in the County in 2002, accounting for about 32 percent of agricultural revenue. A much lower percentage, about 16 percent, of agricultural revenue Statewide was based on grain crops. Of the 466 farms in the County in 2002, 161, or about 35 percent, were grain crops farms.

⁵See Chapter VI for more information about the SEWRPC 2000 land use inventory.

⁶Data included in this section are 2002 data for Kenosha County from the USDA National Agricultural Statistics Service. Data is reported at the County level, and is not available for the Town of Salem.

⁷*The USDA defines a farm as any place from which \$1,000 or more of agricultural products (crops and livestock) were sold or normally would have been sold during the year under consideration.* 

### AGRICULTURAL SECTORS IN KENOSHA COUNTY AND WISCONSIN: 2002

	Kenosh	a County	State of Wisconsin		
Sector	2002 Sales (in thousands)	Percent of Total Agricultural Revenues	2002 Sales (in thousands)	Percent of Total Agricultural Revenues	
Dairy	\$7,400	21.7	\$2,651,000	47.1	
Horticulture	7,900	23.2	197,400	3.5	
Grains (Crops)	11,000	32.3	893,300	15.9	
Cattle and Calves	2,300	6.9	834,900	14.9	
Vegetables	2,900	8.6	341,600	6.1	
Other	2,500	7.4	705,100	12.5	
Total	\$34,000	100.0	\$5,623,300	100.0	

Source: USDA National Agricultural Statistics Service, 2002 Census of Agriculture.

#### Table 18

### FARMS IN KENOSHA COUNTY AND WISCONSIN BY VALUE OF SALES: 2002

	Kenosł	na County	State of	Wisconsin
Value of Sales	Number	Percent	Number	Percent
Less than \$2,500	189	40.6	30,491	39.5
\$2,500 to \$4,999	43	9.2	5,389	7.0
\$5,000 to \$9,999	34	7.3	5,788	7.5
\$10,000 to \$24,999	55	11.8	8,362	10.8
\$25,000 to \$49,999	27	5.8	5,929	7.7
\$50,000 to \$99,999	39	8.4	7,242	9.4
\$100,000 or more	79	17.0	13,930	18.1
Total	466	100.0	77,131	100.0

Source: USDA National Agricultural Statistics Service, 2002 Census of Agriculture.

Horticulture was the second-largest source of agricultural revenue in Kenosha County in 2002, accounting for over 23 percent of sales. Statewide, horticulture accounted for just 3.5 percent of sales. The relative importance of the horticultural industry in the County compared to the State is likely a response to the demand for landscaping material for urban development in the County and the Milwaukee and Chicago metropolitan areas. Dairy farming was the third-largest source of agricultural revenue in Kenosha County in 2002, accounting for less than 22 percent of the total. The percentage of agricultural revenue from dairy farming Statewide was much higher, accounting for over 47 percent of the total revenue.

Table 18 sets forth total value of sales⁸ in 2002 for farms in Kenosha County. There were 189 farms, or about 41 percent of all farms in Kenosha County, that had total value in sales of less than \$2,500. A similar percentage, about 40 percent, of farms Statewide had a total value in sales less than \$2,500. There were 79 farms, or about 17 percent of farms in the County, with total value in sales of \$100,000 or more, compared to about 18 percent of State farms with total value in sales of \$100,000 or more.

⁸The total value of sales is equal to the gross market value before taxes and production expenses for all agricultural products sold.

	Kenosha	a County	State of Wisconsin		
Size (acres)	Number	Percent	Number	Percent	
Less than 10 acres	43	9.2	4,141	5.4	
10 to 49 acres	199	42.7	17,152	22.2	
50 to 179 acres	116	24.9	29,458	38.2	
180 to 499 acres	68	14.6	20,021	25.9	
500 to 999 acres	22	4.7	4,465	5.8	
1,000 acres or more	18	3.9	1,894	2.5	
Total	466	100.0	77,131	100.0	

## FARM SIZE IN KENOSHA COUNTY AND WISCONSIN: 2002

Source: USDA National Agricultural Statistics Service, 2002 Census of Agriculture.

Average net income from farm operations in the County in 2002 was \$17,132, which was lower than the State average of \$17,946. Farming was the principal occupation of the farm operator on 251 farms, or about 54 percent, and was not the primary occupation of the farm operator on the remaining 215 farms, or 46 percent. Statewide, farming was the principal occupation of the farm operator on about 59 percent of farms and was not the principal occupation of the farm operator of farms.

## Number and Size of Farms

Table 19 sets forth the number of farms by size category⁹ in Kenosha County and Wisconsin. As noted earlier, there were 466 farms in the County in 2002. The average farm size was 190 acres, and the median farm size was 75 acres. This compares to 204 acres and 140 acres, respectively, for farms in the State. The largest percentage of farms in the County, about 43 percent, were between 10 and 49 acres, and an additional 25 percent of farms were between 50 and 179 acres. Only about 9 percent of farms were more than 500 acres in size.

# PART 3: INVENTORY OF NATURAL RESOURCES

# **Topography and Geology**

The landforms and physical features of Kenosha County, such as topography and drainage patterns, are an important determinant of growth and development. The physiography of the area not only must be considered in sound land use and supporting transportation, utility, and community facility planning and development, but it also contributes directly to the natural beauty and overall quality of life in the County. Kenosha County varies from gently rolling glacial plains in the eastern half to steeper hills in the western half. Additionally, the subcontinental divide, which separates the Mississippi River Basin and the Great Lakes-St. Lawrence River Basin, traverses the eastern half of Kenosha County. The County is adjacent to Lake Michigan, one of the five Great Lakes.

Glaciation has largely determined the physiography and topography, as well as the soil within the County. Topographic elevations range from 580 feet above sea level at the Lake Michigan shoreline to approximately 950 feet in the Town of Randall, along the Wisconsin-Illinois State line. There is evidence of four major stages of glaciation in the Southeastern Wisconsin Region. The last, and most influential in terms of present physiography and topography in Kenosha County, was the Wisconsin stage, which is believed to have ended in the State about 11,000 years ago.

The dominant physiographic and topographic features occur in the western portion of the County. On the western side of the Fox River, gentle slopes give way to steeper hills which are comprised of sand and gravel outwash

⁹Data included in this section includes lands owned by the farmer, not lands the farmer may rent.

deposits. The majority of the County is dominated by gently sloping ground moraines. Ground moraines were laid down directly by the glacier, and are typically made up of dense basal till, which contains a combination of silt and clay. Kenosha County also contains wetland areas made up of peat and organic materials. Glacial outwash deposits are common along the major rivers and streams of Kenosha County.

# **Steep Slopes**

Slope is defined as the degree of deviation of a surface from the horizontal, usually expressed in percent or degrees. Slope, to a considerable extent, determines the land uses practicable on a given parcel of land. Slope is directly related to water runoff, slope stability, and erosion hazards and, therefore, the type and extent of land uses should be carefully adjusted to the slope of the land. In general, slopes of 12 percent or more are unsuitable for development and most agricultural uses; these slopes should be maintained as essentially natural, open areas for wildlife habitats and erosion control. Lands with less severe slopes may be suitable for certain open space uses, such as pasturelands, and for certain development, such as carefully designed low-density residential areas. Lands which are gently sloping or nearly level are, typically, best suited for development.

For detailed site and land planning purposes, all slopes should be determined from onsite topographic surveys prepared and graphically shown with at least a two-foot contour interval. Detailed topographic maps are available through Kenosha County for all areas of the Town of Salem. Thus, the precise determination of slope in any area of the Town can be easily and precisely determined. For the purposes of this plan, no land area in the Town is considered a steep slope unless the steep slope area has at least a 10-foot vertical drop (within 100 feet or less of horizontal distance) and has a minimum area of 5,000 square feet.

The lowest areas in the Town of Salem are generally located contiguous to the Fox River, Camp Lake (and areas surrounding, particularly to the south of, Camp Lake), and Silver Lake in the western portion of the Town as well as some areas located in the far northeast corner of the Town. Elevations in these areas range from only 700 to 750 feet in elevation above National Geodetic Vertical Datum of 1929. In contrast, the highest areas of the Town, ranging from 850 to 900 feet in elevation, are located, primarily, in the southeastern quadrant of the Town.

Map 10 indicates areas with severe slopes in the Town. About 42 acres, or less than 1 percent of the Town, have slopes of 20 percent or greater; and about 667 acres, or about 3 percent of the Town, have slopes from 12 to 20 percent. The natural resource protection standards to be used as a policy guideline for determining the necessary protection levels for preserving various degrees of steep slopes are shown in Table 25 in Part 5 of this chapter.

## Nonmetallic Mineral Resources¹⁰

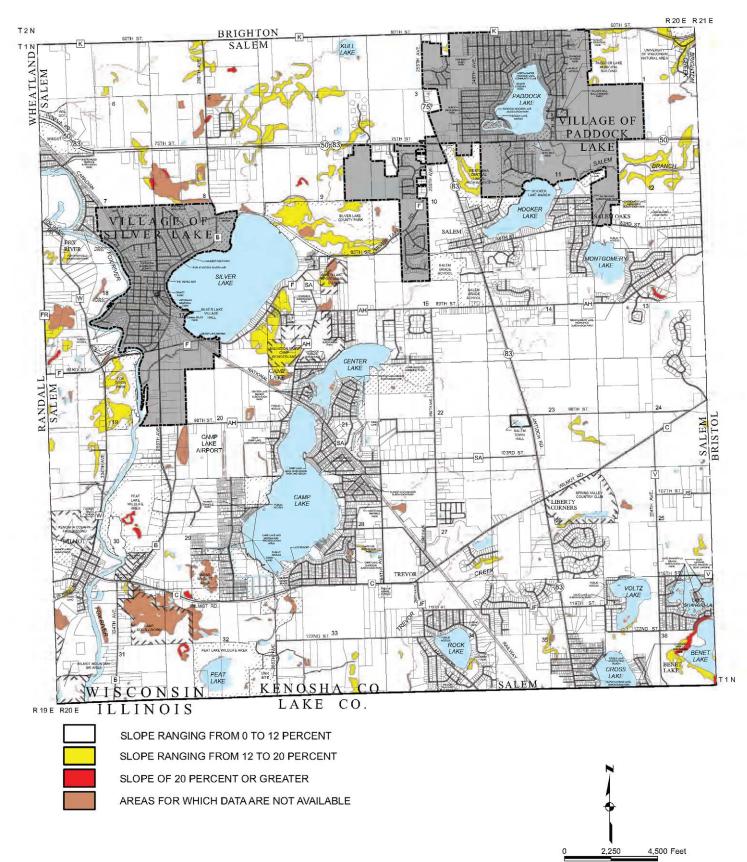
Nonmetallic minerals include, but are not limited to, sand, gravel, crushed stone, building (dimension) stone, peat, clay, and asbestos. Nonmetallic mines (quarries and pits) in Southeastern Wisconsin provide sand, gravel and crushed limestone or dolomite for structural concrete and road building; peat for gardening and horticulture; and dimension stone for use in buildings, landscaping, and monuments. Nonmetallic minerals are important economic resources that should be taken into careful consideration whenever land is being considered for development. Wise management of nonmetallic mineral resources is important to ensure an adequate supply of aggregate at a reasonable cost for new construction and for maintenance of existing infrastructure in the future.

According to the U.S. Geological Survey, each person in the United States uses an average of 9.5 tons of construction aggregate per year (construction aggregate includes sand, gravel, crushed stone, and recycled crushed concrete). Construction of one lane-mile of Interstate Highway uses 20,000 tons of aggregate. Aggregate is heavy and bulky, and is therefore expensive to transport. Having sources of aggregate relatively close (within 25 miles) of a construction project lessens the overall cost of construction. The cost of a ton of aggregate can more than double when it has to be hauled 25 miles or more.

¹⁰There are no known marketable metallic mining resources in Kenosha County.

Map 10

### SLOPE ANALYSIS FOR THE TOWN OF SALEM



# Potential Sources of Sand, Gravel, Clay, and Peat

The location of potential commercially workable sources of sand, gravel, clay, and peat in the Town of Salem have been identified by the Wisconsin Geological and Natural History Survey (WGNHS) using a variety of sources, including geologic studies,¹¹ data from Road Material Survey records collected by WGNHS for the Wisconsin Department of Transportation (WisDOT), information on existing extractive sites, and information on closed extractive sites that were recently active. The sand and gravel potential is categorized as high, medium, and low by the WGNHS based on the glacial geology.

Areas categorized as "outwash deposits" have the highest potential for significant deposits of sand and gravel, and account for 776 acres, or 4 percent of the Town's total area. Areas categorized as "glacial till" have medium to low potential for yielding commercial workable sources of sand and gravel, and encompass 12,964 acres, or about 63 percent of the Town. The highest-quality deposits are found in the outwash areas of the Town, particularly west of the Fox River, where the washing action of glacial meltwaters has sorted the sand and gravel into somewhat homogeneous deposits that are commercially more attractive. Overall, the potential for sand and gravel production within the Town is considered to be moderate. Most of the sand and gravel mining in Kenosha County occurs in the Towns of Wheatland and Randall. Areas categorized as "glacial lake deposits" contain clay deposits useful for construction, and account for 2,519 acres, or about 12 percent of the Town. Areas categorized as "peat and organic sediment" may contain economic deposits of peat, and account for 2,551 acres, or about 12 percent of the Town. These areas are scattered throughout the Town, generally in association with wetlands, which limits access to the peat due to regulatory constraints.

## Depth to Bedrock and Potential Sources of Crushed or Building Stone

Information on depth to bedrock is not only important in terms of indicating areas where bedrock at or near the surface may pose development limitations, but also is relevant for identifying areas for potential economically viable extraction of such resources. The advances of glacial ice sheets, and the landforms they created, resulted in a wide range of thickness of glacial deposits over the bedrock. This thickness ranges from 25 feet up to 300 feet. Bedrock at or near the surface may be difficult and expensive for trenching, tunneling, and constructing basements and conventional private onsite wastewater treatment systems (POWTS), which may also operate poorly. The NRCS rates the limitations as severe if the depth to bedrock is equal to or less than three feet from the surface; no such areas have been identified in Kenosha County.

The location of potential commercially workable sources of stone suitable for crushed or building stone in the Town of Salem have been identified by the WGNHS based principally upon locating and mapping areas underlain by Silurian dolomite within 50 feet of the land surface. No areas within the Town have been identified as having the potential for the development of commercially viable sources of crushed stone or building stone.

## **Existing Nonmetallic Mining Sites**

There were no identified active nonmetallic mining sites in the Town in 2009.

## **Registered Nonmetallic Mining Sites**

Chapter NR 135 of the *Wisconsin Administrative Code* establishes a procedure for landowners to register marketable nonmetallic mineral deposits in order to preserve these resources. There were no registered nonmetallic mineral sites in Kenosha County as of January 1, 2009.

NR 135 defines a marketable nonmetallic mineral deposit as one which can be or is reasonably anticipated to be commercially feasible to mine and which has significant economic or strategic value. The significant economic or strategic value must be demonstrable using geologic, mineralogical or other scientific data, due to the deposit's quality, scarcity, location, quantity or proximity to a known user. Only the owner of the land (as opposed to the owner of the mineral rights or other partial rights) can register a marketable nonmetallic mineral deposit. The

¹¹Bedrock geology from Preliminary Bedrock Maps of Kenosha County (WOFR 2004-13) by R.M. Peters, WGNHS.

registration must include a legal description of the land and certification and delineation by a registered professional geologist or a registered professional engineer. In making this certification, the geologist or engineer must describe the type and quality of the nonmetallic mineral deposit, the areal extent and depth of the deposit, how the deposit's quality, extent, location, and accessibility contribute to its marketability, and the quality of the deposit in relation to current and anticipated standards and specifications for the type of material concerned.

A person wishing to register land pursuant to NR 135 must provide evidence that nonmetallic mining is a permitted or conditional use of the land under zoning in effect on the day notice is provided by the owner to government authorities. A copy of the proposed registration and supporting information must be provided to each applicable zoning authority, the County, and the Wisconsin Department of Natural Resources (DNR) at least 120 days prior to filing the registration. The registration must include a certification by the landowner, which is binding on the landowner and his or her successors in interest, that the landowner will not undertake any action that would permanently interfere with present or future extraction of nonmetallic materials for the duration of the registration.

## Notification Requirements

Section 66.1001(4) of the *Statutes* requires any unit of government that prepares and adopts a comprehensive plan to prepare and adopt written procedures to foster public participation. These written procedures must describe the methods the local government will use to distribute proposed elements of a comprehensive plan to owners or persons with a leasehold interest in property to extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is proposed to be changed by the comprehensive plan. All such parties were provided with a copy of the final draft multi-jurisdictional comprehensive plan and offered an opportunity to submit comments. No nonmetallic mineral resources are registered in the Town.

## Water Resources

Protecting the Town of Salem's surface water resources can be approached from at least two perspectives. The first requires the protection and management of wetlands. Secondly, a cohesive surface drainage system needs to be maintained. This is typically accomplished through the floodplain protection regulations necessary for the protection of the health, safety, and welfare of Town residents. In the case of the Town of Salem, both shoreland-wetlands and 100-year recurrence floodplain areas are protected under the Kenosha County zoning regulations.

For the purposes of this comprehensive plan, water resources include lakes and ponds, stream corridors, floodways and 100-year floodplains, shore buffers, drainageways, and wetlands and shoreland-wetlands. In 2007, surface waters in the Town (excluding wetland areas) accounted for only about 1,876 acres of land, or about 9 percent of the total area of the Town. Each of the surface water resources of the Town are presented in detail in the following sections. Natural resource protection standards to be used to preserve water resources are indicated in Table 25 in Part 5 of this chapter.

## Watersheds and Subwatersheds

A subcontinental divide that separates the Mississippi River and the Great Lakes-St. Lawrence River drainage basins crosses Kenosha County from the Town of Somers on the north to the Village of Pleasant Prairie on the south. A portion of the Root River watershed, located in the Town of Paris, also drains to Lake Michigan. About 38,304 acres, or 22 percent of the County, drain to the Great Lakes-St. Lawrence River system; the remaining 139,836 acres, or 78 percent of the County, drain south and west to the Mississippi River.

The Town of Salem is located entirely west of the subcontinental divide, within the Mississippi River drainage basin. The Mississippi River drainage basin includes the Des Plaines River watershed, which encompasses about 20 percent of the Town, and the Fox River watershed, which encompasses about 80 percent of the Town.

The subcontinental divide not only exerts a major physical influence on the overall drainage pattern of the County, but also carries with it legal constraints that, in effect, prohibit the diversion of any substantial quantities of Lake Michigan water across the divide. Areas east of the divide can utilize Lake Michigan as a source of water

supply, with the spent water typically returned to the lake via the sanitary sewerage system. Areas west of the divide must use the groundwater reservoir as the supply source. A recent accord—the Great Lakes Charter Annex—signed by the governors of the eight States bordering the Great Lakes¹² and the premiers of the Canadian provinces of Ontario and Quebec bans most diversions of Great Lakes water outside the drainage basin, but makes limited exceptions for communities and counties that straddle the watershed boundary. The accord was approved by the Legislature of each of the eight States and by the U.S. Congress, and signed by then-President Bush in October 2008. The DNR is developing regulations to carry out the accord in Wisconsin.

# Lakes and Ponds

Lakes and ponds are natural or artificial water bodies that retain water year-round. For the most part, the characteristics and natural processes identified apply to both natural and artificial water bodies. Lakes are defined as any body of water two acres or larger in size. Ponds are defined as all bodies of water smaller than two acres in size. The size of the lake or pond is measured at the shoreline at its maximum condition rather than the permanent pool condition, if there is any difference.

In the Town of Salem, there are 11 named lakes which must be protected, including portions of the 180-acre Benet/Shangrila Lake (located in U.S. Public Land Survey Section 36), the 464-acre Silver Lake (in Sections 8, 9, and 16), the 87-acre Cross Lake (in Sections 35 and 36); all of the 461-acre Camp Lake (in Sections 21, 28, and 29), the 129-acre Center Lake (in Sections 15, 16, and 21), the 87-acre Hooker Lake (in Section 11), the 52-acre Voltz Lake (in Section 36); the 45.6-acre Rock Lake (in Section 34), the 46-acre Montgomery Lake (in Sections 13, 14, and 15), the 13-acre Kull Lake (in Section 4), and the 6.4-acre Peat Lake (in Section 32).

Lake Protection and Rehabilitation Districts have been formed under Chapter 33 of the *Wisconsin Statutes* for Camp Lake, Center Lake, Hooker Lake, Lake Shangri-La, and Voltz Lake. Lake districts are a special-purpose unit of government formed to maintain, protect, and improve the quality of a lake and its watershed. A lake management plan, or a component of such a plan, has been completed for the following lakes: Benet Lake-Lake Shangrila, Camp Lake, Center Lake, Hooker Lake, and Voltz Lake. Additional information regarding lake districts and adopted lake management plans is provided in Chapter II.

Lakes and ponds serve a very important function as retention areas for controlling runoff during seasonal flooding and during periods of high rainfall. These water bodies also play important roles in the oxygen, nitrogen, and water cycles. Lakes and ponds are most sensitive to filling, either directly through deliberate dumping or indirectly by siltation. Upstream development may create problems to which lakes and ponds are sensitive; sedimentation is a most critical problem. In areas of the Town where topography has been disturbed, the revegetation and stabilization of these slopes should be accomplished in a timely fashion in order to prevent soil erosion resulting in lake or stream sedimentation. Furthermore, lakes are susceptible to high nutrient loads. Regulation is needed to prevent land uses from increasing the flow of both sediments and nutrients into lakes and ponds. Currently, such regulations are provided through Kenosha County zoning regulations.

## Stream Corridors

Stream corridors are important natural resource features of the Town. They are important due, in part, to the following:

- Stream corridors affect the quantity of the Town's water resources. Increased runoff and sedimentation which may result from development may cause irregular flows and potentially adversely impact the health, safety, and welfare of the community.
- Stream corridors affect the quality of the Town's water resources as a source for groundwater recharge, river flow, and storage. Thus, the maintenance of clean water in stream corridors is an important issue.

¹²Includes the States of Illinois, Indiana, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin.

• Stream corridors contribute to the overall environmental health of the Town and surrounding area. Stream corridors are major transporters of nutrients and sediments, as well as pathways for many species of wildlife. Stream corridors link together various ecological communities of the Town and its various natural resource features including various soils types, steep slopes, woodlands and forests, wetlands and shoreland-wetlands, shore buffers, floodplains, and wildlife habitat.

Perennial streams are defined as watercourses which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Intermittent streams are defined as those watercourses that do not maintain a continuous flow throughout the year. These stream corridors generally would include floodways, 100-year floodplains, shorelands, wetlands and all but the smallest drainageways. These features are overlapping and form a continuous system of drainage. The corridors not only accommodate drainage flow but also provide shelter to wildlife. The three major perennial streams in the Town are the Fox River (tributary to the Illinois River), Salem Branch (tributary to the Des Plaines River), and the Trevor Creek (tributary to the Fox River). Perennial or intermittent streams are important sources of water for wildlife.

When viewed as stream corridors, there is a need to buffer the floodways, floodplains, and shoreland-wetlands from development encroachment (see "Shore Buffers" described later in this Chapter). Natural landscaping should be encouraged in these areas to the maximum degree possible. Since lawns are fertilized, lawns are less effective than natural landscapes in filtering out nutrients and pollutants before they reach streams. There are a variety of planting techniques—native groundcovers or woodlands—that can be used in these areas. These will not only protect and maintain wildlife, but also encourage the maintenance of water quality. Development encroachment into these valuable stream corridor areas should be limited and controlled.

## Floodplains

The floodplains of a river or stream include the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel and the channel itself. Rivers and streams occupy their channels most of the time. However, during even minor flood events, stream discharges increase markedly, and the channel may not be able to contain and convey all of the flow. As a result, stages increase and the river or stream spreads laterally into the overbanks. The periodic flow of a river onto its overbanks is a normal phenomenon and, in the absence of costly structural flood control works, will occur regardless of whether or not urban development exists on the floodplain.

For planning and regulatory purposes, floodplains¹³ are normally defined as the areas subject to inundation by the one-percent-annual-probability (100-year recurrence interval) flood event. This is the event that has a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodplain areas are generally not well suited to development, not only because of the flood hazard, but also because of the presence of high water tables and of soils poorly suited to such use. However, the floodplain areas generally contain important elements of the natural resource base, such as woodlands, wetlands, and wildlife habitat. Therefore, floodplains constitute prime locations for needed open space areas. Every effort should be made to discourage indiscriminate and incompatible development on floodplains, while encouraging compatible open space use.

Floodplains in Kenosha County were identified as part of the Flood Insurance Study (FIS) and the accompanying Flood Insurance Rate Maps (FIRMS) produced by the Federal Emergency Management Agency (FEMA). FEMA prepared FISs and FIRMs for the Village of Silver Lake in 1978, the City of Kenosha in 1982, and the remaining villages and unincorporated (town) portions of Kenosha County in 1981. The FIRMs for Kenosha County (unincorporated portions or towns), the City of Kenosha, and the Village of Paddock Lake and the FISs and FIRMs for the Village of Pleasant Prairie were updated and revised in 1996.¹⁴ Flood elevations and floodplain

¹³The 100-year floodplain is comprised of the floodway, which is the area covered by flowing water during a flood, and the floodfringe, which is the area covered by standing water during a flood.

¹⁴The 1996 Flood Insurance Rate Map revisions updated corporate limits and map format, added base flood elevations and special flood hazard areas, and changed special flood hazard areas and zone designations.

limits were identified through detailed studies along the Des Plaines River, Fox River, Pike River, Root River,¹⁵ and selected tributaries as part of the FIS. The FIS depicts "approximate" floodplains along streams and lakes where no detailed engineering studies were conducted.

Current floodplain delineations in the Fox River watershed are primarily based on information from the 1996 revision to the FIS. In 1998, the Village of Pleasant Prairie and Kenosha County adopted the floodplain maps and profiles which delineated new or updated floodplain boundaries along streams in the Des Plaines River watershed, and, in 2003, the County and the Village of Pleasant Prairie adopted the Des Plaines River Watershed Plan.¹⁶

FEMA is currently conducting a Map Modernization Program for Kenosha County which will result in updated FEMA floodplain maps for both incorporated and unincorporated areas. Preliminary maps were available in March 2010, and final maps are expected to be available in late 2010. The County and each city and village will be required to update their floodplain zoning maps and ordinances to reflect the new floodplain mapping and to be consistent with the DNR model floodplain ordinance within six months after the final FEMA maps are released.

# Shore Buffer

A shore buffer is defined as the area located within 75 feet of the ordinary high water mark (OHWM) of all navigable waters and parallel to that ordinary high water mark. The ordinary high water mark is the point on the bank or shore of a navigable water up to which the presence and action of surface water is so continuous as to leave a distinctive mark such as by erosion, destruction or prevention of terrestrial vegetation, predominance of aquatic vegetation, or other easily recognized characteristics. The DNR determines which water bodies and streams are navigable, and the location of the OHWM.

Shore buffers are important because they:

- Preserve the soil necessary to maintain the filtration of pollutants and sediment from surface water into the ground, which assists in maintaining water quality.
- Preserve the vegetative cover necessary to stabilize the streambank and also to assist the filtration of pollutants and sediment from the surface water, which assists in maintaining water quality.
- Preserve the slope of the land for assisting in the retention of sediment and pollutants before they reach the steam.

Currently, shore buffers are regulated by Sections 12.18-1 through 12.18-9 of the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance, as amended.

# Drainageways

Drainageways are minor watercourses which may be navigable. They allow for water flow typically during, and immediately after, either a rain storm or periods of snow melt; otherwise, they are dry most of the year. Drainageways are usually located at the headwaters of a drainage area, but they may be adjacent to and flow directly into an intermittent or perennial stream channel.

The Town of Salem's drainageways, stream corridors, and channels serve a number of important functions which form the basis for their inclusion as a resource to be protected through Town policies. The obvious function of these drainageways is to permit the flow of water into wetlands, lakes, and streams where the water can be either held or conveyed (in the case of streams) with little damage to the surrounding area. Drainageways, as defined in this context, are delineated either by soil type or by the presence of an intermittent or perennial stream. Within the context of this comprehensive plan, and since large-scale topographic mapping exists for the Town, areas of the

¹⁵There are no floodplains for the portion of the Root River watershed located in Kenosha County.

¹⁶Documented in SEWRPC Planning Report No. 44, A Comprehensive Plan for the Des Plaines River Watershed, June 2003.

Town which can be classified as drainageways include the land on either side of and within 50 feet of the centerline of any intermittent or perennial stream shown on the large-scale topographic maps, except areas designated as wetlands, shoreland-wetlands, or 100-year recurrence interval floodplains.

In some areas of the Town, the Town Engineer may determine that certain intermittent streams and drainageways may not be needed for stormwater management purposes. Under these circumstances, landowners may be allowed to disturb these areas to a degree, in favor of preserving other natural resources on the property, if such disturbance is not detrimental to the Town. The type of development and its impact on existing drainage patterns or runoff amount, however, will affect the degree to which disturbances of these areas are permitted. In areas of the Town planned for development, as long as development can ensure there is a system for adequately conveying and storing water pursuant to the Town Engineer's requirements, small areas of the drainageway can be part of the usable lot area and even filled for building purposes, as long as the specific design criteria furnished by the Town Engineer are followed. The objective of flexibility to landowners is to demonstrate that drainageway function is sometimes more important than the disruption of drainageway location.

Using these minor drainageways creatively as part of a development's landscaping and the siting of buildings and improvements is also possible. In these cases, a developer or builder needs to take care in the project's design and engineering to ensure that the drainageway system is workable and that water will move through the system without damaging the yard, buildings, or neighboring properties.

## Wetlands and Shoreland-Wetlands

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency and with a duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs, sedge meadows, and similar areas. Precipitation, in the form of rain or snow, provides water to wetlands, becoming surface water runoff or percolating through the soil to become groundwater seepage. Wetlands may receive mostly surface water—direct precipitation, overland flow, and floodwaters—or mostly groundwater that infiltrates and moves through the ground. The location of the wetland in the landscape affects the type of water received. Wetlands can occur on slopes as well as in depressions.

Wetlands have an important set of natural functions which make them a particularly valuable resource. These functions may be summarized as follows:

- Wetlands enhance water quality. Aquatic plants change inorganic nutrients such as phosphorus and nitrogen into organic material, storing it in their leaves or in the peat which is composed of their remains. The stems, leaves, and roots of these plants also slow the flow of water through a wetland, allowing suspended solids and related water pollutants to settle out. Thus, the destruction of wetlands may be expected to adversely affect the quality of surface waters in the area.
- Wetlands regulate surface water runoff, storing water during periods of flood flows to release such waters during periods of dryer weather. Thus, wetlands help to stabilize stream flows.
- Wetlands provide essential breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife. Thus, they contribute to the overall ecological health and quality of the environment of the area, as well as providing recreational, research, and educational opportunities and adding to the aesthetic quality of the community.

Wetlands must be protected because of their role as water-flow managers and wildlife habitats. The U.S. Army Corps of Engineers and the DNR identify wetlands by vegetation type—as required by Federal law—which is more effective than identification by soils (a technique which was typically used in the past). Wetlands must be protected and should rarely be filled.

All wetlands need a certain amount of maintenance when their natural maintenance mechanisms have been removed with the encroachment of development. In certain instances, periodic burning is recommended. Natural

diversity often needs to be restored; thus, it is typically good practice to introduce additional native species into wetlands. Flexibility in the design of developments is encouraged in order to preserve open spaces around wetlands and to minimize encroachment by development. Wetlands should be protected and there should be minimal development permitted for a distance of approximately 50 feet from the edge of a wetland.

Quality of design, careful planning, and environmental concern and awareness will be the keys to solving problems typically created by development. The public recognition of the importance of wetland areas to the preservation of clean waters, as well as the Federal mandate as implemented by the U.S. Army Corps of Engineers under Section 404 of the Clean Water Act (33 U.S.C. 1344) review and permit process, will make the promiscuous filling of large wetland areas nearly impossible.

An inverse condemnation lawsuit involving wetlands in Kenosha County fronting on an IH 94 service road in the Town of Somers was the subject of a landmark decision handed down by the Wisconsin Supreme Court in November of 1987 (M&I Bank v. Town of Somers, 141 Wis.2d 271). In effect, this decision made it clear that local governments in Wisconsin—such as the Town of Salem—have a legal right, if not a duty, to prevent a public harm through their enactment of soundly based land use regulations. The wetlands in question had been down-zoned from industrial to conservancy use by both Kenosha County and the Town of Somers.

Shorelands are lands within the following distances from the ordinary high-water mark of navigable waters: 1,000 feet from a lake, pond or flowage; and 300 feet from a river or stream or to the landward side of the floodplain, whichever distance is greater. "Shoreland-wetlands" are wetlands located within these shoreland areas. State laws mandate that shoreland-wetlands be protected through County shoreland zoning ordinances.

Wetlands identified by the 2005 Wisconsin Wetlands Inventory are shown on Map 16 in Chapter VI. There are 3,123 acres of wetlands in their natural state and 146 acres of farmed wetlands in the Town. Wetland data were initially based on the Wisconsin Wetlands Inventory completed in 1982. In 2008, SEWRPC completed, under contract with the DNR, an updated wetland inventory map for Kenosha County based on 2005 orthophotographs. The updated wetland inventory has been approved by DNR as the official Wisconsin Wetland Inventory, and includes wetlands of ¹/₄ acre or larger in size. The new DNR wetland inventory includes a "farmed wetland" category, which has not been included in previous inventories. "Farmed wetlands" are defined by the NRCS as "land that is partially altered but because of wetness, cannot be farmed every year."¹⁷ The Wetland Conservation provisions of the 1985 Farm Bill, as amended, require agricultural producers to protect the wetlands on the farms they own or operate if they want to remain eligible for farm program benefits. Normal farming practices, including plowing, harrowing, planting, cropping, fertilizing, and grazing, can be conducted on farmed wetlands; however, there may be restrictions on drainage improvements in farmed wetlands. Farmers should therefore consult with the NRCS before making any drainage improvements.

Wetlands and their boundaries are continuously changing in response to changes in drainage patterns and climatic conditions. While wetland inventory maps provide a basis for areawide planning, detailed field investigations are necessary to precisely identify wetland boundaries on individual parcels. Field investigations are generally conducted at the time a parcel is proposed to be developed or subdivided.

The natural resource protection standards set forth in Table 25 in Part 5 of this Chapter, as well as current Kenosha County zoning district regulations, will ensure the continued sound protection of wetlands in the Town of Salem.

## Shorelands

Shorelands are defined by the *Wisconsin Statutes* as lands within the following distances from the ordinary high water mark of navigable waters: 1,000 feet from a lake, pond, or flowage; and 300 feet from a river or stream, or to the landward side of the floodplain, whichever distance is greater. In accordance with the requirements set

¹⁷Definition taken from the "Wetland Restoration Handbook for Wisconsin Landowners, 2nd edition, written by Alice L. Thompson and Charles S. Luthin, DNR Publication No. PUB-SS-989, 2004.

forth in Chapters NR 115 (shoreland regulations) and NR 116 (floodplain regulations) of the *Wisconsin Administrative Code*, the Kenosha County zoning ordinance restricts uses in wetlands located in the shorelands, as described in the preceding section, and limits the uses allowed in the 100-year floodplain to prevent damage to structures and property, to protect floodwater conveyance areas, and to maintain the storage capacity of floodplains. The ordinance also limits the removal of vegetation and other activities in shoreland areas and requires most structures to be set back a minimum of 75 feet from navigable waters. State law requires that counties administer shoreland and floodplain regulations in unincorporated areas.

### Groundwater Resources

Groundwater resources constitute another key element of the natural resource base of the County. Groundwater not only sustains inland lake levels and wetlands and provides the base flow of streams, but also serves as the water supply for domestic, municipal, and industrial water users in Kenosha County, with the exception of the City of Kenosha, the Village of Pleasant Prairie, and portions of the Town of Somers and Town of Bristol, which obtain their water from Lake Michigan.

To satisfy future water demands in southeastern Wisconsin, including Kenosha County, coordinated regional water resource management is needed to optimize the use of ground and surface water. The regional water supply planning program¹⁸ currently being conducted by SEWRPC will provide guidance in this regard.

The subsurface units within Kenosha County that supply useable amounts of groundwater to wells are known as aquifers, and they differ widely in their ability to store and transport water. There are three major aquifers within Kenosha County. From the ground surface downward, they include: 1) the sand and gravel aquifer, 2) the Niagara dolomite aquifer, and 3) the sandstone aquifer. The first two aquifers are commonly referred to as the "shallow" aquifer, because of their proximity to the land surface and their intimate hydraulic interconnection. The latter, accordingly, is commonly known as the "deep" aquifer.

The sand and gravel aquifer consists of unconsolidated sand and gravel deposits in glacial drift and alluvium. These deposits occur over much of the County, either at the land surface or buried beneath less permeable drift, such as glacial till.

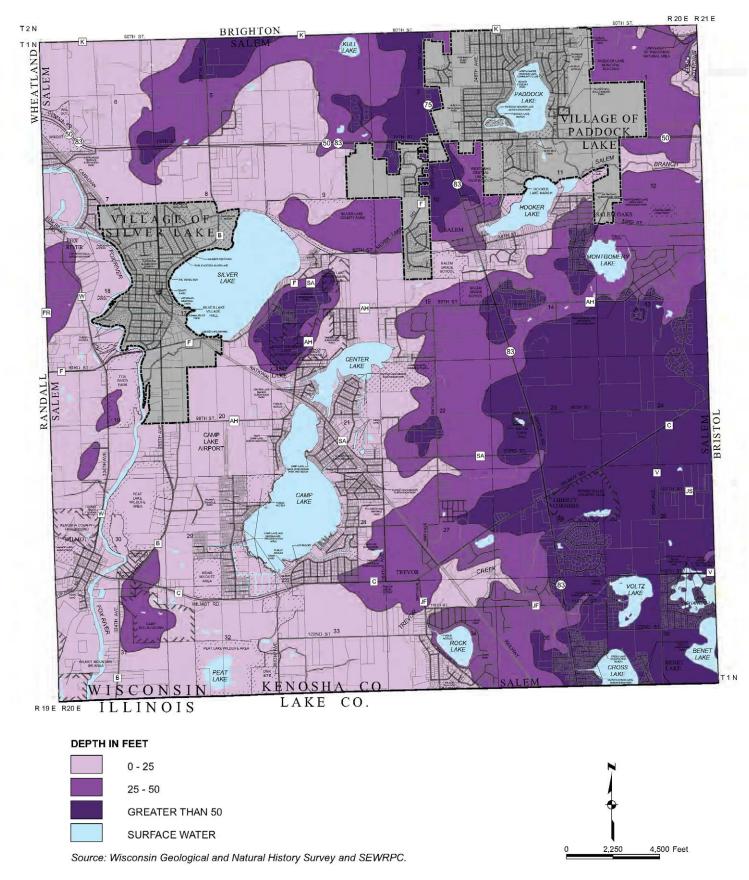
The Niagara dolomite aquifer in Kenosha County consists of Silurian Age dolomite, which overlies Maquoketa shale. The Maquoketa shale separates the Niagara and sandstone aquifers. The shale layer has very low permeability which restricts the vertical movement of water and largely confines water within the sandstone aquifer. The bottom of the sandstone aquifer is the surface of the impermeable Precambrian rocks. This aquifer is continuous throughout the County and is a part of a large regional aquifer that is used as a source of water supply for major concentrations of urban development throughout Southeastern Wisconsin and Northeastern Illinois.

The source of most groundwater that is contained in the shallow aquifer is precipitation, which infiltrates and recharges this groundwater reservoir. The amount of infiltrate largely depends on the type of soils that cover the land surface. Towards the eastern half of the County the soils are high in clay content and have a high density, which reduces infiltration and permeability. The soils in the western half of the County, especially in the Fox River basin, are predominately composed of glacial outwash, which is an assortment of stratified sands and gravel with a higher infiltration rate and much greater permeability. The deep sandstone aquifer is primarily recharged west of Kenosha County, where the confining shale layer is absent. Discharge primarily occurs from pumping of wells, with limited additional discharge to surface waters directly or through wetlands.

Two of the greatest concerns of the groundwater supply include contamination and over-usage. The vulnerability of groundwater to contamination is a combination of several factors; however, two of the most important elements are soil and subsurface material characteristics and depth to groundwater levels. Since the eastern part of the Town is largely covered by glacial till soils with a high clay content, contamination is not as much of a concern compared to the western part of the Town. As illustrated on Map 11, groundwater in much of the western half of

¹⁸Documented in SEWRPC Planning Report No. 52, A Regional Water Supply Plan for Southeastern Wisconsin (study underway). The plan is expected to be completed in 2010.

#### Map 11



# DEPTH TO SHALLOW GROUNDWATER TABLE IN THE TOWN OF SALEM

#### CLASSIFICATION OF POTENTIAL WATER RECHARGE AREAS IN THE TOWN OF SALEM: 2009

	Area Within Each Classification		
Water Recharge Classification	Acres	Percent ^a	
Very High	836	4.1	
High	3,362	16.4	
Moderate	10,512	51.2	
Low	846	4.1	
Undetermined ^b	4,973	24.2	
Total	20,529	100.0	

^aPercent of Town within each classification.

^bAreas for which the recharge potential is undetermined are primarily wetlands.

Source: Wisconsin Geological and Natural History Survey and SEWRPC.

the Town is within 25 feet of the land surface. The shallowness to groundwater, in combination with the stratified sand and gravel characteristics of glacial outwash soils, makes the Fox River basin the most sensitive to contamination in the Town.

Over the last century, the sandstone aquifer has seen a drawdown of its water levels. In the latter part of the 1800s and the early part of the 1900s, Racine and Kenosha Counties began to experience a decline in groundwater levels. The water levels in the sandstone aquifer are declining at a rate of up to five feet per year in some areas. The regional groundwater resources report prepared by SEWRPC¹⁹ and the initial analyses conducted under the regional water supply plan indicate that there is an adequate supply of groundwater in the aquifers which underlie Kenosha County, provided those aquifers are properly managed and protected. This is due, in large

part, to the fact that over 80 percent of the water supply for Kenosha County comes from the City of Kenosha Water Utility, which utilizes Lake Michigan as a source of supply. Over 80 percent of the groundwater used in Kenosha County is withdrawn from the shallow aquifer. However, it is important to note that there have been historic documented drawdown impacts in the deep aquifer due to groundwater withdrawals in northeastern Illinois. Currently, it is uncertain what the future impacts of those northeastern Illinois groundwater uses will be in the future.

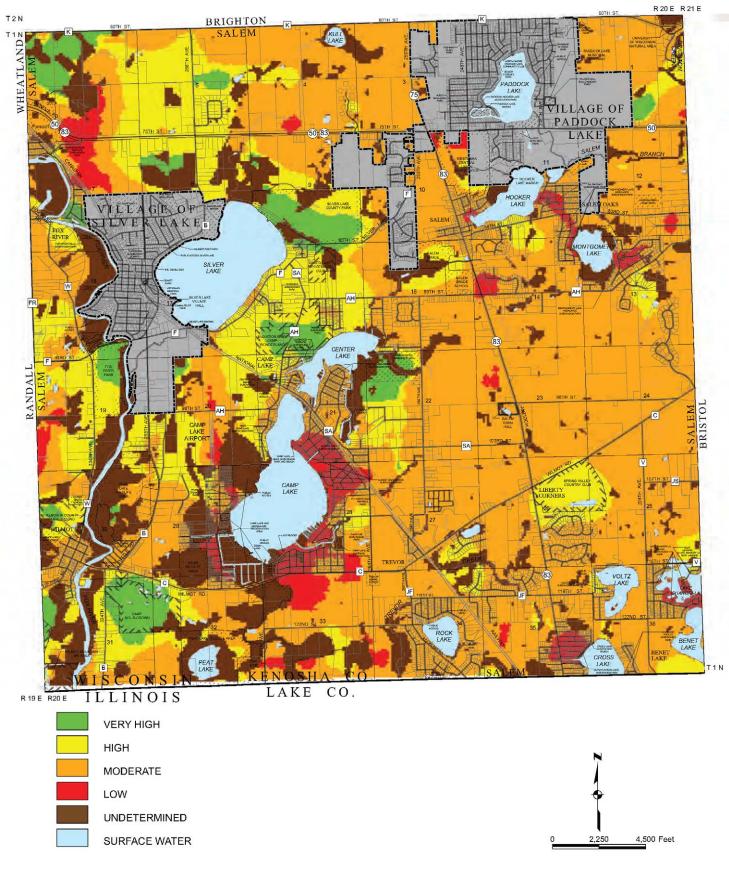
As part of the regional water supply planning program, areas within Kenosha County and the remainder of the Region were analyzed and classified based on their potential for water recharge. The analysis was based on a combination of topography, soil hydrologic groups, soil water storage, and land use. An "average" weather year of 1997 was selected for the analysis, since the amount of precipitation received also affects the amount of water that reaches (and recharges) the groundwater. Areas were placed into the following classifications: very high (more than six inches of recharge per year), high (four to six inches of recharge per year), moderate (three to four inches per year), and low (less than three inches of recharge per year). Areas for which no soil survey data was available (shown as "undetermined" on Map 12) were not classified. Areas shown as "undetermined" are largely made up of wetlands. Groundwater typically serves as a source of water for a wetland, making them groundwater discharge areas rather than groundwater recharge areas.

Areas within each of the recharge classifications in the Town are shown on Map 12, and the acreage within each category is listed on Table 20. About 4 percent of the Town is rated "very high" for recharge potential, and about 16 percent is rated "high" for recharge potential. Most of the high and very high recharge potential areas are located in the western portion of the Town and correspond with areas adjacent to the Fox River, Center Lake, or Silver Lake, or areas containing soils that are predominately composed of glacial outwash.

Development at rural densities, agricultural uses, and preservation of natural resources will preserve groundwater recharge capabilities. In addition, the use of subdivision design and stormwater management measures that maintain natural water flow and drainage can help preserve the groundwater recharge potential in areas developed for suburban-density residential uses and other urban uses.

¹⁹Documented in SEWRPC Technical Report No. 37, Groundwater Resources of Southeastern Wisconsin, June 2002.

Map 12



### GROUNDWATER RECHARGE POTENTIAL IN THE TOWN OF SALEM: 2009

Source: Federal Emergency Management Agency, Wisconsin Geological and Natural History Survey, and SEWRPC.

## **Upland Resources**

## Woodlands, Forests, and Pre-Settlement Vegetation

Existing woodlands and forests include mature woodlands and young woodlands. A mature woodland is defined as an area or stand of trees whose total combined canopy covers an area of one acre or more and at least 50 percent of which is composed of canopies of trees having a diameter at breast height (DBH) of at least 10 inches; or any grove consisting of eight or more individual trees having a DBH of at least 12 inches whose combined canopies cover at least 50 percent of the area encompassed by the grove. However, no trees grown for commercial purposes are considered a mature woodland. DBH is defined as the diameter of the trunk of a tree measured in inches at a point 4.5 feet above the ground.

A young woodland is defined as an area or stand of trees whose total combined canopy covers an area of one-half (0.5) acre or more and at least 50 percent of which is composed of canopies of trees having a DBH of at least three inches. However, no trees kept or grown for commercial purposes are considered a young woodland.

Woodlands and forests have many important roles in a community such as the Town of Salem. These roles include:

- Functions in many of the biological cycles, such as the energy, oxygen, nitrogen, and carbon cycles.
- The provision of essential habitats for numerous varieties of plants and animals and the assurance of landscape and environmental diversity. These habitats are important for wildlife and plant community conservation and general environmental health.
- Environmental moderators by buffering the potential impacts of damaging phenomena such as soil erosion, pollution, and severe weather. They are especially important in areas where they aid in slowing water flow rates and reducing flooding, providing a soil that minimizes runoff, stabilizing and enriching the soil, breaking wind velocities, absorbing pollutants, and moderating the intense effects of solar radiation.
- Moderators of the visual and audio impacts of the man-made environment by buffering the potential adverse impacts of damaging phenomena such as noise, air pollutants, and visual pollution.
- Assisting in the preservation of both the rural and historic landscape character of the Town of Salem.

The pre-settlement vegetation that existed in Wisconsin at the time of the original government land survey consisted principally of forest and grassland. The forest was composed of three major types: boreal forests, mixed coniferous-deciduous forest, and deciduous forest. These three classes of forest, together with grassland, made up the four large vegetation groups in Wisconsin. The major type of pre-settlement vegetation found in the Town of Salem was the deciduous forest. In addition, grassland areas and wetland vegetation were also found in the Town. Specifically, the presettlement vegetation of the Town of Salem consisted of several types of vegetative cover, including:

• Deciduous Forest: Oak Openings/Savannas (Bur Oak, White Oak, and Black Oak). These were located primarily at the northeastern corner of the Town in U.S. Public Land Survey Sections 1 and 2. Two additional smaller areas were located in the northwest corner of Section 6 and the northwest corner of Section 18. Over these areas, the trees had a scattered spacing, growing as individuals or grouped in loose clumps and forming a park-like savanna within the open grasslands. This was referred to by the early land surveyors as "oak openings," or oak savannas. These oaks (which, at that time, were mainly bur) were a tie-in between the open prairie and the oak forest. Such oak openings were more abundant in the far western portions of Kenosha County (in the Towns of Wheatland and Randall) than the eastern portions.

The historic and natural resource value of Wisconsin oak openings was stated by John T. Curtis, in his classic text titled *The Vegetation of Wisconsin: An Ordination of Plant Communities* (Madison, WI: The University of Wisconsin Press, 1959, p. 327): "The unusual nature of the [oak] savannas called forth almost as much discussion from early observers as did the prairie, for there were many descriptions and attempts at explanation. . . ." ". . . Many areas can be found which retain their original trees at their original spacings but this preservation has been accomplished by continuous grazing, which has destroyed the understory. Beyond question, an oak savanna with an intact groundlayer is the rarest plant community in Wisconsin today."

Many of the remaining oak openings, or oak savannas, in the Town of Salem would fall into the mature woodlands category described earlier due to their age and size factors.

- Deciduous Forest: Oak Forest (White Oak, Black Oak, and Bur Oak). This was the dominant deciduous forest type found in the Town of Salem in presettlement times. Many of the remaining oak forest areas in the Town of Salem today would fall into the mature woodlands category described earlier due to their age and size factors. John T. Curtis also noted that as recently as 1955: "... the oak openings [as described earlier] quickly change to closed oak forest in the absence of fire, so any area which has been protected [from such fires] has long since lost its [original pre-settlement] savanna qualities." [*The Vegetation of Wisconsin: An Ordination of Plant Communities*, p. 327].
- Grassland: Prairie. These were located primarily in the eastern half of the Town in U.S. Public Land Survey Sections 10, 13, 14, 22, 23, 25, 26, 27, 35, and 36 in pre-settlement times. This prairie area extended in a north/south direction on a gently rolling surface in pre-settlement times.
- Wetland Vegetation: Marsh and Sedge Meadow, Wet Prairie, and Lowland Shrubs. Areas of marsh and sedge meadow vegetation, like those of the true grass communities, were located within the oak or grassland regions within the deciduous forest zone of Wisconsin. These were located primarily in the western half of the Town of Salem in U.S. Public Land Survey Sections 7, 8, 17, 18, 19, 20, 28, 29, 30, 31, 32, 33 and 34. These areas appear to have been associated with the Fox River as well as that area located immediately south of Camp Lake.

In 1927 the historian Joseph Schafer commented on the pre-settlement vegetation of the Kenosha and Racine County areas as follows:

"In the western half of the Kenosha-Racine area the prairies were few and small. Except in the spaces covered with grass and sedge, such as the marshlands in the town of Norway and the Fox River swale in Salem, the oak was the characteristic tree of all that region. However, as the surveyor's notes prove, these oaks did not constitute forests, but stood in open array, sometimes like a planted orchard, sometimes more densely or less densely, though of course irregularly. Most of the oak-bearing lands are described by the surveyors as 'openings,' or as lands 'thinly timbered with oak.' For farming purposes, the oak openings shared the favor of settlers with the prairies. The timber of the openings was not a serious obstacle to cultivation, and it served for fencing and buildings as well as for fuel. Unless supplies of timber were easily accessible, settlers preferred the openings as farm lands to the treeless prairies." [from: Joseph Schafer's *Four Wisconsin Counties: Prairie and Forest*, Madison: State Historical Society of Wisconsin, 1927, p. 11.]

Much of the original pre-settlement vegetation was lost to the pioneer farmers of the Town area who drew upon the timber, though a farming obstacle, to build their houses, barns, and crude implements; to serve as fuel; and to sell to the neighboring urbanizing area of Kenosha. Wood was also often used as fuel to fire the kilns for burning lime or bricks. Oak was often used in the building of Wisconsin's "plank roads" of 3-inch oak planks. The plank roads allowed for the hauling of the locally grown wheat to grain elevators and the wheat ultimately loaded on ships at nearby Lake Michigan harbors such as at the City of Kenosha. Oak was also used as timber for railway ties and for the fuel of the first locomotives which were wood-burning.

Woodlands should be preserved or established wherever possible. Land to be developed that was previously farm field should be landscaped with trees in order to provide the residential subdivision or commercial property with its own source of woodland protection and benefits. Developable land with existing woodlands should be strictly regulated so that there is as little disturbance to the woodland as possible.

Woodlands are defined by SEWRPC as: those upland areas one acre or more in size having 17 or more deciduous trees per acre each measuring at least four inches in diameter measured about 4.5 feet at a point above ground level and having 50 percent or more tree canopy coverage. Coniferous tree plantations and reforestation projects

are also identified as woodlands." Based upon the SEWRPC definition of "woodlands" and SEWRPC "woodland" inventories, the Town of Salem has only a limited amount of woodland and forest cover. As shown on Map 13, woodlands encompassed 1,514 acres, or about 7 percent of the Town,²⁰ in 2000.

Woodlands and forests serve as a sanctuary for many different types of animals and organisms. This resource, as limited as it now is, has played an important role in defining the character of the Town of Salem, and this plan recommends that this resource be used and protected wisely.

Natural resource protection standards for preserving both mature and young woodlands are indicated in Table 25 in Part 5 of this chapter.

Where development is allowed to occur in woodland and forest areas, it should occur using lot clustering so as not to disrupt the environment any more than necessary. Disturbance of mature woodlands, many of which are oak savannas, should be kept to a minimum due to their sensitivity and their importance in maintaining the character of the Town of Salem. Generally, no more than 30 percent of a mature woodland should be allowed to be disturbed. Young woodlands are also valuable, but they are more tolerant of disturbance since they have not yet reached a climax succession. Thus, disturbance of 50 percent of young woodlands may be permitted. In practice, however, all farmers, developers, and residents of the Town should be encouraged to preserve as much woodland as possible on their property, regardless of the permitted disturbance ratio.

The Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance regulates tree cutting and shrubbery clearing within 100 feet of the ordinary high water mark of all navigable waters (Section 12.18-2). Section 12.12-4(h) and (i) sets forth other regulatory measures for tree cutting and shrubbery clearing with limited standards. Section 12.25-2 of the County zoning ordinance, the C-2 Upland Resource Conservancy District, is "intended to preserve, protect, enhance and restore all significant woodlands, areas of rough topography, and related scenic areas." However, no standards are given relative to the amount of disturbance that would actually be permitted. In order to implement the Town of Salem natural resource protection standards for woodlands, the County Zoning Ordinance text may have to be amended slightly to further assure that these woodland areas are protected. Table 25 in Part 5 of this chapter includes standards for development in woodlands within environmental corridors, which may provide a basis for amending County zoning regulations to better protect woodland areas.

## Wisconsin Managed Forest Land Program

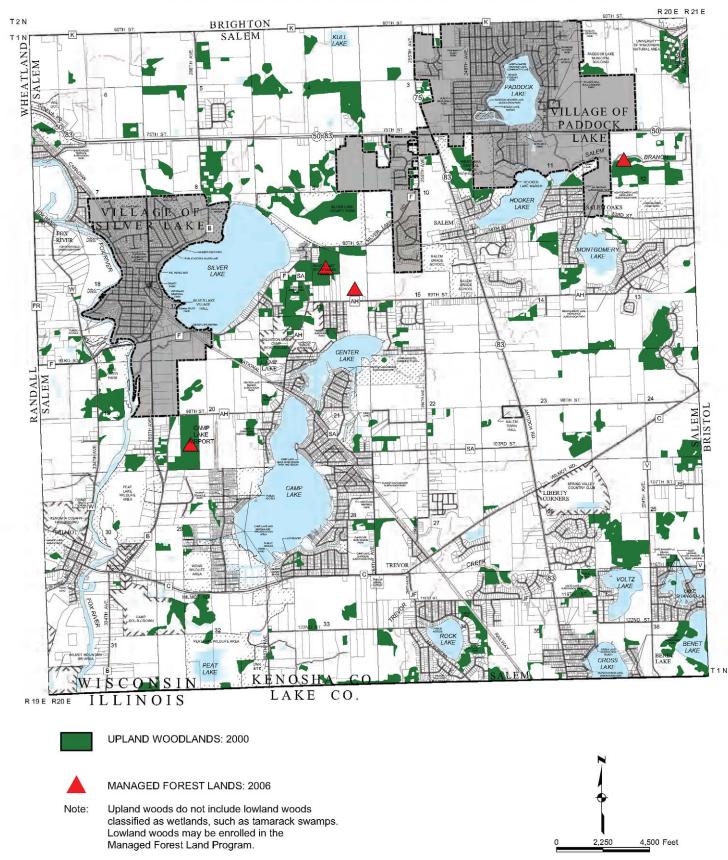
The Managed Forest Land (MFL) program is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin. The MFL offers private owners of woodlands a reduced property tax rate as an incentive to participate. All Wisconsin private woodland owners with at least 10 acres of contiguous forestland in the same city, village, or town are eligible to apply for the program through the DNR provided the lands meet the following criteria: 1) a minimum of 80 percent of the land must be wooded, 2) the land must be used primarily for growing forest products (agricultural uses such as cropland, pasture, or orchards are not eligible), and 3) there are no recreational uses that interfere with forest management. Following approval of the application, the DNR prepares a management plan for the property, which will require some timber harvest at prescribed intervals and payment at that time of a "stumpage" tax.

Participants enter into a 25 or 50 year contract. A penalty is assessed if an agreement is terminated before its end. Starting with 2008 entries, applications must include a management plan prepared by a person certified by the DNR. If the enrolled property is sold before the agreement period has expired, the new owner can choose one of three options: 1) complete the agreement period with the approved plan, 2) adjust the plan to meet new goals and objectives, or 3) withdraw the land and pay the penalty. Lands can be open or closed to the public, but the tax benefit is substantially greater for enrolled acreage that is open to the public. In 2006, 87 acres of woodlands in the Town were enrolled in the program, but all of the woodlands were closed to the public.

²⁰This data includes upland woods only, not lowland woods classified as wetlands, such as tamarack swamps. Lowland woods may be enrolled in the Managed Forest Land program.



### UPLAND WOODLANDS AND MANAGED FOREST LANDS IN THE TOWN OF SALEM



Source: Kenosha County and SEWRPC.

## Natural Areas and Critical Species Habitat Sites

A comprehensive inventory of natural resources and important plant and animal habitats was conducted by SEWRPC in 1994 as part of the regional natural areas and critical species habitat protection and management plan. The inventory systematically identified all remaining high-quality natural areas, critical species habitat, and sites having geological significance within the Region. Ownership of identified natural areas and critical species habitat sites in the County were reviewed and updated in 2006.

## Natural Areas

Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of three categories: natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), and natural areas of local significance (NA-3). Classification of an area into one of these three categories is based on consideration of the diversity of plant and animal species and community type present, the structure and integrity of the native plant or animal community, the uniqueness of the natural features, the size of the site, and the educational value.

A total of seven natural areas, encompassing about 563 acres, have been identified in the Town of Salem. Three of the seven sites are classified as NA-1 sites, which include: Silver Lake Bog State Natural Area, encompassing 18 acres; the Peat Lake State Natural Area, encompassing 140 acres; and Stopa Fen, encompassing nine acres. There are also two NA-2 sites located wholly or partially within the Town, which together encompass 302 acres. These sites include Camp Lake Marsh and Harris Marsh and Oak Woods. The remaining two sites are classified as NA-3 sites and encompass about 94 acres. These sites include Hooker Lake Marsh and Montgomery Lake Marsh. These seven natural areas are more fully described in Table 21 and are shown on Map 14. The regional natural areas plan²¹ recommends the preservation of all natural areas owned or located in the Town through protective acquisition. The natural areas plan recommends that the DNR acquire those portions of the Peat Lake State and Camp Lake Marsh and Oak Woods natural area which are not currently under protective ownership. The natural areas plan also recommends that nonprofit conservation organizations acquire those portions of the Silver Lake Bog State, Stopa Fen, and Montgomery Lake Marsh natural areas not under protective ownership.

# Critical Species Habitat and Aquatic Sites

Critical species habitat sites consist of areas outside natural areas that are important for their ability to support rare, threatened, or endangered plant or animal species. Such areas constitute "critical" habitat considered to be important to the survival of a particular species or group of species of special concern. Two critical species habitat sites, both supporting at least one rare plant species, have been identified in the Town of Salem. The sites, Wilmot Ski Hill Prairie and Trevor Creek Wet Prairie, together encompass 147 acres and are described in Table 22 and shown on Map 14. As of 2006, both sites were privately-owned. The regional natural areas plan recommends the preservation of both sites through protective acquisition by nonprofit conservation organizations.

There are also 12 aquatic sites supporting threatened or rare fish, herptile, or mussel species in the Town, which contain about 8.6 stream-miles and 1,638 acres of lake waters. River and stream aquatic sites in the Town include the Fox River and Brighton Creek and Salem Branch. Aquatic sites within lakes include Peat Lake, Silver Lake, Camp Lake, Center Lake, Cross Lake, Hooker Lake, Montgomery Lake, Rock Lake, Voltz Lake, and a portion of Benet Lake-Lake Shangri-La. Aquatic habitat sites are more fully described in Table 22 and are shown on Map 14. Aquatic critical species habitat sites are protected under DNR regulations and County shoreland regulations.

²¹Documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997.

### NATURAL AREAS IN THE TOWN OF SALEM: 2006^a

No. on Map 14 Map 14 Area Name         Classification Code*         Location         Size Ownership (acres)         Size (acres)         Description and Comments           1         Silver Lake Bog State Natural Area         NA.1 (SNA, RSH)         T1N, R20E, Section 16: Town of Salem         Silver Lake Sportsmert Scub and other private         18 Sportsmert Scub and other private         Lacking many of the typical northern bog sportsmert Scub pickers, this are an eventheless remains one of the better acid bogs in the Region. Few bogs of this quality occur this far south. Typical species include tamarack, pickers, that was not bog bothesid part cond-pared sub tamarack, pickers, shaftow and bornewhat aklaine, it is bordered by a wide bel of shallow mest bo							
State Natural Årea(SNA, RSH)Town of SalemSportsmen's Club and other privatespecies, this area nevertheless remains one of the better acid bogs in the Region. Few bogs of this quality occur this far south. Typical species include tamarack, pitcher plant, round-leaved sundew, cran- term winterberny, and bog buckbean2Peat Lake State Natural AreaNA-1 (SNA)T1N, R20E, Section 32; Town of SalemDepartment of Natural Resources and private140One of the few undeveloped lakes in Kneosha County, isolated from roads and houses. Shallow and somewhat alkaline, its bordered by wide beit of shallow marsh and sedge meadow. Important marsh and sedge mead	No. on Map 14	Area Name	Classification Code ^b	Location	Ownership	Size (acres)	Description and Comments
Natural Area(SNA)Town of SalemNatural Resources and privateKenosha County, isolated from roads and houses. Shallow and somewhat alkaline, it is bordered by a wide belt of shallow marsh and sedge meadow. Important nesting and feeding refuge for waterfoul. Site also contains a colony of the rare bird species black tern3Stopa FenNA-1 (RSH)T1N, R20E, Section 31; Town of SalemWilmot Ski Hill9High-quality fen with both seeping and bubbing springs, located adjacent to the Fox River. A large number of unusual species black tern4Camp Lake MarshNA-2T1N, R20E, Section 32; Town of SalemDepartment of Natural Kenosha County, Town of Salem293Department of valer species, located adjacent to the fox River. A large quadted by science as present, usual species and private4Camp Lake MarshNA-2T1N, R20E, Sections 20, 21, 28, 29, 32, 33; Town of SalemDepartment of Natural rown of Salem293Deep and shallow marsh dominated by catalial sand soft-stem bulush. The lake 	1				Sportsmen's Club	18	species, this area nevertheless remains one of the better acid bogs in the Region. Few bogs of this quality occur this far south. Typical species include tamarack, pitcher plant, round-leaved sundew, cran-
Image: Section	2				Natural Resources	140	Kenosha County, isolated from roads and houses. Shallow and somewhat alkaline, it is bordered by a wide belt of shallow marsh and sedge meadow. Important nesting and feeding refuge for waterfowl. Site also contains a colony of the rare bird
20. 21, 28, 29, 32, 33; Town of SalemNatural Resources, Kenosha County, Town of SalemNatural Resources, Kenosha County, Town of Salem, and privateCatalis and soft-stem bulrush. The lake itself is especially rich in aquatic plant species, including a large population of ditch-grass (Ruppia martima), a costal plain plant of brackish waters. The marsh has been extensively ditched. Site also contains a colony of the rare bird species black tern5Harris Marsh and Oak WoodsNA-2T2N, R20E, Section 36; Town of Brighton T2N, R21E, Section 31; Town of Paris T1N, R20E, Section 1; Town of SalemUniversity of Wisconsin- Parkside and private9°A large, good-quality marsh adjacent to Brighton Creek. A grazed former oak opening forms the eastern upland border6Hooker Lake MarshNA-3T1N, R20E, Section 11; Town of SalemDepartment of 	3	Stopa Fen			Wilmot Ski Hill	9	bubbling springs, located adjacent to the Fox River. A large number of unusual species are present, such as beaked spike-rush ( <u>Eleocharis rostellata</u> ), tussock bulrush ( <u>Scirpus cespitosus</u> ), Ohio goldenrod ( <u>Solidago ohioensis</u> ), false asphodel ( <u>Tofieldia glutinosa</u> ), and common bog arrow-grass ( <u>Triglochin</u> <u>maritimum</u> ). Threatened by ski-hill
Oak WoodsDawn of Brighton T2N, R21E, Section 31; Town of Paris T1N, R20E, Section 11; Town of SalemWisconsin- Parkside and privateBrighton Creek. A grazed former oak opening forms the eastern upland border6Hooker Lake MarshNA-3T1N, R20E, Section 11; Town of SalemDepartment of Natural Resources47Deep and shallow cattail marsh on the northwest side of Hooker Lake7Montgomery Lake MarshNA-3T1N, R20E, Sections 12 and 13; Town of SalemTown of Salem47Cattail-dominated deep and shallow marsh bordering Montgomery Lake	4	Camp Lake Marsh	NA-2	20, 21, 28, 29, 32, 33;	Natural Resources, Kenosha County, Town of Salem,	293	cattails and soft-stem bulrush. The lake itself is especially rich in aquatic plant species, including a large population of ditch-grass ( <u>Ruppia maritima</u> ), a coastal plain plant of brackish waters. The marsh has been extensively ditched. Site also contains a colony of the rare bird species
Town of SalemNatural Resourcesnorthwest side of Hooker Lake7Montgomery Lake MarshNA-3T1N, R20E, Sections 12 and 13; Town of SalemTown of Salem and private47Cattail-dominated deep and shallow marsh bordering Montgomery Lake	5		NA-2	Town of Brighton T2N, R21E, Section 31; Town of Paris T1N, R20E, Section 1;	Wisconsin- Parkside and	9°	Brighton Creek. A grazed former oak
Marsh 12 and 13; private bordering Montgomery Lake Town of Salem	6	Hooker Lake Marsh	NA-3			47	
Total – 7 sites 563	7		NA-3	12 and 13;		47	•
		Total – 7 sites				563	

^aInventory conducted in 1994; ownership and acreage information updated in 2006.

^bNA-1 identifies Natural Area sites of Statewide or greater significance

NA-2 identifies Natural Area sites of countywide or regional significance.

NA-3 identifies Natural Area sites of local significance.

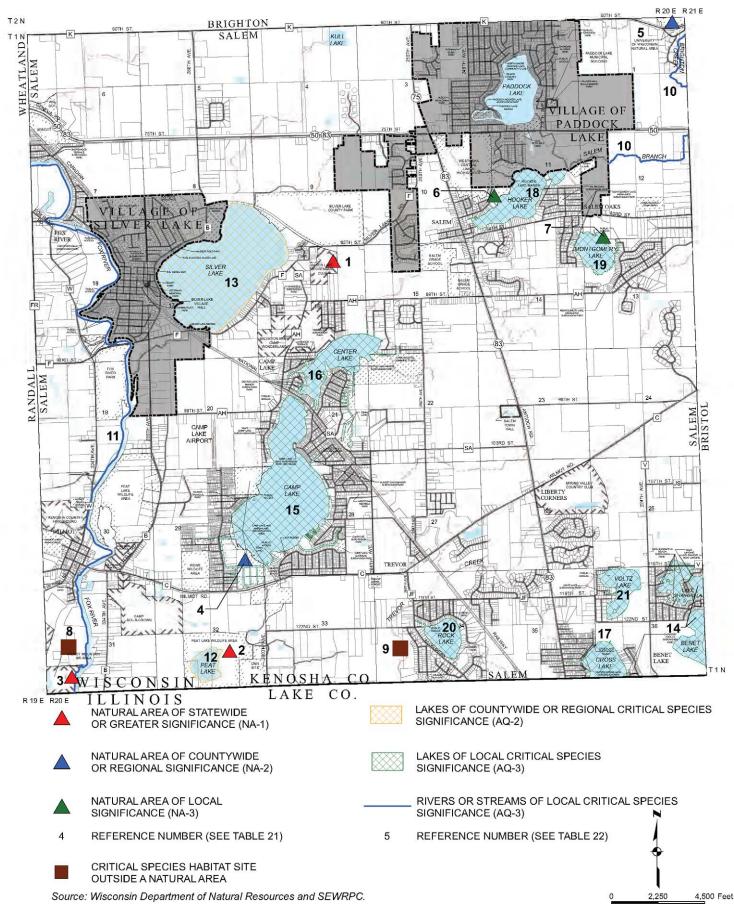
SNA, or State Natural Area, identifies those sites officially designated as State Natural Areas by the State of Wisconsin Natural Areas Preservation Council.

RSH, or Rare Species Habitat, identifies those sites which support rare, threatened, or endangered animal or plant species officially designated by the Wisconsin Department of Natural Resources.

^cThe site totals 225 acres, with nine acres located in the Town and the remaining 216 acres located in the Towns of Brighton and Paris.

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC. Sites were identified as part of the regional natural areas plan, documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997.

Map 14



#### NATURAL AREAS, CRITICAL SPECIES HABITAT SITES, AND AQUATIC HABITAT SITES IN THE TOWN OF SALEM: 1994

### CRITICAL SPECIES HABITAT SITES LOCATED OUTSIDE NATURAL AREAS AND AQUATIC HABITAT AREAS IN THE TOWN OF SALEM

	Critical Species Habitat Sites: 2006 ^a						
Number on Map 14	Site Name and Classification Code ^b	Location	Site Area (acres)	Ownership	Species of Concern ^c		
8	Wilmot Ski Hill Prairie (CSH-P)	T1N, R20E, Section 31; Town of Salem	104	Wilmot Ski Hill and other private	Liatris spicata (R) and Solidago ohioensis (R)		
9	Trevor Creek Wet Prairie (CSH-P)	T1N, R20E, Section 34; Town of Salem	43	Private	Solidago ohioensis(R)		

		Aquatic Habita	t Sites: 2006	a
Number on Map 14	River, Stream, or Lake	Size ^d	Rank ^e	Description ^f and Comments
10	Brighton Creek and Salem Branch	1.8 miles ^g	AQ-3 (RSH)	Critical fish species present
11	Fox River downstream from CTH JB to Wisconsin-Illinois state line	6.8 miles ^g	AQ-3 (RSH)	Good mussel species assemblage and population of the river redhorse, a threatened fish species
Su	ubtotal (Two river and stream reaches)	8.6 miles		
12	Peat Lake	42 acres	AQ-2	A drained lake which is the central feature of Peat Lake Scientific Area; important nesting and feeding refuge for waterfowl
13	Silver Lake	526 acres	AQ-2 (RSH)	A drainage lake with critical fish species present; adjacent wetlands to north are valuable for wildlife
14	Benet Lake-Lake Shangrila	107 acres ^g	AQ-3 (RSH)	A shallow drained lake with critical fish species present
15	Camp Lake	464 acres	AQ-3 (RSH)	A shallow drainage lake with critical fish species present; ideal conditions for waterfowl and marsh furbearers
16	Center Lake	137 acres	AQ-3 (RSH)	A drainage lake; well-rounded fishery; critical fish species present
17	Cross Lake	63 acres ^g	AQ-3 (RSH)	A drained lake with critical fish species present
18	Hooker Lake	120 acres	AQ-3 (RSH)	A drainage lake with critical fish species present
19	Montgomery Lake	62 acres	AQ-3 (RSH)	A drained lake with critical fish species present
20	Rock Lake	53 acres	AQ-3 (RSH)	A drained lake with critical fish species present
21	Voltz Lake	64 acres	AQ-3 (RSH)	A drained lake with critical fish species present
	Subtotal (10 lakes)	1,638 acres		

^aInventory conducted in 1994; ownership and acreage information were updated in 2006.

^bCSH-P identifies a critical plant species habitat site.

^c"R" refers to species designated as rare or special concern.

^dSize is listed as stream miles for rivers and streams and lake surface area (in acres) for lakes.

^eAQ-2 identifies Aquatic Area sites of countywide or regional significance.

AQ-3 identifies Aquatic Area sites of local significance.

RSH, or Rare Species Habitat, identifies those aquatic areas which support rare, endangered, threatened, or "special concern" species officially designated by the Wisconsin Department of Natural Resources.

^f"Drainage lakes" are lakes that have both an inlet and an outlet and whose main water source is a river or stream.

"Drained lakes" are lakes which have no inlet but do have an outlet and which are not groundwater-fed; their primary source of water is from precipitation and runoff from the immediate drainage area.

^gLake or stream is located partially within the Town of Salem. Number refers to acres or stream miles located within the Town.

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC. Sites were identified as part of the regional natural areas plan, documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997.

## **Invasive Plants and Animals**

Invasive plant and animal species threaten the biodiversity of high-quality natural resources in Wisconsin. The DNR recognizes 148 species of plants and 24 species of animals as invasive to the State of Wisconsin as of 2007. Purple loosestrife and reed canary grass have been identified as significant invasive plant species present in Kenosha County. Additional invasive plant species that can be found in Kenosha County include garlic mustard and buckthorn. Certain invasive animals, such as the gypsy moth and forest tent caterpillar, pose threats to native plant species. Prevalent throughout the Midwest, the emerald ash borer²² (a type of beetle) poses a threat to ash tree populations in the State. Figures 4 and 5 list the invasive plant and animal species found in the State.²³

## **Wisconsin Legacy Places**

In 2006, the DNR completed an inventory intended to identify the places believed to be most critical to meet the State's conservation and recreation needs over the next 50 years. The resulting report provides background information for use by landowners, nonprofit conservation groups, local governments, State and Federal agencies, and other interests in decision-making about land protection and management in the vicinity of the identified legacy places. A total of 229 such legacy places were identified statewide. The study is documented in a report entitled *Wisconsin Land Legacy Report*, dated 2006.

The inventory identified five legacy places in Kenosha County. As identified in the report, the following five legacy sites are part of the Southeast Glacial Plains and Southern Lake Michigan Coastal Landscape areas located wholly or partially within Kenosha County: Illinois Fox River, Bong Grasslands, Des Plaines River Floodplain and George Lake Wetland, Pike River, and Chiwaukee Prairie. In addition to the statewide legacy sites, the study also identified "other areas of interest" including Dyer Lake Area, Elizabeth Lake Wetlands, and the Southeast Prairie Pothole Area.

## **Environmental Corridors and Isolated Natural Resource Areas**

Using the individual resource protection standards approach to natural resource protection will assist the Town in developing the necessary implementation tools to either augment or amend (where necessary) existing Kenosha County and Town of Salem land use controls. The environmental corridor and isolated natural resource areas concept advanced by SEWRPC is also embraced by the Town plan. Neither approaches are mutually exclusive of the other and work interdependently since each is based upon individual natural resource base features.

SEWRPC's delineated environmental corridors and isolated natural resource areas in the Town encompass those areas containing concentrations of recreational, aesthetic, ecological, and cultural resources and which should generally be preserved and protected in essentially natural open uses. Such areas normally include one or more of the following seven elements of the natural resource base, which are essential to the maintenance of both the ecological balance and natural beauty of an area:

- Lakes, rivers, and streams and their associated shorelands and floodplains.
- Wetlands.
- Woodlands.
- Prairies.
- Wildlife habitat areas.
- Wet, poorly drained, and organic soils.
- Rugged terrain and high-relief topography.

²²The emerald ash borer was found in Kenosha County in 2009.

²³Several of the plants and animals listed in Figures 4 and 5 may not be found in Kenosha County due to the statewide scope of the DNR invasive species listing.

### Figure 4

### INVASIVE PLANT SPECIES IN WISCONSIN: 2007

- Autumn Olive
- Amur Honeysuckle
- Amur Maple
- Aquatic Forget-Me-Not
- Baby's Breath
- Bella Honeysuckle
- Big-Tooth Aspen
- Bird's-Foot Trefoil
- Bishop's Gout-Weed
- Black (European) Alder
- Blackberries & Raspberries
- Black Jet-Bead
- Black Locust
- Black Swallow-Wort
- Bladder-Campion
- Bouncing-Bet
- Box Elder
- Bull Thistle
- Burning Bush
- Canada Bluegrass
- Canada Goldenrod
- Canadian Thistle
- Cattail Hybrid (Typha x Glauca)
- Celandine
- Chicory
- Chinese Elm
- Common Buckthorn
- Common Burdock
- Common Cattail
- Common Mullein
- Common Privet
- Common Reed Grass
- Common Tansy
- Common Teasel
- Creeping Bellflower
- Creeping Charlie
- Crown Vetch
- Curly Dock
- Curly-Leaf Pondweed
- Cut-Leaved Teasel
- Cypress Spurge
- Dame's Rocket
- Deadly Nightshade
- Dodder
- Dog-Strangling Vine
- Eastern Cottonwood
- Eastern Red-Cedar
- English Ivy
- Eurasian Water Milfoil

Source: Wisconsin Department of Natural Resources and SEWRPC.

- European Barberry
- European Frog-Bit
- European Highbush Cranberry
- European Marsh Thistle
- European Mountain-Ash

Poison Hemlock

Porcelain Berry

Plumeless Thistle

Purple Loosestrife

Queen Anne's-Lace

Red Osier Dogwood

Reed Canary Grass

Russian Knapweed

Siberian Pea Shrub

Silky Bush-Clover

Smooth Brome

Smooth Sumac

St. John's-Wort

Star-of-Bethlehem

Tartarian Honevsuckle

Staghorn Sumac

Tall Fescue

Watercress

Viola

Tall Goldenrod

Tree-of-Heaven

Virginia Waterleaf

Water Chestnut

Wayfaring Tree

White Mulberry

White Snakeroot

White Sweet-Clover

White Clover

Wild Parsnip

White Poplar

Wintercreeper

Yellow Sweet-Clover

83

Yellow Hawkweed

Yellow Water Flag

Wood Nettle

Willows Wineberry

Spotted Knapweed

Spreading Hedge Parsley

Russian Olive

Scotch Pine

Siberian Elm

Round-Leaved Bittersweet

Queen-of-the-Meadow

Quaking Aspen

Poison Ivy

Prickly Ash

Quackgrass

Red Clover

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- Everlasting Pea
- Field Bindweed
- Field Sorrel
- Flowering Rush
- Garden Forget-Me-Not
- Garden-Heliotrope
- Giant Hogweed
- Garlic Mustard
- Giant Knotweed
- Giant Ragweed
- Glossy Buckthorn
- Grapes
- Grecian Foxglove
- Greenbriar
- Grey Dogwood
- Ground Nut
- Hairy Willow-Herb
- Helleborine
- Horsetail
- Hydrilla
- Japanese Barberry
- Japanese Hedge-Parsley
- Japanese Honeysuckle
- Japanese Hops
- Japanese Knotweed
- Japanese Stilt Grass
- Johnson Grass
- Kentucky Bluegrass
- Large-Toothed Aspen
- Leafy Spurge
- Lesser Celandine
- Lily-of-the-Valley
- Moneywort
- Morrow's Honeysuckle
- Multiflora Rose
- Musk Thistle
- Narrow-Leaved Cattail
- Nipplewort
- Norway Maple
- Orange Daylily
- Orange Hawkweed
- Ox-Eye Daisy
- Pale Swallow-Wort
- Periwinkle

### Figure 5

### INVASIVE ANIMAL SPECIES IN WISCONSIN: 2007

- Asian Lady Beetle
- Asian Longhorned Beetle
- Beech Bark Disease
- Bighead Carp
- Common Carp
- Emerald Ash Borer
- Feral Pig
- Fishhook Waterflea

- Forest Tent Caterpillar
- Giant Snakehead
- Gypsy Moth
- Hemlock Wooly Adelgid
- Mute Swan
- Oak Wilt
- Quagga Mussels
- Rainbow Smelt

Source: Wisconsin Department of Natural Resources and SEWRPC.

- Round Goby
- Ruffe
- Rusty Crayfish
- Sea Lamprey
- Silver Carp
- Spiny Waterflea
- White Perch
- Zebra Mussel

Five additional elements which are also considered include: 1) existing park and open space sites; 2) potential park and open space sites; 3) historic sites; 4) scenic areas and vistas; and, 5) natural areas and critical species habitat sites. In general, the delineation of these 12 natural resource and related elements for the Town of Salem on a map, as illustrated on Map 15, results in an essentially linear pattern of relatively narrow, elongated areas which have been termed environmental corridors by SEWRPC. A detailed description of how environmental corridors, and their subordinate isolated natural resource areas, are delineated is presented in the SEWRPC's Technical Record Vol. 4, No. 2, pp. 1-21.

Specifically, environmental corridors are of two types: primary and secondary. Primary environmental corridors include a wide variety of the important natural resource and resource-related elements and are at least 400 acres in size, two miles in length, and 200 feet in width. Primary environmental corridors are located in several general areas of the Town: on the western side of the Town, primarily along the Fox River; on the eastern side of the Town along Salem Branch Creek and the vicinity of Hooker Lake and Montgomery Lake, in U.S. Public Land Survey Sections 11 and 12; in the southwest corner of the Town, southwest of Camp Lake in the vicinity of, and including, the Peat Lake Wildlife Area; in the north central portion of the Town, northeast of Silver Lake; and in the southeast corner of the Town, in the areas near Rock Lake, Voltz Lake, Lake Shangrila/Benet. In 2009, 4,755 acres, comprising about 2 percent of the Town, were located within primary environmental corridors. This total does not include 1,843 acres of surface water, which are also considered part of the primary environmental corridor.

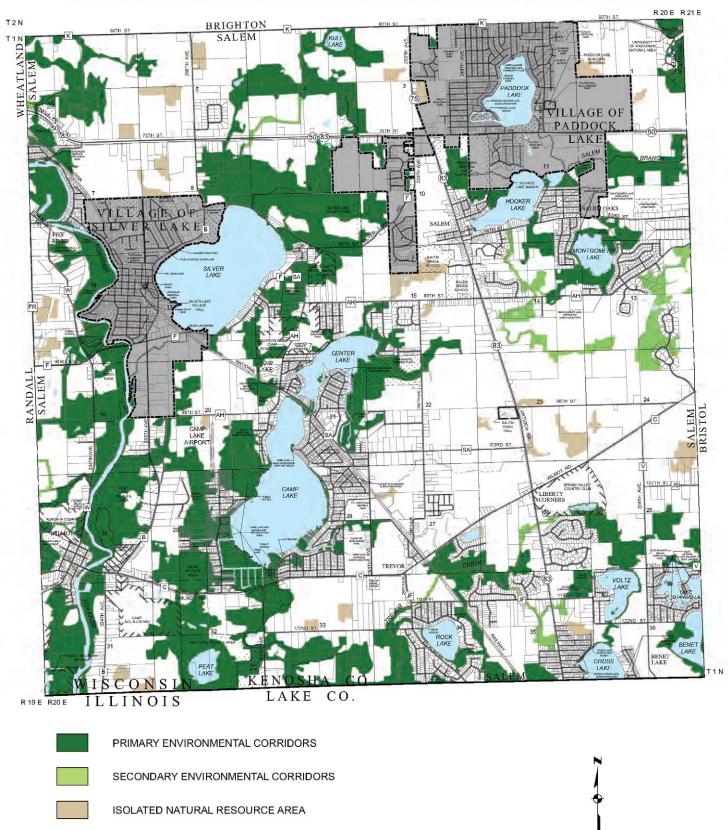
Secondary environmental corridors generally connect with primary environmental corridors and are at least 100 acres in size and one mile in length, unless they connect two primary environmental corridors, in which case no minimum size or width criteria apply. Secondary environmental corridors, primarily located along smaller streams throughout the Town, encompassed 330 acres, or about 2 percent of the Town, in 2009.

Isolated natural resource areas are at least five acres in size, 200 feet wide, and consist of those smaller concentrations of natural resource base elements that are separated physically from environmental corridors by either open land or development. Isolated natural resource areas, generally consisting of smaller wooded areas and smaller wetlands, accounted for 409 acres, or about 2 percent of the Town, in 2009.

## Park and Open Space Sites

A comprehensive region wide inventory of park and open space sites was conducted in 1973 under the initial regional park and open space planning program conducted by SEWRPC. The inventory is updated periodically, and was updated in 2006 for Kenosha County and the Town of Salem. The inventory identified all park and open space sites owned by a public agency, including Federal, State, County, and local units of government and school districts. The inventory also included privately owned outdoor recreation sites such as golf courses, campgrounds, boating access sites, hunting clubs, group camps, and special use outdoor recreation sites. Sites owned by nonprofit conservation organizations, such as The Nature Conservancy and the Conservancy Club of Kenosha, were also identified. As of 2006, there were 17,800 acres of park and open space land encompassing about 10 percent of Kenosha County in fee simple ownership. An additional 164 acres were under conservation or other easements intended to protect the natural resources of a site.





### ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE TOWN OF SALEM: 2009

Source: SEWRPC.

SURFACE WATER

4,500 Feet

2.250

Information on park and open space sites in the Town of Salem in 2006 is provided in Table 23 and the following sections. There were a total of 69 publicly-owned park and open space sites in the Town, encompassing 1,616 acres, and 13 privately owned park and open space sites in the Town, encompassing 726 acres.

## County and State-Owned Park and Open Space Sites

## Kenosha County

A County park and open space plan²⁴ was adopted by the Kenosha County Board in October 1988 and amended in October 1999 to recommend that the County acquire and develop a new major park in western Kenosha County. The plan also recommends new facilities and improvements at three existing County parks: Brighton Dale Park in the Town of Brighton, Petrifying Springs Park in the Town of Somers, and Silver Lake Park in the Town of Salem. Two new major county parks were proposed in the original plan, Bristol Woods Park in the Town of Bristol and Fox River Park in the Town of Salem, which have since been developed.

The County park plan also recommends the development of a Fox River Trail. The proposed 10-mile trail would extend from the Wisconsin-Illinois State line north along the Fox River through Kenosha County and connect with the Fox River Trail proposed in Racine County. The County park plan further recommends that a 60-mile portion of the Fox River extending from the City of Waukesha downstream through Waukesha, Racine, and Kenosha Counties to the Illinois-Wisconsin State line be designated as a water trail. Canoe access and support facilities are recommended at regular intervals, not exceeding 15 miles, along the Fox River. A recommended canoe access point has been provided at Fox River Park in the Town.

The County park plan further recommends that adequate boat access be provided at all major inland lakes. Inland lakes are classified as lakes having a surface area of 50 acres or more. In the Town of Salem, public access has been provided at Camp Lake, Center Lake, Hooker Lake, Montgomery Lake, Rock Lake, and Silver Lake. The County park plan recommends that a boat access facility be provided by the DNR at Cross Lake and Voltz Lake.

Map 5 in Chapter II shows the outdoor recreation element of the County park and open space plan.

County-owned park and open space sites in the Town include the 259-acre Silver Lake Park, the 129-acre Fox River Park, and an eight-acre unnamed open space site. Kenosha County has also acquired nine acres, comprised of multiple small parcels, in the western portion of the Town as part of the Fox River Flood Mitigation project. In 2006, these four County-owned sites encompassed a total of 405 acres of park and open space in the Town.

## Wisconsin Department of Natural Resources

The DNR has acquired large areas of park and open space lands in Kenosha County for a variety of resource protection and recreational purposes. Sites acquired for natural resource preservation and limited recreational purposes in the Town include the Camp Lake Marshland Preservation Area, Hooker Lake Marsh, Peat Lake Extensive Wildlife Habitat, Peat Lake Wildlife Area, Silver Lake Marsh, two scattered wetland sites, and an unnamed open space site. DNR-owned sites associated with more intensive recreational activities in the Town include public access sites on Camp Lake and Hooker Lake. In 2006, these 10 DNR-owned sites encompassed a total of 705 acres of park and open space in the Town.

The Wisconsin Natural Resources Board has approved project boundaries for State forests and wildlife areas in the Town, which include the Camp Lake Marshland Preservation Area; Hooker Lake Marsh; Peat Lake Wildlife Area; and a scattered wetland site. Lands within the approved project boundaries have been identified by the Wisconsin Natural Resources Board as appropriate additions to the wildlife areas and are intended to be acquired by the DNR on a "willing seller-willing buyer" basis, for recreational or open space purposes as funding permits.

²⁴Documented in SEWRPC Community Assistance Planning Report No. 131, A Park and Open Space Plan for Kenosha County, Wisconsin, November 1987. The County park plan was amended in April 1999.

#### PUBLIC AND PRIVATE PARK, RECREATION, AND OPEN SPACE SITES IN THE TOWN OF SALEM: 2006

Public Sites	Size ^a (acres)	
Town of Salem Sites		Yaw's Camp Lake
Camp Lake Gardens Public Mini-Park	7	Yaw's Camp Lake
Center Lake Manor Public Mini-Park	1	Subtotal – 48 Site
Center Lake Woods Public Mini-Park	1	School District Sites
Center Lake Woods Public Mini-Park	1	Salem Grade Scho
Center Lake Woods Public Mini-Park	6	Trevor Grade Scho
Fort Montgomery Public Mini-Park	1	Westosha Central U
Fox River Dells Public Mini-Park	1	Wilmot Grade Scho
Fox River Dells Public Mini-Park	1	Wilmot Union High
Fox River Flood Mitigation Open Space Lands ^b	1	Subtotal – Five S
Hi-Woods Public Mini-Park	1	Kenosha County Site
Lake Shangri-La Beach Public Mini-Park	1	Fox River Flood Mit
Lake Shangri-La Beach Public Mini-Park	1	Fox River Park
Lake Shangri-La Beach Public Mini-Park	1	Open Space Site
Lake Shangri-La Beach Public Mini-Park	1	Silver Lake Park
Lakewood Terrace Public Mini-Park	1	Subtotal – Four S
Lakewood Terrace Public Mini-Park	1	State of Wisconsin Si
Lubeno Public Mini-Park	1	Camp Lake Access
Montgomery Lake Highlands Public Mini-Park	2	Camp Lake Marshl
Montgomery Lake Highlands Public Mini-Park	1	DNR Site
Montgomery Lake Highlands Public Mini-Park	2	Hooker Lake Marsh
Oakridge Public Mini-Park	1	Peat Lake Extensiv
Oakwood Knolls Public Mini-Park	1	Peat Lake Wildlife
Oakwood Knolls Public Mini-Park	1	Public Access – Ho
Public Access at Camp Lake	1	Scattered Wetland
Public Access at Camp Lake	1	Scattered Wetland
Public Access at Montgomery Lake	1	Silver Lake Marsh.
Public Access at Rock Lake	1	University of Wisco
Salem Oaks Public Mini-Park	4	WisDOT Site
Shorewood Terrace Public Mini-Park	3	Subtotal – 12 Site
Sunset Oaks Manor Public Mini-Park	1	Subtotal – 69 F
Sunset Oaks Manor Public Mini-Park	2	
Sunset Oaks Manor Public Mini-Park	1	Camp Lake Oaks Sub
Timberlane Public Mini-Park	1	Camp Sol-R-Crown
Town Hall Open Space	10	Cepek's Cross Lake S
Town Land (Open Space)	6	Cross Lake Association
Town Land (Open Space)	9	Holy Name School
Town Land (Open Space)	3	Kenosha County Fair
Town Land (Open Space)	1	Lake Shangri-La Boat
Town Land (Open Space)	1	Last Resort
Town Land (Open Space)	9	Papa's Sports Bar an
Town Park	2	Salvation Army Camp
Undeveloped Community Park	106	Silver Lake Sportsme
Undeveloped Neighborhood Park	21	Spring Valley Country
Valmar Triangle Park	1	Wilmot Mountain Ski
Westosha Marines Public Mini-Park	1	Subtotal – 13 F
Wilson Runyard Public Mini-Park	1	Total – 82 S

Public Sites Size^a (acres) Public Mini-Park ..... 1 Public Mini-Park ..... 1 225 ites 72 ool ..... 2 100l..... Union High School ..... 107^c 4 100l ..... h School ..... 24 Sites 209 es litigation Open Space Lands ..... 9 129 8 259 Sites 405 Sites 4 SS ..... hland Preservation Area..... 123 51 ..... sh..... 12 ive Wildlife Habitat..... 229 180 Area looker Lake..... 1 58 d ..... 48 d ..... 4 ..... consin Nature Area..... 16 56 777 ites Public Sites 1,616 Private Sites Size^a (acres) ubdivision Park and Beach..... 1 148 Subdivision Park ..... 2 tion Beach ..... 1 28 77 irgrounds ..... at Landing ..... 1 1 nd Grill..... 10 p Wonderland..... 138 nen's Club..... 40 ry Club..... 147 132^d Area ..... 726 Private Sites 2,342 Total – 82 Sites 

^aSite area is rounded to the nearest whole number. Sites less than one acre are rounded up to one acre. Also, acreage shown includes only those lands located in the Town.

^bIncludes eight separate parcels that are not identified as Town parks.

^cA 42-acre portion of the site is located in the Village of Paddock Lake. The site totals 149 acres.

^dA 204-acre portion of the site is located in the Town of Randall. The site totals 336 acres.

Source: Town of Salem and SEWRPC.

## Wisconsin Department of Transportation

In 2006, the Wisconsin Department of Transportation (WisDOT) owned a 56-acre site in the Town, which was acquired as a wetland mitigation site for open space protection.

## University of Wisconsin

In 2006, the University of Wisconsin-Parkside owned the 246-acre University of Wisconsin Nature Area, of which a 16-acre portion was located in the Town of Salem. The remaining 230 acres were located in the Towns of Brighton, Bristol, and Paris. The University of Wisconsin Nature Area, which includes the Harris Marsh and Oak Woods (NA-2), is identified as a natural area.

## Private and Public-Interest Resource Oriented Park and Open Space Sites

There are a number of conservation organizations active in Kenosha County, including the Kenosha/Racine Land Trust, Conservation Club of Kenosha, Des Plaines Wetlands Conservancy, The Nature Conservancy, and other non-profit conservation organizations. These organizations acquire lands for resource protection purposes. As of 2006, there were no privately owned sites of this type in the Town of Salem. The following paragraph describes conservation easements held by conservation organizations.

## Lands Under Protective Easements

Several open space and environmentally sensitive sites in Kenosha County are protected under conservation easements. These easements are typically voluntary contracts between a private landowner and a land trust or government agency that limit, or in some cases prohibit, future development of the parcel. With the establishment of a conservation easement, the property owner sells or donates the development rights for the property to a land trust or government agency, but retains ownership. The owner is not prohibited from selling the property, but future owners must also abide by the terms of the conservation easement. The purchaser of the easement is responsible for monitoring and enforcing the easement agreement for the property. Conservation easements do not require public access to the property, although public access is generally required if Wisconsin stewardship funds or other DNR grant funds are used to acquire the property. As of 2006, there were conservation easements on two sites in the Town of Salem; a one-acre DNR-held conservation easement located in Section 29 and a 21-acre conservation easement held by the Kenosha/Racine Land Trust located in Section 12.

# Town of Salem and School District Park and Open Space Sites

As shown on Table 23, the Town of Salem owns 48 park and open space sites encompassing 225 acres, including a 106-acre undeveloped Town community park and a 21-acre undeveloped Town neighborhood park. The majority of existing Town park sites are classified as "mini-parks" and are one acre or less in size; some provide recreational facilities and others are open space sites. There are five public schools in the Town, three grade schools and two high schools, providing 209 acres of open land or areas developed with recreational facilities.

In March 2005, the Town of Salem adopted a park and open space plan, *A Park and Open Space Plan for the Town of Salem: 2020.* The plan identifies park and open space acquisition and development activities within the Town and recommends additional recreational sites or facilities that may be needed in the Town. The Town park and open space plan is described in Chapter II and is shown on Map 7. Specific recommendations regarding the Town park and open space system include the acquisition and development of one new community park, 11 new neighborhoods parks distributed throughout the Town, and the development of recreational facilities at each park. The Town park plan also recommends the development of neighborhood park facilities at Wilson Runyard Public Mini-Park; improvements to existing recreational facilities at Salem Oaks Public Mini-Park and Westosha Marines Public Mini-Park; and development and maintenance of a Town trail system. Since adoption of the Town park and open space plan, the Town has acquired land for a Town community park and neighborhood park. Both parks are yet to be developed with facilities. It is recommended that the Town continue to update the Town park and open space plan ensuring an adequate number and distribution of parks to serve Town residents.

## Commercial and Organizational Park and Open Space Sites

There are 13 private park and open space sites located in the Town, also set forth in Table 23. Together, these 13 sites provide a total of 726 acres of park and open space in the Town. Privately-owned sites include two campgrounds, the Kenosha County Fairgrounds, Wilmot Mountain ski hill, a golf course, a sportsmen's club, and subdivision association parks. Recreational facilities are also located at a school and commercial businesses.

# PART 4: INVENTORY OF CULTURAL RESOURCES

The term cultural resource encompasses historic buildings, structures and sites; archaeological sites; and museums. Cultural resources in Kenosha County have important recreational and educational value. Cultural resources help to provide the County and each of its distinct communities with a sense of heritage, identity, and civic pride. Resources such as historical and archaeological sites and historic districts can also provide economic opportunities through tourism.

### **Historical Resources**

As of 2006, no sites in the Town of Salem sites were listed on the National Register of Historic Places or on the State Register of Historical Places. Sites and districts listed on the National or State Registers of Historic Places have an increased measure of protection against degradation and destruction. Listing on the National or State Register requires government agencies to consider the impact of their activities, such as the construction or reconstruction of a highway, or a permit which they issue, on the designated property. If the property would be adversely affected, the agency must work with the State Historic Preservation Officer to attempt to avoid or reduce adverse effects. There are 25 historic places and districts in Kenosha County listed on the National and/or State registers of historic places.

Kenosha County is also home to 10 Wisconsin State Historical Markers through a program administered by the Wisconsin Historical Society's Division of Historic Preservation. These historical markers are intended to identify, commemorate, and honor the important people, places, and events that have contributed to the State's rich heritage. The program serves as a vital educational tool, informing people about the most significant aspects of Wisconsin's past. There are no Wisconsin State Historical Markers located in the Town of Salem.

Although not applied to any parcels in the Town on the land use plan maps in the Land Use Element (Chapter VI), the Kenosha County zoning ordinance includes a Historic Overlay (HO), which could be applied to parcels by the County Board, at the request of the Town Board and the affected property owner. The Historic Overlay zoning district would help preserve structures and/or areas whose historic or architectural interest are determined through a historic resources survey to make a valuable contribution to the character and charm of the Town, or specific areas of the Town.

## **Archaeological Resources**

Preservation of archaeological resources is also important in preserving the cultural heritage of Kenosha County. Like historical sites and districts, significant prehistoric and historic archaeological sites provide the County and each of its communities with a sense of heritage and identity, which can provide for economic opportunities through tourism if properly identified and preserved. Archaeological sites fall under two categories: prehistoric sites and historic sites. Prehistoric sites are defined as those sites which date from before written history. Historic sites are sites established after history began to be recorded in written form (the State Historical Society of Wisconsin defines this date as A.D. 1650).

As of 2006, there were 438 known prehistoric and historic archaeological sites in Kenosha County listed in the State Historical Society's Archaeological Sites Inventory, including prehistoric and historic camp sites, villages, and farmsteads; marked and unmarked burial sites; and Native American mounds. The Barnes Creek, Chesrow, and Lucas Sites in the Village of Pleasant Prairie and Wehmhoff Mound in the Town of Wheatland are prehistoric archaeological sites listed on the National Register of Historic Places. Schaefer Mammoth Site in the Town of Paris, designated by a Wisconsin State Historical Marker, is also a site of prehistoric archaeological significance. There were no archaeological sites in the Town of Salem listed in the State register.

### Local Historical Societies and Museums

There are two local historical societies affiliated with the State Historical Society of Wisconsin in the County. These include the Kenosha County Historical Society and the Western Kenosha County Historical Society. Both of the historical societies in Kenosha County maintain facilities that contain items of historical or archaeological significance as well as historical records. The Kenosha County Historical Society maintains the Southport

Lighthouse and the adjacent Kenosha Water Utility Pumping Station, which together form the campus of the Kenosha History Center on Historic Simmons Island in the City of Kenosha. The Kenosha History Center is the headquarters of the Kenosha County Historical Society. The Western Kenosha County Historical Society maintains two facilities in the Town of Salem, including a World War I era army barracks relocated from Fort Sheridan, which today serves as the Society's headquarters, and a 1890s era schoolhouse relocated from the Town of Brighton. Kenosha County operates the Durkee Mansion and Anderson Arts Center, both located on the grounds of the Kemper Center. The City of Kenosha owns and operates the Kenosha Public Museum, a natural history and fine and decorative arts museum located on HarborPark; the Civil War Museum located on HarborPark; and the Dinosaur Museum located in the Civic Center.

# PART 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

## **Goals:**

- Protect, preserve, and wisely use the Town's natural resources.
- Encourage preservation of historic, archaeological, and cultural buildings and sites.

## **Objectives:**

- A spatial distribution of land use types in the Town of Salem which results in the protection, preservation, and wise use of the Town's natural resource base.
- The preservation of sufficient high-quality open space lands—including environmental corridors, isolated natural resource areas, and agricultural areas—for the protection of the underlying and sustaining natural resource base and enhancement of the social and economic well-being and environmental quality of the area.
- The provision of an integrated system of public general use outdoor recreation sites and related open space areas, areas for intensive nonresource-oriented outdoor recreational activities, areas for intensive resource-oriented outdoor recreational activities, land-based outdoor recreational activities, and water-based outdoor recreational activities, which will allow the resident population of the Town of Salem adequate opportunity to participate in a wide range of outdoor recreation activities.

# **Policies:**

- Prime agricultural lands in the Town, located outside of areas planned for development (see land use plan maps in Chapter VI), should be preserved for agricultural use through the application of agricultural zoning districts and a land division ordinance which permit only agricultural uses and agricultural-related uses and which specify a relatively large parcel size—such as 35 acres—in order to foster farmland preservation in the rural areas of the Town. Prime agricultural lands in the Town have been identified in the adopted plan titled *A Farmland Preservation Plan for Kenosha County, Wisconsin* (Waukesha, WI: SEWRPC, June 1981).²⁵
- General agricultural lands (farmlands of local significance), located outside of areas planned for development (see land use plan maps in Chapter VI) in the Town of Salem, should be preserved for agricultural use to the maximum extent practicable through the application of zoning and land division control ordinance provisions which permit only agricultural uses and agricultural-related uses and which specify a relatively large minimum parcel size, such as 35 acres. General agricultural land (farmlands of local significance) in the Town have been identified in the County-adopted plan titled A Farmland Preservation Plan for Kenosha County, Wisconsin (Waukesha, WI: SEWRPC, June 1981).

²⁵*The State of Wisconsin enacted changes to the State Farmland Preservation Program in 2009. As a result, Kenosha County must update the County Farmland Preservation Plan by December 31, 2011.* 

- Development served by public sanitary sewers in the Town should not be located in areas covered by soils identified by the NRCS SSURGO database as soils having severe or very severe limitations for such development, unless such limitations can be overcome by sound engineering practices, and such areas are not located in wetlands identified by the Wisconsin Wetlands Inventory or field investigation.
- Nonmetallic mining sites will comply with existing ordinances and carry out reclamation plans.
- Encourage the development of land use patterns that protect groundwater recharge capabilities in the Town.
- Floodways and floodplains should not be allocated for development which would cause or be subject to flood damage.
- The floodwater storage capacity of natural floodplains should not be reduced by urban, suburban, or rural development.
- Stormwater detention facilities should be properly planned and coordinated with areawide watershed and stormwater drainage planning activities.
- The flow capacity of perennial stream channels and associated floodplains should not be reduced below existing conditions.
- The most suitable habitat for wildlife—that is, the area wherein fish and game can best be fed, sheltered, and reproduced—is a natural habitat. Since the natural habitat for fish and game can best be achieved by preserving or maintaining in a wholesome state other resources (i.e. soil, water, wetlands, woodlands, etc.), the policies and programs for each of these other resources, if met, will ensure the preservation of a suitable wildlife habitat and population.
- All remaining undeveloped lands within the designated primary environmental corridors in the Town should be encouraged to be preserved in essentially natural, open uses. Primary environmental corridors within the adopted Town of Salem sanitary sewer service area must be protected in accordance with the guidelines set forth in that plan.
- All remaining undeveloped lands within the designated secondary environmental corridors and isolated natural resource areas in the Town should be considered for preservation as urban or suburban development proceeds, with consideration given to using such areas as drainageways, floodwater detention areas, or parks.
- Support efforts by the DNR, Kenosha County, and nonprofit conservation organizations to acquire natural areas and critical species habitat sites in the Town, as recommended in the regional natural areas plan.
- To the extent practicable, environmental corridors and isolated natural resource areas should be linked with public parks located in the Town.
- The public sector should provide, or cause to be provided, general use outdoor recreation sites sufficient in size and number to meet the recreation demands of Town residents. Such sites should contain the natural resource or man-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve this standard, the site requirements for outdoor recreational facilities indicated in Table 24 and in Tables 32 and 34 in Chapter VI should be met. Implementation of the Town park and open space plan would also meet these standards.
- Upon request, forward appropriate Town records of historical value to interested organizations.

## **Programs:**

 Protect steep slopes, woodlands and forests, lakes and ponds, streams and drainageways, shore buffer areas, floodplains, and wetlands and shoreland-wetlands in accordance with the natural resource protection standards set forth in Table 25 and in the Town subdivision ordinance.

### DETAILED NEIGHBORHOOD OUTDOOR RECREATION FACILITY REQUIREMENTS

Facility Type	Minimum per Capita Standard Public Facility Requirement	Number of Facilities Required	Total Acreage Required
Active Recreation Facilities			
Baseball Diamond	0.09 per 1,000	0.59 = 1	4.50
Basketball Goal	0.91 per 1,000	5.90 = 6	0.42
Ice Skating Rink ^a	0.15 per 1,000	0.98 = 1	0.35 minimum
Playfield ^a	0.39 per 1,000	2.50 = 3	4.95 minimum
Playground	0.35 per 1,000	2.30 = 2	1.24 minimum
Softball Diamond	0.53 per 1,000	3.40 = 2	5.36 minimum
Tennis Court	0.50 per 1,000	3.30 = 3	0.96 minimum
Subtotal			17.78 minimum
Passive and Other Recreation Facilities			
Passive Recreation	Add 10 percent of active recreation area total		1.8
Other Recreation ^{a,b}	Add 10 percent of activ	ve recreation area total	1.8
Total			21.38 minimum

^aCan also be used for soccer field.

^bPicnicking facilities should be provided in a neighborhood park.

Source: Meehan & Company, Inc., and SEWRPC.

### Table 25

#### SUMMARY OF NATURAL RESOURCE PROTECTION AND MITIGATION STANDARDS FOR THE TOWN OF SALEM

	Land Use and Zoning District Type					
	Agric	ultural	Resid	Residential		idential
Natural Resource Feature	Protection Standard (Percent)	Mitigation Permitted	Protection Standard (Percent)	Mitigation Permitted	Protection Standard (Percent)	Mitigation Permitted
Steep Slopes:						
10-19 percent	0	N/A	60	No	40	No
20-30 percent	65	No	75	No	70	No
30 percent or more	90	No	85	No	80	No
Woodlands and Forests:						
Mature	70 ^ª	No	70 ^a	No	70 ^a	Yes ^b
Young	50 ^ª	No	50 ^ª	Yes ^b	50 ^ª	Yes ^b
Lakes and Ponds	100	No	100	Yes	100	Yes
Streams and Drainageways ^c	100	No	100	No	100	No
Shore Buffer ^d	100 ^d	No	100 ^d	No	100 ^d	No
Floodplains ^d	100	No	100	No	100	Yes
Wetlands and Shoreland-Wetlands ^d	100	No ^e	100	No ^e	100	Yes

NOTE: N/A = Not Applicable.

^a80 percent protection standard in SEWRPC-delineated primary environmental corridors.

^bMitigation is not permitted in SEWRPC-delineated primary environmental corridors.

^cDevelopment may occur within intermittent stream and drainageway corridors on a case-by-case basis, if the Town Engineer determines that the stream or drainageway is not needed for stormwater management purposes.

^dAs regulated by Chapter 12 titled "Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance" of the Municipal Code of Kenosha County, as amended.

^eUnless wetland mitigation is allowed under all applicable Federal, State, and Kenosha County laws.

Source: Meehan & Company, Inc. and Table 4 from Town of Salem Land Division Control Ordinance (Chapter 18 of the Town of Salem Code of Ordinances).

- Work with Kenosha County to consider changes to the County zoning ordinance to include more specific standards for development on steep slopes and in woodlands.
- Cooperate with Kenosha County to update the County Farmland Preservation Plan to reflect changes to the Wisconsin Farmland Preservation Program approved by the State Legislature in 2009.
- Cooperate with Kenosha County to update the County Zoning Ordinance to meet or exceed farmland preservation standards in accordance with Section 71.613 and Chapter 91 of the *Statutes*, in order to maintain a farmer's eligibility for State income tax credits and to implement the updated County Farmland Preservation Plan.
- Consider conducting a historic resources survey to identify structures and/or areas whose historic or architectural interest make a valuable contribution to the character and charm of the Town, and then work with affected property owners and the Kenosha County Board to apply the Historic Overlay zoning district to help protect historic structures and properties.

# SUMMARY

The natural resources emphasized in this chapter include soils resources; steep slopes; woodlands and forests; water resources including lakes and ponds, stream corridors, floodplains, shore buffers, drainageways, wetlands, and shoreland wetlands; environmental corridors; park and open space sites; and historic resources. The planning recommendations set forth in Part 5 of this chapter are directly related to the inventory information. Inventory findings include:

- There are five soil associations in the Town of Salem: the Fox-Casco association, Hebron-Montgomery-Aztalan association, Miami association, Morley-Beecher-Ashkum association, and the Varna-Elliott-Ashkum association. Almost 90 percent of the Town is covered by soils in the Hebron-Montgomery-Aztalan or the Morley-Beecher-Ashkum associations.
- About 5,855 acres, or approximately 28 percent of the Town of Salem, is covered by severe structural soils and about 5,426 acres, or approximately 26 percent of the Town is covered by severe wet soils (hydric soils), generally associated with stream beds and wetland areas. Although such areas are generally unsuitable for development, they may serve as important locations for restoration of wetlands, as wildlife habitat, and for stormwater detention.
- The U.S. Natural Resources Conservation Service (NRCS) has classified the agricultural capability of soils based on their general suitability for most kinds of farming. These groupings are based on the limitations of the soils, the risk of damage when used, and the way in which the soils respond to treatment. Generally, lands with Class I and II soils are considered "National Prime Farmlands." About 62 percent of the Town is covered by prime farmland soils. The NRCS has also determined a Land Evaluation (LE) rating system for each soil type ranging from the best to least suited for crop production.
- About 42 acres, or less than 1 percent of the Town have slopes of 20 percent or greater while about 667 acres, or about 3 percent of the Town have slopes ranging from 12 to 20 percent. Poorly planned hillside development in areas of steep slopes can lead to high costs for public infrastructure development and maintenance and construction and post-construction erosion problems. Steeply sloped agricultural land may make the operation of agricultural equipment difficult or even hazardous. Development or cultivation of steeply sloped lands is also likely to negatively impact surface water quality through related erosion and sedimentation.
- Areas categorized as "outwash deposits" have the highest potential for significant deposits of sand and gravel, and account for 776 acres, or 4 percent of the Town's total area. Areas categorized as "glacial till" have medium to low potential for yielding commercial workable sources of sand and gravel, and encompass 12,964 acres, or 63 percent of the Town. The highest-quality deposits are found in the outwash areas of the Town, particularly west of the Fox River. Overall, the potential for sand and gravel production within the Town is considered to be moderate.

- There were no identified active or inactive nonmetallic mining sites located in the Town in 2006. Chapter NR 135 of the *Wisconsin Administrative Code* provides a procedure for landowners to register marketable nonmetallic mineral deposits in order to preserve these resources; however, as of January 1, 2009, there were no sites in the Town registered as having marketable nonmetallic mineral deposits.
- The Town of Salem is located entirely west of the subcontinental divide within the Des Plaines and Fox River watersheds of the Mississippi River drainage basin. The subcontinental divide not only exerts a major physical influence on the overall drainage pattern of the Town and County, but also carries with it legal constraints that, in effect, prohibit the diversion of any substantial quantities of Lake Michigan water across the divide.
- There are approximately 1,876 acres of surface water, approximately 3,803 acres of floodplains, and approximately 2,945 acres of wetlands in the Town. Both surface water and groundwater are interrelated components of a single hydrologic system.
- Major streams in the Town within the Des Plaines River watershed include Brighton Creek and the Salem Branch of Brighton Creek. Major streams in the Town within the Fox River watershed include the Fox River and Trevor Creek. Major lakes in the Town within the Des Plaines River watershed are a portion of Benet Lake, Hooker Lake, a portion of Lake Shangri-La, and Montgomery Lake. Major lakes in the Town within the Fox River watershed are Camp Lake, Center Lake, a portion of Cross Lake, Rock Lake, Silver Lake, and Voltz Lake.
- As part of the regional water supply planning program, areas within the Town were analyzed and classified based on their potential for water recharge. The analysis was based on a combination of topography, soil hydrologic groups, soil water storage, and land use. About 4 percent of the Town is rated as having "very high" recharge potential, and about 16 percent is rated as having "high" recharge potential.
- There were 1,514 acres of woodlands in the Town in 2000. The Managed Forest Land (MFL) program is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin with a primary focus on timber production. In 2006, there were about 87 acres of woodlands in the Town, none of which were open to the public, enrolled in this program.
- Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. There are seven natural areas, encompassing about 563 acres, located in the Town. The regional natural areas plan recommends that a nonprofit conservation organization acquire three of the natural areas, the DNR acquire two of the natural areas, and Kenosha County acquire one of the natural areas in order to preserve these areas through protective ownership.
- Critical species habitat sites consist of areas outside natural areas which are important for their ability to support rare, threatened, or endangered plant or animal species. Two critical species habitat sites, both supporting at least one rare plant species, encompassing 147 acres have been identified in the Town of Salem. Twelve aquatic sites, containing about 8.6 miles of rivers and streams and about 1,638 acres of lake water, supporting rare or threatened fish, herptile, or mussel species have been identified in the Town.
- Environmental corridors and isolated natural resource areas include the best remaining woodlands, wetlands, plant and wildlife habitat areas, and other natural resources and have truly immeasurable environmental and recreational value. Environmental corridors and isolated natural resource areas are identified by SEWRPC and classified depending on their size. Primary environmental corridors are at least 400 acres in area, two miles in length, and 200 feet in width. Secondary environmental corridors are between 100 and 400 acres in size and at least one mile in length except where secondary corridors serve to link primary environmental corridors, in which case no minimum area or length criteria apply. Isolated natural resource areas are between five and 100 acres in size and at least 200 feet in width.

- Primary environmental corridors in the Town are located primarily along the Fox River, Brighton Creek, Salem Branch Creek, Trevor Creek, and various lakes throughout the Town. In 2009, 4,755 acres, comprising about 23 percent of the Town, were located within primary environmental corridors. Secondary environmental corridors totaled 330 acres, or about 2 percent of the Town. Isolated natural resource areas within the Town totaled 409 acres, also about 2 percent of the Town.
- County-owned park and open space sites in the Town in 2006 include the 259-acre Silver Lake Park, the 129-acre Fox River Park, and an eight-acre unnamed open space site. Kenosha County has also acquired nine acres, comprised of multiple small parcels, in the western portion of the Town as part of the Fox River Flood Mitigation project.
- In 2006, there were 10 DNR-owned park and open space sites encompassing 705 acres in the Town. Other State-owned park and open space sites in the Town include a 56-acre wetland mitigation site owned by WisDOT and a 16-acre portion of the University of Wisconsin Nature Area.
- There are a number of conservation organizations active in Kenosha County, including the Kenosha/Racine Land Trust, the Conservation Club of Kenosha, the Des Plaines Wetlands Conservancy, The Nature Conservancy, and other nonprofit conservation organizations. As of 2009, there were no privately owned sites of this type in the Town of Salem.
- As of 2006, there were conservation easements on two sites in the Town of Salem; a one-acre DNR-held conservation easement in Section 29 and a 21-acre conservation easement held by the Kenosha/Racine Land Trust located in Section 12.
- In 2006, the Town owned 48 park and open space sites totaling about 225 acres. In total, there were 69 publicly-owned sites providing 1,616 acres of park and open space in the Town. In addition, 13 sites owned by private and commercial organizations provided an additional 726 acres of park and open space. Together, the 82 sites provided a total of 2,342 acres of park and open space in the Town.
- There are two local historical societies affiliated with the State Historical Society of Wisconsin in the County. These include the Kenosha County Historical Society and the Western Kenosha County Historical Society. The Western Kenosha County Historical Society maintains two facilities in the Town of Salem.
- Goals, objectives, policies, and programs intended to protect agricultural, natural, and cultural resources in the Town are presented in Part 5 of this chapter.

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# **Chapter VI**

# LAND USE ELEMENT

# **INTRODUCTION**

The land use element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(h) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps to guide future development and redevelopment of public and private property. The *Statutes* also require this element to include:

- Information regarding the amount, type, and intensity or density of existing land uses
- Land use trends
- Potential land use conflicts
- Projected land use needs in five year increments to the plan design year (2035)
- Maps showing existing and future land uses; productive agricultural soils; natural limitations to building site development; floodplains, wetlands, and other environmentally sensitive lands; and boundaries of areas to which public utility and community services will be provided by the plan design year

Section 16.965 also requires the identification of "Smart Growth Areas" in County and local plans. A "Smart Growth Area" is defined by the *Statutes* as "an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental, and utility costs."

All of the information required by the comprehensive planning law is provided in this chapter.

# PART 1: EXISTING LAND USE CONDITIONS AND TRENDS

## Land Use Trends

SEWRPC periodically conducts a detailed land use inventory of the seven-county Region to inventory and monitor urban growth and development occurring over time. The land use inventory places all land and water areas into one of 66 land use categories. The most current detailed land use inventory was conducted in 2000. Based on that inventory, urban land uses, including residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication, and utility uses, encompassed 3,958 acres, or about 19 percent of the Town. Nonurban land uses, consisting of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites; and open land, encompassed 17,000 acres, or about 81 percent of the Town. Agriculture was the single largest land use, encompassing 9,122 acres, or about 44 percent of the Town in 2000.

#### Table 26

#### LAND USE TRENDS IN THE TOWN OF SALEM: 1980-2000

		Area (acres	3)	Change in Area						
			Í	1980	-1990	1990-2000		1980-2000		
Land Use Category	1980	1990	2000 ^a	Acres	Percent Change	Acres	Percent Change	Acres	Percent Change	
Urban										
Residential										
Single-Family	1,660	1,757	2,097	97	5.8	340	19.4	437	26.3	
Two-Family	0	3	7	3		4	133.3	7		
Multi-Family	5	14	15	9	180.0	1	7.1	10	200.0	
Mobile Homes	9	15	33	6	66.7	18	120.0	24	266.7	
Subtotal	1,674	1,789	2,152	115	6.9	363	20.3	478	28.6	
Commercial	49	71	70	22	44.9	-1	-1.4	21	42.9	
Industrial	26	33	49	7	26.9	16	48.5	23	88.5	
Transportation, Communications, and Utilities										
Arterial Street Rights-of-Way	344	410	452	66	19.2	42	10.2	108	31.4	
Nonarterial Street Rights-of-Way	421	420	509	-1	-0.2	89	21.2	88	20.9	
Railroad Rights-of-Way	62	62	61	0	0.0	-1	-1.6	-1	-1.6	
Communications, Utilities, and										
Other Transportation	30	41	44	11	36.7	3	7.3	14	46.7	
Subtotal	857	933	1,066	76	8.9	133	14.3	209	24.4	
Governmental and Institutional	112	124	147	12	10.7	23	18.5	35	31.3	
Recreational	479	486	474	7	1.5	-12	-2.5	-5	-1.0	
Urban Subtotal	3,197	3,436	3,958	239	7.5	522	15.2	761	23.8	
Nonurban										
Natural Resource Areas										
Woodlands	1,533	1,643	1,527	110	7.2	-116	-7.1	-6	-0.4	
Wetlands	2,895	2,880	3,004	-15	-0.5	124	4.3	109	3.8	
Surface Water	1,906	1,911	1,876	5	0.3	-35	-1.8	-30	-1.6	
Subtotal	6,334	6,434	6,407	100	1.6	-27	-0.4	73	1.2	
Agricultural	10,329	9,822	9,122	-507	-4.9	-700	-7.1	-1,207	-11.7	
Extractive	147	84	105	-63	-42.9	21	25.0	-42	-28.6	
Landfills	0	0	0	0		0		0		
Open Lands	1,175	1,345	1,366	170	14.5	21	1.6	191	16.3	
Nonurban Subtotal	17,985	17,685	17,000	-300	-1.7	-685	-3.9	-985	-5.5	
Total	21,182	21,121	20,958	-61	-0.3	-163	-0.8	-224	-1.1	

^aAs part of the regional land use inventory for the year 2000, the delineation of existing land use was referenced to real property boundary information not available for prior inventories. This change increases the precision of the land use inventory and makes it more usable to public agencies and private interests throughout the Region. As a result of the change, however, year 2000 land use inventory data are not strictly comparable with data from the prior inventories. At the county level, the most significant effect of the change is to increase the transportation, communication, and utilities category due to the use of actual street and highway rights-of-way as part of the 2000 land use inventory, as opposed to the use of narrower estimated rights-of-way in prior inventories. This treatment of streets and highways generally diminishes the area of adjacent land uses traversed by those streets and highways in the 2000 land use inventory relative to prior inventories.

Source: SEWRPC.

The number of acres in various land use categories in the Town of Salem in 1980, 1990, and 2000 is shown on Table 26. Table 26 also includes the acreage and percentage changes in each land use category between 1980 and 2000, and for intervening time periods.

Between 1980 and 2000, the amount of land used for urban uses, including residential, commercial, industrial, and transportation uses, increased by about 761 acres, from 3,197 acres to 3,958 acres, or about 24 percent. The amount of land used for residential and street right-of-way purposes increased by 478 acres and 196 acres, respectively, during this time period.

The percentage of land classified as "nonurban" decreased by about 6 percent between 1980 and 2000. Much of the land developed for urban uses between 1980 and 2000 was converted from agricultural to urban use. The amount of land used for agriculture decreased by 1,207 acres, or by about 12 percent. The number of acres in the "open lands" category, that is, lands that are vacant and apparently unused, increased by 191 acres during the 1980 to 2000 period. Much of the increase in the "open lands" category is likely due to land being taken out of agriculture. The acreage of woodlands, wetlands, and surface waters increased by about 1 percent between 1980 and 2000.

Urban land uses in the Town are generally located in and near the hamlets of Salem, Trevor, and Wilmot. Hamlets are unincorporated areas with compact development, predominantly residential, but also typically including limited commercial and/or institutional uses such as churches, fire stations, and small businesses. Most hamlets in the Town and the remainder of Kenosha County were first settled in the 1800's or early 1900's. Urban uses in the Town, especially residential uses, are located adjacent to or near the numerous inland lakes scattered throughout the Town. Urban uses are also located along STH 50/83 and STH 83.

# Land Price

Equalized value trends by real estate class in the Town in 2003 and 2007 are set forth in Table 27. All real estate classes except undeveloped land and forest land experienced an increase in equalized value, and that is due to the fact that the Department of Revenue added "Ag Forest" as a new Real Estate Class in 2005, which resulted in most of the lands classified as "Forest" and "Undeveloped" in 2003 being added to the new "Ag Forest" class in 2007. Residential properties experienced the greatest increase in equalized value, with an increase of about 58 percent; and the equalized value of commercial and other lands increased by 48 percent and 28 percent, respectively. The Town experienced an overall increase in equalized value of about 56 percent between 2003 and 2007, compared to a 46 percent increase in Kenosha County over the same period.

# **Existing Land Uses in 2007**

In an effort to obtain the most current information available prior to developing the Land Use Element, the detailed 2000 land use inventory was updated to 2007 as part of the Kenosha County multi-jurisdictional comprehensive planning process. The 2000 land use inventory was updated to 2007, based on the 2005 aerial photographs produced by SEWRPC, the record of subdivision and condominium plats maintained by Kenosha County, field inspections, and consultation with County and local officials. The 2007 land use inventory for Kenosha County is shown on Map 16.

The Town of Salem, through its comprehensive plan, must look ahead at least 20 years to ensure adequate supplies of land for urban and nonurban land uses. Map 17 shows generalized land uses in the Town of Salem in 2007. Acres within each land use category in the Town are shown on Table 28. The generalized land use map differs from the more precise 2000 land use inventory in that the generalized map includes undeveloped lots of less than five acres that are planned for residential development and a portion of lots less than five acres that have an existing residence were designated with the primary use of the entire lot. The number of acres in the single-family residential category was significantly higher in 2007 than in 2000, due in part to the planned residential development of undeveloped lots and the entire lot area of lots less than five acres with a home, and no portion of the lot used for agriculture, being included in residential land use category. Previously, portions of such lots that were not developed with a home, driveway, or accessory buildings (such as sheds) or used for agriculture were included in the "open lands" category. Some of the increase in the area devoted to commercial and industrial uses between 2000 and 2007 is also attributable to areas on commercial and industrial lots that were categorized as "open lands" in the 2000 and earlier land use inventories being identified as commercial or industrial lands in the 2007 land use update.

Major development in the Town between 2000 and 2007 included:

• Victoria Oaks, a single-family residential subdivision located at the northwest corner of 103rd Street (CTH SA) and 284th Avenue with 11 lots on about 35 acres.

#### Table 27

	Statement of Equalized Values 2003							
Real Estate Class	Acres	Land	Improvements	Total				
Residential	5,022	\$180,739,600	\$560,069,400	\$740,809,000				
Commercial	543	9,834,700	28,885,100	38,719,800				
Manufacturing	33	555,600	2,266,000	2,821,600				
Agricultural	7,038	1,519,000	N/A	1,519,000				
Undeveloped	2,247	2,501,700	N/A	2,501,700				
Ag Forest ^a	N/A	N/A	N/A	N/A				
Forest ^a	1,017	3,013,100	N/A	3,013,100				
Other	55	914,600	2,451,500	3,366,100				
Total	15,955	\$199,078,300	\$593,672,000	\$792,750,300				

## EQUALIZED VALUE BY REAL ESTATE CLASS IN THE TOWN OF SALEM: 2003 and 2007

		Statement of E	Change in Equalized Value 2003 and 2007			
Real Estate Class	Acres	Land	Improvements	Total	Number	Percent
Residential	5,398	\$272,541,900	\$895,317,500	\$1,167,859,400	\$427,050,400	57.6
Commercial	571	17,238,800	39,921,700	57,160,500	18,440,700	47.6
Manufacturing	22	629,500	2,453,600	3,083,100	261,500	9.3
Agricultural	6,817	1,566,200	N/A	1,566,200	47,200	3.1
Undeveloped	1,884	1,778,300	N/A	1,778,300	-723,400	-28.9
Ag Forest ^a	605	2,575,500	N/A	2,575,500	2,575,500	
Forest ^a	216	1,836,000	N/A	1,836,000	-1,177,100	-39.1
Other	52	1,352,000	2,971,100	4,323,100	957,000	28.4
Total	15,565	\$299,518,200	\$940,663,900	\$1,240,182,100	\$447,431,800	56.4

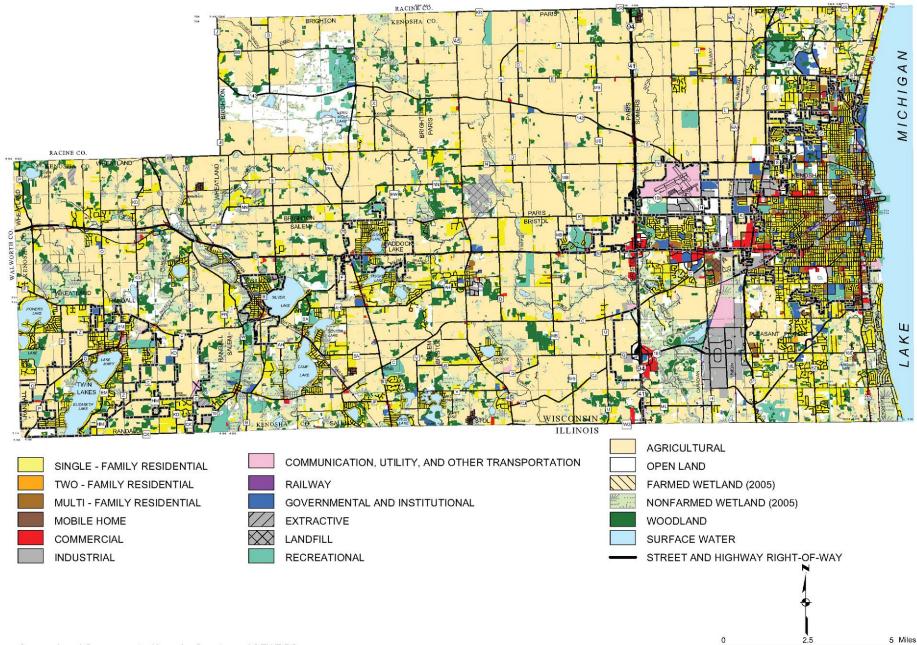
^aIn 2005, the Department of Revenue added "Ag Forest" as a new Real Estate Class. As a result, some of the lands classified as "Forest" in 2003 were added to the new "Ag Forest" class in 2007. As shown in the table, this resulted in a loss of acreage and a decrease in equalized value in the "Forest" classification in 2007.

Source: Wisconsin Department of Revenue and SEWRPC.

- Rock Lake Meadows, a single-family residential subdivision located south of Rock Lake along the Wisconsin-Illinois State line on 259th Avenue (Rock Lake Road) with 70 lots on about 75 acres.
- Sunset Ridge Estates, a single-family residential subdivision located east of the Canadian National Railway on CTH C with 34 lots on about 90 acres.
- Salem Stream Estates, a single-family residential subdivision located east of STH 83 on 89th Street (CTH AH) with 56 lots on about 51 acres.
- Hickory Hollow, a single-family residential subdivision located west of STH 83 on 119th Street (CTH JF) with 49 lots on about 49 acres.
- Salem Hills, a single-family residential subdivision located north of STH 50/83 on 288th Avenue (CTH B) with 32 lots on about 45 acres.
- Hawk's Run, a single-family residential subdivision located east of the Canadian National Railway on 119th Street (CTH JF) with 58 lots on about 101 acres.
- New Sunrise Properties, a single-family residential subdivision located on the western shoreline of Rock Lake (the area was previously park land) on Rock Lake Road with eight lots on about six acres.

Map 16

#### **GENERALIZED EXISTING LAND USES IN KENOSHA COUNTY: 2007**

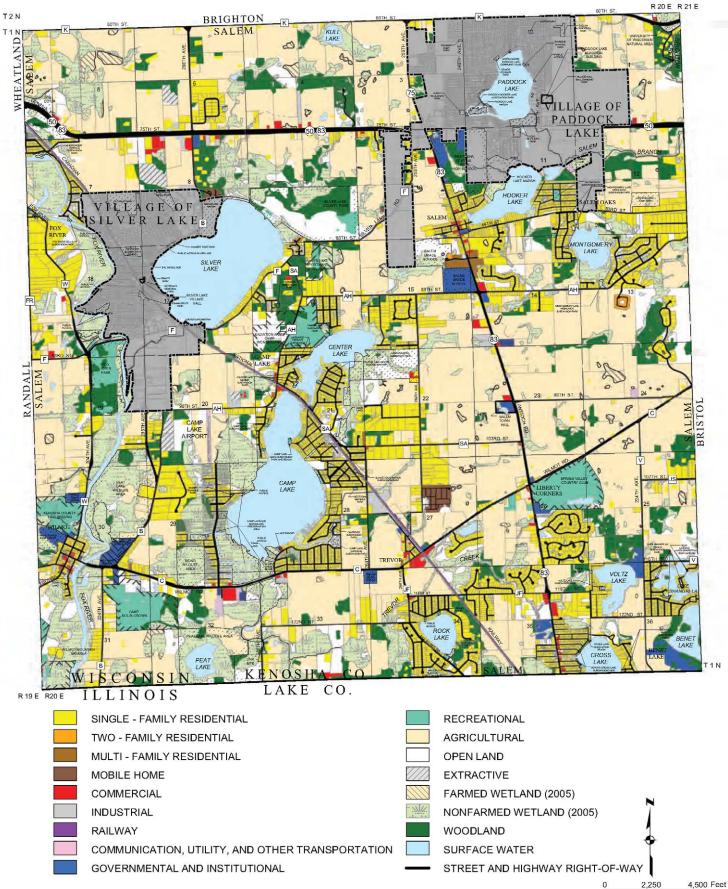


Source: Local Governments, Kenosha County, and SEWRPC.



#### Map 17

#### GENERALIZED EXISTING LAND USES IN THE TOWN OF SALEM: 2007



Source: Town of Salem and SEWRPC.

#### Table 28

#### LAND USES IN THE TOWN OF SALEM: 2007

Land Use Category ^a	Acres	Percent of Subtotal (Urban or Nonurban)	Percent of Total
Urban			
Residential			
Single-Family ^b	3,064	59.5	14.8
Two-Family	14	0.3	0.1
Multi-Family	28	0.5	0.1
Subtotal	3,106	60.3	15.0
Commercial	110	2.1	0.6
Industrial	76	1.5	0.4
Transportation, Communications, and Utilities			
Street Rights-of-Way	1,055	20.5	5.1
Railroad Rights-of-Way	61	1.2	0.3
Communications, Utilities, and Other Transportation ^c	43	0.8	0.2
Subtotal	1,159	22.5	5.6
Governmental and Institutional ^d	225	4.4	1.1
Recreational ^e	477	9.2	2.3
Urban Subtotal	5,153	100.0	25.0
Nonurban			
Natural Resource Areas			
Woodlands	1,476	9.5	7.2
Nonfarmed Wetlands	3,123	20.2	15.1
Surface Water	1,876	12.1	9.1
Subtotal	6,474	41.8	31.4
Agricultural	7,447	48.1	36.0
Farmed Wetlands	146	0.9	0.7
Extractive	64	0.4	0.3
Landfill	0	0.0	0.0
Open Lands ^f	1,365	8.8	6.6
Nonurban Subtotal	15,496	100.0	75.0
Total	20,649		100.0

^aIncludes parking and lands under development in associated use.

^bIncludes mobile homes, land under development for single-family residential uses, and farm residences. Other farm buildings are included in the agricultural land use category.

^c"Other Transportation" includes bus depots, airports, truck terminals, and transportation facilities not classified as street or railroad rights-ofway.

^dIncludes public and private schools, government offices, police and fire stations, libraries, cemeteries, religious institutions, hospitals, nursing homes, and similar facilities.

^eIncludes only lands which are intensively used for recreational purposes.

^fIncludes lands in rural areas that are not being farmed and other lands that have not been developed, including residual lands or outlots attendant to existing urban development that are not expected to be developed.

Source: SEWRPC.

- Falcon Heights, a single-family residential subdivision located at the southwest intersection of 89th Street (CTH AH) and 256th Avenue with 34 lots on about 41 acres.
- The Meadows of Mill Creek, a single-family residential subdivision located east of STH 83 and south of Hooker Lake on 84th Street with 24 lots on about 40 acres.

- Woodhaven Meadows, a single-family rural cluster residential subdivision located adjacent to the Salem-Bristol Townline on CTH C with 45 lots on about 225 acres.
- Creekside Cove, a single-family residential subdivision located east of the Canadian National Railway on 119th Street (CTH JF) with 17 lots on about 17 acres.
- Heritage Estates, a single-family residential subdivision located south of CTH C and northwest of Voltz Lake on STH 83 with 46 lots on about 67 acres.
- Acquisition of a 106-acre Town community park, which is centrally located in the Town along the eastern shoreline of Center Lake. The park has not yet been developed.

Together, the subdivision developments included 484 lots on about 842 acres. The average gross density of the subdivisions listed is about 1.7 acres per home.

# **Urban Land Uses**

Urban land uses include residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication, and utility uses. Urban uses encompassed 5,153 acres, or about 25 percent of the Town in 2007.

# Residential

Residential land comprised the largest urban land use category in the Town in 2007. Residential uses encompassed 3,106 acres, or about 60 percent of all urban land and about 15 percent of the Town. The majority of the residential development in the Town is single-family homes. Two-family and multi-family residential uses encompass less than 1 percent of the Town. Residential uses areas are located throughout the Town, but the more compact residential uses are located adjacent to or near the numerous inland lakes in the Town.

# Commercial

In 2007, commercial land encompassed 110 acres, or about 1 percent of the Town. Commercial development was primarily located along STH 50/83, STH 83, CTH C, and in the hamlets of Salem, Trevor, and Wilmot. Small businesses are also located in the hamlet of Camp Lake and on small parcels scattered throughout the Town.

Commercial uses include nursery sales; building, electrical, plumbing and interior/exterior contractors; a glass contractor; dentist/orthodontist offices; new and used automobile sales; an automobile repair shop; an implement dealer; trade agents and brokers; a furniture store; grocery and drug stores; gas stations; a clothing store; florist stores; a vender business; an electronics store; a communications business; banks; an insurance agent; investment groups; real estate business; accounting, engineering, and law offices; computer services and design; consulting services; a veterinary service; employment services; landscaping businesses; janitorial services; chiropractic offices; an optometry office; day care centers; a golf course; a marina; a fitness center; restaurants/taverns; car washes; an electronic repair service; a beauty salon; and a pet care service.

## Industrial

In 2007, industrial land encompassed 76 acres, or less than 1 percent of the Town. Industrial uses were mostly concentrated along STH 50/83, STH 83, CTH C, and near the hamlet of Trevor along the Canadian National Railway. Small industrial areas were also located in the hamlet of Wilmot. Industrial uses included concrete contractors and supply; a machine shop; masonry, electronics, commercial, and medical manufacturers; building materials supply; freight trucking businesses; and a self-storage facility.

## Transportation, Communications, and Utilities

Transportation, communication, and utility uses encompassed 1,159 acres, or about 6 percent of the Town in 2007. Of this, 1,055 acres were located within street and highway rights-of-way and 61 acres were located within the Canadian National Railroad right-of-way in the Town. Land used for transportation other than street and railroad rights-of-way included the Camp Lake Airport in the west-central portion of the Town and a bus company in the southwestern portion of the Town on CTH C. The Transportation Element chapter (Chapter VIII) provides additional information about transportation facilities.

Communication-related land uses included four cell tower sites (see Table 45 in Chapter IX). Utility uses included the Town wastewater treatment plant, two electrical substations, and lift station areas.

# Governmental and Institutional

In 2007, land used for government and institutional uses encompassed about 225 acres, or about 4 percent of urban land and about 1 percent of the Town. Governmental and institutional lands in the Town include the Town Hall, two public high schools (Wilmot Union and lands associated with Westosha Central), a public grade school, two public elementary schools, three volunteer fire departments (located in the hamlets of Salem, Trevor, and Wilmot), the Salem Community Library, the Town public works facility, the Town utility district office, four post offices, St. Benedict's Abbey (a monastery), six churches, and four cemeteries. Information about these community facilities is presented in Chapter IX.

# Recreational

In 2007, intensively used recreational land encompassed about 477 acres, or about 9 percent of all urban land and about 2 percent of the Town. Intensive recreational land includes only those parks or portions of parks that have been developed with buildings or facilities such as trails, playfields, golf courses, ski hills, and associated parking. There were several intensively used recreational sites in the Town consisting of Silver Lake County Park, Fox River County Park, Kenosha County Fairgrounds, Spring Valley Country Club, Camp Sol-R-Crown, portions of Wilmot Mountain Ski Area, the Silver Lake Sportsman's Club, lake access sites, Salem Oaks Subdivision Park, and other numerous subdivision mini-parks. Recreational facilities were also located at the Westosha Central and Wilmot Union High Schools, Trevor and Wilmot Elementary Schools, and Salem Grade School. There were 66 public and private park, open space, and recreation sites in the Town in 2006. A complete inventory of park and open space sites in the Town is included in Chapter V.

Although not categorized as intensively used recreational land at this time, the Town of Salem has acquired lands for a community park on the eastern shoreline of Center Lake for recreational purposes and natural resource protection. The community park, which is currently undeveloped, encompasses 106 acres. In addition, the Wisconsin Department of Natural Resources (DNR) has acquired numerous sites in the southwestern portion of the Town for natural resource protection and limited recreational purposes. DNR-owned lands include the Peat Lake Wildlife Area, Peat Lake Extensive Wildlife Habitat, Camp Lake Marshland Preservation Area, scattered wetlands, and other DNR natural resource and wildlife protection sites. Together these sites encompass 680 acres in the Town. Lands owned by the DNR are identified as wetlands, woodlands, agricultural, and open lands in the 2007 land use inventory.

## **Nonurban Land Uses**

Nonurban land uses consist of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites; and unused land. As indicated in Table 28 and on Map 17, nonurban land uses encompassed 15,496 acres, or about 75 percent of the Town, in 2007. Significant portions of the Town were used for agricultural purposes (about 36 percent) or encompassed within natural resource areas, including wetlands, woodlands, and surface water (about 31 percent).

# Agricultural Lands

Agricultural lands encompassed 7,447 acres in 2007. Agricultural lands include all croplands, pasture lands, and farm buildings and structures (farmhouses, barns, silos, etc.). A more detailed inventory of agricultural land in the Town is included in Chapter V.

# Natural Resource Areas

In 2007, natural resource areas consisting of surface water, nonfarmed wetlands, and woodlands combined to encompass 6,474 acres, or nearly one-third of the Town. Natural resource areas in the Town included lakes, rivers and streams, nonfarmed wetlands, and woodlands. The Surface Water category includes only those surface waters that are visible on an aerial photograph, and does not include water in small streams. Major natural resource areas include the Fox River, Camp Lake, Center Lake, Cross Lake, Hooker Lake, Montgomery Lake, Peat Lake, Silver

#### Table 29

# CONTAMINATED SITES, INACTIVE LANDFILLS, OR FORMER LANDFILLS OR SOLID AND HAZARDOUS WASTE DISPOSAL SITES IDENTIFIED BY THE DEPARTMENT OF NATURAL RESOURCES IN THE TOWN OF SALEM: 2008

Name	Site Location	Activity Type ^a	Size (acres)
Don's Garage and Towing	11916 Antioch Road	LUST	^b
Kenosha County Highway Department	CTH B and Lotus Drive	Inactive Landfill	0.8
Salem Auto Service	8517 Antioch Road	LUST	^b
Salvation Army (Camp Wonderland)	9241 Camp Lake Road	Waste Disposal Site	0.1
Town of Salem Landfill	CTH B; North of STH 50/83	Inactive Landfill	17.0
Wilmot Mountain, Inc.	11931 Fox River Road	ERP/Waste Disposal Site	1.5
Total – Six Sites			19.4 ^c

^a Includes Leaking Underground Storage Tank (LUST) contaminated sites, Environmental Repair (ERP) contaminated sites, inactive landfills, and former landfills or solid and hazardous waste disposal sites.

^bDNR does not determine the size of contaminated sites, therefore, this information is not available.

^cTotal acreage does not include the two LUST sites.

Source: Department of Natural Resources and SEWRPC.

Lake, Voltz Lake, portions of Benet Lake and Lake Shangri-La, Camp Lake Marshland Preservation Area, Peat Lake Wildlife Area, Peat Lake Extensive Wildlife Habitat Area, and other DNR-owned natural resource and wildlife protection areas. A complete inventory of natural resource areas is included in Chapter V.

# Extractive Sites

There were four nonmetallic mining (extractive) areas in the Town in 2007, which encompassed 64 acres, or less than 1 percent of the Town. None of the sites have applied to Kenosha County for permits for commercial nonmetallic mining operations. All four nonmetallic mining areas were for personal use.

# **Open Lands**

In 2007, open lands encompassed 1,356 acres, or about 7 percent of the Town. Open lands include lands in rural areas that are not being farmed, including DNR-, County-, and Town-owned land other than woodlands, wetlands, and surface water; and other lands that have not been developed.

## Former Landfills and Contaminated Sites

## Former Landfills

There are no active or transitional landfills in the Town. The DNR has identified two former landfills, which together encompass about 18 acres, in its register of waste disposal sites. The DNR has also identified three solid and hazardous waste disposal sites, which together encompass about two acres, in its register of waste disposal sites. The former landfills and solid and hazardous waste disposal sites are shown on Map 19, Natural Limitations for Building Site Development, and included in Table 29. The DNR register of waste disposal sites includes active, inactive, and abandoned sites where solid or hazardous wastes were known or likely to have been disposed. The inclusion of a site does not mean that environmental contamination has occurred, is occurring, or will occur in the future, but is intended to serve as a general informational source for the public and Town officials regarding the location of waste disposal sites. However, the Wilmot Mountain, Inc. solid and hazardous waste disposal site, located in Section 31 of the Town, has been identified as a contaminated site by the DNR.

# **Contaminated Sites**

The DNR Bureau for Remediation and Redevelopment identifies and monitors contaminated sites. Contaminated sites include leaking underground storage tank (LUST) sites and environmental repair (ERP) sites. A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic and cancer causing substances. However, given time, petroleum contamination naturally breaks down in the environment (biodegradation). An

ERP site is a site, other than a LUST, that has contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that require long-term investigation, buried containers of hazardous substances, or closed landfills that have caused contamination. ERP sites also include areas with petroleum contamination from above-ground (but not from underground) storage tanks. Two LUST sites are listed on the DNR register, and are shown on Map 19 and included on Table 29. Both sites are still active or "open" field studies by the DNR.

# PART 2: BACKGROUND DATA AND MAPS

# Maps

Chapters II through XI provide background data and maps used to help design the Town land use plan. In addition to the detailed inventories included in these chapters, the following maps have been compiled to assist with the development of the land use plan. The comprehensive planning law requires that the following maps be included in the land use element:

# • Productive Agricultural Soils

The NRCS provided land evaluation (LE) values for soils in Kenosha County based on LE values for all soil types in Wisconsin. Soils in Wisconsin have been rated by the NRCS based on soil type, slope, agricultural capability class, and soil productivity for producing corn and soybeans. A relative value was then determined for each soil type. The best soils for crop production were assigned a value of 100. Soil LE values were "normalized" for Kenosha County as part of the LE analysis, meaning that each soil is rated in relative value to other soils in Kenosha County, rather than to soils in the State. Map 9 in Chapter V shows the results of the land evaluation. Many soils in the Town with good agricultural capability and productivity are proposed to be converted to urban uses during the planning period.

# • Environmentally Sensitive Lands and Natural Limitations to Building Site Development

Environmentally sensitive lands are shown on Map 18, and include primary environmental corridors, secondary environmental corridors, isolated natural resource areas, surface waters, wetlands, 100-year floodplains, natural areas, and critical species habitat sites. Several natural resource features that may limit development are shown on Map 19. Recommendations for the protection and management of these resources are included in the Agricultural, Natural, and Cultural Resources Element (Chapter V). These features include 100-year floodplains, wetlands, severe structural soils, severe wet soils, severe slope, and surface water. Recommendations for the protection and management of these resources are included in the Agricultural Resources Element (Chapter V). The location of former landfills and solid and hazardous waste disposal sites may also prohibit certain types of development, and are included on Map 19.

# • Utilities and Community Services

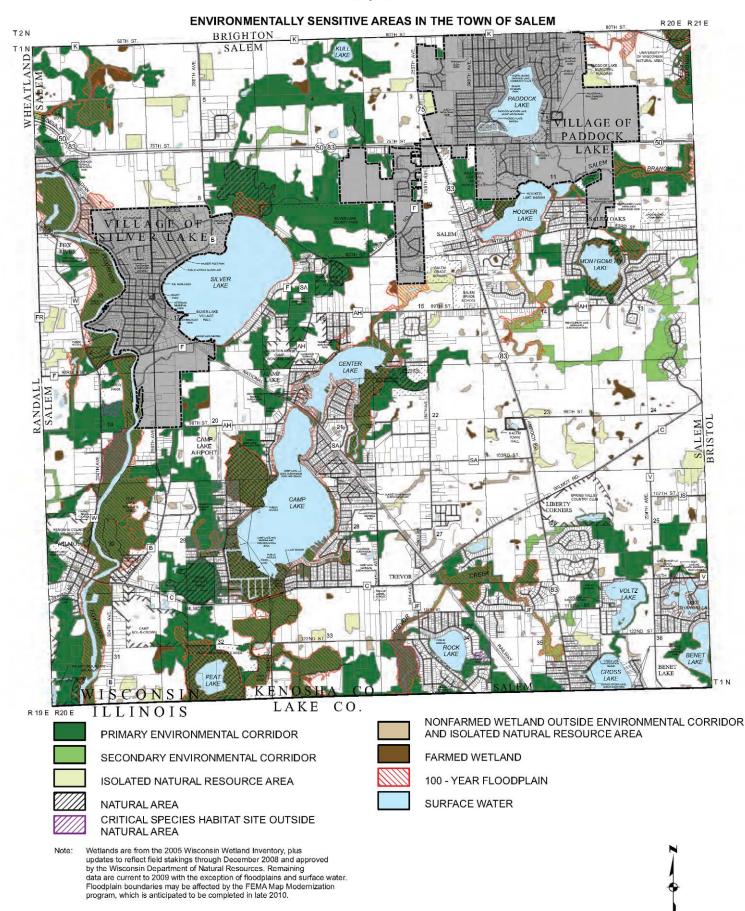
The comprehensive planning law requires the land use element to include maps showing boundaries of areas to which public utility and community services will be provided by the plan design year. Chapter IX includes such maps for the Town. The Town is currently preparing a stormwater management plan and a wastewater management system plan, and both are expected to be completed in early 2010. The Town is also studying the possibility of preparing a water supply plan to establish a municipal water utility. When any of the aforementioned plans or any other planning document affecting this comprehensive plan have been officially adopted by the Town, this comprehensive plan should be amended to incorporate the plans.

# **Opportunities for Redevelopment and Smart Growth Areas**

The following areas were identified as potential "Smart Growth Areas" in the Multi-Jurisdictional Comprehensive Plan for Kenosha County:

- Sites identified by local governments as suitable for redevelopment.
- Abandoned industrial buildings and parcels.
- Underutilized parcels in and adjacent to traditional downtowns, including older shopping centers.
- Aging commercial districts located on urban service area fringes.

#### Map 18

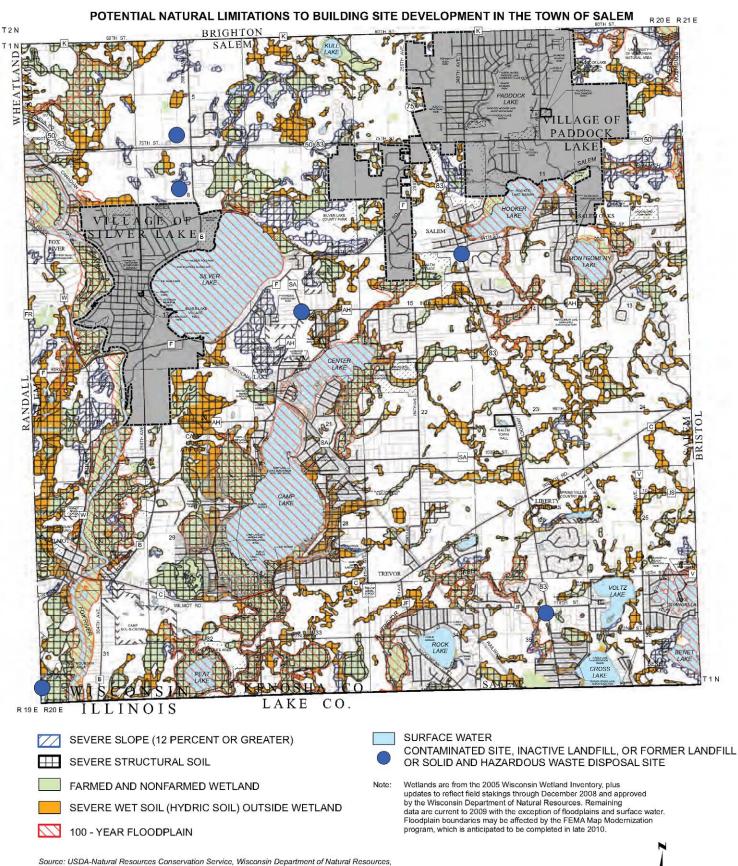


4,500 Feet

2.250

Source: Wisconsin Department of Natural Resources, Federal Emergency Management Agency, Kenosha County, Town of Salem, and SEWRPC.

#### Map 19



Source: USDA-Natural Resources Conservation Service, Wisconsin Department of Natural Resources, Federal Emergency Management Agency, Kenosha County, Town of Salem, and SEWRPC.

2 250

4,500 Feet

• Undeveloped land within planned sanitary sewer service areas that is adjacent to existing development, provided significant natural resources are protected and that such areas do not create a need for additional community facilities such as a new fire station, new emergency medical service facilities, or new libraries that are not designated on a comprehensive plan.

New suburban and urban growth (a balance of residential and nonresidential land uses) in the Town is planned to radiate from the existing unincorporated hamlets of Liberty Corners, Wilmot, Trevor, Salem, and Camp Lake. As stated earlier in this chapter, nearly one-third of the Town is encompassed within natural resource areas, so proposed development in the Town of Salem is framed within the natural limitations imposed by environmental corridors, isolated natural resource areas, wetlands, floodplains, and other natural resources and features. Urbanized development is identified primarily throughout the Town, east of the Fox River, and is planned to occur in an orderly matter, avoiding "leap frog" development, due to the land use phasing process used by the Town. Areas within the Town's sanitary sewer service areas will serve as the Town's "Smart Growth Areas," as those terms are defined by Section 16.965 of the *Statutes*.

# PART 3: TOWN OF SALEM LAND USE PLAN

# Land Use Plan

The Town 2035 land use plan map was derived from the Town's detailed neighborhood plans. The Town of Salem Plan Commission and Town Board adopted a land use plan in February 2009, which is documented in a report titled *Town of Salem Coordinated Land Use Plan: 2035*. The plan was prepared with assistance from the firm Meehan and Company. The coordinated land use plan is based on the 11 detailed neighborhood plan areas, as shown on Map 20, prepared between 2004 and 2006, and includes revisions to four of the neighborhoods to reflect the land uses and ultimate Town/Village boundary agreed to as part of the Village of Paddock Lake/Town of Salem Cooperative Plan signed in late 2006. Because of the boundary agreement between the Town and Village of Paddock Lake, Neighborhood 1, located in the northeastern portion of the Town, became part of the Village of Paddock Lake's growth area. Thus, 10 neighborhood plans were incorporated into the Town land use plan map and this comprehensive plan, and include:

- Neighborhood 2 (Silver Lake/Salem hamlet area)
- Neighborhood 3 (Hooker Lake/Salem hamlet area)
- Neighborhood 4 (Montgomery Lake area)
- Neighborhood 5 (northwest portion of Town)
- Neighborhood 6 (Center Lake/Camp Lake hamlet area)

- Neighborhood 7 (east-central portion of Town)
- Neighborhood 8 (Camp Lake west/Wilmot hamlet area)
- Neighborhood 9 (Camp Lake east/Trevor hamlet area)
- Neighborhood 10 (Rock Lake/Trevor hamlet area)
- Neighborhood 11 (Voltz Lake/Cross Lake area)

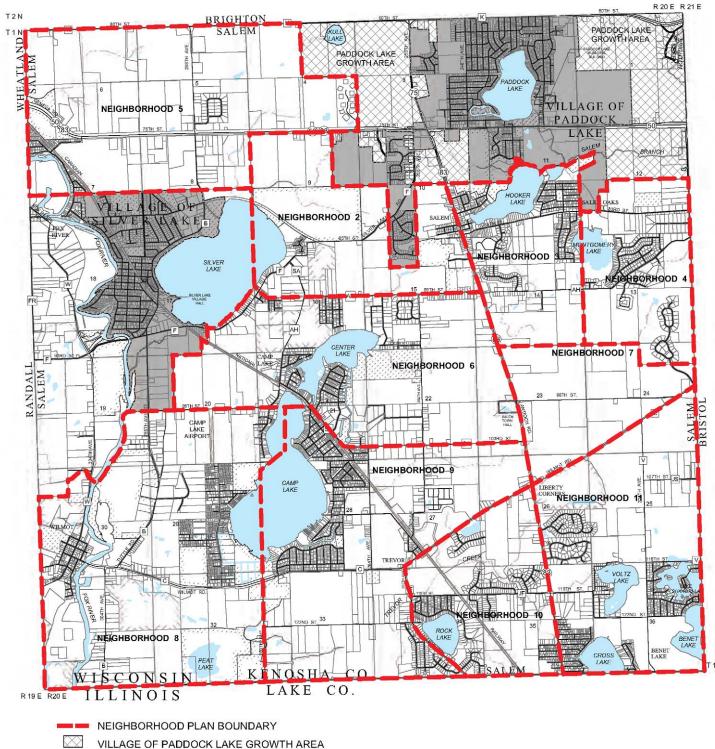
The Town land use plan map designates suburban and urban growth throughout the Town, primarily east of the Fox River, while areas west of the Fox River are to remain primarily in rural uses. The Town of Salem is framed within the natural limitations imposed by environmental corridors, isolated natural resource areas, wetlands, floodplains, surface water, and other natural resources and features. The Town land use plan is described in the following sections. Upon completion and formal approval/adoption by the Town Plan Commission and Town Board, this comprehensive plan will become the official land use planning document for the Town, superseding all previous Town land use plans. However, the individual neighborhood plans are specifically incorporated by reference into this comprehensive plan. A map and description of each neighborhood plan is included in Appendix C.

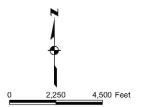
# **Town of Salem Interim Map and Plan Phases**

The Town of Salem Land Use Plan Map is intended to serve the Town to the year 2035, and is intended to be "phased" during that timeframe. The "phased" planning process consists of a series of land use plan maps that

Map 20







Source: Town of Salem, Meehan & Company, and SEWRPC.

N

indicates where development is allowed for specific time periods within the 2008 to 2035 planning period. Map 21 summarizes the plan phases, which include an "Interim" plan map that reflects zoning districts as of 2008; a "Phase 1" map that is intended to serve between 2008 and 2025; a "Phase 2" map that is intended to serve between 2025 and 2035; and a "Phase 3" or "Ultimate Growth" map which is intended to serve beyond 2035. Map 21 also depicts areas of the Town proposed to remain in rural uses, including agricultural, open space, or residential uses at an average density of at least five acres per dwelling unit. The interim map and the three plan phases are shown on Maps 22, 23, 24, and 25, respectively. Table 30 indicates and quantifies the Interim and Phase 1, 2, and 3 planned land use maps. The Phase 2 Town of Salem land use plan map (2025-2035), shown on Map 24, reflects recommended land uses in the Town through the year 2035 which is the design year for this comprehensive plan.

Areas designated as "RURAL" areas on Map 21 are not planned to be served by public sanitary sewer facilities (i.e., the A-1 District, A-2 District, R-1 District, and other rural districts). These "RURAL" areas are planned to continue to be rural types of land uses and may be developed for "rural" uses (without public sanitary sewer service) during any of the Phases 1, 2, or 3.

The <u>Phase 1</u> growth area of the comprehensive plan should meet the probable land use demands of the Town to the year 2025 and is inclusive of the existing year 2020 sanitary sewer service area.

The <u>Phase 2</u> growth area of the comprehensive plan is based upon the acknowledgment of the logical expansion of the sanitary sewer service area. However, from a practical and economic standpoint, the eventual provision of sanitary sewer service to the Phase 2 areas makes sense—but not in the more immediate year 2008 to 2025 time period. In the meantime, Phase 2 areas are proposed to remain planned and zoned in the rural categories and districts indicated on Map 23 and would remain as such until after the year 2025.

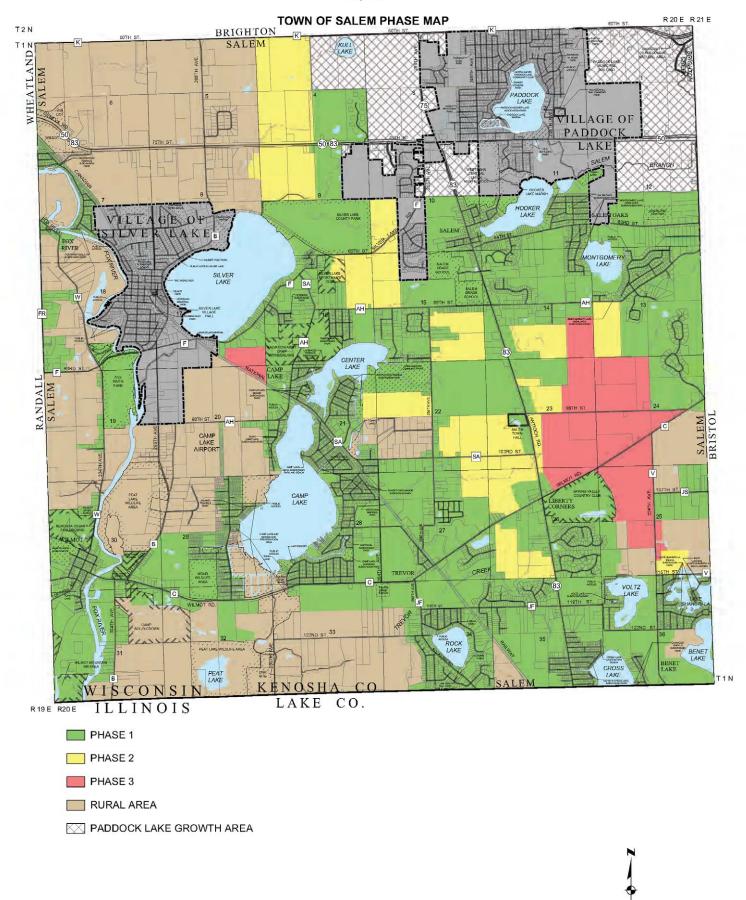
The <u>Phase 3</u> growth area of the comprehensive plan is also based upon the acknowledgment of the logical expansion of the sanitary sewer service area after the development of the Phase 2 growth area. However, also from a practical and economic standpoint, the eventual provision of sanitary sewer service to these Phase 3 areas makes sense—but not in the year 2008 to 2035 time period. In the meantime, Phase 3 areas are proposed to remain planned and zoned in the rural categories and districts indicated on Map 24 and would remain as such until after the year 2035.

# Detailed Land Use Districts for the Town of Salem Land Use Plan

This section presents a description of the types and characteristics of the residential and nonresidential planned land use districts shown on Maps 23 through 25. Through the use of these land use districts, the plan is taken to a level of detail which should enable the Town Plan Commission and Town Board to effectively deal with development proposals on both a site-specific and a land use-specific level.

The planned land use districts proposed are not zoning districts. However, they form the basis upon which the necessary plan implementing zoning districts can be used. Similarities between the planned land use districts and the plan's implementing zoning districts are intended to assure consistency between the plan and its implementing zoning regulations. Without a significant level of consistency between the Town of Salem's land use plan and Kenosha County's zoning districts (which are to help implement the plan), it would be very difficult for the Town Plan Commission to adequately use the plan to its full power.

Districts which specifically deal with natural resource features (*i.e.*, *specific floodplain*, *wetland*, *conservancy*, *etc.*) are <u>not</u> specified under this land use district approach. The protection of natural resources is intended to be accomplished through the use of the existing floodplain, shoreland, and wetland zoning regulations set forth in Chapter 12 of the Kenosha County Code of Ordinances, titled "General Zoning and Shoreland/Floodplain Zoning," the existing land division regulations set forth in Chapter 14 of the Kenosha County Code of Ordinances, titled "Subdivision Control," and through the use of the Town of Salem's natural resource protection standards and land division ordinance. Natural resource protection standards are described in Chapter V.

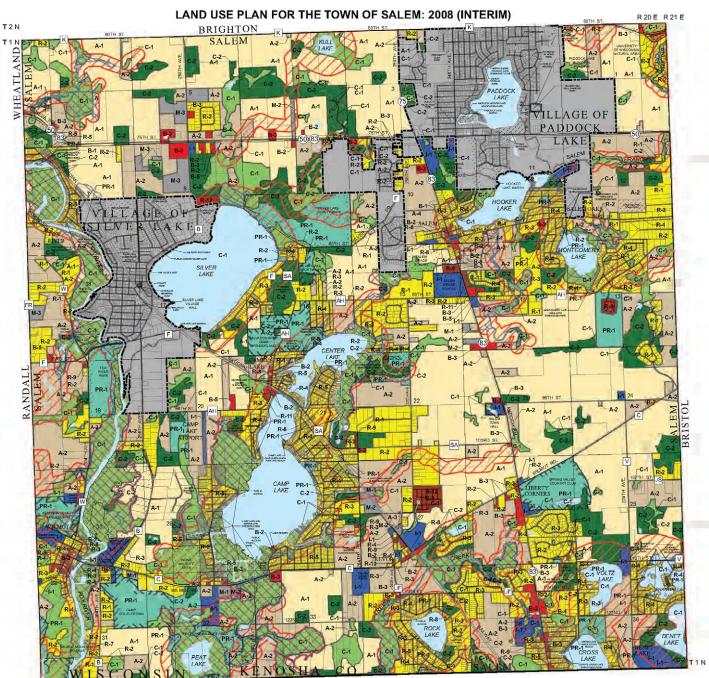




4,500 Feet

2,250

#### Map 22



#### OIS ILLIN R 19 E R20 E

#### Agricultural

- A-1 Agricultural Preservation District
  - A-2 General Agricultural District
- A-3 Agricultural-Related Manufacturing, Warehousing and Marketing District A-4 Agricultural Land Holding District

#### 

## Residential

- R-1 Rural Residential District
- R-2 Suburban Single-Family Residential District
- R-3 Urban Single-Family Residential District R-4 Urban Single-Family Residential District
- R-5 Urban Single-Family Residential District
- R-6 Urban Single-Family Residential District
- R-7 Suburban Two-Family and Three-Family Residential District
- R-8 Urban Two-Family Residential District
- R-9 Multi-Family Residential District
- R-10 Multi-Family Residential District
- R-11 Multi-Family Residential District
- R-12 Mobile Home Park Subdivision

#### LAKE CO.

# Business/Commercial

- B-1 Neighborhood Business District
- B-2 Community Business District
- B-3 Highway Business District
- B-4 Planned Business District B-5 Wholesale Trade and Warehousing District

- Manufacturing/Industrial
- M-1 Limited Manufacturing District M-2 Heavy Manufacturing District
- M-3 Mineral Extraction District
- M-4 Sanitary Landfill and Hazardous Waste Disposal District

#### Conservancy

- C-1 Lowland Resource Conservancy District
  - C-2 Upland Resource Conservancy District

#### Institutional

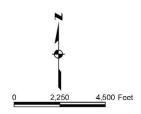
I-1 Institutional District

#### Park/Recreational

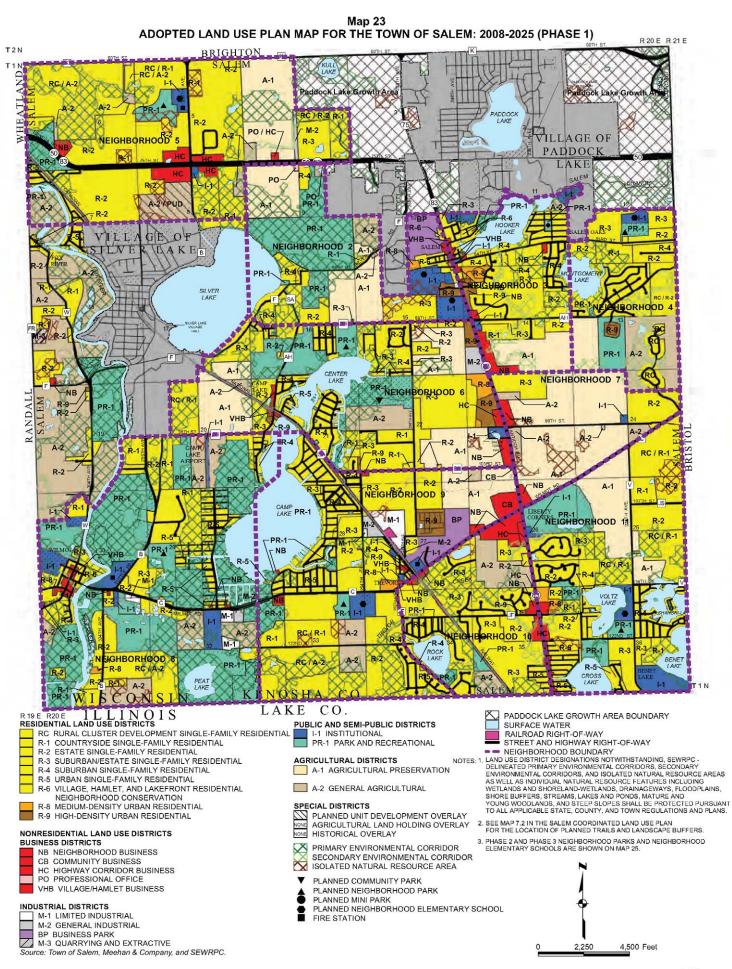
PR-1 Park - Recreational District

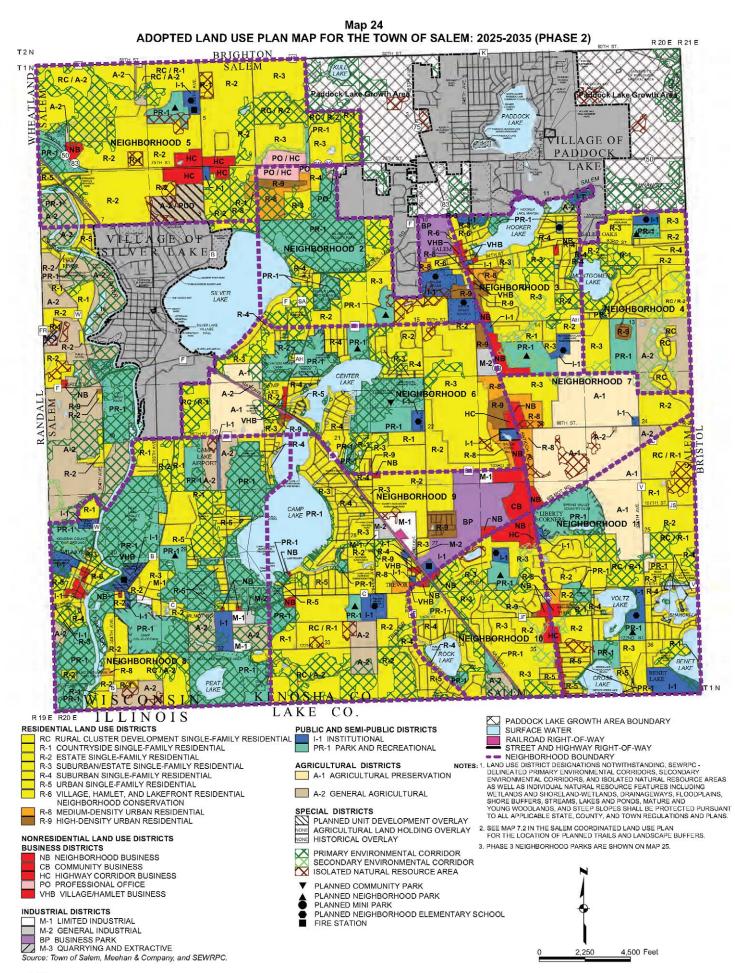
#### **Overlay Districts**

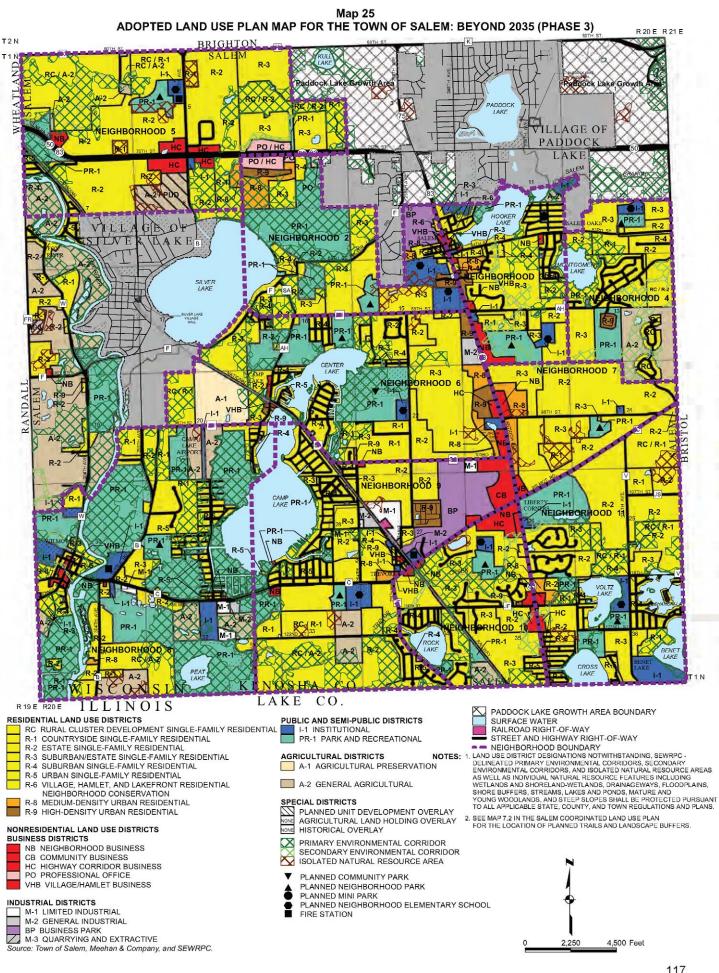
- Shoreland Overlay District
- FPO Floodplain Overlay District
- FWO Camp Lake/Center Lake Floodway Overlay District FFO Camp Lake/Center Lake Floodway Overlay District HO Historical Overlay District  $\square$
- Г
  - AEO Adult Entertainment Overlay District PUD Planned Unit Development Overlay District
  - AO Airport Overlay District
  - RC Rural Cluster Development Overlay District



Source: Town of Salem, Meehan & Company, Kenosha County, and SEWRPC.







#### Table 30

#### PLANNED LAND USES IN THE TOWN OF SALEM

	Interim (2008) ^a		Phas (2008-		Phase 2 (2025-2035)		Phase 3 (Beyond 2035)		Change 2008-2035 ^b	
Land Use Category	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent
Urban										
Estate Single-Family Residential ^c	1,239	6.0	2,286 ^d	11.1	2,425 ^e	11.8	3,088 ^e	15.0	1,849	149.2
Suburban/Estate Single-Family Residential ^f	1,063	5.1	2,155	10.5	2,995	14.6	3,151	15.4	2,088	196.4
Suburban Single-Family Residential ⁹	841	4.1	841	4.1	841	4.1	841	4.1	0	0.0
Urban Single-Family Residential ^h	318	1.6	318	1.6	318	1.6	318	1.6	0	0.0
Village, Hamlet, and Lakefront Residential										
Neighborhood Conservation ⁱ	98 ^j	0.5	98	0.5	98	0.5	98	0.5	0	0.0
Medium Density Urban Residential ^k	63	0.3	86	0.4	244	1.2	244	1.2	168	266.7
High Density Urban Residential ^I	32	0.2	131	0.6	151	0.7	151	0.7	119	371.9
Subtotal	3,654	17.8	5,915	28.8	7,072	34.5	7,891	38.5	4,237	116.0
Neighborhood Business	51	0.3	170	0.8	170	0.8	170	0.8	119	233.3
Community Business	2	^m	32	0.2	64	0.3	64	0.3	62	3,100.0
Highway Corridor Business ⁿ	57	0.3	116	0.6	167	0.8	167	0.8	110	193.0
Professional Office			8	^m	11	0.1	11	0.1		
Village/Hamlet Business	27	0.1	40	0.2	40	0.2	40	0.2	13	48.1
Limited Industrial	34°	0.2	71	0.3	79	0.4	79	0.4	45	132.4
General Industrial	49 ^p	0.2	57	0.3	48	0.2	48	0.2	-1	-2.0
Business Park			165	0.8	290	1.4	290	1.4		
Institutional	373	1.8	444	2.2	491	2.4	491	2.4	118	31.6
Park and Recreational ⁹	1,867	9.1	2,623	12.8	2,848	13.9	2,866	14.0	999	53.5
Street and Highway Right-of-Way ^r	990	4.8	990	4.8	990	4.8	990	4.8	0	0.0
Railroad Right-of-Way	67	0.3	67	0.3	67	0.3	67	0.3	0	0.0
Village of Paddock Lake Growth Area ^s	1,441	7.0	1,441	7.0	1,441	7.0	1,441	7.0	0	0.0
Urban Subtotal	8,612	41.9	12,139	59.1	13,778	67.1	14,615	71.2	6,003	69.7
Nonurban										
Agricultural Preservation	5,613	27.4	2,320	11.3	997	4.8	151	0.7	-5,462	-97.3
General Agricultural ^t	3,845	18.7	2,675 ^u	13.0	2,366 ^u	11.5	2,337 ^u	11.4	-1,508	-39.2
Countryside Single-Family Residential ^v	439	2.1	1,481 ^w	7.2	1,474 ^w	7.2	1,512 ^w	7.3	1,073	244.4
Quarrying and Extractive	117	0.6	11	0.1	[.] 11	0.1	[.] 11	0.1	-106	-90.6
Surface Water	1,903	9.3	1,903	9.3	1,903	9.3	1,903	9.3	0	0.0
Nonurban Subtotal	11,917	58.1	8,390	40.9	6,751	32.9	5,914	28.8	-6,003	-50.4
Total	20,529	100.0	20,529	100.0	20,529	100.0	20,529	100.0		

^aBecause the Phase 1, 2, and 3 land use plan maps do not include conservancy land use districts, areas shown as C-1 (Lowland Resource Conservancy District) and C-2 (Upland Resource Conservancy District) on the Interim land use plan map (Map 22) were converted to the predominant adjacent land use district for the purpose of preparing this table. In addition, the Paddock Lake Growth Area was added to the Interim map to allow a truer comparison with the Phase 1, 2, and 3 maps.

^bChange between land uses on the Town Interim map (Map 22) and the Town Phase 2 map (Map 24).

^cAverage density equating to one home per 40,000 square feet to 4.9 acres when served by public sanitary sewer, and one home per 80,000 square feet to 4.9 acres when not served by public sanitary sewer.

^dIncludes 88 acres of the Rural Cluster/Estate Single-Family Residential District (RC/R-2).

^eIncludes 164 acres of the Rural Cluster/Estate Single-Family Residential District (RC/R-2).

^fAverage density equating to one dwelling unit per 20,000 to 39,999 square feet.

^gAverage density equating to one dwelling unit per 15,000 to 19,999 square feet.

^hAverage density equating to one home per 10,000 to 14,999 square feet.

¹Average density equating to one dwelling unit per 6,000 to 9,999 square feet for existing lots of record, and one dwelling unit per 8,000 to 9,999 square feet for new subdivisions.

^{*j}*Identified as a R-3 district on the Interim map (Map 22).</sup>

^kDensity of at least 8,000 square feet per single-family dwelling unit, and at least 10,000 square feet per dwelling unit in a two-family structure.

¹Density of at least 5,450 square feet per dwelling unit.

"Less than 0.05 percent.

ⁿIncludes the HC (Highway Corridor Business) District and the PO/HC (Professional Office/Highway Corridor Business) District.

^oIncludes the M-1 and A-3 districts.

^pIncludes the M-2 and B-5 districts.

^qIncludes lands which are State-, County-, and Town-owned parks, open space sites, or resource or wildlife protection sites. Also includes privately-owned recreational, park, and open space sites.

¹Reflects year 2008 existing street and highway rights-of-way. Future street and highway rights-of-way are included in the adjacent land use categories.

^sDoes not include the Village of Paddock Lake incorporated area in December 2008.

^tAllows agricultural uses and residential uses with an average density of one home per 10 to 34.9 acres.

^uIncludes 96 acres of the General Agricultural/Planned Unit Development Overlay District (A-2/PUD) and 904 acres of the Rural Cluster/General Agricultural District (RC/A-2). ^vAverage density equating to one home per 5.0 to 9.9 acres.

^wIncludes 47 acres of the Rural Cluster Development Single-Family Residential District (RC) and 567 acres of the Rural Cluster/Countryside Single-Family Residential District (RC/R-1).

Source: Town of Salem and SEWRPC.

The land use districts shown on the Town of Salem land use plan maps correspond directly to Kenosha County zoning districts, with the exception of the Village/Hamlet Business (VHB), Business Park (BP), and Professional Office (PO) land use categories. Primary environmental corridors, secondary environmental corridors, and isolated natural resource areas are shown as overlays on the Town land use plan map.

The Town plan also includes a Rural Cluster (RC) overlay on specific parcels, which would require residential subdivisions on the subject parcels to be designed as conservation subdivisions (also referred to as open space or cluster subdivisions), and a Planned Unit Development (PUD) overlay district, which would require preparation and approval of a unified site plan for any proposed development. Although not applied to any parcels on the plan map, the County zoning ordinance also includes a Historic Overlay, which could be applied by the Town and County Boards to preserve structures and/or areas whose historic or architectural interest are determined to make a valuable contribution to the character and charm of the Town or specific areas of the Town, and an Agricultural Land Holding Overlay (A-4), which may be applied to existing farmlands that are anticipated to be converted to suburban or urban use during the planning period.

# Land Use Transitional Areas

Through the use of several residential and nonresidential planned rural, suburban, and urban land use and zoning districts, with varying levels of land use density and intensity as described in this chapter, the plan fosters the use of planned "transitions" between planned rural, suburban, and urban areas of the Town and the abutting incorporated Village of Bristol, Village of Paddock Lake, and Village of Silver Lake.

In the case of residential development, these "transitions" between planned rural, suburban, and urban land use and zoning districts are primarily accomplished by variations in the level of gross and net residential density (i.e., differences in the maximum number of dwelling units which would be permitted per gross and net residential acre of land). "Transitions" between planned land use and zoning districts is further accomplished by variations in the minimum dwelling unit size which is prescribed under the requirements of the plan's implementing zoning ordinance. The terms "gross density" and "net density" are defined later in this section.

In the case of nonresidential development, these "transitions" between planned land use and zoning districts are primarily accomplished by variations in the types of land uses permitted, allowable floor area ratios, and required landscape surface ratios. The terms "floor area ratio" and "landscape surface ratio" are also defined later in this section.

Prior to the preparation of the Town's 2010 land use plan, adopted in September 1994, "transitional" areas were provided to separate the low intensity rural land uses of the Town of Salem from the high intensity urban land uses of the Village of Silver Lake. "Transitional" areas were also used in the preparation of the Town's 2020 plan, adopted in March 1999. The top illustration in Figure 6 indicates the lack of the provision of such planned transitional land use areas between urban and rural land uses, while this comprehensive plan strives to provide for planned "transitional" urban to rural land uses between the Town of Salem and the Villages of Bristol, Paddock Lake, and Silver Lake, as shown in the bottom illustration in Figure 6.

Land use density and intensity "transitions" can be easily seen by the general lessening of residential density and nonresidential intensity which occurs as distance from the edge of the Village of Silver Lake and Village of Paddock Lake increases on Maps 21 through 24.

# **Residential Planned Land Use Districts**

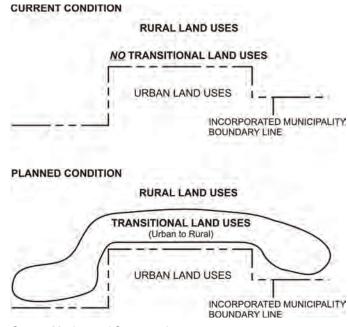
There are nine residential planned land use districts for the Town of Salem. The residential planned land use districts are, in some instances, derived from existing conditions in the Town relative to minimum lot size, minimum lot width, and both gross and net density.

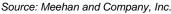
The following definitions for terms used will assist in the understanding of the various land use district design criteria. The terms are defined as follows:

• Minimum Lot Size. The smallest permissible lot size allowed in the planned land use district.

- **Minimum Lot Width**. The smallest lot width permitted within the lot boundaries between the side lot lines.
- Maximum Gross Density (GD). The value used to determine the maximum number of dwelling units that may be placed on the overall acreage of a site including land required for public street rights-of-way and other open space. Gross density is also based upon the natural resource protection lands (and associated limitations) which are a part of the overall site.
- Maximum Net Density (ND). The value used to determine the maximum number of permitted dwelling units physically located within the buildable portion of the site. This excludes any required open space areas or areas to be preserved for natural resource protection land (conservancy lands including lakes, ponds and streams; 100-year recurrence interval floodplains and floodways;

Figure 6 THE INCORPORATED EDGE





wetlands, including State of Wisconsin-defined shoreland-wetlands; mature and young forest or woodland areas; and steep slopes over 10 percent), as well as land required for public street dedication.

The nine residential planned land use districts are:

- RC Rural Cluster Development Single-Family Residential District
- R-1 Countryside Single-Family Residential District
- R-2 Estate Single-Family Residential District
- R-3 Suburban/Estate Single-Family Residential District
- R-4 Suburban Single-Family Residential District
- R-5 Urban Single-Family Residential District
- R-6 Village, Hamlet, and Lakefront Residential Neighborhood Conservation District
- R-8 Medium Density Urban Residential District
- R-9 High Density Urban Residential District

The planned land use district names coincide with the various residential types and densities presented in the implementing zoning districts. Using the district names, densities, and lot design characteristics will help assure the necessary consistency between this plan and the implementing Kenosha County zoning ordinance. Within areas planned for each of the above residential land use districts, the plan implementing zoning district for each planned land use district shall be deemed consistent with the planned land use district (and the comprehensive plan) if the implementing zoning district has either an identical or a lesser maximum gross density.

**Rural Cluster Development Single-Family Residential (RC) District.** The purpose of the RC Rural Cluster Development Single-Family Residential District is to preserve rural landscape character, sensitive natural areas, farmland, and other large areas of open land, while permitting residential development at low, rural densities, in

an open space setting, located and designed to reduce the perceived intensity of development and provide privacy for dwellings. Specific objectives are as follows:

- To maintain and protect rural character by preserving important landscape elements, including those areas containing unique and environmentally sensitive natural features such as woodlands, hedgerows, stream corridors, wetlands, floodplains, shorelands, prairies, ridge tops, steep slopes, and critical species habitat sites by setting them aside from development. Such areas are contained in environmental corridors (both primary and secondary) and isolated natural resource areas identified by SEWRPC and are of particular significance for conservation.
- To preserve scenic views and to minimize views of new development from existing streets.
- To provide for the unified and planned development of clustered, single-family, low density residential uses, incorporating large areas of permanently protected common open space.
- To provide for greater design flexibility in the siting of dwellings and other development features than would be permitted by the application of standard zoning district regulations in order to minimize the disturbance of the rural landscape elements, scenic quality, and overall aesthetic value of the landscape.
- To increase flexibility and efficiency in the siting of services and infrastructure, by reducing street length, utility requirements, drainage requirements, and the amount of paving required for residential development, where possible.
- To create groups of dwellings with direct visual and physical access to common open space.
- To permit active and passive recreational use of common open space by residents of developments within this land use district and by the public, when appropriate.
- To reduce erosion and sedimentation by the retention of existing vegetation, and the minimization of development on steep slopes.
- To allow for the continuation of agricultural uses in those areas best suited for such activities and when such activities are compatible with adjoining residential uses.
- To permit various means for owning common open space and for protecting it from development in perpetuity.
- To create an attitude of stewardship for the land within common open space by requiring a land management plan for the common open space.
- To implement the objectives of an applicable adopted comprehensive plan or comprehensive plan component.

The development standards for the RC District are:

Minimum Tract Size: 25 acres (with R-1 and C-2 Districts) 50 acres (with A-2 District) Minimum Lot Size: 40,000 square feet (with R-1 and C-2 Districts) 80,000 square feet (with A-2 District) Minimum Lot Width: 150 feet (with R-1 and C-2 Districts) 200 feet (with A-2 District) Maximum Gross Density: 0.18 dwelling units/gross acre (with R-1 and C-2 Districts) 0.09 dwelling units/gross acre (with A-2 District) Maximum Net Density: 0.2 dwelling units/net acre (with R-1 and C-2 Districts) 0.1 dwelling units/net acre (with A-2 District) Minimum Common Open Space: 70 percent (served by sanitary sewer)

The Rural Cluster Development Single-Family Residential/General Agricultural (RC/A-2) land use district occupies 904 acres, or about 4 percent of the Town, and the Rural Cluster Development Single-Family

Residential/Countryside Single-Family Residential (RC/R-1) land use district occupies 614 acres, or about 3 percent of the Town, on Map 24. Figure 7 compares conventional and cluster subdivisions.

An additional 164 acres are designated for Rural Cluster Development in the Estate Single-Family Residential (RC/R-2) land use district, which is described in a following section.

**Countryside Single-Family Residential (R-1) District.** This district is designed to permit residential development at intensities that are consistent with the maintenance of a countryside character and life-style. It serves as a transitional district between the farmland areas and the more suburban intensity areas of the Town. It is the most rural of the residential planned land use districts. It may be served either by private onsite wastewater treatment systems or by public sanitary sewer facilities.

The development standards for the R-1 District are:

Minimum Lot Size: 217,800 square feet (five acres) Minimum Lot Width: 300 feet Maximum Gross Density: 0.18 dwelling units/gross acre Maximum Net Density: 0.2 dwelling units/net acre

Countryside Single-Family Residential uses occupy 860 acres, or about 4 percent of the Town, on the 2035 land use plan map (Map 24). An additional 614 acres in this density classification are included in the R-1/RC category described in the previous section.

**Estate Single-Family Residential (R-2) District.** This district provides for estate type housing on very large lots. It preserves and enhances the estate character of the district and surrounding areas and the attractiveness associated with such areas. The R-2 District may also be used as a transitional district located between residential districts of higher and lower intensity levels such as the R-1 and R-3 Districts. It may be served either by private onsite wastewater treatment systems (in the case of existing platted lots only) or by public sanitary sewer facilities (in the case of any new development).

The development standards for the R-2 District are:

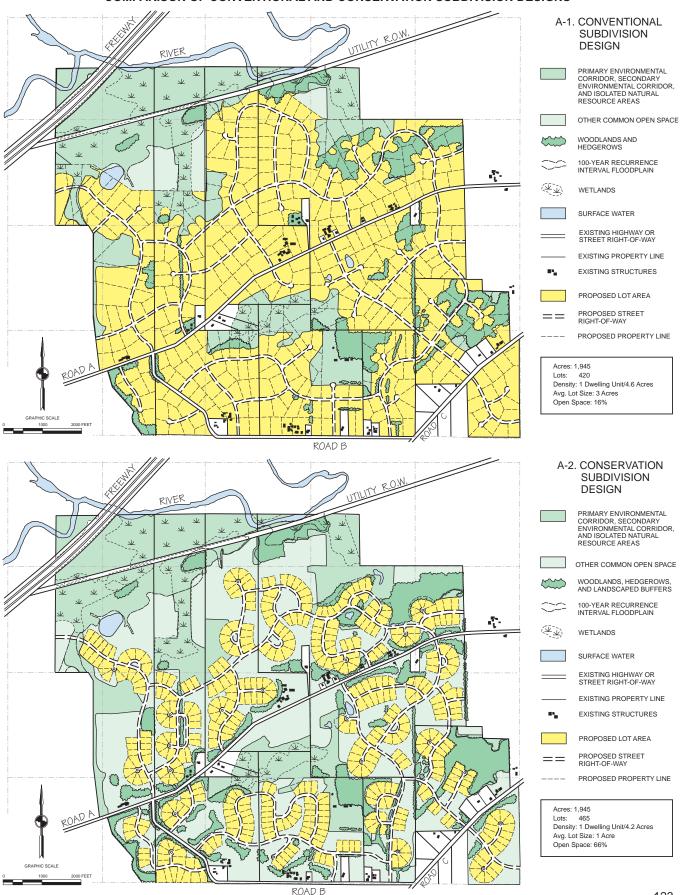
Minimum Lot Size: 40,000 square feet Minimum Lot Width: 150 feet Maximum Gross Density: 0.89 dwelling units/gross acre Maximum Net Density: 1.1 dwelling units/net acre

Estate Single-Family Residential uses occupy 2,261 acres, or about 11 percent of the Town, on the 2035 land use plan map (Map 24). An additional 164 acres are designated for Rural Cluster Development in the Estate Single-Family Residential (RC/R-2) land use district, which is intended to foster and accommodate "open space" suburban cluster subdivisions served by public sanitary sewer service. At the time this Town comprehensive plan was prepared, the Kenosha County zoning ordinance did not include regulations that would allow "open space" subdivisions in areas with an underlying zoning other than A-2, R-1, or C-2. This plan recommends that Kenosha County consider adding such an alternative for areas with an underlying zoning or R-2 or R-3.

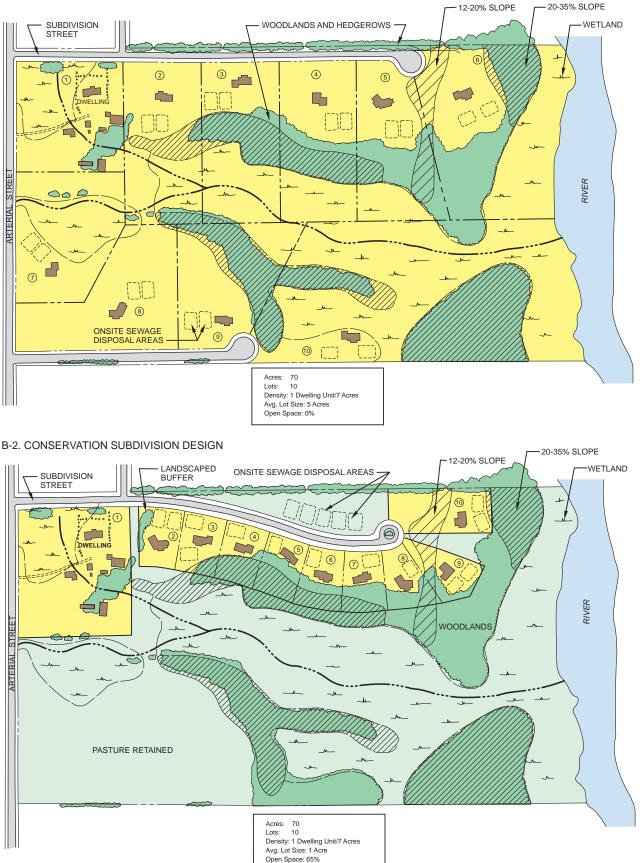
**Suburban/Estate Single-Family Residential (R-3) District.** This district provides for a combination of suburban and estate character. The R-3 District may also be used as a transitional district located between residential districts of higher and lower intensity levels such as the R-2 and R-4 Districts. It is intended to be served by public sanitary sewer facilities.

The development standards for the R-3 District are:

Minimum Lot Size: 20,000 square feet Minimum Lot Width: 100 feet Maximum Gross Density: 1.71 dwelling units/gross acre Maximum Net Density: 2.2 dwelling units/net acre Figure 7



#### COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS



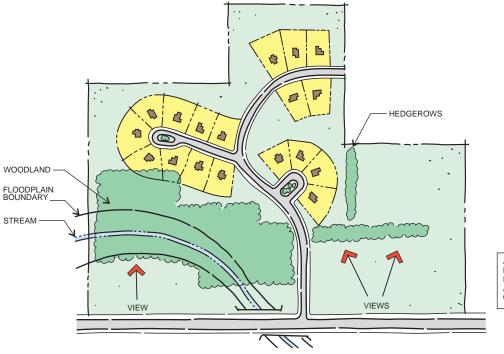
### B-1. CONVENTIONAL SUBDIVISION DESIGN

#### C-1. CONVENTIONAL SUBDIVISION DESIGN





C-2. CONSERVATION SUBDIVISION DESIGN



Acres: 93 Lots: 18 Density: 1 Dwelling Unit/ 5 Acres Average Lot Size: 1/2 Acre Common Open Space: 85%

Source: SEWRPC.

Suburban/Estate Single-Family Residential uses occupy 2,995 acres, or about 15 percent of the Town, on the 2035 land use plan map (Map 24).

**Suburban Single-Family Residential (R-4) District.** This district provides for a suburban residential development character in areas already committed to this type of development density and character. This district is typically found in existing developed areas as a transitional district between the less dense R-3 District and the higher density R-5 District. *This district is not intended to accommodate new subdivisions or development which are not already planned for the R-4 District or zoned in the R-4 District under the provisions of the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. The R-4 District permits low density suburban-type single-family development in a manner consistent with the provision of a high-quality suburban community character. Areas of open space may also be provided in this district to maintain this character. Development is intended to be served by public sanitary sewer facilities.* 

The development standards for the R-4 District are:

Minimum Lot Size: 15,000 square feet Minimum Lot Width: 90 feet Maximum Gross Density: 2.21 dwelling units/gross acre Maximum Net Density: 2.9 dwelling units/net acre

Suburban Single-Family Residential uses occupy 841 acres, or about 4 percent of the Town, on the 2035 land use plan map (Map 24).

**Urban Single-Family Residential (R-5) District.** This district is the most dense of the single-family residential district types. It provides for the continuation of higher density, urban-type, single-family dwelling lots in areas of the Town of Salem. It permits urban-type, single-family residential development in a manner consistent with the provision of a high-quality urban community character. *This district is not intended to accommodate new subdivisions or development which are not already planned for the R-5 District or zoned in the R-5 District under the provisions of the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance.* Areas of open space may also be provided in this district to maintain the character. The R-5 District is used as a transitional district between the less dense R-4 District and other higher density residential districts. Development is intended to be served by public sanitary sewer facilities.

The development standards for the R-5 District are:

Minimum Lot Size: 10,000 square feet Minimum Lot Width: 75 feet Maximum Gross Density: 3.16 dwelling units/gross acre Maximum Net Density: 4.4 dwelling units/net acre

Urban Single-Family Residential uses occupy 318 acres, or about 2 percent of the Town, on the 2035 land use plan map (Map 24).

**Village, Hamlet, and Lakefront Residential Neighborhood Conservation (R-6) District.** This district is to be used in existing residential subdivisions (minor and major including certified survey maps) located in the existing "villages" and "hamlets" of the Town of Salem—such as Liberty Corners, Wilmot, Trevor, Salem (formerly Salem Station), and Camp Lake—as well as in the various lake areas of the Town. The R-6 District is <u>not intended to be expanded into areas not already subdivided unless such areas are designated for this use district on the Town land use plan map, such as the areas abutting the Village of Paddock Lake. The R-6 District is designed to minimize nonconforming and substandard lot sizes, as such lots would become if placed under more suburban-oriented land use (and ultimately zoning) classifications. The number of existing substandard lots is to be minimized and limited through the combination of abutting substandard lots into a single lot under the same ownership. This district also provides for the minor infilling of vacant or redevelopment areas consistent with this district and the established character of the neighborhood as defined by earlier approved subdivisions and certified survey maps. It is intended to be served by public sanitary sewer facilities.</u>

The development standards for the R-6 District are:

Minimum Lot Size: 8,000 square feet (for new subdivisions) 6,000 square feet (for existing lots of record) Minimum Lot Width: 60 feet Maximum Gross Density: up to 4.88 dwelling units/gross acre may be permitted Maximum Net Density: up to 7.3 dwelling units/net acre may be permitted

Village, Hamlet, and Lakefront Residential Neighborhood Conservation uses occupy 98 acres, or about 1 percent of the Town, on the 2035 land use plan map (Map 24).

**Medium Density Urban Residential (R-8) District.** This district permits medium density, urban-type, single-family or two-family dwelling unit residential development at planned locations in a manner consistent with the provision of a high-quality, urban, community character. Areas of open space may also be provided to maintain this character. It is intended to be served by public sanitary sewer facilities. This district may also serve as a transitional district between the R-5 and R-9 districts.

The development standards for the R-8 District are:

Minimum Lot Size: 8,000 square feet (single-family dwellings) 20,000 square feet (two-family dwellings) Minimum Lot Area per Dwelling Unit: 8,000 square feet (single-family dwellings) 10,000 square feet (two-family dwellings) Minimum Lot Width: 75 feet (single-family dwellings) 100 feet (two-family dwellings) Maximum Gross Density: up to 3.42 dwelling units/gross acre may be permitted Maximum Net Density: up to 4.4 dwelling units/net acre may be permitted

Medium Density Urban Residential uses occupy 244 acres, or about 1 percent of the Town, on the 2035 land use plan map (Map 24).

**High Density Urban Residential (R-9) District.** The R-9 District is to be used exclusively in planned locations to establish and preserve high density, multi-family residential districts in those areas of the Town of Salem where adequate commercial and retail services and infrastructure exist, including adequate streets and highways. The R-9 District permits high-density, urban type, multi-family residential development in a manner consistent with the provision of a high-quality urban character within a suburban setting. Areas of open space are to be provided in this district to maintain Town character. It is intended to be served by public sanitary sewer facilities.

The R-9 District is the most dense of the residential district types. It may be used as a transitional district between the less dense R-8 District and other higher intensity commercial or institutional use districts with the provision of adequate landscape bufferyards.

The development standards for the R-9 District are:

Minimum Lot Size: 10,000 square feet Minimum Lot Area per Dwelling Unit: 5,450 square feet Maximum Gross Density: 5.51 dwelling units/gross acre Maximum Net Density: 8.0 dwelling units/net acre

High Density Urban Residential uses occupy 151 acres, or about 1 percent of the Town, on the 2035 land use plan map (Map 24).

# Nonresidential Planned Land Use Districts

There are 17 nonresidential planned land use districts for the Town of Salem.

The 17 nonresidential planned land use districts are:

**Business Districts:** 

- NB Neighborhood Business District
- CB Community Business District
- HC Highway Corridor Business District
- PO Professional Office District
- VHB Village/Hamlet Business District

# Industrial Districts:

- M-1 Limited Industrial District
- M-2 General Industrial District
- BP Business Park District
- A-3 Agricultural-Related Manufacturing, Warehousing, and Marketing District
- M-3 Quarrying and Extractive District

Public and Semi-Public Districts:

- I-1 Institutional District
- PR-1 Park and Recreational District

Agricultural Districts:

- A-1 Agricultural Preservation District
- A-2 General Agricultural District

Special Districts:

- PUD Planned Unit Development Overlay District
- A-4 Agricultural Land Holding Overlay District
- HO Historical Overlay District

The following presents the definitions of selected terms used for nonresidential planned land use districts:

- Landscape Surface Ratio (LSR). The minimum proportion of a site which must be devoted to natural, undisturbed and/or vegetated/revegetated areas.
- Net Floor Area Ratio (NFAR). The maximum proportion of floor area to buildable portion of the site. This number excludes those portions of a site where there are natural resource features which would have to be preserved, and excludes those portions set aside to meet landscape surface ratio (LSR) requirements.
- Minimum Lot Size. The smallest permissible lot size allowed in the planned land use district.
- **Minimum Lot Width**. The smallest lot width permitted within the lot boundaries between the side lot lines.
- **Maximum Building Height**. The height of the building as measured by the number of stories. This number is used, in some instances, rather than actual building height in feet, to set the maximum net floor area ratio (NFAR) described earlier.

The nonresidential districts are described in detail below.

## **Business Districts**

Business district development standards govern the development and use of the full range of business and commercial establishments needed by Town of Salem citizens and its trade area. The development standards

provide for the grouping of compatible business and commercial establishments in accordance with their functions, extent of services, intensity of use, intensity of bulk, character, and community form-giving attributes.

**Neighborhood Business (NB) District.** The NB District is established for the convenience of persons residing in nearby residential areas. It is limited to accommodating the basic day-to-day shopping and service needs of the residents living in the adjacent areas. It provides for an arrangement of retail trade establishments that are compatible in function and operation. Buildings constructed in the NB District could be clustered on parcels of land under individual or multiple ownership. Building height would not exceed two stories to assist in assuring compatibility with surrounding land uses of lesser intensities which may include residential uses. It is intended to be served by public sanitary sewer facilities.

The development standards for the NB District are:

Minimum Landscape Surface Ratio (LSR): 0.45 Maximum Net Floor Area Ratio (NFAR): 0.53 Minimum Lot Size: 10,000 square feet Minimum Lot Width: 75 feet Maximum Building Height: Two stories

Neighborhood Business uses occupy 170 acres, or about 1 percent of the Town, on the 2035 land use plan map (Map 24).

**Community Business (CB) District.** This district is designed to accommodate the needs of a much larger consumer population than served by the NB District. It provides for relatively large groupings of three or more compatible retail sales and customer service establishments in a community-serving shopping area. The district is characterized by onsite parking for customer automobiles. Land uses can include shopping centers, factory outlet malls, general merchandise stores, apparel and accessory stores, restaurants, banks, etc. Buildings could be clustered on parcels of land under individual or multiple ownership. In addition, all property in the CB District shall abut a U.S., State Trunk, or County Trunk designated highway. It is intended to be served by public sanitary sewer facilities.

The development standards for the CB District are:

Minimum District Area: 10 contiguous acres Minimum Landscape Surface Ratio (LSR): 0.40 Maximum Net Floor Area Ratio (NFAR): 0.53 Minimum Lot Size: 40,000 square feet Minimum Lot Width: 150 feet Maximum Building Height: Two stories

Community Business uses occupy 64 acres, or less than 1 percent of the Town, on the 2035 land use plan map (Map 24).

**Highway Corridor Business (HC) District.** This district is to accommodate business establishments and property located contiguous to STH 50, STH 83, and other State and County trunk highways in the Town of Salem. The HC District is further established to accommodate a wide range of retail business and complementary uses to serve a trade area reaching out several miles or more and embracing a large segment of an urban, suburban, and rural region. This includes areas located outside of the Town of Salem or its immediate surrounding municipalities, as well as areas located outside of Kenosha County and the State of Wisconsin. Business establishments would have onsite parking for customer automobiles. Buildings may be clustered on parcels of land under individual or multiple ownership.

The following development standards shall be applicable:

Minimum Landscape Surface Ratio (LSR): 0.40 Maximum Net Floor Area Ratio (NFAR): 0.37 Minimum Lot Size: 40,000 square feet Minimum Lot Width: 150 feet Maximum Building Height: One story

Highway Corridor Business uses occupy 167 acres, or about 1 percent of the Town, on the 2035 land use plan map (Map 24).

**Professional Office (PO) District.** This district is established to locate professional, financial, and medical clinic activities or similarly related office activities. It provides for orderly and attractive development and grouping in appropriately planned and convenient locations. Such businesses should provide adequate onsite parking areas. It is intended to be served by public sanitary sewer facilities. The Kenosha County zoning ordinance, as of December 2009, did not include a zoning district specific to this land use district.

The development standards for the PO District are:

Minimum Landscape Surface Ratio (LSR): 0.40 Maximum Net Floor Area Ratio (NFAR): 0.59 Minimum Lot Size: 20,000 square feet Minimum Lot Width: 100 feet Maximum Building Height: Three stories

Professional Office uses occupy 11 acres, or less than 1 percent of the Town, on the 2035 land use plan map (Map 24).

**Village/Hamlet Business (VHB) District.** This district is to be used exclusively in the various "village" and "hamlet" areas of the Town of Salem such as Liberty Corners, Wilmot, Trevor, Salem (formerly Salem Station), and Camp Lake. While the overall character of these "villages" and "hamlets" is urban, they are generally located within transitional settings; thus, the various requirements of the VHB District are established to maintain the historic "village" and "hamlet" characteristics of these areas.

The VHB District is designed to prevent land and structures in the aforementioned "village" and "hamlet" areas of the Town of Salem from becoming nonconforming as they would if placed under different, more suburbanoriented, land use or zoning classifications. It also provides for the minor infilling of vacant or redevelopment areas within the various "villages" and "hamlets" consistent with this planned land use district and the established character of the "village" or "hamlet." The VHB District is further intended to permit future nonresidential development and redevelopment of the various "villages" and "hamlets" of the Town of Salem consistent with earlier approved subdivisions and certified survey maps.

Generally, off-street parking would not be required in this district. However, the Town Plan Commission may require off-street parking under those circumstances where a property is under single ownership and sufficient space is available onsite. It is intended to be served by public sanitary sewer facilities. The Kenosha County zoning ordinance, as of December 2009, did not include a zoning district specific to this land use district.

The development standards for the VHB District are:

Minimum Landscape Surface Ratio (LSR): None Maximum Net Floor Area Ratio (NFAR): None Minimum Lot Size: 6,000 square feet Minimum Lot Width: 60 feet Maximum Building Height: Two stories Village/Hamlet Business uses occupy 40 acres, or less than 1 percent of the Town, on the 2035 land use plan map (Map 24).

# Industrial Districts

**Limited Industrial (M-1) District.** This district provides for manufacturing, industrial, warehousing, and uses of a limited nature and size in locations where the relative proximity to other uses requires more restrictive regulation. It may be used to accommodate existing scattered uses of an industrial nature so as not to make them nonconforming uses. The M-1 District is not intended to accommodate business parks under unified design and ownership, which would be better accommodated under the Business Park (BP) District. It is intended to be served by public sanitary sewer facilities.

The development standards for the M-1 District are:

Minimum Landscape Surface Ratio (LSR): 0.40 Maximum Net Floor Area Ratio (NFAR): 0.85 Minimum Lot Size: 40,000 square feet Minimum Lot Width: 150 feet Maximum Building Height: Three stories

Limited Industrial uses occupy 79 acres, or less than 1 percent of the Town, on the 2035 land use plan map (Map 24).

**General Industrial (M-2) District.** This district provides for manufacturing, industrial, warehousing, and uses of a more general, less restrictive nature, higher intensity, and larger in size than the M-1 District. In addition, it is to be used in locations where the relationship to surrounding land use would create fewer problems of compatibility which are typically associated with high intensity industrial uses. The M-2 District would not normally abut residential planned land use districts. The M-2 District is not intended to accommodate business parks under unified design and ownership. It is intended to be served by public sanitary sewer facilities.

The development standards for the M-2 District are:

Minimum Landscape Surface Ratio (LSR): 0.35 Maximum Net Floor Area Ratio (NFAR): 0.85 Minimum Lot Size: 40,000 square feet Minimum Lot Width: 150 feet Maximum Building Height: Three stories

General Industrial uses occupy 48 acres, or less than 1 percent of the Town, on the 2035 land use plan map (Map 24).

**Business Park (BP) District.** This district provides for the development of the attractive grouping of office, manufacturing, industrial development uses, and limited ancillary service uses which serve the needs of the occupants of this district. Uses would be of a limited intensity and would provide an aesthetically pleasing environment. This district would provide for ample off-street parking and loading areas and landscape planting and screening of adjacent uses of a lower intensity. The BP District is further intended to be applied to areas of the Town of Salem identified for business park development by the Town of Salem Land Use Plan. It is to accommodate industrial or business parks which are under unified design and ownership, and which exceed 20 acres in area. It is intended to be served by public sanitary sewer facilities. The Kenosha County zoning ordinance, as of December 2009, did not include a zoning district specific to this land use district.

The development standards for the BP District are:

Minimum District Area: 20 contiguous acres Minimum Landscape Surface Ratio (LSR): 0.40 Maximum Net Floor Area Ratio (NFAR): 0.85 Minimum Lot Size: 40,000 square feet Minimum Lot Width: 150 feet Maximum Building Height: Three stories

Business Park uses occupy 290 acres, or about 1 percent of the Town, on the 2035 land use plan map (Map 24).

**Agricultural-Related Manufacturing, Warehousing, and Marketing (A-3) District.** This district provides for the proper location and regulation of manufacturing, warehousing, storage, and related industrial, commercial, marketing, and service activities which are dependent upon, or closely allied with, the agricultural industry. It may be used to accommodate existing scattered agricultural-related uses so as not to make them nonconforming uses. While predominantly and typically surrounded by other agricultural types of uses which are characterized by a rural character, the character of the A-3 District can actually be suburban depending upon the intensity of the use involved.

The development standards for the A-3 District are:

Minimum Landscape Surface Ratio (LSR): None Net Floor Area Ratio (NFAR): 0.30 Minimum Lot Size: Five acres Minimum Lot Width: 300 feet Maximum Building Height: 100 feet

The A-3 District is not shown on any of the land use plan maps; however, the A-3 District may be considered for use by the Town Plan Commission and Town Board during the planning period, if both the Town Plan Commission and Town Board deem it an appropriate district for a proposed use.

**Quarrying and Extractive (M-3) District.** This district provides for the conduct of existing quarries or other mineral extractive and related operations. It also provides for the restoration of quarries and extractive areas in a manner which will not deteriorate the natural environment. Although the operations which take place within the M-3 District can have a relatively high intensity with respect to trucking and blasting, due to the open space nature of its uses, it has an overall rural character. Accessory structures may be taller than the maximum two-story building height specified below.

The development standards for the M-3 District are:

Minimum District Area: 100 contiguous acres Minimum Landscape Surface Ratio (LSR): 0.50 Maximum Net Floor Area Ratio (NFAR): 0.74 Minimum Lot Size: 40 acres Minimum Lot Width: 330 feet Maximum Building Height: Two stories

Quarrying and Extractive uses occupy 11 acres, or less than 1 percent of the Town, on the 2035 land use plan map (Map 24). No new M-3 Quarrying and Extractive District areas are planned for the Town of Salem during the planning period; however, should this condition change, the M-3 District would be a suitable land use district to accommodate the aforementioned land use types.

# Public and Semi-Public Districts

**Institutional (I-1) District.** This district eliminates the ambiguity of maintaining, in unrelated planned land use districts, areas which are under public or public-related ownership, and where the use for public or quasi-public purposes is anticipated to be permanent. This district is intended to accommodate governmental uses, schools, churches, etc. It is intended to be served by public sanitary sewer facilities.

The development standards for the I-1 District are:

Minimum Landscape Surface Ratio (LSR): 0.40 Maximum Net Floor Area Ratio (NFAR): 0.63 Minimum Lot Size: 10,000 square feet Minimum Lot Width: 75 feet Maximum Building Height: Three stories

Institutional uses occupy 491 acres, or about 2 percent of the Town, on the 2035 land use plan map (Map 24).

**Park and Recreational (PR-1) District.** This district provides for areas where the recreational needs, both public and private, of the populace can be met without undue disturbance of natural resources and adjacent uses.

The development standards for the PR-1 District are:

Minimum Landscape Surface Ratio (LSR): 0.50 Maximum Net Floor Area Ratio (NFAR): 0.57 Minimum Lot Size: 20,000 square feet Minimum Lot Width: 100 feet Maximum Building Height: Two stories

Park and Recreational uses occupy 2,848 acres, or about 14 percent of the Town, on the 2035 land use plan map (Map 24).

# Agricultural Districts

**Agricultural Preservation** (A-1) **District.** This district maintains, enhances, and preserves agricultural lands historically utilized for food production and the raising of livestock. The A-1 District is further intent upon preventing the premature conversion of agricultural land to scattered urban and suburban uses such as residential, commercial, and industrial uses. This district is intended to retain the rural character of the Town outside the planned urban service area.

The development standards for the A-1 District are:

Minimum Landscape Surface Ratio (LSR): None Net Floor Area Ratio (NFAR): 0.10 Minimum Lot Size: 35 acres Minimum Lot Width: 600 feet Maximum Residential Building Height: Three stories Maximum Agricultural Building Height: 100 feet

Areas designated for Agricultural Preservation occupy 997 acres, or about 5 percent of the Town, on the 2035 land use plan map (Map 24).

**General Agricultural (A-2) District.** This district provides for, maintains, preserves, and enhances agricultural lands historically utilized for crop production, but which are not included within the A-1 Agricultural Preservation District, and which are generally best suited for smaller farm units, including truck farming, horse farming, hobby farming, orchards, and other similar agricultural-related activity. The overall intent of this district is to retain the countryside and rural character of areas of the Town in which the A-2 District is used.

The development standards for the A-2 District are:

Minimum Landscape Surface Ratio (LSR): None Maximum Net Floor Area Ratio (NFAR): 0.10 Minimum Lot Size: 10 acres Minimum Lot Width: 300 feet Maximum Residential Building Height: Three stories Maximum Agricultural Building Height: 100 feet

General Agricultural land uses occupy 1,462 acres, or about 7 percent of the Town, on the 2035 land use plan map (Map 24). An additional 904 acres in this density classification are included in the A-2/RC category, which would accommodate residential development at an average density of one home per 20 acres using the Rural Cluster Development Overlay District regulations in the Kenosha County zoning ordinance.

# Special Districts

Special districts are used to accommodate unique land use needs and considerations which may emerge in the various neighborhoods of the Town of Salem. Three special districts are described below.

**Planned Unit Development (PUD) Overlay District.** This district permits developments that will, over a period of time, derive maximum benefit from coordinated area site planning, diversified location of structures, and mixed compatible uses. This district provides for a safe and efficient system for pedestrian and vehicular traffic, attractive recreation and landscaped open spaces, economic design, location of public and private utilities, and community facilities. It ensures adequate standards of construction and planning. The unified and planned development of a site, in single or corporate ownership or control at the time of application, may be permitted in a PUD District with one or more principal uses or structures and related accessory uses and structures. The regulations within a PUD District need not be uniform throughout the individual PUD District, except for those types of intensity standards set forth in the individual underlying planned land use district.

All PUD Districts shall specify land use maximum or minimum intensity standards including, where applicable: maximum gross residential density, maximum net residential density, maximum floor area ratio (FAR), minimum landscape surface ratio (LSR), and maximum building height. These shall be established on an individual PUD District basis to ensure the appropriate intensity of development on the site.

PUD Districts may be permitted by the Town if the owner or his agent can prove to the Town that the resulting PUD District will achieve a better design and identical or lesser intensity land uses <u>(in terms of dwelling units, land use type, additional LSR than the minimum required under the underlying planned land use districts, or decreased NFAR)</u> than those which are indicated in the Neighborhood Plan.

While the PUD District is intended to be flexible in its application, it is not to be used to alter or amend any of the prescribed natural resource base protection standards. The minimum area for any PUD District shall be as follows:

Residential PUD: 10 contiguous acres Commercial PUD: 10 contiguous acres Industrial PUD: 40 contiguous acres

**Agricultural Land Holding (A-4) Overlay District.** The Town of Salem recognizes that premature conversion of its farmland to urban and suburban uses leads to increasing public concern. This concern centers on urban and suburban sprawl, the increasing costs associated with the provision of urban and suburban services, the loss of agricultural lands as a valuable resource, and the loss of Town character. Therefore, the A-4 District is intended to maintain and generally preserve, for a limited time period, those lands where urban and/or suburban expansion is proposed to take place. No A-4 Agricultural Land Holding Overlay District areas are planned for the Town of Salem during the planning period; however, should the need for the use of such a district develop over time, the A-4 District is available to the Town Plan Commission and Town Board.

**Historical Overlay (HO) District.** This district provides for the protection and preservation of those structures and/or areas whose historic or architectural interests are valuable contributions to the character and charm of the Town or specific areas of the Town. Such structures and areas are hereby deemed to represent a community asset justifying the public regulation of such structures and/or areas to ensure their preservation. It is further intended that the HO District be used to protect the historic character of such structures and/or areas. No HO Historical Overlay District areas are planned for the Town of Salem during the planning period; however, should the need for the use of such a district develop over time, the HO District is available to the Town Plan Commission and Town Board.

### **Community Facilities**

The Town land use plan map also includes symbols showing the general location of existing and planned community and neighborhood parks, an existing mini-park, existing and planned elementary schools, and existing and planned fire stations.

### **Environmental Corridors and Isolated Natural Resource Areas**

Maps 23 through 25 include primary and secondary environmental corridors and isolated natural resource areas as overlays. These categories are described as follows:

- **Primary Environmental Corridors:** Primary environmental corridors, more fully described in Chapter V, are linear areas in the landscape that contain concentrations of high-value elements of the natural resource base. Primary environmental corridors are at least 400 acres in size, two miles long, and 200 feet wide. Primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas, as well as floodplains and steeply sloped areas where intensive urban development would be ill-advised. Natural resource features within primary environmental corridors should be protected as described in Chapter V.
- Secondary Environmental Corridors: Secondary environmental corridors also contain concentrations of high-value elements of the natural resource base, but are smaller in area than primary environmental corridors. Secondary environmental corridors serve to link primary corridors, or encompass areas containing concentrations of natural resources between 100 and 400 acres in size. Natural resource features within secondary environmental corridors should be protected as described in Chapter V.
- **Isolated Natural Resource Areas:** Isolated natural resource areas consist of areas with important natural resource values that are separated geographically from primary and secondary environmental corridors. Most of the isolated natural resource areas in the Town are wetlands or tracts of woodlands that are at least 200 feet wide and five acres in area. Natural resource features within isolated natural resource areas should be protected as described in Chapter V.

Environmental corridors, isolated natural resource areas, and other natural resource features such as wetlands, surface waters, and 100-year floodplains will be protected in accordance with the guidelines set forth on Table 25 in Chapter V.

#### Kenosha County Land Use Plan

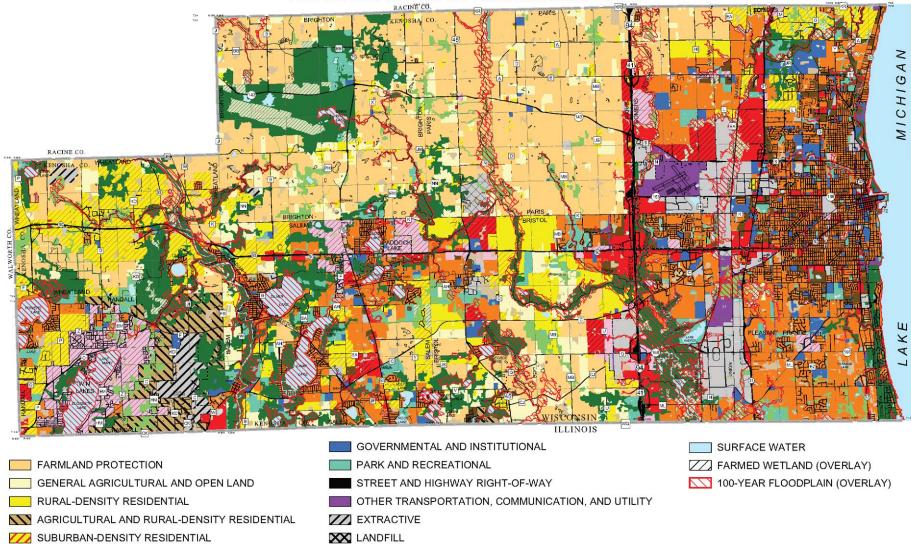
The land use plan for Kenosha County for the year 2035 is presented on Map 26. The plan map indicates where certain types of urban development should be encouraged in the County, while preserving agricultural and environmentally significant land and resources. The Kenosha County land use plan map is a compilation of the land use plan maps prepared by each local government in the County, including the Town of Salem. Areas located within an approved boundary agreement between a Town and adjacent City or Village (such as the Town of Salem—Village of Paddock Lake agreement) were shown with the planned land uses agreed to as part of the agreement on the County plan map. Outside such areas, planned land uses from the town land use plan maps were shown on the County map. The Town of Salem land use plan categories shown on the Town land use plan map were standardized, where necessary, to the land use categories shown on Map 26.

#### Land Use Projections

The comprehensive planning law requires the land use element to include projections, in five-year increments, of future residential, agricultural, commercial, and industrial land uses. Table 30 presents the acreage in each land

136

ADOPTED LAND USE PLAN MAP FOR KENOSHA COUNTY: 2035

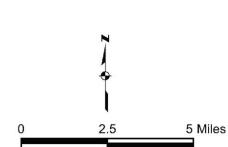


- MEDIUM-DENSITY RESIDENTIAL
- HIGH-DENSITY RESIDENTIAL
- MIXED USE
- COMMERCIAL



- INDUSTRIAL
- BUSINESS/INDUSTRIAL PARK

- - PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- OTHER CONSERVANCY LAND TO BE PRESERVED
- NONFARMED WETLAND OUTSIDE ENVIRONMENTAL CORRIDOR, ISOLATED NATURAL RESOURCE AREA, AND OTHER CONSERVANCY LAND TO BE PRESERVED



Source: Wisconsin Department of Natural Resources, Federal Emergency Management Agency, Local Governments, Kenosha County, and SEWRPC.

Land Use Category	Change 2008-2015 ^a (acres)	Change 2015-2020 ^a (acres)	Change 2020-2025 ^a (acres)	Change 2025-2030 ^b (acres)	Change 2030-2035 ^b (acres)	Change Beyond 2035 ^c (acres)
Urban	(40.00)	(40.00)	(40.00)	(40.00)	(40.00)	(40.00)
Estate Single-Family Residential	349	349	349	70	69	663
Suburban/Estate Single-Family Residential	364	364	364	420	420	156
Suburban Single-Family Residential	0	0	0	0	0	0
Urban Single-Family Residential	0	0	0	0	0	0
Village, Hamlet, and Lakefront Residential Neighborhood Conservation	0	0	0	0	0	0
Medium Density Urban Residential	7	8	8	79	79	0
High Density Urban Residential	33	33	33	10	10	0
Subtotal	753	754	754	579	578	819
Neighborhood Business	40	40	39	0	0	0
Community Business	10	10	10	16	16	0
Highway Corridor Business	20	20	19	25	26	0
Professional Office	3	2	3	1	2	0
Village/Hamlet Business	4	4	5	0	0	0
Limited Industrial	12	12	12	4	4	0
General Industrial	3	3	3	-4	-5	0
Business Park	55	55	55	63	62	0
Institutional	23	24	24	24	23	0
Park and Recreational	252	252	252	112	113	18
Street and Highway Right-of-Way	0	0	0	0	0	0
Railroad Right-of-Way	0	0	0	0	0	0
Village of Paddock Lake Growth Area	0	0	0	0	0	0
Urban Subtotal	1,175	1,176	1,176	820	819	837
Nonurban						
Agricultural Preservation	-1,097	-1,098	-1,098	-662	-661	-846
General Agricultural	-390	-390	-390	-154	-155	-29
Countryside Single-Family Residential	348	347	347	-4	-3	38
Quarrying and Extractive	-36	-35	-35	0	0	0
Surface Water	0	0	0	0	0	0
Nonurban Subtotal	-1,175	-1,176	-1,176	-820	-819	-837

^a The acreage change in each land use district between the Interim Land Use Plan (Map 22) and the Phase I Land Use Plan (Map 23) was divided by three to determine the change in each five-year period between 2008 and 2025.

^b The acreage change in each land use district between the Phase I Land Use Plan (Map 23) and the Phase II Land Use Plan (Map 24) was divided by two to determine the change in each five-year period between 2025 and 2035.

^c Change between the Phase II Land Use Plan (Map 24) and the Phase III Land Use Plan (Map 25).

Source: Town of Salem, Meehan & Company, and SEWRPC.

use district category based on the Interim and Phase 1, 2, and 3 maps. In order to determine the approximate change in land uses for each five-year period, the change in land uses between the Interim map and the Phase 1 map (2008 to 2025) was divided by three, and the change in land uses between the Phase 1 map and the Phase 2 map (2025 to 2035) was divided by two. Due to the uncertainty in predicting the rate of future development, it was assumed for the purpose of fulfilling this requirement that the same amount of growth would occur in each five-year period within each phase. Table 31 sets forth the additional acreage in residential, commercial, and industrial growth, and the corresponding decrease in agricultural lands, that would be expected to occur during the planning period.

# PART 4: POTENTIAL LAND USE CONFLICTS

# **Existing and Potential Land Use Conflicts**

The potential for land use conflicts is greatest in city and village planning areas that overlap with the towns, where no boundary agreement is in place. In the absence of a boundary agreement, conflicts arise where towns and the adjacent city or village have different "visions" for their communities. Section 62.23 of the *Statutes* allows cities and villages to include areas outside their corporate limits in their comprehensive plans, including any unincorporated land outside city or village boundaries that, in the plan commission's judgment, relates to the development of the city or village. City and village planning areas are typically associated with city and village extraterritorial areas.¹ Potential land use conflicts can arise in these areas because they may be planned for in both the town comprehensive plan and the city or village comprehensive plan, with different or conflicting land uses recommended by each plan. For example, a town may wish to maintain a rural, agricultural community while the adjacent city or villages may allow or require development at lower densities that are not cost efficient for cities and villages to provide with urban services, at such time as the city or village might annex that part of the town. Conflicts arise as cities and villages review and deny proposed subdivisions within extraterritorial plat review areas, which may prevent residential development desired by a town.

The Town of Salem is within the extraterritorial areas of the Village of Bristol,² the Village of Silver Lake, and the Village of Twin Lakes. The Village of Silver Lake and the Village of Twin Lakes have included portions of the Town of Salem in the planning areas used to prepare the land use plan maps in the Village comprehensive plans. Map 27 shows those portions of the Town of Salem included in the extraterritorial planning areas used in the Village of Silver Lake or Village of Twin Lakes comprehensive plan.

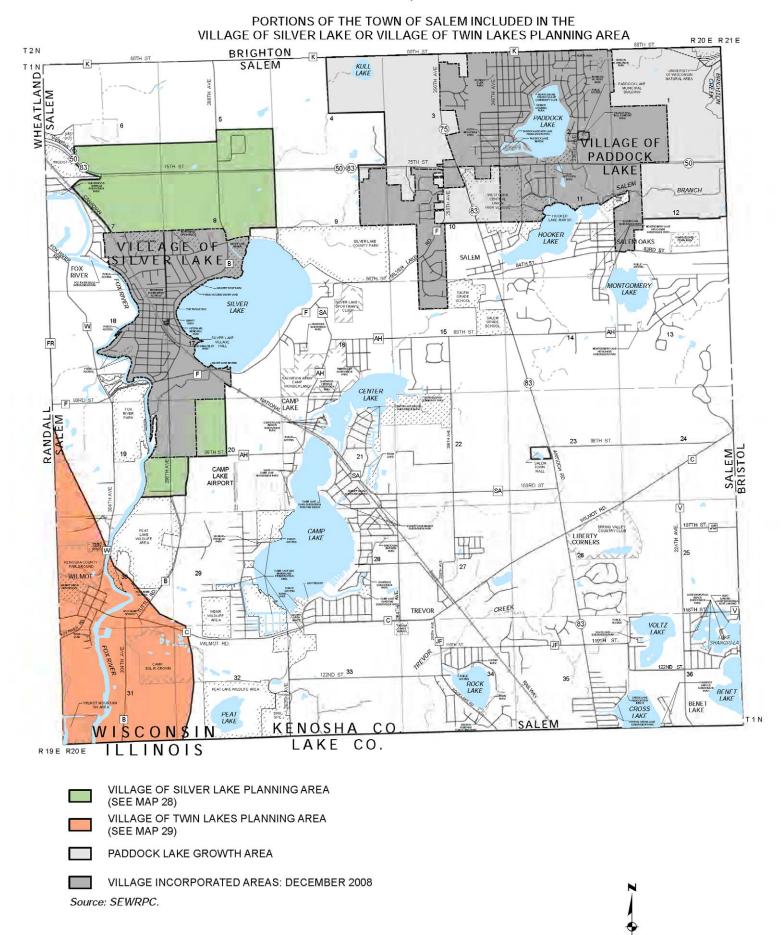
The Village of Silver Lake land use plan map includes portions of the Town of Salem, including areas of the Town within the Village's planned sanitary sewer service area and a limited amount outside the planned sewer service area. Future land uses detailed by the Village land use plan are similar to those shown on the Town's land use plan maps, including both Village and Town plans designating commercial uses at or near the intersection of STH 50/83 and CTH B; however, conflict areas include the Town of Salem plan designating areas adjacent to the southern part of the Village of Silver Lake for R-1 Countryside Single-Family Residential Use and R-1/RC Countryside Single-Family Residential as a Rural Cluster Development, with an average density of five to 9.9 acres per dwelling unit, and R-2 Estate Single-Family Residential Use with an average density of 40,000 square feet to 4.9 acres per dwelling unit. The Village of Silver Lake plan (Map 28) designates these areas for single-family residential uses and residential planned development with an average density of 6,000 to 39,999 square feet per dwelling unit.

The Town plan also designates areas north of the Village along STH 50/83 (75th Street) and CTH B for mostly single-family residential uses with an average density of 40,000 square feet to 9.9 acres per dwelling unit (R-1 and R-2). The Town plan also designates in this general location small areas for single-family residential uses with an average density of 10 to 34.9 acres per dwelling unit (A-2/PUD General Agricultural/Planned Unit Development); certain areas for residential development at an average density of 6,000 to 39,999 square feet per dwelling unit (R-8 Medium-Density Urban Residential); and small areas for business uses. The Village plan designates these Town areas for predominantly commercial uses along STH 50/83 and CTH B with single-family residential uses, located mostly behind these commercial uses, with an average density of 6,000 to 39,999 square feet per dwelling unit. Map 28 depicts land uses planned by the Village of Silver Lake for those portions of the Village planning area located in the Town.

¹The Wisconsin Statutes grant cities and villages the authority to approve or deny subdivision plats within 1.5 miles of villages and cities of the fourth class, and within three miles of cities of the first, second, or third class. Cities and villages may also enact extraterritorial zoning regulations for their extraterritorial areas, but must work with the affected town to develop and approve such regulations.

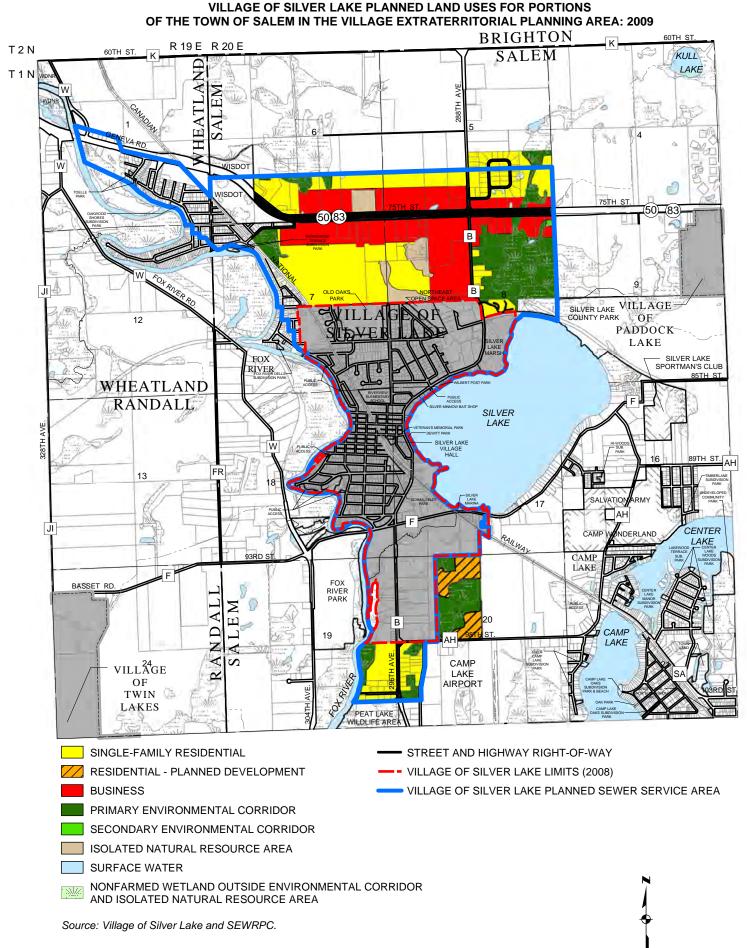
²*The northwest portion of the Town of Bristol was incorporated as the Village of Bristol in December 2009.* 

Map 27



2,250 4,500 Feet 139

#### Map 28



The Village of Twin Lakes adopted an updated land use plan map in December 2009, which includes a portion of the Town of Salem, in and near the hamlet of Wilmot, within its extraterritorial planning area. The Village of Twin Lakes land use plan designates land uses in the Town as village center, residential neighborhood, rural residential, and agricultural. The Village land use plan map also includes a category near Wilmot hamlet labeled as "Future Land Use," but does not specify the types of uses to be allowed in the category.

Future land uses shown on the Village of Twin Lakes land use plan are similar to those shown on the Town's land use plan, with both plan maps designating agricultural uses west of the Fox River and north of the hamlet of Wilmot, designating a mixed use of small-scale commercial and compact single-family residential development in and near the hamlet of Wilmot, and designating rural residential development east of the Fox River southeast of the hamlet of Wilmot. Conflict areas include the Town of Salem plan designating areas west of the Fox River, north and south of the hamlet of Wilmot, and east of the Fox River along CTH C for PR-1 Park and Recreational use, with a small area north of Wilmot as R-1 Countryside Single-Family Residential development with a minimum density of five acres per dwelling unit; and areas east of the Fox River along CTH C with R-2 Estate Single-Family Residential development at a minimum density of 20,000 square feet per dwelling unit. The Village of Twin Lakes plan designates these Town areas as Residential Neighborhood at a maximum density of six dwelling units per acre for single-family residential use south and east of Wilmot and Agricultural use north of Wilmot. Map 29 depicts land uses planned by the Village of Twin Lakes for those portions of the Village planning area located in the Town.

The Village of Paddock Lake is also located adjacent to the Town of Salem. The Village of Paddock Lake and the Town of Salem entered into a cooperative boundary agreement under Sections 66.0301 and 66.0307 of the *Statutes* in December 2006. The agreement established a boundary between the Town and Village, which was intended to eliminate annexation disputes and allow both the Town and Village the opportunity to engage in effective land use planning. The agreement defines the ultimate, permanent boundary between the Town and Village which would be transferred over 30 years to the Village. The Village Growth Area is shown on Map 27.

The Town is also working with the new Village of Bristol on a cooperative boundary agreement. The on-going agreement would establish a boundary between the Town and Village, which is intended to prohibit any annexations and allow the Village and Town the opportunity to engage in effective land use planning. The agreement seeks to establish the current eastern boundary of the Town of Salem as the permanent boundary between the Town and Village.

Boundary or other agreements between the Town and the Villages of Silver Lake and Twin Lakes offer the best means of resolving land use conflicts between the Town and the Villages.

# PART 5: LAND USE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

# **Goals:**

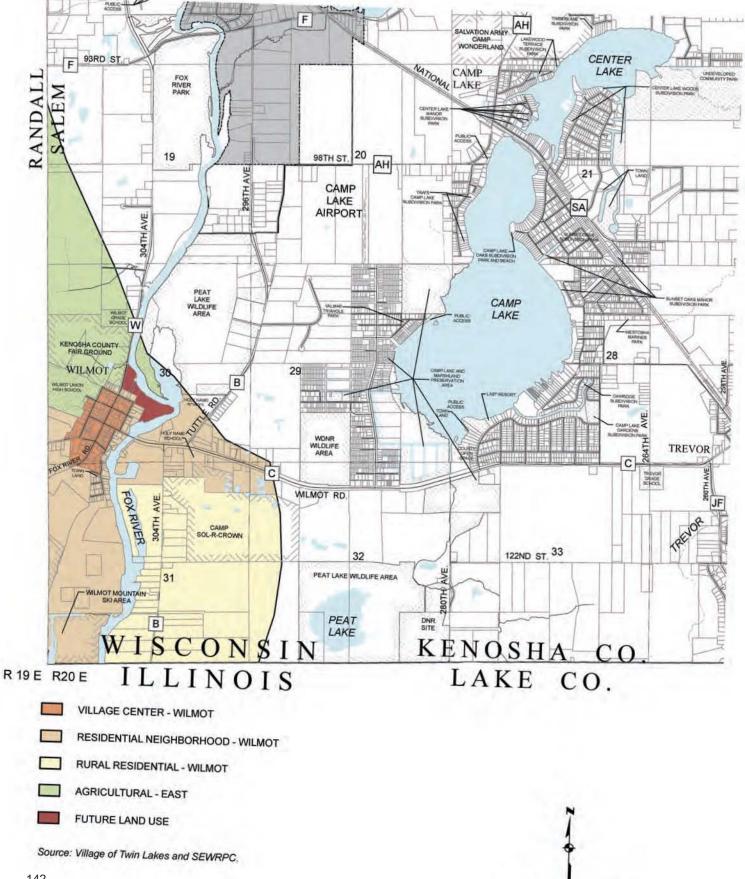
- Encourage the preservation of agricultural lands in those areas designated on Map 24 for agricultural use.
- Achieve a logical relationship between existing and planned land uses.
- Accommodate new residential development at appropriate densities.
- Accommodate the projected growth in population, households, and employment in the Town.

# **Objectives:**

• A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the Town of Salem, and which results in the protection, preservation, and sensible use of the Town's natural resource base.

**Map 29** 

VILLAGE OF TWIN LAKES PLANNED LAND USES FOR PORTIONS OF THE TOWN OF SALEM IN THE VILLAGE EXTRATERRITORIAL PLANNING AREA



2,250

4,500 Feet

• A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services and which will result in a compatible arrangement of land uses.

# **Policies:**

- The amount of land area set aside for accommodating projected growth in the Town of Salem should be determined, in part, by the application of the standards set forth in Table 32. It is also recognized that this comprehensive plan should address the provision of adequate land uses to accommodate land market choice. Therefore, planned land uses allocated using those standards set forth in Table 32 should be increased an additional 25 percent in order to accommodate such market choice.
- In order to preserve the character of the Town of Salem and minimize the potential adverse effects resulting from congestion, the mix of residential dwelling unit types in the Town of Salem should meet the standards in Table 33.
- Residential development which has those density characteristics of suburban, urban, mediumdensity urban, and high-density urban, as set forth in Table 32, shall occur in identifiable residential neighborhoods and shall be served by public sanitary sewer facilities at the time of occupancy. Such residential neighborhoods, to the extent practicable, shall be defined by arterial streets and highways and/or open spaces formed by natural resource features including environmental corridors and environmentally significant areas and/or agricultural lands. Estate, countryside, and rural residential development, as defined in Table 32, may occur outside of identifiable residential neighborhoods. Neighborhood service facilities should be provided within those distances specified in Table 34.
- Urban and suburban development should be located so as to maximize the use of the existing transportation systems. In this respect, certain selected and planned arterial street and highway intersections or highway segments may be used as potential urban activity nodes.
- All lands developed or proposed to be developed for urban or suburban use should be located in areas serviceable by a public sanitary sewerage system and, preferably, within the gravity drainage area tributary to such systems.
- All land developed or proposed to be developed for urban or suburban use should be located in areas serviceable by a public water supply system.
- Adequate stormwater management facilities should be provided for all development.
- Sites for commercial, educational, transportation, recreational, industrial, and other employment facilities to serve the Town, County, and region should be provided in accordance with the standards set forth in Table 34.
- Highway-oriented commercial development should comply with the standards in Table 35, in addition to the standards for commercial development in Tables 32 and 34.
- Land use transition areas and/or land use buffering techniques (in the form of landscaping, manmade barriers, or increased setbacks, or distance between land uses) should be used between land uses of differing land use intensities in order to minimize existing or potential adverse impacts to the health, safety, and welfare of the Town's residents or others.
- The unincorporated "Villages" and "Hamlets" of the Town of Salem shall contain, within a reasonable walking distance, necessary supporting local service uses, such as parks, commercial, and elementary school facilities, and should have reasonable access through the appropriate component of the transportation system to employment, commercial, cultural, and governmental centers and secondary school and higher educational facilities.

#### LAND USE STANDARDS FOR THE TOWN OF SALEM

Land Use Category	Development Standard (gross area) ^a
Residential (Single-Family Detached Dwellings)	
Rural	20+ acre lots
Countryside	5- to 20-acre lots
Estate	1- to 5-acre lots
Suburban	0.25- to 1-acre lots
Urban	Less than 0.25-acre lots
Residential (Multiple-Family Attached Dwellings)	
Medium-Density Urban	4.4 to 6.9 dwelling units per acre
High-Density Urban	6.9 to 8.0 dwelling units per acre
Commercial, Office, and Industrial ^b	
Commercial	6 acres per 100 commercial employees
Office	9 acres per 100 office employees ^c
Industrial	9 acres per 100 industrial employees ^c
Governmental and Institutional	
Major	12 acres per 1,000 persons
Public Elementary School	0.3 acres per 100 students
Public Middle School	0.3 acres per 100 students
Public High School	0.3 acres per 100 students
Church	2.5 acres per 1,000 persons
Other	12 acres per 1,000 persons
Public Outdoor Recreation ^d	
Regional and Multi-Community	
Community (in park sites)	2.2 acres per 1,000 persons
Community (in middle school or high school sites)	0.9 acres per 1,000 persons
Neighborhood (in park sites)	1.7 acres per 1,000 persons
Neighborhood (in elementary school sites)	1.6 acres per 1,000 persons

NOTE: Although SEWRPC standards were used as a basis to create the standards set forth in this table, certain standards were adjusted to fit the physical characteristics and desires of the Town.

^aGross areas include associated street rights-of-way and off-street parking for each land use category. These standards have been based upon existing land use studies of the Southeastern Wisconsin Region since 1963 performed by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and are reasonably responsive to expected future as well as present conditions. These standards exclude any additional required open space or areas with natural resource features protected under the various resource protection standards presented in Chapter V of this plan.

^bSee Table 35 for additional standards for Highway-Oriented Commercial development.

^cAssuming a net land-to-building ratio of from 5:1 to 7:1. If the net land-to-building ratio is between 3:1 and 5:1, then 6 acres per 100 employees is a more realistic standard to use.

^dAs recommended in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin—2000 (Waukesha, WI: SEWRPC, November 1977) and SEWRPC Community Assistance Planning Report No. 131, A Park and Open Space Plan for Kenosha County (Waukesha, WI: SEWRPC, November 1987).

Source: Meehan & Company and SEWRPC.

#### **Programs:**

 Protect steep slopes, woodlands and forests, lakes and ponds, streams and drainageways, shore buffer areas, floodplains, and wetlands and shoreland-wetlands in accordance with the natural resource protection standards set forth in Table 25 in Chapter V and in the Town subdivision ordinance.

Dwelling Unit Type	Density Range	Percent of Total Dwelling Units
Estate (Single-Family Detached)	1- to 5-acre lots	20.0
Suburban (Single-Family Detached)	0.25- to 1-acre lots ^a	69.7
Urban (Medium- to High-Density)	4.1 to 8.0 dwelling units per net acre	10.3
Total		100.0

#### RECOMMENDED RESIDENTIAL DENSITY MIX IN THE TOWN OF SALEM

^aThe minimum net lot size for new single-family detached dwelling lots in this density range shall be 20,000 square feet.

Source: Meehan & Company.

- Work with Kenosha County when developing Town land use plans and plan amendments for inclusion in the Town comprehensive plan that can be implemented through County land userelated ordinances, and identify and adopt needed amendments to such ordinances.
- Work with Kenosha County to add "open space" suburban cluster subdivision options in the R-2 and R-3 Districts to foster and accommodate "open space" suburban cluster subdivisions served by public sanitary sewer service and which would be located within approved sanitary sewer service areas.
- Work with Kenosha County to develop bufferyard requirements for inclusion in the County zoning ordinance.
- Work with Kenosha County to develop new zoning districts and accompanying regulations to better implement the VHB (Village/Hamlet Business), BP (Business Park), and PO (Professional Office) land use districts shown on the Town land use plan maps.
- Establish Town-specific urban and rural design guidelines as a Town ordinance for various types of land uses, provided the design guidelines are first approved by Kenosha County before a design guideline ordinance is enacted by the Town.
- Apply the following community design standards for office and industrial facilities:

#### Office Facilities Standards

Office facilities should meet the following minimum standards:

- a. Direct access to the arterial street and highway system.
- b. Adequate water supply, public sanitary sewer, stormwater drainage facilities, electric power, natural gas supply, and telephone communication systems.
- c. Sites should be covered by soils identified in the regional soils survey as having very slight, slight, or moderate limitations for commercial development.
- d. To the extent possible, office or office park sites should be located so as to maximize visibility and should offer potential for public identity.
- e. The site configuration, or its shape, should accommodate the use of the site as an office development.
- f. An office development, or office park, should allow for the internal expansion of the office development area in order to accommodate some future office land needs.
- g. Provision of adequate off-street parking and loading areas onsite.
- h. An internal street system which provides convenient access from individual parcels in the park to the supporting arterial street and highway system.

#### FACILITY SITE AREA AND SERVICE RADIUS STANDARDS

Type of Facility	Typical Number of Persons Served	Typical Minimum Required Site Area (Gross Acres)	Walking Distance (Miles)
Commercial Facilities ^a			
Neighborhood Retail and Service Center	4,000 to 8,000	6.5	0.75
Community Retail and Service Center	10,000 to 75,000	15 to 40	1.50
Regional Retail and Service Center	75,000 to 150,000	60	N/A
Highway-Oriented Commercial Development	(15,000) ^b	5 to 25	N/A
Regional Highway-Oriented Commercial Development	500,000 (35,000) ^b	60	N/A
Community Office Development	1,000 minimum	20	N/A
Regional Office Development	3,500 minimum	60	N/A
Other Retail and Service	N/A	1	N/A
Industrial Facilities			
Community Industrial	300 to 3,500 employees	20 to 320	N/A
Regional Industrial	3,500 minimum employees	320	N/A
Public Educational Facilities			
Elementary School (Kindergarten through 6th Grade)	500 students	3°	0.50 ^d
Middle School (7 th and 8 th Grades)	800 students	19 ^c	1.50 ^d
Senior High School (9 th through 12 th Grades)	1,800 to 2,000 students	48 ^c	N/A
Public Outdoor Recreational Facilities			
Subneighborhood (Mini Parks)	^e	^e	^e
Neighborhood	Up to 6,500	21.5 ^f	0.50
Community		25 to 99	
Multi-Community		100 to 249	4-suburban 10-rural
Regional		250 or more	10

Note: Although SEWRPC standards were used as a basis to create the standards set forth in this Table, certain standards were adjusted to fit the physical characteristics and desires of the Town.

N/A = Not applicable

^aSee Table 35 for additional standards for Highway-Oriented Commercial development.

^bIndicates minimum average weekday traffic volume required on abutting freeway or arterial street or highway.

^cIncluding land for the school building and off-street parking, but not including the eight required acres of school-related outdoor recreation and playground facilities (also see the standard for neighborhood parks).

^d*Typical maximum walking distance from the neighborhood*(s) served.

^eTo be determined on an individual subneighborhood basis for those subneighborhoods which are not an integral part of a specific neighborhood area.

¹Including both land for neighborhood park (13.5 acres) and associated neighborhood school-related outdoor recreation and playground facilities (8 acres). Also see Table 32.

Source: Meehan & Company and SEWRPC.

- i. The provision of properly located and controlled points of vehicular ingress and egress to prevent safety problems and traffic congestion on adjacent arterial streets and highways.
- j. The provision of adequate landscape screening to serve as a buffer between office uses and adjacent incompatible non-office uses.
- k. The provision of adequate building setbacks from abutting major streets and highways as well as abutting land uses of a lower intensity.
- 1. Office development should be located in established and planned locations as identified on the land use plan maps (Maps 22 to 25).

# HIGHWAY-ORIENTED COMMERCIAL FACILITIES STANDARDS FOR PLANNED MAJOR AND MINOR NODES

Criteria	Major Node Standards	Minor Node Standards
<ol> <li>Type of arterial street and/or highway intersection (if located at an intersection)</li> </ol>	STH with STH STH with CTH	STH with CTH STH with an existing or planned town road (when existing or planned town road is adjacent to an existing STH median cut providing full access to the intersecting STH)
<ol> <li>Minimum required annual average 24- hour traffic volume (vehicles)</li> </ol>	5,000 vehicles on one of the two intersecting arterial streets or highways	<ul> <li>5,000 vehicles on the STH and 400 vehicles on the intersecting CTH</li> <li>5,000 vehicles on the STH and 2,000 vehicles on the intersecting existing or planned town road</li> </ul>
<ol> <li>Minimum required aggregate area (total for all contiguous parcels)</li> </ol>	10 Acres (Also see Table VI-7)	2 Acres (Also See Table 32)
<ol> <li>Minimum required depth of area (as measured from ultimate arterial street or highway right-of-way line)</li> </ol>	300 Feet	300 Feet
<ol> <li>Minimum number of contiguous parcels</li> </ol>	2	2
<ol> <li>Applicable land use districts to be used by the Town</li> </ol>	CB Community Business, HC Highway Corridor Business, PO Professional Office, and BP Business Park Districts	NB Neighborhood Business, HC Highway Corridor Business, PO Professional Office, BP Business Park, and VHB Village/Hamlet Business Districts
<ol> <li>Maximum permitted aggregate length of node along the supporting arterial street or highway (as measured along the right-of-way)</li> </ol>	Along STH: 1,300 feet Along CTH: 600 feet	Along STH: 1,300 feet Along CTH: 600 feet
8. Minimum distance between similar nodes (located in the Town of Salem)	Along STH: 1 mile Along CTH: 1 mile	Along STH: 0.5 mile Along CTH: 1 mile
<ol> <li>Need for the provision of adequate landscape and/or distance buffering from adjacent residential uses</li> </ol>	Required	Required
10. Need for prior determination and designation of nodes by the Town on the Town Land Use Plan Map	Shall be indicated on the Town Land Use Plan Map	Shall be determined by the Town at the time of rezoning request based upon the criteria set forth in this plan
11. Arterial street and highway access management	All nodes shall follow all applicable Wisconsin Department of Transportation (WisDOT), District 2 "Access Management Guidelines" as amended by WisDOT	All nodes shall follow all applicable Wisconsin Department of Transportation (WisDOT), District 2 "Access Management Guidelines" as amended by WisDOT
<ol> <li>Provision of improved public frontage road or other improved dedicated public rights-of-way to service property(s) or node(s)</li> </ol>	The Town may require the public reservation or dedication and improvement of public frontage roads or other reserved or dedicated public rights-of-way to service parcel(s) or node(s)	The Town may require the public reservation or dedication and improvement of public frontage roads or other reserved or dedicated public rights-of-way to service parcel(s) or node(s)
13. Contiguity with existing commercially- used parcels (which are properly zoned)	Shall be indicated on the Town Land Use Plan Map	At locations where an existing commercially- used parcel(s) already exists along a State Trunk Highway and is contiguous to a parcel(s) seeking a commercial land use district, the minimum standards which shall be applicable are standards 3, 4, 5, 6, 7, 9, 10, 11, 12, and 13 of this Table
14. Proximity to the Village of Paddock Lake or Village of Silver Lake	Items 1, 2, 3, 4, 5, 7, 8, 10, and 12 of the Table are not applicable to parcels of land located contiguous to or within 0.25 mile of the boundaries of either the Village of Paddock Lake or the Village of Silver Lake	Items 1, 2, 3, 4, 5, 7, 8, 10, and 12 of the Table are not applicable to parcels of land located contiguous to or within 0.25 mile of the boundaries of either the Village of Paddock Lake or the Village of Silver Lake

NOTE: STH = State Trunk Highway; CTH = County Trunk Highway.

Source: Meehan & Company, Inc., and the Town of Salem.

# Industrial Facilities Standards

Industrial facilities should meet the following minimum standards:

- a. Direct access to the arterial street and highway system and access to a General Utility-Stage II airport within a maximum travel time of 30 minutes.
- b. Adequate water supply, public sanitary sewer, stormwater drainage facilities, electric power, natural gas supply, telephone communication systems, and off-street parking and loading areas onsite.
- c. Sites should be covered by soils identified in the regional soils survey as having very slight, slight, or moderate limitations for industrial development.
- d. The maximum grade of any street in an industrial area should not exceed 3 percent. Lands with slopes generally exceeding 6 percent may not be suitable for industrial-related development.
- e. The site configuration, or its shape, should accommodate the use of the site as a planned industrial development.
- f. Adequate fire protection services should be available. An industrial development should not be located greater than 1.5 miles from a fire station providing engine, hose, or engine-ladder company.
- g. The planned industrial development should allow for the internal expansion of the industrial area in order to adequately accommodate future industrial land needs.
- h. An internal street system should serve industrial development which provides convenient access from individual parcels in the development to the supporting arterial street and highway system.
- i. The provision of properly located and controlled points of vehicular ingress and egress to prevent safety problems and traffic congestion on adjacent arterial streets and highways.
- j. The provision of adequate landscape screening and/or setbacks to serve as a buffer between industrial uses and adjacent incompatible non-industrial uses of a lower intensity.
- k. The provision of adequate building setbacks from abutting major streets and highways as well as abutting land uses of a lower intensity.
- 1. Industrial development should be located in established and planned locations as identified on the land use plan maps (Maps 22 to 25) and should not be intermixed with commercial, residential, governmental, recreational, educational, or institutional uses.

# **Chapter VII**

# **HOUSING ELEMENT**

# INTRODUCTION

The housing element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(b) of the *Statutes* requires the housing element to assess the age, structural condition, value, and occupancy characteristics of existing housing stock in the Town. In addition, specific policies and programs must be identified that:

- Promote the development of housing for residents of the Town and provide a range of housing choices that meet the needs of persons of all income levels and age groups and persons with special needs.
- Promote the availability of land for the development or redevelopment of affordable housing.
- Maintain or rehabilitate existing housing stock.

Part 1 of this chapter provides an inventory of existing housing stock, including age, structural condition, value, and occupancy characteristics. This information, along with housing demand inventory data such as household, income, and demographic information presented in Chapter III, is used to analyze future housing needs for residents of the Town. Household projections and a description of government programs which facilitate the provision of housing, including affordable housing, are presented at the end of Part 1.

Part 2 includes information on Town policies and ordinances affecting housing and zoning regulations for minimum home sizes, minimum lot sizes, and housing type, and Part 3 sets forth housing goals and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve housing goals and objectives; and programs, which are projects or services intended to achieve housing policies, are also identified in Part 3.

#### **Census Data**

Census 2000 Summary File 1 and Census 2000 Summary File 3 were used in the collection of the majority of existing housing stock data presented in this chapter. Summary File 1 data was used when possible. Data from Summary File 1 is generally more accurate because it is based on 100 percent of the responses to the 2000 Census. In most cases, data from Summary File 3 were used because the data were not available from Summary File 1. Summary File 3 is generally less accurate because the data is based on a sampling of one in six households; however, Summary File 3 covers a greater range of topics. Because the sample sizes are different, the data reported by the Census may differ for each data source. Unfortunately, the Census does not make adjustments to reconcile the discrepancies. In addition, some of the data to follow in this chapter are based on total housing units and some are based on occupied units only, depending on how the Census data were reported. This distinction is footnoted on all applicable tables.

### TOTAL HOUSING UNITS IN THE TOWN OF SALEM: 2000

	Housing Units		
Occupancy	Number ^a	Percent	
Owner-occupied	2,920	74.1	
Renter-occupied	609	15.5	
Vacant	410	10.4	
Total	3,939	100.0	

^aTotals are based on 100 percent of respondents to the 2000 Census.

Source: U.S. Bureau of the Census and SEWRPC.

#### Table 37

#### VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS^a IN THE TOWN OF SALEM: 2000

	Housing Units			
Value	Number	Percent		
Less than \$50,000	33	1.2		
\$50,000 to \$99,999	604	22.9		
\$100,000 to \$149,999	934	35.4		
\$150,000 to \$199,999	648	24.5		
\$200,000 to \$299,999	316	12.0		
\$300,000 to \$499,999	73	2.8		
\$500,000 or more	32	1.2		
Total	2,640	100.0		
Median Value	\$137,300			

^aThe data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

Source: U.S. Bureau of the Census and SEWRPC.

# PART 1: INVENTORY AND PROJECTIONS

#### **Housing Supply**

The characteristics of the existing housing stock in the Town have been inventoried to help determine the number and type of housing units that will best suit the needs of Town residents through 2035. The existing housing stock inventory includes:

- Total housing units
- Occupancy
- Value of owner-occupied housing units
- Median sale price of housing units
- Structure type and year built
- Condition of existing housing stock

### **Total Housing Units and Occupancy**

The quantity and tenure (owner- or renter-occupied) of existing housing units in the Town is one of the key inventory items needed to project the number of additional housing units that will be needed in the Town and in Kenosha County in 2035. As shown in Table 36, there were 3,939 housing units in the Town in 2000. About 74 percent, or 2,920 units, were owner-occupied and about 16 percent, or 609 units, were renter-occupied. About 10 percent of the total housing units, or 410 units, were vacant.

#### Value of Owner-Occupied Housing Units

Table 37 sets forth the value of specified owneroccupied housing units¹ in the Town in 2000. These values can be used to determine if there are adequate home ownership opportunities for residents of all income levels. About 35 percent of owner-occupied

homes had values between \$100,000 and \$149,999 and about 25 percent had values between \$150,000 and \$199,999. About 23 percent of owner-occupied homes had values between \$50,000 and \$99,999 and about 12 percent had values between \$200,000 and \$299,999. About 3 percent of homes had values between \$300,000 and \$499,999, about 1 percent of homes had values less than \$50,000, and about 1 percent of homes had values of more than \$500,000. The median value for owner-occupied housing units in the Town was \$137,300. Table 38 sets forth the value of owner-occupied housing units for each local government in Kenosha County.

#### Median Sales Prices in 2006

The Wisconsin Realtors Association records information on all Multiple Listing Service (MLS) real estate sale transactions that occur in each county within the Region and the State. The Kenosha Realtors Association also records such information for Kenosha County for the years 2003 through 2007. Table 39 sets forth the number of

¹The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings.

	Less thar	n \$50,000	\$50,000 t	o \$99,999	\$100,000 t	o \$149,999	\$150,000 t	o \$199,999
Community	Number	Percent	Number	Percent	Number	Percent	Number	Percent
City								
Kenosha	327	1.7	7,461	39.9	7,747	41.4	2,368	12.7
Villages								
Paddock Lake	7	0.8	271	32.1	430	50.9	82	9.7
Pleasant Prairie	30	0.7	492	12.2	1,203	29.9	1,269	31.5
Silver Lake	4	0.7	177	31.0	242	42.4	108	18.9
Twin Lakes	6	0.5	353	25.9	496	36.3	306	22.4
Towns								
Brighton	11	3.9	22	7.8	59	21.1	89	31.8
Bristol			99	10.2	333	34.4	346	35.7
Paris			34	13.7	80	32.1	91	36.6
Randall	4	0.5	86	10.4	225	27.2	269	32.6
Salem	33	1.2	604	22.9	934	35.4	648	24.5
Somers	35	1.9	283	15.5	576	31.5	411	22.5
Wheatland	28	3.7	168	22.4	235	31.4	193	25.8
Kenosha County	485	1.5	10,050	30.4	12,560	38.0	6,180	18.7

	\$200,000 t	o \$299,999	\$300,000 te	o \$499,999	\$500,000	) or More	То	tal	Median
Community	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Value (dollars)
City									
Kenosha	729	3.9	55	0.3	26	0.1	18,713	100.0	108,000
Villages									
Paddock Lake	51	6.0	4	0.5			845	100.0	112,600
Pleasant Prairie	795	19.8	200	5.0	35	0.9	4,024	100.0	159,800
Silver Lake	38	6.7	2	0.3			571	100.0	117,500
Twin Lakes	85	6.2	96	7.0	23	1.7	1,365	100.0	125,900
Towns									
Brighton	56	20.0	38	13.6	5	1.8	280	100.0	173,500
Bristol	146	15.1	41	4.2	4	0.4	969	100.0	156,400
Paris	26	10.4	18	7.2			249	100.0	157,300
Randall	196	23.7	44	5.3	2	0.3	826	100.0	164,000
Salem	316	12.0	73	2.8	32	1.2	2,640	100.0	137,300
Somers	421	23.1	100	5.5			1,826	100.0	151,700
Wheatland	100	13.4	25	3.3			749	100.0	138,300
Kenosha County	2,959	8.9	696	2.1	127	0.4	33,057	100.0	120,900

^aThe data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

Source: U.S. Bureau of the Census and SEWRPC.

MLS sales and the median sales prices for housing units in the County from 2000 to 2008.² In 2000, median sales price for a single-family home in Kenosha County was \$116,700. In 2008, the median price for a single-family home was \$158,700 in Kenosha County; this is an increase of nearly 36 percent from the year 2000 median price.

²*The median sales price information is limited to single-family homes, duplexes, and condominiums.* 

#### MEDIAN SELLING PRICE OF EXISTING HOUSING^a IN KENOSHA COUNTY: 2000-2008

Year	Number of Sales	Median Selling Price (dollars)
2000	1,836	116,700
2001	1,969	126,000
2002	2,246	133,000
2003	2,503	142,000
2004	2,659	149,500
2005	2,688	167,000
2006	2,391	168,500
2007	2,097	169,000
2008	1,584	158,700

^aThe price represents those for single-family homes, duplexes, and condominiums.

Source: Kenosha Realtors Association (2003-2007), Wisconsin Realtors Association (remaining data), and SEWRPC.

#### Structure Type and Year Built

Table 40 sets forth the number of housing units by structure type in the Town from 1970 through 2000, based on the U.S. Census, and also includes the number of building permits issued for units in each structure type from 2000 through 2006. The total number of housing units increased from 1,732 to 3,898, or by about 125 percent, between 1970 through 2000. In 2000, about 88 percent of housing units in the Town were in single-family structures and about 2 percent were in two-family structures. About 6 percent of units were in multi-family structures and about 3 percent were mobile homes or other types of residential structures. The number of residential units in the Town increased from 3.898 to 4,691, or by about 39 percent, between 2000 and 2006. Although there was an increase in the total number of housing units between 2000 and 2006, the percentage of units in single-family, two-family, multi-family, and other residential structures remained similar.

#### Table 40

#### HOUSING UNITS BY STRUCTURE TYPE IN THE TOWN OF SALEM: 1970 THROUGH 2006

	Single-Family Detached		Single-Fami	ily Attached ^b	Two-Family		
Year ^a	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	
1970	1,599	92.4			^e	^e	
1980	2,321	92.5	5	0.2	89	3.6	
1990	2,835	85.2	22	0.7	75	2.3	
2000	3,381	86.7	57	1.5	78	2.0	
2006	4,178	89.1			85	1.8	

	Multi-Family		Mobile Home	es and Other ^c	Total ^d		
Year ^a	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	
1970	108 ^e	6.2 ^e	25	1.4	1,732	100.0	
1980	92	3.7	0	0.0	2,507	100.0	
1990	261	7.8	133	4.0	3,326	100.0	
2000	249	6.4	133	3.4	3,898	100.0	
2006	295	6.3	133	2.8	4,691	100.0	

^a1970 to 2000 data are from the U.S. Census Bureau. 2006 data includes 2000 Census data plus the number of building permits issued for each type of housing unit from 2000 through 2006. Building permit data were provided by the Wisconsin Department of Administration.

^bIn this data, single-family attached housing units, sometimes called townhouses, are one-unit structures that have one or more walls extending from ground to roof separating it from adjoining structures. These include and are also sometimes referred to as rowhouses, double houses, and houses attached to nonresidential structures. Such Census data was not available for 1970. 2006 data properly includes two attached townhouses in the two-family structure category and three or more attached townhouses in the multi-family structure category.

^cIncludes mobile homes and living quarters that do not fit into the other categories.

^dTotals are based on all housing units, including occupied and vacant units.

^eSingle-family attached, two-family, and multi-family structure totals were combined in the 1970 Census. The 1970 multi-family data reflects this combined total.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

#### YEAR BUILT FOR HOUSING UNITS IN THE TOWN OF SALEM: 2000

	Housing Units			
Year Built	Number ^a	Percent		
1995 to March 2000	435	11.2		
1990 through 1994	597	15.3		
1980 through 1989	313	8.0		
1970 through 1979	414	10.6		
1960 through 1969	384	9.9		
1940 through 1959	1,076	27.6		
Before 1940	679	17.4		
Total	3,898	100.0		
Median Year Built	1965			

^aTotals are based on a sample of one in six respondents to the 2000 Census, and include all housing units, including occupied and vacant housing units.

Source: U.S. Bureau of the Census and SEWRPC.

The age of the existing housing stock, set forth in Table 41, in the Town also provides insight into the character and condition of existing homes. It can be assumed that as housing stock ages, more housing units will need to be rehabilitated or replaced. About 27 percent of the Town's housing stock was constructed between 1990 and 2000 and the median year built was 1965. About 17 percent of existing homes in the Town were built before 1940. The median year built for all homes in Kenosha County was 1964.

#### **Existing Housing Stock Condition**

The condition of individual housing units must be examined to determine if any housing units need to be removed from existing housing stock totals due to poor condition. Generally, this provides a more accurate projection of the number of new housing units that will be needed to serve the projected population of the Town through 2035.

A condition rating has been assigned to each housing unit by the Town assessor. The ratings, set forth in Table 42, range from excellent to unsound and measure the present physical condition of each housing unit. Excellent/very good or good indicates the dwelling exhibits above average maintenance and upkeep in relation to its age. Average or fair indicates the dwelling shows minor signs of deterioration caused by normal wear and an ordinary standard of upkeep and maintenance in relation to its age. Poor/very poor indicates the dwelling shows signs of deferred maintenance and exhibits a below average standard of maintenance and upkeep in relation to its age. An unsound rating indicates the dwelling is unfit for use and should be removed from the existing housing stock totals.

About 59 percent of housing units in the Town had a condition score of excellent/very good or good in 2006. About 40 percent of housing units in the Town were rated as average or fair. About 1 percent of housing units were determined to be in poor/very poor condition and less than 1 percent were determined to be in unsound condition. This indicates that the existing housing stock in the Town is in good condition and does not need to be included as a factor in the housing unit demand projection for 2035.

#### Household Projections: 2035

The number of additional housing units needed in the 2035 plan design year is projected by first selecting a population projection. The Town selected a 2035 population projection of 17,732 persons (see Chapter IV for more information). The number of residents expected to reside in "group quarters," where applicable, (30 in the Town) is then subtracted from the projected total population, and the result is divided by the projected household size (2.65 persons per household in 2035). This number is then multiplied by the vacancy rate of 3 percent recommended by the U.S. Department of Housing and Urban Development (HUD) to determine the total number of housing units needed in the Town in 2035. The resulting number of housing units is about 6,880.

The number of additional housing units needed between 2000 and 2035 to provide an adequate supply is determined by subtracting the number of housing units in 2000 (3,939 units) from the projected number of housing units (6,880 units) needed in 2035. The resulting projected demand is about 2,941 additional housing units in the Town by 2035. As of the end of 2008, there were an estimated 4,769 housing units in the Town, which would result in a need for an additional 2,111 housing units between 2008 and 2035.

#### HOUSING CONDITIONS IN THE TOWN OF SALEM: 2006

	Housing Type									
	Single-Family ^b Tw		Two-F	amily	Multi-Family ^c		Other ^d		Total	
Condition ^a	Number	Percent of Total Housing Units	Number	Percent of Total Housing Units	Number	Percent of Total Housing Units	Number	Percent of Total Housing Units	Number	Percent of Total Housing Units
Excellent	2	^e	0	0.0	0	0.0	0	0.0	2	^e
Very Good	54	1.1	0	0.0	0	0.0	0	0.0	54	1.1
Good	3,205	64.9	30	0.6	142	2.9	2	^e	3,379	68.6
Average	1,034	20.9	50	1.0	85	1.7	47	1.0	1,216	24.6
Fair	203	4.1	12	0.2	0	0.0	13	0.3	228	4.6
Poor	39	0.8	2	^e	0	0.0	0	0.0	41	0.8
Very Poor	10	0.2	0	0.0	0	0.0	0	0.0	10	0.2
Unsound	6	0.1	0	0.0	0	0.0	0	0.0	6	0.1
Total	4,553	92.2	94	1.9	227	4.6	62	1.3	4,936	100.0

NOTE: Data represent conditions for housing units as recorded by the Town assessor and may not include all housing units. Mobile homes are not included.

^a"Excellent" means building is in perfect condition; very attractive and highly desirable.

"Very good" means slight evidence of deterioration; still attractive and quite desirable.

"Good" means minor deterioration visible; slightly less attractive and desirable, but useful.

"Average" means normal wear and tear is apparent; average attractiveness and desirability.

"Fair" means marked deterioration but quite usable; rather unattractive and undesirable.

"Poor" means deterioration is obvious; definitely undesirable and barely usable.

"Very poor" means condition approaches unsoundness; extremely undesirable and barely usable.

"Unsound" means building is definitely unsound and practically unfit for use.

^bIncludes condominiums.

^cIncludes units in apartment buildings of three units and larger.

^dIncludes residential units in commercial buildings.

^eLess than 0.05 percent.

Source: Town assessor and SEWRPC.

# Housing Programs Available in the Town and Kenosha County

Government sponsored housing programs have been inventoried to assess government's potential to help the private sector meet housing needs. A summary of housing programs available in the Town and Kenosha County is presented in Table 43. The full array of government sponsored programs and funding availability is almost continually changing, therefore, the table focuses on those programs that have the potential for increasing the availability of lower-cost housing and rehabilitation in the Town and Kenosha County. Many of the programs available in Kenosha County are administered through local and State agencies that receive funding from the Federal government. Agencies involved in administering housing programs include the Kenosha County Housing Authority; the U.S. Department of Agriculture (USDA) Rural Development; the Wisconsin Housing and Economic Development Authority (WHEDA); and HUD. Information on programs offered by Federal and state agencies that defer or alleviate housing and rehabilitation costs, including Veterans Administration and State Historical Society programs, and information on private and quasi-public housing programs, including "green development" related programs, is also provided.

# HOUSING PROGRAMS AVAILABLE IN THE TOWN OF SALEM AND KENOSHA COUNTY

Sponsor	Program Name	Description ^a
U.S. Department of Housing and Urban Development (HUD)	Section 8: Housing Choice Voucher Program	Vouchers are provided to eligible households who are either very low-income families; elderly; or disabled so they may obtain housing in the private market. Applicants that obtain housing with a voucher pay no more than 30 percent of their adjusted family income for the unit.
	Section 8: Project-Based Assistance	HUD provides rental subsidies to project owners on behalf of tenants who are either very low- or low-income families; elderly; or disabled. Tenants pay no more than 30 percent of the family's monthly adjusted income for rent. Though funding is no longer available for new Section 8 projects, property owners that are already receiving funding may continue to participate in the program through the renewal of their contracts. If property owners choose not to renew their contracts, tenants living in these properties will be provided with Section 8 tenant-based vouchers.
	Section 202: Supportive Housing for the Elderly	HUD provides interest-free capital advances to eligible nonprofit organizations to finance the construction, rehabilitation or acquisition of structures to provide housing for very-low income elderly persons. Rental subsidies are provided through project rental assistance contracts to cover the difference between the project operating cost and the tenant's contribution towards rent. Tenants pay no more than 30 percent of their monthly adjusted income for rent.
	Section 811: Supportive Housing for Persons with Disabilities	HUD provides interest-free capital advances to eligible nonprofit organizations to finance the construction, rehabilitation or acquisition of rental housing for very-low income people with disabilities. Rental subsidies are provided through project rental assistance contracts to cover the difference between the project operating cost and the tenant's contribution towards rent. Tenants pay no more than 30 percent of their monthly adjusted income for rent.
	Community Development Block Grant Program	The HUD Small Cities Community Development Block Grant (CDBG) program is administered in Wisconsin by the Wisconsin Department of Commerce (WDOC); Division of Housing and Community Development (DHCD). The housing component of this program provides grants to general purpose local units of government for housing programs which principally support low- and moderate- income households, with an emphasis on housing rehabilitation efforts. Cities, villages, and towns with a population less than 50,000 persons and counties other than Milwaukee, Waukesha, and Dane may apply for Small Cities CDBG program grants.
	HOME Investment Partnerships Program	Under this program, HUD HOME funds are provided through WDOC to local units of government, housing authorities, and nonprofit organizations, which, in turn, develop affordable housing programs that are appropriate in their communities (see Wisconsin Department of Commerce, below, for more information). Funds are awarded annually as formula grants to eligible jurisdictions. HUD establishes a trust fund for each grantee, providing a line of credit to draw upon as needed. The program's flexibility allows jurisdictions to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancement, or assistance with rents and security deposits.
Federal Housing Administration (FHA)	FHA Mortgage Insurance	The FHA provides mortgage insurance on loans made by FHA-approved lenders throughout the Unites States and its territories. It insures mortgages on single family homes as well as multi-family homes and manufactured homes. The mortgage insurance provides lenders with protection against losses as a result of a default, reducing the risk to the lender. FHA insured loans require very little cash investment to close the loan allowing for more flexibility in calculating household income and payment ratios.
	Section 203(k) Rehabilitation Mortgage Insurance	Loans are insured to finance the rehabilitation or purchase and rehabilitation of one- to four-family properties that are at least one year old. Borrowers can get a single mortgage loan, at a long-term fixed (or adjustable) rate, to finance acquisition and rehabilitation of the property.
	Property Improvement Loan Insurance (Title I)	Loans made by private lenders are insured for up to 20 years to finance the light or moderate rehabilitation of either single- or multi-family properties. Properties may consist of single-family and multi-family homes, manufactured homes, nonresidential structures, and the preservation of historic homes.

# Table 43 (continued)

Sponsor	Program Name	Description ^a
Department of Veteran Affairs (VA)	Home Loan Program	Offers guaranteed loans with no money down and no private mortgage insurance payments to veterans, active duty military personnel, and certain members of the reserves and National Guard. Applicants must meet income and credit requirements for the loans, which are generally administered by lenders approved by the Department of Veteran Affairs.
U.S. Department of Agriculture (USDA)	Section 502: Single- Family Housing Direct Loans	USDA provides direct loans to very low- and low-income households to obtain homeownership. Funding may be used to build, repair, renovate, or relocate homes, or to purchase and prepare sites (including the provision of sewage and water facilities). Subsidies are provided to reduce monthly housing payments— borrowers pay the higher either of 24 percent of the borrower's adjusted annual income, or principal and interest calculated at 1 percent on the loan plus taxes and insurance; if the occupants move from the property, the lesser of the payment assistance or half of the equity must be paid back to USDA. There is no required down payment.
	Section 502: Single- Family Housing Guaranteed Loans	USDA guarantees loans to low- and moderate-income households by commercial lenders to build, repair, renovate or relocate a home, or to purchase and prepare sites (including providing water and sewage facilities). Applicants must be without adequate housing but be able to afford the mortgage payments. Loans are provided at fixed rates with terms of 30 years. No down payment is required.
	Section 502: Mutual Self Help Housing Loans	Loans are provided to help very low- and low-income households construct their own homes. Families perform a significant amount of the construction labor on their homes under qualified supervision. Savings from the reduction in labor costs allow otherwise ineligible families to own their own homes. There is no required down payment and subsidies are provided to reduce monthly housing payments—borrowers pay the higher of either 24 percent of the borrower's adjusted annual income, or principal and interest calculated at 1 percent on the loan plus taxes and insurance. If the occupants move from the property, the lesser of the payment assistance or half of the equity must be paid back to USDA. Nonprofit or public agencies which sponsor mutual self-help housing often use administrative funds from the Section 523 Self-Help Technical Assistance Grant Program.
	Sections 514/516: Farm Labor Housing Loans and Grants	Section 514 loans and Section 516 grants provide low cost financing for the development of affordable rental housing for year round and migrant "domestic farm laborers" and their households. Funds may be used to build, buy, improve, or repair farm labor housing and provide related facilities, such as on-site child care centers. Loans are for 33 years and generally at a 1 percent interest rate; grants may cover up to 90 percent of the development cost (the balance is typically covered by a Section 514 loan). Section 521 rental assistance subsidies may be used to limit tenants' payments to 30 percent of their income.
	Section 515: Rural Rental Housing Loans	Direct mortgage loans are made to provide affordable multi-family rental housing for very low-, low-, and moderate-income families; elderly persons; and persons with disabilities. Loans may be made available at an effective interest rate of 1 percent. Section 521 rental assistance subsidies may be used to limit tenants' payments to 30 percent of their income.
	Section 521: Rural Rental Assistance Payments	Provides rent subsidies to elderly, disabled, very low- and low-income residents of multi-family housing to ensure that they pay no more than 30 percent of their income for housing. Projects that are eligible to use rental assistance include Section 515 Rural Rental Housing and Section 514 Farm Labor Housing.
	Sections 523/524: Rural Housing Site Loans	Loans are made to provide housing sites for low- and moderate-income families. Nonprofit organizations may obtain loans to buy and develop building sites, including the construction of access roads, streets and utilities. Section 523 loans are limited to private or public nonprofit organizations that provide sites for self- help housing only.
	Section 538: Rural Rental Housing Guaranteed Loans	Loans are guaranteed for the construction, acquisition or rehabilitation of rural multi-family housing whose occupants are very low-, low-, or moderate-income households, elderly, handicapped, or disabled persons with income not more than 115 percent of the area median income. The terms of the loans guaranteed may be up to 40 years and the rates must be fixed. The rent, including utilities made by tenants cannot exceed 115 percent of the area median income.

# Table 43 (continued)

Sponsor	Program Name	Description ^a
Wisconsin Housing and Economic Development Authority (WHEDA)	Low Income Housing Tax Credit (LIHTC) Program	Provides developers of affordable housing with a tax credit that is used to offset a portion of their Federal tax liability. At a minimum, 20 percent of units must be occupied by households whose incomes are at or below 50 percent of the county median income (CMI) or at least 40 percent of units must be occupied by households whose incomes are at or below 60 percent of the CMI. Units designated as low-income have a maximum rent limit that is based on the CMI. Developers are expected to maintain the elected proportion of low-income units for at least 30 years.
	Home Ownership Mortgage Loan (HOME) Program	Offers 15 to 30 year mortgage loans at below market, fixed interest rates to low- and moderate-income families and individuals who are first time homebuyers. WHEDA administers the HOME Loan Program, which is funded by the sale of tax-exempt and taxable bonds.
	HOME Plus Loan Program	Provides financing of up to \$10,000 for down payment and closing costs, and a line of credit for future repairs. To be eligible for a HOME Plus Loan, borrowers must be applying for their first mortgage with a WHEDA HOME Loan.
Wisconsin Department of Commerce (WDOC), Division of Housing and Community Development (DHCD)	WDOC HOME Investment Partnerships Program—Funded by HUD	The WDOC has created several "sub-programs" as a basis for distributing non- entitlement HUD HOME Investment Partnerships program funds in Wisconsin. These sub-programs include the Development Projects program; Rental Housing Development (RHD) program; Homebuyer and Rehabilitation (HRR) program; Tenant Based Rental Assistance (TBRA) program; and Wisconsin Fresh Start program. With funds available under these programs, local sponsors develop affordable housing opportunities (for households at or below 80 percent of the county median income) that are most needed in their respective communities. Eligible local sponsors include local governments, housing authorities, and nonprofit organizations.
	Housing Cost Reduction Program Initiative (HCRI) Homebuyer Program	The WDOC administers this state-funded program that provides housing assistance to low- and moderate-income households seeking to own or rent affordable housing. This program has two components: the Housing Preservation program (HPP) that provides short-term assistance to households facing foreclosure or other short-term housing problem; and the HCRI Homebuyer program, which provides closing cost and down payment assistance to eligible homebuyers. Eligible local sponsors include local units of government; nonprofit and certain for-profit corporations; housing authorities; and others.
	Home Single-Family (HSF) Housing Program, including American Dream Down Payment Initiative (ADDI)	The HSF program is designed to provide funding to assist low- and moderate- income (LMI) homebuyers and homeowners to secure and maintain safe, decent, affordable housing. Eligible costs covered by the program include: homebuyer assistance to acquire a single-family home, including: down payment and closing costs, gap financing, new construction, essential rehabilitation at the time of purchase; and homeowner assistance for essential improvements to the home, including: structural repair, energy-related components, accessibility improvements, lead-based paint hazard reduction/removal, and repair of code violations. Organizations that are eligible to compete for HSF funding include local governments, Federally recognized American Indian tribes/bands, housing authorities, nonprofit and for-profit corporations, and faith-based organizations. Eligible homebuyers/owners must have household incomes at or below 80 percent of County Median Income (CMI) and the property must be the primary residence of the owner.
		The ADDI provides HUD funds to local governments and housing organizations to cover down payment assistance, closing costs, and other soft costs involved in the purchase of a home by low-income households. These homebuyer funds can be utilized for new construction, acquisition and rehabilitation of homes to be purchased to help reduce homeownership costs for low-income households.
Wisconsin Historical Society	Historic Home Owner's Tax Credit	A 25 percent Wisconsin investment tax credit is available for people who rehabilitate historic non-income-producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.
Kenosha County Housing Authority	Housing Rehabilitation Loan Program	Provides no-interest, deferred payment home improvement loans to low- and moderate-income homeowners, and no-interest, installment payment loans to investment property owners who rent to low- and moderate-income households. Loans may be used for property improvements including improvement of energy- efficiency, structural repair, lead-based paint remediation and abatement, and for the conversion of properties to rental units. Properties must be within Kenosha County, but outside of the City of Kenosha.

# Table 43 (continued)

Sponsor	Program Name	Description ^a
Kenosha County Housing Authority (continued)	Homestead Opportunity Loan Program	Offers no-interest deferred payment loans to low- to moderate-income renters for the purchase of a home. Loans may be used for payment of bank fees, closing costs, property rehabilitation, and up to 50 percent of the downpayment. Maximum downpayment assistance is 10 percent of the purchase price of the home. Properties must be within Kenosha County, but outside of the City of Kenosha.
	Fox River Flood Mitigation Program	Intended to reduce flood damage and the potential for injury to affected persons by acquiring and demolishing residential structures and relocating displaced residents from the 100-year recurrence interval floodplain of the Fox River. All acquired dwellings are demolished, and the property is placed in permanent open space. The project area for this program is the 100-year recurrence interval floodplain of the Fox River within the Village of Silver Lake and Towns of Salem and Wheatland, in the west central part of Kenosha County. The primary purpose of the program is to reduce the threat to the health and safety of area residents and rescue workers resulting from the frequent and severe flooding of the Fox River. A secondary goal of the program is the removal of blighted and hazardous dwellings.
Private and Quasi-Public Housing Programs	Habitat for Humanity (HFH)	Builds and renovates homes with the help of future home owners through donations of money, materials, and volunteer labor and sells the homes to the partner families at no profit. HFH Chapters exist in adjacent Racine, Walworth, Lake, and McHenry Counties, but not in Kenosha County. The Chapters are locally run affiliates of Habitat for Humanity International, a nonprofit, ecumenical Christian housing ministry. Habitat for Humanity works in partnership with people in need to build simple, decent, affordable housing. The houses are sold to those in need at no profit and with no interest charged.
	Energy Star Qualified Homes	Homes that earn the ENERGY STAR must meet guidelines for energy efficiency set by the U.S. Environmental Protection Agency. ENERGY STAR qualified homes are at least 15 percent more energy efficient than homes built to the 2004 International Residential Code (IRC) and include additional energy-saving features that typically make them 20 to 30 percent more efficient than standard homes. ENERGY STAR qualified homes can include a variety of energy-efficient features, such as effective insulation, high performance windows, tight construction and ducts, efficient heating and cooling equipment, and ENERGY STAR qualified lighting, water heaters, and appliances.
	Focus on Energy- Energy Star Mortgages	Through the Focus on Energy program and participating lenders, Energy Star Mortgages are available to those who purchase a Wisconsin Energy Star home. Benefits include reduced closing costs and qualifying for a slightly higher mortgage due to increased energy savings.
	Green Built Home	Provides neutral third party certification of green building practices that meet environmental, health, and energy standards. Support for Green Built Home comes from builder enrollment and home registration fees as well as organizations that promote green building and energy efficiency for Wisconsin.
	LEED Program	The Leadership in Energy and Environmental Design (LEED) Green Building Rating System [™] , created by the U.S. Green Building Council (USGBC), is a nationally recognized benchmark or standard for the design, construction, and operation of high performance green buildings. LEED gives building owners and operators the tools they need to have an immediate and measurable impact on their buildings' performance. LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality.

Note: For most programs, "very-low income" families are defined as those whose annual incomes are at or below 50 percent of the median for the area, adjusted for family size. "Low-income" families are defined as those whose annual incomes are between 50 percent and 80 percent of the median income for the area, adjusted for family size. "Moderate-income" families are defined as those whose annual incomes do not exceed 115 percent of the area median income; however, for HUD's CDBG programs, low- to moderate-income families are defined as those earning 80 percent or less of the area median income, and for the USDA's Section 515 Rural Rental Housing Loan program, moderate-income families must have incomes not exceeding \$5,500 above the low-income limit.

^aThis table provides a general description of the various housing programs. Details can be found at the websites of the administering agencies.

Source: SEWRPC.

# PART 2: COMMUNITY POLICIES AND REGULATIONS AFFECTING THE PROVISION OF HOUSING

Housing structure type, housing unit floor area, lot sizes, densities, and building setbacks are controlled by community zoning regulations. It is therefore appropriate to examine those regulations to identify the extent to which they permit or exclude relatively lower-cost minimum-size housing structures and lots.

# **Zoning Regulations**

# **Zoning Districts**

Zoning regulations can substantially determine the location, size, and type of housing. Zoning in the Town of Salem is regulated by the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. Zoning districts in effect in 2008 in the Town of Salem are described in Table 2 in Chapter II and are shown on Map 6.

# Housing Unit Types

The type of housing unit allowed is generally determined by the type of structures allowed in residential zoning districts. This is important because apartment units tend to be more affordable to lower-income households than single-family housing units.

Areas zoned as single-family residential typically allow only one detached single-family home per lot. These homes tend to be owner-occupied, but may be rental units. Areas zoned for two-family residential uses allow for duplexes that may be owner-occupied or rental units, or include one unit occupied by the owner with the second unit rented. Areas zoned as multi-family residential allow for structures with three or more units. Multi-family districts vary in the number of units and number of floors allowed per structure. Many housing units in these districts are rental units; however, some may be owner-occupied such as townhouses or other single-family attached housing units.

The Kenosha County zoning ordinance includes single-family urban and suburban residential zoning districts, two- and three-family zoning districts, multi-family districts, and mobile home parks. Single-family homes are also allowed in the R-1 (Rural Residential) District on lot sizes of five acres. Single-family dwellings are allowed in the A-1 (Agricultural Preservation) District on minimum parcels of 35 acres in size, and in the A-2 (General Agricultural) District on minimum parcels of 10 acres in size.

# Minimum Lot Size and Maximum Density Requirements

Residential zoning districts include minimum lot size requirements, which specify the smallest land area a residential structure can be constructed upon, and sometimes the maximum density allowed in such districts. Lot size requirements are important because larger minimum lot size requirements can add to the total price of developing a residence by increasing land and land improvement costs. Larger minimum lot sizes, however, may be appropriate in areas without urban services, in environmentally sensitive areas, or in areas in which larger lot sizes would be compatible with existing neighborhood or community character. Minimum lot sizes in the urban and suburban single-family residential zoning districts of the Kenosha County zoning ordinance range from 6,000 square feet to 40,000 square feet, or just under one acre. The Kenosha County zoning ordinance requires that newly constructed homes in zoning districts with minimum lot size of 20,000 square feet (about a half acre) or less for single-family homes, and all multi-family homes, be served by public sanitary sewer.³ A full range of residential zoning districts is provided in the Town.

Most residential zoning districts also specify the maximum density (number of dwelling units per acre) allowed in residential zoning districts. Density requirements help control the extent or degree of intensity of development on a parcel, which affects both the character of an area as well as the cost of development. Density requirements are important from a housing cost perspective since the higher the density allowed on a parcel the more likely the rent

³The Kenosha County Zoning Ordinance allows lots smaller than 20,000 square feet to be developed using private onsite waste treatment systems if the lots were created prior to the adoption of the ordinance.

or cost of dwelling units will decrease in comparison to a parcel developed at a low density. Typically developments with higher densities are located where lands are served or can be provided with public sanitary sewer and water services.

### Minimum Floor Area Requirements

The Kenosha County zoning ordinance includes minimum floor area requirements for homes and multi-family units. These requirements are important because the cost of housing units typically increases for larger homes. Minimum floor area requirements generally correlate to minimum lot size requirements; the larger the minimum lot size requirement, the larger the minimum floor area requirement.

Minimum floor areas in the Kenosha County zoning ordinance range from 300 to 1,000 square feet for apartments and condominiums and from 800 to 1,400 square feet for single-family homes. Housing units must be served by a public sanitary sewer system (in communities that provide such systems) or a private onsite waste treatment system.

# **Flexible Zoning Techniques**

### Planned Unit Developments

The Kenosha County zoning ordinance includes a planned unit development (PUD) overlay zoning district. The intent of a PUD is to allow developments that will, over a period of time, be enhanced by coordinated area site planning, diversified location of structures, and diversified building types. Such developments are intended to provide a safe and efficient system for pedestrian and vehicle traffic, to provide attractive recreation and open spaces as integral parts of the developments, to enable economic design in the location of public and private utilities and community facilities, and to ensure adequate standards of construction and planning. The County PUD regulations generally limit the uses allowed in the PUD to the uses permitted in the underlying zoning district (for example, if the PUD is applied to a single-family residential zoning district, only single-family homes can be built within the PUD). The PUD regulations allow the minimum lot size, building setbacks, and other requirements of the underlying zoning district to be varied, subject to approval of the County Board. The density within the PUD may not exceed the density permitted in the underlying basic zoning district.

The Kenosha County zoning ordinance also includes an overlay zoning district for conservation subdivisions (the RC Rural Cluster Development Overlay District). Conservation subdivisions reduce the minimum lot size that would be required for each home in a conventional subdivision and locate homes on a portion of a development parcel in order to preserve the remainder of the parcel in open space. Kenosha County's RC Rural Cluster Development Overlay District allows clustered, low-density single-family residential development to preserve environmentally sensitive areas or farmland, which are then set aside as protected, common open space or as preserved farmland. The RC Rural Cluster Development Overlay District zoning is allowed in the A-2, R-1, and C-2 Zoning Districts, setting forth specific rules regarding the preservation, ownership, and maintenance of common open space and facilities. One rural cluster subdivision, Woodhaven Meadows, had been platted in the Town as of 2009.

# PART 3: HOUSING GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

# **Goals:**

- Support a range of housing types to serve the varied and special needs of Town residents.
- Strive to accommodate new residential development at appropriate densities.
- Support fair housing practices.
- Encourage builders and property owners to build and maintain safe and decent housing for all Town residents.

# **Objectives:**

- To provide suitable locations for the development of a variety of housing types with a range of prices, to help provide affordable housing choices for persons of all income levels, age groups, and physical abilities.
- To encourage builders to provide well-constructed housing with adequate services.

# **Policies:**

- Implement the policies regarding residential development set forth in the Land Use Element (Chapter VI).
- Provide medium-density or suburban-density residential areas to be developed or redeveloped with housing to serve the needs of persons of all income levels, ages, and persons with disabilities, including affordable housing and assuring that all applicable sanitary, Town land division, and County zoning and land division regulations are met.
- Support Kenosha County Housing Authority and other programs that provide grants or lowinterest loans to renovate older homes that are in disrepair or do not meet lead-safe standards, or assist low-income households to achieve homeownership.
- Support appropriate County, private, and organizational efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.
- Support preventive maintenance of existing housing units and early rehabilitation of deteriorating housing units.
- Discourage building on poor soils or in other areas poorly suited for development.
- Encourage residential development only on soils that are well suited to such development when served by private onsite waste treatment systems (POWTS) and private wells in order to avoid the creation of water pollution and public health problems.
- Discourage housing discrimination based on protected classes and unlawful acts set forth in Federal and State laws.
- Encourage housing that is built using sound construction techniques and quality workmanship, including "green" housing development techniques.
- Support efforts by private developers and other housing providers to include construction design concepts such as Universal Design⁴ and Visitability.⁵

# **Programs:**

- Areas on the Town land use plan map (Map 24 in Chapter VI) designated as medium-density or suburban-density residential may be developed or redeveloped with housing to serve the needs of persons of all income levels, ages, and persons with disabilities, including affordable housing and assuring that all applicable sanitary, Town land division, and County zoning and land division regulations are met.
- Implement the programs regarding residential development set forth in the Land Use Element (Chapter VI).

⁴Accessibility for persons with disabilities can be increased by providing homes with wider doors and hallways, level surfaces, bathrooms on the first floor, and other features, often referred to as "Universal Design."

⁵Visitability is a movement to change home construction practices so that all new homes, not just custom built homes, offer a few specific features that make the home easier for people with mobility impairment to live in or visit. Minimum requirements include wide passage doors, at least a half-bath on the first floor, and at least one zero-step entrance approached by an accessible route on a firm surface no steeper than a 1:12 grade from a driveway or public sidewalk.

- Continue to enforce the Town building code to ensure adequate insulation, heating, and plumbing.
- Continue to cooperate with Kenosha County to ensure the County has reviewed proposed land divisions for compliance with the County Land Division and Sanitary Ordinances relating to land suitability, wastewater treatment and disposal, and other applicable requirements.

# SUMMARY

The first two parts of this chapter provide inventory information on existing housing stock and housing demand information, a description of government housing programs, and information on community policies and ordinances that affect the type of housing permitted in the Town of Salem. The planning recommendations set forth in Part 3 of this chapter are directly related to the inventory information. Inventory findings include:

- There were 3,939 total housing units in the Town in 2000. About 74 percent, or 2,920 were owneroccupied and about 16 percent, or 609, were renter-occupied. About 10 percent of the total housing units, or 410 units, were vacant.
- The median value for owner-occupied housing units in the Town in 2000 was \$137,300.
- In 2008, the median sale price for a housing unit in Kenosha County was \$158,700; this is an increase of nearly 36 percent from the median sale price in 2000.
- In 2000, about 88 percent of housing units in the Town were in single-family structures and about 2 percent were in two-family structures. About 6 percent of units were in multi-family structures and about 3 percent were mobile homes or other types of residential structures.
- The number of residential units in the Town increased from 3,939 to 4,691, or by about 39 percent, between 2000 and 2006. Although there was an increase in the total number of housing units between 2000 and 2006, the percentage of units in single-family, two-family, multi-family, and other residential structures remained similar.
- The median year homes were built was 1965 for the Town and 1964 for the County as a whole.
- About 59 percent of housing units in the Town had a condition score of excellent/very good or good in 2006. About 40 percent of housing units in the Town were rated as average or fair. About 1 percent of housing units were determined to be in poor/very poor condition and less than 1 percent were determined to be in unsound condition. This indicates that the existing housing stock in the Town is in good condition and does not need to be included as a factor in the housing unit demand projection for 2035.
- About 2,111 housing units should be added to the existing housing stock in the Town to meet the projected housing demand by the plan design year of 2035.
- Agencies involved in administering housing programs include the Kenosha County Housing Authority; the City of Kenosha Housing Authority; the Wisconsin Department of Commerce Division of Housing and Community Development (DHCD); the U.S. Department of Agriculture (USDA) Rural Development; the Wisconsin Housing and Economic Development Authority (WHEDA); and the U.S. Department of Housing and Urban Development (HUD).
- Zoning in the Town of Salem is regulated by the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. This zoning ordinance allows for single-family residential zoning districts, two- and three-family zoning districts, and multi-family districts. The County zoning ordinance also allows for mobile homes.
- Minimum lot sizes in the single-family urban and suburban residential zoning districts of the Kenosha County zoning ordinance range from 6,000 square feet to 40,000 square feet, or just under one acre.

- The Kenosha County zoning ordinance includes planned unit development (PUD) zoning regulations to alter minimum lot size, frontage, and yard requirements, provided that adequate open space is set aside so that the average residential density of the PUD is no greater than that permitted in the underlying district. The County PUD regulations generally limit the uses allowed in the PUD to the uses permitted in the underlying zoning district.
- The Kenosha County zoning ordinance contains an overlay zoning district for conservation subdivisions under the RC Rural Cluster Development Overlay District. The RC Rural Cluster Development Overlay District zoning is allowed in the A-2, R-1, and C-2 Zoning Districts, setting forth specific rules regarding the preservation, ownership, and maintenance of common open space and facilities.
- Goals, objectives, policies, and programs intended to provide an adequate housing supply to meet existing and projected housing demand, including a range of housing choices to meet the needs of all income levels, age groups, and persons with special needs in the Town are presented in Part 3 of this Chapter.

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# **Chapter VIII**

# **TRANSPORTATION ELEMENT**

# **INTRODUCTION**

The transportation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(c) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide the future development of various modes of transportation in the Town. Under the comprehensive planning law, the transportation element should incorporate State and Regional transportation plans, and compare Town goals, objectives, policies, and programs to those of State and Regional transportation plans.

Modes of transportation addressed in this element include:

- Arterial streets and highways
- Collector and land access streets
- Public transit
- Transportation systems for persons with disabilities and the elderly
- Bicycle and pedestrian facilities
- Electronic Personal Assistive Mobility Devices
- Railroads
- Air transportation
- Trucking and water transportation

This chapter is divided into three parts; an inventory of existing transportation facilities in the Town and County; a description of the regional transportation system plan; and goals, objectives, policies, and programs for transportation facilities in the Town and County.

# PART 1: TRANSPORTATION FACILITIES AND SERVICES

This section presents inventories of the existing transportation system in Kenosha County and the Town of Salem. Much of the inventory information included in this section is drawn from the regional transportation system plan. The 2035 regional transportation plan includes five elements: public transportation, transportation systems management, travel demand management, bicycle and pedestrian facilities, and arterial streets and highways. Inventory information relating to each of these elements is presented in this section. Information on rail, harbors, and airport services is also provided.

# **Streets and Highways**

The street and highway system serves several important functions, including the movement of through vehicular traffic; providing vehicular access to abutting land uses; providing for pedestrian and bicycle circulation; and serving as the location for utilities and stormwater drainage facilities. Two of these functions—traffic movement and land access—are basically incompatible. As a result, street and highway system design is based on a functional grouping or classification of streets and highways, based on the primary function served. The three functional classifications of streets and highways are: arterial streets, collector streets, and land access streets. In 2009, there were approximately 114 miles of streets and highways in the Town of Salem,¹ under the Town's Wisconsin Department of Transportation (WisDOT) certified mileage. Streets and highways in the Town are shown on Map 30.

# Arterial Streets

The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. The regional transportation system plan² identifies the location, number of lanes, and the level of government recommended to have jurisdiction over each arterial street and highway. Recommendations for the location and number of lanes of arterial streets and highways are determined in part by travel simulation models, which are used to determine the existing and potential travel demand on proposed transportation networks, based on the development pattern recommended by the regional land use plan.

In addition to their functional classification, arterial streets and highways are also classified by the unit of government that has responsibility, or jurisdiction, over the facility. WisDOT has jurisdiction over the State trunk highway (STH) system, Kenosha County has jurisdiction over the County trunk highway (CTH) system, and each local government has jurisdiction over local arterial streets within the local government.

There were about 38.8 miles of arterial highways in the Town in 2009. About 10.3 miles were under the jurisdiction of WisDOT, including STH 50, 75 and 83. About 26.4 miles of arterial highways were under the jurisdiction of Kenosha County, CTH B, C, K, W, AH, that portion of CTH F west of CTH SA, that portion of CTH JF north of 119th Street, and that portion of CTH SA west of 264th Avenue. There were about 2.1 miles of arterial streets under Town jurisdiction, including 264th Avenue and Rock Lake Road.

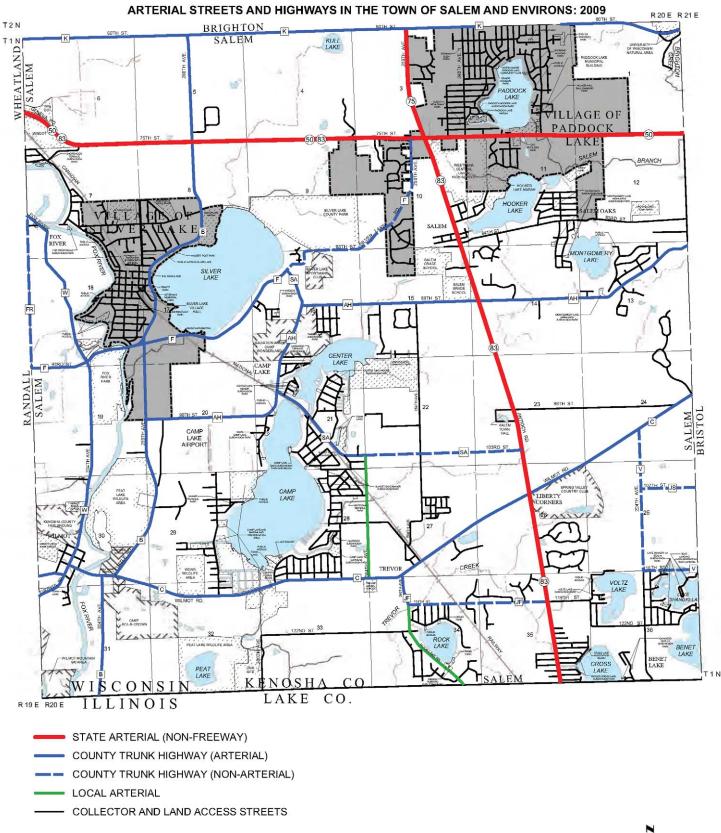
The State trunk highway system, which includes Interstate Highways, U.S.-numbered highways (USH), and State trunk highways, generally carry the highest traffic volumes, provide the highest traffic speeds, have the highest degree of access control, and serve land uses of statewide or regional significance. State trunk highways serve the longest trips, principally carrying traffic traveling through Kenosha County and between Kenosha County and other counties. County trunk highways form an integrated system together with the State trunk highways and principally serve traffic between communities in the County or in adjacent counties, and land uses of countywide importance. Local arterial streets and highways would serve the shortest trips, serve locally-oriented land uses, carry the lightest traffic volumes on the arterial system, provide lower traffic speeds, have the least access control, and principally serve traffic within a local government (typically in cities and villages).

# **Collector and Land Access Streets**

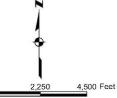
The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and the land access streets. In addition to collecting and distributing traffic to and from the land access streets, collector streets usually perform a secondary function of providing access to abutting property. The right-of-way width and cross-section for collector and land

¹*Total street and highway mileage does not include private streets.* 

²The most recent regional transportation system plan is documented in SEWRPC Planning Report No. 49, A Regional Transportation System Plan for Southeastern Wisconsin: 2035, June 2006.







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access streets are generally uniform throughout a community,³ compared to arterial streets whose widths and cross-sections vary based on anticipated traffic loads. In 2009, there were about 74.7 miles of collector and land access streets in the Town, including about 7.9 miles of non-arterial county trunk highways (CTH V, FR, JF, JS, that portion of CTH F east of CTH SA, and that portion of CTH SA east of 264th Avenue), and about 66.8 miles under Town jurisdiction.

## **County and Local Street Inventory**

WisDOT maintains a detailed database of county and local street information in the "Wisconsin Information System for Local Roads" (WISLR). Physical attributes such as right-of-way and pavement width, number of traffic lanes, type of surface and pavement rating, the presence and type of shoulders or curbs, and the presence of sidewalks are available through a database that can be accessed through the WisDOT website by registered users. Administrative information, including the functional classification and owner of street, can also be obtained. The information in the database is provided by county and local governments, and is intended to assist in reporting roadway pavement conditions. Under Section 86.302 of the *Wisconsin Statutes*, pavement ratings must be submitted to WisDOT by each county and local government every other year. The PASER method (pavement surface evaluation and rating) is the most commonly used method in Wisconsin.

## Systems Management

The existing freeway traffic management system in Southeastern Wisconsin consists of many elements which are often referred to as intelligent transportation systems. The elements of the freeway traffic management system include: traffic detectors, ramp metering, high-occupancy vehicle bypass ramps, variable message signs, highway advisory radio, closed-circuit television, service patrols, crash investigation sites, and enhanced reference markers. Traffic detectors, a variable message sign, a crash investigation site, a freeway service patrol, and closed-circuit television cameras are present on portions of the Kenosha County section of the freeway system.

Traffic detectors measure the speed, volume, and density of freeway traffic. This data is monitored at the Wisconsin Department of Transportation's Traffic Operation Center in Milwaukee for disruptions in traffic flow and for use in determining the operation of the ramp meter system in southeastern Wisconsin. Traffic detectors are located at one to two mile intervals along IH 94 in Kenosha County.

Variable message signs provide real-time information to travelers about downstream freeway traffic conditions. WisDOT uses variable message signs to display current travel times to selected areas and to display information about lane and ramp closures as well as where travel delays begin and end. In the event of child abduction, the variable message signs are also used to display an amber alert. There is one variable message sign in Kenosha County, located along the northbound lane of IH 94 at CTH C in the Village of Pleasant Prairie.

Freeway service patrols assist disabled motorists with specially equipped vehicles. When freeway service patrols encounter severe incidents, they have the appropriate communication equipment to ensure that the appropriate personnel and equipment may be dispatched to the scene, prior to arrival by a first responder. In Kenosha County, the freeway service patrol is known as the Gateway Patrol. Gateway Patrol involves four vehicles under contract with the Wisconsin Department of Transportation. The Gateway Patrol Vehicles are tow vehicles which have been painted bright lime green for better visibility at night and during inclement weather. The Gateway Patrol operates on IH 94 in Kenosha County.

Crash investigation sites are designated safe zones for distressed motorists to relocate to if they are involved in a crash or an incident on the freeway. There is one crash investigation site, the Wisconsin Tourism Information Center near STH 165, on IH 94 in the Village of Pleasant Prairie. This site is intended for use by motorists

³Minimum right-of-way and pavement width requirements for new town roads are specified in Section 82.50 of the Wisconsin Statutes. In addition, the Town of Salem Land Division Control Ordinance (as amended) provides detailed minimum required right-of-way and pavement widths for Town roads and the Town of Salem Comprehensive Plan is consistent with those requirements.

involved in an incident to exchange insurance information or to make emergency repairs to their vehicle following a minor collision or breakdown. These sites are also used by the freeway service patrols to relocate the distressed motorists they assist.

There are also four closed-circuit television cameras along IH 94 in Kenosha County, which provide real-time video for the identification and confirmation of congested areas and incident locations. Video is monitored at the WisDOT Traffic Operation Center in Milwaukee. Video is supplied to some emergency response agencies so that their dispatchers can provide personnel with incident locations and information. WisDOT also provides some of its camera images to the media and to its website for viewing by the general public.

In addition, a WisDOT weigh station is located in the Village of Pleasant Prairie on the east side of IH 94 and south of CTH ML about one-quarter mile north of the Wisconsin-Illinois State line.

### **Public Transportation**

Public transportation is the transportation of people by publicly operated vehicles between trip origins and destinations, and may be divided into service provided for the general public and service provided to special population groups. Examples of special group public transportation include yellow school bus service operated by area school districts, and fixed-route bus and paratransit van service provided by counties or municipalities for the elderly and disabled. Public transportation service to the general public may further be divided into the following three categories:

- Intercity or interregional public transportation, which provides service across regional boundaries, and includes Amtrak railway passenger service, interregional bus service, and commercial air travel.
- Urban public transportation, commonly referred to as public transit, is open to the general public and provides service within and between large urban areas. Urban public transit serves intraregional travel demand, is open to the general public, and operates with and between large urban areas. Kenosha County has express transit service and local levels of service. The fixed-route Kenosha Area Transit and fixed-route Kenosha-Racine-Milwaukee commuter bus fall into this category.
- Rural and small urban community public transportation, which is open to the general public and provides service in and between small urban communities and rural areas, may also provide connections to urban areas. The western Kenosha County transit system operated by the County falls into this category.

Public transit is essential in any metropolitan area to meet the travel needs of persons unable to use personal automobile transportation; to provide an alternative mode of travel, particularly in heavily traveled corridors within and between urban areas and in densely developed urban communities and activity centers; to provide choice in transportation modes as an enhancement of quality of life; and to support and enhance the economy. In September 2007, the Kenosha County Department of Human Services initiated the operation of public transit services in western Kenosha County which includes fixed-route bus service for the Twin Lakes, Silver Lake, and Paddock Lake areas and advance-reservation door-to-door service for the remaining portions of western Kenosha County or for those who cannot use the bus services because they are disabled.

### Interregional Public Transportation

Rail, bus, ferry, and airline carriers provide Kenosha County residents with public transportation service between the Southeastern Wisconsin Region and a number of cities and regions across the Country, as described in the following paragraphs.

### Rail Service

Commuter rail service is provided between the City of Kenosha and Chicago by Metra's Union Pacific North line with intermediate stops between Kenosha and downtown Chicago in the north shore suburbs of northeastern Illinois. The railway station at 54th Street and 13th Avenue in Kenosha is the northern terminus of this service. On weekdays in 2006, this service consisted of nine commuter trains in each direction between Kenosha and Chicago. On Saturdays, five southbound trains and seven northbound trains operate throughout the day. On Sundays and holidays three trains operate in each direction.

The National Rail Passenger Corporation, or Amtrak, provides intercity passenger service between Chicago, Milwaukee, and Minneapolis-St. Paul over Canadian Pacific Railway lines. Amtrak's Empire Builder route provides one daily round trip between Chicago, Milwaukee, Minneapolis-St. Paul, and Seattle. In addition, the Hiawatha route provides seven daily Milwaukee-Chicago round trips scheduled throughout the day, with the first early morning trip in each direction not operating on Sundays or holidays. Currently, there are no stops within the County; the nearest stop is located in the Village of Sturtevant in Racine County, which is served by all Milwaukee-Chicago Amtrak trains.

### Bus Service

Intercity bus service in the County is provided by Coach USA and Greyhound Lines. Coach USA operates two intercity bus routes serving Kenosha County. The Airport Express route provides service over IH 94 between downtown Milwaukee and Chicago's O'Hare International and Midway Airports, including a stop at Milwaukee's General Mitchell International Airport. Service over the route consists of 14 daily round trips, which includes a stop in Kenosha at the intersection of IH 94 and STH 50. Coach USA also operates a Dairyland Greyhound Park route between Milwaukee and Dairyland Greyhound Park at 5522 104th Avenue in the City of Kenosha. Service over that route consists of two round trips on Wednesdays and Saturdays, and one round trip on Thursdays, Fridays, and Sundays.

Service provided by Greyhound in Southeastern Wisconsin is centered in Milwaukee, which the carrier uses as a regional hub at which passengers have the opportunity to transfer between buses. Greyhound operates between nine and 11 daily round trips between Milwaukee and Chicago, two of which include stops in Kenosha (at the Metra passenger terminal in downtown Kenosha). The company's Milwaukee-Chicago service is strongly oriented towards providing connections for Milwaukee area passengers with other long-distance buses at its Chicago hub, as well as accommodating Milwaukee-Chicago trips.

### Ferry Service

There is no Lake Michigan cross-lake ferry service directly to Kenosha County, but a passenger and car cross-lake ferry service is available between Milwaukee and Muskegon, Michigan. The ferry service operates in the months of May through October of each year.

### Commercial Air Service

There are no airports in Kenosha County providing public commercial (passenger) air service. Local airports, including the Kenosha Regional Airport discussed later in this chapter, play a crucial role, however, in fostering business growth and providing certain public services such as facilities for emergency medical flights, law enforcement, pilot training, and other community services. Passenger air service for County residents is provided by a number of air carriers at Milwaukee County's General Mitchell International Airport, located 40 miles to the north. In 2005, there were over 450 scheduled nonstop weekday flights between General Mitchell International airport and 50 other cities and metropolitan areas, with connections available to any destination served by air. Chicago's O'Hare and Midway International Airports, offering public commercial air service to destinations throughout the world are located 50 and 70 miles, respectively, to the south.

### **Urban Public Transportation**

### **Express Transit**

The Kenosha-Racine-Milwaukee Commuter Bus, operated by Wisconsin Coach Lines/Coach USA, offers fixedroute express transit service between the Cities of Kenosha, Racine, and Milwaukee. Service over this express route consists of eight round trips on weekdays and four round trips on weekends and holidays. This route includes five regular stops in Kenosha County, including the intersection of 63rd Street and 22nd Avenue, the Kenosha Transit Center/Metra Train Station, the intersection of Sheridan Road and Washington Road, and Carthage College.

## Local Transit: Fixed-Route

Local transit in the Kenosha area is provided by the City of Kenosha and operated using public employees under the direct supervision of the City of Kenosha Department of Transportation. The transit system includes seven regular, numbered bus routes, radial in design and emanating from downtown Kenosha, with direct, nontransfer service from the downtown area to all portions of the City and its immediate environs, including the University of Wisconsin-Parkside. Three other bus routes provide local transit service to major commercial, recreational, and employment centers which have developed west of Green Bay Road (STH 31) outside the regular Kenosha local transit service area. These routes provide service to Southport Plaza and the Factory Outlet Center in the Town of Bristol, LakeView Corporate Park and the Shoppes of Prairie Ridge in the Village of Pleasant Prairie, and Indian Trail Academy and various City of Kenosha industrial parks.

Since 2000, Kenosha Area Transit has also operated a 1.7-mile streetcar loop in the downtown central business district. The electric streetcar line connects the central transfer terminal for the bus routes, the Metra commuter rail station, the Kenosha central business district, and the HarborPark residential development.

## Specialized Transportation Services

Specialized transportation services, or special group public transportation, provide demand-responsive service to individuals who are elderly, disabled, or assessed as unable to use other transportation services.

## Kenosha Care-A-Van Program

The Kenosha Care-A-Van Program provides transportation services for elderly or disabled residents of Kenosha County who are unable to use the City's bus system or who do not have access to public transportation. This door-to-door service operates from 6:00 a.m. to 6:00 p.m. Monday through Saturday and requires 24 hours advance reservation. All vehicles are wheelchair accessible. The Kenosha Care-A-Van program is provided through the Kenosha County Department of Human Services-Division of Aging Services, and service is provided to the program by the Kenosha Achievement Center.

## Volunteer Escort Service

The Volunteer Escort Service is provided to ambulatory elderly and disabled individuals by volunteer drivers through the Kenosha County Department of Human Service-Division of Aging Services. The program serves Kenosha County and surrounding counties and operates seven days a week depending upon volunteer availability. This service requires 48 hours advance notice and provides rides for medical appointments, shopping, and personal business.

### Private-for-Profit Providers

There are several private-for-profit companies that provide transportation services to and from medical facilities. They include:

- Bucko Ambulatory Transport Provides advance reservation, door-to-door service and discounted rates for clients qualifying for medical assistance as set forth in Title XIX of the Social Security Act. Service is provided throughout Kenosha County Monday through Friday from 5:00 a.m. to 5:00 p.m.
- CMB Taxi Provides advance reservation, door-through-door service and discounted rates for clients qualifying for medical assistance as set forth in Title XIX of the Social Security Act. Service is provided throughout Kenosha County 24-hours a day, seven days a week.
- KAS Transportation Provides advance reservation, door-through-door service and discounted rates for Kenosha Human Development Service clients, Community Options Program participants, and clients qualifying for medical assistance as set forth in Title XIX of the Social Security Act. Service is provided throughout Kenosha County 24-hours a day, seven days a week.
- Southport Transportation Provides advance reservation, door-through-door service and discounted rates for clients qualifying for medical assistance as set forth in Title XIX of the Social Security Act. Service is provided throughout Kenosha County seven days a week from 5:00 a.m. to 10:00 p.m.

## **Bicycle and Pedestrian Facilities** *Bikeways*

A "bikeway" is a general term that includes any street, path, or way that may legally be used for bicycle travel. Types of bikeways include "bike paths," which are physically separated from motorized vehicles; "bike lanes," which are portions of roadways that are designated by striping, signing, and pavement markings for the exclusive or preferential use of bicycles; and "shared roadways," which are roadways that do not have designated bicycle lanes, but may be legally used for bicycle travel. Generally, all streets and highways except freeways may be used by bicyclists. A "bike route" or "bike trail" is a bikeway designated with directional and information markers, and may consist of a combination of bike paths, bike lanes, and shared roadways. Bikeways are also classified as either "on-street" or "off-street" bikeways. On-street bikeways include bike ways located in a street right-of-way, which include bike lanes, shared roadways signed as bike routes, and bike paths separated from motor vehicle lanes but within the street right-of-way. "Off-street" bikeways are bike paths not located in a street right-of-way. Off-street bikeways are bike paths not located in a street right-of-way. Off-street bikeways are bike paths not located in a street right-of-way. Off-street bikeways are typically located in utility rights-of-way, public parks, along rivers or streams, or may serve as short connectors between residential areas and commercial or public facilities.

Bikeways in the County totaled about 36 miles. The longest bikeway in the County is the Kenosha County Bicycle Trail, which extends eight miles north to south through the Village of Pleasant Prairie and the Town of Somers. The Kenosha County Bicycle Trail is located on the former Chicago, North Shore & Milwaukee Railway Company right-of-way and is an off-street bikeway consisting of two segments. The northern segment, now a We Energies powerline right-of-way, is about five miles long, extending from 35th Street in the City of Kenosha through the Town of Somers to the Kenosha-Racine County line. The northern segment connects to the Milwaukee-Racine-Kenosha (MRK) Trail in Racine County; the MRK Trail extends northward to the City of Racine and Milwaukee County. The three-mile southern segment, owned by Kenosha County, extends from 89th Street in the City of Kenosha through the Village of Pleasant Prairie to the Illinois-Wisconsin State line. The southern segment connects to the North Shore Path in Lake County, Illinois; the North Shore Path extends south to the Cities of Zion and Waukegan in Lake County. The Pike Trail through the City of Kenosha connects the northern and southern segments of the County trail. Additional on-street and off-street bikeways are located in the City of Kenosha; the Villages of Pleasant Prairie, Paddock Lake, Silver Lake, and Twin Lakes; and the Towns of Paris and Somers.

# **Pedestrian Facilities**

A comprehensive inventory of pedestrian facilities, such as sidewalks, has not been completed for Kenosha County. However, SEWRPC has developed a pedestrian facilities policy, which applies to facilities in the County. It recommends that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities in the Region adopt and follow certain recommended policies and guidelines with regard to the development of those facilities. These policies and guidelines are designed to facilitate safe and efficient pedestrian travel within the Region and are documented in Appendix B of the 2035 regional transportation system plan. The regional standards recommend providing sidewalks on both sides of streets in commercial and industrial areas, and in residential areas with densities consisting of one dwelling unit per 19,999 square feet or less in area. Sidewalks are recommended on at least one side of the street in residential areas with densities of 20,000 square feet to 1.5 acres per dwelling unit. Sidewalks are generally not needed in residential areas where lot sizes are 1.5 acres or larger. Sidewalks along streets may be replaced by perimeter and/or internal pathway systems.

# Electric Personal Assistive Mobility Devices (EPAMD)

As of 2004, there were approximately 160,000 people in the U.S. who used electric-powered wheelchairs or scooters. As baby boomers become senior citizens and mobility becomes a concern for this large population, the use of these aids is expected to rise.

Most wheelchairs are designed for use on sidewalks, driveways, and hard, even surfaces. Newer designs for wheelchairs are more similar to scooters than to the traditional design of the wheelchair. The impetus for this new design has been people's desire for more independence and mobility, to the point of being able to mount curbs and travel over rough ground.

Because of safety concerns, some communities have begun regulating EPAMDs by requiring reflectors and a headlamp during non-daylight hours, not allowing them on roads with speed limits higher than 25 mph, or restricting them to sidewalks and bike paths. Regulations in the Town of Salem have thus far been unnecessary due to the rare use of EPAMDs.

# Other Transportation Facilities and Services

# **Rail Freight Services**

Railway freight service was provided over four routes through Kenosha County by three railway companies over approximately 50 miles of active mainline railway in 2006. The Union Pacific Railroad provided freight service over two north-south routes in the County: the New Line Subdivision line and the Kenosha Subdivision line, both of which are approximately 12 miles in length and pass through portions of the City of Kenosha, Village of Pleasant Prairie, and Town of Somers. These main lines are connected by a 4-mile northeasterly-southwesterly local branch line through the City of Kenosha and the Village of Pleasant Prairie. The Canadian Pacific (CP) Railway provided freight rail service over a 12-mile north-south main line which also passes through portions of the City of Kenosha, Village of Pleasant Prairie, and Town of Somers. The Canadian National (CN) Railway provided freight service over an approximately 10-mile northwesterly-southeasterly main line segment of railway.⁴ This line travels through the Village of Silver Lake and the Towns of Salem and Wheatland. The main lines in Kenosha County are important transportation corridors connecting the County with the Milwaukee and Chicago metropolitan areas.

As already noted, passenger train service is provided over two of these railway lines within the County: the Metra commuter-rail service between Kenosha and Chicago, which utilizes the Union Pacific Railroad tracks on the east side of the City of Kenosha and Village of Pleasant Prairie, and the Amtrak Milwaukee-Chicago intercity service, which utilizes the CP Railway tracks.

## Ports and Harbors

There two harbors located in Kenosha County: the Kenosha Harbor located in the City of Kenosha and Prairie Harbor in the Village of Pleasant Prairie. Kenosha Harbor includes Simmons Island Marina, located on Lake Michigan adjacent to downtown Kenosha. Simmons Island Marina is open to the public and owned and managed by the City of Kenosha. The marina offers 142 slips with boater restrooms, showers and laundry facilities, fuel and pump-out stations, and a fish cleaning station. Simmons Island Marina operates seasonally between April 15 and October 31 of each year. Kenosha Harbor also includes U.S. Coast Guard Station Kenosha, which is co-located with the U.S. Coast Guard Aids to Navigation Team Kenosha. Southport Marina, located at the southern end of the Kenosha Harbor and adjacent to downtown, is open to the public and owned and managed by Southport Marina Development. Southport Marina offers approximately 300 full-service boat slips, 50 limited service slips, boater restrooms, shower and laundry facilities, fuel and putout stations, as well as winter storage and boat repair facilities. Southport Marina operates seasonally between April 15 and October 15 of each year. Prairie Harbor in the Village of Pleasant Prairie, located along the state line between Illinois and Wisconsin, is home to the Prairie Harbor Yacht Club Marina. This is a private marina offering 151 full-service slips that include dock boxes, water, electricity, clubhouse rentals, and dockside pump out.

There are no ports⁵ located in the County. Water freight facilities and services are provided to the County by the Port of Milwaukee, which is located approximately 43 miles north in the City of Milwaukee.

# Airports and Heliports

Kenosha Regional Airport, located north of STH 158 and east of IH 94, is the only publicly-owned public-use general aviation airport in the County offering chartered air service and air freight services. The airport is owned, operated, and maintained by the City of Kenosha. The airport serves as a General Utility-Stage II airport. This

⁵Ports are defined as facilities for the docking, loading, or unloading of ships, barges, or boats that primarily transport freight.

⁴*This rail line, formerly the Wisconsin Central Limited, was acquired by the Canadian National Railway in 2001.* 

class of airports is intended to serve all single-engine aircraft, virtually all twin-engine piston and turboprop aircraft, and most business and corporate jets. Westosha and Vincent Airports in the Town of Randall and Camp Lake Airport in the Town of Salem are privately-owned airports available for public use. Westosha offers a paved runway while both Camp Lake and Vincent Airports provide turf runways. As described earlier in this chapter, commercial airline service is provided to County residents by General Mitchell International Airport, located in eastern Milwaukee County, and in Chicago at the O'Hare and Midway International Airports.

There are eight privately-owned, private-use airports in the County: Olson's and Flaglor in the Town of Brighton; Bristol, Chilcott Farms, Dutch Gap Airstrip, Thompson Strawberry Farm, and Winfield all located in the Town of Bristol; and Foxewood in the Town of Wheatland. These airports provide turf runways with few other facilities, such as lighting or navigational aids. Many of these airports serve agricultural-related uses. Six private heliports are also located in the County: Aurora Medical Center and Kenosha Hospital and Medical Center in the City of Kenosha; St. Catherine's Hospital in the Village of Pleasant Prairie; Westosha Emergency Center in the Village of Silver Lake; Leach Farms in the Town of Brighton; and Kenosha County in the Town of Bristol.

# PART 2: REGIONAL TRANSPORTATION SYSTEM PLAN

The adopted Regional Transportation System Plan is set forth in SEWRPC Planning Report No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin: 2035.* The plan is designed to serve the land use pattern developed as part of the regional land use plan for 2035. The Regional Transportation System Plan is multi-modal, and provides recommendations for a transportation system that integrates several modes, or means, of transportation. The plan's vision is:

"A multi-modal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region's economy by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region's natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan and minimizing the capital and annual operating costs to the transportation system."

The Regional Transportation System Plan includes recommendations regarding five key transportation elements: public transit, bicycle and pedestrian facilities, transportation system management, travel demand management, and arterial streets and highways. The public transit element envisions significant improvement and expansion of public transit in southeastern Wisconsin, including development of both rapid transit and express transit systems, improvements of existing local bus service, and the integration of local bus service with the proposed rapid and express transit services. The bicycle and pedestrian facility element is intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to motor vehicle travel.

The transportation systems management element includes measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. The travel demand management element includes measures intended to reduce personal and vehicular travel or to shift such travel to alternative times and routes, allowing for more efficient use of the existing capacity of the transportation system. The arterial street and highway element recommends arterial street improvements needed to address the residual congestion not expected to be alleviated by implementation of the land use, transportation systems management, travel demand management, bicycle and pedestrian facilities, and public transit recommendations.

# **Arterial Streets and Highways Element**

The Regional Transportation System Plan recommends a street and highway system that supports the existing development pattern and promotes the implementation of the regional land use plan. Among other recommendations, the regional land use plan recommends centralized urban development within planned urban service areas, which can be more economically served by transportation facilities and services than low density development. That recommendation is generally reflected in the Town land use element.

Recommendations for the maintenance, improvement, and expansion of arterial streets and highways in Kenosha County from the Regional Transportation System Plan are shown on Map 31. Alternative alignments for the conceptual location of the proposed street and highway segments shown on Map 31 will be evaluated during preliminary engineering, which will precede construction of proposed routes. Recommended functional improvements in the Town include the planned widening of STH 83 from two to four lanes south of STH 50, which has been completed.

The Regional Transportation System Plan also makes recommendations for arterial street and highway system jurisdictional responsibility; specifically, which unit of government (State, County, or local) should have jurisdiction over each arterial street and highway and be responsible for maintaining and improving the facility. Map 32 shows the level of government recommended to have jurisdiction over arterial streets and highways in Kenosha County by 2035. Recommended jurisdictional changes in the Town include the transfer of STH 75 from State to County jurisdiction, the transfer of 264th Avenue from local (Town) jurisdiction to County jurisdiction between CTH C and CTH SA, and the transfer of Rock Lake Road from local (Town) to County jurisdiction. The State, County, and Town would have to agree to any transfer before it could occur.

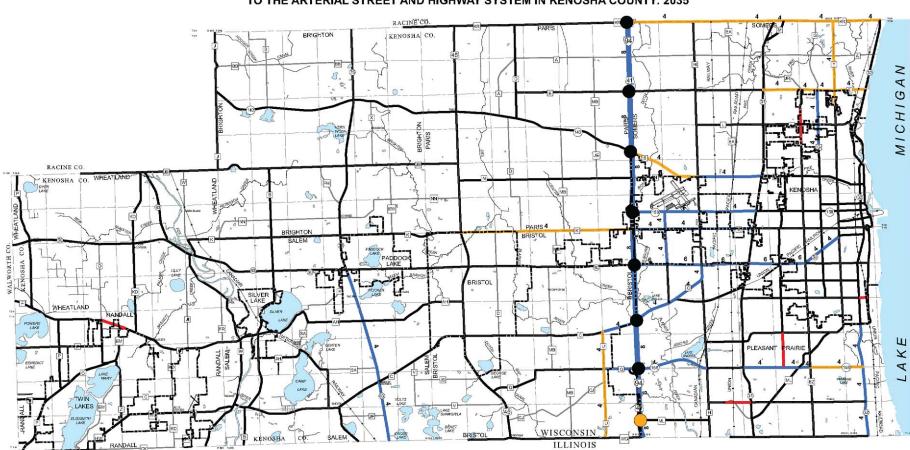
SEWRPC staff will be working with the County jurisdictional highway system planning committee during 2010 to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the 2035 regional plan. This will be an extensive effort that will involve the review and redefinition of the functional criteria used to determine which level of government should have jurisdiction over each arterial street, and the application of those criteria to arterial streets and highways in the County. This effort may change the jurisdictional recommendations of the regional plan, which will be amended to reflect the recommendations of the jurisdictional plan. Changes to the functional classification of streets and highways may also result from the comprehensive update of the County jurisdictional highway system plan.

### **Transit Element**

The public transit element of the Commission's adopted regional transportation system plan for the year 2035 recommends improved and expanded rapid transit connections from eastern Kenosha County to Milwaukee and through Milwaukee to the other urban centers of Southeastern Wisconsin, and improved and expanded local transit service in eastern Kenosha County, focusing on the City of Kenosha. Implementation of the recommendations set forth in the transit element will result in a doubling of transit service Region-wide over the plan design period, including a 204 percent increase in rapid transit revenue vehicle-miles, a 59 percent increase in local transit revenue vehicle-miles, and the institution of new express transit services. These increases will provide for enhanced transit service levels on the City of Kenosha Area Transit System (KATS), including more attractive peak and non-peak service frequency levels and faster connections to employment centers located along STH 31 in eastern Kenosha County and in both Racine and Milwaukee Counties. The plan also identifies the potential to upgrade rapid and express bus services to guideway transit services, including from Kenosha through eastern Kenosha County to downtown Milwaukee. The specific long-range plan recommendations for Kenosha County include the following:

• The provision of rapid transit service between eastern Kenosha County and the Milwaukee Central Business District (CBD). The plan envisions a new commuter rail line passing through eastern Kenosha County over tracks owned by the Union Pacific Railroad and providing service between Kenosha and downtown Milwaukee. This new service would connect with the existing Metra service which ends in Kenosha and serves the Chicago area. The new commuter rail route would be designed to provide bidirectional service to allow Kenosha County residents to travel to jobs in Milwaukee County, as well as travel by residents of Milwaukee and Racine Counties to jobs in Kenosha County and Northeastern Illinois. Connections would also be available via local and express bus services to major employment centers in eastern Kenosha County and around the IH 94-STH 50 freeway interchange.

In addition, a corridor feasibility study was completed for the Chicago-based commuter rail extension to the City of Burlington. The commuter rail corridor was envisioned to pass through western Kenosha County in the Village of Silver Lake and the Towns of Salem and Wheatland over tracks owned by the



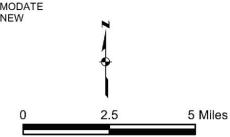
### RECOMMENDED FUNCTIONAL IMPROVEMENTS TO THE ARTERIAL STREET AND HIGHWAY SYSTEM IN KENOSHA COUNTY: 2035

### ARTERIAL STREET OR HIGHWAY

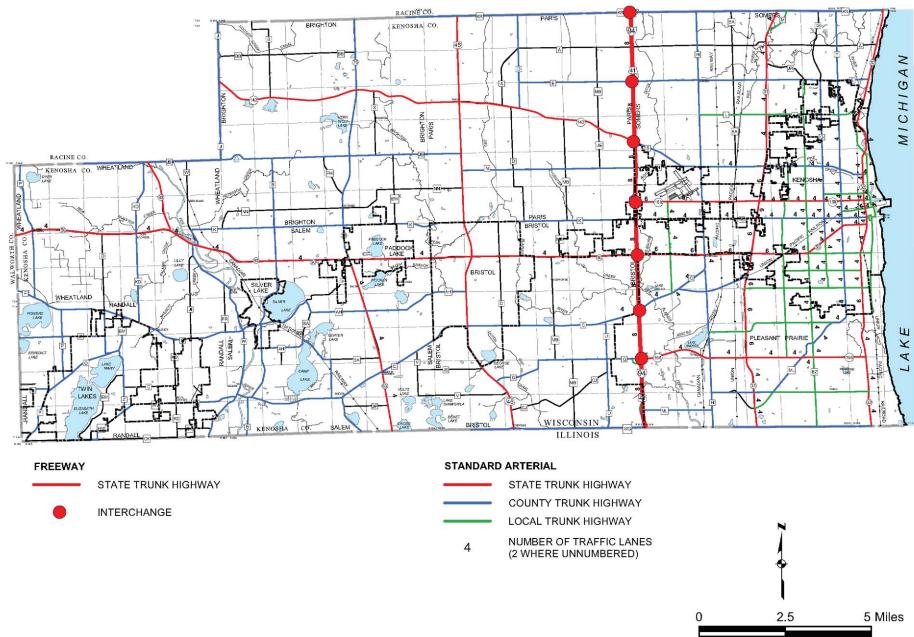
- NEW
  - WIDENING AND/OR OTHER IMPROVEMENTS TO PROVIDE SIGNIFICANT ADDITIONAL CAPACITY
  - RESERVE RIGHT-OF-WAY TO ACCOMMODATE FUTURE IMPROVEMENTS (ADDITIONAL LANES)
  - RESURFACING OR RECONSTRUCTION TO PROVIDE ESSENTIALLY THE SAME CAPACITY
  - 4 NUMBER OF TRAFFIC LANES FOR NEW OR WIDENED AND/OR IMPROVED FACILITY (2 LANES WHERE UNNUMBERED)

### FREEWAY INTERCHANGE

- EXISTING
- RESERVE RIGHT-OF-WAY TO ACCOMMODATE FUTURE IMPROVEMENT (POTENTIAL NEW INTERCHANGE)



### RECOMMENDED JURISDICTIONAL HIGHWAY SYSTEM PLAN FOR KENOSHA COUNTY: 2035



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Canadian National Railroad and providing service between Chicago and Burlington. Conclusion of the study indicated that the commuter rail extension was not feasible or cost effective, but could be reconsidered in the near future.

- Increasing the number of park-ride lots served by public transit. In addition to the existing lot at the Metra station in downtown Kenosha, the plan also recommends a new lot be developed at the proposed commuter rail station in the Town of Somers.
- The provision of express bus service between downtown Kenosha and commercial and industrial development in eastern Kenosha County. The express routes would directly serve various industrial, office, and commercial developments including the Business Park of Kenosha, the LakeView Corporate Park, and the IH 94 and STH 50 interchange area.
- Local transit service improvements on the City of Kenosha transit system.
- Increase the use of the streetcar as a development and transportation tool for the core area of the City of Kenosha.

## **Bicycle and Pedestrian Facilities Element**

This Transportation Element is intended to provide for safe accommodation of bicycle and pedestrian travel, encourage bicycle and pedestrian travel as an alternative to motor vehicle travel, and to provide a variety of transportation choices.

The regional plan recommends that bicycle accommodation be provided on all arterial streets, except freeways, as those streets are constructed or reconstructed. Bicycle accommodation could include marked bicycle lanes, widened outside travel lanes, widened shoulders, or separate bicycle paths. The type of bicycle facility to be provided should be determined during the preliminary engineering phase of a street improvement project. A system of off-street bicycle paths is also recommended to connect cities and villages with a population of 5,000 or more. The bicycle way system element of the 2035 regional transportation system plan for Kenosha County is shown on Map 33. The map includes the recommendation for an off-street trail along the Fox River. The regional plan recommends that county and local governments prepare bicycle system plans for their jurisdictions that would supplement and refine the regional plan. The neighborhood plans adopted by the Town of Salem include a number of recommended bikeways, which are shown on Map 34. In some cases, the proposed bikeways are off-street trails, which will also serve pedestrian travel. Bikeways recommended in plans adopted by other local governments in Kenosha County, including the Village of Genoa City, are also shown on Map 34. Map 34 also shows bikeways recommended in the adopted Kenosha County park and open space plan, existing recreational trails within the State-owned Bong Recreation Area, and existing snowmobile trails.

The pedestrian facilities portion of the bicycle and pedestrian element is envisioned as a policy plan, rather than a system plan. It proposes that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities adopt and follow a series of recommended standards and guidelines with regard to the development of those facilities, particularly within residential areas with average densities of one or more homes per 20,000 square feet. The Town of Salem land division control ordinance requires sidewalks to be provided in urban areas (those portions of the Town within the planned sanitary sewer service area) along streets having an urban cross-section (that is, curbs and gutters rather than shoulders and roadside ditches). Sidewalks are required along both sides of arterial and collector streets, and along one side of minor streets in urban areas. Table 44 sets forth design standards for streets, alleys, bicycle paths, and pedestrian ways within the Town.

### **Airport Element**

Air transportation is a valuable transportation mode for moving both people and cargo. Convenient access to an airport allows businesses to efficiently move goods and personnel, saving valuable time and increasing productivity. Local airports such as the Kenosha Regional Airport play a crucial role in fostering business growth and economic development in Kenosha County. Kenosha Regional Airport is a general aviation facility with no scheduled passenger service. The airport does, however, provide facilities for emergency medical flights, law enforcement, agricultural spraying, pilot training, and other community services. General Mitchell International Airport in Milwaukee County and O'Hare International and Midway International Airports in Illinois provide commercial airline service to residents of the Town.

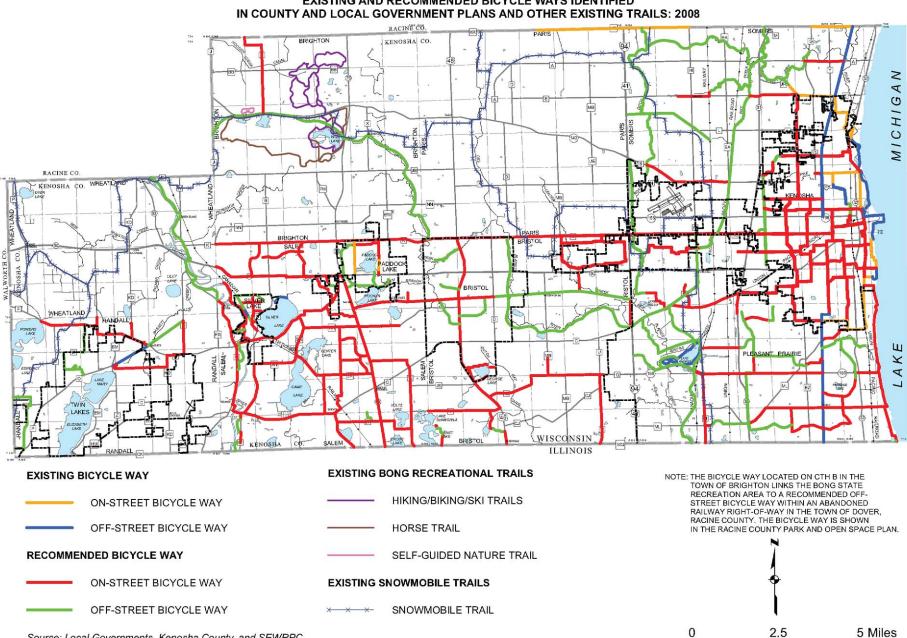
RACINE CO. 128 KENOSHA CO. BRIGHTON 94 2 8. A 2 0 MICHIG мв 11 Z PARIS RACINE CO. WHEATLAND KENOSHA CO. **TLAND** Sro . 4 EW WHEATLAND Ш 7 30 BRIGHTON Ę BRISTOL SALEM " PADDOCK 10 BRISTOL SILVER F WHEATLAND POWERS Ш MB PLEASANT RAIRIE SALEM × . BENEDICT V FARE-TWIN LAKES RANUALL SHANGALA **1**4-C BENET WISCONSIN co BRISTOL KENOSHA SALEN ILLINOIS OFF-STREET BICYCLE WAY IN NONARTERIAL STREET CONNECTION TO UTILITY OR NATURAL RESOURCE CORRIDOR OFF-STREET BICYCLE WAY SYSTEM SURFACE ARTERIAL STREETS AND HIGHWAYS WHERE BICYCLE ACCOMMODATION SHOULD BE CONSIDERED SURFACE ARTERIAL STREET CONNECTION TO WHEN FACILITIES ARE RESURFACED OR RECONSTRUCTED OFF-STREET BICYCLE WAY SYSTEM 2.5 5 Miles 0

### OFF-STREET BICYCLE PATHS AND SURFACE ARTERIAL STREET AND HIGHWAY SYSTEM BICYCLE ACCOMMODATION UNDER THE 2035 REGIONAL TRANSPORTATION SYSTEM PLAN AS IT PERTAINS TO KENOSHA COUNTY

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Source: SEWRPC.

Map 33



EXISTING AND RECOMMENDED BICYCLE WAYS IDENTIFIED

Source: Local Governments, Kenosha County, and SEWRPC.

### Table 44

### MINIMUM DIMENSIONAL DESIGN STANDARDS FOR URBAN AND RURAL STREETS AND OTHER PUBLIC WAYS

		Required Minimum Section in Urban Areas ^a	Required Minimum Section in Rural Areas ^a	
Type of Street or Other Public Way	Width of Dedicated Right-of- Way (Feet)	Dimensions of Section Components (Feet)	Width of Dedicated Right-of- Way (Feet)	Dimensions of Section Components (Feet)
Arterial Streets (Four-lane)	130	Pavement: Dual 36 (between curb flanges) Median: 26 Curb Lawn ^b : 10 per side Sidewalk: 5 Sidewalk Distance to R.O.W. boundary: 1	130	Pavement: Dual 24 Median: 18 Shoulders: 10 outside, 6 inside Roadside Ditch: 16 per side
Arterial Streets (Two-lane rural to suburban to urban transitional)	130	Pavement: 24 (between curb flanges) Shoulder: 10 (paved) (Note: The balance of the right-of-way is to accommodate future improvements)	100	Pavement: 24 Shoulder: 10 of which 3 are paved and 7 are gravel Ditch Slopes: 4:1 (Note: The balance of the right-of-way is to accommodate future improvements)
Collector Street	80	Pavement: 36 (between curb flanges) Curb Lawn ^b : 13.5 per side Sidewalk: 5 (required on both sides) Sidewalk distance to R.O.W boundary: 1	None	None
Minor Streets (Typical)	66	Pavement: 22 (between curb flanges) Curb Lawn ^b : 13.5 per side Sidewalk: 5 (required on one side) Sidewalk distance to R.O.W. boundary: 1	66	Pavement: 24 Shoulders: 5 per side Ditch Slopes: 4:1 Ditch Depth: 2.5 feet
Minor Streets (Natural Resource Protection Option)	50	Pavement: 20 (between curb flanges) Curb Lawn ^b : Not applicable Sidewalk: None required	50	Pavement: 22 Shoulders: 3 per side Roadside Ditch: 9 per side Ditch Slopes: 3:1 Ditch Depth: 2 feet
Minor Cul-de-Sac (typical and less than 750 feet in length)	66 Width 65 R.O.W. radius	Pavement at Bulb: 48 radius (at flange portion of the outer edge of cul-de-sac) and 20 (optional center island radius at flange portion of curb) Pavement: 20 (between curb flanges) Curb Lawn ^b : 14.5 per side Sidewalk: 5 (required on one side) Sidewalk distance to R.O.W. boundary: 1	66 Width 65 R.O.W. radius	Pavement at Bulb: 45 radius (at flange portion of the outer edge of cul-de-sac) and 20 (optional center island radius) Pavement: 22 Shoulders: 5 Ditch Slopes: 4:1 Ditch Depth: 2.5 feet
Minor Cul-de-Sac (natural resource protection option and less than 750 feet in length)	50 Width 50 R.O.W. radius	Pavement at Bulb: 40 radius (at flange portion of the outer edge of cul-de-sac) and 15 (optional center island radius at flange portion of curb) Pavement: 20 (between curb flanges) Curb Lawn ^b : Not applicable Sidewalk: Not applicable	50 Width 50 R.O.W. radius	Pavement at Bulb: 35 radius (at flange portion of the outer edge of cul-de-sac) and 12 (optional center island radius at flange portion of curb) Pavement: 22 Shoulders: 3 Ditch Slopes: 3:1 Ditch Depth: 2 feet
Alleys	25	Pavement: 20 Outside Pavement: 2.5 per side	Not permitted	Not permitted
Bicycle Path	20 ^c	Pavement: 10 Outside Pavement: 5 per side	20 ^c	Pavement: 10 Outside Pavement: 5 per side
Pedestrian Ways	20 ^c	Pavement: 5 Outside Pavement: 7.5 per side	20 ^c	Pavement: 5 Outside Pavement: 7.5 per side

^aFor the purposes of this Table, the definition of "Urban and Suburban Area" is a delineated sanitary sewer service area in the Town of Salem in conformance with an adopted areawide water quality management plan. The definition of a "Rural Area" is those areas of the Town of Salem not within a delineated sanitary sewer service area in conformance with an adopted areawide water quality management plan.

^bCurb lawn is defined as that area located between curb-gutter and sidewalk.

^cAn easement may be permitted by the Plan Commission rather than a dedicated public right-of-way.

Source: Town of Salem Land Division Control Ordinance (Table 1 of Chapter 18 of the Town of Salem Code of Ordinances) and Meehan & Company.

The Wisconsin Department of Transportation, Bureau of Aeronautics in conjunction with the Bureau of Planning has developed the 2020 Wisconsin Airport System Plan.⁶ Most airports included in the State plan are eligible for State and Federal improvement grants, including publicly- and eligible privately-owned facilities. The State plan identifies four general classifications of publicly owned airports based on the type of service each airport provides: air carrier/cargo, transport/corporate, general utility, and basic utility. The Kenosha Regional Airport is classified as a transport/corporate airport. The three privately-owned airports are open to the public, but use at the site is limited to recreational uses and flight lessons. These airports include Camp Lake Airport in the Town of Salem and Westosha and Vincent Airports in the Town of Randall.

# **Interregional Transportation Element**

Interregional transportation services and facilities such as air transportation, railroads, trucking, and water transportation provide public transportation service and commercial shipping service between Kenosha County and the rest of Southeastern Wisconsin, Northeastern Illinois, and other regions around the nation and world.

Kenosha County is served by interregional public transportation and shipping services primarily through trucking, bus, rail, air, and port facilities located in the Cities of Kenosha, Milwaukee, and Chicago. These facilities meet the County's needs for interregional transportation services. IH 94 is the primary interregional transportation facility serving Kenosha County. IH 94 serves as the primary trucking route for shipping goods into and from Kenosha County businesses to other parts of Southeastern Wisconsin, Northeastern Illinois, and other regions around the nation and the world. In addition, three railroad lines (one Canadian National Railway and two Union Pacific Railroad lines) run through Kenosha County, providing interregional passenger rail and freight service and access to businesses located in the County that ship items not suited for trucking. The railroad lines should be maintained to provide continued service to these businesses and for their use as passenger or potential commuter rail.

## **Transportation Systems Management Element**

The transportation systems management element of the 2035 Regional Transportation System Plan includes measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. Recommended measures from the Regional Transportation System Plan include installing ramp-meters at freeway on-ramps in the County and Region; providing variable message signs on the freeway system, and on surface arterials leading to the most heavily used freeway system on-ramps; and expanding the closed-circuit television network, enhancing reference markers, and expansion of crash investigation sites to better serve the regional freeway system.

# PART 3: TRANSPORTATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

# Goal:

• Improve transportation infrastructure and land use design to support a range of transportation choices for all citizens.

### **Objectives:**

- Provide an integrated transportation system which, through its location, capacity, and design, will effectively serve the existing and proposed Town land use pattern and promote the implementation of this comprehensive plan, meeting the anticipated travel demand generated by existing and proposed land uses.
- Work with Kenosha County to consider the expansion and enhancement of alternative modes of transportation, including public transit services, to meet the needs of transit-dependent elderly citizens and persons with disabilities.

⁶A Regional Airport System Plan was prepared by SEWRPC and adopted by the Regional Planning Commission in 1996. The plan, which has a design year of 2010, has not been updated to a design year of 2035.

- Maintain and enhance existing transportation infrastructure consistent with the Regional Transportation System Plan.
- Provide opportunities for walking and bicycling to provide an alternative to vehicle travel and to promote a healthy lifestyle.

### **Policies:**

- Provide and maintain a street and highway system that efficiently serves the anticipated land use development pattern shown on Maps 23, 24, and 25 in the Land Use Element (Chapter VI).
- The transportation system should provide access not only to all land presently devoted to rural, suburban, and urban development but to land proposed to be used for suburban and urban development, as well as an orderly functional hierarchy of *arterial streets and highways*, *collector streets*, and *minor streets*. All streets and highways in the Town of Salem should be placed into one of these functional classifications and should form a circulation system based upon functional hierarchy.
- The primary function of arterial streets and highways is to provide for the expeditious movement of through traffic in to, out of, and within the community. Arterial streets and highways should be located to minimize the penetration of existing and proposed residential areas. Arterial streets and highways should be designed to convey an average daily traffic (ADT) of 3,000 or greater.
- The primary function of collector streets is to collect traffic from urban and suburban uses abutting land access streets and convey it to arterial streets and/or activity centers. Where neighborhoods are abutting along arterial streets or highways, collector streets should be planned to align in order to provide secondary interconnections between abutting neighborhood areas. Collector streets should be designed to convey an ADT of between 500 and 3,000.
- The design and development of new collector streets in the Town shall be coordinated between adjacent properties in order to assure the development of a safe and functional collector street system in the Town.
- The primary function of minor streets is to conduct traffic to and from individual building sites. Residential minor streets which are designed as either looped or "through" streets should be designed so that no section conveys an ADT greater than five hundred (500). Residential minor land access streets which are designed as permanent cul-de-sac streets should be designed so that no section conveys an ADT greater than 250.
- The dimensional design standards of arterial streets and highways, collector streets, and minor streets in the Town shall be as set forth in Table 44. Arterial street and highway dimensional standards may be modified by the Plan Commission based upon the Plan Commission's adoption of more detailed arterial street and highway plans.
- Multi-functional trails should be provided as shown on the Town of Salem neighborhood plans. Such trails, which through their location and design will encourage increased levels of utilitarian bicycle and pedestrian travel, should meet the following design criteria:
  - a. Trails intended for utilitarian travel should provide direct and continuous routes which minimize delays and maximize safety.
  - b. Trails should be provided to assist in the interconnection of the Town of Salem with the Kenosha, Milwaukee, and Racine urbanized areas.
  - c. Trails should be provided in the Town of Salem to connect residential areas with Town activity centers and parks.
  - d. Trails used for pedestrians or as bicycle paths should be separated from motorized vehicular traffic by open space or barriers, and may be located within the public right-of-way of a street or highway or in an independent right-of-way or easement.

- e. Trails used for bicycle lanes of roadways should be designated with directional and informational markers, striping, signing, and pavement markings for bicycle use and may be located within the public right-of-way of a street or highway.
- f. Trails intended to be used for bicycle paths or bicycle lanes should follow AASHTO's *Guide for the Development of Bicycle Facilities* as amended and the Wisconsin Department of Transportation's *Facilities Development Manual* criteria for the design of bicycle facilities as amended.
- Implement the street, bikeway, and trail recommendations of the Town of Salem neighborhood plans (see Appendix C) when reviewing site plans, condominium plats, preliminary plats, and certified survey maps to ensure desired connections to existing or future development on adjacent parcels.
- Promote efficient and safe access to land uses abutting street rights-of-way.
- Minimize the disruption of land uses adjacent to streets and highways by reserving and dedicating adequate rights-of-way in advance of construction, ideally when preliminary plats and certified survey maps are reviewed and approved.
- Off-street parking and loading facilities should be located near the land uses they are intended to serve.
- Consider support for the continued operation of the western Kenosha County transit system.
- Continue to rely on freight and private airline services provided at the Kenosha Regional Airport and airports in adjacent counties.
- Continue to rely on commercial airline service provided at General Mitchell International Airport in Milwaukee County, and O'Hare International Airport and Midway International Airport in Illinois.
- Continue to rely on port services provided by the Port of Milwaukee.
- Encourage use of rail transportation to move more freight traffic to reduce traffic volumes on streets and highways.
- Help develop and support implementation of the Wisconsin Department of Transportation's Connections 2030 plan, the regional transportation system plan, the County jurisdictional highway system plan update, the County transit development plan, and the proposed County bikeway plan.

# **Programs:**

- Review transportation services provided by the County and determine if these services will fulfill the needs of Town residents through 2035, including residents that rely on public transportation. Identify any additional services that may be needed in the Town and work with the County to implement the recommendations.
- As required by State law, continue to use the Wisconsin Information System for Local Roads (WISLR); continue to update road ratings, as required; and seek outside funds to help with street improvements.
- Continue to participate in the annual bridge inspection program conducted by Kenosha County.

# SUMMARY

Part 1 of this chapter provides inventory information on transportation facilities and services in Kenosha County and the Town of Salem, and information on regional transportation facilities and services that serve Town residents. Part 2 provides a description of the regional transportation system plan. Plan recommendations are set forth in Part 3.

- Much of the transportation facilities and services inventory information in Part 1 is drawn from the 2035 regional transportation system plan. The regional transportation system plan includes five elements: public transit, transportation systems management, travel demand management, bicycle and pedestrian facilities, and arterial streets and highways. Information on rail, airport, and freight services is also provided.
- The street and highway system serves several important functions, including providing for the movement of through vehicular traffic; providing for access of vehicular traffic to abutting land uses; providing for the movement of pedestrian and bicycle traffic; and serving as the location for utilities and stormwater drainage facilities. The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. Arterial streets and highways accounted for approximately 38.8 miles in the Town in 2009. The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and the land access streets. Collector and land access streets accounted for approximately 74.7 miles in the Town in 2009. WisDOT maintains a detailed database of county and local street information in the "Wisconsin Information System for Local Roads" (WISLR).
- Public transportation service to the general public may be divided into the following three categories:
  - Intercity or interregional public transportation that provides service across regional boundaries includes Amtrak railway passenger service, Metra commuter rail service, interregional bus service, and commercial air travel.
  - Urban public transportation commonly referred to as public transit that is open to the general public and provides service within and between large urban areas. The Kenosha Area Transit System and the Kenosha-Racine-Milwaukee Commuter Bus fall into this category.
  - Rural and small urban community public transportation, which is open to the general public and provides service in and between small urban communities and rural areas, may also provide connections to urban areas. The western Kenosha County transit system operated by the County falls into this category.
- Rail, bus, ferry, and airline carriers provided Kenosha County residents with public transportation service between the Southeastern Wisconsin Region and a number of cities and regions across the Country.
- Specialized transportation services provide demand-responsive service to individuals who are elderly, disabled, or assessed as unable to use other transportation services. The Kenosha Care-A-Van Program, provided by the Kenosha County Department of Human Services-Division of Aging Services and the Kenosha Achievement Center, provides door-to-door service for elderly or disabled residents of Kenosha County. The Volunteer Escort Service, also provided by the Kenosha County Department of Human Services-Division of Aging Services, coordinates volunteer door-to-door service for elderly or disabled residents. Free or discounted transportation service to and from medical facilities is also offered to qualifying residents through Bucko Ambulatory Transport, CMB Taxi, KAS Transportation, and Southport Transportation.
- Bikeways are classified as either "on-street" or "off-street" bikeways. On-street bikeways include bikeways located in a street right-of-way, which include bike lanes, shared roadways signed as bike routes, and bike paths separated from motor vehicle lanes but within the street right-of-way. "Off-street" bikeways are bike paths not located in a street right-of-way. The longest bikeway in the County is the Kenosha County Bicycle Trail, which spans north and south eight miles through the Village of Pleasant Prairie and the Town of Somers. The northern and southern segments of the Kenosha County Bicycle Trail are connected in the City of Kenosha by the Pike Trail. Additional on-street and off-street bikeways are located in the City of Kenosha with about 8.5 miles on-street miles and seven miles of off-street bikeway. Existing on- and off-street bikeways are also located in the Villages of Pleasant Prairie, Paddock Lake, Silver Lake, and Twin Lakes; and the Towns of Paris and Somers.

- The neighborhood plans adopted by the Town of Salem include recommended on-street bikeways and off-street trails for shared bicycle and pedestrian use. The Town land division control ordinance includes requirements for sidewalks for development in those portions of the Town in the planned sanitary sewer service area.
- Chartered air service and air freight services are provided at the publicly-owned Kenosha Regional Airport. Commercial (passenger) airline service is provided to residents of the County by General Mitchell International Airport, located in Milwaukee County, and Chicago's O'Hare and Midway International Airports. There are three privately-owned, public-use airports in Kenosha County, Vincent, and Westosha Airports in the Town of Randall and Camp Lake Airport in the Town of Salem. There are also eight privately-owned, private-use airports and six privately-owned, private-use heliports in the County.

# **Chapter IX**

# UTILITIES AND COMMUNITY FACILITIES ELEMENT

# **INTRODUCTION**

The utilities and community facilities element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(d) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide future development of utilities and community facilities within the Town of Salem. The *Statutes* also require an inventory of existing utilities and community facilities and an approximate timetable that projects the need to expand, rehabilitate, or replace existing utilities and community facilities and community facilities. As required by the *Statutes*, a goal, objective, policy, program, or map has been developed for each of the following utilities and community facilities:

- Sanitary sewer service
- Water supply
- Stormwater management
- On-site wastewater treatment technology
- Solid waste disposal
- Recycling facilities
- Parks
- Telecommunications facilities
- Power plants and transmission lines

- Cemeteries
- Health care facilities
- Child care facilities
- Police
- Fire
- Rescue
- Libraries
- Schools
- Other government facilities

Part 1 of this Chapter includes an inventory of existing utilities and community facilities and an approximate timetable that projects expansion, rehabilitation, or replacement of existing, or the construction of new, utilities and community facilities. Part 2 of this Chapter sets forth goals, objectives, policies, and programs intended to guide the future development of utilities and community facilities in the Town of Salem through the comprehensive plan design year of 2035.

# PART 1: EXISTING UTILITIES AND COMMUNITY FACILITIES AND PROJECTED REQUIREMENTS FOR 2035

Development in the Town of Salem is supported by utilities that provide residents and businesses with electric power, natural gas, communication, water, and sewage and solid waste management facilities and services, and community facilities that provide educational, recreational, administrative, and other services. This chapter inventories sewage treatment and water supply services, stormwater management facilities, private utilities, solid waste management facilities, healthcare facilities, government and public institutional buildings, police service, fire protection and emergency rescue services, public and private schools, cemeteries, childcare, and assisted-living facilities, and other services provided in the Town.

Section 66.1001(2)(d) of the *Statutes* requires a projection of the demand for future utilities and community facilities in the Town and an approximate timetable of the expansion, rehabilitation, and replacement of existing facilities and the construction of new facilities to meet the projected demand. The projected demand and approximate timeline for various utilities and community facilities in the Town are based on the anticipated land use development pattern set forth in Chapter VI, the *Land Use Element*, and other planning efforts conducted by the Town. Many of the utilities and community facilities referenced by the *Statutes* are not provided by the Town, and will require additional refinement by other service providers, including the private sector.

### Wastewater Treatment and Disposal

Sanitary sewage collection, treatment, and disposal in the Town is provided through the Town of Salem Utility District No. 2. Parcels that are outside the district are served by private onsite waste treatment systems (POWTS).

### Town of Salem Utility District No. 2

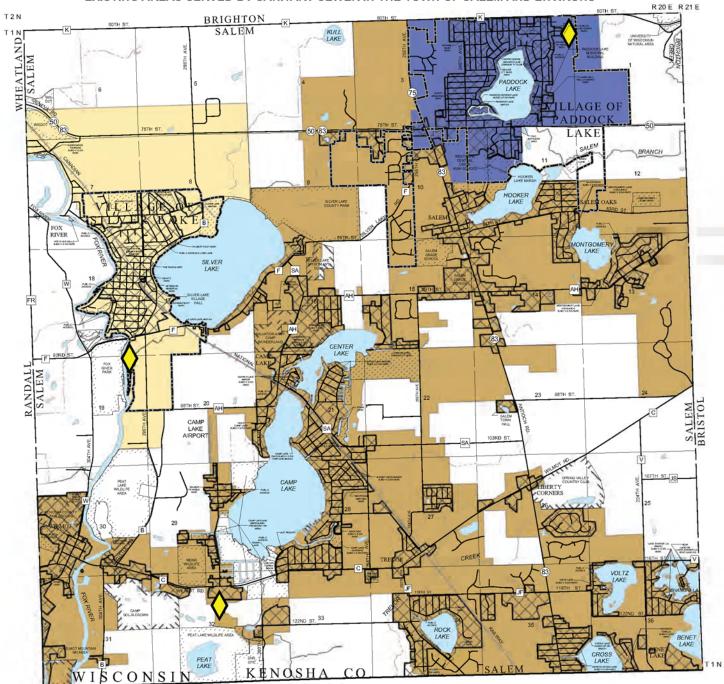
The Town of Salem Utility District No. 2 primarily serves the eastern two-thirds of the Town and areas within and near the hamlet of Wilmot. The District operates the wastewater treatment plant (WWTP) that serves the Town sewer service area. The WWTP also serves small areas in the southwestern portion of the Town of Bristol and the southeastern portion of the Town of Randall. The WWTP discharges to the Fox River. The latest major plant modification was completed in 1997. The plant has a design capacity of 1.57 million gallons per day, and the average annual flow rate through the plant was 0.80 million gallons per day in 2003. The Town of Salem sanitary sewer service area encompassed 10,197 acres in 2007, including those portions in the Towns of Bristol and Randall. The adopted planned Salem sanitary sewer service area is shown on Map 35. Planned sewer service areas for the Villages of Paddock Lake and Silver Lake adjacent to the Town are also shown.

The Town of Salem Utility District's treatment plant is anticipated to exceed 80 percent of design capacity prior to 2035. Wastewater flows at 80 percent of capacity trigger an evaluation for possible wastewater treatment plant expansion or improvements. The Town of Salem Utility District is expected to experience new residential, commercial, institutional, or industrial growth through 2035, and is expected to exceed the 80 percent design capacity by 2020. The Town, in association with Kaempfer and Associates, is currently preparing a wastewater treatment facilities plan that would expand the treatment facility and increase the design capacity to accommodate anticipated growth through the year 2035. The utility district should also continue to work with SEWRPC to update the sewer service area plan, if necessary.

The Town of Salem Utility District is currently preparing a master wastewater plan that will include recommendations for collection system and wastewater treatment plant (WWTP) improvements. The recommended plan will lay out improvements in stages to meet future growth demands. Annual capital improvements projects will be presented to provide the Utility District a thorough plan to implement. The Salem WWTP was upgraded in 1993 to provide a peak flow capacity of 3.0 million gallons per day (mgd) for advanced secondary treatment and 6.0 mgd total by diverting 3.0 mgd of primary effluent around the secondary treatment process. The master plan will address the need to upgrade the WWTP to provide full secondary treatment.

The Town of Salem Utility District discharge permit, which is issued by the Wisconsin Department of Natural Resources (DNR), requires the WWTP to comply with a daily maximum ammonia limit of 20 mg/l by December 31, 2011. The Town of Salem Utility District is currently implementing a plan that includes upgrading and expanding the secondary treatment system, modifying the operation of the WWTP to minimize slug loadings to the treatment system, and constructing improvements needed to meet the effluent ammonia limit.

The Town of Salem Utility District provides public sanitary sewage collection and treatment services. Town and Village Boards and the Common Council in cities of the third and fourth class may establish utility districts to provide certain urban services. The cost of the services is paid by landowners in the district. A utility district has authority to plan, construct, and maintain systems for garbage removal, street lighting, water supply, sewage disposal, and stormwater management. Utility districts are often formed when specific services are provided in only a portion of a town or village, rather than throughout the community. Each district is governed by a commission. The Salem Town Board serves as the district commission.



### ADOPTED SANITARY SEWER SERVICE AREAS AND EXISTING AREAS SERVED BY SANITARY SEWER IN THE TOWN OF SALEM AND ENVIRONS

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R 19 E R20 E

AREA SERVED BY SANITARY SEWER (2000) EXISITING SEWAGE TREATMENT PLANT

LAKE

CO.

### ADOPTED SANITARY SEWER SERVICE AREA (JUNE 2007)

SALEM PADDOCK LAKE SILVER LAKE

ĪLLINOIS

2,250 4,500 Feet

### **Private Onsite Waste Treatment Systems**

Developed properties outside the Town of Salem Utility District No. 2 rely on private onsite waste treatment systems (POWTS). Kenosha County regulates POWTS in the Town under the County Sanitary Code and Private Sewage System Ordinance, which is Chapter 15 of the *County Code of Ordinances*. Between 1980 and 2006, permits were issued for 413 POWTS in the Town.

The authority to regulate POWTS comes from Chapters Comm 5, Comm 16, Comm 82, Comm 84 through 87, and Comm 91 of the *Wisconsin Administrative Code*. Chapter 15, the Sanitary Code and Private Sewage System Ordinance, of the Kenosha County Code of Ordinances sets forth the regulations for POWTS in the County. The County should periodically update Chapter 15 of the County Ordinance to allow for advancements in POWTS technology over the comprehensive plan design period in accordance with changes to the *Wisconsin Administrative Code*. It is recommended that the Town continue to support and comply with the County's Sanitary Code and support the County's ability to research advancements in the design of POWTS for a safer and healthier environment for Town residents.

## Water Supply

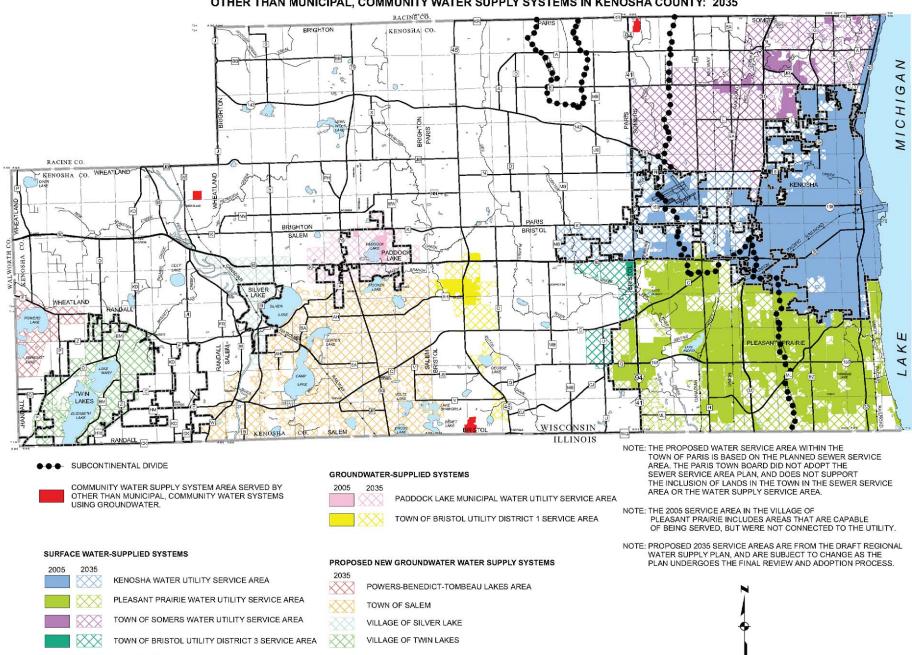
There are six municipal water supply utility systems in Kenosha County, as shown on Map 36. Two of the water supply systems, the Village of Paddock Lake system and the Town of Bristol Utility District No. 1 system, rely on groundwater from the shallow aquifer as a source of supply. The other four systems rely on Lake Michigan as the source of supply. The City of Kenosha Water Utility water treatment plant is the municipal source of water supply for the greater Kenosha area. The Kenosha Water Utility provides water on both a retail and wholesale basis for use in portions of the Village of Pleasant Prairie and the Town of Somers and to a subdivision located at the northwest corner of 22nd Avenue (CTH Y) and CTH KR in the Village of Mount Pleasant in Racine County, and provides wholesale water service to the Town of Bristol Utility District No. 3.

Water for domestic and other uses in the Town of Salem is supplied by groundwater through the use of private wells. The Town does not have a public water supply system. The Town encourages residents and businesses to maintain a high level of environmental quality by controlling groundwater contaminants and ensuring an adequate and safe water supply throughout the Town.

Individual hydrogeologic units within southeastern Wisconsin, including the Town of Salem, differ widely in their ability to yield water to wells. From the standpoint of groundwater occurrence, all rock formations that underlie the Region can be classified either as aquifers or as confining beds. An aquifer is a rock formation or sand and gravel unit that will yield water in a useable quantity to a well or spring. A confining bed, such as shale or siltstone, is a rock formation unit having relatively low permeability that restricts the movement of groundwater either into or out of adjacent aquifers and does not yield water in useable amounts to wells and springs.

The aquifers in Kenosha County can be divided into shallow and deep. The shallow aquifer system is comprised of two aquifers, the shallow aquifer comprised of the Silurian dolomite aquifer and the overlying sand and gravel aquifer. The Maquoketa Formation is the lower limit of the shallow aquifer system and separates the Silurian dolomite and sandstone aquifers. The Town of Salem draws water from the shallow aquifer. A more detailed description of the areal extent and lithology of aquifers and confining units, including water table depth and elevation mapping, can be found in SEWRPC Technical Report No. 37, *Groundwater Resources of Southeastern Wisconsin*, June 2002. Additional information on groundwater resources is provided in Chapter V.

The regional water supply plan anticipates that the Town of Salem may develop a municipal water supply system by 2035. The proposed system would rely on groundwater as the supply source. The proposed Town of Salem municipal water supply system is shown on Map 37, and is expected to serve existing and planned urban development east of the Fox River and south of STH 50 and the hamlet of Wilmot, plus portions of the Towns of Bristol and Randall. The Town is considering preparing a water supply plan to establish a municipal water utility. Possible water utility development options include either acquiring an existing private water utility or requiring a developer to construct a municipal water utility as part of a developing subdivision and transferring the system to the Town for operation and maintenance.



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2.5

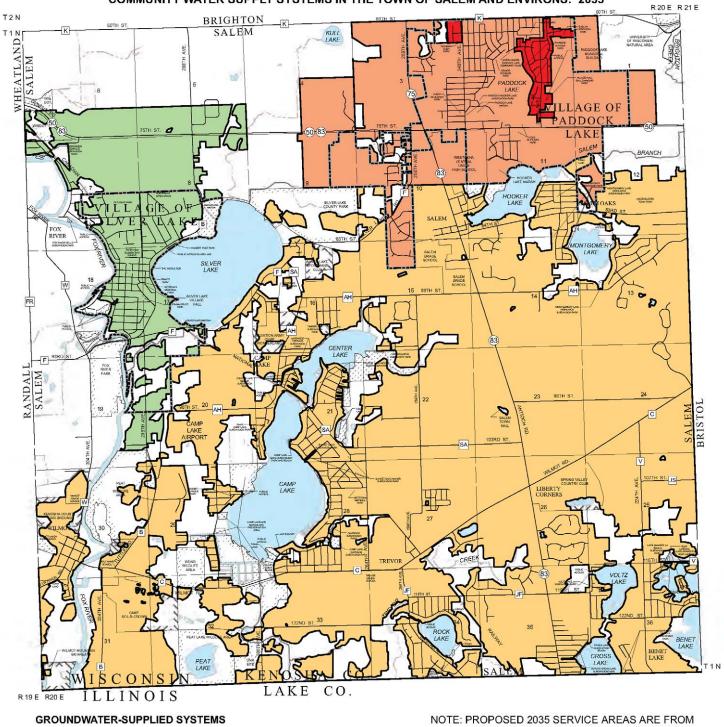
5 Miles

AREAS PROJECTED TO BE SERVED BY MUNICIPAL AND OTHER THAN MUNICIPAL, COMMUNITY WATER SUPPLY SYSTEMS IN KENOSHA COUNTY: 2035

Source: Water Utilities and SEWRPC.

191

### AREAS PROJECTED TO BE SERVED BY MUNICIPAL AND OTHER THAN MUNICIPAL, COMMUNITY WATER SUPPLY SYSTEMS IN THE TOWN OF SALEM AND ENVIRONS: 2035



2005 2035

PADDOCK LAKE MUNICIPAL WATER UTILITY SERVICE AREA

### PROPOSED NEW GROUNDWATER WATER SUPPLY SYSTEMS

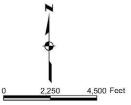
TOWN OF SALEM

Source: Water Utilities and SEWRPC.

VILLAGE OF SILVER LAKE

2035

THE DRAFT REGIONAL WATER SUPPLY PLAN, AND ARE SUBJECT TO CHANGE AS THE PLAN UNDERGOES THE FINAL REVIEW AND ADOPTION PROCESS.



The preliminary regional water supply plan very specifically indicates that the development of such systems would only be envisioned if a local demonstrated need arose based on groundwater quality or quantity problems, and if a local initiative was then undertaken to implement a municipal system. Such a local initiative typically includes, and is dependent on, a survey or other method to determine if the majority of the residents in a given area favor such an action. Absent a local need and initiative, residents and businesses would remain on individual wells indefinitely.

## Stormwater Management

Stormwater management facilities include overland flow paths, roadside swales or ditches, other open channels, curbs and gutters, catch basins and inlets, storm sewers, culverts, stormwater storage facilities for both quantity and quality control, and infiltration facilities.¹ Although often designed on a subdivision-by-subdivision or project-by-project basis, stormwater management facilities ideally should be part of an integrated system of stormwater and floodplain management facilities for an entire watershed, or for an entire community with consideration given to the watershed(s) in which the community is located.

The Town is currently working with a consultant to prepare a Town-wide stormwater management plan. The draft plan is expected to be completed in early 2010.

Curb and gutter storm sewer systems in the Town of Salem serve the hamlet of Salem along STH 83 from 81st Street to CTH AH, the hamlet of Liberty Corners at STH 83 and CTH C, the hamlet of Trevor along CTH C and CTH W, and within Creekside Cove, Heritage Estates, and Woodhaven residential subdivisions, while the remaining portions of the Town of Salem rely on natural watercourses, roadside ditches, and culverts.

## Solid Waste Disposal

The Town currently contracts with Green Valley Disposal to provide curbside pick-up of solid waste for Town residents. Solid waste collected in the Town is landfilled in the Pheasant Run Landfill in the Town of Paris, which is operated by Waste Management. The landfill receives solid waste from sources throughout the State of Wisconsin, primarily from Kenosha County and adjacent counties, as well as from sources in the State of Illinois.

The average person in Wisconsin generates 4.7 pounds of trash (residential and their share of commercial trash) each day and recycles 1.9 pounds of that trash per day. As of 2006, the Pheasant Run Landfill had 4.1 million cubic yards remaining, or an estimated three additional years of activity at its current capacity and use. Pheasant Run Landfill is currently in the "plan of operation" stage, which addresses a need for expansion. The landfill operator is currently designing and engineering the expansion area, which must be approved by the appropriate regulating bodies. The expansion area encompasses about 50 acres, which would provide another eight to 10 years of site life, if permitted by the appropriate regulating bodies. If the landfill operator continues to receive permits for landfill expansion, it is estimated that the Pheasant Run Landfill has enough land available for continued landfill use for about another 20 years. The landfill will require expansion to accommodate the solid waste produced in Kenosha County over the comprehensive plan design period, or new landfills will need to be sited and developed to accommodate solid waste.

The Town will continue to provide curbside pick-up of solid waste for Town residents. The Town will continue to monitor solid waste disposal in the Town and discuss possible alternative methods of solid waste disposal with Green Valley Disposal or other environmental services providers if a need for alternative services is identified.

¹Infiltration facilities include bioretention, rain gardens, infiltration basins, infiltration swales, and porous pavement. Rain barrels can promote infiltration by collecting roof runoff that is then applied to lawns and gardens as needed.

## **Recycling Facilities**

Each local government in Kenosha County carries out a recycling program for household waste (no hazardous waste) within its jurisdiction. The Town of Salem has curb-side pick-up of recyclable materials provided by Green Valley Disposal.

In 2000, Waste Management entered into an agreement with Kenosha County to sponsor a hazardous household waste collection program. Pheasant Run Landfill/Waste Management sponsors two household hazardous waste collections every year, usually in May and September, for Kenosha County residents. In addition, various businesses in Kenosha County accept automotive-related waste items, such as tires, oil, and batteries, some with nominal fees; Good Will, the Salvation Army, other thrift stores, and various businesses accept cell phones for recycling; and the Kenosha Correctional Center collects computers for recycling with the intent of salvaging, repairing, and upgrading the computers for resale at a nominal cost or properly disposing of unusable equipment. The *Kenosha/Racine Counties Reduce/Reuse Recycling Guide 2008*, prepared by UW-Extension, provides general information to County residents about which communities provide services for disposing of various household items for proper disposal. The guide can be viewed at <u>http://kenosha.uwex.edu/ag/documents/Recycling_brochure.pdf</u>.

Kenosha County does not anticipate administering a recycling program during the comprehensive plan design period, but should study the feasibility of providing permanent household hazardous waste drop-off sites in the County, and establishing a program to collect and safely dispose of used tires. Kenosha County should also work with pharmacies, medical centers, health care providers, hospice providers, and veterinarians in Kenosha County to develop a pharmaceutical collection program.

The Town will continue to support the hazardous household waste collection program agreement between the County and Waste Management, and support Kenosha County in studying the feasibility of a permanent household hazardous waste drop-off site in the County and other potential collection and disposal programs. The Town will also continue to provide curbside pick-up for recyclable materials for Town residents.

### **Road Maintenance**

The Town of Salem Highway Department is responsible for maintaining about 69 miles of Town roads and drainage systems within rights-of-way. Duties include conducting summer maintenance such as pavement markings, mowing roadsides, grading gravel shoulders, replacing cross road culverts, cleaning roadside ditches, and installing street signs. The Highway Department also coordinates minor road paving projects and reconstruction projects in the Town, and plows snow. The Town contracts with private providers for major paving projects on Town roads. The Kenosha County Highway Department is responsible for maintaining all State and County Trunk Highways (about 37 miles) in the Town.

### **Telecommunications Facilities**

Communication services include: 1) Voice Transmission Services; including: "Plain Old Telephone Service" (POTS); cellular wireless; satellite wireless; packet-based telephone networks; and Internet voice services; 2) Data Transmission Services, including: the Internet; ATM-Frame Relay, and third generation (3G) cellular wireless networks; 3) Multimedia Services, including: video, imaging, streaming video, data, and voice; and 4) Broadcast Services, including AM/FM terrestrial radio, satellite radio and television, terrestrial television, and cable television.

Telecommunications have become increasingly important in the local, national, and global economies. SEWRPC has undertaken a regional telecommunications planning effort to create a better understanding of telecommunications networks and the provision of services such as wireless and wireline telecommunications and high speed, broadband telecommunications throughout the Region. An inventory of wireless telecommunications providers and antennas providing cell phone service in Kenosha County is included in SEWRPC Planning Report No. 51, *A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin*, published in September 2006. In addition to presenting inventories of both infrastructure and performance for the existing cellular/PCS mobile wireless networks operating in the Region, the plan describes a recommended wireless telecommunications plan for the Region.

### Table 45

### WIRELESS TELECOMMUNICATION TOWERS AND ANTENNAS IN THE TOWN OF SALEM: 2005

Location	Provider	Antenna Height (Feet)	Antenna Typeª
T1N, R20E, Section 4	AT&T Mobility (originally Cingular)	265.7	S
T1N, R20E, Section 24	U.S. Cellular	121.4	S
T1N, R20E, Section 26	U.S. Cellular	59.0	S
T1N, R20E,	U.S. Cellular	150.9	S
Section 30	Verizon	98.4	S

^aAntenna types include S (Sectoral) and O (Omni). A Sectoral antenna uses a more complex antenna structure and transmits and receives over a sector with the total number of sectors covering a 360-degree pattern. An Omnidirectional uses a monoplex antenna and receives and transmits over a 360-degree pattern.

Source: Federal Communications Commission, Universal Licensing System Cellular License Database, Kenosha County, Town of Salem, and SEWRPC.

There were four wireless antenna towers in the Town in 2005, three of which accommodated antennas for a single carrier and one accommodating antennas for two companies. Providers with wireless antennas in the Town included AT&T Mobility (originally Cingular), U.S. Cellular, and Verizon. Table 45 lists the location of towers and antennas in the Town of Salem. The four cell towers are located in the northcentral portion of the Town on CTH K; in the eastcentral portion of the Town near an electrical substation on 98th Street; in the southwestern portion of the Town near Wilmot Grade School on CTH W; and in the hamlet of Liberty Corners near STH 83 and CTH C.

A regional broadband communications access plan, which built upon the wireless telecommunications plan, was completed in 2007.² At the request of Kenosha County, a pilot project was undertaken to demonstrate the capability of a wireless broadband public safety telecommunications network to serve initially the Kenosha County Sheriff's Department and ultimately, if desired, other law enforcement and

public safety agencies within the County. The results of this project are documented in SEWRPC Memorandum Report No. 187, *Regional Wireless Plan Implementation: Broadband Public Safety Communications Demonstration Project, Kenosha County, Wisconsin,* May 2009. This project relied upon the wireless broadband technologies recommended in the regional telecommunications plan, based on the development of a network in the 4.9 GHz band reserved for use by public safety agencies. The pilot project delivered an enhanced 4.9 GHz public safety communication system through peer-to-peer technology. Squad cars were able to communicate through the base station infrastructure or mobile or fixed access points, including other squad cars. This peer-to-peer communication provides significant independence from infrastructure failure by providing alternative paths through other network users or users in combination with surviving parts of the infrastructure, including communications through the County fiber-optic network. A feature relating to posting of messages to public safety vehicles in the field based on their geographic locations was also incorporated. The pilot project concluded in May 2009 with a successful demonstration of these mobile wireless network capabilities. The County is moving forward for the full deployment of a 4.9 GHz Public Safety project.

The 2010 Kenosha County budget includes funding for the installation of 11 towers and the equipment necessary to implement the project using wireless data transmission. The County also applied for Federal stimulus funds in August 2009 to assist with full deployment of fiber optic cable throughout Kenosha County. The proposed project will incorporate the 4.9 GHz public safety network and a fiber optic ring to provide complete geographic coverage of the County. The network ensures continued communication during times of public emergencies. The project is also designed to serve commercial users in the 5.8 GHz band and provide the footprint for greater communication among both public and private sector entities, while simultaneously enhancing County services.

The Town will continue to work with wireless telecommunication providers and the County to help provide access to telecommunications services for Town residents and businesses.

²Documented in SEWRPC Planning Report No. 53, A Regional Broadband Telecommunications Plan for Southeastern Wisconsin, October 2007.

## **Power Plants and Transmission Lines**

We Energies provides electric power and natural gas service throughout the Town; however, some Town residents currently use propane tanks rather than natural gas. Although the entire Town is within the We Energies natural gas service area, residents interested in receiving natural gas service are responsible for the cost of extending the gas line to their home. Town residents may contact We Energies for a cost estimate if they are interested in receiving natural gas service. Electrical power is available to the Town and the County on demand and is not currently or anticipated to be a constraint to development during the comprehensive plan design period.

A high-voltage (69 kilovolts or higher) electric power transmission corridor and substation owned by the American Transmission Company (ATC) is located in the east-central portion of the Town in Section 24 on 98th Street, west of CTH C. There are no power plants or natural gas pipelines currently existing in the Town. The Town will work with We Energies and other utilities, as necessary, for possible expansion of new infrastructure related to transmission lines or pipelines to be located in the Town.

### Street Lighting

The Town provides street lighting within the hamlets of Camp Lake, Salem, Trevor, and Wilmot; within the Shoreview, Shorewood, and Valmar residential areas; within the Arboretum Woods, Camp Lake Oaks, Center Lake Manor, Creekside Cove, Drakevilla, Falcon Heights, Heritage Estates, Lakewood Terrace, Meadows of Mill Creek, Rock Lake Meadows, Shorewood Terrace, Trevor Creek, and Woodhaven Meadows subdivisions; at selected intersections along STH 83 and STH 50; and at selected intersections of County highways and local roads. The street lights are powered by We Energies.

### **Cemeteries**

There are four cemeteries in the Town of Salem: Liberty Cemetery, Salem Mound Cemetery, Union Cemetery, and Holy Name of Jesus Cemetery. The Holy Name of Jesus cemetery is affiliated with a church. A portion of the Union Cemetery is located in the Village of Paddock Lake. Together, the cemeteries encompass about 13 acres. The Town will consider the expansion of existing cemeteries or the development of new cemeteries in appropriate locations in the Town on request.

### Health Care Facilities

There are no hospitals or clinics for non-specialized medical services located within the Town, but health care facilities are located nearby in Kenosha County communities and in surrounding counties. Hospitals in Kenosha County include Aurora Medical Center-Kenosha and United Hospital System-Kenosha Medical Center Campus, which contains the Children's Hospital of Wisconsin, in the City of Kenosha and St. Catherine's Medical Center in the Village of Pleasant Prairie. In addition, major hospitals in surrounding counties, including the State of Illinois, also offer a full range of medical services reasonably convenient to Town residents. An increased demand for health care services and facilities can be expected as the age composition of the County's population increases over the planning period. SEWRPC population projections anticipate changes in the age structure of the County population over the course of the comprehensive planning period. The number of County residents 65 years of age and older is expected to almost double, from 17,169 persons in 2000 to 34,147 persons in 2035.

### Assisted Living Facilities

### Facilities for Persons of Advanced Aged

An increased demand for facilities including nursing homes, assisted living facilities such as community based residential facilities (CBRF) and adult family homes, residential care apartment complexes, and senior apartment complexes may also increase as the number of elderly residents increases over the planning period. As of 2007, there were nine nursing homes, 16 CBRFs, two residential apartment care complexes, five adult family homes, and one adult day care facility located in the County. Facilities for the aged licensed by the Wisconsin Department of Health and Family Services in 2007 are listed in Table 46. No facilities for the aged were located in the Town, but such facilities are available nearby in the Village of Twin Lakes and Town of Randall (Powers Lake). Facilities are also located in nearby McHenry County, Illinois. The number of available rooms at nursing homes varies at any point during the year, but typically, nursing homes in the County have been able to accommodate the demand for people indicating an interested in residing in a nursing home.

### Table 46

### ASSISTED LIVING FACILITIES FOR THE ADVANCED AGED^a IN KENOSHA COUNTY: 2007

Name	Street Address	Capacity (Persons)
Nursing Homes		
Beverly Health Care-Kenosha	1703 60 th Street, Kenosha	97
Brookside Care Center	3506 Washington Road, Kenosha	154
Clairidge House	1519 60 th Street, Kenosha	87
Grande Prairie Health and Rehabilitation Center	10330 Prairie Ridge Boulevard, Pleasant Prairie	118
Heartland Health Care Center-Washington Manor	3100 Washington Road, Kenosha	153
Hospitality Nursing and Rehabilitation Center	8633 32 nd Avenue, Kenosha	133
Sheridan Medical Complex	8400 S. Sheridan Road, Kenosha	102
St. Joseph's Home	9244 29 th Avenue, Pleasant Prairie	93
Woodstock Health and Rehabilitation Center	3415 N. Sheridan Road, Kenosha	167
Community Based Residential Facilities		
Alterra Clare Bridge of Kenosha	10178 74 th Street, Kenosha	40
Alterra Sterling House of Kenosha	3109 12 th Street, Kenosha	20
Alterra Wynwood of Kenosha	7377 88 th Avenue, Pleasant Prairie	53
Bethel Hill Assisted Living	100 E. School Street, Twin Lakes	20
Brotoloc Harbour Village East	1130 82 nd Street, Kenosha	8
Brotoloc Harbour Village West	1150 82 nd Street, Kenosha	8
Canterbury Home of Kenosha	7924 36 th Avenue, Kenosha	20
Carey Manor	10628 22 nd Avenue, Pleasant Prairie	8
Christopher House	8322 14 th Avenue, Kenosha	20
Edwards House	4831 47 th Avenue, Kenosha	8
Harbor House	4600 52 nd Avenue, Kenosha	20
Harbor House	7135 Green Bay Road, Kenosha	16
Harmony of Kenosha	3109 30 th Avenue, Kenosha	41
Living Hope	1213 W. Main Street, Twin Lakes	8
South Winds	6305 7 th Avenue, Kenosha	18
St. James Manor	910 59 th Street, Kenosha	16
Residential Care Apartment Complexes		
Meadowmere Southport Assisted Living	8351 Sheridan Road, Kenosha	63
Regent Manor	7905 36 th Avenue, Kenosha	26
Adult Family Homes		
Eternal Hope	9255 392 nd Avenue, Powers Lake	4
Hawthorne Home	6244 95 th Avenue, Kenosha	4
Linden Home	3216 29 th Street, Kenosha	4
Rasmussen Home	1721 60 th Street, Kenosha	4
Reindl Home	7851 115 th Avenue, Pleasant Prairie	4
Adult Day Care Facilities		
St. Joseph's Adult Day Care	9244 29 th Avenue, Pleasant Prairie	65
Total – 33 Sites		1.602

^aPersons age 60 years and older.

Source: Wisconsin Department of Health and Family Services, Kenosha County Department of Human Services, and SEWRPC.

Kenosha County has been active in providing multiple levels of care for elderly residents of the County through the Brookside Care Center. Brookside Care Center is a County-owned skilled nursing care facility with a 154-bed capacity, including 60 beds dedicated to people with Alzheimer's or some other form of dementia. The Care Center provides 24-hour care with registered nurse supervision and many additional skilled and specialized medical services to residents. The Care Center admits short-term and long-term residents consisting of only County residents, as County remains a prerequisite for admittance. Kenosha County constructed a new Care Center in 1996. In 2008, the Brookside Care Center was at 100 percent of its capacity.

## Facilities for the Mentally and Physically Disabled

Facilities for the mentally and physically disabled in Kenosha County licensed by the Wisconsin Department of Health and Family Services in 2007 are listed in Table 47. There was one licensed facility for the mentally and physically disabled located in the Town, the Brotoloc Briarwood community based residential facility. The facility can support up to six persons and supports mentally ill residents, developmentally disabled citizens, and seniors with traumatic brain injuries. Other facilities are located in the Village of Twin Lakes and Town of Randall (Powers Lake). Facilities are also located in nearby McHenry County, Illinois. Facilities for the developmentally disabled include nursing homes, community based residential facilities; 30 CBRF), and adult family homes. Facilities included nine nursing homes offering skilled nursing facilities; 30 CBRF's serving mentally and physically disabled persons that offer room and board, supervision, support services, and up to three hours of nursing care per week; 21 adult family homes for the mentally and physically disabled where a resident will receive care, treatment or services that are above the level of room and board and up to seven hours per week of nursing care.

As indicated earlier, the population of Kenosha County is projected to continue to increase to the year 2035 with the percentage of population in the 65 and older age group also anticipated to increase. Based on 2035 age group projections, there will likely be an increase in demand for assisted living facilities serving persons with disabilities and the elderly in the next three decades.

Each type of facility provides a different level of care for residents requiring a variety of services. All types of facilities are important for providing a continuum of care to persons with disabilities and other County residents as they age or recover from illness, injury, or addiction. Because a majority of the existing facilities are located in urbanized areas, provided with sewer and water, it would be difficult for the Town to attract assisted living facilities to the Town. However, the Town supports and encourages the expansion or development of assisted living facilities for persons with disabilities or for the elderly in appropriate locations.

## Child Care Facilities

Child care facilities are regulated by the Bureau of Regulation and Licensing (BRL) in the Wisconsin Department of Health and Family Services. There are two types of child care facilities regulated by the BRL, family child care centers and group child care centers. Family child care centers are facilities that provide care for four to eight children. These programs are generally operated in a provider's home and are licensed by the BRL under *Wisconsin Administrative Code* Chapter HFS 45. Group child care centers are facilities that provide care for nine or more children. These programs are generally operated outside the provider's home and are licensed by the BRL under *Wisconsin Administrative Code* Chapter HFS 46. In 2006, there were 51 licensed family child care centers, 63 licensed group child care centers, and two licensed day camps in Kenosha County. In 2006, the Town of Salem had a total of eight licensed child care centers, including four licensed group child care centers (nine or more children): Extensive Fun and Learning, Roots and Wings Child Care Center, The Red Balloon Nursery School, and Westosha Head Start; and four licensed family child care centers (four to eight children): April's Child Care, Lite and Brite Day Care, Precious Few Child Care, and Quality Child Care.

SEWRPC population projections anticipate the number of County residents under the age of 10 to increase by 2035. Since child care facilities and services are generally provided by the private sector, it is difficult for the Town to plan for additional child care facilities. However, the Town will consider additional child care facilities, in cooperation with Kenosha County, if presented by an interested party, through the Town comprehensive plan design year 2035 in order to provide adequate child care services for Town residents.

### **Police Protection**

Police protection in the Town of Salem is provided by the Kenosha County Sheriff's Department. The Kenosha County Sheriff's Department also provides full-time police services to the Towns of Brighton, Paris, Randall, Somers, and portions of the Village of Genoa City located in the County; four hours daily to the Village of Silver Lake; and 16 hours daily to the Village of Paddock Lake and Town of Bristol. Divisions in the Sheriff's Department include Administration, Detentions, and Field Patrol. The Kenosha County Detention Center, which is located in the City of Kenosha, is also under the direction of the Kenosha County Sheriff's Department. The Detention Center had a capacity of 537 inmates in 2008 and has a "build out" capacity of nearly 1,200 inmates.

### Table 47

### ASSISTED LIVING FACILITIES FOR PEOPLE WITH DISABILITIES IN KENOSHA COUNTY: 2007

Name	Street Address	Capacity (Persons)
Nursing Homes		
Beverly Health Care – Kenosha	1703 60 th Street, Kenosha	97
Brookside Care Center	3506 Washington Road, Kenosha	154
Clairidge House	1519 60 th Street, Kenosha	87
Grande Prairie Health and Rehabilitation Center	10330 Prairie Ridge Boulevard, Pleasant Prairie	118
Heartland Health Care Center-Washington Manor	3100 Washington Road, Kenosha	153
Hospitality Nursing and Rehabilitation Center	8633 32 nd Avenue, Kenosha	133
Sheridan Medical Complex	8400 S. Sheridan Road, Kenosha	102
St. Joseph's Home	9244 29 th Avenue, Kenosha	93
Woodstock Health and Rehabilitation Center	3415 N. Sheridan Road, Kenosha	167
Community Based Residential Facilities		
Alterra Clare Bridge of Kenosha	10178 74 th Street, Kenosha	40
Alterra Sterling House of Kenosha	3109 12 th Street, Kenosha	20
Alterra Wynwood of Kenosha	7377 88 th Avenue, Kenosha	53
Bella Alternative Homes	6555 Pershing Boulevard, Kenosha	8
Bethel Hill Assisted Living	100 E. School Street, Twin Lakes	20
Brotoloc Briarwood	26420 89 th Street, Salem	6
Brotoloc Cottonwood	5415 Adams Road, Kenosha	6
Brotoloc Harbour Village East	1130 82 nd Street, Kenosha	8
Brotoloc Harbour Village West	1150 82 nd Street, Kenosha	8
Brotoloc Ravenswood	2615 45 th Avenue, Kenosha	8
Canterbury Home of Kenosha	7924 36 th Avenue, Kenosha	20
Caralott	4901 56 th Street, Kenosha	5
Carey Manor	10628 22 nd Avenue, Pleasant Prairie	8
Cholaks Home Care Center	1607 59 th Street, Kenosha	8
Christopher House	8322 14 th Avenue, Kenosha	20
Dayton Residential Care	521 59 th Street, Kenosha	90
Edwards House	4831 47 th Avenue, Kenosha	8
Genesis Options Residential Program	6755 14 th Avenue, Kenosha	20
Harbor House	4600 52 nd Avenue, Kenosha	20
Harbor House	7135 Green Bay Road, Kenosha	16
Harmony of Kenosha	3109 30 th Avenue, Kenosha	41
Kare Center	th	12
Living Hope	1213 W. Main Street, Twin Lakes	8
Open Arms	2217 56 th Street, Kenosha	13
South Winds	6305 7 th Avenue, Kenosha	18
St. James Manor	910 59 th Street, Kenosha	16
Transition House I	6024 18 th Avenue, Kenosha	21
Transition House II	5905 19 th Avenue, Kenosha	20
Transitional Living	1834 60 th Street, Kenosha	11
Windy Oaks		8
Residential Care Apartment Complexes		
Meadowmere Southport Assisted Living	8351 Sheridan Road, Kenosha	63
Regent Manor	7905 36 th Avenue, Kenosha	26

### Table 47 (continued)

Name	Street Address	Capacity (Persons)
Adult Family Homes		
Alder Home		4
Alpha Homes of Wisconsin IX	5603 49 th Avenue, Kenosha	4
Alpha Homes of Wisconsin VIII	101 11 th Avenue, Somers	4
Alpha Homes of Wisconsin X	1822 12 th Place, Kenosha	4
Alpha Homes of Wisconsin XI		4
Alpha Homes of Wisconsin XII		4
Alpha Homes of Wisconsin XIII	1481 39 th Avenue, Kenosha	4
Alpha Homes of Wisconsin XIV		4
Birch Home	1549 25 th Avenue, Kenosha	4
CLA Twin Lakes	1222 Winged Foot Drive, Twin Lakes	4
Crabtree Adult Family Home	5915 67 th Street, Kenosha	4
Eternal Hope		4
Gunderson Family Home		4
Hawthorne Home	6244 95 th Avenue, Kenosha	4
Independent Living Adult Family Home	4004 29 th Avenue, Kenosha	4
Linden Home		4
Rasmussen Home	1721 60 th Street, Kenosha	4
Reindl Home		4
Shannon Martin	10010 Wilmot Road, Pleasant Prairie	4
Sycamore Home		4
Victorian Manor Adult Family Home	409 75 th Street, Kenosha	4
Adult Day Care Facilities		
St. Joseph's Adult Day Care		65
Total – 63 Sites		1,902

Source: Wisconsin Department of Health and Family Services, Kenosha County Department of Human Services, and SEWRPC.

The Town anticipates reliance on the Kenosha County Sheriff's Department for police protection services through 2035, either on a full-time or part-time basis. The Town's 2035 land use plan map (Map 24) identifies significant urban development throughout the Town; more residents bring a need for more protection services. Because of the anticipated urban growth and discussions about the Town possibly incorporating, the potential for developing a municipal police department along with increased police protection may be needed. If the Town incorporates and development increases, the Town should examine the possibility of developing a municipal police department or examine an increased role for police protection service by the Kenosha County Sheriff's Department within the Town. For the time being, the Town encourages the Sheriff's Department to monitor the personnel, equipment, and facilities yearly to ensure they are adequate to serve Town and other County residents. The Town also supports the Kenosha City/County Joint Services-Communications Center (Countywide Public Safety Answering Point), which provides police, fire, and emergency dispatch services throughout the County.

# **Enforcement of Town Ordinances**

The Town of Salem Code of Ordinances specifies the following enforcement officers for Town ordinances, who may issue citations to persons found to be violating a Town ordinance:

- Property Maintenance and Inspection Code: Building Inspector
- Uniform Dwelling Code: Building Inspector
- Construction Site Maintenance and Erosion Control Ordinance: Planning and Land Use Administrator
- Land Division Control Ordinance: Planning and Land Use Administrator

All other Town ordinances are enforced by the Kenosha County Sheriff's Department.

## Fire Protection

In 2010, there were 11 fire departments serving Kenosha County: Bristol, Kansasville, Kenosha, Paris, Pleasant Prairie, Randall, Salem, Silver Lake, Somers, Twin Lakes, and Wheatland Fire Departments. Map 38 shows the locations of local fire stations and the initial response fire protection service area of each fire department in the County. Table 48 sets forth the extent of areas served by each department. Many fire department personnel are cross-trained to provide both fire fighting, emergency medical, and/or hazardous materials handling. In addition, most fire and emergency service agencies have mutual aid agreements in place with other departments if additional equipment or personnel are needed to respond to an emergency.

Fire protection in the Town of Salem is provided by the Town of Salem Fire/Rescue Department, which maintains three fire stations located in the hamlets of Salem, Trevor, and Wilmot. Initial response fire protection service areas in the Town of Salem are shown on Map 39. The Town of Salem Fire/Rescue Department has four full-time personnel stationed at the Salem fire station. The full-time firefighters are on staff 10 hours per day on weekdays, and respond to all emergency situations within the three Town of Salem fire department service areas. A limited number of volunteers are available to assist the full-time firefighters during these hours. The Salem fire station, consisting of about 25 volunteer personnel, serves the northern portions of the Town of Salem, the Village of Paddock Lake, and portions of the Town of Brighton for initial response. The Trevor fire station, consisting of about 30 volunteer personnel, serves the southeastern and southcentral portions of the Town for initial response. The Wilmot fire station, consisting of 15 volunteer personnel, serves the southwestern portion of the Town for initial response. The Town fire/Rescue Department will conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the department has sufficient firefighters, equipment, water supply, and facilities to adequately protect the Town.

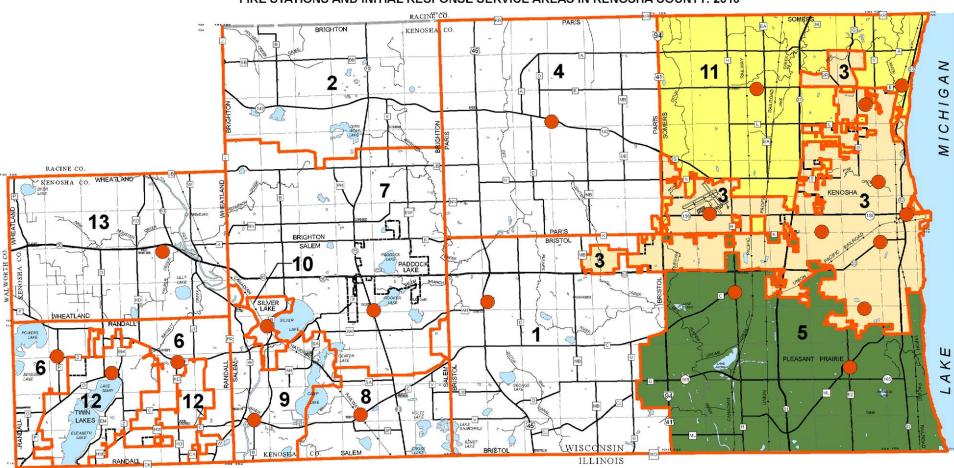
Service standards for fire stations and equipment are developed by the National Fire Protection Association (NFPA). The NFPA has developed separate standards for "career" fire departments, which are staffed completely by full-time personnel; and "volunteer" departments, which are staffed by volunteers or paid-on-call personnel, or a combination of full-time and volunteer/paid-on-call personnel. The City of Kenosha Fire Department is a career fire department. All other fire departments in the County, including the Town of Salem Fire/Rescue Department, are considered volunteer/combination departments under NFPA standards.

For volunteer departments, the response times recommended by the NFPA³ vary depending on the population density of the area served. In urban areas (areas with a population density of more than 1,000 persons per square mile), the NFPA recommends a response time of nine minutes or less between the completion of the dispatch notification and arrival at a fire. In suburban areas (areas with a population density between 500 and 1,000 persons per square mile), a 10-minute response time is recommended, and in rural areas (areas with a population density of less than 500 persons per square mile), a 14-minute response time is recommended. A performance objective of not less than 90 percent for achieving the nine-minute response time in urban areas, and 80 percent for achieving the 10- and 14-minute response times in suburban and rural areas, respectively, has also been established by the NFPA. The Town of Salem Fire/Rescue Department responds to fires within eight to 12 minutes, 90 percent of the time.

For career departments, the NFPA recommends a response time of four minutes or less⁴ for the arrival of the first arriving engine company at a fire, plus a one-minute "turnout" time. The "turnout" time is defined as the time beginning when units acknowledge notification of an emergency incident to the time when travel to the incident begins. A performance objective of not less than 90 percent for achieving the five-minute response time has been established by the NFPA.

³*NFPA 1720*, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments, *2010 Edition*.

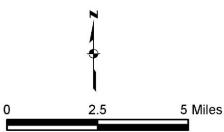
⁴*NFPA 1710*, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments, 2004 Edition.



FIRE STATIONS AND INITIAL RESPONSE SERVICE AREAS IN KENOSHA COUNTY: 2010

FIRE STATIONS
 SERVICE AREA BOUNDARIES
 REFERENCE NUMBER (SEE TABLE 48)

NOTE: THE FIRE STATION FOR AREA No. 2 (KANSASVILLE FIRE DEPARTMENT) IS LOCATED IN THE TOWN OF DOVER IN RACINE COUNTY.



Source: Kenosha County and SEWRPC.

#### Table 48

#### FIRE DEPARTMENTS AND SERVICE AREAS IN KENOSHA COUNTY: 2010

Number on Map		Service Area
48	Fire Departments	(acres)
1	Bristol Fire and Rescue Department	21,312
2	Kansasville Fire Department	13,259 ^ª
3	Kenosha Fire and Rescue Department	18,008
4	Paris Fire and Rescue Department	23,016
5	Pleasant Prairie Fire and Rescue	21,746
	Department	
6	Randall Fire Department	9,002
	Salem Fire and Rescue Department	
7	Salem Service Area	20,581
8	Trevor Service Area	6,193
9	Wilmot Service Area	5,265
10	Silver Lake Fire and Rescue Department	871
11	Somers Fire and Rescue Department	17,081
12	Twin Lakes Fire and Rescue Department	6,398
13	Wheatland Fire Department	15,417

^aThis area only includes the portion within Kenosha County (Town of Brighton). The fire station is located in the Town of Dover in Racine County.

Source: Kenosha County and SEWRPC.

The Salem Fire/Rescue service area includes areas of urban, suburban, and rural densities; however, much of the area within the Town of Salem approaches the suburban density definition used by the NFPA. A response-time analysis was therefore conducted using a 10-minute response time from each fire station serving the Town of Salem, which is shown on Map 40. The response time analysis also assumes that emergency vehicles have the ability to change traffic signals from red to green using preemption control devices (the Salem Fire/Rescue Department has this capability) and that there are no delays at railroad crossings. As shown on Map 40, the entire Town of Salem is within the 10-minute response time recommended by the NFPA.

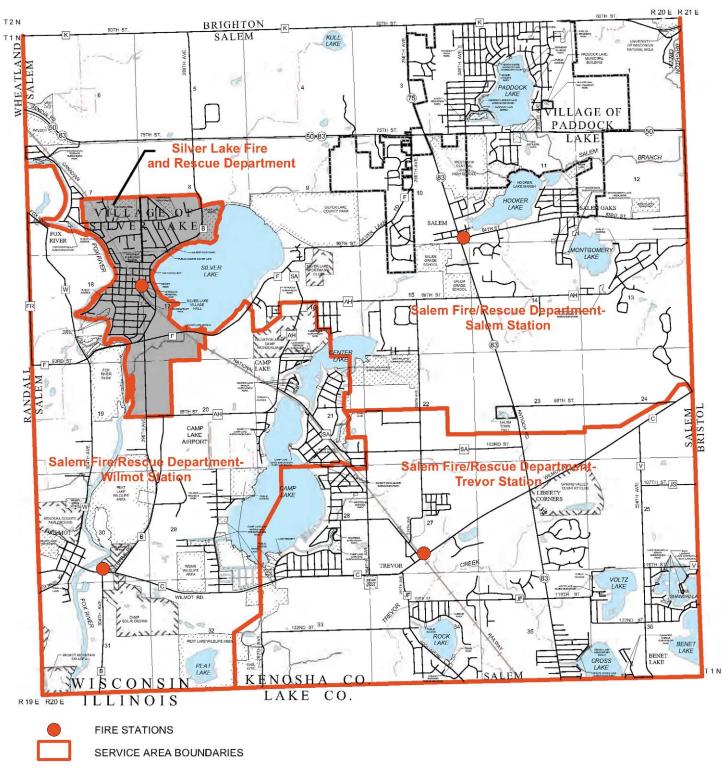
#### **Emergency Rescue Services**

In 2010, there were 11 emergency medical service (EMS) areas in Kenosha County served by eight municipal or volunteer emergency medical service-rescue departments. Map 41 shows emergency medical service areas in Kenosha County and Table 49 lists the department that serves each area.

Emergency rescue services in the Town of Salem are provided by the Town of Salem Fire/Rescue Department and the Village of Silver Lake Rescue Squad. The Salem Fire/Rescue Department provides initial response emergency rescue services to a majority of the Town, the Village of Paddock Lake, and to southern and eastern portions of the Town of Brighton. The Salem Fire/Rescue Department also provides Advanced Life Support services to the entire Town of Salem and the entire Village of Paddock Lake and Town of Brighton. The Village of Silver Lake Rescue Squad provides Basic Life Support and Intermediate Life Support services to the northwestern portion of the Town. The Salem Fire/Rescue Department provides Advanced Life Support services in those portions of the Silver Lake service area within the Town. Emergency rescue service areas in the Town of Salem are shown on Map 42. The Town will conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the Department has sufficient personnel, equipment, and facilities to adequately protect the Town and other communities it serves.

All fire and rescue departments that serve the County are also contracted with the Mutual Aid Box Alert System (MABAS), which is a mutual aid organization that involves a cooperative agreement in the sharing of fire, emergency medical, and emergency management resources between contracted members. MABAS also offers specialized operations teams for hazardous materials (HAZMAT), underwater rescue or recovery (DIVE), and above grade, below grade, and trench and building collapse rescues (Technical Rescue Teams). Counties adjacent to Kenosha County (Racine and Walworth Counties in Wisconsin) and (Lake and McHenry Counties in Illinois) are also members of MABAS.

The Emergency Management Division, under the direction of the Kenosha County Department of Administrative Services, is responsible for the planning, coordinating, and implementing of all emergency management and Homeland Security-related activities for Kenosha County. The goal of the County Emergency Management Division is to lessen the loss of life and reduce injuries and property damage during natural and technological man-made occurrences through mitigation, preparedness, response, and recovery. The Town encourages the County to continue to provide training and educate County residents on emergency planning and continue to provide emergency management services and coordinate with local governments and State agencies in disaster recovery.



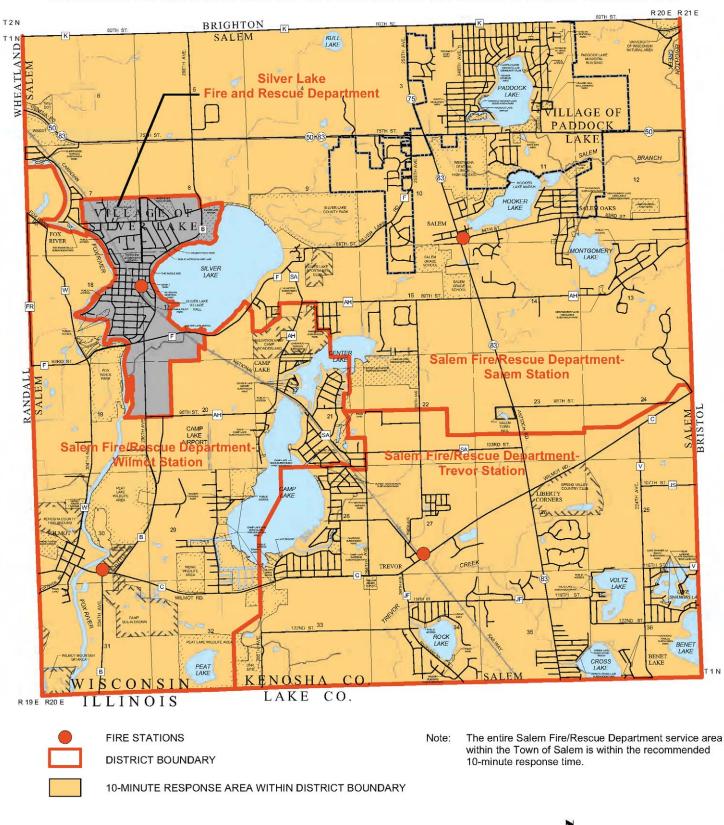
4,500 Feet

2.250

FIRE STATIONS AND INITIAL RESPONSE SERVICE AREAS IN THE TOWN OF SALEM AND ENVIRONS: 2010

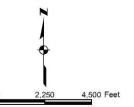
Source: Town of Salem, Kenosha County, and SEWRPC.

#### Map 40

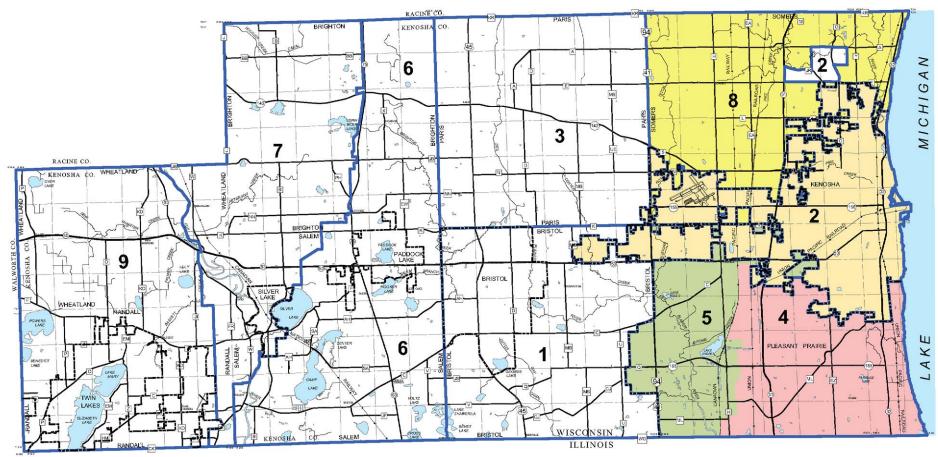


FIRE STATION TEN MINUTE RESPONSE TIME COVERAGE AREA IN THE TOWN OF SALEM AND ENVIRONS: 2010

Source: Town of Salem, Kenosha County, and SEWRPC.



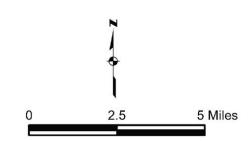
#### EMERGENCY MEDICAL SERVICE AREAS FOR BASIC AND INTERMEDIATE LIFE SUPPORT IN KENOSHA COUNTY: 2010



EMERGENCY MEDICAL SERVICE AREA BOUNDARY

**9** REFERENCE NUMBER (SEE TABLE 49)

NOTE: SERVICE AREA BOUNDARIES FOR ADVANCED LIFE SUPPORT MAY DIFFER FROM THOSE SHOWN FOR BASIC AND INTERMEDIATE SUPPORT.



Source: Kenosha County and SEWRPC.

#### Libraries

The Kenosha County Library System is an agency of Kenosha County, and is governed by a seven-member board appointed by the County Executive. The County Library system carries out its objectives through service contracts with the Kenosha Public Library, which operates four branch libraries and a bookmobile; and the Community Library, which operates three branch libraries. The Community Library serves the Towns of Salem and Randall and the Villages of Paddock Lake, Silver Lake, and Twin Lakes. The three branch libraries are located in the Town of Salem at the southeastern corner of STH 83 and CTH AH; in the Village of Silver Lake; and in the Village of Twin Lakes.

Table 50 lists the circulation of each branch library in Kenosha County. The Kenosha County Library System provides inter-library loan, delivery, and consulting services to member libraries in Kenosha County. The Kenosha County Library System also contracts with the Lakeshores Library System⁵ to provide access for Kenosha County residents at libraries in Racine and Walworth counties, in addition to providing access for Lakeshores Library System users to Kenosha County libraries.

A plan for library service in Kenosha County was undertaken by the Kenosha County Long Range Library Strategic Planning Committee, which included members of the Kenosha County Library System. The plan includes a mission statement and plans of action to foster orderly and efficient progress among Kenosha County library agencies. The Town supports and encourages the Kenosha County Long Range Library Strategic Planning Committee to revisit

#### Table 49

#### EMERGENCY MEDICAL SERVICE (EMS) AREAS IN KENOSHA COUNTY: 2010

Number on Map 41	EMS-Rescue Department Service Areas	Service Area (acres)
1	Bristol Rescue	21,312
2	Kenosha Rescue	18,008
3	Paris Rescue	23,016
	Pleasant Prairie Rescue	
4	Station 1	12,838
5	Station 2	8,908
6	Salem Rescue	27,786
7	Silver Lake Rescue	22,573
8	Somers Rescue	17,081
9	Twin Lakes Rescue	26,631

Source: Kenosha County and SEWRPC.

#### Table 50

#### PUBLIC LIBRARY CIRCULATION IN KENOSHA COUNTY: 2007

Library System	Library	Circulation
Kenosha Public	Northside Kenosha Public Library	346,711
Library ^a	Simmons Kenosha Public Library	57,248
	Southwest Community Library	637,580
	Uptown Kenosha Public Library	30,497
Community Library	Silver Lake Branch	4,440
	Twin Lakes Branch	52,857
	Salem Branch	125,803
Total		1,255,136

^aDoes not include the Bookmobile circulation of 53,783 items.

Source: Kenosha County Library System and SEWRPC.

the Strategic Plan in five year increments to determine various demands on public libraries in the County and how to most efficiently use County funding to address those demands.

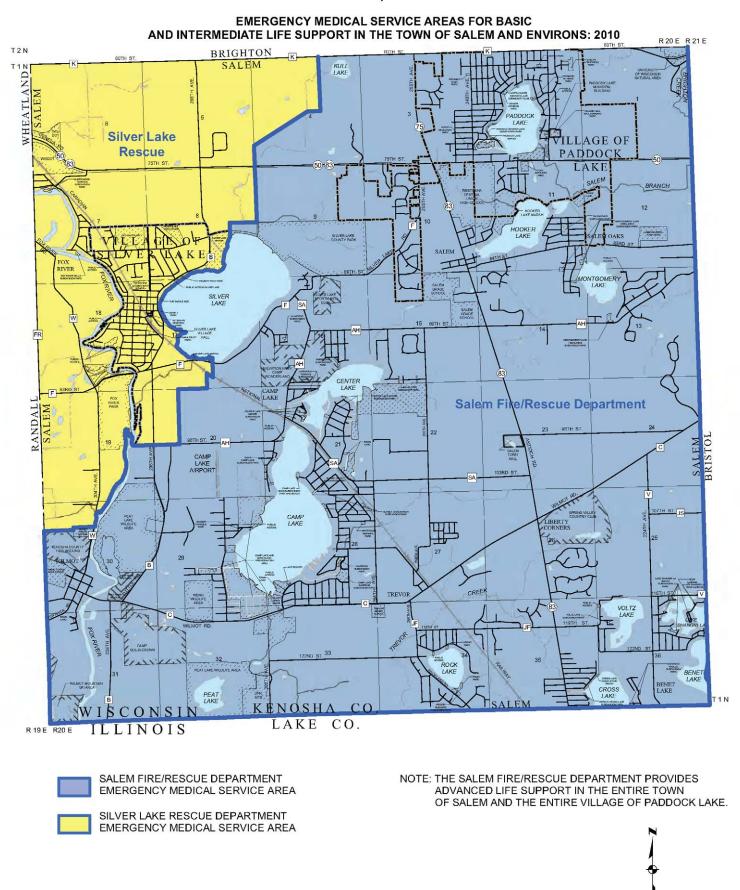
#### Schools

In 2006, there were 54 public schools in 11 school districts and 21 private schools in Kenosha County. All of the public and private schools and public school districts in Kenosha County are shown on Map 43 and listed in Table 51.

The Town of Salem lies within four elementary school districts, the Salem School District, the Silver Lake Joint School District, the Trevor-Wilmot Consolidated Grade School District, and the Wheatland Joint School district. The Salem School District generally encompasses the eastern portion of the Town; the Silver Lake School District

⁵The Lakeshores Library System is comprised of libraries located in Racine County and Walworth County.

Map 42



2,250

4,500 Feet

Source: Town of Salem, Kenosha County, and SEWRPC.

encompasses the central portion of the Town; the Trevor-Wilmot School District encompasses the southwestern portion of the Town; and the Wheatland School District encompasses the northwestern portion of the Town. There are six schools located in the Town: Salem Grade School (Pre-kindergarten through eighth grade), operated by the Salem School District; Trevor Charter School (Kindergarten-four years of age and Kindergarten), Trevor Grade School (Pre-kindergarten through eighth grade), wilmot Bright Horizons Charter School (Kindergarten-four years of age), and Wilmot Grade School (Kindergarten-four years of age through eighth grade), operated by the Trevor-Wilmot Consolidated School District; and Wilmot Union High School (ninth through 12th Grade), operated by the Wilmot Union High School District. The Town also lies within two high school districts, Wilmot Union High School and Westosha Central High School. Wilmot Union High School is located in the southwestern portion of the Town in the hamlet of Wilmot and Westosha Central High School is located in the Village of Paddock Lake on STH 50. The eastern portion of the Town is in the Westosha Central High School District. All public schools and public school districts in the Town is in the Town of Salem are shown on Map 44.

School districts within the County typically prepare facilities plans, which include needs assessments for new facilities and land, based on development statistics received from the local governments they serve and population projection data from agencies such as SEWRPC and the Wisconsin Department of Administration (DOA). SEWRPC projections anticipate that the number of County residents under the age of 20 will increase from about 45,000 in 2000 to about 57,000 in 2035. This increase may require the expansion of existing schools buildings, as well as attendant recreational facilities, or the construction of new school buildings. In addition, some older school buildings within the County may require replacement as the facility becomes antiquated.

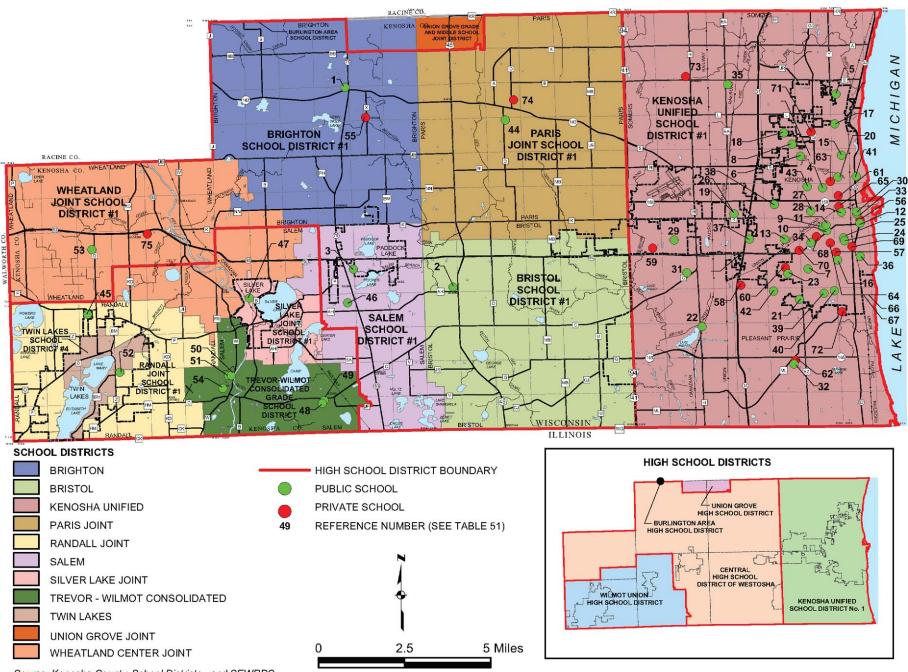
The District of Westosha Board of Education prepared the *Central High School Master Facilities Plan* which sets forth facility recommendations for Westosha Central High School. Recommendations in the report include expansion of the high school to the south of the existing structure to accommodate anticipated residential growth. The plan also recommends the development of new recreational facilities, because building expansion is expected to occur on areas of existing recreational facilities. The expansion of the high school could potentially occur within the next 10 years.

In 2009, district residents approved a referendum that would consolidate the district schools by constructing a new addition to Trevor Grade School to accommodate all district students. A long-term facility needs master plan was prepared for the new addition which includes new classrooms, a new gymnasium, new art and music rooms, a new cafeteria, a new library, and other educational classrooms. Outdoor recreational facilities will also be relocated or developed. Expansion of the grade school will begin in early 2010 and most likely be completed in 2011. In addition to the approved expansion, the existing Trevor Grade School will also be renovated for use by lower grades, administrative staff, teachers, and other school-related uses. Because the district is combining the district schools (Wilmot and Trevor), Wilmot Primary Center School and Wilmot Charter School will be vacated. All district students will attend Trevor Grade School starting in the fall of 2011. The new addition to the school is designed to accommodate a second level to the proposed building, if and when the school district may consider further expansion. The expansion to Trevor Grade School also takes into account potential new residential development within the district. The district also owns an additional 10 acres west and southwest of the existing school to accommodate future school buildings, accessory facilities, or recreational facilities. When the new addition is completed, the district anticipates the school will adequately serve district residents through the next 25 years.

The Wilmot Union High School District prepares for potential growth using an "as needed" approach based on annual enrollments and projected population growth and change. In 2004, expansion to Wilmot Union High School began, and was completed in 2007. Expansion included a fieldhouse (used for multiple school activities), an auditorium, additional classrooms, and additional educational facilities. New recreational facilities were also developed on the school grounds and along CTH C in the Town of Randall, and included a multi-purpose field, baseball and softball diamonds, and tennis courts. Because of the expansion, the school district anticipates the existing school will adequately serve district residents through the next 20 years.

Map 43

#### PUBLIC AND PRIVATE SCHOOLS AND PUBLIC SCHOOL DISTRICTS IN KENOSHA COUNTY: 2006



Source: Kenosha County, School Districts, and SEWRPC.

#### Table 51

#### PUBLIC AND PRIVATE SCHOOLS AND SCHOOL DISTRICTS IN KENOSHA COUNTY: 2005-2006

Number on Map 43	Public Schools	Grades ^a	Enrollment ^b	Address ^c
	Brighton School District #1			
1	Brighton Elementary School	PK-8	205	1200 248 th Avenue, Kansasville (Town of Brighton)
	Bristol School District #1			
2	Bristol Elementary School	PK-8	576	20121 83 rd Street, Bristol (Town of Bristol)
	Central High School District of Westosha			
3	Westosha Central High School	9-12	1,243	24617 75 th Street, Salem
	Kenosha Unified School District No. 1			
4	Edward Bain School of Language and Art	PK-5	776	2600 50 th Street, Kenosha
5	Bose Elementary School	PK-5	337	1900 15 th Street, Kenosha
6	Bradford High School	9-12	2,270	3700 Washington Road, Kenosha
7	Brompton School	K-5	95	7951 36 th Avenue, Kenosha
8	Bullen Middle School	6-8	880	2804 39 th Avenue, Kenosha
9	Chavez Learning Station	PK	378	6300 27 th Avenue, Kenosha
10	Columbus Elementary School	K4-5	239	6410 25 th Avenue, Kenosha
11	Dimensions of Learning Academy	K-8	198	6218 25 th Avenue, Kenosha
12	Durkee Elementary School	K-5	158	839 62 nd Street, Kenosha
13	Forest Park Elementary School	PK-5	478	6810 45 th Avenue, Kenosha
14	Frank Elementary School	K4-5	496	1816 57 th Street, Kenosha
15	Grant Elementary School	K4-5	324	1716 35 th Street, Kenosha
16	Grewenow Elementary School	PK-5	380	7714 20 th Avenue, Kenosha
10	Harvey Elementary School	K4-5	440	2012 19 th Avenue, Kenosha
18	Hillcrest High School	6-12	57	4616 24 th Street. Kenosha
10	Indian Trail Academy	9-12	1,154	6800 60 th Street, Kenosha
20	Jefferson Elementary	9-12 K4-5	341	1832 43 rd Street, Kenosha
20	-	PK-5	389	4011 87 th Street, Kenosha
21	Jeffery Elementary	9-12	309	9449 88 th Avenue, Kenosha
	LakeView Technology Academy		-	4515 80 th Street, Kenosha
23	Lance Middle School	6-8	981	,
24	Lincoln Elementary School	K4-5	261	6811 18 th Avenue, Kenosha
25	Lincoln Middle School	6-8	806	6729 18 th Avenue, Kenosha
26	Mahone Middle School	6-8	880	6900 60 th Street, Kenosha
27	McKinley Elementary School	PK-5	275	5520 32 nd Avenue, Kenosha
28	McKinley Middle School	6-8	609	5710 32 nd Avenue, Kenosha
29	Nash Elementary School ^d	K-5		6801 99 th Avenue, Kenosha
30	Paideia Academy	6-8	67	5821 10 th Avenue, Kenosha
31	Pleasant Prairie Elementary School	K-5	694	9208 Wilmot Road, Kenosha
32	Prairie Lane Elementary School	K-5	416	10717 47 th Avenue, Pleasant Prairie
33	Reuther Central High School	9-12	678	913 57 th Street, Kenosha
34	Roosevelt Elementary School		396	3322 Roosevelt Road, Kenosha
35	Somers Elementary School	PK-5	602	1245 72 nd Avenue, Kenosha
36	Southport Elementary School	PK-5	457	723 76 th Street, Kenosha
37	Stocker Elementary School	PK-5	608	6315 67 th Street, Kenosha
38	Strange Elementary School	K4-5	517	5414 49 th Avenue, Kenosha
39	Tremper High School	9-12	2,402	8560 26 th Avenue, Kenosha
40	Vernon Elementary School	PK-5	477	8518 22 nd Avenue, Kenosha
41	Washington Middle School	6-8	604	811 Washington Road, Kenosha
42	Whittier Elementary School	PK-5	540	8542 Cooper Road, Pleasant Prairie
43	Wilson Elementary School	K-5	224	4520 33 rd Avenue, Kenosha
	Paris Joint 1 School District			
44	Paris Elementary School	PK-8	210	1901 176 th Avenue, Kenosha (Town of Paris)
	Randall Joint 1 School District			
45	Randall Consolidated School	K-8	748	37101 87 th Street, Burlington (Town of Randall)
	Salem School District			
46	Salem Grade School	PK-8	1,136	8828 Antioch Road, Salem
	Silver Lake Joint 1 School District			
47	Riverview Elementary	K4-8	602	300 Prosser Street, Silver Lake

#### Table 51 (continued)

Number on Map 43	Public Schools	Grades ^a	Enrollment ^b	Address ^c
	Trevor-Wilmot Consolidated Grade School District			
48	Trevor Charter School	K4-K	46	26325 Wilmot Road, Trevor (Town of Salem)
49	Trevor Grade School	3-8	358	26325 Wilmot Road, Trevor (Town of Salem)
50	Wilmot Bright Horizons Charter School	K4	27	10720 Fox River Road, Wilmot (Town of Salem)
51	Wilmot Primary Center School	K-2	148	10720 Fox River Road, Wilmot (Town of Salem)
	Twin Lakes School District #4			
52	Lakewood Elementary School	PK-8	406	1218 Wilmot Avenue, Twin Lakes
	Wheatland Joint 1 School District			, ,
53	Wheatland Center School	K4-8	446	6606 368 th Avenue, Burlington (Town of Wheatland)
	Wilmot Union High School District			
54	Wilmot Union High School	9-12	1,071	11112 308 th Avenue, Wilmot (Town of Salem)
	Private Schools	Grades ^a	Enrollment ^e	Address ^c
55	Providence Catholic School- West Campus	5-8	26	1714 240 th Avenue, Kansasville (Town of Brighton)
56	Armitage Academy	K-8	125	6032 8 th Avenue, Kenosha
57	Bethany Lutheran School	K-8	70	2100 75 th Street, Kenosha
58	Christ Lutheran Academy	K-8	28	8411 Old Green Bay Road, Pleasant Prairie
59	Christian Life School	PK-12	789	10700 75 th Street, Kenosha
60	Diderrich Academy	PK-K	4	7918 47 th Avenue, Kenosha
61	Friedens Lutheran School	K-8	180	5043 20 th Avenue, Kenosha
62	Good Shepherd Lutheran School	PK-2	47	4311 104 th Street, Pleasant Prairie
63	Holy Rosary School	K-8	283	4400 22 nd Avenue, Kenosha
64	Kenosha Montessori School	PK-6	77	2401 69 th Street, Kenosha
65	Our Lady of Mount Carmel School	PK-6	148	5400 19 th Avenue, Kenosha
66	Saint Joseph High	9-12	344	2401 69 th Street, Kenosha
67	Saint Joseph Junior High	7-8	147	2401 69 th Street, Kenosha
68	Saint Luke's Evangelical Lutheran School	PK-8	39	6700 30 th Avenue, Kenosha
69	Saint Mark's Grade School	PK-6	100	7117 14 th Avenue, Kenosha
70	Saint Mary's Catholic Grade School	K-8	324	7400 39 th Avenue, Kenosha
71	Saint Peter's Grade School	PK-6	82	2224 30 th Avenue, Kenosha
72	Saint Therese School	PK-6	91	2020 91 st Street, Kenosha
73	Shoreland Lutheran High School	9-12	302	9026 12 th Street, Somers (Town of Somers)
74	Providence Catholic School	K-4	50	1481 172 nd Avenue, Union Grove (Town of Paris)
75	Saint Alphonsus School	PK-8	138	6211 344 th Avenue, New Munster (Town of Wheatland)

^aK is kindergarten, PK is pre-kindergarten, and K4 is kindergarten for four year olds.

^bEnrollment is based on 2005 data.

^cAddress is the school's mailing address.

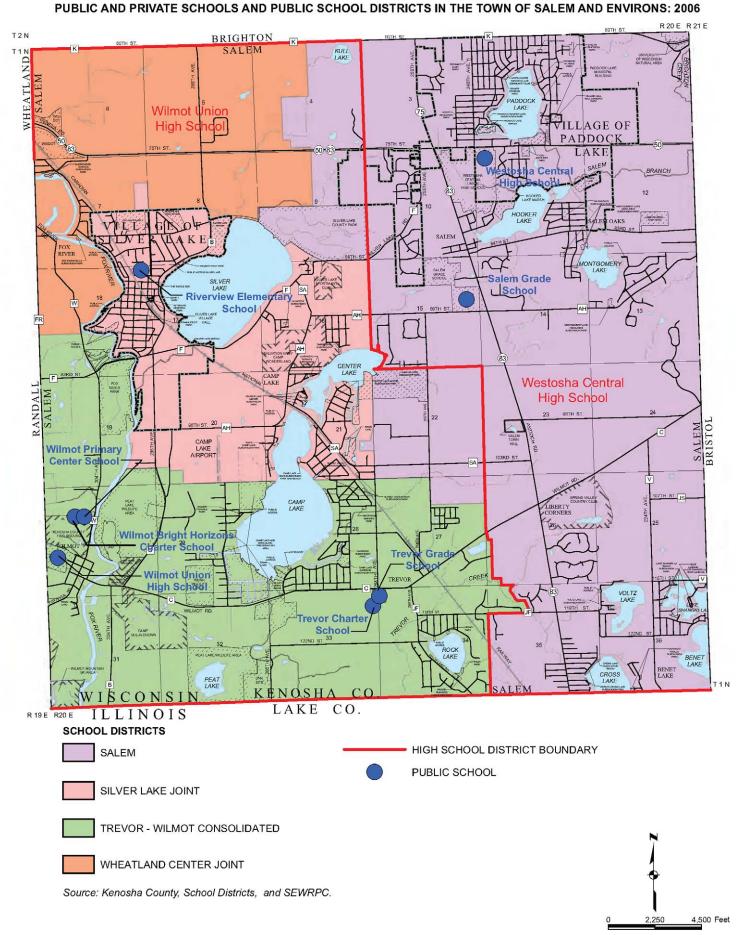
^dCharles Nash Elementary School broke ground in July 2006 and is scheduled to open for the 2007-2008 school year.

^eEnrollment is based on 2006 data.

Source: Wisconsin Department of Public Instruction, Kenosha Unified School District, and SEWRPC.

Other school districts in the Town are preparing for potential growth using an "as needed" approach based on annual enrollments and projected population growth and change. The Salem School District No. 1 has completed numerous expansion projects to the Salem Grade School throughout the years, including the most recent completion of a renovation and addition in early 2010. Because of the recent renovations and addition, the school district anticipates the existing school will adequately serve district residents through the next 20 years. If necessary, expansion of the school could occur by 2035 on land owned by the district located adjacent to the existing school. The Wheatland Joint School District renovated and expanded the school about 10 years ago. The expansion included attaching a middle school to the existing building and renovating the existing elementary portion of the building. Because of the expansion, the school district anticipates the existing school will adequately serve district anticipates the existing school will adequately serve district anticipates the existing elementary portion of the building. Because of the expansion, the school district anticipates the existing school will adequately serve district residents through the next 25 years.

#### Map 44



The Salem, Silver Lake Joint, Trevor-Wilmot Consolidated Grade, Wheatland Joint, Westosha Central, and Wilmot Union school districts should work with all local governments in their districts, including the Town of Salem, Kenosha County, and SEWRPC to obtain information regarding proposed residential developments and population projections in order to prepare accurate facilities plans in short-term increments through the comprehensive plan design year 2035.

#### **Other Government Facilities**

#### Salem Town Hall

The Salem Town Hall is located in the east-central portion of the Town at 9814 Antioch Road (STH 83). The Town Hall was constructed in 1970 and was expanded in 2002. The expansion included a board room, a lobby, a conference room, a kitchen, an elevator, and a full basement to accommodate future growth. In 2008, the original portion of the Town Hall was renovated to accommodate additional office space. The Town Hall has eight offices that accommodate 13 full-time and part-time staff. In addition to the board room holding Town Board meetings, the Town allows any lake or homeowners association located within the Town to conduct meetings, free of charge. The board room is also available to the public and can be rented for private parties and social events. The Town Hall serves as a polling place for all elections and is utilized by the fire department for training classes. The Town will continue to maintain Town Hall facilities to effectively conduct Town government business.

#### Other Town Facilities

The Town of Salem Public Works Building is located at 258th Court in the hamlet of Trevor and the Town of Salem Wastewater Treatment Facility is located at 28711 Wilmot Road (CTH C). In early 2010, the Town plans to construct a new facility for the Highway Department. The new facility will remain in the hamlet of Trevor and will be located along CTH C. The Highway Department will share the new facility with the Town of Salem Fire Department-Trevor Station.

#### Post Offices

There are four U.S. Post Offices in the Town; one in the hamlet of Camp Lake on Camp Lake Road, one in the hamlet of Salem on 83rd Place, one in the hamlet of Trevor on Wilmot Road (CTH C), and one in the hamlet of Wilmot on 113th Street.

#### PART 2: UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

The *Statutes* require a number of utilities and community facilities to be addressed in this element; however, utilities and community facilities are provided by many units and levels of government and also by the private sector. The following is a brief summary of the utilities and facilities provided in the Town:

- *Kenosha County* provides services or administers ordinances associated with environmental quality, including regulation of shorelands, wetlands, and floodplains; and farm watershed conservation planning; environmental health and sanitation, such as the regulation of private onsite waste treatment systems and hazardous waste collection and disposal; parks and recreational facilities; health care services and facilities; safety and emergency management services; enforces and requires facilities for stormwater management; and other general government services. County land use regulations affect the location of existing and potential telecommunications facilities and services, which are also provided by the County, are addressed in the Transportation Element (Chapter VIII).
- *Town of Salem* provides services or establishes agreements for sanitary sewer, solid waste disposal, recycling facilities, parks, fire protection, emergency medical services, and street lighting throughout the Town. The Town is also responsible for the maintenance of streets under Town jurisdiction, as well as establishing agreements with private contractors for street maintenance. An inventory and description of utilities and community facilities provided by the Town are included in Part 1 of this chapter.

- *School districts* are responsible for planning, constructing, and operating school facilities and for providing educational services.
- *The private sector* typically provides electric power, natural gas, communications services, health care, and child care services.

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

- Maintain and enhance the existing level of public services in the Town.
- Provide a safe, secure, and healthful environment and a high quality of life for Town residents.
- Cooperate with other units and agencies of government, where appropriate, to provide cost-effective government services.
- Cooperate with private service providers to ensure Town residents receive appropriate services.

#### **Objectives:**

- Encourage shared services with neighboring communities.
- Develop methods to maintain and enhance local services to the public.
- Encourage public-private partnerships, where appropriate, to enhance the level of public services in the Town.
- Retain refined sanitary sewer service areas, which are in conformance with both the adopted areawide water quality management plan and this comprehensive plan.

#### **Policies:**

- Require developers to pay for improvements needed to support new development requests.
- All development proposed to be located within the Town's adopted planned sanitary sewer service area shall be served by public sanitary sewers.
- All sanitary sewer extensions will be carefully reviewed for impact on implementation of the land use plan maps included in the Land Use Element (Chapter VI), and such sewer extensions will conform to the various plan phases described in Chapter VI.
- Continue to rely on private onsite wastewater treatment systems (POWTS) for wastewater disposal outside the planned sanitary sewer service area.
- Continue to work with and support the Kenosha County Sheriff's Department in providing police protection services to the Town.
- Continue to work with and support the Salem Fire/Rescue Department, and the three fire stations that it comprises, Salem, Trevor, and Wilmot, in providing fire protection service to the Town.
- Continue to work with and support the Salem Fire/Rescue Department and the Silver Lake Rescue Squad in providing rescue services to the Town.
- Encourage mutual aid agreements for fire and rescue services from fire and rescue departments adjacent to the Town.
- Work with Kenosha County to provide adequate health care facilities and services to maintain the high level of health care in the Town.
- Support continued County participation in the Kenosha County Library System.
- Work with the Salem, Silver Lake Joint, Trevor-Wilmot Consolidated Grade, Wheatland Joint, Westosha Central, and Wilmot Union school districts, if requested, to provide information regarding proposed residential developments to help the districts prepare accurate facilities plans. The six public schools and six school districts located in the Town are shown on Map 44.

- Cooperate with electric and gas service providers, such as We Energies, to provide power and heat to Town residents and businesses.
- Continue to work with private providers and Kenosha County to ensure Town residents and businesses are adequately served by a wireless telecommunications system.
- Continue to provide solid waste disposal services for Town residents.
- Continue to provide recycling services for Town residents.
- Although cemeteries are not provided by the Town, the Town encourages the expansion of existing cemeteries or the development of new cemeteries in the Town in appropriate locations, subject to review and approval by the Town.
- Although child care facilities are not provided by the Town, the Town supports the development
  of additional child care facilities in the Town, where appropriate, to meet the needs of Town
  residents, subject to review and approval by the Town.

#### **Programs:**

- Consider adopting a Town stormwater management plan in order to provide comprehensive and coordinated stormwater management facilities and measures.
- Continue to cooperate with Kenosha County in the implementation of Chapter 15, Sanitary Code and Private Sewage System Ordinance, of the Kenosha County Code of Ordinances, which includes the regulation of private onsite wastewater treatment systems (POWTS) in the Town.
- Continue to prepare wastewater treatment facilities plans as needed to meet State requirements and provide for sewer service to existing and planned development within the Town's planned sanitary sewer service area.
- Periodically review and update the Town of Salem sanitary sewer service area plan, in cooperation with SEWRPC, if needed amendments are identified.
- Consider preparing a water supply plan that would allow the Town to establish a municipal water utility district, if a need for a public system is demonstrated.
- Initiate contacts with Kenosha County and adjacent communities prior to constructing new public facilities or initiating or expanding Town services to determine if there are opportunities for joint facilities or services.
- Cooperate with Kenosha County and adjacent communities when approached to consider joint service agreements or facilities.
- Explore a partnership with Kenosha County for recycling programs and facilities, including establishment of permanent household hazardous waste collection sites and facilities.
- Support the Kenosha County Emergency Management Division, which is responsible for planning, coordinating, and implementing all emergency management, including disaster recovery, and Homeland Security-related activities in Kenosha County.
- Continue to examine the need and location for additional community facilities throughout the design year of this comprehensive plan. Recommended general locations for additional elementary schools, fire stations, and parks are shown in Chapter VI on Map 24 and 25, and on the neighborhood plans included in Appendix C.

#### SUMMARY

Part 1 of this chapter provides inventory information on existing utilities and community facilities in the Town of Salem. Information regarding wastewater disposal, water supply, stormwater management, solid waste disposal, recycling facilities, road maintenance, telecommunication facilities, power plants and transmission lines, street lighting, cemeteries, health care facilities, assisted living facilities, child care facilities, police protection, fire

protection, emergency management services, libraries, schools, and other government facilities is included in this chapter. The planning recommendations set forth in Part 2 of this chapter are directly related to the inventory information.

- Sanitary sewage collection, treatment, and disposal in the Town is provided through the Town of Salem Utility District No. 2. Parcels that are outside the district are served by private onsite waste treatment systems (POWTS).
- The Town of Salem Utility District No. 2 primarily serves the eastern two-thirds of the Town and areas within and near the hamlet of Wilmot. The District operates the wastewater treatment plant (WWTP) that serves the Town sewer service area. The WWTP discharges to the Fox River.
- Kenosha County regulates POWTS in the Town under the County Sanitary Code and Private Sewage System Ordinance, which is Chapter 15 of the County Code of Ordinances. Between 1980 and 2006, permits were issued for 413 POWTS in the Town.
- Water for domestic and other uses in the Town is supplied by groundwater through the use of private wells from the shallow aquifer. The Town does not currently have a public water supply system.
- The regional water supply plan anticipates that the Town of Salem may develop a municipal water supply system by 2035. The proposed system would rely on groundwater as the supply source. The proposed Town of Salem municipal water supply system may serve existing and planned urban development east of the Fox River and south of STH 50 and the hamlet of Wilmot, plus portions of the Towns of Bristol and Randall.
- Curb and gutter storm sewer systems in the Town of Salem serve the hamlet of Salem along STH 83 from 81st Street to CTH AH, the hamlet of Liberty Corners at STH 83 and CTH C, the hamlet of Trevor along CTH C, the hamlet of Wilmot along CTH C and CTH W, and within Creekside Cove, Heritage Estates, and Woodhaven residential subdivisions, while the remaining portions of the Town of Salem rely on natural watercourses, roadside ditches, and culverts.
- The Town currently contracts with Green Valley Disposal to provide curbside pick-up of solid waste and recyclable materials for Town residents. Solid waste collected in the Town is landfilled in the Pheasant Run Landfill in the Town of Paris, Kenosha County, and is operated by Waste Management.
- The Town of Salem Highway Department is responsible for maintaining about 69 miles of Town roads and drainage systems within rights-of-way. The Highway Department also coordinates minor road paving projects and reconstruction projects in the Town, and plows snow. The Town contracts with private providers for major paving projects on Town roads. The Kenosha County Highway Department is responsible for maintaining all State and County Trunk Highways (about 37 miles) in the Town.
- Telecommunications providers with wireless antennas in the Town included AT&T, U.S. Cellular, and Verizon. There are four wireless antenna towers in the Town, three of which accommodate antennas for a single carrier and one accommodating antennas for two companies.
- The Town provides street lighting in numerous areas of the Town, including the hamlet areas.
- There are four cemeteries in the Town encompassing about 13 acres.
- There is one licensed facility for the mentally and physically disabled located in the Town, the Brotoloc Briarwood community based residential facility. The facility can support up to six persons and supports mentally ill residents, developmentally disabled citizens, and seniors with traumatic brain injuries.
- In 2006, the Town of Salem had a total of eight licensed child care centers, including four licensed group child care centers (for nine or more children) and four licensed family child care centers (for four to eight children).
- Police protection in the Town is provided by the Kenosha County Sheriff's Department.

- Fire protection in the Town is provided by the Town of Salem Fire/Rescue Department, which maintains three fire stations located in the hamlets of Salem, Trevor, and Wilmot. Emergency rescue services in the Town of Salem are provided by the Town of Salem Fire/Rescue Department and the Village of Silver Lake Rescue Squad.
- The Community Library includes three branch libraries, located at the southeastern corner of STH 83 and CTH AH in the Town of Salem, in the Village of Silver Lake, and in the Village of Twin Lakes.
- The Town of Salem lies within four elementary school districts: the Salem School District, the Silver Lake Joint School District, the Trevor-Wilmot Consolidated Grade School District, and the Wheatland Joint School district. There are six elementary schools located in the Town. The Town also lies within two high school districts, Wilmot Union High School and Westosha Central High School. Wilmot Union High School is located in the southwestern portion of the Town in the hamlet of Wilmot, and Westosha Central High School is located in the Village of Paddock Lake on STH 50.
- The Salem Town Hall is located in the east-central portion of the Town at 9814 Antioch Road (STH 83). The Town of Salem Public Works Building is located at 258th Court in the hamlet of Trevor and the Town of Salem Wastewater Treatment Facility is located at 28711 Wilmot Road (CTH C).
- There are four U.S. Post Offices in the Town; one in the hamlet of Camp Lake on Camp Lake Road, one in the hamlet of Salem on 83rd Place, one in the hamlet of Trevor on Wilmot Road (CTH C), and one in the hamlet of Wilmot on 113th Street.

### **Chapter X**

# **ECONOMIC DEVELOPMENT ELEMENT**

#### INTRODUCTION

The economic development element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(f) of the *Statutes* requires the economic development element to compile goals, objectives, policies, and programs that promote the stabilization and retention or expansion of the economic base and quality employment opportunities in the Town of Salem. In addition, this element must:

- Include an analysis of the Town labor force and economic base.
- Assess categories or particular types of new businesses and industries that are desired by the Town.
- Assess the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries and designate an adequate number of sites for such businesses and industries.
- Evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.
- Identify economic development programs, including State and Regional programs, which apply to the Town.

Part 1 of this chapter provides an inventory and analysis of the labor force and economic base in the Town including approximate employment and unemployment, employment by job type in Kenosha County,¹ the largest employers in the Town, personal income characteristics of residents, existing and planned business/industrial parks in neighboring communities, and environmentally contaminated land.

Part 2 sets forth the projected number of jobs in the Town in 2035, an assessment of desirable new businesses and industries, and an assessment of the Town's strengths and weaknesses with respect to attracting those businesses and industries. Part 3 sets forth economic development goals and objectives through the plan design year of 2035. Recommended policies, defined as steps or actions to achieve economic development goals and objectives; and programs, defined as projects or services necessary to achieve economic development policies, are also identified in Part 3.

A description of economic development organizations and programs which assist in the establishment, retention, and expansion of area businesses, is provided in Appendix D.

¹*This data is only available at the County level.* 

#### PART 1: INVENTORY AND ANALYSIS

#### Labor Force

The labor force is defined as those residents of the Town of Salem 16 years of age and older who are employed or are actively seeking employment. Labor force data are often referred to as "place of residence" data as opposed to "place of work" data, or employment data. The labor force is not equated with the number of employment opportunities, or jobs, in the Town because some Town residents are employed outside the Town, some have more than one job, some are unemployed, and some jobs in the Town are held by non-residents.

#### Table 52

#### EMPLOYMENT STATUS OF PERSONS 16 YEARS OF AGE OR OLDER RESIDING IN THE TOWN OF SALEM: 2000

	Residents 16 Years of Age and Older				
Employment Status	Number	Percent of Labor Force	Percent of all Persons 16 and Older		
Employed	5,047	95.9	69.9		
Unemployed	210	4.0	2.9		
In Armed Forces	6	0.1	0.1		
Subtotal in Labor Force	5,263	100.0	72.9		
Not in Labor Force	1,958		27.1		
Total	7,221		100.0		

Source: U.S. Bureau of the Census and SEWRPC.

Table 52 sets forth the employment status of Town residents 16 years of age or older. There were 5,047 employed persons residing in the Town and 5,236 Town residents in the labor force in 2000. Employed persons comprised about 51 percent of the total population of the Town in 2000. There were 210 unemployed persons age 16 or older, or about 4 percent of the labor force. By comparison, 3.9 percent of the County labor force, 3.6 percent of the Regional² labor force, and 3.2 percent of the State labor force were unemployed in 2000. Unemployment has trended upward, particularly during 2008 and 2009. As of October 2009, the Wisconsin Department of Workforce Development (DWD) reported the unemployment rate in Kenosha County at 10.1 percent of the labor force and Regional and State unemployment rates of 8.2 and 7.6 percent, respectively.

Table 12, in Chapter III, sets forth the location of employment for Town and County residents in 2000. About 37 percent of employed Town residents worked within Kenosha County, including about 11 percent in the Town of Salem, and about 63 percent of residents traveled outside the County for employment. Of the 63 percent of Town residents who traveled outside the County for employment, about 37 percent worked in Lake County, Illinois and about 10 percent worked in Cook County, Illinois.

The occupational and educational attainment make-up of the labor force provides useful insight into the nature of work the Town labor force is most suited to, the type of industry that the Town may be most successful in retaining and attracting, and the types of new businesses and industries most desired by the Town. The number of employed persons by occupation in the Town and County is set forth in Table 11 in Chapter III. Town residents employed in sales and office occupations comprised the largest percentage of the employed labor force at about 30 percent, or 1,496 workers. Management, professional, and related occupations and production, transportation, and material moving and occupations ranked second and third respectively, with about 26 percent, or 1,297 workers, and about 17 percent, or 883 workers, of the employed Town residents. Construction, extraction, and maintenance occupations (15 percent) and service occupations (12 percent) represent the remaining 27 percent of the employed Town workforce.

The high percentage of workers in management and professional and sales and office occupations are consistent with the high level of educational attainment among Town and Kenosha County residents 25 years of age and older. About 86 percent of Town residents at least 25 years of age and 84 percent of County residents at least 25 years of age had attained a high school or higher level of education in 2000. Those percentages are similar to the educational attainment of the overall population of the Region, where 84 percent of the population 25 years of age and older had attained this level of education as of 2000. About 48 percent of Town of Salem residents age 25 and

²The Southeastern Wisconsin Region consists of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

older, and 50 percent of residents in Kenosha County, had attended some college or earned either an associate, bachelor, or graduate degree. Educational attainment for residents of the Town and County is set forth in Table 7 in Chapter III.

Changing age composition of the Town labor force, which is expected to resemble that of Kenosha County, may also affect retention and attraction of business and industry to the Town and the types of business and industry most desired by the Town. The percentage of the population under 20 years old and ages 20 to 44 is expected to decrease by 3 percent and 5 percent, respectively, from 2000 to 2035. However, the percentage of the population ages 45 to 65 is expected to increase by 3 percent, while the percentage of the population 65 years of age and older will increase by 5 percent. The result will be a smaller working age percentage of the population, and a population that may demand an increase in certain products and services, such as those provided by the health care industry.

The projected population of the Town for 2035, as stated in Chapter IV, is 17,732 persons. Assuming the Town population projection and the County age composition projection will apply within the Town, about 13,884 Town residents will be of working age (age 16 or older³). If current labor force participation trends hold constant and the same methodology for calculation is used as above, about 10,121 Town residents could be participating in the labor force in 2035. However, this method does not account for retired persons. The large percentage change in persons in the age 65 and older category (from 12 percent to 16 percent in Kenosha County between 2000 and 2035) will likely mean a larger percentage of retired residents in 2035.

#### Employment

#### Number and Type of Jobs

Employment or "place of work" data are the number and type of jobs available in the Town of Salem and Kenosha County. This information provides an important indicator of the level of economic activity for economic development planning and land use planning purposes. Employment data and labor force data form the baseline information in determining how many and what type of jobs will need to be added in the Town and County to serve the projected 2035 Town population.

Table 53 shows historic employment growth in Kenosha County between 1950 and 2000. In 1950, there were 29,100 jobs located in the County. Between 1950 and 2000, the number of jobs located in the County grew by 136 percent, which was higher than the 113 percent job growth experienced in the Region over the same time period.

Table 54 sets forth the number of jobs in 2000 in the Town of Salem and each community in the County. In 2000, the Town of Salem had 2,195 jobs. Jobs were concentrated in the City of Kenosha and the Village of Pleasant Prairie. These communities also have the largest populations and number of residents in the labor force.

Historical job levels by general industry group are summarized for the County and Region in Table 13 in Chapter III. The 1990's saw a continuation of a shift in the regional economy from manufacturing to service industry jobs. Manufacturing employment in the Region was virtually unchanged during the 1990's, following a 15 percent decrease during the 1980's, and a modest 4 percent increase during the 1970's. Conversely, service-related employment increased substantially during each of the past three decades, by 33 percent during the 1990's, 41 percent during the 1980's, and 53 percent during the 1970's. Due to these differential growth rates, the proportion of manufacturing jobs relative to total jobs in the Region decreased from 32 percent in 1970 to 18 percent in 2000, while service-related employment increased from 18 percent in 1970 to 33 percent in 2000. In comparison to the manufacturing and service industry groups, other major industry groups – such as wholesale trade, retail trade, government, and finance, insurance, and real estate – have been relatively stable in terms of their share of total employment in the Region over the last three decades. Agricultural jobs decreased by over 50 percent between 1970 and 2000, the only industry group other than manufacturing to lose employees.

³This definition is based on methodology used by the U.S. Census Bureau for compiling labor force data.

Similar to trends throughout the Region and the rest of Wisconsin, Kenosha County experienced a decrease in manufacturing jobs. Between 1970 and 2000, the number of manufacturing jobs in Kenosha County decreased from 16,521 to 12,801 jobs, or almost 23 percent. Accordingly, the proportion of manufacturing jobs relative to total jobs in the County decreased from over 39 percent in 1970 to fewer than 19 percent in 2000. All other job categories experienced employment growth between 1970 and 2000, with the exception of agricultural jobs, which decreased by over 57 percent between 1970 and 2000.

There were 76,395 jobs located in the County in 2007, which is an increase of about 7,695 jobs, or 11 percent, from the 2000 level. Table 55 sets forth the number of jobs by industry group in the County as of 2007. The two industry groups listed on Table 55 include the Standard Industry Classification (SIC) system and the North American Industry Classification System (NAICS). The two industry groups provide different industry group classifications. In 1997, the U.S. government started using the NAICS to categorize employment data. The NAICS was developed jointly by the U.S., Canada, and Mexico to provide improved comparability in statistics about business activity across North America.

#### Table 53

#### EMPLOYMENT GROWTH IN KENOSHA COUNTY: 1950 - 2000

	Number	Change From I	Percent of	
Year	of Jobs	Number	Percent	Total Region
1950	29,100			5.1
1960	42,200	13,100	45.0	6.3
1970	42,100	-100	-0.2	5.4
1980	54,100	12,000	28.5	5.7
1990	52,200	-1,900	-3.5	4.9
2000	68,700	16,500	31.6	5.6

Source: U.S. Bureau of Economic Analysis and SEWRPC.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

#### Table 54

NUMBER OF JOBS IN KENOSHA COUNTY COMMUNITIES: 2000

Community	Number of Jobs	Percent of Jobs
City	0.0000	
Kenosha	43,330	63.1
Villages		
Paddock Lake	826	1.2
Pleasant Prairie	10,996	16.0
Silver Lake	523	0.8
Twin Lakes	1,557	2.3
Towns		
Brighton	308	0.4
Bristol	3,526	5.1
Paris	1,006	1.5
Randall	670	1.0
Salem	2,195	3.2
Somers	3,107	4.5
Wheatland	610	0.9
County	68,654	100.0

#### Major Employment Types⁴

The manufacturing industry led Kenosha County in number of jobs in 2007, despite the drop in the number of manufacturing jobs from 12,801 in 2000 to 9,717 in 2007. The next five largest private employment categories were:

- Retail trade 8,896 jobs
- Health care and social assistance 8,756 jobs
- Accommodation and food services 5,641 jobs
- Other services, except public administration 4,943 jobs
- Administrative and waste services 4,763 jobs

The largest government employer in the County was local government, which consisted of 7,709 jobs.

⁴*This data is only available at the County level.* 

#### Table 55

#### PRIVATE AND GOVERNMENT EMPLOYMENT BY INDUSTRY (NAICS) IN KENOSHA COUNTY: 2007

Industry Group (NAICS) ^a	NAICS Code	Former SIC Industry Group ^b	SIC Division Code	Number of Jobs	Percent of Total
Private Employment					
Forestry, fishing, related activities, and other	11	Agricultural, forestry, and fishing	А	^c	^c
Mining	21	Mining	В	^c	^c
Utilities	22	Transportation, communication, electric, gas, and sanitary services	E	^c	c
Construction	23	Construction	С	4,374	5.7
Manufacturing	31-33	Manufacturing	D	9,717	12.7
Wholesale trade	42	Wholesale trade	F	2,883	3.8
Retail trade	44-45	Retail trade	G	8,896	11.6
Transportation and warehousing	48-49	Transportation, communication, electric, gas, and sanitary services	E	c	c
Information	51	Services	I	614	0.8
Finance and insurance	52	Finance, insurance, and real estate	н	1,849	2.4
Real estate and rental and leasing	53	Finance, insurance, and real estate	н	3,479	4.5
Professional and technical services	54	Services	I	2,653	3.5
Management of companies and enterprises	55	Services	I	808	1.1
Administrative and waste services	56	Services	I	4,763	6.2
Educational services ^d	61	Services	I	1,435	1.9
Health care and social assistance	62	Services	I	8,756	11.5
Arts, entertainment, and recreation	72	Services	I	2,085	2.7
Accommodation and food services	72	Services; Retail trade	I; G	5,641	7.4
Other services, except public administration	81	Services	I	4,943	6.5
Farm employment	11	Agricultural, forestry, and fishing	Α	572	0.8
Subtotal ^e				66,399	86.9
Government and Government Enterprises					
Federal, civilian	92	Public administration; Transportation, communication, electric, gas, and sanitary services	J; E	281	0.4
Military	92	Public administration	J	497	0.7
State government ^d		Public administration	J	1,509	2.0
Local government ^d	92	Public administration	J	7,709	10.0
Subtotal				9,996	13.1
Total				76,395	100.0

^aNorth American Industry Classification System.

^bStandard Industry Classification system. SIC Industry Groups are detailed in Figure 1 in Chapter III.

^cDetailed data is not available at the County level; however, these industry groups total 2,931 jobs and 3.8 percent of the total jobs located in the County.

^dThe educational service category includes those employed by private schools and colleges. Public school employees are included in the state and local government categories.

^eSubtotal includes the sum of forestry, mining, utilities, and transportation and warehouse industry jobs, in addition to those categories where the number of jobs are listed.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

#### Major Employment Locations

Major employment locations in Kenosha County in 2006 (those with 100 or more employees) are listed by community in Table 56. There were four employers with over 1,000 employees, four employers between 500 and 999 employees, 24 employers with between 250 and 499 employees, and 50 employers with between 100 and 249 employees located in the County. For most of the values, ranges are given rather than a specific number of employees for confidentiality reasons; however, employee counts from a survey conducted in 2006 by the Kenosha Area Business Alliance (KABA) were provided where possible. One major employer, the Wilmot Union High School District, with 100-249 employees, was located in the Town. Other larger employers in the Town include ATJ Foods, Inc., Breezy Hill Nursery, Inc., P L Swartz Nursery & Garden Shop, Salem School District, the Town of Salem, and Trevor Wilmot Consolidated School District, each with 50-99 employees. The five largest employers in the county were the Kenosha Unified School District, which serves the City of Kenosha, Village of Pleasant Prairie; Aurora Healthcare located in the City of Kenosha; Kenosha County government located throughout the County; and Daimler-Chrysler Corporation located in the City of Kenosha.

#### **Household Income**

Income is another primary indicator of the overall economic well being of an area. Annual household income in the Town and each community in the County is documented in Table 9 in Chapter III. The median household income in the Town was \$54,392 in 1999, which was \$7,422 more than the median household income in the County (\$46,970), \$7,805 more than the median household income in the Region (\$46,587), \$10,601 more than the median household income in the State (\$43,791), and \$12,398 more than the household income in the Nation (\$41,994).

Reported household income in the Town has increased from \$20,408 in 1979 to \$54,392 in 1999, which is an increase of about 167 percent. When expressed in constant dollars, 1979 reported income adjusted for inflation to express that income in 1999 dollars, household income in the Town increased from \$47,186 to \$54,392, which is an increase of about 15 percent. Adjusted median household income increased in the County by about 1 percent, the State by about 7 percent, and the Nation by about 8 percent, but decreased in the Region by one-third of one percent between 1979 and 1999.

Overall, households in the Town have experienced economic prosperity over the last two decades; however, a number of households in the Town had annual incomes under the poverty level in 1999. There were 228 households, or about 7 percent of all households, with incomes below the poverty level in the Town in 1999, of which 139 households were family households and 89 were non-family households. Poverty thresholds are determined on a National basis and do not change by geographic region. Poverty thresholds ranged between \$8,501 for a one person household and \$34,417 for a nine person household in 1999.⁶

#### **Commercial and Industrial Areas**

The Town of Salem and Kenosha County have a strong economic base, as indicated by labor force and household income characteristics. In addition to positive labor force characteristics, the Town and County must ensure that an adequate number of sites for business creation, retention, expansion, and attraction are identified to maintain the strong economic base. The Phase 2 Town land use plan map (Map 24 in Chapter VI) designates an additional 869 acres for business and industrial use in 2035, compared to the 186 acres developed for such uses in 2007.

⁵The poverty thresholds above are weighted averages. Thresholds vary depending on the number of related children under age 18 present in the household and the age of the householder.

#### Table 56

#### LOCATION OF MAJOR EMPLOYERS^a IN KENOSHA COUNTY COMMUNITIES: 2006

Name	NAICS Code	NAICS Industry Title	Number of Employees
City of Kenosha			
Kenosha Unified School District ^c		Educational Services	2,542
United Hospital System, Inc. ^c	622110	General Medical and Surgical Hospitals	1,852
Aurora Healthcare ^c	622110	General Medical and Surgical Hospitals	1,076
Kenosha County ^c	921140	Executive and Legislative Offices, Combined	1,001
Daimler Chrysler Corp	336312	Gasoline Engine and Engine Parts Manufacturing	975
City of Kenosha	921140	Executive and Legislative Offices, Combined	750
Snap – On, Inc.	551114	Corporate, Subsidiary, and Regional Managing Offices	600
Carthage College	611310	Educational Services	425
Jockey International, Inc	551114	Corporate, Subsidiary, and Regional Managing Offices	376
Dairyland Greyhound Park	711212	Racetracks	334
Gateway Technical College	611210	Educational Services	295
Ocean Spray Cranberries Inc	311421	Fruit and Vegetable Canning	295
JHT Holdings	484121	Transportation and Distribution	280
Society's Assets, Inc.	624120	Services for the Elderly and Persons with Disabilities	250 - 499
Pick and Save	445110	Supermarkets and Other Grocery (except Convenience) Stores	250 - 499
QPS Companies, Inc	561320	Temporary Help Services	250 - 499
Walgreens	424210	Drugs and Druggists' Sundries Merchant Wholesalers	250 - 499
Wal-Mart	452112	Discount Department Stores	250 - 499
United Communications Corp	511110	Newspaper Publishers	237
Teleflex Medical (Beere Precision			
Medical Instruments)	339112	Surgical and Medical Instrument Manufacturing	220
Martin Peterson Company, Inc.	332322	Sheet Metal Work Manufacturing	211
Riley Construction Company		Commercial and Institutional Building Construction	185
Mead-Westvaco Corp.	322232	Envelope Manufacturing	151
Applebee's/Pizza Hut/Dos Banditos	722110	Full-Service Restaurants	100 – 249
ATC Leasing Co, Inc.	561110	Office Administrative Services	100 – 249
Bane Nelson, Inc.		Other Nonresidential Equipment Contractors	100 - 249
Brat Stop		Drinking Places (Alcoholic Beverages)	100 - 249
Burger King		Limited-Service Restaurants	100 - 249
Cracker Barrel Old Country Store Inc.		Full-Service Restaurants	100 - 249
Extendicare Homes, Inc.		Nursing Care Facilities	100 - 249
Golden Corral	722211	Limited-Service Restaurants	100 - 249
I E A, Inc		Heating Equipment (except Warm Air Furnaces) Manufacturing	100 - 249
ITT Industries		Sheet Metal Work Manufacturing	100 - 249
Jewel Food Stores		Supermarkets and Other Grocery (except Convenience) Stores	100 - 249
Johnson Bank		Commercial Banking	100 - 249
Kindred Nursing Centers (Woodstock Health and Rehabilitation Center)		Nursing Care Facilities	100 - 249
Kindred Nursing Centers			
(Sheridan Medical Complex)	623110	Nursing Care Facilities	100 – 249
Kohl's Department Stores		Discount Department Stores	100 - 249
Lacosta, Inc	561720	Janitorial Services	100 - 249
Laidlaw Transit, Inc.	485410	School and Employee Bus Transportation	100 - 249
Laminated Products, Inc	337110	Wood Kitchen Cabinet and Countertop Manufacturing	100 – 249
Manpower, Inc.		Temporary Help Services	100 – 249
Market Probe, Inc		Marketing Research and Public Opinion Polling	100 – 249
Menards, Inc.		Home Centers	100 - 249
Palmen Motors, Inc.	441110	New Car Dealers	100 - 249
Sears Roebuck and Company	452111	Department Stores (except Discount Department Stores)	100 - 249
Shopko Stores	452112	Discount Department Stores	100 - 249
Sports Physical Therapy and		···· · · ·	
Rehabilitation Specialists		Offices of Physical, Occupational and Speech Therapists, and Audiologists	100 – 249
Supervalu		Supermarkets and Other Grocery (except Convenience) Stores	100 – 249
Target Stores		Discount Department Stores	100 – 249
US Postal Service	491110	Postal Service	100 – 249
Vista International Packaging	311612	Meat Processed from Carcasses	100 – 249
Washington Manor	623110	Nursing Care Facilities	100 - 249
Woodman's Food Market		Supermarkets and Other Grocery (except Convenience) Stores	100 - 249
XTEN Industries	326199	All Other Plastics Product Manufacturing	100 - 249
YMCA of Kenosha	813410	Civic and Social Organizations	100 - 249

#### Table 56 (continued)

Name	NAICS Code	NAICS Industry Title	Number of Employees ^b
Village of Paddock Lake			
Westosha Central High School District	611110	Educational Services	100 – 249
Village of Pleasant Prairie			
Albany Chicago (Orion Corp.)	331521	Aluminum Die-Casting Foundries	520
Unified Solutions, Inc.	561910	Packaging and Labeling Services	465
We Energies	221112	Fossil Fuel Electric Power Generation	462
Hospira, Inc	424210	Drugs and Druggists' Sundries Merchant Wholesalers	450
Supervalu	424410	General Line Grocery Merchant Wholesalers	405
Sanmina	334412	Bare Printed Circuit Board Manufacturing	350
Iris USA	326199	All Other Plastics Product Manufacturing	350
Honeywell International	335929	Other Communication and Energy Wire Manufacturing	285
Village of Pleasant Prairie	921140	Executive and Legislative Offices, Combined	284
The Cherry Corporation	334419	Other Electronic Component Manufacturing	263
Rust-oleum	325510	Paint and Coating Manufacturing	250
GBC	423420	Office products	209
Fair Oaks Farms	311612	Meat Processed from Carcasses	180
Hexion Specialty Chemicals	325998	All Other Miscellaneous Chemical Product and Preparation Manufacturing	164
Exel Logistics, Inc.	493110	General Warehousing and Storage	100 – 249
Pleasant Prairie Operating Company	623110	Nursing Care Facilities	100 – 249
St. Josephs Home	623110	Nursing Care Facilities	100 – 249
Village of Twin Lakes			
Randall Consolidated School District	611110	Educational Services	100 – 249
Town of Bristol			
Carmax Auto Superstores	441110	New Car Dealers	100 – 249
Kutzler Express	484121	General Freight Trucking, Long-Distance, Truckload	100 – 249
Town of Paris			
Birchwood Foods	311612	Meat Processed From Carcasses	400
Town of Randall			
American Girl, Inc	493110	Specialty Dolls (Distribution Center)	250
Town of Salem			
Wilmot Unified High School District	611110	Educational Services	100 – 249
Town of Somers			
Town of Somers	921140	Executive and Legislative Offices, Combined	100 – 249
UW Parkside	611310	Educational Services	495

^aMajor employers are those with 100 or more employees.

^bA range of employees is listed for those employers who were unwilling to report a specific number.

^cIncludes employees working at multiple locations in several communities.

Source: Kenosha Area Business Alliance (KABA), U.S. Bureau of Economic Analysis, and SEWRPC.

#### **Business/Industrial Parks**

Existing business parks located in the County are listed in Table 57. Business parks are defined as having the following characteristics:

- A planned and publicly-owned internal street system
- Sanitary sewer service and public water service or availability
- Single ownership at the time the park was subdivided
- Land that is available and on the market
- A minimum of 10 acres for brownfield sites and 40 acres for greenfield sites
- Land that was platted or divided by certified survey map, except for brownfield sites

There were seven business parks located in the County in 2007. Total acreage encompassed by business parks at that time was 3,391 acres. About 76 percent of the land, or 2,590 acres, has been developed or is committed to development. About 24 percent of the land, or 801 acres, is currently available for development. The

#### Table 57

Community	Name	Total Acres	Acres Developed
City of Kenosha	Business Park of Kenosha	302	230
	Kenosha Industrial Park	163	158
Village of Pleasant Prairie	Lake View East Corporate Park	2,336	1,907
	Lake View West Corporate Park	211	128
	Prairiewood Corporate Park	272	70
Village of Silver Lake	Schenning Industrial Park	35	35
Town of Bristol ^a	Bristol Industrial Park	72	62
Total		3,391	2,590

#### **BUSINESS/INDUSTRIAL PARKS IN KENOSHA COUNTY: 2007**

Note: There were four additional business/industrial parks located in Kenosha County in 2007, the Bane-Nelson Industrial Park, CC and G Industrial Park, and Westview Industrial Park in the City of Kenosha; and the Twin Lakes Industrial Park in the Village of Twin Lakes. These four business/industrial parks are not included in the table above because they do not meet all of the criteria established for such parks, which are listed on page 226.

^aThe Bristol Industrial Park is now located in the Village of Bristol, which was incorporated in 2009 from a portion of the Town of Bristol.

Source: Local Governments and SEWRPC.

business/industrial parks are located adjacent to arterial streets and highways in the City of Kenosha, Village of Pleasant Prairie, Village of Silver Lake, and the Town of Bristol (now located in the Village of Bristol, which incorporated in 2009). There were no business parks located in the Town of Salem. Uses located in business/industrial parks are traditionally manufacturing, warehousing, or office uses; however, commercial retail and service uses may also be appropriate for business/industrial parks. The most compatible commercial retail and service uses for business/industrial parks are those that provide goods and services catering to the needs of employees who work in the business parks, such as child care centers, restaurants, and banks or credit unions. Health care clinics are also increasingly being located in business/industrial parks.

#### **Environmentally Contaminated Sites**

Section 66.1001 of the *Wisconsin Statutes* requires the economic development element of a comprehensive plan to promote environmentally contaminated sites for commercial and industrial use. There are two leaking underground storage tank (LUST) sites in the Town of Salem, as listed on Table 29 and shown on Map 19 in Chapter VI. Both sites are still classified as active or "open" field studies by the DNR. There are also two inactive landfills and two waste disposal sites in the Town.

#### PART 2: ECONOMIC PROJECTIONS AND DESIRABLE BUSINESSES

#### **Employment Projections**

Future employment levels in the County are expected to be strongly influenced by the strength of the regional economy relative to the rest of the State and Nation. The Southeastern Wisconsin Regional Planning Commission's (SEWRPC) economic study, *The Economy of Southeastern Wisconsin*⁶, which was prepared as part of the regional land use planning program, concluded that the regional economy is unlikely to significantly increase or decrease in strength relative to the State or Nation over the projection period of 2000 to 2035.

Projections of total employment for Kenosha County were prepared within the framework of the regional employment projection largely on the basis of trend analysis. The number of jobs by industry group in 2000 and the projected number of jobs in 2035 are shown on Table 58. The total number of jobs in the County is projected

⁶Documented in SEWRPC Technical Report No. 10 (4th Edition), The Economy of Southeastern Wisconsin, July 2004.

#### Table 58

Industry Group	Existing Number of Jobs 2000	Projected Number of Jobs 2035	2000-2035 Number Change in Employment	2000 Percent of Total Employment	2035 Percent of Total Employment
Industrial ^a	20,116	19,569	-547	29.3	22.1
Retail	13,349	15,674	2,325	19.4	17.7
General ^b	22,432	40,705	18,273	32.7	46.0
Transportation, Communication, and Utilities	2,651	2,504	-147	3.9	2.8
Government ^c	8,534	8,636	102	12.4	9.8
Other ^d	1,572	1,416	-156	2.3	1.6
Total	68,654	88,504	19,850	100.0	100.0

#### EMPLOYMENT PROJECTIONS FOR KENOSHA COUNTY UNDER THE REGIONAL LAND USE PLAN: 2000-2035

^aIncludes construction, manufacturing, and wholesale trade categories.

^bIncludes finance, insurance, and real estate (FIRE), and service categories, including educational services for those employed by private schools and colleges.

^cIncludes government and public education jobs.

^dIncludes agricultural, agricultural services, forestry, mining, and unclassified jobs.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

to increase by 19,850 jobs, or by about 29 percent. Most of the job growth in the County is expected to occur in the "General" category, which includes service jobs and jobs in finance, insurance, and real estate. Retail jobs are also expected to increase, while the number of industrial, government, transportation, communications, and utilities, and those categorized as 'other' jobs are expected to remain the same or to slightly decrease.

As part of the multi-jurisdictional comprehensive planning effort, existing 2000 and projected 2035 employment levels were developed to assist local governments in determining a local employment projection for the year 2035. Similar to the process for developing population projections, one of the projections was based on the intermediate growth projections from the 2035 Regional Land Use Plan, and one was an extrapolation of historic job trends in each community. The trend-based projection assumes a continuation of past employment change in each community between 1980 and 2000, with the change for more recent years weighted more heavily than change for earlier years. Thus, in developing the trend-based projection, the employment change between 1990 and 2000 was weighted more heavily than the employment change during the 1980s.

The 2035 regional land use plan envisions 3,172 jobs in the Town in 2035, which would be an increase of 977 jobs, or a 45 percent increase, over the number of jobs in the year 2000. A continuation of recent trends would result in 4,519 jobs in the Town in 2035, which would be more than double (106 percent) the number of jobs in 2000. The Town considered these alternative projections and selected a projection of 3,566 jobs, which falls between the regional land use plan and recent trends projections. The selected projection would result in an increase of 1,371 jobs, or 63 percent, over the number of jobs in the Town in the year 2000.

#### **Desired Businesses**

Section 66.1001 of the *Wisconsin Statutes* requires that an assessment of categories or particular types of new businesses and industries desired by the Town of Salem be identified in the economic development element of the comprehensive plan. This section includes a list of businesses and industries the Town would like to create, attract, retain, or expand.

Desired business and industries for the Town include the following:

- Data and information technology high-tech industries (SIC 70-89; NAICS 51 and 54)
- Advanced technology manufacturing and engineering (SIC 20-39 and 70-89; NAICS 31-33 and 54)
- Bio-fuel technology and bio-technology in general (SIC 40-49; NAICS 22)
- Alternative energies research and development
- Research and development of alternative crops for fuel
- Environmental industry "green" buildings and infrastructures, and energy-efficiency
- Hotels, Rooming Houses, Camps, and other lodging places (SIC 70; NAICS 72)
- Personal services (SIC 72; NAICS 81)
- Business services (SIC 73; NAICS 54 and 56)
- Automotive repair, services, and parking (SIC 75; NAICS 81)
- Miscellaneous repair services (SIC 76; NAICS 81)
- Motion picture services (SIC 78: NAICS 51)
- Amusement and recreation services (excluding SIC 794; NAICS 71 professional sports clubs and SIC 7996; NAICS 71 amusement parks) (SIC 79; NAICS 71)
- Health services (SIC 80; NAICS 62)
- Educational services (SIC 82; NAICS 61)
- Social services (SIC 83; NAICS 62)
- Museums, art galleries, and botanical and zoological gardens (SIC 84; NAICS 71)
- Membership organizations (SIC 86; NAICS 81)
- Engineering, accounting, research, management, and related services (SIC 86; NAICS 54)
- Private household services (SIC 88; NAICS 81)
- Services, not elsewhere classified (SIC 89; NAICS 81)
- Professional and technical services (SIC 70-89; NAICS 54)
- Business and corporate management (SIC 70-89; NAICS 55)
- Jobs that support agriculture and rural lifestyles agricultural businesses (SIC 01-09; NAICS 11)
- Home-based businesses and jobs that allow workers to work from home⁷ (No specific code, applies to many types of businesses)
- Service sector lawn and maintenance (SIC 70-89; NAICS 81)
- Healthcare related businesses (SIC 70-89; NAICS 62)
- Assisted living senior care (SIC 70-89; NAICS 62), including specifically:
  - Rehabilitation services (SIC 80; NAICS (62)
  - Nursing homes (SIC 80; NAICS (62)
  - Medical Labs (SIC 80; NAICS (62)
  - Medical Clinics (SIC 80; NAICS 62)

⁷According to the 2000 Census, 2.3 percent of employed Kenosha County residents worked from home.

#### **Economic Development Strengths and Weaknesses**

Section 66.1001 of the *Wisconsin Statutes* also requires that an assessment of strengths and weaknesses with respect to attracting and retaining businesses and industries in the Town be completed as part of the economic development element. This section includes a list of perceived strengths and weaknesses, which were identified as part of the multi-jurisdictional planning process and reviewed and accepted by the Town Plan Commission.

The Town's perceived strengths for attracting and retaining businesses and industries include:

- Active organizations and community leaders committed to attracting and retaining business, industry, jobs, and workers (the KABA and Kenosha County Division of Workforce Development)
- Strong local intergovernmental cooperation
- Location between Chicago and Milwaukee
- Proximity to areas with fast growth (neighboring Illinois counties)
- Access to national and international markets
- Good infrastructure and accessibility; for example, good roads, interstate, and rail (compared to neighboring Illinois counties)
- A long history of planning and zoning
- Strong projected population growth
- Skilled workforce with good work ethic
- Availability of workforce, land, and housing options
- Availability of business resources and financing
- Lake Michigan good water quality
- Lack of congestion and reasonable commuting distances
- Good quality schools
- Good quality of life in general (including parks and other amenities)
- Low crime rate
- Tourism and recreation opportunities
- Community has begun to attract a dynamic and diverse business mix; need to keep up momentum
- Current increase in construction (particularly for industrial development)
- History rooted in manufacturing (strength and weakness)

The Town's perceived weaknesses regarding attracting and retaining desirable businesses and industries include:

- Lack of mass transit (no train and limited bus service in western portion of County)
- Lack of dedicated funding for mass transit (Kenosha-Racine-Milwaukee commuter rail)
- 'Brain Drain' problem: many educated and skilled young people leave Kenosha County for jobs elsewhere
- Mismatch between educational attainment/skills and job skills desired by employers
- Perception of deteriorating air quality⁸

⁸Based on U.S.E.P.A. monitor trends report data from the monitoring station in the Chiwaukee Prairie, levels of reported criteria air pollutants indicate an improvement in air quality since 2003.

- Need to prepare for, and invest in, the expansion of infrastructure to meet projected growth demands
- Lack of understanding about the importance of agriculture and its contribution to the economy
- Lack of entertainment venues and cultural attractions or amenities
- Lack of hospitality services (hotels, fine-dining establishments)
- Perceived reputation as "blue-collar"/"lunch-bucket town" may hinder attracting certain types of industries
- Perceived reputation as thrifty and unwilling to spend money on non-essentials may hinder attracting certain types of retail and service industries
- Growing concerns over housing needs due to both a growing and aging population
- Generally, jobs in Kenosha County pay lower wages and salaries than jobs in neighboring (Illinois) counties
- Negative perception associated with casinos (low paying jobs, attract crime)
- Lack of retail, especially in comparison to Racine
- History rooted in manufacturing (strength and weakness); the economy may be seen as undiversified and could face difficulty in today's fast-changing economy

#### PART 3: ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

#### Goal:

• Attract and retain jobs that provide employment opportunities for Town residents.

#### **Objectives:**

- Identify desired businesses within the Town, appropriate for the level of services provided in the Town.
- Encourage and support entrepreneurialism (i.e. small businesses and home-based businesses).

#### **Policies:**

- Allow business and industrial development in appropriate areas, including new or continuing agricultural uses.
- Promote the positive attributes of the Town to desirable businesses that may consider locating or expanding in the Town.
- Support economic development organizations that act to retain and create employment opportunities for residents of the Town.

#### **Programs:**

 Areas are identified and designated on the Town land use plan map (Maps 23 and 24 in Chapter VI) for commercial, industrial, and potential commercial or industrial development to accommodate the anticipated need for such uses through the year 2035.

#### SUMMARY

Part 1 of this chapter presents information on historical and existing labor force, employment, and income characteristics of the Town of Salem. Employment projections for the year 2035 and an assessment of desirable new businesses and industries, and an assessment of the Town's strengths and weaknesses with respect to attracting those businesses and industries are included in Part 2. Economic development recommendations are set forth in Part 3.

- There were 5,047 employed persons residing in the Town and 5,236 Town residents in the labor force in 2000. Employed persons comprised about 51 percent of the total population of the Town in 2000. There were 210 unemployed persons age 16 or older, or about 4 percent of the labor force.
- In 2000, about 37 percent of Town of Salem workers were employed in Kenosha County, including about 11 percent in the Town of Salem. Lake County, Illinois and Cook County, Illinois ranked second and third as the place of work destinations of Town of Salem residents at about 37 percent and about 10 percent, respectively.
- Town residents employed in sales and office occupations comprised the largest percentage of the employed labor force at about 30 percent, or 1,496 workers. Management, professional, and related occupations and production, transportation, and material moving and occupations ranked second and third respectively, with about 26 percent, or 1,297 workers, and about 17 percent, or 883 workers, of the employed Town residents. Construction, extraction, and maintenance occupations (15 percent) and service occupations (12 percent) represent the remaining 27 percent of the employed Town workforce.
- About 86 percent of Town residents at least 25 years of age and 84 percent of County residents at least 25 years of age had attained a high school or higher level of education in 2000. About 48 percent of Town of Salem residents age 25 and older, and 50 percent of residents in Kenosha County, had attended some college or earned either an associate, bachelor, or graduate degree.
- The percentage of the population under 20 years old and ages 20 to 44 is expected to decrease by 3 percent and 5 percent, respectively, from 2000 to 2035. However, the percentage of the population ages 45 to 65 is expected to increase by 3 percent, while the percentage of the population 65 years of age and older will increase by 5 percent. The result will be a smaller working age percentage of the population, and a population that may demand an increase in certain products and services, such as those provided by the health care industry.
- Assuming the Town population projection and the County age composition projection will apply within the Town, about 13,884 Town residents will be of working age (age 16 or older). If current labor force participation trends hold constant and the same methodology for calculation is used as above, about 10,121 Town residents could be participating in the labor force in 2035.
- Between 1970 and 2000, the number of manufacturing jobs in Kenosha County decreased from 16,521 to 12,801 jobs, or almost 23 percent. Accordingly, the proportion of manufacturing jobs relative to total jobs in the County decreased from over 39 percent in 1970 to fewer than 19 percent in 2000. All other job categories experienced employment growth between 1970 and 2000, with the exception of agricultural jobs, which decreased by over 57 percent between 1970 and 2000.
- There were 76,395 jobs located in the County in 2007, which is an increase of about 7,695 jobs, or 11 percent, from the 2000 level.
- One major employer, the Wilmot Union High School District, with 100-249 employees, was located in the Town. Other larger employers in the Town include ATJ Foods, Inc., Breezy Hill Nursery, Inc., P L Swartz Nursery & Garden Shop, Salem School District, the Town of Salem, and Trevor Wilmot Consolidated School District, each with 50-99 employees.
- The 1999 median annual household income for Town of Salem households was \$54,392, about 16 percent higher than that of Kenosha County households as a whole.
- The 2035 regional land use plan envisions 3,172 jobs in the Town in 2035, which would be an increase of 977 jobs, or a 45 percent increase, over the number of jobs in the year 2000. A continuation of recent trends would result in 4,519 jobs in the Town in 2035, which would more than double (106 percent) the number of jobs in the Town. The Town considered these alternative projections and selected a projection of 3,566 jobs, which falls between the regional land use plan and recent trends projections. The selected projection would result in an increase of 1,371 jobs, or 63 percent, over the number of jobs in the Town in the year 2000.

- Desired businesses and industries for the Town include data and information technology high-tech industries; advanced technology manufacturing and engineering; bio-fuel technology and bio-technology in general; alternative energies research and development; research and development of alternative crops for fuel; environmental industry "green" buildings and infrastructures, and energy-efficiency; hotels, rooming houses, camps, and other lodging places; personal services; business services; automotive repair, services, and parking; miscellaneous repair services; motion picture services; selected amusement and recreation services; health services; educational services; social services; museums, art galleries, and botanical and zoological gardens; membership organizations; engineering, accounting, research, management, and related services; private household services; professional and technical services; business and corporate management; agricultural businesses; home-based businesses; service sector businesses; healthcare-related businesses; and assisted living senior care.
- The Town's perceived strengths for attracting and retaining businesses and industries include active organizations and leaders; strong local intergovernmental cooperation; location between Chicago and Milwaukee; proximity to areas with fast growth (neighboring Illinois counties); access to national and international markets; good infrastructure and accessibility; a long history of planning and zoning; strong projected population growth; skilled workforce with good work ethic; availability of workforce, land, and housing options; availability of business resources and financing; Lake Michigan good water quality; lack of congestion and reasonable commuting distances; good quality schools; good quality of life in general; low crime rate; tourism and recreation opportunities; a dynamic and diverse business mix; current increase in construction (particularly for industrial development); and history rooted in manufacturing.

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### **Chapter XI**

# **INTERGOVERNMENTAL COOPERATION ELEMENT**

#### **INTRODUCTION**

The intergovernmental cooperation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(g) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps for joint planning and decision making between the Town and other jurisdictions, including school districts and local governments, for the siting and building of public facilities and for sharing public services. The *Statutes* also requires this element to:

- Analyze the relationship of the Town to school districts, drainage districts,¹ adjacent local governments, Kenosha County, the Region, the State, and to other governmental units (such as sanitary districts and library boards).
- Incorporate any plans or agreements to which the Town is a party under Sections 66.0301, 66.0307, or 66.0309 of the *Statutes*.
- Identify existing or potential conflicts between the Town, other local governments, the County, or the regional planning commission, and to describe the processes to resolve such conflicts.

Some of the benefits of Intergovernmental Cooperation include:

Cost Savings

Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly. Examples include shared library services, police and fire protection, and recycling of household hazardous waste.

Address Regional Issues

By communicating and coordinating their actions, and working with County, regional, and State agencies, local communities are able to address and resolve issues which are regional in nature. Examples include the construction and maintenance of highways and planning and construction of facilities for stormwater management.

¹There are no drainage districts in the Town of Salem. The only active drainage district in Kenosha County is located in the Town of Brighton.

#### • Early Identification of Issues

Cooperation enables County and local governments and other agencies to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.

#### Reduced Litigation

Communities that cooperate may be able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.

#### • Understanding

As communities communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them through communication and shared information.

#### • Trust

Cooperation can lead to positive experiences and results that build trust and good working relationships between communities.

#### • History of Success

When communities cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

Part 1 of this Chapter includes an analysis of intergovernmental relationships between the Town of Salem, County, State and Regional government agencies, adjacent local governments, and special-purpose units of government. Part 2 describes intergovernmental agreements involving the Town and identifies existing and potential shared services and agreements. Part 3 identifies existing or potential land use conflicts between the Town and adjacent local governmental units, as required by the *Statutes*, and describes processes to resolve such conflicts. Part 4 sets forth goals, objectives, policies, and programs intended to guide intergovernmental cooperation efforts in the Town through the comprehensive plan design year of 2035.

#### PART 1: ANALYSIS OF INTERGOVERNMENTAL RELATIONSHIPS

#### Kenosha County

Kenosha County provides a number of services to the Town and Town residents. This section briefly highlights a few of the County departments that provide services to local governments:

#### Planning and Development Department

The Planning and Development Department is comprised of the Planning Operations Division, Long-Range Countywide Planning Division, Land Information Division, UW-Extension, Housing Authority, and Surveying. The Planning and Development Department provides a number of services, including coordination of the multijurisdictional comprehensive planning process, GIS mapping services, maintenance of GIS mapping data on the County website and the Kenosha Area Land Management (KALM) system. The department also interprets legal descriptions on recorded documents and makes the necessary changes to the real estate assessment roll for assessment and taxation purposes, which is used to generate assessment notices and tax bills.

The County administers and enforces a nonmetallic mining reclamation ordinance in the city, villages, and towns that have not adopted a local reclamation ordinance; regulates private onsite waste treatment systems (POWTS) throughout the County; and administers and enforces general zoning and shoreland/floodplain and subdivision control regulations and the stormwater management and erosion control review process within the towns (see Chapter II for information on County land use-related ordinances). The department is also responsible for surveying and providing practical education, research, and knowledge to the needs of diverse families and communities in the County through UW-Extension, and with assistance from SEWRPC, conserving, rehabilitating, and improving property owned or occupied by low- and moderate-income residents throughout

Kenosha County, except the City of Kenosha, via the County Housing Authority. The County Housing Authority further administers the Fox River Flood Mitigation Program, a buyout program for homes in the 100-year floodplain of the Fox River in the Town of Salem, Town of Wheatland, and Village of Silver Lake, as well as managing the Housing Rehabilitation and Homestead Opportunity loan programs.

As part of the Long-Range Countywide Planning Division, the County Land and Water Conservation staff maintains, enhances, and preserves land and water resources in Kenosha County. County staff provides various conservation services and programs to County residents, including various conservation practices; farmland preservation, conservation reserve, environmental quality incentives, soil and water resource management grant, and wetlands reserve programs; stormwater management, including stormwater and erosion control reviews; gypsy moth suppression; and shoreland, wetland, and pond information and permits. The department also organizes an annual seedling tree program.

#### Human Services Department

The Human Services Department is comprised of Aging and Disability Services, the Brookside Care Center, Children and Family Services, Division of Health, Veteran Services, and Workforce Development. The Human Services Department provides services and enforces public health regulations, including surveillance, investigation, control, and prevention of communicable diseases; other disease prevention; health promotion; human health hazard control; monitoring beach water quality; community safety and well-being; assistance and support to veterans and their families; employment services for low-income families, custodial and non-custodial parents, and the general public; and medical services, emergency shelter, and food for indigent and homeless persons. The Department administers nursing home services via the Brookside Care Center. The Department also prepared the *Healthy People Kenosha County Annual Report*. The Division of Aging and Disability Services, through the Kenosha County Aging and Disability Resource Center, provides information, programs, and services pertaining to transportation, healthcare services, housing for the elderly, meal programs, benefit services, financial assistance, recreation and education programs, and other services for the elderly and disabled. The Department of Human Services also coordinates operation of public transit service in western Kenosha County, which is described in Chapter VIII.

#### **Public Works Department**

The Kenosha County Public Works Department is comprised of the Division of Highways, Division of Facilities, Division of Parks and Recreation, and Division of Golf. The Department constructs and maintains the County Trunk Highway system and helps maintain and plow highways under State jurisdiction, which includes State Trunk Highways, IH 94, and U. S. Numbered Highways (such as U. S. Highway 45). The Department also works with SEWRPC to plan and program construction and improvement projects on the County highway system, and oversees engineering and construction of improvement projects. The Department cooperates with SEWRPC, WisDOT, the Federal Highway Administration, and local governments in the County to prepare, implement, and periodically update the County jurisdictional highway plan. The Department also maintains County-owned facilities and buildings, maintains and oversees the development of facilities at County-owned parks, including two golf courses, and coordinates recreational programs.

The public works department also provides asphalt paving services for county, village, town, and WisDOT streets. The County is reimbursed for time and materials plus administrative fee. The Kenosha County Division of Highways also administers the Local Road Improvement Program. The Program provides State funding to all local governments within Kenosha County for street and highway improvement projects.

#### Sheriff's Department

The Kenosha County Sheriff's Department provides full-time police services to the Towns of Brighton, Paris, Randall, Salem, Somers, and Wheatland and portions of the Village of Genoa City located in the County; and for four hours daily to the Village of Silver Lake. The Kenosha County Sheriff's Department also contracts police service to the Village of Paddock Lake and Town of Bristol for 16 hours a day each. The Department is the lead agency of the Hazardous Device Squad (Bomb Squad), which is comprised of members from the Sheriff's Department and City of Kenosha Police and Fire Departments. The Department also provides a School Resource Officer at both Wilmot and Westosha School Districts during the school year.

#### **Emergency Management Division**

The Emergency Management Division, under the direction of the Kenosha County Department of Administrative Services, is responsible for the planning, coordinating, and implementing of all emergency management and Homeland Security-related activities for Kenosha County. The goal of the County Emergency Management Division is to lessen the loss of life and reduce injuries and property damage during natural and technological man-made occurrences through mitigation, preparedness, response, and recovery.

#### **Inland Lake Protection and Rehabilitation Districts**

Inland lake protection and rehabilitation districts are another special-purpose unit of government, which may be created pursuant to Chapter 33 of the *Statutes*. Lake districts manage uses on, within, and adjacent to lakes, and may also acquire property within the district to help protect water quality. In the Town of Salem, lake districts have been formed for Camp and Center Lakes, Hooker Lake, and Voltz Lake. These districts seek to undertake a lake-oriented program of community involvement, education, monitoring, and management.

A lake district has statutory powers to enter into contracts; to own property; to disburse money; and to bond, borrow, and levy special assessments to raise money. The more specific lake management powers include the right to:

- Study existing water quality conditions and determine the causes of existing or expected future water quality problems
- Control aquatic macrophytes, algae, and swimmer's itch
- Implement lake rehabilitation techniques, including aeration, diversion, nutrient removal or inactivation, selective discharge, dredging, sediment covering, and drawdown
- Construct and operate structures to control water levels
- Control nonpoint source pollution
- Undertake activities to control erosion

SEWRPC, in cooperation with the Voltz Lake Management District, prepared an aquatic plant management and lake protection plan for Voltz Lake; Hey and Associates, Inc., in cooperation with the Camp/Center Lake Rehabilitation District, prepared an aquatic plant management plan for Camp and Center Lakes; and Aron & Associates, in cooperation with the Hooker Lake Management District, prepared an aquatic plant management plan for Hooker Lake. The plans include recommendations to achieve environmentally sound management of the vegetation, fishery, and wildlife population in and around Camp, Center, Hooker, and Voltz Lakes, and the provision of a high-quality, water-oriented urban residential setting with recreational and aesthetic opportunities for residents and visitors. The Benet/Shangri-La Lake Association was in the process of preparing an aquatic plant management plan at the time this comprehensive plan was being completed. Additional information regarding lake districts and adopted lake management plans is provided in Chapter II and in Chapter V.

#### **School Districts**

The Town of Salem lies within four elementary school districts, the Salem School District, the Silver Lake Joint School District, the Trevor-Wilmot Consolidated Grade School District, and the Wheatland Joint School District. There are six schools located in the Town: Salem Grade School (Pre-kindergarten through eighth grade), operated by the Salem School District; Trevor Charter School (Kindergarten-four years of age and Kindergarten), Trevor Grade School (Pre-kindergarten through eighth grade), wilmot Bright Horizons Charter School (Kindergarten-four years of age), and Wilmot Grade School (Kindergarten through eighth grade), operated by the Trevor-Wilmot Consolidated School District; and Wilmot Union High School (ninth through 12th Grade), operated by the Wilmot Union High School District. The Town also lies within two high school districts, Wilmot Union High School and Westosha Central High School. Wilmot Union High School is located in the southwestern portion of the Town in the hamlet of Wilmot and Westosha Central High School is located in the Village of Paddock Lake on STH 50.

All public schools and public school districts in the Town of Salem are shown on Map 44 in Chapter IX. Chapter IX also describes facilities planning by school districts to determine and provide for future needs.

#### Libraries

Kenosha County is served by seven public libraries, which are part of the Kenosha County Library System. The Salem branch of the Community Library is located at the southeastern corner of STH 83 and CTH AH near the hamlet of Salem. The Silver Lake branch of the Community Library is also nearby. The Kenosha County Library System provides interlibrary loan, delivery, and consulting services to member libraries in Kenosha County. The Kenosha County Library System also contracts with the Lakeshores Library System to provide access for Kenosha County residents at libraries in Racine and Walworth counties, in addition to providing access for Lakeshores Library System users to Kenosha County libraries.

#### **Adjacent Local Governments**

The Town receives property assessment services from the Village of Pleasant Prairie. The Town has an agreement with the Village of Paddock Lake to share water patrol responsibilities for the lakes located in the Village and Town. The Town has an agreement with the Town of Randall for the Town of Salem to install a private sanitary sewer mainline to serve Gander Mountain and residences located in the Town of Randall adjacent to the sewer main. The Town also has an agreement with the Town of Bristol for shared highway department equipment, including a speed radar sign.

# **Regional Organizations**

#### **SEWRPC**

Kenosha County and local governments in the County are served by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Kenosha County contracted with SEWRPC to assist the County and nine participating local governments to help prepare the County and local comprehensive plans. SEWRPC helped the Town prepare this comprehensive plan as part of that multi-jurisdictional planning process.

SEWRPC also prepares a regional land use plan, which includes population, employment, and household projections to assist in local and county planning efforts, and is the Federally-designated transportation planning and programming agency for the seven-county region.² SEWRPC is also the regional water quality management agency for the region, and is involved in many other aspects of land use planning and development, including the County jurisdictional highway system plan, the regional water supply plan, and the regional telecommunications plan.

# Milwaukee 7

The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties (same seven counties within the SEWRPC area). The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is key to fostering economic growth. Additional information about the Milwaukee 7 is provided in Appendix C.

#### State of Wisconsin

#### Wisconsin Department of Transportation (WisDOT)

In partnership with local governments, the County, and SEWRPC, WisDOT administers a variety of State and Federal programs to complete projects that enhance the transportation network within Kenosha County and the Town. Grant programs include the Surface Transportation Program, Congestion Mitigation and Air Quality, Local Transportation Enhancements, and a number of other programs that collectively provide funding for streets and highways, transit, bicycle and pedestrian improvements, and funding for railroad improvements.

²The seven Counties in the SEWRPC region are Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.

WisDOT also 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 (WISLR), which is an extensive map-based database, accessible to local and County officials and staff, of road conditions such as right-of-way and pavement width, shoulder width, number of driving and parking lanes, pavement condition, and other information.

#### Wisconsin Department of Natural Resources (DNR)

The Wisconsin Department of Natural Resources (DNR) is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It 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, including wetlands, shorelands, floodplains, woodlands, and water quality. The DNR is charged with coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities.

The DNR makes grants available to County and local units of government for park acquisition and development. A County or local government must prepare and adopt a park plan to be eligible to receive recreational grant funds from the DNR. *A Park and Open Space Plan for the Town of Salem: 2020*, was adopted on March 14, 2005. Additional information about the park and open space plan is provided in Chapter II.

The DNR is also working with the Federal Emergency Management Agency and Kenosha County to update floodplain mapping within the County. The floodplain update is expected to be completed in 2010.

#### Department of Commerce

The Wisconsin Department of Commerce administers regulations for POWTS in the State of Wisconsin. The Kenosha County Planning and Development Department works closely with the Department of Commerce to implement those regulations. The Kenosha County Planning and Development Department enforces POWTS regulations in all local governments in the County, including the Town.

#### **Private Organizations**

#### Fire Protection and Ambulance Services

Fire protection in the Town of Salem is provided by the Town Fire/Rescue Department, which maintains three fire stations located in the hamlets of Salem, Trevor, and Wilmot. Fire stations and fire protection service areas in the Town of Salem are shown on Map 39 in Chapter IX.

Emergency rescue services in the Town of Salem are provided by two rescue squads, the Town of Salem Fire/ Rescue Department and the Village of Silver Lake Rescue Squad. The Town of Salem Rescue Squad provides initial response emergency rescue services to a majority of the Town and to eastern portions of the Town of Brighton. The Town of Salem Rescue Squad also provides Advanced Life Support services to the entire Town of Salem and Town of Brighton. The Village of Silver Lake Rescue Squad provides initial response emergency rescue services to the northwestern portion of the Town. Emergency rescue service areas in the Town of Salem are shown on Map 42 in Chapter IX.

# PART 2: EXAMPLES OF EXISTING SERVICE AND OTHER AGREEMENTS IN THE TOWN OF SALEM

The *Statutes* require that this element incorporate any plans or agreements to which the Town is a party under the following:

• Section 66.0301 – Intergovernmental Cooperation: This section of the *Statutes* authorizes cooperation between local, County, and State government agencies and/or special purpose units of government for the receipt or furnishing of services or for the joint exercise of powers or duties required or authorized by

law. The agreement is a contract between the cooperating entities and specifies the responsibilities of each, and the time period for which the contract is in effect. This *Statute* may also be used for boundary agreements between communities. The parties either commit to maintain existing boundaries or to allow the city or village to grow to the boundary specified in the agreement.

The Town of Salem is a party to the following intergovernmental agreements:

- An intergovernmental agreement among Kenosha County, SEWRPC, and the Town for development of the County and Town comprehensive plans.
- An intergovernmental agreement between the Town and Kenosha County for administration of the County nonmetallic mining reclamation ordinance.
- An intergovernmental agreement between Kenosha County and the Town for Town enforcement of human health hazard violations under Chapter 16 of the County Code of Ordinances.
- An intergovernmental agreement between Kenosha County and the Town for County administration of the Local Road Improvement Program.
- An intergovernmental agreement with the Village of Pleasant Prairie for the Village to provide Real and Personal Property Assessment services.
- An intergovernmental agreement with the Village of Paddock Lake to share water patrol responsibilities for the lakes located in the Village and Town.
- An intergovernmental agreement with the Town of Bristol for shared highway department equipment, including a speed radar sign.
- An intergovernmental agreement with the Town of Randall for the Town of Salem to install a private sanitary sewer mainline to serve Gander Mountain and residences located in the Town of Randall adjacent to the sewer main.
- An intergovernmental agreement with the Town of Randall and the Villages of Paddock Lake, Silver Lake, and Twin Lakes to share library services through the Community Library system.
- Section 66.0307 Boundary Change Pursuant to Approved Cooperative Plan: A cooperative plan may change boundaries between local governments. The cooperative plan must be approved by the Wisconsin Department of Administration (DOA). The plan may establish ultimate city or village boundaries, zoning for the areas included in the agreement, and provide for revenue sharing. The major difference between a boundary agreement established under Section 66.0301 and one established under Section 66.0307 is that the latter supercedes the annexation *Statute* for attachment and/or detachment of property from one local government to another, provided the attachment or detachment is called for by the agreement.

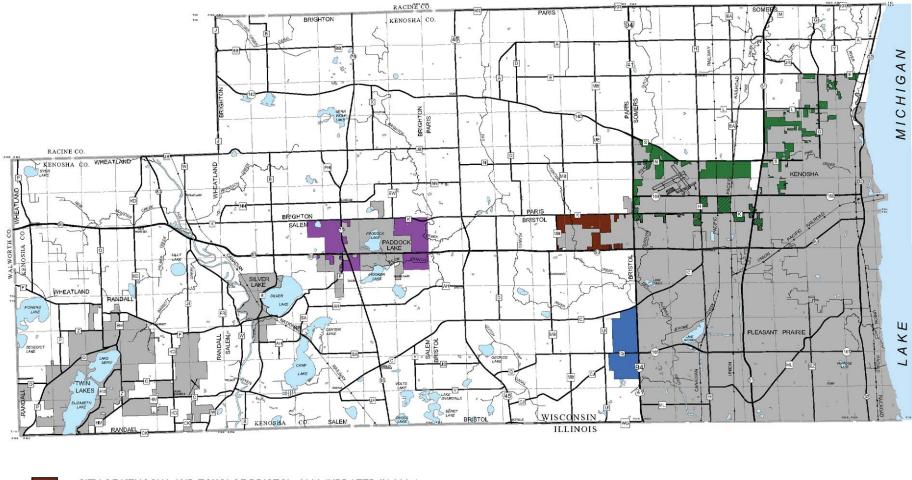
In December 2006, the Village of Paddock Lake and the Town of Salem entered into a cooperative boundary agreement under Sections 66.0301 and 66.0307. Additional information about the agreement is provided in Chapter II. The Town is also working with the Village of Bristol³ on a cooperative boundary agreement. Cooperative boundary agreement areas in Kenosha County are shown on Map 45.

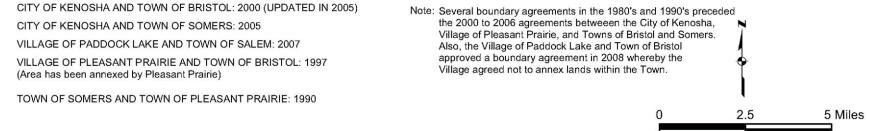
- Section 66.0225 Stipulated Boundary Agreement in Contested Boundary Actions: Boundary agreements may also be established by a judicial order as part of a settlement of annexation litigation between a town and adjacent city or village. Boundaries are determined by mutual agreement of the parties. The Town of Salem is not a party to any agreements established under Section 66.0225.
- Section 66.0309 Creation, Organization, Powers, and Duties of Regional Planning Commissions: This section of the *Statutes* authorizes the Governor to establish regional planning commissions in response to petitions from County and local governments. A regional planning commission is charged by

³The northwest portion of the Town of Bristol was incorporated as the Village of Bristol on December 1, 2009.

#### Map 45

COOPERATIVE BOUNDARY AGREEMENT AREAS IN KENOSHA COUNTY: 2008





Source: City of Kenosha, Village of Paddock Lake, Village of Pleasant Prairie, Town of Bristol, Town of Salem, Town of Somers, Kenosha County, and SEWRPC.

the *Statutes* to prepare and adopt a master plan for development of the region. Kenosha County and the Town of Salem are part of the SEWRPC region, which serves the seven counties and 146 cities, towns, and villages in the southeastern corner of Wisconsin. SEWRPC was established by then-Governor Gaylord Nelson in 1960 and is governed by a 21-member Commission. Chapter II includes a summary of recent plans conducted by SEWRPC that affect the Town. SEWRPC also assisted the Town in the preparation of this comprehensive plan.

# PART 3: INTERGOVERNMENTAL CONFLICTS AND DISPUTE RESOLUTION

Section 66.1001(2)(g) of the *Wisconsin Statutes* requires that the Intergovernmental Cooperation Element identify existing or potential conflicts between the Town and other governmental units, including school districts, and describe processes to resolve such conflicts.

#### Inclusion of City, Town, and Village Plans in the County Plan

Section 59.69(3)(b) of the *Wisconsin Statutes* explicitly requires that a county development (comprehensive) plan include, without change, the master (comprehensive) plan of a city or village adopted under Section 62.23(2) or (3), and the official map adopted by a city or village under Section 62.23(6) of the *Statutes*. Section 59.69(3)(e) of the *Statutes* further provides that a master plan or official map adopted by a city or village under Section 59.69(3)(e) does not specifically require that city and village plans for their extraterritorial areas be included in the County comprehensive plan. There is no *Statute* requiring a county to incorporate town plans into the county comprehensive plan. In addition, the comprehensive planning law did not alter any existing town, village, city, or county authorities or responsibilities with regard to planning, zoning, plat approval, extraterritorial authorities, annexations, or any other *Statutes* or regulations that affect land use in Wisconsin. There has been no apparent attempt by the proponents of the comprehensive planning law or any State officials or agencies to address the many ambiguities between the comprehensive planning law and pre-existing *Statutes*.

The Kenosha County land use plan map⁴ includes city and village land use plan maps for the areas within city and village limits and for areas outside municipal boundaries where the city and villages have boundary agreements with adjacent towns, including the agreement between the Town and the Village of Paddock Lake. The land use plan maps for the Villages of Genoa City, Silver Lake, and Twin Lakes include areas outside existing village limits, while the remaining city and villages either have boundary agreements in place with adjacent towns, or have not developed land use plans for areas outside their existing boundaries (Village of Paddock Lake/Town of Brighton and City of Kenosha/Town of Paris).

#### **Intergovernmental Conflicts**

The potential for land use conflicts is greatest in city and village planning areas that overlap with the towns. In accordance with Section 62.23 of the *Statutes*, a city or village planning area can include areas outside its corporate limits, including any unincorporated land outside of the city or village boundaries that, in the plan commission's judgment, relates to the development of the city or village. Potential land use conflicts can arise in these areas because they may be planned for in both the town comprehensive plan and the city or village comprehensive plan, with different or conflicting land uses recommended by each plan.

In cases where a conflict exists between a city or village plan and a town plan, there is also a conflict between the city or village plan and the county land use plan, since the county land use plan included town land use plan recommendations for areas outside city and village limits. The Town of Salem is within the extraterritorial areas of the Village of Bristol, the Village of Paddock Lake, the Village of Silver Lake, and the Village of Twin Lakes. The Village of Silver Lake and the Village of Twin Lakes have included portions of the Town of Salem in the planning areas used to prepare the Village land use plan maps. Existing and potential land use conflicts between

⁴Documented in SEWRPC Community Assistance Planning Report No. 299, A Multi-Jurisdictional Comprehensive Plan for Kenosha County: 2035, April 2010.

the Town of Salem and the Villages of Silver Lake and Twin Lakes are described in Chapter VI. Map 27 in Chapter VI shows the areas where planned land uses on the Town land use plan map differ from those shown on the land use plan map adopted by these two villages.

Annexation of property from a town into a village or city remains one of the most contentious issues between neighboring communities. Wisconsin annexation law provides an advantage to cities and villages in that the law is designed to enable annexation to occur following a request by a property owner. Towns want to preserve their borders and retain their existing and future tax base, and/or existing agricultural land, and the incorporated communities want to be able to expand their boundaries into adjoining towns to accommodate urban growth and development.

Although the *Wisconsin Statutes* provide cities and villages with the authority to accept annexations from town property owners, annexations oftentimes lead to lawsuits, court battles, and ultimately one "winner" and one "loser." Boundary plans and intergovernmental agreements can preserve lands for towns and give them the ability to plan for the future without the uncertainty related to future annexations. Development of boundary agreements between the Town and the adjacent villages where no agreement is currently in place is the best option for resolving conflicts regarding annexations and land uses in extraterritorial areas, and should be pursued.

# PART 4: INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goal:

• Encourage intergovernmental cooperation.

#### **Objectives:**

- Participate in intergovernmental forums sponsored by Kenosha County or other agencies to discuss land use regulation issues and boundary issues among local governments, and between local governments and Kenosha County.
- Pursue shared services with other units of government, if cost savings and maintenance or improvement in service levels would result.
- Contact neighboring communities when selecting sites for public facilities to determine if shared facilities are possible and cost-effective.

#### **Policies:**

- Work with other units and agencies of government and private entities, where appropriate, to construct and/or operate community facilities in a cost-effective and efficient way through joint service agreements.
- Continue to develop and share information among County, local, and other units and agencies of government about issues or projects that affect land use development and public services and facilities.
- Work with the Salem, Silver Lake Joint, Trevor-Wilmot Consolidated, Wheatland Joint, Wilmot Union High School, and Westosha Central High school districts, if requested, to provide information regarding proposed residential developments to help the districts prepare accurate facilities plans. The location of these school districts is shown on Map 44 in Chapter IX.

#### **Programs:**

 Consider initiating contacts with the Villages of Silver Lake and Twin Lakes to determine their interest in developing boundary or other cooperative agreements for future land uses and services in Town areas adjacent to the villages.

- Initiate contacts with Kenosha County and adjacent communities prior to constructing new public facilities or initiating or expanding Town services to determine if there are opportunities for joint facilities or services.
- Continue to involve surrounding communities and Kenosha County, where appropriate, when Town land use-related plans or ordinances or plans for developing or delivering local facilities or services are prepared or comprehensively updated.
- Work with school district officials, on request, to explain the type of permits required from the Town before selecting and buying a site; the recommendations of the Town land use plan map; and other information that would assist the districts in planning for future school facilities.

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# **Chapter XII**

# **IMPLEMENTATION ELEMENT**

# INTRODUCTION

The implementation element is the last of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(i) of the *Statutes* requires this element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the preceding eight elements. The *Statute* also requires this element to:

- Identify proposed changes to applicable zoning ordinances, subdivision ordinances, and official maps.
- Describe how each of the other eight elements of the comprehensive plan will be integrated and made consistent with other elements of the plan.
- Include a mechanism to measure progress towards achieving the recommendations of the plan.
- Include a process for amending and updating the plan. The *Statutes* require that a comprehensive plan be updated no less than once every 10 years.

Section 66.1001(4) of the *Statutes* sets forth the required procedure for adoption or amendment of a comprehensive plan, which includes:

- Adoption of a written public participation plan designed to foster public participation in the development of a comprehensive plan or a plan amendment.
- Approval of a recommended plan by a resolution approved by a majority of the full membership of the plan commission.
- Distribution of the draft plan for review and comment to:¹
  - Every governmental body located in whole or in part within the Town.
  - The clerk of each adjacent County and local government and the Kenosha County Clerk.
  - The Wisconsin Department of Administration (DOA).
  - The Southeastern Wisconsin Regional Planning Commission (SEWRPC).

¹Section 66.1001(4)(b) of the Statutes requires that an adopted comprehensive plan or plan amendment, and the adopting ordinance, be distributed to the parties listed. Under the terms of the grant agreement with the DOA, the draft Town plan must also be distributed to these parties.

- The public library serving the Town (the Salem branch of the Salem Community Library, which includes libraries in the Town of Salem, Village of Silver Lake, and Village of Twin Lakes.
- Adoption of the plan by an ordinance adopted by a majority of the full membership of the Town Board. Adoption of the plan by the Town Board must be preceded by at least one public hearing. A Class 1 notice of the hearing must be published at least 30 days before the hearing. Written notice must also be provided to persons who have applied for or been issued a permit for a nonmetallic mining reclamation plan, registered a nonmetallic mining site under Chapter NR 135 of the *Wisconsin Administrative Code*, or to owners or leaseholders of lands with nonmetallic resources who have requested notice of the hearing in writing, and to property owners that have filed a written request for notice under Section 66.1001(4)(f) of the *Statutes*.
- The adopted comprehensive plan and a copy of the adopting ordinance must be distributed to all the parties that received a copy of the draft plan.

#### **Chapter Format**

This chapter is organized into the following sections:

- Part 1: Plan Review and Adoption
- Part 2: Plan Amendments
- Part 3: Plan Implementation and Consistency Between the Comprehensive Plan and County and Town Ordinances
- Part 4: Implementation Goals, Objectives, Policies, and Programs
- Part 5: Consistency Among Plan Elements
- Part 6: Plan Implementation Priorities
- Part 7: Progress in Implementing the Plan

# PART 1: PLAN REVIEW AND ADOPTION

For any planning process, it is good practice to hold public informational meetings and hearings on recommended plans before their adoption. Such actions provide an additional opportunity to acquaint residents and landowners with the recommended plan and to solicit public reactions to plan recommendations. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at these meetings. Accordingly, a public open house for the Town comprehensive plan was held on February 22, 2010. A public hearing on the full comprehensive plan was held before the Town Board following the open house on February 22. The Town provided public notice of the hearing in accordance with the requirements of the comprehensive planning law, and distributed the draft plan report to all of the parties specified in Section 66.1001(4)(b) of the *Statutes*. The Plan Commission approved the plan on February 22, 2010. The Plan Commission resolution approving the comprehensive plan and recommending adoption of the plan by the Town Board is included in Appendix E.

An important step in plan implementation is the formal adoption of the recommended plan by the Town Board. Upon such adoption, the plan becomes the official guide to be used by Town officials in making development or redevelopment decisions. The plan should serve as the basis on which all development proposals, such as rezoning requests, subdivision plats, and certified survey maps, are reviewed. As required by Section 66.1001(3) of the *Statutes*, only those zoning actions or land divisions that are consistent with the plan should be approved. The Town Board adopted this comprehensive plan on March 8, 2010. A copy of the adopting ordinance is included in Appendix F.

A public participation plan for development of this comprehensive plan, as part of the multi-jurisdictional comprehensive planning process for Kenosha County, was adopted by the Town Board on January 8, 2007 (see Appendix A).

This comprehensive plan builds upon and incorporates the neighborhood plans adopted by the Town in 2004 through 2007. A public hearing was held on each neighborhood plan prior to its adoption. Table 1 in Chapter I lists the dates each neighborhood plan was adopted by the Plan Commission and Town Board. A public hearing on the Town of Salem Coordinated Land Use Plan, upon which this comprehensive plan is also based, was held on January 28, 2009. Because the comprehensive planning law recognizes the comprehensive plan as the document on which zoning, land division, and official mapping actions must be based, the recommendations of the comprehensive plan prevail whenever there is a conflict between the comprehensive plan and a neighborhood plan.

# **PART 2: PLAN AMENDMENTS**

#### Amendments to Town Comprehensive Plan

One of the most trite expressions used in planning is: "the plan is not cast in concrete." At one time, this phrase was intended to convey the message that a plan could be modified, if need be, to meet changing conditions or to correct errors. The phrase has now become the standard introduction for a handy catch-word to justify deviating, or simply ignoring, a community's plan.

Changes in long-range planning documents, such as this comprehensive plan, are inevitable. This plan is based on various types of data and projections which, if faulty or outdated, could cause the need for reassessment of plan goals, objectives, policies, and/or programs. Thus, this plan needs a certain amount of flexibility to deal with unforeseen situations without requiring a plan amendment.

If a plan needs frequent amending, residents and local officials will begin to think of a plan amendment as a normal "everyday" occurrence rather than an action which should be undertaken only after careful study. In addition, landowners and citizens may also lose faith in the plan itself and find their public trust in the plan greatly compromised. There are various strategies the Town can adopt as an integral part of this Plan to minimize the number of amendments needed.

This plan was developed to provide a reasonable amount of flexibility to accommodate changing conditions in the Town without a change in the plan itself. For instance, this plan has an interim land use plan and three plan phases as described both in Chapter VI and in the following paragraphs.

The interim land use plan map is intended to be applicable to the entire Town of Salem. Under the Town interim land use plan, individual parcels of land which are planned by the Town to be located within either the Phase 1 or "RURAL" areas of the Town (see Chapter VI, Maps 21 to 23) may be allowed by the Town Board to advance to Phase 1 of the Town Land Use Plan between the years 2008 and 2025 as development proposals are filed by the property owners on a parcel-by-parcel basis and as may be approved by the Town Board. Individual parcels of land which are planned by the Town to be located within either the Phase 2 or "RURAL" areas of the Town (see Chapter VI, Maps 21 to 24) may be allowed by the Town Board to advance to Phase 2 of the Town Land Use Plan between the years 2025 and 2035 as development proposals are filed by the property owners on a parcel-by-parcel basis and as may be approved by the Town Board to advance to Phase 2 of the Town Land Use Plan between the years 2025 and 2035 as development proposals are filed by the property owners on a parcel-by-parcel basis and as may be approved by the Town Board. And, individual parcels of land which are planned by the Town to be located within either the Phase 3 or "RURAL" areas of the Town (see Chapter VI, Map 25) may be allowed by the Town Board to advance to Phase 3 of the Town Land Use Plan after the year 2035 as development proposals are filed by the Town Soard to advance to Phase 3 of the Town Land Use Plan after the year 2035 as development proposals are filed by the property owners on a parcel-by-parcel basis and as may be approved to advance to Phase 3 of the Town Land Use Plan after the year 2035 as development proposals are filed by the property owners on a parcel-by-parcel basis and as may be approved by the Town Board.

Individual parcels of land placed within the various Phases will have to be carefully monitored by the Town Plan Commission and Town officials to avoid "leap frog" development in the delineated Phase 2 and 3 areas when adequate land is available in the Phase 1 area to accommodate market needs. Such "leap frog" development has occurred in many suburban southeastern Wisconsin municipalities. Making sure that development is properly synchronized within the interim land use plan and the three plan phases will assure that infrastructure installation, facility construction, and associated maintenance costs are minimized.

On Maps 21 to 25 of Chapter VI, delineated Phases 1, 2, and 3 of the Town of Salem Land Use Element would be considered as areas of planned suburban and urban land uses to be eventually served by public sanitary sewer facilities. <u>Phase 1</u> is planned to be served by sanitary sewer service between the years 2008 and 2025, <u>Phase 2</u> is planned to be served by sanitary sewer service between the years 2025 and 2035, and <u>Phase 3</u> is planned to be served by sanitary sewer service between the years 2025 and 2035, and <u>Phase 3</u> is planned to be served by sanitary sewer service between the years 2025 and 2035, and <u>Phase 3</u> is planned to be served by sanitary sewer service between the years 2025 and 2035, and <u>Phase 3</u> is planned to be served by sanitary sewer service between the years 2025 and 2035, and <u>Phase 3</u> is planned to be served by sanitary sewer service between the years 2025 and 2035, and <u>Phase 3</u> is planned to be served by sanitary sewer service between the years 2025 and 2035, and <u>Phase 3</u> is planned to be served by sanitary sewer service between the years 2025 and 2035, and <u>Phase 3</u> is planned to be served by sanitary sewer service between the years 2035.

The <u>Phase 1</u> growth area of the comprehensive plan should meet the probable land use demands of the Town to the year 2025 and is inclusive of the existing year 2020 sanitary sewer service area.

The <u>Phase 2</u> growth area of the comprehensive plan is based upon the acknowledgment of the logical expansion of the sanitary sewer service area. From a practical and economic standpoint, the eventual provision of sanitary sewer service to these Phase 2 areas makes sense—but not in the more immediate year 2008 to 2025 time period. In the meantime, Phase 2 areas are proposed to remain planned and zoned in the rural categories and districts indicated on Map 23 and would remain as such until after the year 2025.

The <u>Phase 3</u> growth area of the comprehensive plan is also based upon the acknowledgment of the logical expansion of the sanitary sewer service area after the development of the Phase 2 growth area. However, also from a practical and economic standpoint, the eventual provision of sanitary sewer service to these Phase 3 areas makes sense—but not in the year 2008 to 2035 time period. In the meantime, Phase 3 areas are proposed to remain planned and zoned in the rural categories and districts indicated on Map 24 and would remain as such until after the year 2035.

Areas designated as "RURAL" areas on Map 21 of Chapter VI are not planned to be served by public sanitary sewer facilities (i.e., the A-1 District, A-2 District, R-1 District, and other rural districts). These "RURAL" areas are planned to continue to be rural types of land uses and may be developed for "rural" uses (without public sanitary sewer service) during any of the Phases 1, 2, or 3.

Based upon the proposed year 2035 sanitary sewer service area delineation for the Town, there will eventually be a need to further refine the adopted sanitary sewer service areas set forth in the Southeastern Wisconsin Regional Planning Commission (SEWRPC) amendments to the regional water quality management plan as each of the three phases are developed through time.

This chapter sets forth the ground rules for updating this plan and its various elements, and is based on the process established as part of the Coordinated Land Use Plan adopted in 2009. That process, in turn, was a refinement of the plan amendment process used by the Town subsequent to the Town's adoption of the first Town Land Use Plan in 1994.

#### Types of Plan Changes

Basically, there are two types of plan changes—the periodic update and the correction. The periodic update is like "fine-tuning" a plan; that is, it adjusts the course of the plan according to changing conditions or new information. The correction is exactly what it sounds like. If a plan is based on faulty data, a correction may need to be made in goals, objectives, policies, programs, and/or plan text or maps that were based on the faulty data. All changes to this plan or its component parts should be accomplished by the use of legal tools necessary for proper plan amendment adoption as set forth in Section 66.1001 of the *Wisconsin Statutes*.

Lot line adjustments between two different, but adjacent, land use districts or categories that do not create substandard or nonconforming lots are considered minor adjustments and will not require an amendment to this plan. The lot line adjustment will, however, require approval from the Town Plan Commission and Town Board.

#### Rationale and Justification for Plan Amendment

Adjustments to this Plan should be made as required by changing conditions. Consequently, one of the important tasks of plan implementation is a periodic reevaluation of this plan to ensure that it continues to properly reflect current conditions. *The Town Plan Commission and the Town Board will reevaluate this plan, or portions of this* 

plan, at least once a year, or as becomes necessary due to changing conditions, property owner requests for plan amendment, and property owner requests for rezoning. At a minimum, this Plan should be formally reviewed by the Town Plan Commission at least once every five years (i.e. 2015, 2020, etc.).² Since communities are dynamic rather than static places of human habitat, they continue to evolve and change as long as they exist. Thus, periodic monitoring and updating is an integral part of this plan. It is recommended that this review utilize, to the extent practicable, an up-to-date data base. Each update should also include an extension of this plan for an additional five to 10 or more years to continually accommodate a minimum of at least 20 years of future growth.

Factors contributing to the possible need to amend this plan are due to the long-range nature of this type of document. These factors are laid out in this chapter to provide the necessary guidance in conducting a plan amendment. The important aspect of plan amendment, however, is that it should not be taken lightly. A plan amendment should be undertaken only after careful study and by reason of one of the following six basic factors—projections and forecasts, assumptions, data error, new issues, comprehensiveness, and data updates and the emergence of new data.

#### **Projections and Forecasts**

Plans are based on projections or forecasts, because plans deal with future situations. If projections or forecasts are in error, or require modification due to the emergence of new data, then this plan may need to be adjusted. The Town should monitor this plan and its various elements based on the preparation of new projections or forecasts. Comparisons should then be made between what was projected or forecast and what is actually happening. If warranted and deemed necessary by the Town Plan Commission, this Plan should be amended to accommodate the new projections or forecasts.

#### Assumptions

A number of assumptions have been made upon which this plan and its various elements are based. Assumptions may have to do with demographics, capital investment, or national policy. For example, during the late 1960s and early 1970s a dramatic shift in birth rates occurred. Any plans based on the assumption that the birth rate of the 1950s would continue were dramatically affected by the change in birth rates which actually occurred. The current economic recession has affected the development of new housing and the creation, and retention, of jobs. Such changes may require planning adjustments.

#### Data Error

An error in planning data differs from an assumption (described earlier) in that the faulty information is quantifiable. A sewer line may be under construction and designed to meet certain specifications. A construction error, new Federal or State standards, or other factors may result in the line not functioning as planned. This, too, requires a plan reassessment and, perhaps, a plan amendment.

#### New Issues

Issues may evolve that were not critical or foreseen when this plan was initially developed. For example, community character is an issue that tends to stay in the background until it is almost too late to save it. New issues may require modification of goals and objectives—or creation of new goals and objectives—to effectively deal with new issues as well as changes to the plan text or land use plan maps. New factors affecting current issues can also present situations where this Plan or its component elements may have to be amended.

#### Comprehensiveness

The various elements of this plan are well addressed and flexible to guide future Town actions and specific growth decisions. This plan recognizes, however, that some elements may benefit from more detailed study and analysis. For major issues that require greater analysis than offered by this plan, a plan amendment may be justified if additional analysis presented to the Town indicates such an amendment is needed. The amendment

²Section 66.1001(2)(i) of the Wisconsin Statutes requires that a comprehensive plan be updated at least once every 10 years.

may be authorized by the Town Plan Commission at any time. The further detailed planning of specific areas of the Town—such as around the unincorporated "villages" of Salem, Trevor, and Wilmot areas or neighborhood plan amendments—would also fall into this type of plan amendment.

#### Data Updates and the Emergence of New Data

The maps, tables, and statistics upon which this plan are based are factual in nature and are constantly changing through time—particularly as future U.S. Bureau of the Census data becomes available. The review of this plan is necessary and, where deemed appropriate by the Town Plan Commission, amendments to this plan should be made to keep this data current.

The Town Board, upon recommendation of the Town Plan Commission, may consider (but shall not be obligated to approve) proposed amendments in Phase 1 (for the years 2008 to 2025), Phase 2 (for the years 2025 to 2035), or Phase 3 (for beyond the year 2035) areas of the Town prior to the respective planned time frame of each of those plan phases.

#### Plan Amendments in Plan Phases 2 and 3

The Town Plan Commission and the Town Board in their review and consideration of proposed plan amendments in Phase 2 (for the years 2025 to 2035) or Phase 3 (for beyond the year 2035) areas of the Town shall examine the following questions and issues (in addition to the basic six factors of projections, assumptions, data error, new issues, comprehensiveness, and data updates/emergence of new data described earlier) for allowing such a land use plan amendment in either Phase 2 or 3, and how the Town will ultimately benefit by the proposed amendment:

- 1. Is the proposed plan amendment (when proposed to accommodate new urban or suburban types of development) contiguous, (next to) existing urban or suburban types of development? That is, will the proposed development create unplanned urban or suburban "sprawl" or foster a planned compact development pattern for the Town?
- 2. Is the proposed plan amendment (when proposed to accommodate new rural residential types of development) contiguous, (next to) existing rural residential types of development? That is, will the proposed rural residential development create unplanned rural "sprawl" or foster a planned, more compact, rural residential development pattern for the Town? In a rural situation, any proposed plan amendments from the A-1 Agricultural Preservation Land Use District into the A-2 General Agricultural Land Use District shall be contiguous to an existing A-2 General Agricultural Land Use District.
- 3. Will the resulting development from the plan amendment assist in preserving the character of the Town of Salem or the area of Salem within which the development is proposed?
- 4. Has a substantial public benefit of the proposed plan amendment been demonstrated?
- 5. Is the proposed plan amendment, if granted, likely to contribute to land use balance in the Town as prescribed by the Town's Land Use Element?
- 6. Is the proposed plan amendment, if granted, likely to contribute to an improved quality of life in the Town?
- 7. Is there a strong market demand for the use requested by the plan amendment and has that demand been demonstrated with evidence provided by the applicant?
- 8. Are public services available (including roads and utilities), or planned to be available in the near future, to accommodate the area of the proposed plan amendment?
- 9. Is the area of the proposed plan amendment located within an existing sanitary sewer service area?
- 10. If public services are available (including roads and utilities), or planned to be available, is there adequate capacity to accommodate the area of the proposed plan amendment?

- 11. If public services are available (including roads and utilities), or planned to be available, is it a logical extension of those services to accommodate the area of the proposed plan amendment?
- 12. If public services (including roads and utilities) are to be extended to accommodate the area of the proposed plan amendment, is there a plan and funding available to extend those services?
- 13. Will the resulting development from the plan amendment create more taxable value than the services or facilities it will need? Has the applicant quantified this information and submitted it to the Town for review and consideration?
- 14. How will the Town ultimately benefit by the proposed plan amendment?

#### **Plan Amendment Process**

Whether during this plan's period of review or at other times, guidelines as to whether or not this Plan or its component elements should be amended are critical to have and use. All projections, forecasts, and assumptions should be reviewed in detail at meetings where Town officials and citizens are provided information on the new factors which might affect this Plan. Officials and citizens should be asked to submit any additional concerns of their own. *This Plan should be revised in a manner similar to its original development, with substantial citizen participation, prior to any plan change or rezoning recommendation.* 

This plan is intended to serve the Town to the year 2035—about 25 years. Nevertheless, a vehicle for plan amendment must be provided. Those seeking changes to this plan or its elements must convince the Town that a real and immediate need for plan change exists based on one of the six criteria outlined earlier and that the reasons are sufficiently strong to justify a change. When considering such comprehensive plan amendments in either Phase 2 or 3 areas of the Town, the Town Plan Commission and Town Board shall take into consideration those 14 questions and issues described earlier. All plan amendments initiated by landowners or their agents should be initiated by formal written application addressing the six criteria outlined earlier.

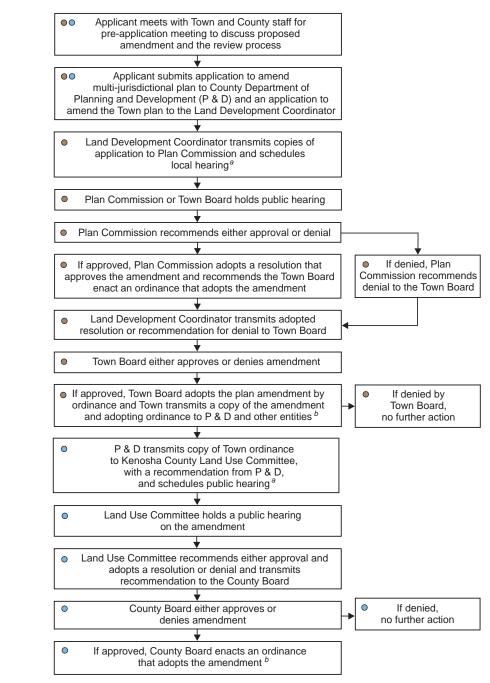
#### Coordination of Town and Multi-Jurisdictional Comprehensive Plan Amendments

Authority for regulating land use development in the Town rests with both the Town and Kenosha County through implementation of the County zoning and subdivision ordinances. The Town Phase 2 land use plan map (Map 24 in Chapter VI) was included in the County land use plan map adopted by the Kenosha County Board as part of the multi-jurisdictional comprehensive plan. Land owners wishing to rezone property to a zoning district that is not consistent with this plan, or requesting approval of a preliminary plat or certified survey map (CSM) under the Kenosha County subdivision ordinance for a use that is not consistent with this plan, will therefore likely need to amend both this Town comprehensive plan and the Kenosha County multi-jurisdictional comprehensive plan in order for the proposed rezoning or land division to be consistent with the Town and County comprehensive plans. Since the authority to approve rezones and land divisions is shared by the Town and Kenosha County, a coordinated procedure for amending the land use plan maps in the Town and multi-jurisdictional plans was developed as part of the multi-jurisdictional comprehensive plans. The amendment process is summarized in the following sections and by Figure 8.

- 1. An application to amend the Town comprehensive plan should be submitted to the Town Land Development Coordinator or other Town Board authorized Town employee. An application to amend the multi-jurisdictional plan should be submitted simultaneously to the Kenosha County Planning and Development Department. Prior to submitting the applications, the applicant should schedule a joint pre-application meeting with the Town and County to discuss the proposed project and the amendment procedure.
- 2. The Town Plan Commission and Town Board will review the proposed amendment and make a decision to approve or deny the application, following a public hearing. If approved, the plan amendment must be approved by a resolution adopted by a majority of the full membership of the Town Plan Commission, and an ordinance adopting the amendment must be enacted by a majority of the full membership of the Town Board. The Town Plan Commission or Town Board must hold a public hearing prior to

#### Figure 8

# AMENDMENT PROCESS FOR TOWN OF SALEM COMPREHENSIVE PLAN AND THE MULTI-JURISDICTIONAL COMPREHENSIVE PLAN FOR KENOSHA COUNTY



Town

County

^a A notice of public hearing must be published and distributed in accordance with Section 66.1001(4) of the Wisconsin Statutes and the Town or County public participation plan.

^b A copy of the amendment and adopting ordinance must be distributed in accordance with Section 66.1001(4) of the Wisconsin Statutes and the Town or County public participation plan.

Source: Kenosha County and SEWRPC.

consideration of the plan amendment. A Class 1 notice, containing the information required under Section 66.1001(4)(d) of the *Statutes*, must be published at least 30 days before the public hearing and must be sent to the parties listed in Sections 66.1001(4)(e) and (f) of the *Statutes*.

- 3. If the Town Board denies the amendment application, no further action is necessary, other than notifying the Planning and Development Department that the amendment request has been denied. If the Town Board approves the amendment, a copy of the amendment and the Town Board ordinance adopting the amendment should be provided to the Planning and Development Department and distributed to the parties listed in Section 66.1001(4)(b) of the *Statutes*.
- 4. The Planning and Development Department will review the amendment approved by the Town Board and prepare a recommendation for consideration by the Kenosha County Land Use Committee.
- 5. The Land Use Committee will schedule a public hearing on the proposed amendment and direct the publishing of a Class 1 notice, with such notice published at least 30 days before the public hearing and containing the information required under Section 66.1001(4)(d) of the *Statutes*. A copy of the public notice will be sent to the Town and to the parties listed in Sections 66.1001(4)(e) and (f) of the *Statutes*.
- 6. The Land Use Committee will review the Department's recommendation and take public comments at the public hearing. Following the hearing, or at a subsequent Land Use Committee meeting, the Land Use Committee will make a decision regarding the amendment. If the Land Use Committee approves the amendment, the Committee will adopt a resolution approving the amendment and forward the resolution to the County Board.
- 7. The County Board will consider the proposed amendment, together with supporting information and the recommendation of the Land Use Committee, and approve or deny an ordinance adopting the plan amendment.
- 8. If the County Board approves the amendment, the Planning and Development Department will send a copy of the adopting ordinance and the plan amendment to those parties listed in Section 66.1001(4)(b) of the *Statutes*.
- 9. For plan amendments that will also require approval of a rezoning application, the County will coordinate the application process, public notice, public hearing, and Land Use Committee and County Board consideration of the amendment and rezoning to the extent possible, if such coordination is desired by the applicant (an applicant may prefer to wait until the County Board has reviewed the plan amendment application before submitting an application for the companion rezoning).

# PART 3: PLAN IMPLEMENTATION AND CONSISTENCY BETWEEN THE COMPREHENSIVE PLAN AND COUNTY AND TOWN ORDINANCES

Section 66.1001(3) of the *Statutes* requires that if a County or local government engages in any of the following actions, those actions shall be consistent with that governmental unit's comprehensive plan beginning on January 1, 2010:

- Official mapping established or amended under Section 62.23(6) of the *Statutes*.
- County or local subdivision regulations under Section 236.45 or 236.46 of the *Statutes*.
- County zoning ordinances enacted or amended under Section 59.69 of the *Statutes*.
- City or village zoning ordinances enacted or amended under Section 62.23(7) of the *Statutes*.
- Town zoning ordinances enacted or amended under Section 60.61 or 60.62 of the *Statutes*.
- Zoning of shorelands or wetlands in shorelands under Section 59.692 (for counties), 61.351 (for villages), or 62.231 (for cities) of the *Statutes*.

Beginning on January 1, 2010, County and local governments must use their comprehensive plan as a guide to ensure that implementation of zoning, subdivision, and official mapping ordinances does not conflict with the recommendations of the comprehensive plan adopted by the governing body (County Board, Common Council, Village Board, or Town Board). If a conflict is found or would result from a proposed action, the County or local government has the option of amending its comprehensive plan.

#### **Zoning For Town Comprehensive Plan Implementation**

It is the Town's intent that the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance be one of several primary implementing tools of this plan and its elements; as such, it should substantially reflect and promote the achievement of plan objectives. For background purposes, a zoning ordinance is a legal means for controlling development within the Town limits, so that an orderly and desirable pattern of land use can be achieved which conforms to the plan. The zoning ordinance contains provisions for regulating the use of property, the size of lots, the intensity of development, the provision of open space, and the protection of natural resources.

It is the policy of the Town of Salem not to rezone land for more than about one to three years of additional planned growth—particularly when such planned growth areas are adjacent to known expanding urban areas, urban centers (such as the unincorporated hamlets of Salem, Trevor, and Wilmot), and incorporated areas. In addition, rezoning to accommodate urban development should generally not occur until urban services such as public sewer and water are available or can be made available to serve the proposed development—adhering to the phased approach to development described in the Land Use Element (Chapter VI) and this Chapter.

As stated in Chapter VI, the planned land use districts shown on the land use plan phase maps are not zoning districts. The planned land use districts form the basis, however, upon which the necessary plan implementing zoning districts can be based. The similarities between the planned land use districts and the implementing zoning districts are intended to assure consistency between the plan and its implementing zoning regulations. Without a significant level of consistency between the land use districts shown on the Town land use plan maps and the Kenosha County zoning districts (which will be the zoning districts implementing the Town land use plan phase maps), it will be very difficult for the Town Plan Commission to adequately use this Town comprehensive plan to its full power.

Table 59 lists each of the planned land use districts and their corresponding plan implementing zoning districts of the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. The planned land use district names coincide with the various residential types and densities presented in the implementing zoning districts. Using the district names, densities, and lot design characteristics will help assure the necessary consistency between this plan and the implementing Kenosha County zoning ordinance. Within areas planned for each of the residential land use districts on Table 59, the plan implementing zoning district for each planned land use district shall be deemed consistent with the planned land use district (and the comprehensive plan) if the implementing zoning district has either an identical or a lesser maximum gross density.

#### **Residential and Nonresidential Design Guidelines**

The long-term effects of development upon a community such as the Town of Salem can diminish the quality of life if not carefully controlled and guided. The development of special design guidelines, which effectively set forth the rules for the detailed planning and design of residential and nonresidential development is extremely important. In order to protect the rural character of less dense residential areas of the Town, the development and use of design guidelines in the development review and approval process is also crucial.

Therefore, it is recommended that Town design guidelines be established and adopted by the Town for residential development and nonresidential types of development (including commercial, office, industrial, and institutional uses). The design guidelines would form the criteria upon which site plan and architectural review decisions would be made. Such design guidelines would either have to be developed as a Town ordinance or otherwise integrated into, or referenced by, the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance.

The residential design guidelines should address the quality of development; site landscaping including landscape bufferyards; setbacks; open space; exterior lighting standards; building bulk and height; residential building design requirements including types of materials used; and similar design-related issues.

#### Table 59

#### RELATIONSHIP BETWEEN TOWN OF SALEM PLANNED LAND USE DISTRICTS AND THE IMPLEMENTING KENOSHA COUNTY ZONING DISTRICTS

			Kanaaha Caunty Corresponding		
	Town of Salem Planned Land Use Districts ^a		Kenosha County Corresponding Plan Implementing Zoning Districts ^b		
	Residential Districts				
RC	Rural Cluster Development Single-Family Residential District	RC F	Rural Cluster Development Single-Family Residential Overlay District		
R-1	Countryside Single-Family Residential District		Rural Residential District		
R-2	Estate Single-Family Residential District		Suburban Single-Family District		
R-3 R-4	Suburban/Estate Single-Family Residential District Suburban Single-Family Residential District		Urban Single-Family District Urban Single-Family District		
R-5	Urban Single-Family Residential District		Urban Single-Family District		
R-6	Village, Hamlet, and Lakefront Residential Neighborhood Conservation District		Urban Single-Family District		
R-8	Medium Density Urban Residential District	R-8 l	Urban Two-Family District		
R-9	High Density Urban Residential District	R-9 I	Multiple-Family and R-12 Mobile Home Park/Subdivision		
			Residential Districts		
	Business Districts				
NB	Neighborhood Business District		Neighborhood Business District		
CB	Community Business District		Community Business District		
HC	Highway Corridor Business District		Highway Business District (as applicable) Planned Business District (as applicable)		
			Wholesale Trade and Warehousing District (as applicable)		
PO	Professional Office District		Neighborhood Business District		
			Highway Business District (as applicable)		
			Planned Business District (as applicable)		
VHB	Village/Hamlet Business District	Business District New Zoning District Needed			
Industrial Districts					
M-1	Limited Industrial District		Limited Industrial District		
M-2 BP	General Industrial District Business Park District		General Industrial District ning District Needed		
A-3	Agricultural-Related Manufacturing, Warehousing, and		Agricultural-Related Manufacturing, Warehousing, and Marketing		
	Marketing District		District		
M-3	Quarrying and Extractive District	M-3 I	Mineral Extractive District		
Public and Semi-Public Districts					
I-1	Institutional District		Institutional District		
PR-1	Park and Recreation District		Park – Recreation District		
Agricultural Districts					
A-1 A-2	Agricultural Preservation District General Agricultural District		Agricultural Preservation District General Agricultural District		
7.2	Special Districts				
PUD	Planned Unit Development Overlay District		Planned Unit Development Overlay District		
A-4	Agricultural Land Holding Overlay District	A-4 A	Agricultural Land Holding Overlay District		
НО	Historical Overlay District		Historical Overlay District		
Natural Resource Protection					
	No land use districts. Natural resource protection would be In addition to the Town's use of the natural resource protection				
	gh the use of the natural resource protection standards set	standards set forth in Chapter V and in the Town of Salem Land			
forth in Chapter V of this plan, and under the provisions of the Town of Salem Land Division Control Ordinance		Division Control ordinance, the following Kenosha County zoning districts may be used:			
		C-1 Lowland Resource Conservancy District			
		C-2 Upland Resource Conservancy District			
		FPO Floodplain Overlay District			
		FWO Camp Lake/Center Lake Floodway Overlay District			
		FFO Camp Lake/Center Lake Floodplain Fringe Overlay			
			District		

^aPlanned land use districts are shown on Maps 23, 24, and 25 in Chapter VI.

^bUnder Chapter 12, Kenosha County General Zoning and Shoreland/Floodplain Zoning ordinance, as amended.

^c The R-12 Mobile Home Park/Subdivision Residential District is to be used for existing mobile home parks and mobile home subdivisions only.

Source: Meehan & Company, Inc.

The nonresidential design guidelines should address the quality of development; site landscaping including landscape bufferyards; setbacks; landscape surface ratios (LSR), net floor area ratios (NFAR); exterior lighting standards; building bulk and height; nonresidential building design requirements including types of materials used; off-street parking and loading; management/maintenance standards; and similar design-related issues.

Site plan, subdivision, certified survey map, and condominium plat review should continue to be conducted by the Plan Commission, with technical review and advice from a professional planner and/or engineer, and carefully coordinated with Kenosha County's site plan review for projects in the Town. Where the Town's site planning design criteria (or "Design Guidelines") exceed the standards or criteria required under the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance, the Town's standards must be met for Town site plan, subdivision, certified survey map, and condominium plat approval.

# **Official Mapping**

The Town of Salem has adopted village powers. In doing so, State law allows the Town to use the provisions of Section 62.23 of the *Wisconsin Statutes* pertaining to village and city planning. Section 62.23(6) provides that the Town Board may establish an "official map" for the precise identification of right-of-way lines and site boundaries of streets, highways, waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, parks, and playgrounds.

The official map is a precise planning tool designed to implement public plans. One of its basic purposes is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. The official map operates on a community-wide basis in advance of land development and can, thereby, effectively assure the integrated development of the street and highway system. Unlike subdivision control, which operates on a plat-by-plat or certified survey map basis, the official map can operate over the entire Town (excluding those portions of the Town of Salem under the control of the Village of Paddock Lake pursuant to the Village of Paddock Lake/Town of Salem Cooperative Plan, developed under Section 66.0307 of the *Statutes*) in advance of development proposals.

The official map is a useful device for achieving public acceptance of long-range plans. It serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It avoids the altogether too common situation of development being undertaken without knowledge or regard for long-range plans and can help avoid public resistance when Plan implementation becomes imminent.

The Town Board and Plan Commission will consider the preparation and adoption of an official map, particularly for all of those areas for which detailed neighborhood plans have been prepared (see Appendix C).

# **Recommended Changes to Kenosha County Implementing Ordinances**

In addition to the Town land division control ordinance, land uses in the Town are regulated under the Kenosha County zoning and shoreland zoning ordinance and the Kenosha County land division control ordinance. The multi-jurisdictional comprehensive plan for Kenosha County recommends that the Land Use Committee and County Board consider the following changes to the Kenosha County zoning ordinance to help implement the multi-jurisdictional comprehensive plan:

- Consider the addition of the following zoning districts to the County zoning ordinance:
  - Business Park District
  - Planned Unit Development (PUD) Overlay
  - Town Center Overlay
  - B-94 Interstate Highway Business District

- The addition of "open space" suburban cluster subdivision options in the R-2 and R-3 Districts to foster and accommodate "open space" suburban cluster subdivisions served by public sanitary sewer service and which would be located within approved sanitary sewer service areas.
- Site plan review for uses proposed in residential zoning districts.
- The addition of landscaping standards and bufferyard requirements.
- A review and possible update of sign regulations.
- A review and possible update of parking regulations.

The multi-jurisdictional plan also recommends that the County Land Use Committee and County Board consider a change to the County subdivision ordinance to require approval of a certified survey map or plat for any land division that would create a parcel smaller than 35 acres. Such a change would avoid the creation of parcels that do not conform to the zoning ordinance.

The proposed changes to the County zoning and subdivision ordinances will also help implement the Town of Salem comprehensive plan, particularly the addition of the proposed Business Park and Town Center zoning districts; the addition of landscaping and bufferyard requirements; and updated sign and parking regulations.

# PART 4: IMPLEMENTATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

#### **Goals and Objectives:**

- Ensure that the Town Comprehensive Plan is a "living document."
- Make the plan and any future implementing ordinances available to the public.
- Continue to cooperate with Kenosha County to implement the Town and multi-jurisdictional comprehensive plans.
- Routinely consult the comprehensive plan when carrying out Town government functions.
- The Town of Salem shall endeavor to use all of the Town plan implementation tools legally available to the Town in order for this comprehensive plan to be implemented; and will continue to work with Kenosha County to implement County zoning regulations in accordance with this plan.

#### **Policies:**

- Regularly review the comprehensive plan and related ordinances to ensure they are achieving the desired results, and update the plan as needed.
- Limit rezonings to limit the supply of vacant land in urban zoning districts to no more than about one to three years of additional planned growth, particularly when such planned growth areas are adjacent to known expanding urban areas, urban centers (such as the unincorporated hamlets of Salem, Trevor, and Wilmot), and incorporated areas.
- Rezoning to accommodate urban development should generally not occur until urban services such as public sewer and water are available or can be made available to serve the proposed development, in accordance with the phased approach to development described in this plan.

#### **Programs:**

 Work cooperatively with Kenosha County and other towns, as appropriate, to make necessary revisions and updates to the County zoning and subdivision ordinances to implement the recommendations of the comprehensive plan, and to incorporate desirable and feasible land use regulatory techniques.

- Work with Kenosha County to add "open space" suburban cluster subdivision options in the R-2 and R-3 Districts to foster and accommodate "open space" suburban cluster subdivisions served by public sanitary sewer service and which would be located within approved sanitary sewer service areas.
- Work with Kenosha County to develop bufferyard requirements for inclusion in the County zoning ordinance.
- Work with Kenosha County to develop new zoning districts and accompanying regulations to better implement the VHB (Village/Hamlet Business), BP (Business Park), and PO (Professional Office) land use districts shown on the Town land use plan maps.
- Establish Town-specific urban and rural design guidelines as a Town ordinance for various types of land uses, provided the design guidelines are first approved by Kenosha County before a design guideline ordinance is enacted by the Town.
- Work with Kenosha County when developing Town land use plans and plan amendments for inclusion in the Town comprehensive plan that can be implemented through County land userelated ordinances, and identify and adopt needed amendments to such ordinances.
- Continue Town representation and participation on the Multi-Jurisdictional Comprehensive Planning Advisory Committee (MJAC), and notify Kenosha County in writing if the Town Board appoints a new member to represent the Town on the MJAC.
- Consider the development of an application form and fee structure to cover costs associated with amending the comprehensive plan.
- Consider the preparation and adoption of a Town Official Map, particularly for those areas of the Town included within a neighborhood plan.
- Maintain existing cooperative boundary plan(s) and develop other intergovernmental cooperative agreements with abutting incorporated areas and unincorporated Towns as deemed necessary by the Town Board.

# PART 5: CONSISTENCY AMONG PLAN ELEMENTS

The comprehensive planning law requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the plan." All elements of this multi-jurisdictional comprehensive plan were prepared simultaneously by the same staff with great care given to ensure internal consistency among the various elements. All chapters were reviewed by the Town Planner and Plan Commission. There are no known inconsistencies among plan elements.

# PART 6: PLAN IMPLEMENTATION PRIORITIES

#### **High-Priority Programs**

As previously noted, the comprehensive planning law requires the Implementation Element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the plan. Programs that should be considered to have the highest priority in implementing the plan are listed in this section. Programs are not listed in priority order.

#### Programs from Chapter V, Agricultural, Natural, and Cultural Resources Element:

- Protect steep slopes, woodlands and forests, lakes and ponds, streams and drainageways, shore buffer areas, floodplains, and wetlands and shoreland-wetlands in accordance with the natural resource protection standards set forth in Table 24 and in the Town subdivision ordinance.
- Work with Kenosha County to consider changes to the County zoning ordinance to include more specific standards for development on steep slopes and in woodlands.

- Cooperate with Kenosha County to update the County Farmland Preservation Plan to reflect changes to the Wisconsin Farmland Preservation Program approved by the State Legislature in 2009.
- Cooperate with Kenosha County to update the County Zoning Ordinance to meet or exceed farmland preservation standards in accordance with Section 71.613 and Chapter 91 of the *Statutes*, in order to maintain a farmer's eligibility for State income tax credits and to implement the updated County Farmland Preservation Plan.

#### Programs from Chapter VI, Land Use Element:

- Work with Kenosha County to add "open space" suburban cluster subdivision options in the R-2 and R-3 Districts to foster and accommodate "open space" suburban cluster subdivisions served by public sanitary sewer service and which would be located within approved sanitary sewer service areas.
- Work with Kenosha County to develop bufferyard requirements for inclusion in the County zoning ordinance.
- Work with Kenosha County to develop new zoning districts and accompanying regulations to better implement the VHB (Village/Hamlet Business), BP (Business Park), and PO (Professional Office) land use districts shown on the Town land use plan maps.
- Establish Town-specific urban and rural design guidelines as a Town ordinance for various types of land uses, provided the design guidelines are first approved by Kenosha County before a design guideline ordinance is enacted by the Town.

#### **Programs from Chapter VII, Housing Element:**

- Areas on the Town land use plan map (Maps 22 through 25 in Chapter VI) designated as medium-density or suburban-density residential may be developed or redeveloped with housing to serve the needs of persons of all income levels, ages, and persons with disabilities, including affordable housing and assuring that all applicable sanitary, Town land division, and County zoning and land division regulations are met.

#### **Programs from Chapter IX, Utilities and Community Facilities Element:**

- Consider adopting a Town stormwater management plan in order to provide comprehensive and coordinated stormwater management facilities and measures.

#### **Programs from Chapter XI, Intergovernmental Cooperation Element:**

 Consider initiating contacts with the Villages of Silver Lake and Twin Lakes to determine their interest in developing boundary or other cooperative agreements for future land uses and services in Town areas adjacent to the villages.

#### **Programs from Chapter XII, Implementation Element:**

- Consider the development of an application form and fee structure to cover costs associated with amending the comprehensive plan.
- Consider the preparation and adoption of a Town Official Map, particularly for those areas of the Town included within a neighborhood plan.
- Maintain existing cooperative boundary plan(s) and develop other intergovernmental cooperative agreements with abutting incorporated areas and unincorporated Towns as deemed necessary by the Town Board.

#### **On-Going Programs**

The following on-going programs should continue to be carried out throughout the life of the plan:

#### Programs from Chapter VI, Land Use Element:

- Work with Kenosha County when developing Town land use plans and plan amendments for inclusion in the Town comprehensive plan that can be implemented through County land use-related ordinances, and identify and adopt needed amendments to such ordinances.
- Apply the following community design standards for office and industrial facilities:

#### Office Facilities Standards

Office facilities should meet the following minimum standards:

- a. Direct access to the arterial street and highway system.
- b. Adequate water supply, public sanitary sewer, stormwater drainage facilities, electric power, natural gas supply, and telephone communication systems.
- c. Sites should be covered by soils identified in the regional soils survey as having very slight, slight, or moderate limitations for commercial development.
- d. To the extent possible, office or office park sites should be located so as to maximize visibility and should offer potential for public identity.
- e. The site configuration, or its shape, should accommodate the use of the site as an office development.
- f. An office development, or office park, should allow for the internal expansion of the office development area in order to accommodate some future office land needs.
- g. Provision of adequate off-street parking and loading areas onsite.
- h. An internal street system which provides convenient access from individual parcels in the park to the supporting arterial street and highway system.
- i. The provision of properly located and controlled points of vehicular ingress and egress to prevent safety problems and traffic congestion on adjacent arterial streets and highways.
- j. The provision of adequate landscape screening to serve as a buffer between office uses and adjacent incompatible non-office uses.
- k. The provision of adequate building setbacks from abutting major streets and highways as well as abutting land uses of a lower intensity.
- 1. Office development should be located in established and planned locations as identified on the land use plan maps (Maps 22 to 25).

#### Industrial Facilities Standards

Industrial facilities should meet the following minimum standards:

- a. Direct access to the arterial street and highway system and access to a General Utility-Stage II airport within a maximum travel time of 30 minutes.
- b. Adequate water supply, public sanitary sewer, stormwater drainage facilities, electric power, natural gas supply, telephone communication systems, and off-street parking and loading areas onsite.
- c. Sites should be covered by soils identified in the regional soils survey as having very slight, slight, or moderate limitations for industrial development.
- d. The maximum grade of any street in an industrial area should not exceed 3 percent. Lands with slopes generally exceeding 6 percent may not be suitable for industrial-related development.
- e. The site configuration, or its shape, should accommodate the use of the site as a planned industrial development.
- f. Adequate fire protection services should be available. An industrial development should not be located greater than 1.5 miles from a fire station providing engine, hose, or engine-ladder company.
- g. The planned industrial development should allow for the internal expansion of the industrial area in order to adequately accommodate future industrial land needs.

- h. An internal street system should serve industrial development which provides convenient access from individual parcels in the development to the supporting arterial street and highway system.
- i. The provision of properly located and controlled points of vehicular ingress and egress to prevent safety problems and traffic congestion on adjacent arterial streets and highways.
- j. The provision of adequate landscape screening and/or setbacks to serve as a buffer between industrial uses and adjacent incompatible non-industrial uses of a lower intensity.
- k. The provision of adequate building setbacks from abutting major streets and highways as well as abutting land uses of a lower intensity.
- 1. Industrial development should be located in established and planned locations as identified on the land use plan maps (Maps 22 to 25) and should not be intermixed with commercial, residential, governmental, recreational, educational, or institutional uses.

#### Programs from Chapter VII, Housing Element:

- Implement the programs regarding residential development set forth in the Land Use Element (Chapter VI).
- Continue to enforce the Town building code to ensure adequate insulation, heating, and plumbing.
- Continue to cooperate with Kenosha County to ensure the County has reviewed proposed land divisions for compliance with the County Land Division and Sanitary Ordinances relating to land suitability, wastewater treatment and disposal, and other applicable requirements.

#### Programs from Chapter VIII, Transportation Element:

- As required by State law, continue to use the Wisconsin Information System for Local Roads (WISLR); continue to update road ratings, as required; and seek outside funds to help with street improvements.
- Continue to participate in the annual bridge inspection program conducted by Kenosha County.

#### **Programs from Chapter IX, Utilities and Community Facilities Element:**

- Continue to cooperate with Kenosha County in the implementation of Chapter 15, Sanitary Code and Private Sewage System Ordinance, of the Kenosha County Code of Ordinances, which includes the regulation of private onsite wastewater treatment systems (POWTS) in the Town.
- Continue to prepare wastewater treatment facilities plans as needed to meet State requirements and provide for sewer service to existing and planned development within the Town's planned sanitary sewer service area.
- Periodically review and update the Town of Salem sanitary sewer service area plan, in cooperation with SEWRPC, if needed amendments are identified.
- Initiate contacts with Kenosha County and adjacent communities prior to constructing new public facilities or initiating or expanding Town services to determine if there are opportunities for joint facilities or services.
- Cooperate with Kenosha County and adjacent communities when approached to consider joint service agreements or facilities.
- Support the Kenosha County Emergency Management Division, which is responsible for planning, coordinating, and implementing all emergency management, including disaster recovery, and Homeland Security-related activities in Kenosha County.
- Continue to examine the need and location for additional community facilities throughout the design of this comprehensive plan. Recommended general locations for additional elementary schools, fire stations, and parks are shown in Chapter VI on Maps 24 and 25, and on the neighborhood plans included in Appendix C.

#### Programs from Chapter XI, Intergovernmental Cooperation Element:

 Continue to involve surrounding communities and Kenosha County, where appropriate, when Town land use-related plans or ordinances or plans for developing or delivering local facilities or services are prepared or comprehensively updated.

#### **Programs from Chapter XII, Implementation Element:**

- Work cooperatively with Kenosha County and other towns, as appropriate, to make necessary revisions and updates to the County zoning and subdivision ordinances to implement the recommendations of the comprehensive plan, and to incorporate desirable and feasible land use regulatory techniques.
- Continue Town representation and participation on the Multi-Jurisdictional Comprehensive Planning Advisory Committee (MJAC), and notify Kenosha County in writing if the Town Board appoints a new member to represent the Town on the MJAC.

#### **Remaining Programs**

Programs not identified as high-priority or on-going programs will be implemented as funding and staffing resources allow.

# PART 7: PROGRESS IN IMPLEMENTING THE PLAN

#### **Town Comprehensive Plan**

The Town Plan Commission will undertake a plan reevaluation at least once a year, which may include a description of activities conducted to implement the plan and a list of plan amendments approved by the Town Board during the year. The Town Plan Commission's reevaluation may be accomplished by the Plan Commission during its consideration of rezoning requests as well as during its consideration of specific requests for plan amendments.

Section 66.1001(2)(i) of the *Statutes* requires that comprehensive plans be updated at least once every 10 years. The 10-year update should use, to the extent practicable, an up-to-date data base. Each 10-year update should also include an extension of this plan for an additional 10 years to continually accommodate 20 to 25 years of Town growth.

Additional information regarding updates and amendments to the Town comprehensive plan is provided in Part 2.

#### Multi-Jurisdictional Comprehensive Plan

The Kenosha County Board will consider amendments to the County land use plan map in the multi-jurisdictional comprehensive plan on an on-going basis, in accordance with the amendment process shown on Figure 8. Other proposed amendments to the multi-jurisdictional plan, such as new land use categories or changes to plan policies or programs, will be considered once each year, unless an exception is granted by the Land Use Committee. The Town will notify the Kenosha County Planning and Development Department in writing if the Town would like to amend the multi-jurisdictional plan (other than the land use plan map).

The Kenosha County Planning and Development Department will prepare a draft annual report on plan implementation for review by local governments and County officials. The draft annual report will include a list of map amendments made to the plan during the year; major changes to County or local ordinances made to implement the plan (such as the adoption of new zoning districts); a list of new or updated plans related to the comprehensive plan (such as farmland preservation or park and open space plans): a list of updated inventory information available from the County or SEWRPC; proposed plan text amendments; and other information identified by local or County officials.

Amendments to the multi-jurisdictional plan requested by a local government, other than land use plan map amendments, will be included in the draft annual report and distributed to all local governments for review and consideration. An annual meeting of the MJAC will be scheduled, during which the MJAC will consider requested plan amendments and make a recommendation to the Land Use Committee to approve, deny, or modify the requested amendment. The proposed amendment and the MJAC recommendation will be forwarded as part of the annual report to the Land Use Committee and County Board for consideration and action. (This page intentionally left blank)

# **Chapter XIII**

# **SUMMARY**

# **INTRODUCTION**

In 1999, the Wisconsin Legislature enacted a comprehensive planning law, which is set forth in Section 66.1001 of the *Wisconsin Statutes*. The requirements supplement earlier provisions in the *Statutes* for the preparation of county development plans (Section 59.69(3) of the *Statutes*) and local master plans (Section 62.23 of the *Statutes*). The requirements, which are often referred to as the "Smart Growth" law, provide a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The law includes a "consistency" requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by towns, villages, and cities must be consistent with the comprehensive plan adopted by the town board, village board, or common council, respectively. Zoning and subdivision ordinances adopted and enforced by a county must be consistent with the comprehensive plan adopted by the consistency requirement took effect on January 1, 2010.

To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken in 2006 by Kenosha County; nine local government partners, including the Town of Salem; UW-Extension; and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). In November 2009, electors in the Town of Bristol voted to incorporate a portion of the Town as a Village. The Wisconsin Secretary of State issued the certificate of incorporation for the Village of Bristol on December 1, 2009. In January 2010, the Village of Bristol joined the multi-jurisdictional planning process. As a result of the multi-jurisdictional process, comprehensive plans that satisfy the planning requirements set forth in Section 66.1001 of the *Statutes* have been developed for the County and each of the 10 local government partners.

#### **PUBLIC PARTICIPATION**

To ensure opportunities for public involvement in the planning process, a public participation plan was developed for the Town. Section 66.1001(4) of the *Statutes* requires that the governing body of any County or local government preparing a comprehensive plan adopt written procedures, commonly referred to as a "public participation plan," 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." Proposed plan elements must be widely distributed, and opportunities must be provided for written comments to be submitted by the public to the governing body. A procedure for the governing body to respond to those comments must also be identified. A public participation plan (PPP) was developed by the multi-jurisdictional comprehensive planning advisory committee (MJAC) for adoption by the Kenosha County Board and the governing bodies of participating local governments. The public participation plan was adopted by resolution of the Salem Town Board on December 11, 2006.

# INVENTORY INFORMATION AND PLAN ELEMENTS

Background information about the planning process and the Town is provided in the first three chapters:

- Introduction Chapter I
- Existing Plans and Ordinances: 2009 Chapter II
- Population and Employment Trends Chapter III

The element chapters of the Town comprehensive plan include inventory information and recommendations, identifying future needs and containing a compilation of goals, objectives, policies, programs, and maps for each of the nine required elements of a comprehensive plan. The element chapters include:

- Issues and Opportunities Element Chapter IV
- Agricultural, Natural, and Cultural Resources Element Chapter V
- Land Use Element Chapter VI
- Housing Element Chapter VII
- Transportation Element Chapter VIII
- Utilities and Community Facilities Element Chapter IX
- Economic Development Element Chapter X
- Intergovernmental Cooperation Element Chapter XI
- Implementation Element Chapter XII

# TOWN OF SALEM LAND USE PLAN

The Town of Salem Land Use Plan is described in the Land Use Element (Chapter VI). The plan is intended to serve the Town to the year 2035 and beyond. The Town land use plan map designates suburban and urban growth within the Town's planned sanitary sewer service area, which lies primarily east of the Fox River, while areas west of the Fox River are to remain primarily in rural uses. The Town land use plan map also identifies primary and secondary environmental corridors and isolated natural resource areas as overlays. Environmental corridors contain concentrations of the best remaining elements of the natural resource base. Preservation of environmental corridors is essential to maintaining the overall environmental quality of the Town. Primary environmental corridors in the Town of Salem are located primarily along the Fox River, Brighton Creek, Salem Branch Creek, Trevor Creek, and various lakes throughout the Town.

#### **Plan Phases**

Implementation of the plan is intended to be "phased." The "phased" planning approach consists of a series of land use plan maps that indicates where development is allowed within specific time periods. Plan phases include a "Phase 1" map (Map 23) that is intended to serve between 2008 and 2025; a "Phase 2" map (Map 24) that is intended to serve between 2025 and 2035; and a "Phase 3" or "Ultimate Growth" map (Map 25) which reflects a full buildout of the Town's planned sanitary sewer service area, and is intended to accommodate urban and suburban growth in the Town beyond 2035. Map 25 also depicts areas of the Town proposed to remain in rural uses, including agricultural, open space, or residential uses at an average density of at least five acres per dwelling unit.

#### **Neighborhood Plans**

The Phase 3 land use plan map was derived from the Town's detailed neighborhood plans. The Town of Salem Plan Commission and Town Board adopted a land use plan in February 2009, which is documented in a report titled *Town of Salem Coordinated Land Use Plan: 2035*. The coordinated land use plan is based on the detailed neighborhood plans prepared between 2004 and 2006, and includes revisions to four of the neighborhoods to reflect the land uses and ultimate Town/Village boundary agreed to as part of the Village of Paddock Lake/Town of Salem Cooperative Plan signed in late 2006. Because of the boundary agreement between the Town and Village of Paddock Lake, Neighborhood 1, located in the northeastern portion of the Town, became part of the Village of Paddock Lake's growth area. Thus, 10 neighborhood plans were incorporated into the Town land use plan map and this comprehensive plan, and include:

- Neighborhood 2 (Silver Lake/Salem hamlet area)
- Neighborhood 3 (Hooker Lake/Salem hamlet area)
- Neighborhood 4 (Montgomery Lake area)
- Neighborhood 5 (northwest portion of Town)
- Neighborhood 6 (Center Lake/Camp Lake hamlet area)
- Neighborhood 7 (east-central portion of Town)
- Neighborhood 8 (Camp Lake west/Wilmot hamlet area)
- Neighborhood 9 (Camp Lake east/Trevor hamlet area)
- Neighborhood 10 (Rock Lake/Trevor hamlet area)
- Neighborhood 11 (Voltz Lake/Cross Lake area)

Neighborhood boundaries are shown on the land use plan maps. The adopted neighborhood plan maps are included in Appendix C.

#### Land Use Districts

The land use districts shown on the Town of Salem land use plan maps correspond directly to Kenosha County zoning districts, with the exception of the Village/Hamlet Business (VHB) and Professional Office (PO) land use categories. Primary environmental corridors, secondary environmental corridors, and isolated natural resource areas are shown as overlays on the Town land use plan map.

#### **Protection of Natural Resources**

Districts which specifically deal with natural resource features (i.e., specific floodplain, wetland, conservancy, etc.) are <u>not</u> shown on the land use plan maps. The protection of natural resources is intended to be accomplished through the use of the existing floodplain, shoreland, and wetland zoning regulations set forth in the Kenosha County zoning ordinance, the Kenosha County subdivision control ordinance, and through the use of the Town of Salem's natural resource protection standards and land division ordinance. Natural resource protection standards are described in Chapter V.

# PLAN ADOPTION

The Town of Salem held a public informational meeting/open house on February 22, 2010, and a public hearing immediately following the open house, to present this plan to the public and to solicit public comments. The Town Plan Commission approved the plan on February 22, 2010, and the Town Board adopted the plan by ordinance on March 8, 2010. A copy of the adopting ordinance is included in Appendix F.

This comprehensive plan builds upon and incorporates the neighborhood plans adopted by the Town in 2004 through 2007. A public hearing was held on each neighborhood plan prior to its adoption. Table 1 in Chapter I lists the dates each neighborhood plan was adopted by the Plan Commission and Town Board. A public hearing on the Town of Salem Coordinated Land Use Plan, upon which this comprehensive plan is also based, was held on January 28, 2009.

# PLAN UPDATES AND AMENDMENTS

The comprehensive planning law requires that the adopted Town comprehensive plan be reviewed and updated at least once every 10 years. While there is no limit on the number or frequency of amendments that may be made to a comprehensive plan, the public participation, plan review, and plan adoption procedures required for a full comprehensive plan also apply to plan amendments. The Implementation Element (Chapter XII) recommends a procedure and review criteria for amending this plan.

Authority for regulating land use development in the Town is shared by both the Town and Kenosha County through implementation of the County zoning and subdivision ordinances. The Phase 2 Town land use plan map was included in the County land use plan map adopted by the Kenosha County Board as part of the multi-jurisdictional comprehensive plan. Land owners wishing to rezone property to a zoning district that is not consistent with this plan, or request approval of a preliminary plat or certified survey map (CSM) under the Kenosha County subdivision ordinance for a use that is not consistent with this plan, will therefore likely need to amend both this Town comprehensive plan and the Kenosha County multi-jurisdictional comprehensive plan in order for the proposed rezoning or land division to be consistent with the Town and County comprehensive plans. A coordinated procedure for amending the land use plan maps in the Town and multi-jurisdictional plans is described in Chapter XII.

APPENDICES

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# Appendix A

# TOWN OF SALEM RESOLUTION

# AUTHORIZATION TO PARTICIPATE IN THE DEVELOPMENT OF A MULTI-JURISDICTIONAL COMPREHENSIVE PLAN AND TO SUPPORT KENOSHA COUNTY'S APPLICATION FOR A COMPREHENSIVE PLANNING GRANT

WHEREAS, the Town Board of the Town of Salem, in cooperation with Kenosha County and the Southeastern Wisconsin Regional Planning Commission (SEWRPC), agrees to participate in the preparation of a Multi-Jurisdictional Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development within Kenosha County and the Town of Salem; and

WHEREAS, the Town Board of the Town of Salem acknowledges the requirements of Wisconsin's Comprehensive Planning Law, including the adoption of a comprehensive plan in accordance with Section 66.1001 of the Wisconsin Statutes; the benefits of cooperative comprehensive planning; and that funding is available from the Wisconsin Department of Administration to financially assist the County and participating local governments in preparing comprehensive plans; and

WHEREAS, Kenosha County will apply for a comprehensive planning grant from the Wisconsin Department of Administration on behalf of the County and all towns, villages, and cities participating with the County in the preparation of a multi-jurisdictional comprehensive plan; and

WHEREAS, a grant award from the Wisconsin Department of Administration will require matching grant funds which will be fully satisfied by the County through in-kind services and through the County's tax levy funds to SEWRPC; and

WHEREAS, grant funds will be used by Kenosha County and SEWRPC to prepare a Multi-Jurisdictional Comprehensive Plan for Kenosha County that will contain sufficient detail to serve as the comprehensive plan for the County and for each participating Town, Village, and City; and

WHEREAS, preparation of comprehensive plans for the Town of Salem and Kenosha County will require minimal out-of-pocket contribution from the Town, except for the cost of producing an optional local plan document and any supplemental information desired by the Town, cost related to reviewing plan materials and attending planning meetings, and the costs of providing public notice and holding comprehensive planning meetings sponsored by the Town; and

WHEREAS, meetings have been held by Kenosha County to describe the proposed multi-jurisdictional planning process and community responsibilities, and to answer questions about the planning process; and

WHEREAS, as part of participating in the Kenosha County multi-jurisdictional planning process, the Town has the option of contracting with SEWRPC to prepare an individual plan document based on the County plan for review and adoption by the Town Board, which will satisfy the requirements specified in Wisconsin's Comprehensive Planning Law.

NOW, THEREFORE, BE IT RESOLVED that the Town Board of the Town of Salem hereby agrees to participate in the development of a Multi-Jurisdictional Comprehensive Plan in cooperation with other communities in Kenosha County, the County and SEWRPC pursuant to Section 66.1001 of the Wisconsin Statutes, provided the County is awarded a 2006 comprehensive planning grant by the State of Wisconsin; and

BE IT FURTHER RESOLVED that the Town Board of the Town of Salem hereby authorizes Kenosha County to apply for a comprehensive planning grant from the Wisconsin Department of Administration on behalf of the Town of Salem to aid in the development of a multi-jurisdictional comprehensive plan; and

BE IT FURTHER RESOLVED that the Town Board of the Town of Salem hereby authorizes the Town Chairman to execute the cooperative agreement and any other documents needed to carry out the multi-jurisdictional comprehensive planning process.

Dated this 12th day of September, 2005
Motion for adoption moved by Dennis Faber Town Supervisor
Motion for adoption seconded by <u>Phil Diziki</u> Town Supervisor Voting Aye: <u>4</u> Nay: <u>0</u>

APPROVED:

NAR)

Diann Tesar, Chairman

ATTEST:

vnn Pepper, Town Clerk

# **Appendix B**

# PUBLIC PARTICIPATION PLAN

# FOR THE KENOSHA COUNTY MULTI-JURISDICTIONAL COMPREHENSIVE PLAN

## **INTRODUCTION**

This public participation plan for the multi-jurisdictional Kenosha County comprehensive plan is intended to serve two purposes. First, it will provide opportunities for public input throughout the comprehensive planning process. Second, adoption of a public participation plan is a requirement of the Wisconsin comprehensive planning law. Section 66.1001(4)(a) of the *Wisconsin Statutes* requires that:

"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 written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan."

## PUBLIC PARTICIPATION PLAN

#### Multi-Jurisdictional Advisory Committee and Ad Hoc Work Groups

A Kenosha County Multi-Jurisdictional Advisory Committee (MJAC) was formed at the outset of the comprehensive planning process. The MJAC is comprised of one representative appointed by each of the participating local governments and one member of the Kenosha County Board Land Use Committee. The MJAC is advisory to the planning process and may make recommendations to the Land Use Committee, including a recommended multi-jurisdictional comprehensive plan for Kenosha County. The MJAC provides a formal role for participating local governments to work with County officials to shape the recommended County comprehensive plan.

The MJAC will hold regular meetings during the planning process. All meetings will be open to the public, and an opportunity for public comment will be provided during all meetings. Meeting agendas and minutes will be available at the office of the Kenosha County Planning and Development Department and on the comprehensive planning website (*www.co.kenosha.wi.us/plandev/land_dev/smart_growth.html*).

The MJAC may establish one or more ad hoc work groups, if necessary, to provide technical expertise in developing particular plan elements or to develop recommendations on specific planning issues for consideration by the MJAC.

### **Kenosha County Public Participation Plan Summary**

The following table provides an overview of public participation activities and a timeline for implementation, and is followed by a description of each of the activities.

<b>Participation Phase</b>	General Timeline	General Public Activities	Key Stakeholder Activities	Municipal Official Activities
Public education and awareness	Throughout the process	<ul> <li>Newsletters</li> <li>Website</li> <li>Press releases and feature articles</li> <li>Presentations to interested organizations</li> <li>Meetings and open houses</li> <li>Publications</li> <li>Cable television</li> </ul>	<ul> <li>Those already noted</li> <li>Identification of key stakeholder representatives</li> </ul>	<ul> <li>Educational overviews and presentations at municipal meetings</li> <li>Educational tours</li> <li>Educational workshops related to planning elements, GIS, Planning Dept. resources and impacts of growth</li> </ul>
Public dialogue	June 2006 – July 2008	<ul> <li>Web-based feedback forums</li> <li>End-of-session feedback from presentations</li> <li>Meetings and open houses</li> </ul>	<ul> <li>Interactive "Kenosha County Café" – based on the World Café Model of public dialogue toward building relationships, understanding perspectives, and creating a common vision</li> <li>Those already noted</li> </ul>	<ul> <li>Participation in the Kenosha County Café</li> <li>Coordination activities for neighboring and overlapping jurisdictions</li> <li>Coordination of resources available within the Planning Dept. and SEWRPC</li> </ul>
Deliberation of alternatives	January 2007 – December 2008	<ul> <li>Participation in interactive issue forums</li> <li>Meetings and open houses</li> </ul>	<ul> <li>Active participation as panelists and participants in Kenosha County Issue Forums that will be taped and broadcast on cable television – forum topics may include subdivision design, agriculture and natural resource protection and stormwater management.</li> <li>May serve on issue committees</li> </ul>	<ul> <li>Identification and framing of key issues of deliberation which may include specific design standards, agriculture and natural resource preservation, and inventories of key issues and opportunities</li> <li>May serve as issue committee chairs or members</li> </ul>
Final adoption	February – June, 2009	Participation in public hearings	Participation in public hearings	Participation/Presentations in public hearings

## **Public Meetings and Forums**

Meetings will be held throughout the comprehensive planning process to provide opportunities for open discussion of the issues at hand. All meetings on the comprehensive plan will be open to the public. For all meetings, attendance sign-in sheets will be made part of the record. In addition to regular MJAC meetings, a series of public meetings will be held, which will include:

- A Kenosha County Comprehensive Plan "Kickoff Meeting" will be held in early 2007. The purpose of this meeting will be to provide background on the comprehensive planning law and planning process.
- The public and identified members of key stakeholder groups will be invited to participate in a "Kenosha County Café" in Spring 2007. The Kenosha County Café is an interactive visioning process designed to allow participants to interact with several other participants to learn about the comprehensive planning legislation, the process, learn about different perspectives related to growth, and generate ideas leading to a shared vision.
- Three issue forums will be held in conjunction with the drafting and completion of the following elements: issues and opportunities, economic development, and land use. Key stakeholders will be invited to present current trends related to these elements as well as their perspectives regarding hopes and concerns about the topic. The public will be invited to attend the moderated forums, which will be taped and submitted for broadcast on public access channels.
- A public informational meeting will be held in each participating local government and at the Kenosha County Center to present the results of inventories and analyses conducted in support of the comprehensive planning process and to obtain public input on land use-related issues in each community. MJAC members will provide regular updates on plan progress and status to the community they represent.
- An open house/intergovernmental meeting will be held upon completion of drafts of the seven planning elements. The seven planning elements include: issues and opportunities; housing; transportation; utilities and community facilities; agricultural, natural, and cultural resources; economic development; and land use. The open house will be widely advertised, and notice will be sent to participating local governments, County and local governments adjacent to the County, special-purpose units of government (school districts and lake districts, for example), State agency staff, and interested groups.
- An open house to present and receive public comment on the draft comprehensive plan, containing all nine required elements, will be held in each participating local government upon completion of a draft plan. Citizens will have an opportunity to review the multi-jurisdictional comprehensive plan and/or the local government plan and recommendations specific to their community, and to ask questions and provide input in an informal setting.
- Copies of the draft comprehensive plan will be provided to all local governments in the County and will be available for review at public libraries in the County, at the Kenosha County Planning and Development Department, and on the project website. A summary of the plan will be prepared and provided to all adjacent county and local governments and all parties that receive the draft plan, and will be posted on the project website.
- Consistent with the requirements established in Section 66.1001 of the *Wisconsin Statutes*, a public hearing on the recommended comprehensive plan will be held in each participating town, village, and city. The public hearings will be noticed as a Class 1 notice pursuant to Chapter 985 of the *Statutes* at least 30 days prior to the hearing. The public hearing will consist of a presentation summarizing the planning process and the recommended comprehensive plan. Citizens will have the opportunity to provide formal comments. An official public record including all comments received will be created for each public hearing and included in the final draft of the comprehensive plan. Copies of the recommended comprehensive plan will be available for viewing prior to the public hearings at municipal halls, the Kenosha County Planning and Development Department office, and at area libraries.
- A copy of the adopted plan will be provided to the parties listed in Section 66.1001 (4) (b) of the *Statutes*.

## **On-Going Efforts**

Ongoing public participation efforts are proposed to take place throughout the comprehensive planning process. These efforts are informative or policy oriented in nature. Ongoing public participation efforts will provide Kenosha County citizens with general education about the comprehensive planning process, provide information about upcoming participation sessions, and update the public on plan progress. On-going public participation efforts include the following:

- The Kenosha County Planning and Development Department will maintain a comprehensive planning website (<u>www.co.kenosha.wi.us/plandev/land_dev/smart_growth.html</u>). Updates regarding comprehensive plan progress, upcoming public participation sessions, Multi-Jurisdictional Advisory Committee agendas and minutes, PowerPoint presentations from public meetings, public notices, and newsletters will be posted on the website. The site will include a web-based feedback form where visitors will have the ability to post comments related to the planning process. Public access to the Internet is available at public libraries throughout the County for residents without other Internet access.
- A comprehensive planning newsletter will be produced and distributed to area libraries, local government officials, municipal halls, the Kenosha County Planning and Development office, and to citizens and interest groups upon request.
- News releases and feature articles regarding the comprehensive planning process and plan progress will be provided to local newspapers, radio and television stations, local governments, the Kenosha County Multi-Jurisdictional Advisory Committee, and posted on the project website.
- Upon request, Kenosha County, Extension, or SEWRPC staff will make presentations about the comprehensive plan to Kenosha County community groups, business or professional organizations, nonprofit agencies, and local governments. Presentations will be made to the Multi-Jurisdictional Advisory Committee throughout the planning process.
- Educational tours and workshops for County and local officials will be held as needed.
- The Kenosha County Multi-Jurisdictional Advisory Committee and Kenosha County, Extension, and SEWRPC staff will actively solicit comments and suggestions at appropriate stages in the development of the comprehensive plan from County residents, local business and civic organizations, the Farm Bureau, Realtors Association, Builders Association, the Kenosha County unit of the Wisconsin Towns Association, conservancy and environmental organizations, nonmetallic mining interests and organizations, State and Federal Agencies, school districts, utility companies, participating and non-participating local governments, lake, sanitary, and utility districts, community development authorities, and adjacent County and local governments.

## ADOPTION OF PUBLIC PARTICIPATION PLAN

This public participation plan was approved by the Kenosha County Multi-Jurisdictional Advisory Committee on November 28, 2006. The public participation plan was approved by the Land Use Committee of the Kenosha County Board on January 10, 2007, and by the Kenosha County Board on January 16, 2007.

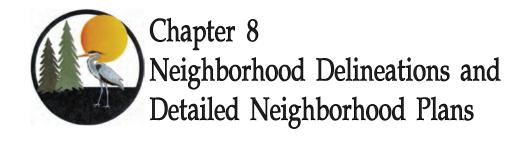
The plan was adopted by the participating local governments on the following dates:

Common Council, City of Kenosha: December 18, 2006 Village Board, Village of Bristol: January 11, 2010 Village Board, Village of Pleasant Prairie: November 20, 2006 (with additional Village-specific activities) Village Board, Village of Silver Lake: December 20, 2006 Town Board, Town of Brighton: December 11, 2006 Town Board, Town of Bristol: January 22, 2007 Town Board, Town of Paris: November 28, 2006 Town Board, Town of Salem: December 11, 2006 Town Board, Town of Salem: December 11, 2006 Town Board, Town of Somers: January 23, 2007 Town Board, Town of Wheatland: January 8, 2007 Appendix C

# NEIGHBORHOOD DELINEATIONS AND DETAILED NEIGHBORHOOD PLANS IN THE TOWN OF SALEM

[Note: This appendix is an excerpt, Chapter 8, from the Town of Salem Coordinated Land Use Plan: 2035, which was adopted by the Town Board in February 2009. Chapter 8 is incorporated as part of this Town Comprehensive Plan.]

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# NEIGHBORHOOD PLANNING CONCEPT

The preparation of neighborhood area delineations, redelineations, and neighborhood plans is based upon the concept that an urban or suburban area should be formed of, and developed in, a number of spatially organized individual "planning units," or neighborhood areas, rather than a large formless mass of urban and suburban development. Typically, these neighborhood areas are categorized by their predominant type of land use and may be residential (which may include urban, suburban, or rural oriented neighborhoods), commercial, office, industrial, or institutional.

To the extent practicable, neighborhood areas are bounded by arterial streets and highways; environmental corridors which may include streams and other significant environmental features; bodies of water such as lakes; major park, parkway, or large institutional land areas; or other natural or cultural features which serve to clearly and, oftentimes, physically separate each neighborhood area from other separate and distinct surrounding neighborhood areas. In the case of some of the Town of Salem neighborhoods, they may also be bounded by incorporated Villages.

With respect to residential neighborhood areas, each residential neighborhood would provide adequate numbers of dwelling units and population to support one elementary school, one neighborhood park, and (as determined by the Town Board and Town Ordinances) subneighborhood "mini park(s)." These facilities are typically centrally located within the neighborhood area to facilitate pedestrian access (each of which is of a reasonable and useable size). Also, these neighborhood areas would provide a range of lot sizes and housing types and a full complement of those public and semipublic facilities, parks, and neighborhood shopping facilities. In addition, ready access to the arterial street system should be facilitated by a planned hierarchical street system pattern in order to facilitate access to major cultural and educational centers. The interior circulation system of the neighborhood area should be designed to accommodate both internal vehicular and pedestrian access but also to discourage the penetration of the neighborhood area by heavy volumes of "through" traffic.

Some general site area and service radii standards for commercial, educational, and park and recreation land areas typically found in residential neighborhoods are set forth in Table 8.1. Those general standards set forth in Table 8.1 are derived, in part, from Table 5.2 of Chapter 5 of the <u>Town of Salem</u> <u>Coordinated Land Use Plan: 2035</u>.

The neighborhood area delineations and redelineations presented in this document are intended to serve the Town of Salem and form, in part, the basis for the preparation of each of the detailed neighborhood plans for each delineated and redelineated neighborhood area.

Type of Facility	Typical Number of Persons Served	Typical Minimum Required Site Area (Gross Acres)	Walking Distance (Miles)
Cc	mmercial Facilities	3	
Neighborhood Retail & Service Center	4,000 to 8,000	6.5	0.75(b)
Public	: Educational Facili	ities	
Elementary School (K-6)	500 students	11 (a)	0.50(b)
Public Out	door Recreational	Facilities	
Subneighborhood (Mini Parks)	(d)	(d)	(d)
Neighborhood	up to 6,500	13.5(c)	0.50(b)

#### NEIGHBORHOOD FACILITY SITE AREA AND SERVICE RADIUS STANDARDS

(a) Including eight (8) required acres of school-related outdoor recreation and playground facilities (also see the standard for neighborhood parks).

(b) Typical maximum walking distance from the neighborhood(s) served.

(c) Excluding associated neighborhood school-related outdoor recreation and playground facilities (8 acres). Also see Table 5.1 of Chapter 5.

(d) To be determined on an individual subneighborhood basis for those subneighborhoods which are not an integral part of a specific neighborhood area.

*Note:* Certain SEWRPC standards appearing in this table were adjusted to fit the physical characteristics and desires of the Town of Salem.

Source: Meehan & Company, Inc. and SEWRPC.

Unlike a community master plan, or comprehensive plan, which is oftentimes broad in scope, the plan for a neighborhood area–or "Neighborhood Plan"–is usually quite precise through its specific depiction of land uses, street system layout, and existing property lines. Neighborhood planning involves the careful consideration of topography, drainage patterns, natural resource features (such as environmental corridors and isolated natural areas), existing and proposed land uses, and real property boundary lines.

The Neighborhood Plan, while precise, must also be flexible. Neighborhood plans are intended to be used as a standard for evaluating development proposals. The Town Plan Commission, Town Board, and Kenosha County should remain receptive to neighborhood plan changes that can be shown to be more beneficial to residents than the adopted neighborhood plan and compatible with the overall development of the neighborhood area and the Town of Salem as a whole.

## NEIGHBORHOOD AREA REDELINEATION MAP

Base mapping used to prepare the neighborhood delineation was based upon data developed by Kaempfer & Associates (a Town engineering consultant) in conjunction with data provided by the Kenosha Department of Planning and Development. These included topographic and cadastral (property boundary) maps. Aerial photographs of the Town of Salem, as prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) were used for reference purposes. In addition, SEWRPC-delineated environmental corridors and isolated natural areas were also invaluable tools in preparing the neighborhood delineations.

The boundaries of geographically defined neighborhoods within the Town of Salem were identified and redelineated using a 1" = 2000' Kaempfer and Associates, Inc. prepared base map of the Town. The neighborhood boundaries were reviewed and considered by the Town Plan Commission. The final delineations of these neighborhood areas form the basis, in part, from which the Neighborhood Plans are prepared.

The location and boundaries of the neighborhood areas delineated and redelineated for the Town of Salem are illustrated on Map 8.1.

# LOCATION OF EACH NEIGHBORHOOD PLANNING AREA

Map 8.1 graphically indicates ten redelineated neighborhood plan areas in the Town of Salem. Former Neighborhood Plan Area No. 1 (see Map 1.1, Chapter 1) was integrated into both the "Village of Paddock Lake Growth Area" and Neighborhood Plan Area No. 5 (see Maps 1.1 of Chapter 1 and Map 8.1 of Chapter 8). Therefore, there is no Neighborhood Plan Area No. 1. The general location of each neighborhood plan area is described below:

<u>Neighborhood Plan Area No. 2</u>: Neighborhood Plan Area No. 2 is generally located in the north central part of the Town of Salem in U.S. Public Land Survey Sections 9, 10, north 1/2 of both Sections 15 and 16, and a small part of Section 14 of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 2 is bounded on the north by 75th Street (STH 50/83) and the "Village of Paddock Lake Growth Area"; on the east by Antioch Road (STH 83), on the south by CTH AH (89th Street), and on the west by the west section line of U.S. Public Land Survey Sections 9 and 16.

**Neighborhood Plan Area No. 3**: Neighborhood Plan Area No. 3 is generally located in the northeastern part of the Town of Salem in U.S. Public Land Survey Sections 10, 11, and 14 of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 3 is bounded on the north by 75th Street (STH 50/83), Hooker Lake, Salem Branch stream, and the boundary line between the "Village of Paddock Lake Growth Area" and the Town of Salem; on the south by the south section line of U.S. Public Land Survey Sections 11 and 14; and on the west by Antioch Road (STH 83).

**Neighborhood Plan Area No. 4**: Neighborhood Plan Area No. 4 is generally located in the northeastern part of the Town of Salem in U.S. Public Land Survey Sections 12, 13, and 24 of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 4 is bounded on the north by Salem Branch stream and the boundary line between the "Village of Paddock Lake Growth Area" and the Town of Salem; on the south by the south section line of U.S. Public Land Survey Section 13 and the south line of the north 1/2 of the NE 1/4 of Section 24; on the east by the town boundary line between the Town of Salem and the Town of Bristol; and on the west by the west section line of U.S. Public Land Survey Sections 12 and 13.

**Neighborhood Plan Area No. 5:** Neighborhood Plan Area No. 5 is generally located in the northwestern part of the Town of Salem in U.S. Public Land Survey Sections 4, 5, 6, 7, and 8 of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 5 is bounded on the north by 60th Street (CTH K), on the south by the center lines of U.S. Public Land Survey Sections 7, 8, and 9; on the east by the east section line of Section 8 and the boundary line between the "Village of Paddock Lake Growth Area" and the Town of Salem; and on the west by the town boundary line between the Town of Salem and the Town of Wheatland.

**Neighborhood Plan Area No. 6**: Neighborhood Plan Area No. 6 is generally located in the central part of the Town of Salem in U.S. Public Land Survey Sections 15, 16, 17, 20, 21, 22, and 23 of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 6 is bounded on the north by CTH AH (89th Street), on the south by CTH SA (103rd Street) and CTH AH (98th Street), on the east by Antioch Road (STH 83), and on the west by the boundary line between the Village of Silver Lake and the Town of Salem.

**Neighborhood Plan Area No. 7**: Neighborhood Plan Area No. 7 is generally located in the east central part of the Town of Salem in U.S. Public Land Survey Sections 23, 24, and 26 of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 7 is bounded on the north by the north line of Section 23 and the south line of the north 1/2 of the NE 1/4 of Section 24; on the south by CTH C (Wilmot Road); on the east by the town boundary line between the Town of Salem and the Town of Bristol; and on the west by Antioch Road (STH 83).

**Neighborhood Plan Area No. 8:** Neighborhood Plan Area No. 8 is generally located in the southwestern part of the Town of Salem in U.S. Public Land Survey Sections 19, 20, 21, 29, 30, 31, and 32 of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 8 is bounded on the north by CTH AH (98th Street) and the centerlines of Sections 19, 20, and 21; on the south by the boundary line between the Town of Salem and the State of Illinois; on the east generally by the east boundary lines of Sections 29 and 32; and on the west generally by the west lines of U.S. Public Land Survey Sections 30 and 3 and the town boundary line between the Town of Salem and the Town of Randall.

**Neighborhood Plan Area No. 9:** Neighborhood Plan Area No. 9 is generally located in the south central part of the Town of Salem in U.S. Public Land Survey Sections 21, 22, 23, 26, 27, 28, 33, and 34, of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 9 is bounded on the north by CTH SA (103rd Street); on the south by CTH C (Wilmot Road) and the boundary line between the Town of Salem and the State of Illinois; on the east generally by 259th Avenue, Rock Lake Road, and Antioch Road (STH 83); and on the west by the west lines of Sections 28 and 33.

<u>Neighborhood Plan Area No. 10</u>: Neighborhood Plan Area No. 10 is generally located in the southeast part of the Town of Salem in U.S. Public Land Survey Sections 26, 27, 34, and 35, of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 10 is bounded on the north by CTH C (Wilmot Road), on the south by the boundary line between the Town of Salem and the State of Illinois; on the east by Antioch Road (STH 83); and on the west generally by 259th Avenue and Rock Lake Road.

<u>Neighborhood Plan Area No. 11</u>: Neighborhood Plan Area No. 11 is generally located in the southeast part of the Town of Salem in U.S. Public Land Survey Sections 24, 25, 26, 27, 35, and 36 of Township 1 North, Range 20 East, in the Town of Salem. More specifically, Neighborhood Plan Area No. 11 is bounded on the north by CTH C (Wilmot Road), on the south by the boundary line between the Town of Salem and the State of Illinois; on the east by the town boundary line between the Town of Salem and the Town of Bristol; and on the west by Antioch Road (STH 83).

# PLANNING FOR EACH NEIGHBORHOOD AREA

The Town-adopted final Neighborhood Plans for Neighborhood Plan Areas 2 through 11 are graphically shown on Maps 8.2 through 8.11. The planning for each of these neighborhood areas consisted of the following major components:

- 1. Preparation of the base map for each neighborhood plan area.
- 2. Preparation of a preliminary neighborhood plan for each neighborhood plan area.
- 3. Preparation of a final neighborhood plan for each neighborhood plan area.
- 4. Preparation of adopting resolutions for the Town Plan Commission and Town Board for each neighborhood plan area.
- 5. Public hearing and neighborhood plan adoption for each neighborhood plan area.

# ENVIRONMENTAL CORRIDORS, ISOLATED NATURAL RESOURCE AREAS, AND NATURAL RESOURCE FEATURES INVENTORY AND PROTECTION

All primary environmental corridors, secondary environmental corridors, and isolated natural resource area delineations appearing on Neighborhood Plan Areas 2 through 11 are graphically shown on Maps 8.2 through 8.11 and are based upon the Southeastern Wisconsin Regional Planning Commission's (SEWRPC) planned 2035 delineations (the most up-to-date SEWRPC delineations available). SEWRPC's delineated environmental corridors and isolated natural resource areas in each neighborhood plan area encompass those areas containing concentrations of recreational, aesthetic, ecological, and cultural resources. Such delineated environmental corridors and isolated natural resource areas should generally be preserved and protected in essentially natural open uses. Such areas normally include one or more of the following seven elements of the natural resource base which are essential to the maintenance of both the ecological balance and natural beauty of an area:

- Lakes, rivers, streams, and their associated shorelands and floodlands.
- Wetlands.
- Woodlands.
- Prairie.

- Wildlife habitat areas.
- Wet, poorly drained, and organic soils.
- Rugged terrain and high-relief topography.

Five additional elements which are also considered include: 1) existing park and open space sites; 2) potential park and open space sites; 3) historic sites; 4) scenic areas and vistas; and 5) natural and scientific areas. A detailed description of how environmental corridors, and their subordinate isolated natural resource areas, are delineated is presented in the SEWRPC's <u>Technical Record</u> (Vol. 4, No. 2, March 1981, pp. 1-21). In addition, Chapter 3 of the <u>Town of Salem Coordinated Land Use Plan: 2035</u> addresses at length the applicability of the use of environmental corridors and isolated natural resource areas in providing a natural structure to the Town's planning framework.

<u>Primary environmental corridors</u> include a wide variety of the important natural resource and resourcerelated elements and are at least 400 acres in size, two miles in length, and 200 feet in width.

*Secondary environmental corridors* generally connect with primary environmental corridors and are at least 100 acres in size and one mile in length. Where secondary environmental corridors serve to link

primary environmental corridors to one another, no minimum area or length criteria apply.

**Isolated natural resource areas** are at least five acres in size, 200 feet wide, and consist of those smaller concentrations of natural resource base elements that are separated physically from environmental corridors by either open land or development.

Maps 3.1 through 3.5 in Chapter 3 of the <u>Town of Salem Coordinated Land Use Plan: 2035</u> graphically presents the natural resource base inventory of the Town of Salem for 2005 as prepared by the Kenosha County Department of Planning and Development. The natural resource base features shown on Maps 3.1 through 3.5 in Chapter 3 include the general location and delineation of severe sloped soils (with greater than 12 percent slope), severe structural soils, severe wet soils, lowland pasture (if any), wetlands (based upon SEWRPC year 2000 land use inventory), 100-year recurrence interval floodplain areas (if any), shoreland areas, SEWRPC planned 2035 primary environmental corridor delineations, SEWRPC planned 2035 isolated natural resource area delineations, and the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance delineated C-1 Lowland Resource Conservancy District and C-2 Upland Resource Conservancy District zoning classifications.

Significant portions of each of the neighborhood areas are characterized by a network of environmental corridors and isolated natural resource areas which serve as minor internal neighborhood barriers which must be effectively taken into consideration for the design of each neighborhood–particularly the planning of the internal street and trail system.

Natural resource protection standards are already set forth in both Chapter 3 of the <u>Town of Salem</u> <u>Coordinated Land Use Plan: 2035</u> as well as the Town of Salem's <u>Land Division Control Ordinance</u> which was initially adopted on October 29, 1993 and as amended. The neighborhood plans for the development of each neighborhood are intended to follow the natural resource protection standards set forth in those two documents (also see Table 3.6, Chapter 3). The natural resource protection standards, as used in these neighborhood plans, measure the proportion of the natural features of a site which will remain undeveloped and protected and are specifically designated for natural resource protection. The natural resource protection standards set forth in Table 3.6 of Chapter 3 establish specific numerical levels at which the natural resource feature should be retained over time in the neighborhood area.

In order to be consistent with the Town of Salem sewer service area plan (as documented in SEWRPC's <u>Regional Water Quality Management Plan: Town of Salem</u> as amended), wetland, floodplain, and steeply sloped land (slopes of 12 percent or more) within environmental corridors and isolated natural resource areas located in the planned sewer service areas may not be developed. New development within the upland portions of primary environmental corridors, but outside areas of steep slope, is confined to limited recreational and institutional uses and residential development at a density of no more than one (1) dwelling unit per five (5) acres.

## VIEW CORRIDOR PRESERVATION

Neighborhood view corridors along a neighborhood's abutting arterial street system foster significant public view of any future development activity-good or bad--which takes place in the undeveloped portions of each of the neighborhood areas. It will be necessary to protect the value of the land areas adjacent to these segments of visual corridors from potential destabilizing factors. Therefore, along these view corridors it will be important to maximize landscaping, setbacks, landscape bufferyards, etc. in order to preserve (to the extent practicable) the visual character of the area and the public image of the Town of Salem. Landscaped bufferyards and increased setbacks are also important to accommodate transitions between heavily traveled roads and various types of land uses as well as serving as transitional areas between abutting land uses of differing intensities.

# PLANNED DEVELOPMENT OF EACH NEIGHBORHOOD PLANNING AREA

Each neighborhood plan (Maps 8.2 to 8.11) sets forth the general types, locations, and extent of various land uses which could be accommodated in each of the planned neighborhoods, planned future public streets, and areas identified by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as environmental corridors and isolated natural resource areas. Approaches to land uses, natural resource feature preservation, edges and barriers, view corridors, visual impact areas, vehicular access, circulation and linkages to other uses, the existing highway and street rights-of-way, potential collector public street rights-of-way, and existing property boundaries are addressed by each neighborhood plan.

# Planned Land Uses

Each neighborhood plan area is divided into several "Land Use Districts." The salient characteristics of each of the "Land Use Districts" are summarized in Chapter 7. Through the use of detailed land use districts, each neighborhood plan is taken to a high level of detail. The high level of detail should enable the Plan Commission and Town Board to effectively deal with development proposals on a site specific, land use specific, and public street system level. In addition, the land use districts also assist the Town in the use of the appropriate Kenosha County zoning districts in order to assure Town land use policies are implemented not only at the Town level but at the County level as well (see Chapter 9).

The planned land use districts proposed are not zoning districts. However, they form the basis upon which the necessary neighborhood plan implementing zoning districts can be used. Similarities between planned land use districts and the neighborhood plan implementing zoning districts are intended to assure **consistency** between each of the neighborhood plans and their implementing Kenosha County zoning regulations. Without a significant level of consistency between Salem's neighborhood plans and the Kenosha County zoning districts (which will be implementing each of the neighborhood plans), it will be very difficult for the Town Plan Commission and Town Board to adequately use the neighborhood plans to their full power.

Land use districts which specifically deal with natural resource features (i.e., specific floodplain, wetland, conservancy, etc.) are <u>not</u> specified under this land use district approach. The protection of natural resources is intended to be accomplished through the use of the natural resource protection standards described earlier as well as the existing floodplain and wetland zoning districts specified and mapped in the Kenosha County zoning regulations.

## Residential Planned Land Use Districts

There are nine residential planned land use districts for the Town of Salem (see Chapter 7). The residential planned land use districts are, in some instances, derived from existing conditions in the Town of Salem relative to minimum lot size, minimum lot width, and both gross and net density.

The *residential planned land use districts* are as follows:

- RC Rural Cluster Development Single-Family Residential District
- R-1 Countryside Single-Family Residential District
- R-2 Estate Single-Family Residential District
- R-3 Suburban/Estate Single-Family Residential District
- R-4 Suburban Single-Family Residential District
- R-5 Urban Single-Family Residential District
- R-6 Village, Hamlet, and Lakefront Residential Neighborhood Conservation District
- R-8 Medium Density Urban Residential District

### R-9 High Density Urban Residential District

The planned land use district names coincide with the various residential types and densities of the proposed plan implementing zoning districts described later in Chapter 9. Using the district names, densities, and lot design characteristics set forth in detail in Chapter 7 will help assure the necessary consistency between each neighborhood plan and the implementing Kenosha County Zoning Ordinance.

## Nonresidential Planned Land Use Districts

There are 17 nonresidential planned land use districts for the Town of Salem (see Chapter 7). The 17 proposed *nonresidential planned land use districts* are as follows:

#### **Business Districts:**

- NB Neighborhood Business District
- CB Community Business District
- HC Highway Corridor Business District
- PO Professional Office District
- VHB Village/Hamlet Business District

### Industrial Districts:

- M-1 Limited Industrial District
- M-2 General Industrial District
- BP Business Park District
- A-3 Agricultural-Related Manufacturing, Warehousing, and Marketing District
- M-3 Quarrying and Extractive District

#### Public and Semi-Public Districts:

- I-1 Institutional District
- PR-1 Park and Recreational District

#### Agricultural Districts:

- A-1 Agricultural Preservation District
- A-2 General Agricultural District

#### Special Districts:

- PUD Planned Unit Development Overlay District
- A-4 Agricultural Land Holding Overlay District
- HO Historical Overlay District

## LAND USE QUANTITY AND DISTRIBUTION

Tables 8.2 through 8.11 present land use plan data for Neighborhood Plan Areas 2 through 11, respectively. These data are based upon the land use plan illustrated on Maps 8.2 through 8.11 for Neighborhood Plan Areas 2 through 11, respectively.

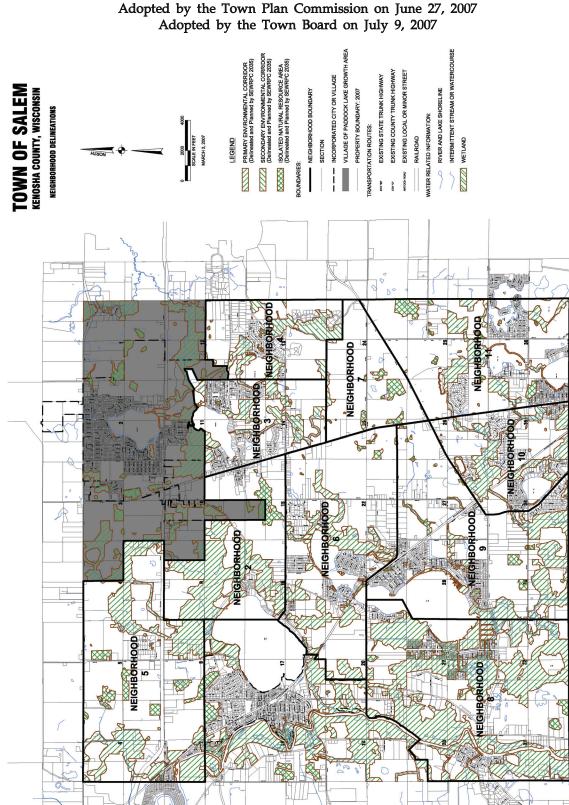
## TRANSPORTATION SYSTEM OF EACH NEIGHBORHOOD AREA

The transportation system plan for each neighborhood plan is also indicated on Maps 8.2 to 8.11.

# The transportation system plan's planned streets (local land access, collector, and arterial), highway access locations, bicycle/pedestrian trails, and all of their locations and alignments shown in these

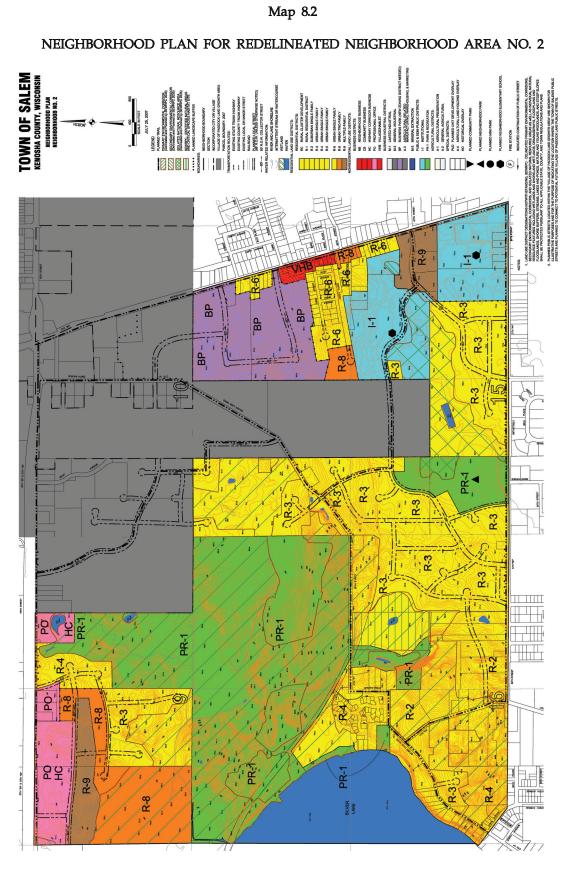
neighborhood plans are general in nature and are <u>not</u> intended to be used as transportation system engineering drawings. The final locations and alignments of all planned streets (local land access, collector, and arterial), highway access and other access locations, and bicycle/pedestrian trails shown on all neighborhood plans and associated maps and drawings will need to be engineered by professional engineers following detailed engineering study. Planned public streets located within the "Village of Paddock Lake Growth Area" are shown for illustrative purposes and for the purpose of indicating the location where the Town of Salem's public streets are intended to connect to potential future Village of Paddock Lake public streets.

## Map 8.1



NEIGHBORHOOD REDELINEATIONS: TOWN OF SALEM Adopted by the Town Plan Commission on June 27, 2007

Source: Meehan & Company, Inc. and Kaempfer & Associates, Inc.



Source: Meehan & Company, Inc.

## PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 2

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBU	J <b>RBAN USE</b> I	DISTRICTS	
RC Rural Cluster Development Single-Family	0	0%	0%
R-1 Countryside Single-Family	0	0%	0%
R-2 Estate Single-Family	92.95	7.4%	6.9%
R-3 Suburban/Estate Single- Family	403.07	32.0%	29.8%
R-4 Suburban Single-Family	46.19	3.6%	3.4%
R-5 Urban Single-Family	0	0%	0%
R-6 Village, Hamlet, & Lakefront	33.69	2.7%	2.5%
Single-Family Residential (Subtotal)	575.90	45.7%	42.6%
R-8 Medium Density Urban	68.58	5.4%	5.1%
R-9 High Density Urban	37.76	3.0%	2.8%
Multiple-Family Residential (Subtotal)	106.34	8.4%	7.9%
Residential Uses Subtotal	682.24	54.1%	50.5%
NB Neighborhood Business	0	0%	0%
CB Community Business	0	0%	0%
HC Highway Corridor Bus./ PO Professional Office	37.70	3.0%	2.8%
PO Professional Office	5.82	0.5%	0.4%
VHB Village/Hamlet Bus.	5.56	0.4%	0.4%
Business (Subtotal)	49.08	3.9%	3.6%
M-1 Limited Industrial	0	0%	0%
M-2 General Industrial	0	0%	0%
BP Business Park	76.09	6.0%	5.6%
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	76.09	6.0%	5.6%
I-1 Institutional	93.68	7.5%	7.0%
PR-1 Park & Recreational	359.52	28.5%	26.6%

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
Public & Semi-Public (Subtotal)	453.20	36.0%	33.6%
Nonresidential Uses Subtotal	578.37	45.9%	42.8%
URBAN/SUBURBAN SUBTOTAL	1,260.61	100%	93.3%
RURAL	USE DISTRICT	'S	
A-1 Agricultural Preservation	0	0%	0%
A-2 General Agricultural	0	0%	0%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water	91.18	100%	6.7%
Agricultural Subtotal	91.18	100%	6.7%
RURAL SUBTOTAL	91.18	100%	6.7%
TOTAL	1,351.79	100%	100%

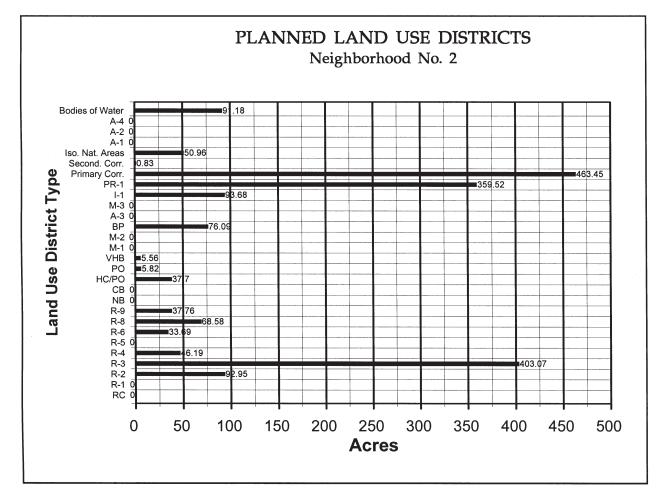
## PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 2

(a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.

(b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors, isolated natural resource areas, and natural areas and critical species habitat areas. In Neighborhood Plan Area No. 2, SEWRPC-delineated primary environmental corridors total about 463.45 acres, SEWRPC-delineated secondary environmental corridors total about 0.83 acre, SEWRPC-delineated isolated natural resource areas total about 50.96 acres, and other natural areas and critical habit areas account for 23.53 acres of Neighborhood No. 2.

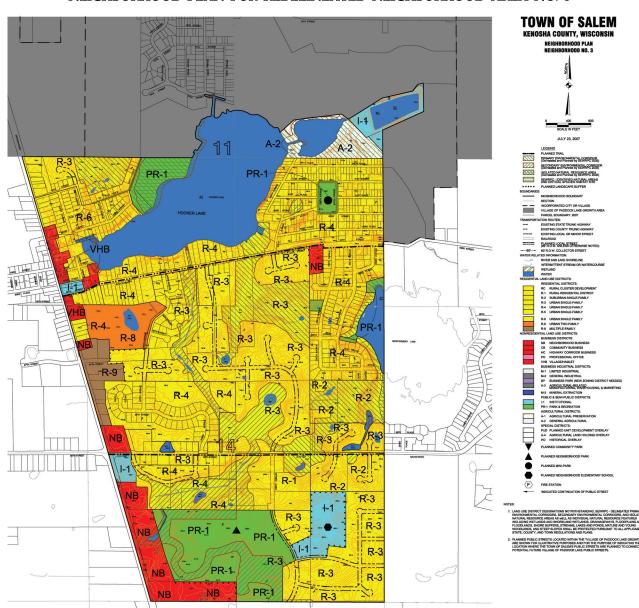
Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.





PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 2

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.



Map 8.3



Source: Meehan & Company, Inc.

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban, or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBU	JRBAN USE	DISTRICTS	
RC Rural Cluster Development Single-Family	0	0%	0%
R-1 Countryside Single-Family	30.31	3.5%	3.0%
R-2 Estate Single-Family	43.43	5.0%	4.2%
R-3 Suburban/Estate Single- Family	306.78	35.3%	29.9%
R-4 Suburban Single-Family	245.59	28.3%	23.9%
R-5 Urban Single-Family	0	0%	0%
R-6 Village, Hamlet, & Lakefront	36.31	4.2%	3.5%
Single-Family Residential (Subtotal)	662.42	76.3%	64.5%
R-8 Medium Density Urban	18.69	2.1%	1.8%
R-9 High Density Urban	13.66	1.6%	1.3%
Multiple-Family Residential (Subtotal)	32.35	3.7%	3.1%
Residential Uses Subtotal	694.77	80.0%	67.6%
NB Neighborhood Business	40.51	4.7%	3.9%
CB Community Business	0	0%	0%
HC Highway Corridor Bus.	0	0%	0%
PO Professional Office	0	0%	0%
VHB Village/Hamlet Bus.	9.88	1.1%	1.0%
Business (Subtotal)	50.39	5.8%	4.9%
M-1 Limited Industrial	0	0%	0%
M-2 General Industrial	0	0%	0%
BP Business Park	0	0%	0%
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	0	0%	0%
I-1 Institutional	32.56	3.7%	3.2%
PR-1 Park & Recreational	91.24	10.5%	8.9%
Public & Semi-Public (Subtotal)	123.80	14.2%	12.1%
Nonresidential Uses Subtotal	174.19	20.0%	17.0

# PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 3

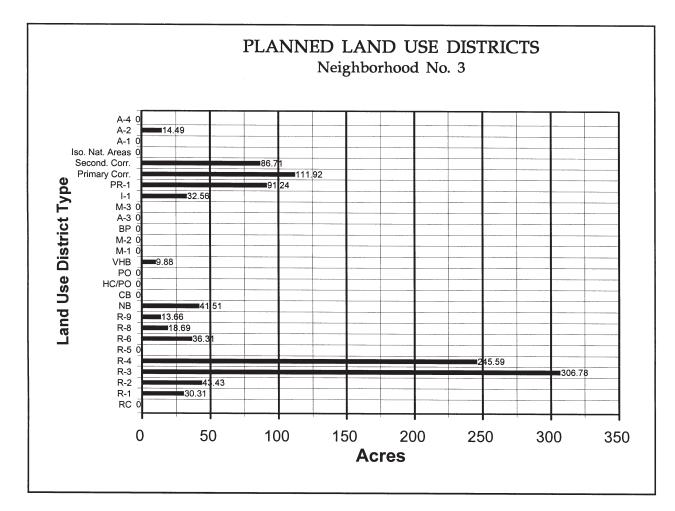
Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban, or Rural Use Districts)	Percent of the Neigh- borhood
URBAN/SUBURBAN SUBTOTAL	868.96	100%	84.6%
RURAL	USE DISTRIC	TS	
A-1 Agricultural Preservation	0	0%	0%
A-2 General Agricultural	14.49	0%	0%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water	143.79	100%	
Agricultural Subtotal	158.28	100%	15.4%
RURAL SUBTOTAL	158.28	100%	15.4%
TOTAL	1,027.24	100%	100%

## PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 3

- (a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.
- (b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors, isolated natural resource areas, and natural areas and critical species habitat areas. In Neighborhood Plan Area No. 3, SEWRPC-delineated primary environmental corridors total about 111.92 acres, secondary environmental corridors total about 86.71 acres, and isolated natural resource areas total 0 acres.

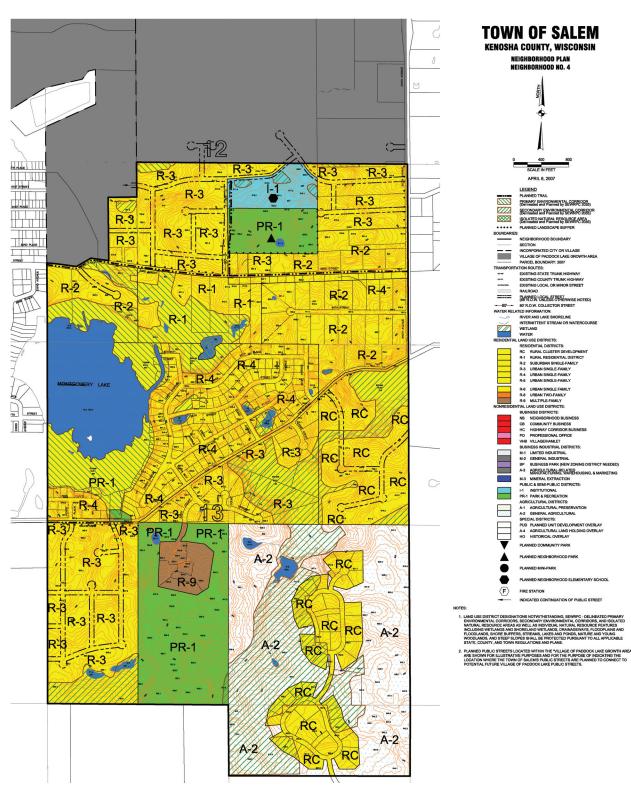
Source: Meehan & Company, Inc.

Figure	8.2
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PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 3

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.



#### NEIGHBORHOOD PLAN FOR REDELINEATED NEIGHBORHOOD AREA NO. 4

Map 8.4

Source: Meehan & Company, Inc.

## PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 4

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban/ Suburban, or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBU	JRBAN USE	DISTRICTS	
RC Rural Cluster Development Single-Family	123.27	16.3%	12.5%
R-1 Countryside Single-Family	39.03	5.2%	4.0%
R-2 Estate Single-Family	84.27	11.1%	8.6%
R-3 Suburban/Estate Single- Family	257.37	34.0%	26.2%
R-4 Suburban Single-Family	137.37	18.1%	13.9%
R-5 Urban Single-Family	0	0%	0%
R-6 Village, Hamlet, & Lakefront	0	0%	0%
Single-Family Residential (Subtotal)	641.31	84.7%	65.2%
R-8 Medium Density Urban	0	0%	0%
R-9 High Density Urban	12.78	1.7%	1.3%
Multiple-Family Residential (Subtotal)	12.78	1.7%	1.3%
Residential Uses Subtotal	654.09	86.4%	66.5%
NB Neighborhood Business	0	0%	0%
CB Community Business	0	0%	0%
HC Highway Corridor Bus.	0	0%	0%
PO Professional Office	0	0%	0%
VHB Village/Hamlet Bus.	0	0%	0%
Business (Subtotal)	0	0%	0%
M-1 Limited Industrial	0	0%	0%
M-2 General Industrial	0	0%	0%
BP Business Park	0	0%	0%
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	0	0%	0%
I-1 Institutional	15.73	2.1%	1.6%
PR-1 Park & Recreational	87.61	11.50%	8.9%

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban/ Suburban, or Rural Use Districts)	Percent of the Neigh- borhood
Public & Semi-Public (Subtotal)	103.34	13.6%	10.5%
Nonresidential Uses Subtotal	103.34	13.6%	10.5%
URBAN/SUBURBAN SUBTOTAL	757.43	100%	77.0%
RURAL	USE DISTRIC	TS	
A-1 Agricultural Preservation	0	0%	0%
A-2 General Agricultural	164.53	72.8%	16.7%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water	61.50	27.2%	6.3%
Agricultural Subtotal	226.03	100%	23.0%
RURAL SUBTOTAL	226.03	100%	23.0%
TOTAL	983.46		100%

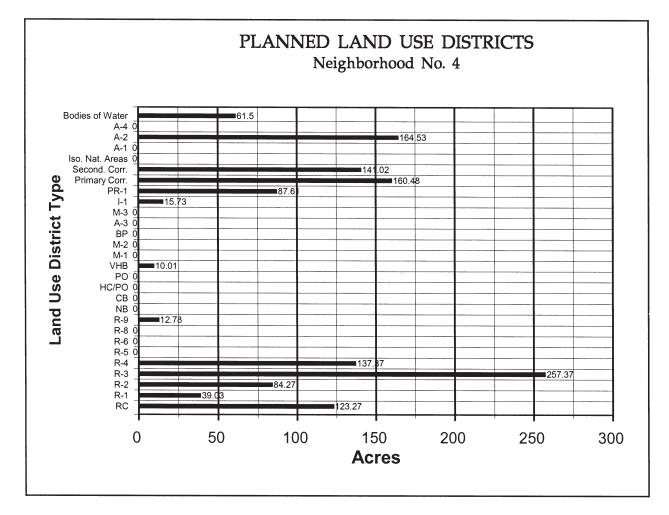
## PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 4

(a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.

(b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors and isolated natural resource areas. In Neighborhood Plan Area No. 4, SEWRPC-delineated primary environmental corridors total about 78.33 acres, secondary environmental corridors total about 141.01 acres, and no isolated natural resource areas.

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.

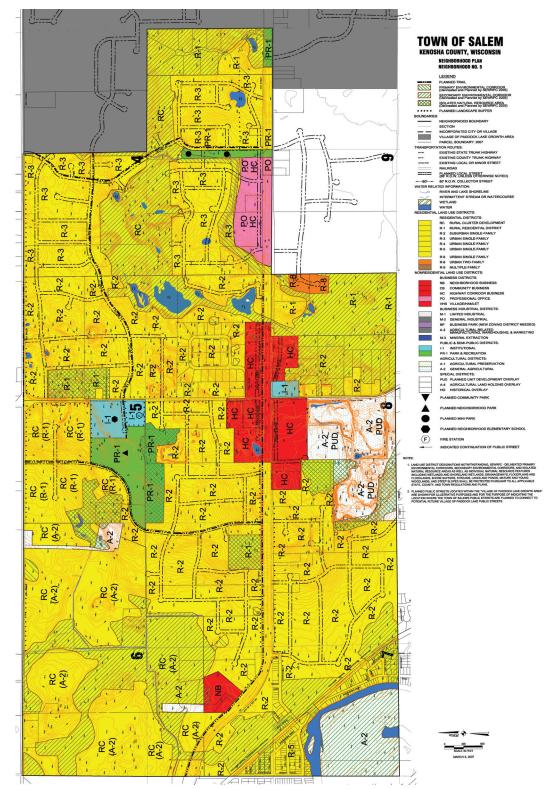
## Figure 8.3



## PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 4

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.

## Map 8.5



#### NEIGHBORHOOD PLAN FOR REDELINEATED NEIGHBORHOOD AREA NO. 5

Source: Meehan & Company, Inc.

## PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 5

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban, or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBL	JRBAN USE	DISTRICTS	
RC Rural Cluster Development Single-Family	94.91	4.3%	3.9%
RC Rural Cluster Development Single-Family (A-2 General Agricultural)	486.81	22.1%	20.1%
RC Rural Cluster Development Single-Family (R-1 Countryside Single-Family)	15.72	0.7%	0.6%
R-1 Countryside Single-Family	158.22	7.2%	6.6%
R-2 Estate Single-Family	897.92	40.7%	37.2%
R-3 Suburban/Estate Single- Family	274.46	12.4%	11.4%
R-4 Suburban Single-Family	0	0%	0%
R-5 Urban Single-Family	47.81	2.2%	2.0%
R-6 Village, Hamlet, & Lakefront	0	0%	0%
Single-Family Residential (Subtotal)	1,975.85	89.6%	81.8%
R-8 Medium Density Urban	7.33	0.3%	0.3%
R-9 High Density Urban	0	0%	0%
Multiple-Family Residential (Subtotal)	7.33	0.3%	0.3%
Residential Uses Subtotal	1,983.18	89.9%	82.1%
NB Neighborhood Business	11.69	0.5%	0.5%
CB Community Business	0	0%	0%
HC Highway Corridor Bus.	90.00	4.1%	3.7%
PO Professional Office	1.72	0.1%	0.1%
HC Highway Corridor Bus. Or PO Professional Office	34.30	1.5%	1.4%
VHB Village/Hamlet Bus.	0	0%	0%
Business (Subtotal)	137.71	6.2%	5.7%
M-1 Limited Industrial	0	0%	0%
M-2 General Industrial	0	0%	0%
BP Business Park	0	0%	0%

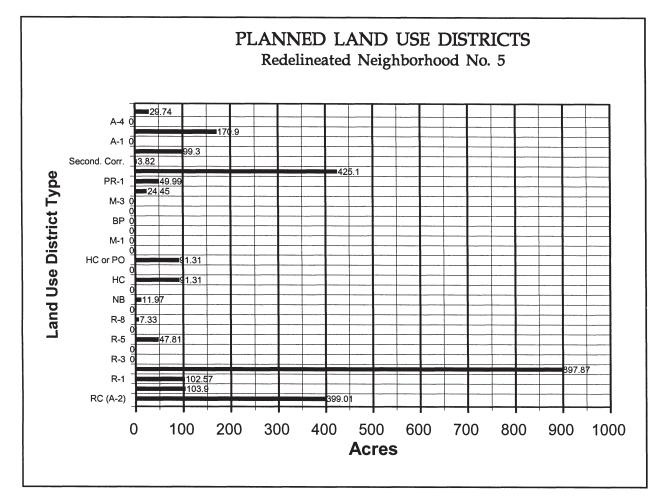
Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban, or Rural Use Districts)	Percent of the Neigh- borhood
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	0	0%	0%
I-1 Institutional	24.45	1.1%	1.0%
PR-1 Park & Recreational	61.14	2.8%	2.5%
Public & Semi-Public (Subtotal)	85.59	3.9%	3.5%
Nonresidential Uses Subtotal	223.30	10.1%	9.2%
URBAN/SUBURBAN SUBTOTAL	2,206.48	100%	91.3%
RURAL	USE DISTRIC	TS	
A-1 Agricultural Preservation	0	0%	0%
A-2 General Agricultural	170.95	81.5%	7.1%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water	38.87	18.5%	1.6%
Agricultural Subtotal	209.82	100%	8.7%
RURAL SUBTOTAL	209.82	100%	8.7%
TOTAL	2,416.30	0%	100%

## PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 5

- (a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.
- (b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors and isolated natural resource areas. In Neighborhood Plan Area No. 5, SEWRPC-delineated primary environmental corridors total about 568.28 acres, secondary environmental corridors total about 19.71 acres, and isolated natural resource areas total about 99.10 acres.

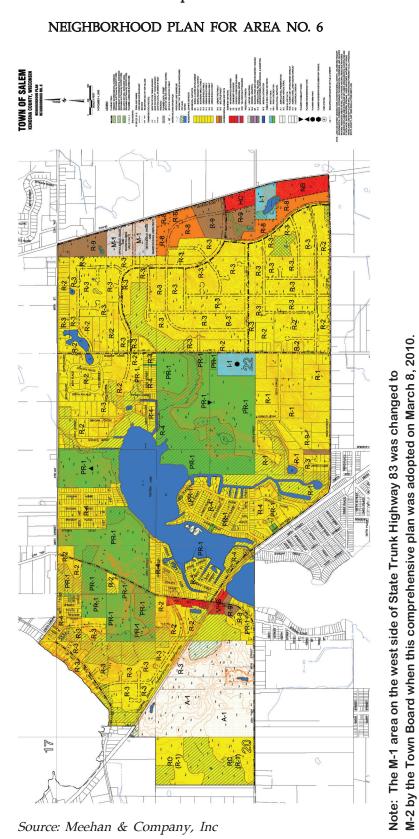
Source: Meehan & Company, Inc.





PLANNED LAND USES FOR REDELINEATED NEIGHBORHOOD PLAN AREA NO. 5

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.



# Map 8.6

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBU	JRBAN USE	DISTRICTS	
RC Rural Cluster Development Single-Family	80.20	4.3%	3.6%
R-1 Countryside Single-Family	162.33	8.6%	7.4%
R-2 Estate Single-Family	308.46	16.4%	14.0%
R-3 Suburban/Estate Single- Family	595.67	31.6%	27.0%
R-4 Suburban Single-Family	210.79	11.2%	9.6%
R-5 Urban Single-Family	15.52	0.8%	0.7%
R-6 Village, Hamlet, & Lakefront	0	0%	0%
Single-Family Residential (Subtotal)	1,372.97	72.9%	62.3%
R-8 Medium Density Urban	45.31	2.4%	2.1%
R-9 High Density Urban	53.42	2.9%	2.4%
Multiple-Family Residential (Subtotal)	98.73	5.3%	4.5%
Residential Uses Subtotal	1,471.70	78.2%	66.8%
NB Neighborhood Business	15.85	0.8%	0.7%
CB Community Business	0	0%	0%
HC Highway Corridor Bus.	8.82	0.5%	0.4%
PO Professional Office	0	0%	0%
VHB Village/Hamlet Bus.	10.54	0.6%	0.5%
Business (Subtotal)	35.21	1.9%	1.6%
M-1 Limited Industrial	28.03	1.5%	1.3%
M-2 General Industrial	0	0%	0%
BP Business Park	0	0%	0%
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	28.03	1.5%	1.3%
I-1 Institutional	25.07	1.3%	1.1%
PR-1 Park & Recreational	323.00	17.1%	14.7%

## PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 6

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
Public & Semi-Public (Subtotal)	348.07	18.4%	15.8%
Nonresidential Uses Subtotal	411.31	21.8%	18.7%
URBAN/SUBURBAN SUBTOTAL	1,883.01	100%	85.5%
RURAL USE DISTRICTS			
A-1 Agricultural Preservation	156.36	48.8%	7.1%
A-2 General Agricultural	0	0%	0%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water	163.76	51.2%	7.4%
Agricultural Subtotal	320.12	100%	14.5%
RURAL SUBTOTAL	320.12	100%	14.5%
TOTAL	2,203.13		100%

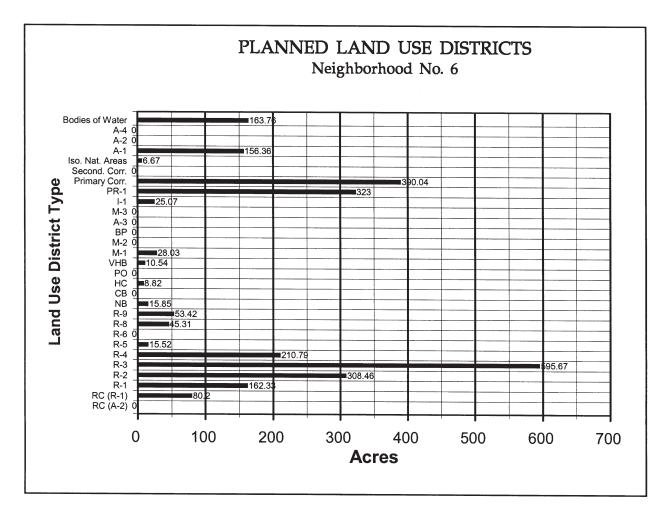
#### PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 6

(a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.

(b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors and isolated natural resource areas. In Neighborhood Plan Area No. 6, SEWRPC-delineated primary environmental corridors total about 390.04 acres, there is no secondary environmental corridor area, and 6.67 acres of isolated natural resource areas.

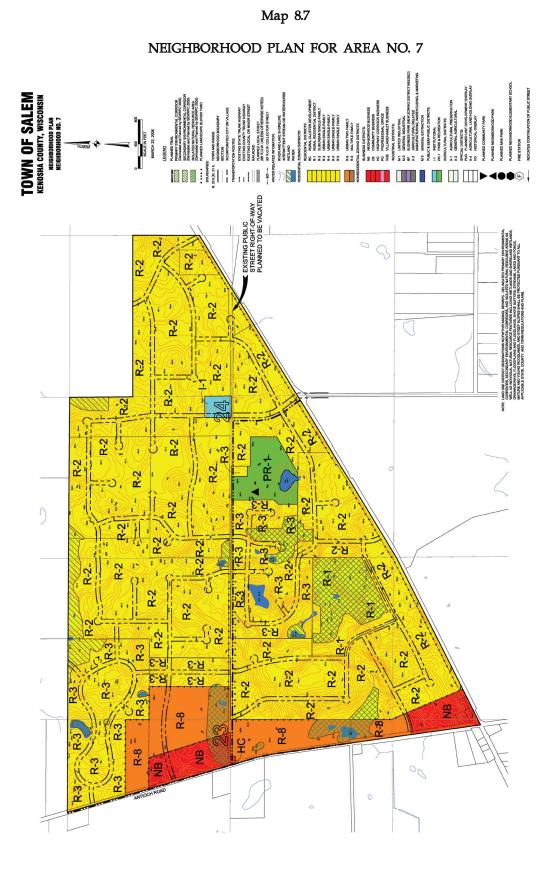
Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.





PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 6

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.



Source: Meehan & Company, Inc.

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBU	JRBAN USE	DISTRICTS	
RC Rural Cluster Development Single-Family	0	0%	0%
R-1 Countryside Single-Family	37.44	4.4%	4.4%
R-2 Estate Single-Family	547.33	64.5%	64.1%
R-3 Suburban/Estate Single- Family	144.28	17.0%	16.9%
R-4 Suburban Single-Family	0	0%	0%
R-5 Urban Single-Family	0	0%	0%
R-6 Village, Hamlet, & Lakefront	0	0%	0%
Single-Family Residential (Subtotal)	729.05	85.9%	85.3%
R-8 Medium Density Urban	69.74	8.2%	8.2%
R-9 High Density Urban	0	0%	0%
Multiple-Family Residential (Subtotal)	69.74	8.2%	8.2%
Residential Uses Subtotal	798.79	94.1%	93.5%
NB Neighborhood Business	27.96	3.3%	3.3%
CB Community Business	0	0%	0%
HC Highway Corridor Bus.	0.27	0%	0%
PO Professional Office	0	0%	0%
VHB Village/Hamlet Bus.	0	0%	0%
Business (Subtotal)	28.23	3.3%	3.3%
M-1 Limited Industrial	0	%	%
M-2 General Industrial	0	0%	0%
BP Business Park	0	0%	0%
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	0	0%	0%
I-1 Institutional	3.49	0.4%	0.4%
PR-1 Park & Recreational	17.98	2.1%	2.1%
Public & Semi-Public (Subtotal)	49.70	5.9%	5.8%

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
Nonresidential Uses Subtotal	74.06	8.7%	8.7%
URBAN/SUBURBAN SUBTOTAL	848.49	100%	99.3%
RURAL	USE DISTRIC	TS	
A-1 Agricultural Preservation	0	0%	0%
A-2 General Agricultural	0	0%	0%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water	5.95	100%	0.7%
Agricultural Subtotal	5.95	100%	0.7%
RURAL SUBTOTAL	5.95	100%	0.7%
TOTAL	854.44		100%

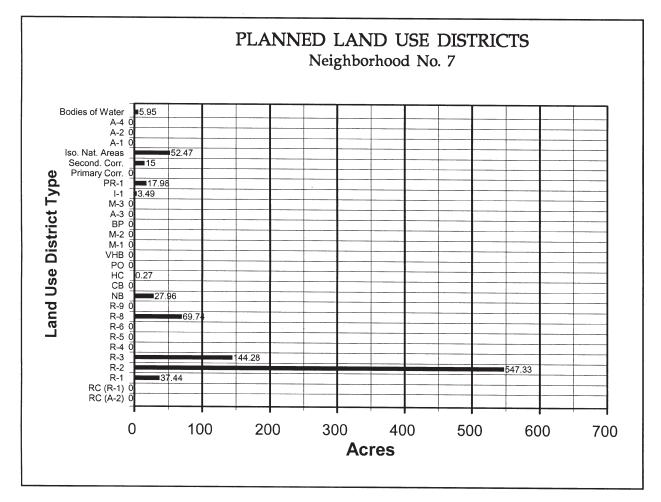
#### PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 7

(a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.

(b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors and isolated natural resource areas. In Neighborhood Plan Area No. 7, there is no SEWRPC-delineated primary environmental corridor area, there are SEWRPC-delineated secondary environmental corridor areas totaling 15 acres, and there are 52.47 acres of SEWRPC-delineated isolated natural resource areas.

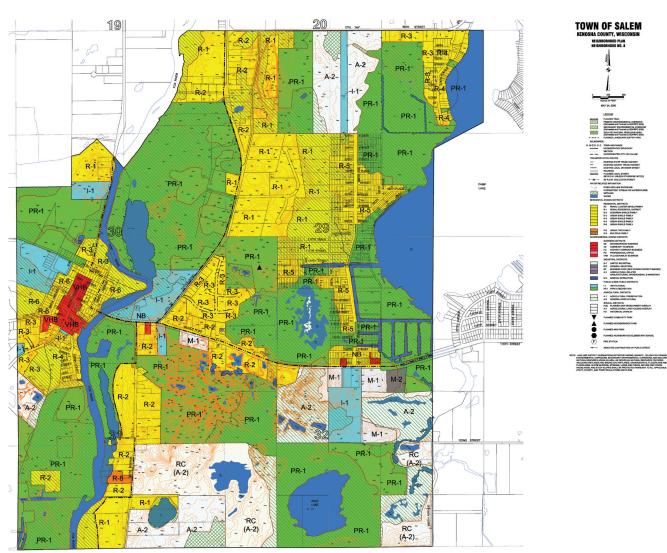
Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.





Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.





# NEIGHBORHOOD PLAN FOR AREA NO. 8

Source: Meehan & Company, Inc.

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBU	JRBAN USE	DISTRICTS	
RC Rural Cluster Development Single-Family (A-2 General Agricultural)	194.14	8.0%	6.4%
RC Rural Cluster Development Single-Family (R-1 Countryside Single-Family)	0	0%	0%
R-1 Countryside Single-Family	324.25	13.5%	10.7%
R-2 Estate Single-Family	193.49	8.0%	6.4%
R-3 Suburban/Estate Single- Family	113.46	4.7%	3.8%
R-4 Suburban Single-Family	47.87	2.0%	1.6%
R-5 Urban Single-Family	98.56	4.1%	3.3%
R-6 Village, Hamlet, & Lakefront	47.88	2.0%	1.6%
Single-Family Residential (Subtotal)	1,019.65	42.3%	33.8%
R-8 Medium Density Urban	4.43	0.2%	0.1%
R-9 High Density Urban	0	0%	0%
Multiple-Family Residential (Subtotal)	4.43	0.2%	0.1%
Residential Uses Subtotal	1,024.08	42.5%	33.9%
NB Neighborhood Business	2.91	0.1%	0.1%
CB Community Business	0	0%	0%
HC Highway Corridor Bus.	0	0%	0%
PO Professional Office	0	0%	0%
VHB Village/Hamlet Bus.	20.25	0.9%	0.7%
Business (Subtotal)	23.16	1.0%	0.8%
M-1 Limited Industrial	29.26	1.2%	1.0%
M-2 General Industrial	6.60	0.3%	0.2%
BP Business Park	0	0%	0%
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	35.86	1.5%	1.2%

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
I-1 Institutional	123.12	5.1%	4.1%
PR-1 Park & Recreational	1,201.68	49.9%	39.8%
Public & Semi-Public (Subtotal)	1,324.80	55.0%	49.3%
Nonresidential Uses Subtotal	1,383.82	57.5%	45.9%
URBAN/SUBURBAN SUBTOTAL	2,407.90	100.0%	79.8%
RURAL	USE DISTRIC	TS	
A-1 Agricultural Preservation	0	0%	0%
A-2 General Agricultural	238.53	39.2%	7.9%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water	370.89	60.8%	12.3%
Agricultural Subtotal	609.42	100.0%	20.2%
RURAL SUBTOTAL	609.42	100.0%	20.2%
TOTAL	3,017.32		100.0%

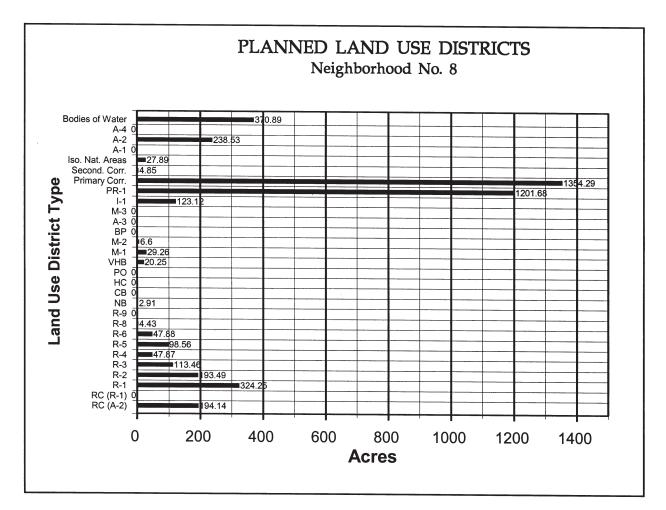
#### PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 8

Source: Meehan & Company, Inc.

⁽a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.

⁽b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors and isolated natural resource areas. In Neighborhood Plan Area No. 8, SEWRPC-delineated primary environmental corridors total about 1,354.29 acres, secondary environmental corridors total about 4.85 acres, and isolated natural resource areas total about 27.89 acres.

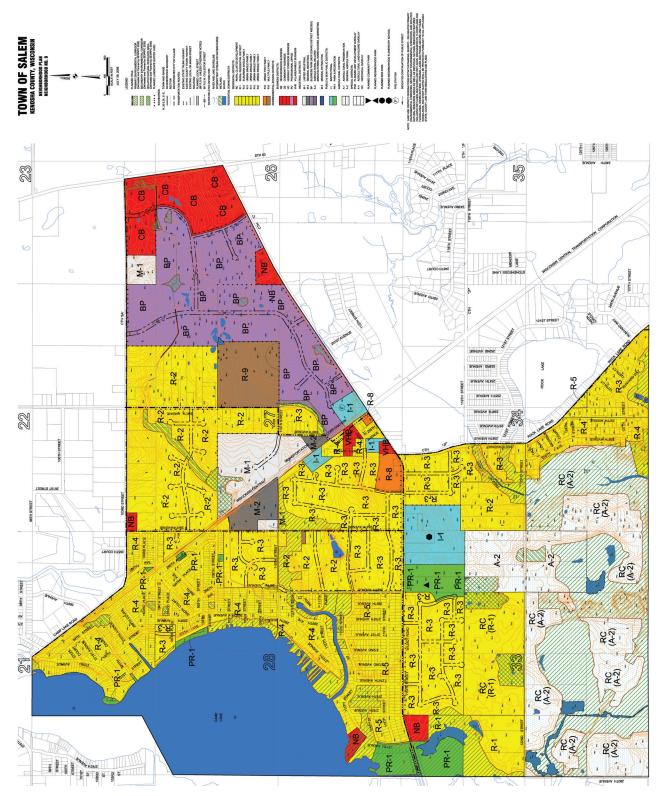
Figure	8.7



Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.

Map 8.9

# NEIGHBORHOOD PLAN FOR AREA NO. 9



Source: Meehan & Company, Inc.

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBU	JRBAN USE	DISTRICTS	
RC Rural Cluster Development Single-Family (A-2 General Agricultural)	363.42	17.6%	14.6%
RC Rural Cluster Development Single-Family (R-1 Countryside Single-Family)	78.67	3.8%	3.2%
R-1 Countryside Single-Family	44.30	2.1%	1.8%
R-2 Estate Single-Family	268.72	13.0%	10.8%
R-3 Suburban/Estate Single- Family	356.98	17.3%	14.4%
R-4 Suburban Single-Family	293.03	14.2%	11.8%
R-5 Urban Single-Family	103.13	5.0%	4.2%
R-6 Village, Hamlet, & Lakefront	0	0%	0%
Single-Family Residential (Subtotal)	1,508.25	73.0%	60.7%
R-8 Medium Density Urban	11.24	0.5%	0.5%
R-9 High Density Urban	43.20	2.1%	1.7%
Multiple-Family Residential (Subtotal)	54.44	2.6%	2.2%
Residential Uses Subtotal	1,562.69	75.6%	62.9%
NB Neighborhood Business	18.98	0.9%	0.8%
CB Community Business	69.45	3.3%	2.8%
HC Highway Corridor Bus.	0	0%	0%
PO Professional Office	0	0%	0%
VHB Village/Hamlet Bus.	5.66	0.3%	0.2%
Business (Subtotal)	94.09	4.5%	3.8%
M-1 Limited Industrial	63.38	3.1%	2.6%
BP Business Park	221.95	10.8%	8.9%
M-2 General Industrial	18.98	0.9%	0.8%
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	304.31	14.8%	12.3%
I-1 Institutional	51.00	2.5%	2.0%

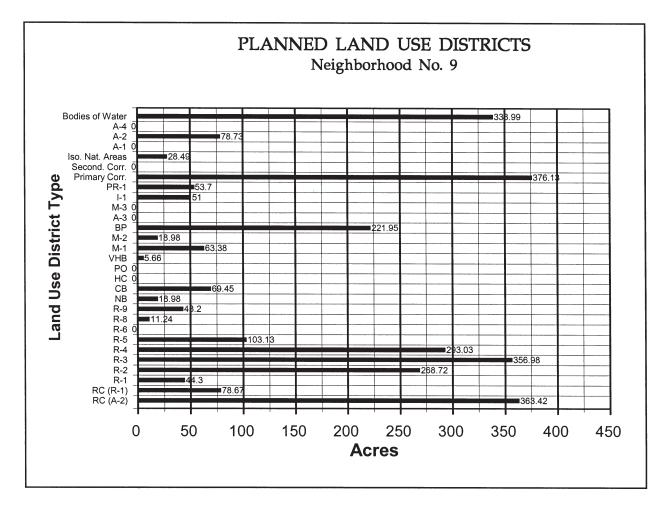
Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
PR-1 Park & Recreational	53.70	2.6%	2.2%
Public & Semi-Public (Subtotal)	104.70	5.1%	4.2%
Nonresidential Uses Subtotal	503.10	24.4%	20.3%
URBAN/SUBURBAN SUBTOTAL	2,065.79	100.0%	83.2%
RURAL	USE DISTRIC	TS	
A-1 Agricultural Preservation	0	0%	0%
A-2 General Agricultural	78.73	18.8%	3.2%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water	338.99	81.2%	13.6%
Agricultural Subtotal	417.72	100.0%	16.8%
RURAL SUBTOTAL	417.72	100.0%	16.8%
TOTAL	2,483.51		100.0%

#### PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 9

- (a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.
- (b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors and isolated natural resource areas. In Neighborhood Plan Area No. 9, SEWRPC-delineated primary environmental corridors total about 376.13 acres, secondary environmental corridors are not found in Neighborhood Plan Area No. 9, and isolated natural resource areas total about 28.49 acres.

Source: Meehan & Company, Inc.

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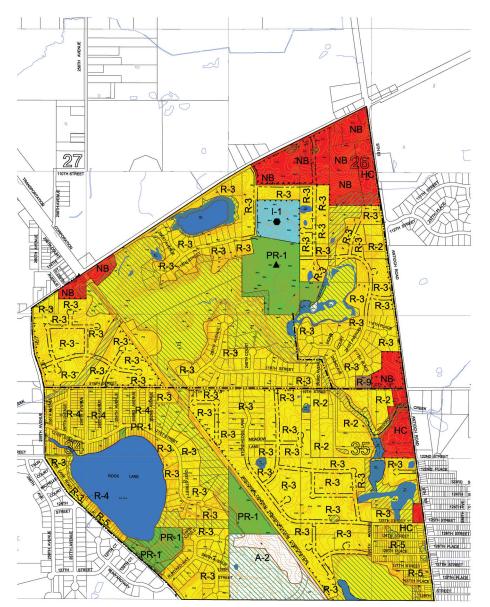


PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 9

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.

Map 8.10

# NEIGHBORHOOD PLAN FOR AREA NO. 10





Source: Meehan & Company, Inc.

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBU	JRBAN USE	DISTRICTS	
RC Rural Cluster Development Single-Family	0	0%	0%
R-1 Countryside Single-Family	0	0%	0%
R-2 Estate Single-Family	47.78	4.9%	4.4%
R-3 Suburban/Estate Single- Family	676.40	70.0%	61.8%
R-4 Suburban Single-Family	52.61	5.4%	4.8%
R-5 Urban Single-Family	28.71	3.0%	2.6%
R-6 Village, Hamlet, & Lakefront	0	0%	0%
Single-Family Residential (Subtotal)	805.50	83.3%	73.6%
R-8 Medium Density Urban	0	0%	0%
R-9 High Density Urban	1.66	0.2%	0.2%
Multiple-Family Residential (Subtotal)	1.66	0.2%	0.2%
Residential Uses Subtotal	807.16	83.5%	73.8%
NB Neighborhood Business	63.49	6.5%	5.8%
CB Community Business	0	0%	0%
HC Highway Corridor Bus.	21.96	2.3%	2.0%
PO Professional Office	0	0%	0%
VHB Village/Hamlet Bus.	0	0%	0%
Business (Subtotal)	85.45	8.8%	7.8%
M-1 Limited Industrial	0	0%	0%
M-2 General Industrial	0	0%	0%
BP Business Park	0	0%	0%
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	0	0%	0%
I-1 Institutional	13.83	1.4%	1.3%
PR-1 Park & Recreational	60.33	6.3%	5.5%

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
Public & Semi-Public (Subtotal)	74.16	7.7%	6.8%
Nonresidential Uses Subtotal	159.61	16.5%	14.6%
URBAN/SUBURBAN SUBTOTAL	966.77	100.0%	88.4%
RURAL	USE DISTRIC	TS	
A-1 Agricultural Preservation	0	0%	0%
A-2 General Agricultural	39.30	31.0%	3.6%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water	87.66	69.0%	8.0%
Agricultural Subtotal	126.96	100.0%	11.6%
RURAL SUBTOTAL	126.96	100%	11.6%
TOTAL	1,093.73		100.0%

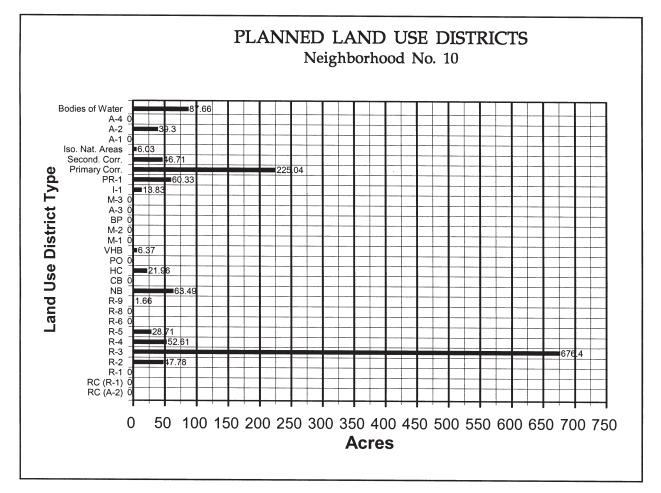
#### PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 10

(a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.

(b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors and isolated natural resource areas. In Neighborhood Plan Area No. 10, SEWRPC-delineated primary environmental corridors total about 225.04 acres, secondary environmental corridors total about 46.71 acres, and isolated natural resource areas total about 6.03 acres.

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.



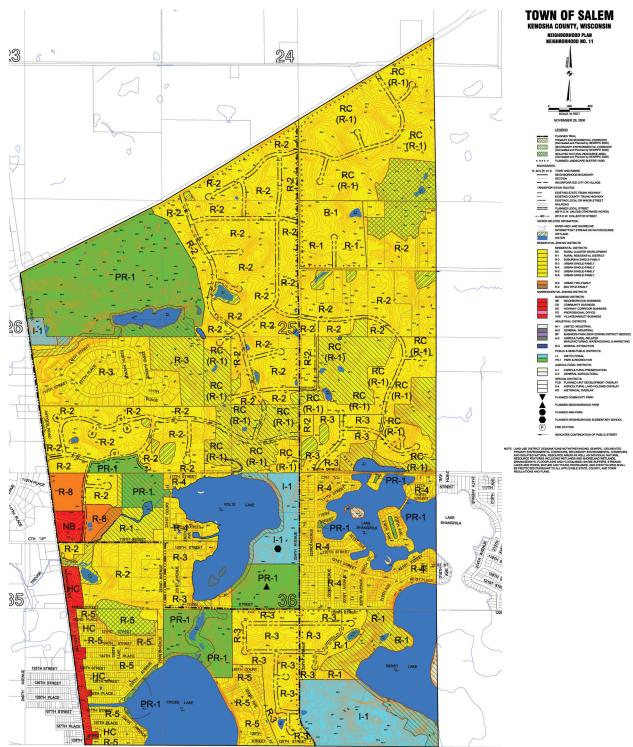


PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 10

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.

Map 8.11





Source: Meehan & Company, Inc.

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
URBAN & SUBL	JRBAN USE	DISTRICTS	
RC Rural Cluster Development Single-Family (R-1 Countryside Single-Family)	321.18	18.8%	16.4%
R-1 Countryside Single-Family	85.10	5.0%	4.3%
R-2 Estate Single-Family	496.62	29.2%	25.3%
R-3 Suburban/Estate Single- Family	230.93	13.6%	11.8%
R-4 Suburban Single-Family	117.95	6.9%	6.0%
R-5 Urban Single-Family	97.59	5.7%	5.0%
R-6 Village, Hamlet, & Lakefront	0	0%	0%
Single-Family Residential (Subtotal)	1,349.37	7 <b>9.2</b> %	68.8%
R-8 Medium Density Urban	19.49	1.2%	1.0%
R-9 High Density Urban	0	0%	0%
Multiple-Family Residential (Subtotal)	19.49	1.2%	1.0%
Residential Uses Subtotal	1,368.86	80.4%	69.8%
NB Neighborhood Business	7.60	0.4%	0.4%
CB Community Business	0	0%	0%
HC Highway Corridor Bus.	16.70	1.0%	0.8%
PO Professional Office	0	0%	0%
VHB Village/Hamlet Bus.	0	0%	0%
Business (Subtotal)	24.30	1.4%	1.2%
M-1 Limited Industrial	0	0%	0%
M-2 General Industrial	0	0%	0%
BP Business Park	0	0%	0%
A-3 AgRelated Manufac.	0	0%	0%
M-3 Quarrying/Extractive	0	0%	0%
Industrial (Subtotal)	0	0%	0%
I-1 Institutional	94.90	5.6%	4.8%
PR-1 Park & Recreational	214.96	12.6%	11.0%

Land Use Category (a)	Gross Acres (b)	Percent of Subtotal (of Urban and Suburban or Rural Use Districts)	Percent of the Neigh- borhood
Public & Semi-Public (Subtotal)	309.86	18.2%	15.8%
Nonresidential Uses Subtotal	334.16	19.6%	17.0%
URBAN/SUBURBAN SUBTOTAL	1,703.02	100.0%	86.8%
RURAL	USE DISTRIC	TS	
A-1 Agricultural Preservation	0	0%	0%
A-2 General Agricultural	0	0%	0%
A-4 Agricultural Land Holding Overlay(a)	0	0%	0%
Bodies of Water and Other	259.38	100.0%	13.2%
Agricultural Subtotal	259.38	100.0%	13.2%
RURAL SUBTOTAL	259.38	100.0%	13.2%
TOTAL	1,962.40		100.0%

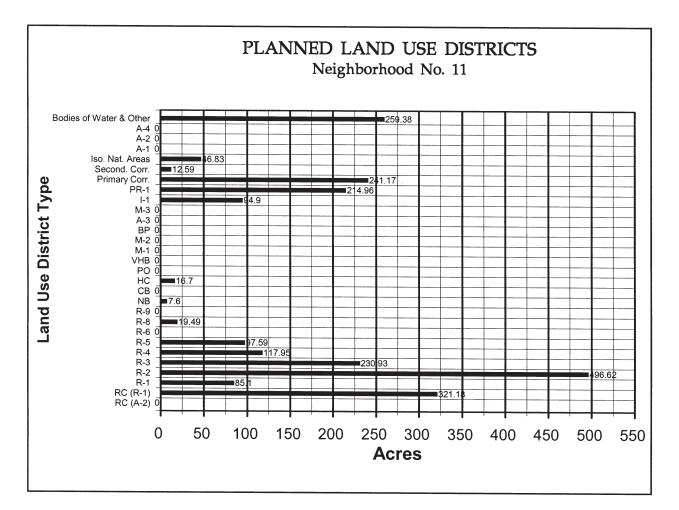
#### PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 11

(a) The PUD Planned Unit Development, A-4 Agricultural Land Holding, and HO Historical Overlay Districts are all overlay districts. For the purposes of providing acreages in this table, the underlying base land use district acreage was used. The A-4 Overlay District reserves areas for urban and/or suburban growth. The underlying land use districts within designated A-4 areas indicate the general types of land use planned.

(b) Gross areas <u>include</u> associated street rights-of-way and off-street parking for each land use district and also <u>include</u> areas of delineated environmental corridors and isolated natural resource areas. In Neighborhood Plan Area No. 11, SEWRPC-delineated primary environmental corridors total about 241.17 acres, secondary environmental corridors total about 12.59 acres, and isolated natural resource areas total about 46.83 acres.

Source: Meehan & Company, Inc.





#### PLANNED LAND USES FOR NEIGHBORHOOD PLAN AREA NO. 11

Source: Kaempfer & Associates, Inc. and Meehan & Company, Inc.

# **Appendix D**

# ECONOMIC DEVELOPMENT ORGANIZATIONS AND PROGRAMS AVAILABLE IN THE TOWN OF SALEM AND KENOSHA COUNTY

A number of economic development organizations and programs have been established to assist in the establishment, retention, and expansion of area businesses in the Town of Wheatland and the County, including the following.

## **General Economic Development Organizations and Programs**

#### Kenosha Area Business Alliance, Inc. (KABA)

The Kenosha Area Business Alliance, Inc. (KABA) is a non-profit organization created in 1996 through the merger of the Kenosha Area Development Corporation and the Kenosha Area Manufacturers and Employers Association. KABA's mission is to be the lead business organization that drives economic development throughout Kenosha County, and to support and provide services to its members and Kenosha County communities to ensure quality growth, a robust economy, and a positive business climate for the Kenosha area. Predecessor organizations can be traced back to the Greater Kenosha Development Corporation, founded in 1983. In addition to financing numerous projects for expanding or relocating businesses, KABA has also worked with the City of Kenosha, the Village of Pleasant Prairie, Kenosha County, and Wispark LLC to establish the Business Park of Kenosha in the City of Kenosha, and Lakeview Corporate Park, Prairiewood Corporate Park, and the corporate campus west of IH 94 (Abbott Labs) in the Village of Pleasant Prairie.

The KABA Board consists of 35 members representing leaders from business, education, health care, energy, and local governments, and is served by six full-time KABA staff members. Current membership in KABA is about 400 members, representing a diverse group of companies and individuals interested in the economic development of the Kenosha County area. Members range in size from Fortune 100 companies to small business owners, sole proprietors, and individuals.

KABA assists businesses in Kenosha County by facilitating loans for businesses, by providing job training and assistance to area businesses, by developing reports and conducting surveys to collect economic and educational data in Kenosha County, by providing marketing tools, and by reaching out to youths through educational assistance and mentoring programs. In 2007, the KABA staff prepared the 2006 Kenosha County Comprehensive Economic Development Strategy Report (CEDS). The CEDS report outlines current and historic economic trends in Kenosha County, defines economic development goals and objectives for the year 2007, and provides an

assessment of results from goals defined in the previous year's report. Other reports and survey results produced by KABA are available on the KABA website at <u>http://www.kaba.org/news/reportsresults.htm</u> and include the following:

- 2007 Economic Outlook Survey Report
- 2007 Holiday Survey Report
- 2006 Fringe Benefit Survey Report
- 2006 Wage & Salary Survey Sample
- 2006 Economic Outlook Survey
- 2006 Holiday Survey
- 2005 Kenosha County School Systems Comparative Analysis
- 2005 Economic Outlook Survey
- 2005 Holiday Survey Report
- 2004 Benefit Survey Report

Business retention and growth services provided by KABA include visits and presentations to businesses and service groups, services to connect businesses to business resources, worker training programs, and business management certification. Business attraction and marketing services include providing a quarterly KABA newsletter, the KABA website as a business attraction resource, economic and demographic data to the public, the economic surveys, and business site location listings. KABA maintains partnerships with several economic development organizations and participates in several economic development programs in the Region including the Regional Economic Partnership and the Milwaukee 7 (see below).

KABA is further involved with assisting in packaging loan requests, working with financial institutions to expedite lending processes, administering two Wisconsin Department of Commerce tax credit programs, and marketing various revolving loan funds. KABA manages an extensive portfolio of community revolving loan funds that provide low interest loans and financing to companies that are creating jobs in Kenosha County either by expanding existing businesses or establishing a new business in the County. Some of the programs and services provided by, or coordinated through KABA are described below.

# Technology Zone Tax Credits

The Wisconsin Department of Commerce's Technology Zone program offers tax credit incentives to new and growing businesses in the State's high-technology sectors. High technology businesses planning to expand existing operations in a designated Technology Zone area, individuals planning to start a new business in a Technology Zone area, or businesses considering relocation to a Technology Zone area from outside Wisconsin may be eligible for a maximum \$500,000 tax credit. Kenosha County, along with Racine and Walworth Counties, is part of the Southeast Tri-County Technology Zone. As an administering agency, KABA works with eligible businesses to secure tax credits. Recent beneficiaries of the program in Kenosha County include Hospira, Inc., in the Village of Pleasant Prairie, which was awarded a \$500,000 Technology Zone Tax Credit in 2006. This was the first Technology Zone Credit awarded in Kenosha County.

# Community Development Zone Tax Credits

The Wisconsin Department of Commerce's Community Development Zone Program (CDZ) is a tax benefit initiative used to help business owners expand existing businesses, start new businesses, or relocate existing businesses to Wisconsin through the use of tax credits. KABA provides assistance to eligible businesses to secure CDZ tax credits.

There are three methods in which businesses would be eligible for development zone tax credits. The first provides non-refundable tax credits of up to \$6,500 for each new full-time job created and filled by members of

target groups. Eligible target groups include W-2 participants, dislocated workers, Federal Enterprise Community residents, vocational rehabilitation program referrals, Vietnam-era veterans, ex-felons, and youth from low-income families. The City of Kenosha is the sole designated CDZ in Kenosha County. The second provides non-refundable tax credits of up to \$6,500 for each new full-time job created and filled by Wisconsin residents who are not members of target groups. In this case, the actual amount of credits is dependent upon wages and benefits; wages must be at least 150 percent of Federal minimum wage. A full-time job means a regular non-seasonal job consisting of at least 2,080 working hours per year. One-third of the allocated tax credits must be claimed for jobs that are filled by target group members. The third method provides a non-refundable environmental remediation tax credit of 50 percent for all remediation costs affected by environmental pollution in a brownfield development. Twenty-five percent of all credits allocated to the business must be used for creating full time jobs.

#### Revolving Loan Funds

The Wisconsin Community Development Block Grant (CDBG) Program, administered by the Wisconsin Department of Commerce, provides local governments or government agencies with funds to use for business start-ups and expansion. These funds, received from the U.S. Department of Housing and Urban Development, are used to provide grants to local units of government that use the funds to loan to a business. The business, in return for use of the public funds, provides private investment towards the assisted activity and most importantly creates job opportunities, principally for the benefit of low- and moderate-income persons.

When a business repays the community the loan (principal and interest payments), the funds are used to capitalize a local revolving loan fund (RLF). With the RLF, the community can make additional loans to businesses wishing to expand or locate in the community. These loans typically are smaller loans (\$20,000-\$100,000). The community's revolving loan fund can expand the amount in its RLF to an amount in excess of the original when successfully administered. This happens when the community exercises due diligence by performing a thorough credit analysis to determine business viability and adequately securing and servicing the loan. In administering a RLF, a community becomes a "bank" and accepts responsibilities similar to that of a commercial lender when it makes a CDBG or RLF loan to a business.

To be eligible for funding, a proposed project must meet specified minimum requirements based on the terms of the RLF. Such terms may include a specified amount of private sector investment, such as a ratio of borrowed money to investment, or require that a certain number of jobs be created or retained for the specified amount of RLF funds requested. Additionally, an applicant would need to demonstrate that the proposed project is viable and that the business has the ability to repay the funds under the terms of the agreement. Time limits on loan repayment may also be set forth in an RLF.

Funding from RLF programs in Kenosha County is used to create employment opportunities, encourage private investment, and provide a financing alternative for new business start-ups or expanding existing businesses. Loans may be used for the purchase, rehabilitation, renovation, or construction of a building; site acquisition and preparation; purchase of furniture, fixtures, and equipment; financing and working capital; tenant improvements; and buyouts by purchase of assets or stock. There were four businesses approved for KABA revolving loans in 2006 and four in 2005. The following is a list of available revolving loan funds managed by KABA:

- *KABA Revolving Loan Fund (KABA RLF)* This program is funded by private donations to KABA for the purpose of creating jobs and development in Kenosha County. Loan approval and amount is up to the discretion of the KABA Board.
- *City of Kenosha Revolving Loan Fund (City RLF)* This program is funded by the City of Kenosha General Fund for businesses within the City. Its focus is on reinvestment areas including the City's business parks and businesses which pay high wages. The maximum loan is \$500,000, or 50 percent of the project cost, whichever is less.
- *Economic Development Authority Revolving Loan Fund (EDA RLF)* This program is Federally funded by the U.S. Department of Commerce through Kenosha County, with a focus on manufacturing and manufacturing related businesses. The maximum loan amount is \$350,000, or not more than one-third of the total project cost, whichever is less. The loan cannot be used to relocate a business from another regional market.

• *Kenosha County Revolving Loan Fund (CRLF)* This program is funded by the Kenosha County General Fund to create development and jobs in Kenosha County. The funds can also assist eligible non-profit agencies that provide services through, and/or to, the County. The maximum loan is \$800,000, or 50 percent of the project cost, whichever is less.

- Consolidated Kenosha County Revolving Loan Fund (CKC RLF) This program is Federally funded through the Wisconsin Community Development Block Grant Program (CDBG); funds are granted to the County and assigned to KABA upon the repayment of the assigned loans. These funds can only be used by businesses located outside the City of Kenosha and to create or retain jobs. The maximum loan is \$750,000, or not more than 50 percent of the project cost, whichever is less.
- Urban Development Action Grant Revolving Loan Fund (UDAG RLF) This program is Federally funded through the City of Kenosha for City businesses which have specific needs, or to create or retain jobs. Preference is given to revitalization and redevelopment projects.
- Business Improvement District Revolving Loan Fund (BID RLF) This program is funded through the City of Kenosha's Federal block grant program to be used by the Business Improvement District (BID) to assist in revitalization of a BID area. This is strictly a loan program for the BID; grant funds cannot be awarded through this program. However, these funds may be used by the BID as equity or subordinated debt.

# KABA Training Programs and Master's Certificate Programs

KABA offers and coordinates training courses, workshops, briefings, and roundtable discussions for its business members and Kenosha County communities. KABA has also established a partnership with Gateway Technical College, which allows KABA to offer three Master's Certificate Programs that each lead to six credit hours of advanced standing toward a Gateway Technical College Associate's Degree in Management. The program includes instruction in Supervisory Management, Human Resource Management, and Quality Specialist.

#### KABA Foundation, Inc. and KABA's Education Foundation

In 1996, the KABA Foundation, Inc. was formed as a subsidiary of KABA to develop education initiatives with local schools to increase graduation rates, improve the overall quality of education, and to help foster and create a good educational system in Kenosha County.

KABA's Education Foundation promotes educational outreach in Kenosha County through a Mentor Program. Adult mentors from the business community mentor third through fifth grade students to provide at-risk students with a positive role model. In 2006, the Education Foundation awarded \$14,000 in scholarships to high school seniors planning on pursuing post-secondary education.

#### Community Development Block Grant Program-ED

The CDBG program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a city, village, town, or county, which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund; in the case of Kenosha County, funds retained were placed into the various revolving loan funds administered by KABA. These funds can then be utilized to finance additional economic development projects within Kenosha County communities. Businesses located in all communities in Kenosha County are eligible for CDBG-ED grants, with the exception of the City of Kenosha, which maintains its own CDBG program.

#### Kenosha County Department of Human Services - Division of Workforce Development

The Kenosha County Division of Workforce Development administers local, state and Federal public assistance programs, including the Wisconsin Works program (W-2), Childcare, Medicaid/BadgerCare, Food Stamps and the Low Income Heating and Energy Assistance Program (LIEAP), and the Dislocated Worker Program. The

Division is part of the Wisconsin Department of Workforce Development. The Kenosha County Division is part of the greater Southeastern Wisconsin Workforce Development Area, which consists of Kenosha, Racine, and Walworth Counties. Workforce development divisions for these three counties pool resources to provide training and assistance for those seeking employment, and to help employers seeking qualified candidates to fill positions. The Kenosha Division provides most services at the Kenosha County Jobs Center in the City of Kenosha. Some services are located at the Kenosha County Center, to serve residents living in the western part of Kenosha County. The Kenosha County Job Center has facilities to conduct on-site job recruitments, interviews, testing, orientations, trainings, union negotiations, and human resources and employee relations functions.

Although much of its activities are focused on assisting workers to find jobs, and providing interim financial and welfare assistance, additional services and programs are provided by the Division of Workforce Development that focus on economic development and job growth. These include the following:

# Employer Outreach Services

Employer Outreach Services provides assistance to employers searching for qualified applicants, provides labor market information, provides small business development services, and works directly with employers to coordinate and conduct job fairs. Employer Outreach Services assists local employers in the recruitment process on a local, statewide, and national level, and provides employers with assessments and training of new and existing employees. Job Fairs allow a company the opportunity to meet with hundreds of applicants at one specific time and ensure exposure to a large pool of potential employees.

# Dislocated Worker Program

The objective of the Dislocated Worker Program is to assist laid-off workers in obtaining full-time employment in a job compatible with the worker's capabilities and interests at a competitive wage. The Southeastern Wisconsin Workforce Development Area manages the Dislocated Worker program, which is a "Work First" program with emphasis on opportunities for employment. Participation requires that the worker be committed to intensive efforts toward obtaining full-time employment. Program staff develops an Individual Employment Plan (IEP) with each participant to identify full-time employment objectives and what steps will be taken to achieve the objectives. The IEP specifies the occupational goals of the enrollee, based on assessment, testing, and individualized counseling.

If, after an initial period of intensive work search the participant is unsuccessful in obtaining employment, additional training may be considered, subject to availability of funds. Those who are deemed eligible to receive additional training are given an Individual Training Account (ITA), and information on providers, which includes the cost of training and the success rate of the training provider.

# Kenosha Area Resume Matrix

This web resource is used by employers to access the resumes of candidates interested in working for companies located in Kenosha County. The Resume Matrix includes resumes from a variety of individuals, from professional, technical, skilled trade, administrative, and entry level workers, who are actively seeking employment. Referrals come from a variety of sources including people affected by downsizing, individuals currently working, and people referred from the "Hot Jobs" Workshop and the Kenosha County Job Center. The matrix is updated on a regular basis and contains a thumbnail profile of the candidates.

#### Kenosha County Workforce Development Board

The Kenosha County Workforce Development Board was established in response to the Workforce Investment Act of 1998 (WIA). The Board is a non-profit corporation dedicated to providing workforce development services to residents and businesses of Kenosha County. It works in collaboration with County and local elected officials, economic development corporations (such as KABA), and businesses to address workforce issues. The Board is dedicated to finding solutions to local workforce needs through long-term planning and timely responses to the changing economy.

## **Economic Summits**

In August 2001, the first Kenosha County Economic Summit¹ was hosted by the Blue Ribbon Strategic Plan Task Force, a subcommittee of the Kenosha County Workforce Development Board, appointed by the County Executive. The format of the Summit divided attendees into focus groups and recommendations were put forth by each focus group on topics including education, infrastructure, quality of life, economic base and diversification, income and ability to pay, and technology zones.

In March 2007, over 150 business, government, education, and community service leaders attended a second Kenosha County economic summit, "Solutions for the Future".² A subcommittee of the Kenosha County Workforce Development Board, appointed by the County Executive, developed the summit program. Attendees separated into focus groups charged with developing specific action plans that the County should consider to ensure that Kenosha County is poised to grow and have high-skill, high-wage jobs while maintaining and improving the quality of life.

# Kenosha Area Chamber of Commerce

The Kenosha Area Chamber of Commerce was established in 1916 to support and promote Kenosha businesses and communities in Kenosha County. The Chamber's website provides a variety of area information for newcomers and those seeking to relocate or visit the area. Information includes maps, community profiles, directories, government resources, and free newcomer packages. The Chamber provides services and sponsors local events such as 'Business After 5', 'Leadership Kenosha', the Kenosha Consumer Expo, a Business to Business Tradeshow, as well as other informative resources.

# University of Wisconsin – Parkside Small Business Development Center (SBDC)

The University of Wisconsin – Parkside Small Business Development Center (SBDC) provides assistance to new and existing businesses in the form of classes and business counseling services, including assistance in the development of business plans and marketing. The UW-Parkside SBDC is located in the Center for Advanced Technology and Innovation (CATI) building in Sturtevant to serve both Racine and Kenosha counties. The SBDC provides business counseling and assistance in both pre-venture (business formation) and venture (business growth and enhancement) areas at little or no cost to its clients.

# Regional Economic Partnership (REP)

The REP includes economic development organizations in each of the Region's seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha) plus We Energies, the City of Milwaukee, the Metropolitan Milwaukee Association of Commerce, and SEWRPC. The REP was formed in 1993 to provide:

- A development partner to assist with financing, workforce training programs, and technology development programs
- Assistance with business permits and regulations
- Continuing assistance beyond project completion

#### The Milwaukee 7

The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties – Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is key to fostering economic growth.

¹Documented in Kenosha County Economic Summit Report, November 2001, prepared by the Office of the Kenosha County Executive, Kenosha County Workforce Development Board, and the Blue Ribbon Strategic Plan Task Force.

²Documented in a report titled Kenosha County Economic Summit 2007 "Solutions for the Future," March 2007, prepared by the Office of the Kenosha County Executive, Kenosha County Workforce Development Board, and the Blue Ribbon Strategic Plan Task Force.

Milwaukee 7 is engaged in efforts focusing on regional strategic planning for economic development. Among the council's goals are to compile comprehensive information about the Region, creating a way for businesses to tap easily into data that can help them plan expansion or location decisions, identifying "clusters" of industries well suited to the area, and creating jobs to retain more Wisconsin college graduates.

In April 2007, the Milwaukee 7 released its Strategic Framework, which includes a vision for the Region and recommended steps on how to achieve this vision. The Strategic Framework identifies the Region's assets that pose a unique opportunity for the Region's long-term prosperity; identifies "Regional Export Drivers," which are industries that drive the export of goods and services beyond our regional borders; maps opportunity zones; and outlines a strategic agenda for each of the Regional Export Drivers. The Milwaukee 7 resource center and Strategic Framework are found on the Milwaukee 7 website (www.choosemilwaukee.com).

#### Tax Increment Financing

Wisconsin's Tax Increment Finance (TIF) program was approved by the Legislature in 1975. Its purpose is to provide a way for a city or village to promote tax base expansion. TIF is aimed at eliminating blight, rehabilitating declining property values, and promoting industry and mixed-use development. The TIF law was amended in 2004 to allow towns to participate in the TIF program. Towns may create TIF districts for projects involving the agricultural, forestry, manufacturing, and tourism industries, as defined in Section 60.85 of the *Wisconsin Statutes*.

When a TIF is created, the aggregate equalized value of taxable and certain municipality-owned property is established by the Department of Revenue. This is called the Tax Incremental Base. The municipality then installs public improvements, and property taxes generally increase. Taxes paid on the increased value are used to pay for improvements funded by the community. This is the Tax Increment. It is based on the increased values in the Tax Increment District (TID) and levies of all the taxing jurisdictions that share the tax base. Other taxing jurisdictions do not benefit from taxes collected on value increases until project costs have been recovered and the TID is retired. At this point, the added value is included in the apportionment process and all taxing jurisdictions share the increase in property value. Kenosha County had 12 active TIF districts in 2007. Local governments with TIF districts include the City of Kenosha, which had nine active TIF districts covering 1,043 acres; the Village of Pleasant Prairie, with two active TIF districts encompassing 2,496 acres; and the Village of Twin Lakes, with one TIF district of 150 acres.

# Wisconsin Department of Commerce Programs

#### Industrial Revenue Bond (IRB) Program Overview

The Department of Commerce's Industrial Revenue Bond (IRB) Program allows all Wisconsin cities, villages and towns to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects at, primarily, manufacturing facilities. IRBs are municipal bonds, but not general obligations of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. The local government is in partnership with the business, lending its name, but not its credit, to the bond issue.

#### Customized Labor Training (CLT) Program

The CLT program is designed to assist companies that are investing in new technologies or manufacturing processes by providing a grant of up to 50 percent of the cost of training employees on the new technologies. The program's primary goal is to help Wisconsin manufacturers maintain a workforce that is on the cutting edge of technological innovation. Any business making a commitment to locate a new facility in Wisconsin or expand an existing facility which is upgrading a product, process, or service that requires training in new technology and industrial skills is eligible.

#### Employee Ownership Assistance Grant Program (EOP)

The EOP program is designed to assist the employees of a distressed business obtain the professional services necessary to evaluate the feasibility of purchasing the business and operating as an employee-owned business. An EOP award may be made to a group formed by or on behalf of the current or former employees of an existing Wisconsin business that is considering or has experienced substantial layoffs or a plant closing. The applicant must intend to operate the business in Wisconsin as an employee-owned business.

# Major Economic Development (MED) Program

The MED program is designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. To be eligible the project must involve significant capital investment relative to the State as a whole or involve the retention or creation of a significant number of jobs in the local community in which the project is located. Eligible activities include construction and expansion; working capital; and acquisition of existing businesses, land, buildings, and equipment.

# Economic Diversification Loan (EDL) Program

The EDL program was established to assist a local community's economy diversify in order to become less dependent upon revenue from Gaming. The EDL program is a low interest loan program designed to help businesses establish and expand operations.

# Economic Impact Loan (EIL) Program

The EIL program was established to help Wisconsin businesses that have been negatively impacted by Gaming. The EIL recognizes that qualified businesses may have difficulty accessing capital, and is designed to cover a portion of the cost associated with modernizing and/or improving business operations. Ultimately, it is anticipated that such improvements will increase revenues and reduce the impact that Gaming has had on the business. The EIL program is a low interest loan program designed to help finance a portion of the costs of these improvements.

# Technology Development Fund (TDF)

The TDF program was established to help Wisconsin businesses research and develop technological innovations that have the potential to provide significant economic benefit to the State. Eligible applicants include any Wisconsin business or consortium. Eligible activities include research and development that will lead to new or significantly improved products or processes, have a high probability of commercial success within a relatively short time period (two to three years), and/or will provide significant economic benefit to Wisconsin. Only costs directly associated with the proposed research project are eligible, including salaries, professional services provided by independent third parties, equipment critical to the research project, and supplies and materials.

#### Technology Development Loan (TDL) Program

The TDL program was established to assist Wisconsin businesses that have developed technological innovations with the potential to provide significant economic benefit to the State. This program is designed to assist the business in bringing the new technology to commercialization. Any Wisconsin business or consortium can apply for TDL funds. Eligible activities include acquisition of land, buildings, and equipment; working capital; and new construction. Although the Department of Commerce can provide up to 75 percent of eligible project costs, the actual amount of Commerce participation is dependent on factors such as commercial potential, economic impact, business viability, fund availability, collateral position available, and the amount of private funds leveraged.

#### Wisconsin Trade Project Program

The Wisconsin Trade Project Program offers individual matching grants up to \$5,000 to help small export-ready firms participate in international trade shows. Wisconsin businesses whose annual sales are less than \$25 million (including the annual sales of parent and subsidiary companies) that have developed a long-term export plan are eligible.

# Business Employees' Skills Training (BEST) Program

The BEST program was established by the Wisconsin Legislature to help small businesses in industries that are facing severe labor shortages to upgrade the skills of their workforce. Under the BEST program, Commerce can provide applicants with a tuition reimbursement grant to help cover a portion of the costs associated with training employees. Eligible applicants include Wisconsin for-profit businesses that have 25 or fewer full-time employees or annual sales of less than \$2.5 million. Eligible industrial clusters include automation, agriculture/food products, biotechnology, information technology, manufacturing, medical devices, paper/forest products, printing, tourism, and childcare.

# Certified Capital Companies (CAPCO) Program

The CAPCO Program created an investment pool directed toward small, high-growth companies with an annual income of no more than \$2 million and no more than 100 employees. To be eligible to receive investment from

CAPCO a business must be headquartered in Wisconsin; be in need of venture capital and unable to obtain conventional financing; have no more than 100 employees (at least 75 percent of whom are employed in Wisconsin); have an average annual net income of not more than \$2.0 million during its two most recent fiscal years; have a net worth less than \$5.0 million; and not be engaged in predominately professional services or banking.

# Dairy 2020 Early Planning Grant Program

The goal of the Dairy 2020 Early Planning Grant program is to encourage and stimulate the start-up, modernization, and expansion of Wisconsin dairy farms. Eligible applicants for the Dairy 2020 Early Planning Grant program include existing and start-up Wisconsin dairy producers. Proceeds from an award may only be used to cover the cost of having a qualified, independent third party provide the professional services necessary to assist the applicant in evaluating the start-up, modernization, or expansion of a dairy farm. Eligible professional services include activities that are necessary in order for the applicant to make a "go or no go" decision.

#### Milk Volume Production (MVP) Program

The MVP program is designed to assist dairy producers that are undertaking capital improvement projects that will result in a significant increase in Wisconsin's milk production. All dairy producers that are or will be located in Wisconsin and are planning capital investments that will result in significant long-term increases in Wisconsin's capacity to produce milk are eligible.

Eligible costs are limited to the cost of acquiring cows. Commerce will fund no more than \$500 for each cow to be added to the operation, with a maximum award of \$1 million. Commerce will seek to maximize the program's impact by participating with dairy producers that can document a need for near-equity financing and demonstrate the management skills necessary to make the project successful.

# State of Wisconsin Investment Board (SWIB)

The SWIB is a State agency that invests one of the largest pension funds in the world. It directs a portion of its private debt investments to Wisconsin companies. The SWIB provides long-term financing as a complement to short-term bank lending. Both debt and mezzanine financing are available. Mezzanine financing takes the form of a subordinate loan supplemented by warrants or company stock. The loan generally has a five-year maturity. Typically the interest rate is 10 to 12 percent. Total return should be about 16 percent. Approved loans usually run 10 to 15 years. Loans are generally used to finance long-term business needs, such as purchasing fixed assets or refinancing short-term or long-term obligations. Fixed assets are often used as collateral. In some cases, a parent corporation may guarantee the loan. In other cases, a personal guarantee of the owner or major shareholders may be used.

#### Minority Business Development Fund

The Minority Business Development Fund offers low-interest loans for start-up, expansion, or acquisition projects. To qualify for the fund, a business must be 51 percent controlled, owned, and actively managed by minority-group members, and the project must retain or increase employment.

#### Small Business Innovative Research (SBIR)

The SBIR provides funding for higher risk, early-stage products and technologies. The SBIR program was established to stimulate technological innovation, use small businesses to meet Federal research and development (R&D) needs, encourage the participation of disadvantaged and minority persons in technological innovation, and increase private sector development through Federal sponsorship.

The SBIR program allows small businesses to compete for Federal R&D funds. Small businesses must meet certain eligibility criteria to participate in the SBIR program:

- At least 51 percent American-owned, located in the U.S., and independently operated
- For profit
- Company size limited to 500 employees

- Principal researcher primarily employed by business at time of award and not employed full time by another institution or company
- All work must be done in the U.S.

# Small Business Technology Transfer (STTR)

The STTR program is a joint research effort between a small business and a nonprofit research institution or Federally funded R&D center (FFRDC). The STTR provides funding for higher risk, early-stage products and technologies. The STTR program was established to enable small businesses to partner with a nonprofit research institution, such as a university or Federal R&D center, to bring innovative technologies to market.

Small businesses must meet certain eligibility criteria to participate in the STTR Program:

- American-owned and independently operated
- For profit
- Principal researcher need not be employed by small business
- Company size limited to 500 employees
- The small business must perform at least 40 percent of the STTR project

The nonprofit research institution must also meet certain eligibility criteria:

- Located in the U.S.
- Meet one of three definitions: nonprofit college or university, domestic nonprofit research organization, or FFRDC
- The research institution must perform at least 30 percent of the project
- There must be a written intellectual property agreement in place at the time of award
- All work must be done in the U.S.

#### Wisconsin Entrepreneurs' Network (WEN) Programs Technology Assistance Grant (TAG)

The TAG program aids small Wisconsin high-technology businesses in their efforts to obtain seed, early-stage, or research and development funding. Eligible project costs are professional services involved in the preparation and review of a Federal R&D grant application; in obtaining industry information, data or market research needed to complete applications for R&D or early-stage funding; or in meeting specific requirements to obtain seed or early-stage funding from outside sources.

# Early Planning Grant (EPG)

The EPG program is designed to help individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed business start up or expansion. Under the EPG program, the WEN, with funding from the Wisconsin Department of Commerce, can provide applicants with a grant to help cover a portion of the cost of hiring an independent third party to develop a comprehensive business plan.

#### Entrepreneurial Training Program (ETP) Grant

The ETP is a course offered through the Small Business Development Center (SBDC) providing prospective and existing business owners with expert guidance through business plan development.

#### Wisconsin Housing and Economic Development Authority (WHEDA) Programs WHEDA Small Business Guarantee (WSBG)

WHEDA Small Business Guarantee can be used for expenses of land, buildings, equipment, and inventory associated with the expansion or acquisition of a small business (50 or less full-time employees). The guarantee is

limited to 80 percent of these costs or \$200,000. This program can finance a mixed-use project if the business occupies at least half of the building. The program is for the start-up of a small business in a vacant storefront in the downtown area of a rural community. A rural community is defined as a city, village, or town with a population of 12,000 or less, or a city, village, or town that is located in a county with a population density of less than 150 persons per square mile. All local governments in Kenosha County except the City of Kenosha and Village of Pleasant Prairie are eligible for this program.

# WHEDA Agribusiness Guarantee

WHEDA Agribusiness Guarantee is a low interest loan available to businesses in rural areas that use, develop, and promote Wisconsin-grown agricultural commodities. Eligible businesses must be involved in product development, processing, or marketing of Wisconsin-grown commodities, and loans are available to start-ups or existing businesses seeking to expand or increase efficiency. Businesses must also be located in communities with a population under 50,000. The maximum guarantee of 80 percent of loans up to \$750,000 can be used for equipment, land, buildings, working capital, inventory, and marketing expenses.

# The Linked Deposit Loan (LiDL)

The LiDL is a program offering women and minority owned and operated businesses a two-year interest rate subsidy on the portion of a new bank loan of \$10,000 to \$99,000 that covers land, buildings, and equipment. At least 50 percent of the business must be owned by a woman or ethnic minority group member, or more than 50 percent of the business must be controlled by a woman or ethnic minority group member to be eligible. In addition, the business must employ 25 or fewer full-time equivalent employees at the time of application, and the business (along with affiliates, subsidiaries, and parent company) must have gross annual sales of \$500,000 or less.

# **Brownfield Remediation Programs**

The comprehensive planning law places an emphasis on the remediation and reuse of environmentally contaminated, or brownfield, sites. Brownfields are defined as abandoned, idle, or underused industrial or commercial properties where redevelopment is hindered by known or suspected environmental contamination.

The Wisconsin Department of Natural Resources (DNR) and the Wisconsin Department of Commerce have compiled a guide to provide information on options to help finance brownfield cleanup and redevelopment entitled *Brownfields Remediation Guide*. The guide is divided into sections on grants, reimbursements, loans, tax incentives, and waterfront revitalization programs. Each section includes a one-page summary about its programs, including detailed information about who may apply and eligibility criteria. The guide also includes a list of brownfield related websites, including the DNR Remediation and Redevelopment Program Website, <u>http://dnr.wi.gov/org/aw/rr/index.htm</u>. The site includes information and application forms for many of the programs listed here and contact information for ordering publications.

#### **Other Programs**

#### The Wisconsin Department of Workforce Development

The Wisconsin Department of Workforce Development (DWD) is the State agency charged with building and strengthening Wisconsin's workforce. DWD offers a wide variety of employment programs and services, accessible at the State's Workforce Development Centers, including securing jobs for the disabled, assisting former welfare recipients to transition to work, connecting youth with jobs, protecting and enforcing worker's rights, processing unemployment claims, and ensuring that worker's compensation claims are paid in accordance with the law. There is a workforce development center located in the City of Kenosha (the Kenosha County Jobs Center).

# U.S. Small Business Administration (SBA)

The mission of the SBA is to maintain and strengthen the nation's economy by aiding, counseling, assisting, and protecting the interests of small businesses and by helping families and businesses recover from National disasters.

# Wisconsin Manufacturing Extension Partnerships (WMEP)

The WMEP is a non-profit consulting agency that provides assistance to small and midsize manufacturers on advanced manufacturing technologies and business practices in order to help them compete more effectively in the global marketplace. WMEP provides technical advice and hands-on assistance to identify improvement opportunities to increase efficiency. The WMEP also offers technical training through its partnership with the Wisconsin Technical College system. If included in the Wisconsin State budget in 2007, WMEP will manage the proposed 'Get LEAN Initiative' which would provide state funds to assist in advanced manufacturing.

#### The Wisconsin Women's Business Initiative Corporation (WWBIC)

The WWBIC is an economic development corporation providing quality business education, technical assistance, and access to capital for entrepreneurs. WWBIC consults, educates, and mentors owners of small and micro businesses throughout Wisconsin with a focus on women, people of color, and those of lower incomes. The WWBIC is partially funded by a grant from the SBA and by donations from corporate sponsors, foundations, and private contributors. WWBIC receives money from the SBA's Micro Loan Program and its Office of Women's Business Ownership.

#### Freight Railroad Infrastructure Improvement Program

The Freight Railroad Infrastructure Improvement Program is administered by the Wisconsin Department of Transportation (WisDOT) and awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the existing railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement.

#### Transportation Economic Assistance (TEA)

The Transportation Economic Assistance (TEA) program is administered by WisDOT and provides 50 percent grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the State. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must begin within three years, have the local government's endorsement, and benefit the public. The program is designed to implement an improvement more quickly than the normal State transportation programming process would allow. The 50 percent local match can come from any combination of local, Federal, or private funds or from in-kind services.

# **Appendix E**

# **RESOLUTION NO. 10-02-22**

#### TOWN OF SALEM PLANNING AND ZONING COMMISSION

# RESOLUTION APPROVING TOWN COMPREHENSIVE PLAN AND RECOMMENDING ADOPTION BY THE TOWN BOARD

WHEREAS, the Town of Salem, pursuant to Sections 62.23, 61.35, and 60.22(3) of the *Wisconsin Statutes*, has adopted Village powers and created a Town Planning and Zoning Commission; and

WHEREAS, it is the duty and function of the Town Planning and Zoning Commission, pursuant to Section 62.23(2) of the *Wisconsin Statutes*, to make and adopt a comprehensive (master) plan for the development of the Town, and to recommend a comprehensive plan for adoption by the Town Board; and

WHEREAS, the Town has cooperated with Kenosha County and SEWRPC to prepare both a multi-jurisdictional comprehensive plan for the County and a comprehensive plan for the Town of Salem. The Town plan is documented in the report titled "A Comprehensive Plan for the Town of Salem: 2035," containing all maps, references and other descriptive materials; and

WHEREAS, in accordance with Section 66.1001(2) of the *Wisconsin Statutes*, the comprehensive plan includes the following nine elements: Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation; and

WHEREAS, the Town Board adopted a Public Participation Plan for the comprehensive planning process as required by Section 66.1001(4)(d) of the *Wisconsin Statutes* on December 11, 2006, and the Town has conducted meetings and other public participation activities during the course of development of the comprehensive plan; and

WHEREAS, the Town has duly noticed and held a public hearing on the comprehensive plan, following the procedures in Section 66.1001(4)(d) of the *Wisconsin Statutes*.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Sections 62.23(3)(b) and 66.1001(4)(b) of the *Wisconsin Statutes*, the Town of Salem Planning and Zoning Commission hereby approves the comprehensive (master) plan embodied in the report titled "A Comprehensive Plan for the Town of Salem: 2035."

BE IT FURTHER RESOLVED that the Planning and Zoning Commission does hereby recommend that the Town Board enact an Ordinance adopting the Comprehensive Plan.

Adopted this 22ND day of February, 2010.

Attest:

Ayes 6 Noes 6 Absent (

Boening, Chairperson

Town of Salem Planning and Zoning Commission

Eileene Anderson, Secretary Town of Salem Planning and Zoning Commission

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# Appendix F

#### TOWN OF SALEM TOWN BOARD **ORDINANCE 10-03-08B**

#### ORDINANCE ADOPTING THE COMPREHENSIVE PLAN FOR THE TOWN OF SALEM, WISCONSIN

The Town Board of the Town of Salem, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to Sections 62.23, Section 61.35, and Section 60.22(3) of the Wisconsin Statutes, the Town of Salem 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 Town Board of the Town of Salem, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan, as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The Town has cooperated with Kenosha County and SEWRPC to prepare both a multijurisdictional comprehensive plan for the County and a comprehensive plan for the Town of Salem. The Town plan is documented in the report titled "A Comprehensive Plan for the Town of Salem: 2035."

SECTION 4. The Planning and Zoning Commission of the Town of Salem, by a majority vote of the entire commission recorded in its official minutes, has adopted Resolution No. 10-02-22 approving the plan and recommending to the Town Board the adoption of the document titled "A Comprehensive Plan for the Town of Salem: 2035", containing all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes, and has further recommended that the land use plan maps (Maps VI-8, VI-9, and VI-10) and all applicable other maps, plan data, tables (including VI-10), and Appendices be changed to reflect an M-2 General Industrial land use district on tax key parcels 65-4-120-143-0701, 65-4-120-143-0705, 65-4-120-143-0710, 65-4-120-143-0715 and 65-4-120-143-0721.

SECTION 5. The Town Board has duly noticed and held a public hearing on the comprehensive plan on February 22nd, 2010, in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 6. The Town Board of the Town of Salem, Wisconsin, does, by the enactment of this ordinance, concur with the adopted Plan Commission Resolution No. 10-02-22 and does hereby formally adopt the document titled, "A Comprehensive Plan for the Town of Salem: 2035", pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes, as the Town of Salem comprehensive plan, with the changes to Chapters VI, IX, and XII described in the attached Exhibit A and any additional changes discussed at the Town Board meeting and included in the minutes of the Town Board meeting held on March 8, 2010.

SECTION 7. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication or posting as required by law.

ADOPTED this 8th day of March, 2010.

Ayes <u>Absent</u> <u>Absent</u>

Valentine, Town Chair

Published/Posted: March 14, 2010/ March 10, 2010

Attest:

## Exhibit A

# CHANGES TO TOWN OF SALEM COMPREHENSIVE PLAN AT TIME OF TOWN BOARD ADOPTION

- Chapter VI: Land Use Element
  - Update the land use plan maps (Maps VI-8, VI-9, and VI-10), Tables VI-5 and VI-6, and related text to reflect the change from the M-1 to M-2 land use district for five parcels (26 acres) on the west side of State Trunk Highway 83.
  - Add Table VI-10 (Highway-Oriented Commercial Facilities Standards for Planned Major and Minor Nodes), which was mistakenly omitted from the draft plan report. The table has been carried forward from the Town's Coordinated Land Use Plan (Table 5.3).
  - Adjust colors and patterns on Map VI-4 (Potential Natural Limitations to Building Site Development) to make the page-size map more legible.
- Chapter IX: Utilities and Community Facilities
  - Revise text to reflect status of Salem Fire/Rescue as a Town agency and National Fire Protection Association standards for volunteer fire departments (see attached). Map IX-5 has been updated to reflect 2010 fire service area boundaries in the Town, and Map IX-6 has been revised to apply a 10-minute response time area for the Town Fire/Rescue Department, which is the correct response time for volunteer departments.
  - Revise the second paragraph under "Emergency Rescue Services" on Page IX-10 regarding Advanced Life Support services provided by the Salem Fire/Rescue Department.
  - Maps IX-4 and IX-7 will be updated to reflect Countywide fire and EMS service areas, respectively. Updated information is expected to be available from Kenosha County later this month.
- Chapter XII: Implementation
  - Revise the section titled "*Types of Plan Changes*" on page XII-4 to add the following paragraph after the existing paragraph:

"Lot line adjustments between two different, but adjacent, land use districts that do not create substandard or nonconforming lots are considered minor adjustments and will not require an amendment to this plan. The lot line adjustment will, however, require approval from the Town Plan Commission and Town Board."

• Revise the last paragraph on page XII-2 to read as follows (last sentence is new):

"This comprehensive plan builds upon and incorporates the neighborhood plans adopted by the Town in 2004 through 2007. A public hearing was held on each neighborhood plan prior to its adoption. Table I-I in Chapter I lists the dates each neighborhood plan was adopted by the Plan Commission and Town Board. A public hearing on the Town of Salem Coordinated Land Use Plan, upon which this comprehensive plan is also based, was held on January 28, 2009. Because the comprehensive planning law recognizes the comprehensive plan as the document on which zoning, land division, and official mapping actions must be based, the recommendations of the comprehensive plan prevail whenever there is a conflict between the comprehensive plan and a neighborhood plan."

# Revised text for section titled "Fire Protection" on pages IX-9 and IX-10:

# Fire Protection

In 2010, there were 11 fire departments serving Kenosha County: Bristol, Kansasville, Kenosha, Paris, Pleasant Prairie, Randall, Salem, Silver Lake, Somers, Twin Lakes, and Wheatland Fire Departments. Map IX-4 shows the locations of local fire departments, all affiliated fire stations, and the initial response fire protection service area of each department in the County. Table IX-4 sets forth the extent of areas served by each department. Many fire department personnel are cross-trained to provide both fire fighting, emergency medical, and/or hazardous materials handling. In addition, most fire and emergency service agencies have mutual aid agreements in place with other departments if additional equipment or personnel are needed to respond to an emergency.

Fire protection in the Town of Salem is provided by the Town of Salem Fire/Rescue Department, which maintains three fire stations located in the hamlets of Salem, Trevor, and Wilmot. Initial response fire protection service areas in the Town of Salem are shown on Map IX-5. The Town of Salem Fire/Rescue Department has four full-time personnel stationed at the Salem fire station. The full-time firefighters are on staff 10 hours per day on weekdays, and respond to all emergency situations within the three Town of Salem fire department service areas. A limited number of volunteers are available to assist the full-time firefighters during these hours. The Salem fire station, consisting of about 25 volunteer personnel, serves the northern portions of the Town of Salem, the Village of Paddock Lake, and portions of the Town of Brighton for initial response. The Trevor fire station, consisting of about 30 volunteer personnel, serves the southeastern and southcentral portions of the Town for initial response. The Wilmot fire station, consisting of 15 volunteer personnel, serves the southwestern portion of the Town for initial response. The Town for initial response. The Town for department will conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the department has sufficient fire-fighters, equipment, water supply, and facilities to adequately protect the Town.

Service standards for fire stations and equipment are developed by the National Fire Protection Association (NFPA). The NFPA has developed separate standards for "career" fire departments, which are staffed completely by full-time personnel; and "volunteer" departments, which are staffed by volunteers or paid-on-call personnel, or a combination of full-time and volunteer/paid-on-call personnel. The City of Kenosha Fire Department is a career fire department. All other fire departments in the County, including the Town of Salem Fire/Rescue Department, are considered volunteer/combination departments under NFPA standards.

For volunteer departments, the response times recommended by the NFPA¹ vary depending on the population density of the area served. In urban areas (areas with a population density of more than 1,000 persons per square mile), the NFPA recommends a response time of nine minutes or less between the completion of the dispatch notification and arrival at a fire. In suburban areas (areas with a population density between 500 and 1,000 persons per square mile), a 10-minute response time is recommended, and in rural areas (areas with a population density of less than 500 persons per square mile), a 14-minute response time is recommended. A performance objective of not less than 90 percent for achieving the nine-minute response times in suburban and rural areas, respectively, has also been established by the NFPA. The Town of Salem Fire/Rescue Department responds to fires within eight to 12 minutes, 90 percent of the time.

For career departments, the NFPA recommends a response time of four minutes or less² for the arrival of the first arriving engine company at a fire, plus a one-minute "turnout" time. The "turnout" time is defined as the

¹*NFP.4 1720,* Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments, 2010 Edition.

² NFPA 1710, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments, 2004 Edition.

time beginning when units acknowledge notification of an emergency incident to the time when travel to the incident begins. A performance objective of not less than 90 percent for achieving the five-minute response time has been established by the NFPA.

The Salem Fire/Rescue service area includes areas of urban, suburban, and rural densities; however, much of the area within the Town of Salem approaches the suburban density definition used by the NFPA. A response-time analysis was therefore conducted using a 10-minute response time from each fire station serving the Town of Salem, which is shown on Map IX-6. The response time analysis also assumes that emergency vehicles have the ability to change traffic signals from red to green using preemption control devices (the Salem Fire/Rescue Department has this capability) and that there are no delays at railroad crossings. As shown on Map IX-6, the entire Town of Salem is within the 10-minute response time recommended by the NFPA.

# Revised text for first two paragraphs of section titled "Emergency Rescue Services" on page IX-10:

# **Emergency Rescue Services**

In 2010, there were 11 emergency medical service (EMS) areas in Kenosha County served by eight municipal or volunteer emergency medical service-rescue departments. Map IX-7 shows emergency medical service areas in Kenosha County and Table IX-5 lists the department that serves each area.

Emergency rescue services in the Town of Salem are provided by the Town of Salem Fire/Rescue Department and the Village of Silver Lake Rescue Squad. The Salem Fire/Rescue Department provides initial response emergency rescue services to a majority of the Town and to southern and eastern portions of the Town of Brighton. The Salem Fire/Rescue Department also provides Advanced Life Support services to the entire Town of Salem and the entire Town of Brighton. The Village of Silver Lake Rescue Squad provides Basic Life Support and Intermediate Life Support services to the northwestern portion of the Town. The Salem Fire/Rescue Department provides Advanced Life Support services in those portions of the Silver Lake service area within the Town. Emergency rescue service areas in the Town of Salem are shown on Map IX-8. The Town will conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the Department has sufficient personnel, equipment, and facilities to adequately protect the Town and other communities it serves.